

Section 32 Report

Plan Change 16: Three Parks Zone



November 2008

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12. Geotechnical and Natural Hazard Assessment
13. Results of the July 2008 run of the Dwelling Capacity Model

Available on the Queenstown Lakes District Council Website or upon request:

14. Wanaka 2020
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16. Growth Management Strategy
17. Wanaka Structure Plan 2004
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Executive Summary

This report is produced to fulfil the requirements of Section 32 of the Resource Management Act (RMA).

The area subject to this plan change is approximately 100 ha of land to the southwest of Mount Iron. It has until recently been referred to as 'Three Parks', but the Council has opted for a more generic name for the purposes of the zoning.

This report recounts the background to the Council's decision to propose the rezoning of the area. This process began with the Wanaka 2020 community workshops which identified the area and its proposed uses in 2002.

Following this, the Council produced a Growth Options Study which paved the way for the Growth Management Strategy. The Growth Management Strategy established the Council's policy on where growth should occur.

In line with the Growth Management Strategy the Wanaka Structure Plan was produced. The first version was adopted in 2004 as a working draft. The reasons for this were primarily that a full consideration of the transport effects of the development proposed was sought and also because a more considered judgement of the amounts of land needed to supply an estimated 20 years of growth was considered appropriate. The transport implications were considered as part of the Wanaka Transport and Parking Strategy while a report produced for the Council called Wanaka Land Demands outlined the rationale for the quantities of land provided for in the Wanaka Structure Plan 2007.

The Wanaka Structure Plan 2007 was adopted in full by the Council with the resolution that it be implemented by a series of plan changes. Plan Change 16: Three Parks Zone represents the rezoning of a significant proportion of the growth foreseen by the Wanaka Structure Plan.

This report also considers the statutory framework for the Plan Change. It discusses how it relates to the relevant provisions of the Otago Regional Policy Statement and the relevant sections of the Resource Management Act. The relationship of the Plan Change to the Kai Tahu Ki Otago Natural Resource Management Plan 2005 is also discussed.

It also discusses how the Plan Change relates to the existing Partially Operative District Plan. As a result of this analysis some changes are proposed to Part 10 (Town Centre) to better explain the role of the new 'Commercial Core' proposed by the Plan Change and how it will relate to the existing Town Centre for Wanaka.

This report also includes some discussion on the need to rezone the land uses proposed. It is found that there is a demand and resource management reasons to provide for large format retail but that these uses would be unlikely to be feasibly or appropriately located

in or around the existing Town Centre. Other options that have been considered for the location of a new commercial area are also discussed.

It is held that it is appropriate to zone more land for business uses (generally light industrial and other employment land).

The report includes a detailed assessment of the supply of land for housing in Wanaka. It concludes that while there is no critical shortage of land for housing, growth rates are expected to be such that shortages will become apparent in time (as supported by the inclusion of the area as urban in the Wanaka Structure Plan 2007). Moreover, there is considered to be value in zoning the area in a comprehensive manner (in parallel with the other land uses that are being provided for by this Plan Change). There is also considered to be value for the community in providing more residential land that should provide a mix of housing types (such as higher density housing than that currently widely available in the Wanaka market and housing that is not targeted at the higher value end of the market, including Affordable Housing).

The report includes a detailed assessment of the appropriateness, effectiveness and efficiency of the key provisions of the Plan Change and the options considered in order to address the issues raised in the process of drafting the Plan Change.

Finally, a number of reports and documents are attached. Some of these are aforementioned documents that are referred to in this report. Others are technical reports that have been commissioned to address issues specific to the site. A summary of the consultation responses received on the Three Parks Discussion Document is also appended.

Introduction

Purpose of this Report

This report is provided by the Queenstown Lakes District Council in order to fulfil the statutory requirements of section 32 of the Resource Management Act (the Act). The report relates to the Council's proposal to enable a mix of uses to develop on the land in Wanaka referred to as the Three Parks Zone.

Section 32

Section 32 of the RMA requires a local authority to carry out an evaluation:

- (3)
An evaluation must examine—
- (a) the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and
 - (b) whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.

In addition the following matters need to be taken into account:

- (4)
For the purposes of [[the examinations referred to in subsections [\(3\)](#) and [\(3A\)](#)]], an evaluation must take into account—
- (a) the benefits and costs of policies, rules, or other methods; and
 - (b) the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.

This report provides an analysis that fulfils the requirements of Section 32.

Name of the Zone

The land subject to this Plan Change has for some time been commonly referred to as Three Parks. For a time, the Council used the name 'Southern Wanaka Zone' but it has reverted to the title 'Three Parks', primarily so as to avoid confusion in the community.

Scope of Plan Change

A location map is shown below, identifying the boundaries of the land subject to the Plan change and for which this analysis applies.



Purpose of the Plan Change

The purpose of the Plan Change is:

To rezone the area of land referred to as the Three Parks Zone in a manner which enables development of a high quality urban area with a range of land uses in accordance with the Wanaka Structure Plan, meeting many of Wanaka's needs as a growing community. In addition, changes to Part 1 (Introduction) Part 10 (Town Centre), Part 14 (Transport), Part 15 (Subdivision) and Part D (Definitions) of the Partially Operative District Plan are proposed to enable the rezoning.

The Consideration of other Council Policies and Reports

Long Term Council Community Plan

The Local Government Act 2002 established an increased role for Councils to lead their communities in terms of facilitating them to establish a vision for how they wanted their community to be. This is done by producing Community Outcomes that summarise the main areas of interest to the community. These are established in the Long Term Council Community Plan process.

In the Queenstown Lakes District, perhaps unsurprisingly given the sustained growth that has been faced for many years, managing growth in such a way that minimises the potential negative effects while realising the opportunities it presents is seen as a key issue of concern. Thus in the 2006 Council Community Plan, the community identified the following 'overarching' community outcome:

- Sustainable growth management.

It can therefore be seen that the District's community have established a strong desire for growth to be sustainably managed. The Council considers it has a lead role to ensure that development is managed accordingly through the District Plan and other mechanisms. As will be set out in this report, the Three Parks Plan Change has been considered within a framework established so that the Council and communities can be proactive in their management of growth.

Under the overarching outcome, the following Community Outcomes were set out which establish particular areas of interest to the community in the 2006 Council Community Plan (commentary of how the Plan Change relates to these follows):

- Quality landscapes and natural environment and enhanced public access.

Landscape issues were considered as part of the Wanaka Structure Plan process and it was deemed that the expansion of the Wanaka urban area into the Plan Change area was

appropriate in landscape terms. The structure planning for the Three Parks Zone also had regard to the existing landscape features of the site.

- A safe and healthy community that is strong, diverse and inclusive for people of all age groups and incomes.

The Plan Change has paid particular attention to providing for urban forms that encourage healthy modes of travel, such as walking and cycling and that minimise the potential for the creation of places that feel unsafe. The Plan Change provides for a range of housing types, including Affordable Housing which is considered to contribute to more inclusive communities.

- Effective and efficient infrastructure* that meets the needs of growth.

**The term infrastructure includes network infrastructure, roads, trails, public transport and community facilities.*

The Plan Change reflects a logical extension of the Wanaka area in line with the infrastructure that is available (again a matter that was considered as part of the Wanaka Structure Plan). Appendix 5 to this report is an Infrastructure and Servicing Assessment Report prepared for the area while Appendix 6 is a peer review undertaken of that report. Further work has also been undertaken to understand the capacity of stormwater infrastructure in the area as part of the Council's development of Catchment Management Plans. The Council considered it was appropriate to proceed with rezoning the area for urban areas with the proviso that applications for Outline Development Plans could be declined on the basis that there was inadequate infrastructure. In addition a private agreement is being sought between the developer and the Council to ensure that development does not proceed until the Council is satisfied stormwater matters have been addressed appropriately for the area to be urbanised.

- High quality urban environments respectful of the character of individual communities.

Particular attention has been paid to ensure that a high standard of urban design will be integral in the development of the Plan Change area.

- A strong and diverse economy.

The Plan Change provides for considerable land where businesses can establish, in line with Wanaka's needs as a growing community. The provision of a commercial area should allow for more retail activities to establish in the town, avoiding people travelling further afield for some goods and services, and provide for a degree of competition which can be of benefit of consumers in the community.

- Preservation and celebration of the district's local cultural heritage.

Work has been commissioned to consider whether there is any significant cultural heritage in need of preservation on the site (see Appendix 11). While no such sites have been identified, the Historic Places Act and Resource Management Act establish processes should anything of archaeological significance is discovered as a result of subdivision or development.

Wanaka 2020

The Council also felt it important to consider the values and visions of people of the individual communities of the District. Wanaka 2020 represented such a process. The Wanaka 2020 final report is shown in Appendix 14.

The Wanaka 2020 public workshops were held in May 2002 and were widely attended. Further to this there were 58 written submissions and over 220 postings to the bulletin board on the Wanaka 2020 website.

It is important to note that the Wanaka 2020 workshops were the first steps towards some key policy decisions that have influenced the decision to undertake the Plan Change 16: Three Parks Zone and some of its details. Key matters identified in Wanaka 2020 include:

- That the site should be urbanised
- The development of a new commercial centre to accommodate uses that were not considered compatible with the existing Town Centre
- The provision for business uses along Ballantyne Road.

The Wanaka Community Outcomes (as distinct from the District-wide Community Outcomes discussed earlier in this report) were also produced as part of this process. These Community Outcomes with the further explanation on how these will be achieved in spatial planning terms (as quoted in the Growth Options Study, see Appendix 15) are outlined below. An explanation of how the Plan Change has addressed these also follows:

- Managing urban growth in a way that protects the landscape and environment
 - The long-term urban boundary for Wanaka is Lake Wanaka, and the Clutha and Cardrona rivers.
 - Create an interim urban boundary within the long-term boundary and stage development within this boundary.
 - Increase the density of the town rather than sprawl outward beyond the growth boundary into rural areas.
 - Maintain and enhance access to the natural recreational amenities, the lake, open spaces and rivers.

The Wanaka Structure Plan furthered this outcome and these methods. The Plan Change is consistent with the Wanaka Structure Plan 2007.

- A vital town centre servicing the daily needs of Wanaka
 - Expand the town centre inland slightly, improve connectivity to the lakefront, introduce character guidelines and allow appropriate intensification of the town centre.
 - Develop a new commercial centre on the state highway for bulk retail and other activities that would potentially conflict with the character of the existing centre.

The Council is producing a Wanaka Town Centre Strategy which is advancing the first method under this outcome. Plan Change 16 puts in place the latter.

- A connected settlement that is easy to get around by foot and cycle
 - A connected road network should be planned and protected ahead of development.
 - Develop a network of walkways and cycleways – plan long term and acquire as development occurs.

The Wanaka Structure Plan was advanced in conjunction with the Wanaka Transportation and Parking Strategy. The Plan Change is therefore proceeding in accordance with a strong framework that achieved the first of these methods.

The Plan Change will require the consideration of cycleways and walkways as part of the Outline Development Plan process.

- A vital town centre servicing the daily needs of Wanaka
 - Keep tourism low key – no monolithic hotels, sensitive rural resorts are acceptable.
 - Expand the existing area at Ballantyne Road for industrial development.
 - Encourage home-based businesses.

The Plan Change provides for contained areas of visitor accommodation to establish in the Medium Density Residential subzone with building mass restrictions that would not be amenable to large hotels. Near the entrance to the Plan Change area off State Highway 84 a Tourism Facility Subzone is proposed. This could provide for a hotel and conference facilities etc, but there is a strong emphasis on retaining an appearance of open space and high quality design which is considered consistent with this method.

The Plan Change provides new areas for light industrial activities of Ballantyne Road.

The Plan Change provides for home occupation businesses and provides for the eventual provision of live-work units along the east-west arterial in the mixed-use subzone.

- Provide infrastructure for a growing population

- Aim for sustainable systems for water, wastewater and stormwater management, thereby preserving the water quality of the lake.
- Remove the constraints to growth caused by the location and method of treatment of the sewage plant.
- Ensure growth does not result in increased traffic congestion.
- Co-location of high school, a new middle school and centralised playing fields.
- Need to plan for a hospital in the long term.

The Outline Development Plan process promotes overland management of stormwater and there are performance standards to minimise impermeable surfaces.

Project Pure is approaching completion and will provide a high quality sewage treatment system for Wanaka. Plan Change 32 is intended to provide for industrial activities on the former sewage treatment ponds of Ballantyne Road.

Traffic congestion has been carefully considered as part of the Wanaka Transportation and Parking Strategy. This was constructed with the consideration of a transport model that projected future road use levels. A further report was commissioned as part of this Plan Change process (see Appendix 9) that considered the internal roading layout proposed in the Structure Plan for the Three Parks Zone through use of the transport model.

A new school is proposed elsewhere in Wanaka. It is conceivable that future growth could lead to further demand for schools. While the Three Parks Zone may be an appropriate location for such a school, designation processes are typically used for schools. Consideration was given to zoning or indicative zoning for a future school, however it was considered that provided development is staged appropriately in the Zone, there should be appropriately located, large parcels of land available for a future school. Hospitals can also be provided for in a similar manner.

- Protect Rural Character
 - Retain the working rural landscape as part of Wanaka's character.
 - Ensure a clear distinction between town and rural areas.

The Wanaka 2020 report included the following map that spatially summarised the outcome foreseen for Wanaka over the following 20 years:



The Wanaka Structure Plan built on this to carefully establish boundaries for the growth of Wanaka. Landscape and a clear boundary between rural and urban areas were a key considerations in establishing these. The Plan Change has proceeded in accordance with these boundaries.

Growth Options Study

The Growth Options Study was produced in February 2004. It embodied the conclusions of the Wanaka 2020 process and summarised the options that were considered to exist for the Council in terms of managing growth. It therefore forms an important part of the Section 32 process that has underpinned the Three Parks Plan Change in terms of considering the options and alternatives at a strategic level.

The Growth Options Study is included in Appendix 15.

The report gave an overview of the projected land use demands that could be expected to be required by Wanaka in the foreseeable future. It then considered the following options, which were tested against the Community Outcomes identified in the Wanaka 2020 process (outlined above):

Particular options for keeping growth within the long term boundary

1. Slow the growth - not seen as a viable alternative

2. Grow other settlements – there was considered to be capacity constraints for such growth in other settlements. It was noted that providing infrastructure for such growth would be very expensive for the community.
3. Structure planning and staged release of land – this was the preferred option and the one that is being pursued through Plan Change 16.

Options for developing the town’s character

1. Developing an alternative location for retail stores – the option of the new commercial centre that was envisaged by the Wanaka 2020 process was considered. When tested against the Community Outcomes the following analysis was recorded:

Community Outcome	Effect on outcome
<i>Protect landscapes and the environment</i>	An inland location for a new centre will help to retain the low-key character of the existing waterfront centre.
<i>Improve access</i>	Access to the centre from future growth areas needs to be secured.
<i>A vital town centre</i>	The main town centre can continue to focus on its most important role as the hub of the community.
<i>Protect rural character</i>	More facilities in the township should help to encourage more compact growth, and reduce pressures for outward expansion of the settlement.
<i>Provide infrastructure for growth</i>	The infrastructure around the current town centre such as roading and parking, will not be overloaded.
<i>Grow the economy</i>	Additional shops and services will expand the range of services available to people.

Thus, it can be seen that the Council was giving consideration to whether providing a new commercial area was the most appropriate option as part of the Growth Options Study in 2004.

Alternative options to providing a new commercial area in the Three Parks Zone are discussed in detail in the section Strategic Options Considered later in this report.

Growth Management Strategy

The Growth Management Strategy was adopted by Council in 2007. Leading on from the Growth Options Study, it established policy on how the Council would manage growth in light of the fact that it was expected to continue in the District. It was subject

to considerable consultation, including submissions on a discussion document. The growth Management Strategy is included as Appendix 16.

The Growth Management Strategy reaffirmed the need for structure planning (such as the Wanaka Structure Plan). It also reaffirmed the need for a further commercial area in Wanaka (identified as Action 1g) and containing growth within growth boundaries identified by Wanaka Structure Plan. However, the Strategy also noted the following points with respect to the management of growth in Wanaka:

- The expansion of the new commercial area proposed by the Wanaka Structure Plan is to be carefully managed so that the viability and vitality of the existing centre is not undermined.
- Land within the structure plan area is to be released for development in a staged manner, to help ensure efficient use of land, as well as to ensure infrastructure (particularly more land for business and community activities) is provided in-step with growth and the ensuring demand for goods and services. Sufficient land within the structure plan area is to be retained as a long term land bank to provide for growth post 2026.

Of note are the following two actions recorded in the Growth Management Strategy which were carried through into the Wanaka Structure Plan:

- New centre in Wanaka: Control the amount of retail floor space in the new 3 Parks centre such that it will grow in-line with the growth of the catchment, while allowing for the existing centre to consolidate its position.
- Release of additional urban land in Wanaka: Establish a staging plan to ensure that land release occurs in a way, and at a rate that:
 - Ensures efficient use of urban land
 - Promotes compact development
 - Assists with the development of new community facilities
 - Retains options for the future

Ensure sufficient land within the structure plan area is to be retained as a long term land bank (to provide for growth post 2026). Maintain the current rural zonings of the balance of land within the “Twin Rivers” long term growth boundary.

Wanaka Structure Plan 2004

Following the recommendation of the Growth Options Study (and consistent with the subsequent recommendation of the Growth Management Strategy) the Wanaka Structure Plan 2004 was developed.

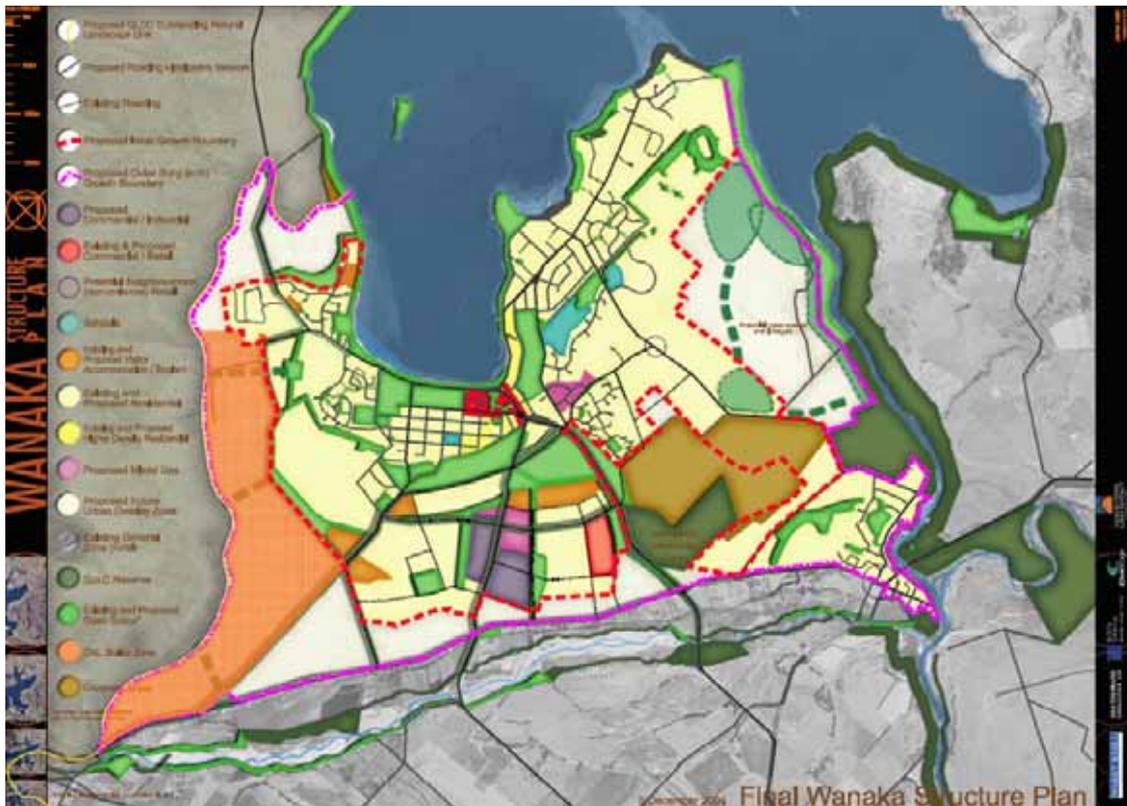
The Wanaka Structure Plan was designed to provide spatial direction on how the community outcomes identified in the Wanaka 2020 workshops would be realised. Effectively it was designed to provide a blueprint for how growth would be managed, directing where and how future rezonings would occur.

The Wanaka Structure Plan 2004 was informed by consideration of the growth limits identified by the community in Wanaka 2020 and by constraints such as infrastructure and sensitive landscapes.

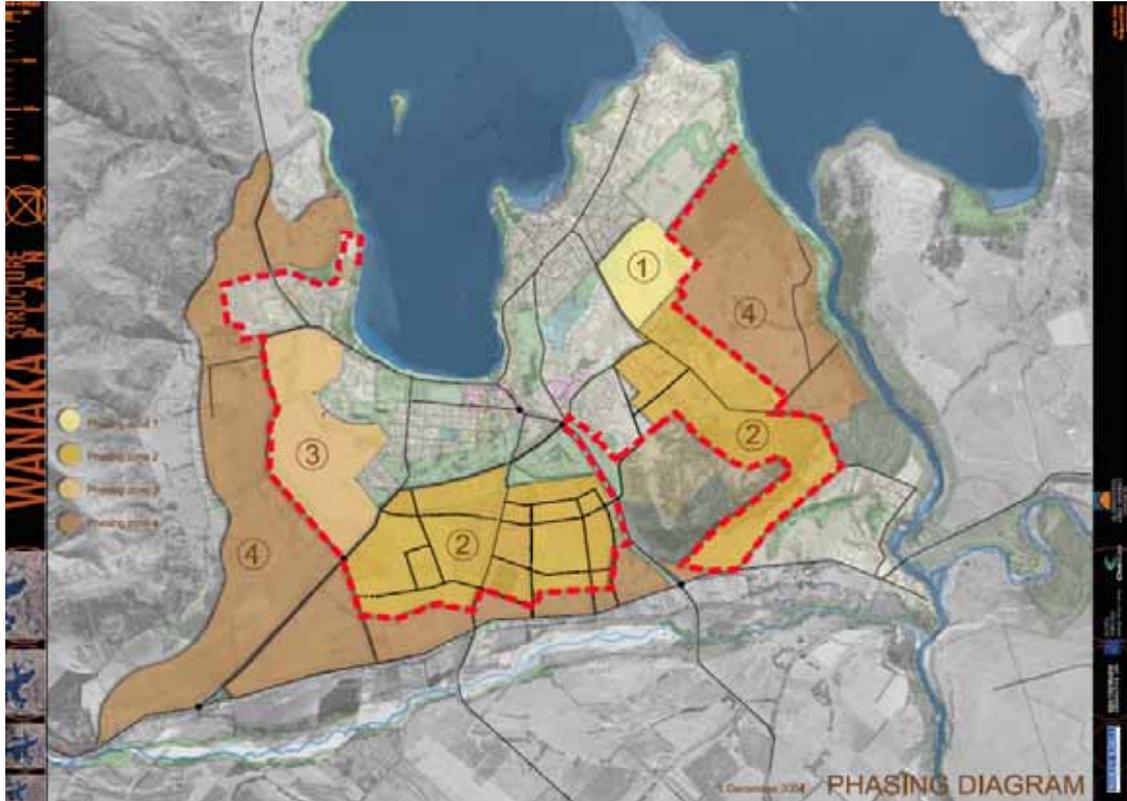
For a record of how the plan was developed (including the consultation undertaken) refer to the final report in Appendix 17.

This process again considered some basic strategic options for considering growth. The option chosen was a refinement of the vision identified by the Wanaka 2020 process.

The following map was produced:



The Structure Plan also provided indicative staging for the development. The following is the staging that was indicated:



A later version of this map was also developed showing the Peninsula Bay area in ‘Stage 1’. This and the other area shown as ‘Stage 1’ (the Kirimoko Block that was rezoned as a result of Plan Change 13) have now been rezoned for urban use. The Three Parks Zone, as proposed by this Plan Change, falls predominantly with the ‘Stage 2’ area of this map.

The 2004 Structure Plan was adopted by the Council as a working document. It was intended to cover an 18 month period from November 2004 until June 2006 and the intention was that it would be reviewed in 2006/07. The reason for this was that further work was required in order to determine infrastructure capacity and a detailed study was required to identify future transportation linkages (as carried out via the Wanaka Transportation and Parking Study).

It was also considered important to pay particular attention to the amount of land that was necessary to accommodate Wanaka’s projected growth and ensure that the Wanaka Structure Plan, when formally adopted, neither suggested undersupplying or unduly oversupplying land in response to these projected demands.

Reports on Land Demands

In order to support the considerable amount of work that the Council was undertaking to provide strategic plans for managing growth, the Council was aware of the need for a

considered assessment of the amounts of land for different commercial uses needed to sustain the economy.

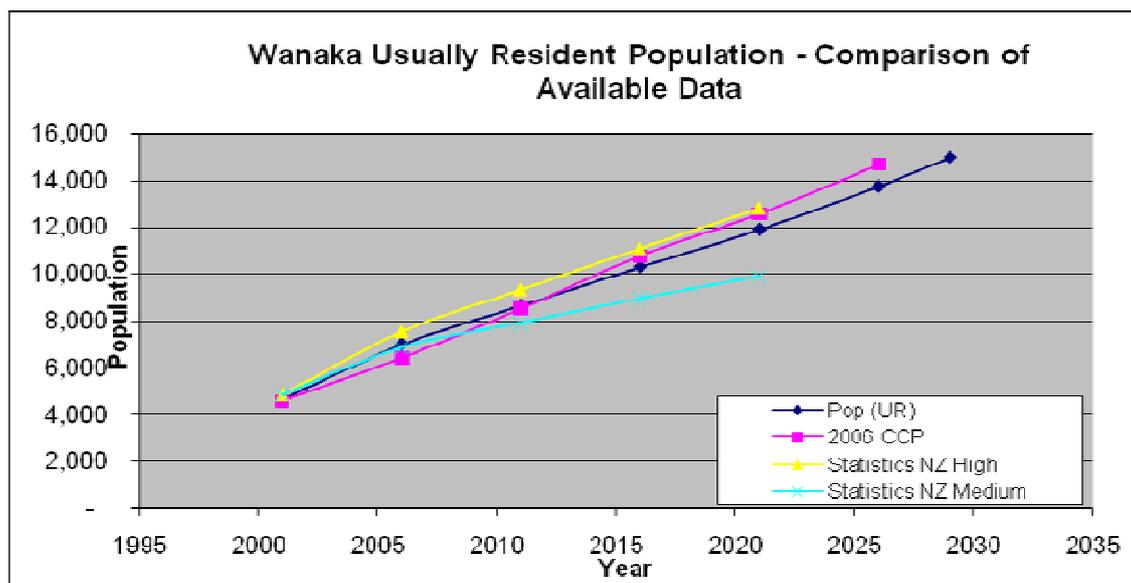
The Council commissioned David Mead of Hill Young Cooper Ltd to deliver the report: Commercial Land Needs – Queenstown Lakes District. The report summarised the likely needs of Wanaka in terms of business, industrial and retail uses.

Further to this work, and in response to the information sought for finalising the Wanaka Structure Plan, David Mead completed the report Wanaka Land Demands in May 2007. In addition to commercial land needs the report assessed the likely demands for non-commercial uses, including housing and visitor accommodation. These went on to provide the basis for the amounts of land for different uses shown in the Wanaka Structure Plan.

The report Wanaka Land Demands is attached in Appendix 2.

The report was based to a large extent on the population projections the Council had undertaken for the 2006 LTCCP. The Council had commissioned its projections for population and visitor numbers in Wanaka due to the importance it attached to having confidence in soundly-based projections and due to an awareness that growth projections carried out in the District in the past by Statistics New Zealand had typically underestimated the levels of growth. The growth projections were partially based on the Statistics New Zealand projections but assumed more sustained growth than the ‘medium series’ projections produced by Statistics New Zealand for Wanaka.

It is noted that the projections for Wanaka have in fact now been updated as a result of work for the 2009 LTCCP. These changes are however considered minor and not of consequence for the land demands projected in the Wanaka Land Needs Assessment. Consider the following:



The dark blue line represents the growth projections completed in 2008. The growth projections used in the 2006 LTCCP (that were used in the report Wanaka Land Demands) are shown in Pink.

The report Wanaka Land Demands also updated assumptions from the Commercial Land Needs study. The landowner (Allan Dippie of Willowridge Developments) had been concerned that the Wanaka Structure Plan would underestimate the demand for retail in Wanaka. Willowridge commissioned Retail Consultants Group Ltd (RCG) to undertake a separate assessment of the likely future needs of Wanaka.

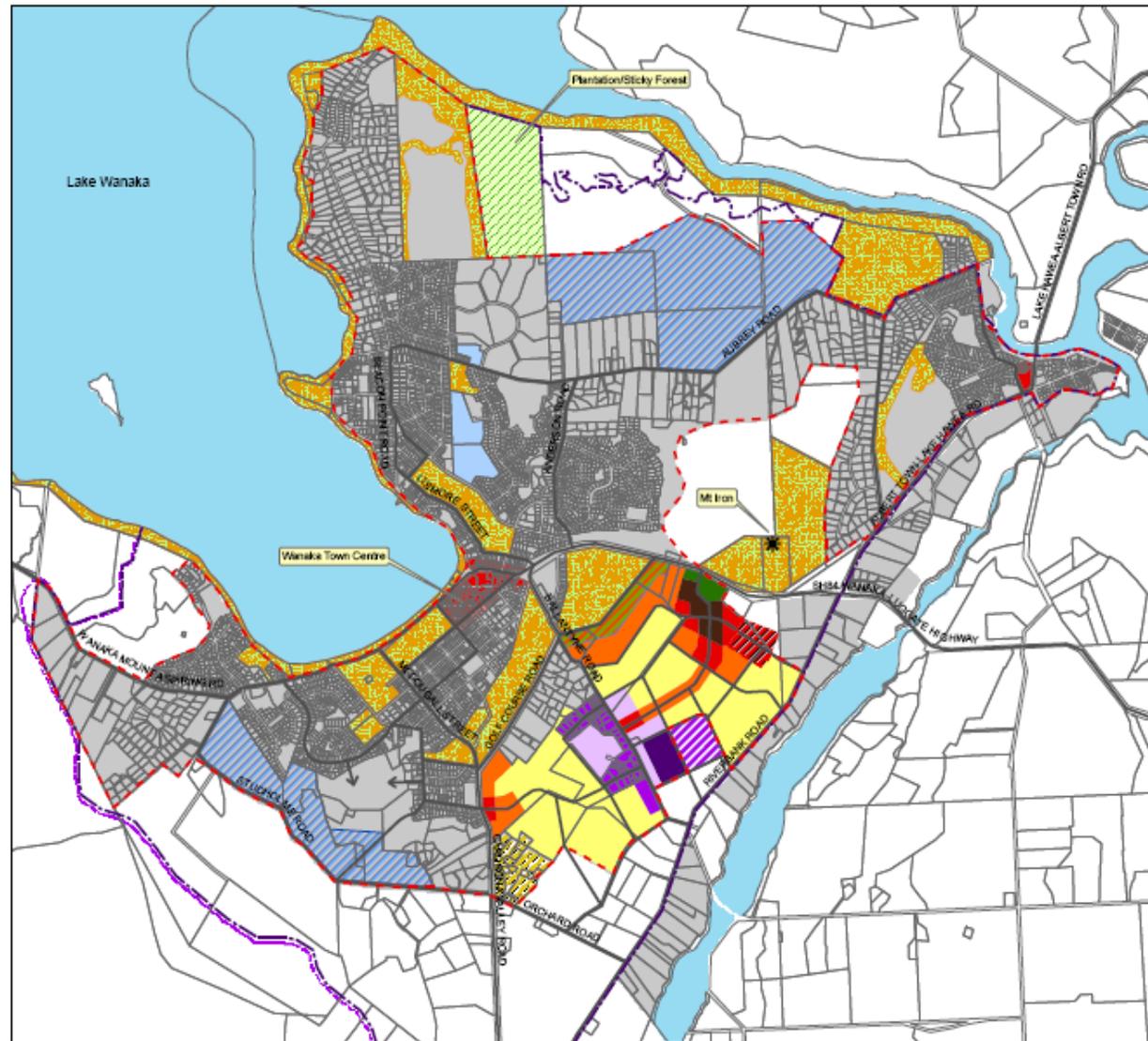
The RCG report suggested that more land was needed for retail development than was suggested by the Commercial Land Needs study. David Mead and John Long of RCG met and considered the different assumptions that had been made. David Mead accepted some of the assumptions that were made by RCG and the resulting report Wanaka Land Demands therefore reflected some changed figures in retail land demand from that that was shown in the Commercial Land Needs study.

Wanaka Structure Plan 2007

The Wanaka Structure Plan 2007 was finally adopted by Council in December 2007. The following map was produced:

Zoning Proposed

- - - Structure Plan Inner Growth Boundary
- Structure Plan Outer Growth Boundary
- Outstanding Natural Landscape (ONL) Line
- ONL Line Not Confirmed
- Road Network (Indicative)
- Retail Core
- New Open Spaces/Reserves
- Wanaka Town Centre
- Education
- Area Subject to Further Study
- Visitor Accommodation Overlay
- Urban/Landscape Protection
- Existing Open Spaces/Reserves/Golf Club
- Deferred Mixed Business/Office/Technology
- Deferred Future Commercial/Retail
- Commercial/Retail
- Mixed Business
- Existing Business/Industrial
- Industrial Yard based
- Medium/High Density Residential
- Low Density Residential
- Landscape Protection Area
- Mixed Use Zone
- Existing Zoned/Developed Areas
- Water



Indicative zone boundaries only, subject to review at implementation stage

Considerable work was undertaken to finalise the 2007 Wanaka Structure Plan. This included extensive consultation with key stakeholders in the community (including landowners and community organisations). The Council also invited public submissions and a total of 70 submissions were received.

The amounts land for the various uses shown were directed by the report Wanaka Land Demands. In addition, 20% more land than was forecasted to be required for housing was provided, so as to ensure a strong supply of land.

At the Council meeting held on 19 December 2007, the Council resolved:

- ***That the Wanaka Structure Plan be adopted.***
- ***That Council implement the Wanaka Structure Plan in the District Plan through a series of Plan Change processes.***

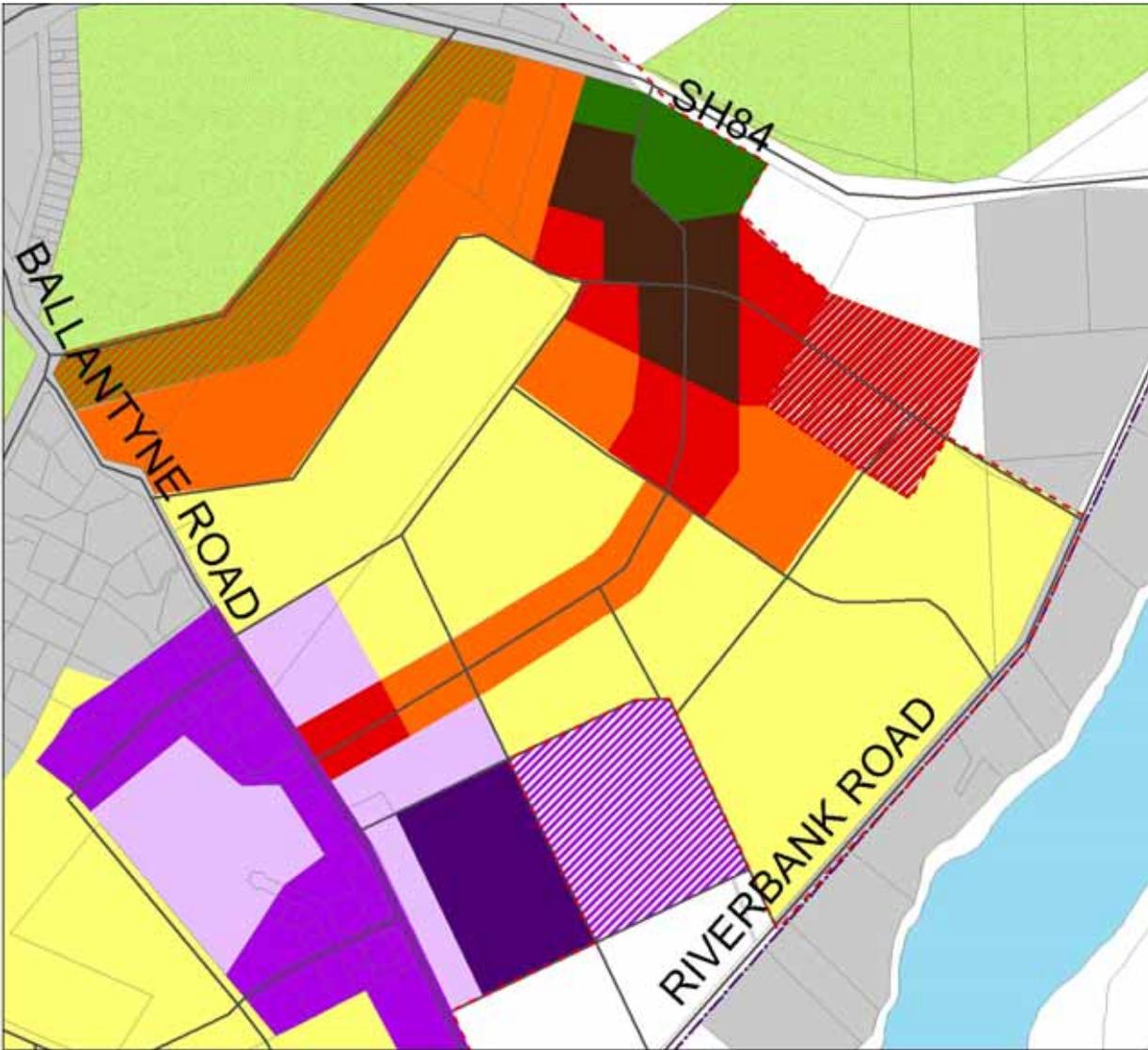
Accordingly, this Plan Change represents the implementation of the Wanaka Structure Plan as requested by Council.

The Wanaka Structure Plan 2007 provides a spatial vision for this anticipated growth. The Council places considerable weight in the Wanaka Structure Plan as a guiding document for managing growth in Wanaka given the considerable technical analysis and public consultation that has been undertaken to support it.

The following map is an extract from the above Wanaka Structure Plan map, showing the site of the Plan Change in more detail:

Zoning Proposed

- - - Structure Plan Inner Growth Boundary
- - - Structure Plan Outer Growth Boundary
- Outstanding Natural Landscape (ONL) Line
- - - ONL Line Not Confirmed
- Road Network (Indicative)
- Retail Core
- New Open Spaces/Reserves
- Wanaka Town Centre
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- Area Subject to Further Study
- Visitor Accommodation Overlay
- Urban/Landscape Protection
- Existing Open Spaces/Reserves/Golf Club
- Deferred Mixed Business/Office/Technology
- Deferred Future Commercial/Retail
- Commercial/Retail
- Mixed Business
- Existing Business/Industrial
- Industrial Yard based
- Medium/High Density Residential
- Low Density Residential
- Landscape Protection Area
- Mixed Use Zone
- Existing Zoned/Developed Areas
- Water



Indicative zone boundaries only, subject to review at implementation stage

Features of the above proposed zoning as they apply to the proposed Three Parks Zone include:

- 'Low Density Residential' that is envisaged to comprise predominantly of low-density housing of a similar nature to existing Wanaka suburbs (at an average of 10 dwellings per hectare and 800 m² sections). Within this there was expected to be some 'pockets' of higher density at around 15 dwellings per hectare with an average section of 450-500 m² (by comparison, these kind of densities can be achieved within the existing low density parts of the Residential Zone in Wanaka).
- 'High Density Residential' that is envisaged to comprise of around 25 dwellings per ha, or an average section size of 300m². Attached housing would be likely be expected to achieve this type of density). This area has been referred to as the Medium Density Subzone in the Plan Change, reflecting the view that the target densities are not high in comparison to residential densities achieved in many other parts of the country.
- A 'Commercial/Retail' area including a 'Retail core'. These areas are referred to as the Commercial Core Subzone in Plan Change 16.

This is the area where much of Wanaka's future retail needs are anticipated to be provided for. The Council felt it necessary to balance the concern that this new commercial area does not undermine the viability and vitality of the existing town centre, with the desire for the place to develop in time into a place of interest with its own urban amenities. Importantly, the majority of demand was anticipated to be of the large format shopping type. To this end, it was anticipated that the area labelled 'Retail Core' would, over the 20 year period envisaged, develop a main street character with a floor to land ratio of around 0.5. The more outlying area shown as 'Commercial /Retail' would accommodate a land to floor space ratio of 0.35 to 0.25. This is in light of the typical characteristics of large format retail areas.

- A 'Deferred Future Commercial/Retail' area. This was provided in light of the view that it was wise to provide for land for retail development beyond the twenty year vision that the Wanaka Structure Plan provided for.

In Plan Change 16 a deferred area for expansion of commercial activities is not specifically shown on the Structure Plan for the Zone as it is considered that this will be in effect achieved by the staging mechanisms included in the Plan Change provisions.

- An area of 'Mixed Business' land. This described as providing 'for primarily light industrial, trade, retail-trade, showroom and service related activities but generally excludes residential activities and other retailing'.

It is important to be aware that the Wanaka Structure Plan constituted more than the map shown above. It provided direction on a number of matters, including:

Recommendation	Action taken by Council
The need to encourage vitality in the Town Centre	Currently being addressed through the production of a Wanaka Town Centre Strategy
Mechanisms to carefully stage the new commercial centre	Provisions included in the Plan Change
Retaining the Character of the Settlement	Provisions included in the Plan Change. The emerging Council Infrastructure Code is expected to promote road and drainage characteristics consistent with Wanaka's character, such as avoiding kerb and channel in appropriate places
Retaining Wanaka's Landscape Character	The Structure Plan for the Three Parks Zone has been influenced the landscape features of the site
Protecting and Enhancing Entrances to the Town	This matter has been considered in the Structure Plan for the Three Parks Zone. Note the open space shown to the north of the Zone.
Providing for High Quality Green (open space) and Blue (water) Networks	This matter has been considered in the in the Structure Plan for the Three Parks Zone. Provisions also included in the Plan Change ensuring appropriately located open spaces.

The full Wanaka Structure Plan is contained in Appendix 18.

Wanaka Transport and Parking Strategy

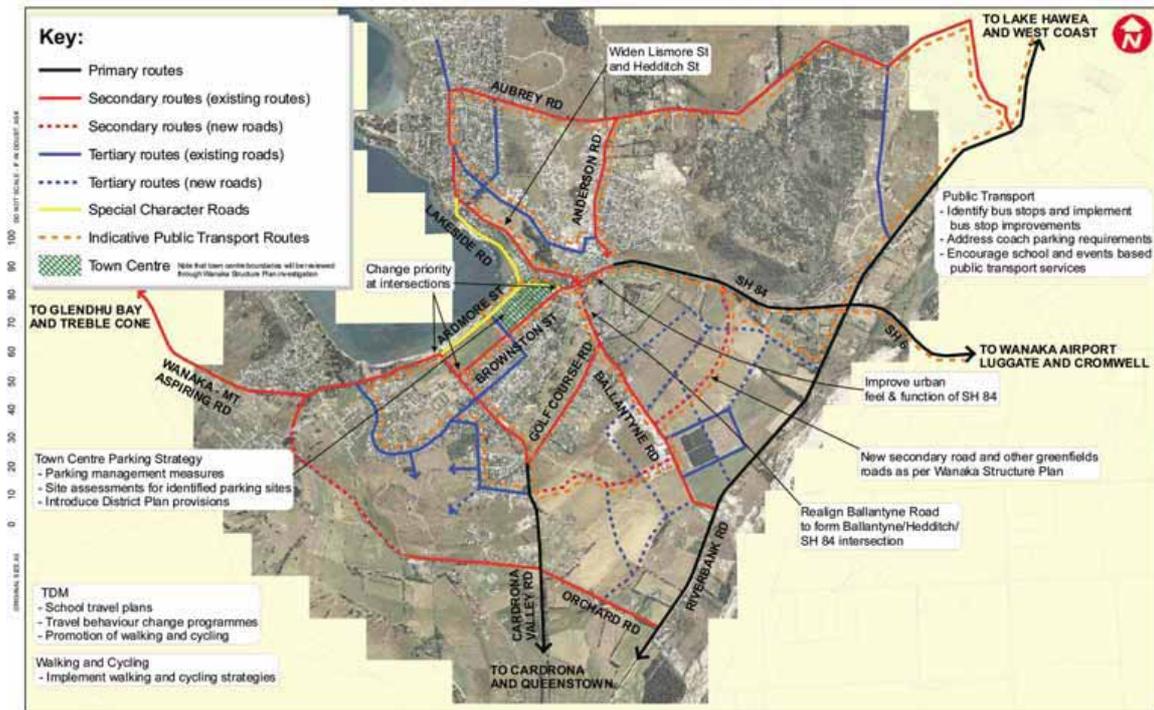
As mentioned above, before finalising the Wanaka Structure Plan, the Council was also eager to ensure that it was giving appropriate consideration to the transport implications of development.

After an extensive consultation process (including a public submission process), the Wanaka Transport and Parking Strategy was adopted in March 2008. The consultation process was carried out in parallel with the Wanaka Structure Plan finalisation in 2007.

The Strategy outlines the strategic context for transport issues and notes the statutory context provided by the New Zealand Land Transport Strategy and the Otago Land Transport Strategy.

The Wanaka Transport and Parking Strategy can be viewed in Appendix 19.

The following map was included in the Strategy:



The principles established in the Transport Strategy have underpinned the formation of the Structure Plan for the Three Parks Zone with regards to the roading network.

This map has been subject to the testing of the Wanaka Transport Model, which has considered the likely land uses (as indicated by the Wanaka Structure Plan) and associated movements on the roading network. Subsequently, a report was commissioned (as included in Appendix 9) to ensure that the Structure Plan produced for the Three Parks Zone was also acceptable when tested via the Transport Model.

The Transport Strategy also established the following policies that have been carried through into the Plan Change:

The promotion of Travel Demand Management

Particular consideration has been given to the levels of car parking provided, including ensuring that the commercial area develops in time to consider constraining car parking in the future when alternative travel modes such as public transport are more developed. Outline Development Plans will be expected to show how they will accommodate public transport in the future (for the example through the demarcation of future bus stops).

Travel Plans are encouraged for large developments (of 150 employees or more).

The promotion of Walking and Cycling

The Outline Development Plan process will ensure that consideration is given to the provision of walkways and cycleways (either along roads or via dedicated paths).

Much attention has been paid to ensure that the commercial area will develop into a pedestrian friendly area. The structure plan process (both at the Wanaka level and the Plan Change level) has ensured that areas of higher density will establish in appropriate parts of the zone, close to amenities and services.

Destination facilities for cyclists are also a feature of the Plan Change, with requirements for cycle locking areas and changing and showering facilities and lockers in employment buildings.

In establishing the above methods via the Plan Change, this Plan Change also aligns with the draft Queenstown Lakes, On Foot, By Cycle Strategy.

The Protection of the Primary Road Network

The area subject to the Plan Change is bounded by two roads indicated as Primary Network Roads in the Wanaka Transportation Strategy. The Wanaka Transport Strategy states that the Primary Road Network provides:

‘The main routes into and out of Wanaka and enabling, if possible, through traffic to choose to bypass the urban area’

As such, the structure planning process for the Plan Change set out to ensure that the function of these routes is protected.

To this end, as shown in the Strategy and the Wanaka Structure Plan, only one entrance is provided for onto State Highway 84. The New Zealand Transport Agency has been consulted on the placement of this entrance and is satisfied that subject to detailed design, the location of the intersection is appropriate.

With respect to Riverbank Road, the Wanaka Transport Strategy stated the following:

‘Urban development should not unnecessarily compromise the primary status of this road. Work will be required to ensure side property access is managed in a manner consistent with its role’.

The team working on the Structure Plan for the Plan Change were mindful that restricting access onto arterial roads from residential properties can sometimes lead to undesirable urban design outcomes with lots ‘backing’ onto the road and therefore trying to fence off their properties visually from the road. The Council therefore further investigated the issue to see whether more access roads off Riverbank Road would be appropriate (see the report in Appendix 10). The conclusion was that the number of roads intersecting with Riverbank Road shown in the Transport Strategy was appropriate.

While it was not deemed appropriate to increase the number of roads intersecting Riverbank Road, the Council is still undertaking work to consider the degree to which direct residential property access would be acceptable. Regardless, it is considered that acceptable outcomes can be reached which will provide for an appropriate urban edge. An assessment matter has been included to ensure the appropriate consideration of such matters at the time of Outline Development Application.

The provision of a Secondary Route

The Strategy states that:

‘The secondary road network provides the key circulation routes within the Wanaka Area’

A new secondary route was indicated as going through the Plan Change area in the Wanaka Transportation Strategy. This route was shown as passing through the commercial area in the Wanaka Structure Plan with the assumption that it would form a main street for the commercial area.

In consultation on the Discussion Document (as discussed below), the issue of the appropriateness of providing for the likely levels of traffic through a commercial main street area was raised.

While it is considered that very high levels of traffic are not appropriate for main street areas, it is considered that if acceptable levels of traffic will result, traffic and the associated visibility bring vitality and vibrancy to commercial areas. The Council wishes to encourage such activity in line with the vision that this will in time become a commercial centre as opposed to a ‘shopping mall’ type development. The traffic modelling that underpinned the Wanaka Transport Strategy did not suggest traffic levels that would be inappropriate for main street-type development.

Other routes

Other routes were shown as indicative in the Transport Strategy with the acknowledgement that their location will:

‘depend on land use proposals, including the intensity of development’

Some routes are shown in the Structure Plan for the Plan Change, although these are subject to a degree of change as Outline Development Plans are submitted.

Three Parks Discussion Document

By early 2008 the Council considered that a solid foundation had been laid through the non-statutory framework outlined above to proceed towards a Plan Change for the subject area. Some further work was undertaken to create a draft Structure Plan for the Plan Change area and some broad principles of what development the Council thought should be sought was outlined in a Discussion Document. The Discussion Document is shown in Appendix 3.

The Discussion Document was then subject to a four week consultation period till 13 June 2008. Advertisements were placed in the Wanaka Sun and letters were sent to those that submitted to the Wanaka Structure Plan 2007 process. In addition letters were sent to adjoining landowners and community groups inviting meetings with them to discuss their views (some of which chose to meet with the Council). An open

day was held on 5 June 2008 at the Lake Wanaka centre and was attended by approximately 50 people.

A total of 31 people made submissions to the Three Parks Discussion Document. A summary of the submissions is included in Appendix 4. These submissions have informed the production of the Plan Change.

The Consideration of the Statutory Framework

Resource Management Act

Plan Changes are prepared under the framework provided by the Resource Management Act (1991) (the RMA) and subsequent amendments.

This Plan Change has been prepared as a means of achieving the purpose of the Resource Management Act (the Act), which is expressed in Section 5 as follows:

Section 5

(1) The purpose of this Act is to promote the sustainable management of natural and physical resources”.

(2) In this Act, "sustainable management" means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while –

(a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and

(b) Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and

(c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment.

The purpose of the Act is achieved by providing for future growth in a planned and comprehensive manner. Council’s research has concluded that Wanaka’s high growth rate is likely to continue, and in order to ensure that the reasonably foreseeable needs of the Wanaka community can be met, it is considered necessary that additional land is rezoned to provide for residential, commercial and business uses.

Through embodying the vision of the Wanaka Structure Plan into the District Plan, the Plan Change will enable growth to be sustainably managed so as to protect natural resources in a way that the unplanned growth of Wanaka is not considered likely to achieve.

The application of the objectives, policies and rules are expected to ensure the creation of a high quality urban environment that provides for people’s wellbeing.

Health and Safety is expected to be provided for by providing for urban environments that encourage walking and cycling and by ensuring developments incorporate principles of crime prevention. The consideration of whether contaminated sites exist (a requirement of Outline Development Plans) and the consideration of natural hazard risks (as discussed in Appendix 12) also provide for health and safety.

An appropriate urban form and the managed expansion of Wanaka are considered to sustain the potential of natural and physical resources to meet the reasonably foreseeable needs of future generations

Through the application of appropriate objectives, policies and rules the Plan Change should avoid, remedy or mitigate potential adverse effects on the environment.

Section 6

Section 6 of the Act lists matters of national importance.

(a) The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:

The area subject to the Plan Change is considered to be appropriately located in light of these matters. Attention has been paid to encourage the management of stormwater runoff so as to lessen the impact on the receiving environment. It is intended that consideration will be given to the potential for wetland restoration through the application of the provisions of the Plan Change. Particularly, it is intended that the wetland values of the open space shown to the west of the Plan Change area on the Structure Plan for the Three Parks Zone will be restored (this matter is being considered as matter for a private agreement between the Council and the landowner).

(b) The protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:

The Wanaka Structure Plan 2004 and 2007 gave particular consideration to how to accommodate growth in light of landscape matters and supported the urbanisation of the area.

The area is not an outstanding natural feature or landscape. It is however noted that nearby Mount Iron would likely be considered an outstanding natural feature, and further afield outstanding natural landscapes can be viewed from the area.

The Plan Change provides for the consideration of views to Mt Iron and other landscapes in development of the Commercial Core subzone.

(c) The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:

An assessment of ecological values for the site (Appendix 8) did not find any areas of significant indigenous vegetation and significant habitats of indigenous fauna in the subject area. Opportunities to restore some areas such as the wetland area to the west

of the Plan Change area are noted. Provisions to encourage such outcomes are included in the Plan Change and as stated above, it is intended that a private agreement will secure such an outcome.

(e) The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.

Note the consideration that has been given to these matters via the report from Kāi Tahu ki Otago discussed herein.

Section 7

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to—

(a) The efficient use and development of natural and physical resources:

It is considered that the mix of uses and urban forms sought by the Plan Change constitute an efficient use of land (a natural and physical resource). A detailed assessment on the need to rezone land for the main uses envisaged is contained in the section ‘Is Plan Change 16 Necessary?’ (below).

The Plan Change provides for areas of medium density housing which promote higher density living environments than are common in Wanaka at present. This is considered to promote the efficient use of land.

(ba) the efficiency of the end use of energy:

This Plan Change provides for some uses for which there are few if any appropriate locations in Wanaka for them to locate. Particularly, large format retail stores are not considered to be appropriate to locate in other parts of Wanaka, including the Town Centre. There is expected to be an ongoing demand for these uses and it is not an efficient use of energy (with respect to fossil fuels) for people to travel long distances to other towns to purchase the goods these shops offer. Consider the following results from the 2008 Queenstown Lakes District Council Residents’ Survey regarding residents travelling out of their local town primarily to go shopping:

Frequency of travel out of local area (n=716)	2008			
	Weekly %	Monthly %	6 Monthly + %	Never %
Queenstown	5.4	24.7	53.1	16.7
Arrowtown	20.0	33.3	36.0	10.7
Wanaka	5.6	48.8	40.0	5.6
Small Communities	7.0	46.5	41.9	4.7
Rural	17.6	27.5	49.0	5.9
Absentee Owners	20.8	43.4	24.5	11.3
TOTAL	9.7	35.3	44.1	11.0

It is notable that there are a large number of residents who travel to other centres to undertake shopping. Providing more shopping choice locally could be expected to reduce the numbers of people travelling for this reason (compare, for example, Queenstown residents who appear to travel to go shopping less regularly).

Consider also the primary locations people travel to from Wanaka to go shopping which are very distant:

Where Travel to shop out of the local area	Wanaka (n=128)
Christchurch	34.4
Dunedin	63.3
Invercargill	4.7
Cromwell	12.5
Alexandra	29.7
Queenstown	13.3
Auckland	2.3
Timaru	0.8
Frankton	0.8
Nelson	1.6
Clyde	0.8
Gore	0.8
Wellington	0.8
International	0.8

It is therefore considered that providing for more shopping choice in Wanaka is consistent with Section 7b(a) of the Act.

The provisions should ensure the delivery of a significant proportion of Affordable Housing, which should enable workers to settle in Wanaka and reduce the likelihood of people settling further afield in other towns where housing may be cheaper but leading to higher use of fossil fuels through commuting.

Consideration has been given to encouraging walking and cycling and the eventual location of public transport. This is in order to provide for the energy efficient transport modes.

The subdivision and Outline Development Plan processes prescribed in the Plan Change are designed to ensure the alignment of lots that will maximise solar gain, thereby reducing the need for winter heating. The shadowing effects of Mt Iron have been taken into account with regards to the locations of the various subzones.

(c) The maintenance and enhancement of amenity values:

A high standard of urban design is promoted through the Plan Change. Performance standards ensure the appropriate location of parks and existing notable landscape elements have been shown on the Structure Plan as green spaces the amenity values of these will be maintained. Walking and cycleway access should provide for people to appreciate the amenity values of the area.

(d) Intrinsic values of ecosystems:

Attention has been paid in the provisions of the Plan Change to minimising the quantity of stormwater entering the underground stormwater network. Similarly, the potential for ecological restoration of areas shown as open space on the Structure Plan and areas used for the attenuation of stormwater is promoted.

(e) Maintenance and enhancement of the quality of the environment:

Through the Wanaka Structure Plan process the area was identified as appropriate for urbanisation. Alternative feasible scenarios, including the unmanaged sprawl of Wanaka are not considered to maintain and/or enhance the quality of the environment.

Section 8

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall take into account the principles of the [Treaty of Waitangi](#) (Te Tiriti o Waitangi).

The principles of the Treaty of Waitangi have been taken into account in the preparation of this Plan Change. The consultation undertaken with Kai Tahu is considered consistent with this approach.

Kai Tahu Ki Otago Natural Resource Management Plan 2005

Section 74(2(A) of the RMA requires that a District Council, when preparing a change to the District Plan, must take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on resource management issues of the District.

The Kai Tahu Ki Otago Natural Resources Management Plan (KTKO NRMP) is such a planning document recognised by an iwi authority. It is also noted that Kai Tahu, in

their report on the cultural values of the subject area (see Appendix 7) requested the full consideration of this Plan in this Section 32 report.

Part 5 of the KTKO NRMP outlines the issues, objectives and policies for the entire Otago Region.

Of note are:

5.3.4 Wai Maori General Policies

- 1. To require an assessment of instream values for all activities affecting water.*
- 2. To promote the cultural importance of water to Kai Tahu ki Otago in all water management within the Otago Region and Lower Waitaki Catchment.*

Discharges:

- 10. To encourage all stormwater to be treated before being discharged*

The above policies underlie the level of concern Kai Tahu attribute to water management and the avoidance, remedying or mitigation of discharge effects.

Stormwater is clearly a matter of interest to Kai Tahu. It is proposed that stormwater will be all or partly managed through land disposal and discharges to the Cardrona River or any other waterway will be minimised. The Plan Change includes standards around maximum site coverage or seeks the use of mitigation techniques such as rain gardens to achieve a similar level of run-off or discharge to the underground stormwater network.

5.6.4 Cultural Landscapes

Structures:

- 24. To discourage the erection of structures, both temporary and permanent, in culturally significant landscapes, lakes, rivers or the coastal environment.*

Subdivisions:

- 25. To discourage subdivisions and buildings in culturally significant and highly visible landscapes.*

The report from Kai Tahu (Appendix 7) does not appear to be specific as to whether the landscape is indeed culturally sensitive, but it would seem that given the recommendations on how development should proceed that it is not significant to this extent.

Subdivisions

- 26. To encourage a holistic planning approach to subdivisions between the Local Government Agencies that takes into account the following:*

- i. All consents related to the subdivision to be sought at the same time.*
- ii. Protection of Kai Tahu ki Otago cultural values.*
- iii. Visual amenity.*
- iv. Water requirements.*
- v. Wastewater and storm water and disposal.*
- vi. Landscaping.*
- vii. Location of building platforms.*

It is considered that the subdivision and Outline Development Plan processes give effect to the above policies.

27. To require that where any earthworks are proposed as part of a subdivision activity, an accidental discovery protocol is to be signed between the affected papatipu Runaka and the Company

28. To require applicants, prior to applying for subdivisions consents, to contact Kai Tahu ki Otago to determine the proximity of the proposed subdivision to sites of significance identified in the resource inventory

It is considered that the Subdivision Chapter of the Plan, as will apply to subdivisions that occur in the Plan Change area, appropriately deals with these matters.

Part 10 of the KTKO NRMP outlines the issues and policies for the Clutha/Mata-au Catchments. Included in this chapter is a description of some of the Kai Tahu ki Otago values associated with the Clutha/Mata-au catchments. Part 10 does not address any specific issues, policies or objectives relating to the area subject to this Plan.

Kai Tahu Ki Otago Cultural Assessment

A cultural assessment report is included as Appendix 7 to this Section 32 report. The following recommendations are set out in this report.

- Take into account the Kāi Tahu ki Otago Natural Resource Management Plan 2005, including the plan philosophy of Ki Uta Ki Tai -holistic management.

Response – this is considered to have been done via the assessment herein.

- That the issues, objectives and policies from the Kāi Tahu ki Otago Natural Resource Management Plan 2005, identified earlier in this report, are taken into account and addressed fully in the Queenstown Lakes District Councils section 32 analysis.

Response – this is considered to have been done via the assessment herein.

- Where present, encourage wetland plant species and wetland development in general.

Response – Wetland restoration is encouraged in this Plan Change and it is intended that a private agreement will ensure the restoration of an area identified to the east of the Plan Change area.

- If koiwi (human skeletal remains), waahi taoka (resource or object of importance), waahi tapu (place or feature of special significance) or other artefact materials are discovered work shall stop, allowing for a site inspection by the appropriate Rūnaka and their advisors. These people will determine if the discovery is likely to be extensive and whether a thorough site investigation will be required. Materials discovered should be handled and removed by takata whenua who possess knowledge of tikanga (protocol) appropriate to their removal or preservation.

Response – this is noted. The report has been received by the land owner / developer.

- Recognition of the area as being a junction of significant ara tawhito, and ensuring that access for Kāi Tahu hikoī is preserved.

Response – this is noted (ara tawhito can be loosely translated as ‘trails’). It can be expected that access for public will be improved through the creation of public streets, walkways, cycleways and reserves.

- Encourage planting of native plant species and the removal of introduced weed species (e.g. gorse and broom), with the aim of returning the landscape to its natural equilibrium.

Response – This is noted. It is intended that native plants will be used as part of wetland restoration efforts.

- The retention of as much green space as possible.

Response – This is noted. It is considered the provisions of the Plan Change will provide for open space as will the application of reserves contributions under the LGA and local purpose reserves for the management of stormwater.

- Kāi Tahu view the establishment of roads, as part of the proposal as a way to begin the process of re-establishing some of the lost place names back into the area. KTKO Ltd suggests that the Queenstown Lakes District Council and Willowridge developments discuss this opportunity further with Kāi Tahu.

Response - this matter is noted and has been brought to the attention of the Wanaka Community Board who have responsibility for road naming.

Regional Policy Statement for Otago

The Otago Regional Policy Statement was made operative on the 1 October 1998.

The Resource Management Act states under Section 75(3)(c) that a District Plan must give effect to a Regional Policy Statement. Accordingly, it is important to consider the relevant provisions of the Regional Policy Statement to ensure they are being given effect to.

The provisions from the Regional Policy Statement are listed below. Discussion regarding how the Plan Change gives effect to these follows each provision. The relevant provisions are from Chapter 9 – Built Environment.

Objective 9.4.1

To promote the sustainable management of Otago’s built environment to:

(a) Meet the present and reasonably foreseeable needs of Otago’s people and communities; and

- (b) Provide for amenity values; and*
(c) Conserve and enhance environmental and landscape quality; and
(d) Recognise and protect heritage values.

By providing a range of urban uses in accordance with the projected demands of Wanaka, this is meeting the present and foreseeable needs of the Wanaka's people and community.

Attention to urban design and the provision of open space are matters provided for by the Plan Change.

Environmental and landscape matters are to be provided for through ensuring urban expansion occurs in an appropriate location (as opposed to unplanned development which may not achieve this). Key landscape features are protected as open space in the Structure Plan for the Plan Change. Environmental matters are to be considered with respect to stormwater management approaches with opportunities for benefits such as with respect to wetland restoration.

Heritage values have been considered via an archaeological assessment (see Appendix 11), however there are not considered to be significant heritage features in need of protection.

Objective 9.4.3

To avoid, remedy or mitigate the adverse effects of Otago's built environment on Otago's natural and physical resources.

Again, the Wanaka Structure Plan process identified the area as appropriate for urban expansion and it is considered that the adverse effects on natural and physical resources will be less here than would likely be in other locations resulting from unplanned development.

The attached report 'Assessment of Ecological Values' (Appendix 8) recommended that restoration be considered for the wetland area existing on the site (the area is identified to the east of the plan change area as being protected as open space).

A high environmental performance is sought for stormwater management through the application of the provisions in this plan change, avoiding, remedying or mitigating adverse effects on the environment. There may be the opportunity for the ecological restoration of some wetland areas as local purpose reserves, possibly integrating with stormwater management.

Policy 9.5.1

To recognise and provide for the relationship Kai Tahu have with the built environment of Otago through:

- (a) Considering the activities involving papatipu whenua that contribute to the community and cultural development of Kai Tahu; and*
(b) Recognising and providing for the protection of sites and resources of cultural importance from the adverse effects of the built environment.

Papatipu whenua is translated in the RPS as 'ancestral lands'.

Kai Tahu have been consulted in the preparation of this Plan Change. Specific sections outlining how the Plan Change relates to Kai Tahu Ki Otago Natural Resource Management Plan 2005 and the cultural assessment provided by Kai Tahu are set out above.

Policy 9.5.3

To promote and encourage the sustainable management of Otago's transport network through:

(a) Promoting the use of fuel efficient modes of transport...

The effects on the roading network was a key consideration in the production of the Wanaka Transport and Parking Strategy which underpins the roading network shown in the Structure Plan for the Plan Change. This is considered to encourage efficient use of Otago's transport network.

The Plan Change promotes includes provisions that encourage the use of alternatives to the use of private cars, so as to encourage walking and cycling and ensure that Outline Development Plans provide for the introduction of bus services in the future.

Policy 9.5.4

To minimise the adverse effects of urban development and settlement, including structures, on Otago's environment through avoiding, remedying or mitigating:

(a) Discharges of contaminants to Otago's air, water or land; and

(b) The creation of noise, vibration and dust; and

(c) Visual intrusion and reduction in landscape qualities; and

(d) Significant irreversible effects on:

(i) Otago community values; or

(ii) The creation of noise, vibration and dust; and

(iii) The natural character of water bodies and the coastal environment; or

(iv) Habitats of indigenous fauna; or

(v) Heritage values; or

(vi) Amenity values' or

(vii) Intrinsic values of ecosystems; or

(viii) Salmon or trout habitat.

With respect to each bullet point set out above:

- (a) Wastewater management has been subject to the significant upgrade project in Wanaka referred to as 'Project Pure' which is designed to accommodate future growth and achieve national standards for wastewater treatment.

Stormwater disposal using overland disposal techniques which reduce the amount of point source discharges are encouraged by the provisions. Maximum permeable surface standards are also included for the purpose of reducing stormwater discharges.

- (b) Planning provisions are established to minimise the creation of noise, vibration and dust
- (c) Again, the Wanaka Structure Plan process gave consideration to landscape issues and it was found that this was an appropriate area to accommodate urban development
- (d) Consideration of these matters has been given in the drafting of the planning provisions.

Policy 9.5.5

To maintain and, where practicable, enhance the quality of life for people and communities within Otago’s built environment through:

(a) Promoting the identification and provision of a level of amenity which is acceptable to the community; and

...

(c) Avoiding, remedying or mitigating the adverse effects of subdivision, landuse and development on landscape values.

Considerable attention has been given to ensuring appropriate open spaces and amenity in terms of the built environment will result through application of the Plan Change. Key landscape features have been identified and shown as open spaces on the Structure Plan.

Chapter 11 of the Regional Policy Statement deals with natural hazards. Policy 11.5.3 states:

Policy 11.5.3

To restrict development on sites or areas recognised as being prone to significant hazards, unless adequate mitigation can be provided.

It is therefore important to consider the possibilities of natural hazards at the site. In their response to the Three Parks Discussion Document (see Appendix 4) Otago Regional Council requested that the possibility of a seismic event be considered in the preparation of the Plan Change. Appendix 12 – Geotechnical and Natural Hazard Assessment provides an assessment of this and other natural hazard risks. The conclusions of the report do not render the site unsuitable for urban development.

National Policy Statement on Electricity Transmission 2008

This National Policy Statement establishes actions local authorities need to undertake in order to achieve the nationally important objective of facilitating the operation, maintenance and upgrade of the existing transmission network and the establishment of new transmission resources.

Aurora Energy Ltd submitted to the Three Parks Discussion Document bringing to the attention the fact that there are significant transmission lines across the site and seeking that the Plan Change consider these.

The following policies from the National Policy Statement are of note (each is followed by commentary on how the policy has been addressed):

Policy 2

In achieving the purpose of the Act, decision-makers must recognise and provide for the effective operation, maintenance, upgrading and development of the electricity transmission network.

Policy 10

In achieving the purpose of the Act, decision-makers must to the extent reasonably possible manage activities to avoid reverse sensitivity effects on the electricity transmission network and to ensure that operation, maintenance, upgrading, and development of the electricity transmission network is not compromised.

The Plan Change recognises this by identifying the transmission line on the Structure Plan for the Three Parks Zone and including a policy and a requirement of Outline Development Plans that they consider the treatment and ongoing maintenance if of the transmission lines appropriately. The applicant may consider the undergrounding of the lines or providing an appropriate buffer. Roads or reserves are expected to align with the lines so as to ensure they can be easily accessed.

Policy 11

Local authorities must consult with the operator of the national grid, to identify an appropriate buffer corridor within which it can be expected that sensitive activities will generally not be provided for in plans and/or given resource consent. To assist local authorities to identify these corridors, they may request the operator of the national grid to provide local authorities with its medium to long-term plans for the alteration or upgrading of each affected section of the national grid (so as to facilitate the long-term strategic planning of the grid).

As outlined above, consultation has been undertaken with Aurora Energy Ltd via the Three Parks Discussion Document. The Outline Development Plan would seem to require that the network operator be consulted to ensure that the lines are treated appropriately.

Policy 12

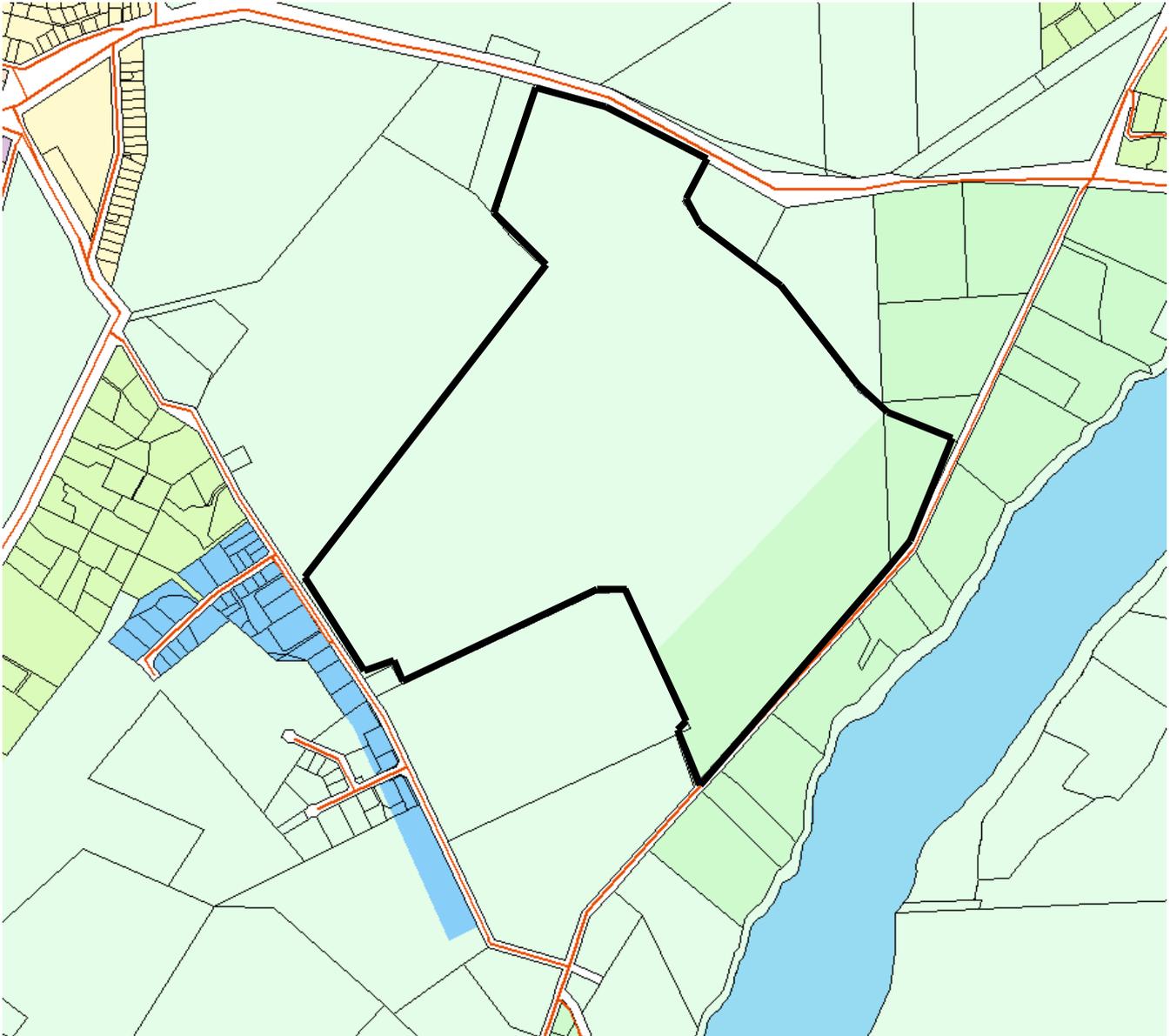
Territorial authorities must identify the electricity transmission network on their relevant planning maps whether or not the network is designated.

The transmission line which crosses the site has been identified on the Structure Plan for the Three Parks Zone.

Consideration of the Queenstown Lakes District Partially Operative District Plan

The Current Zoning

The Current Zoning for the area subject to the Plan Change is predominantly Rural General with a smaller area of Rural Lifestyle adjoining Riverbank Road. See below:



The extent of the Plan Change area is bordered by the bold black line. The Rural General areas are a lighter green with the Rural Lifestyle areas a darker green.

Development and subdivision is mostly discretionary in the Rural General Zone, with the level of assessment being relative to the landscape category the area falls into. This area would likely be considered Visual Amenity Landscape.

Urban development as proposed by the Wanaka Structure Plan would seem unlikely to be achievable under this zoning. If the densities were achieved by non-complying resource consents it is likely this would be inefficient and unlikely to secure the outcomes sought in terms of urban form.

The Rural Residential Zoning to the east of the site provides for a minimum lot size of 4000m². For similar reasons, this zoning is not considered appropriate to provide for the the land uses envisaged in the Wanaka Structure Plan.

Changes in zoning are therefore considered necessary to achieve the outcomes sought.

District-wide Objectives and Policies

4.1 Natural Environment

Objective 1 - Nature Conservation Values

The protection and enhancement of indigenous ecosystem functioning and sufficient viable habitats to maintain the communities and the diversity of indigenous flora and fauna within the District.

Improved opportunity for linkages between the habitat communities.

The preservation of the remaining natural character of the District's lakes, rivers, wetlands and their margins.

The protection of outstanding natural features and natural landscapes.

The management of the land resources of the District in such a way as to maintain and, where possible, enhance the quality and quantity of water in the lakes, rivers and wetlands.

The protection of the habitat of trout and salmon.

Further to this objective, the following policies are of note with regards to the Three Parks Plan Change, (with discussion following these):

1.1 To encourage the long-term protection of indigenous ecosystems and geological features.

1.4 To encourage the protection of sites having indigenous plants or animals or geological or geomorphological features of significant value.

1.8 To avoid any adverse effects of activities on the natural character of the District's environment and on indigenous ecosystems; by ensuring that opportunities are taken to promote the protection of indigenous ecosystems, including at the time of resource consents.

1.13 To maintain or enhance the natural character and nature conservation values of the beds and margins of the lakes, rivers and wetlands.

1.16 To encourage and promote the regeneration and reinstatement of indigenous ecosystems on the margins of lakes, rivers and wetlands.

The potential for wetland restoration is a matter for consideration in Outline Development Plans. It is intended that development will be sympathetic to the

moraine landscape and will protect the most notable geological landscape features (notably the knoll shown as open space to the south of the Structure Plan).

4.2 Landscape and Visual Amenity

Objective:

Subdivision, use and development being undertaken in the District in a manner which avoids, remedies or mitigates adverse effects on landscape and visual amenity values.

1 Future Development

(a) To avoid, remedy or mitigate the adverse effects of development and/or subdivision in those areas of the District where the landscape and visual amenity values are vulnerable to degradation.

(b) To encourage development and/or subdivision to occur in those areas of the District with greater potential to absorb change without detracting from landscape and visual amenity values.

The Wanaka Structure Plan paid particular attention to ensuring that growth was managed in a way that saw appropriate outcomes in landscape terms. This process concluded that the area was appropriate for urbanisation. The provisions ensure that regard is given to the relationship between built form and surrounding landscapes.

(c) To ensure subdivision and/or development harmonises with local topography and ecological systems and other nature conservation values as far as possible.

Attention has been paid to ensuring that the Structure Plan for the Three Parks Zone reflects the landscape features and that subsequent development and subdivision is sympathetic to the local topography. Provisions are proposed to mitigate the effects of stormwater and to encourage wetland restoration where opportunities exist.

4. Visual Amenity Landscapes

(a) To avoid, remedy or mitigate the adverse effects of subdivision and development on the visual amenity landscapes which are:

- highly visible from public places and other places which are frequented by members of the public generally¹; and
- visible from public roads

6. Urban Development

(b) To discourage urban subdivision and development in the other outstanding natural landscapes (and features) and in the visual amenity landscapes of the district.

As a Visual Amenity Landscape, urban development could appear inconsistent with this policy. However, the Wanaka Structure Plan gave considerable attention to how to accommodate urban growth in appropriate places and determined that this was an appropriate location in comparison to other areas (many with more sensitive

¹ Note that this policy is subject to alterations by Plan Change 28. These are not however of consequence to this plan change.

landscape characteristics). This underlies the need to change the zoning of the area to facilitate the development proposed. With the urbanisation of the area, and therefore the altering of the zoning from the Rural General Zone, the Visual Amenity Landscape classification will no longer be valid.

5. Outstanding Natural Features

To avoid subdivision and/or development on and in the vicinity of distinctive landforms and landscape features... unless the subdivision and/or development will not result in adverse effects which will be more than minor on:

- (i) Landscape values and natural character; and
- (ii) Visual amenity values

- recognising and providing for:

(iii) The desirability of ensuring that buildings and structures and associated roading plans and boundary developments have a visual impact which will be no more than minor in the context of the outstanding natural feature, that is, the building etc is reasonably difficult to see;

(iv) The need to avoid further cumulative deterioration of the outstanding natural features;

Although it has never been expressly defined as such, it is possible (but not certain) that Mount Iron would be considered an Outstanding Natural Feature were this matter considered by the Environment Court.

It is also possible that the Plan Change area would be considered in the vicinity of Mount Iron.

Again, it needs to be emphasised that the Wanaka Structure Plan paid particular attention to accommodating growth in appropriate locations. It is also notable that there are other existing areas of rural and rural residential development in the vicinity of Mount Iron. A noteworthy element of the Wanaka Structure Plan that was carried through into the Structure Plan for the Three Parks Zone is the landscape strip to the north of the site. This is in order to protect the predominantly undeveloped appearance of the entrance onto Wanaka. It also has the effect of further separating the development of the Three Parks Zone from the vicinity of Mount Iron.

6. Urban Development

(d) To avoid remedy and mitigate the adverse effects of urban subdivision and development in visual amenity landscapes by avoiding sprawling subdivision and development along roads.

It is considered that the Plan Change promotes the consolidation of the urban form of Wanaka rather than sprawling development as alluded to in this policy.

7. Urban Edges

To identify clearly the edges of:

- (a) Existing urban areas;
- (b) Any extensions to them; and
- (c) Any new urban areas

- by design solutions and to avoid sprawling development along the roads of the district.

It is considered that the Plan Change is consistent with this policy.

4.3 Takata Whenua

Objective 1 - Kaitiakitanga (Guardianship)

Recognition and provision for the role of Kai Tahu as customary Kaitiaki in the District.

Policies:

1.1 To ensure the kaitiaki role of iwi, via the appropriate Runanga, is achieved through on-going consultation on policy development relating to the natural and physical resources of the District.

1.2 To incorporate communication protocols for ensuring appropriate kaitiaki runanga are consulted on all relevant cultural matters in the District in accordance with Section 93 of the Act.

1.3 To recognise the “Kai Tahu Ki Otago: Natural Resource Management Plan” as a resource which can form the basis for consultation

Note the separate discussion in this report regarding the consultation with iwi and the report provided in Appendix 7.

Objective 3 - Waahi Tapu and Waahi Taoka

Recognition and protection of places of burial, other waahi tapu, and all waahi taoka, as places of cultural and traditional importance to Kai Tahu.

Policies:

3.1 To recognise waahi tapu and waahi taoka, and protect them from disturbance and interference from modification through earthworks, mining, and other development.

3.2 Should any koiwi takata (Maori bone remains) be unearthed, to implement procedures for the management of such finds and unearthings consistent with the Kai Tahu policy for the management of koiwi takata.

3.3 To establish appropriate communication contact points between the Council and the kaitiaki runanga for the District to ensure information and consultation occurs.

3.4 To recognise cultural sites where traditional stone resources, such as pounamu, were collected as waahi tapu.

3.5 To make provision for the use of the site location tables in the Kai Tahu ki Otago: Natural Resource Management Plan in the management and protection of waahi tapu.

3.6 To develop a listing of waahi taoka known to iwi in consultation with relevant Kai Tahu runanga.

These policies are considered to address many of the issues raised in Kai Tahu Ki Otago’s report shown in Appendix 7.

Objective 5 - Wai (Water)

The management of the land resource and associated waste discharges in such a way as to protect the quality and quantity of water in the District to a standard consistent with the human consumption of fish, swimming and protects the mauri (life force) of the lakes and rivers.

Policies:

5.1 To recognise the importance of the concept of mauri (life force) as it applies to lakes and rivers.

5.2 In the development and upgrading of public sewage treatment and disposal systems and in the development of new and extended settlements.

5.3 To adopt performance standards or require resource consents for land use activities, including mining, in order to minimise the adverse effects on the quality of the District's water resources and associated habitat.

5.4 To encourage, where appropriate, the creation and enhancement of wetlands.

Objective 6 - Repo Raupo (Wetlands)

The maintenance and enhancement of existing wetlands and their re-establishment, where practicable.

Policies:

6.1 To recognise the important part wetlands play in maintaining the health of lakes and rivers and habitat for plant and fish life.

6.2 To encourage the re-establishment of wetlands where practicable.

With regards to the above district-wide objectives and policies, it is noted that the Plan Change provides for the minimisation of stormwater runoff off-site (encouraging on-site management and maximising the impervious surfaces of individual sites). It is also noted that opportunities to create or restore wetlands in the site identified as open space on the Structure Plan and use of on-site stormwater management are advocated via the Outline Development Plan process. A private agreement is being sought with the developer to ensure that the opportunity to restore / create a wetland on the area shown as open space to the East of the Plan Change Area.

4.4 Open Space and Recreation

Objective 1 - Reserves Contributions

Avoid, remedy or mitigate the adverse effects on public open spaces and recreational areas from residential growth and expansion, and from the development of visitor facilities.

Objective 2 - Environmental Effects

Recreational activities and facilities undertaken in a way which avoids, remedies or mitigates significant adverse effects on the environment or on the recreation opportunities available within the District.

Objective 3 - Effective Use

Effective use and functioning of open space and recreational areas in meeting the needs of the District's residents and visitors.

And associated policies (for a full list refer to the District Plan)

These objectives and policies are focused on the provision of appropriate provision of open space in the District. It is noted that adequate and appropriate open space is often noted as an important value Wanaka's community wishes to see this reflected in its urban form.

It is also noted that the above objectives and policies remain subject to appeal. This is solely with regards to the financial contribution element of these and this is intended to be resolved by a forthcoming Variation.

Major open spaces have been shown in the Structure Plan for protection of key landscape features. In addition, performance standards ensure that parks and open spaces of value to the community are located in appropriate places and shown on ODPs as they are submitted. An application for an ODP can be declined if the provision of open space is inadequate or in inappropriate locations.

4.5 Energy

Objective 1 - Efficiency

The conservation and efficient use of energy and the use of renewable energy sources.

Policies:

1.1 To promote compact urban forms, which reduce the length of and need for vehicle trips and increase the use of public or shared transport.

The Plan Change is considered consistent with this policy. Future public transport routes have been a key consideration of the Wanaka Structure Plan and Structure Plan for the Three Parks Zone as provides for higher residential densities in the vicinity of the Commercial Core.

1.2 To promote the compact location of community, commercial, service and industrial activities within urban areas, which reduce the length of and need for vehicle trips.

Providing many of the anticipated business and retail uses is expected to reduce the level to which people commute to other towns and centres for work or shopping. It is considered the Wanaka Structure Plan gave due consideration to achieving the outcomes outlined in this policy and that the Plan Change will give effect to this.

1.3 To encourage residential sites to be large enough to enable buildings to be constructed to take the greatest advantage of solar energy for heating, both active and passive.

1.4 To control the location of buildings and outdoor living areas to reduce impediments to access to sunlight.

The Plan Change provisions specifically address issues of solar orientation to ensure these matters are given effect to.

1.5 To encourage and support investigations into alternative and further public transport options both within the urban areas and throughout the District.

The Plan Change is consistent with the Wanaka Transportation and Parking Strategy which paid attention to enabling this to occur.

4.9 Urban Growth

Objective 1 - Natural Environment and Landscape Values

Growth and development consistent with the maintenance of the quality of the natural environment and landscape values.

Policies

1.1 To ensure new growth occurs in a form which protects the visual amenity, avoids urbanisation of land which is of outstanding landscape quality, ecologically significant, or which does not detract from the values of margins of rivers and lakes

As outlined in this report, the Plan Change area is considered to be appropriate to urbanise in light of these matters.

Objective 2 - Existing Urban Areas and Communities

Urban growth which has regard for the built character and amenity values of the existing urban areas and enables people and communities to provide for their social, cultural and economic well being.

Policies:

2.1 To ensure new growth and development in existing urban areas takes place in a manner, form and location which protects or enhances the built character and amenity of the existing residential areas and small townships.

2.2 To protect the living environments of existing low-density residential areas by limiting higher density development opportunities within these areas.

It is considered that the urban form proposed in this Plan Change is consistent with this objective and these policies.

It is noted that these policies would appear not to be consistent with the option of dealing with Wanaka's growth primarily through intensification (this matter is further discussed under Strategic Options Considered below).

Objective 3 - Residential Growth

Provision for residential growth sufficient to meet the District's needs.

3.2 To encourage new urban development, particularly residential and commercial development, in a form, character and scale which provides for higher density living environments and is imaginative in terms of urban design and provides for an integration of different activities, e.g. residential, schools, shopping.

It is considered the Plan Change is consistent with this policy.

Objective 4 - Business Activity and Growth

A pattern of land use which promotes a close relationship and good access between living, working and leisure environments.

Policies:

4.1 To promote town centres, existing and proposed, as the principal foci for commercial, visitor and cultural activities.

The Commercial Core subzone is expected in time to develop into a town centre of its own standing (albeit of less significance than the Wanaka Town Centre as a community focal point). It is anticipated that in time there will be a range of uses in addition to retail. This will be conducive to the sought 'main street' environment. A square or similar public space is an expectation for an ODP in the area. These characteristics are considered consistent with Policy 4.1.

A change is proposed to Part 10 (Town Centres) to discuss the role of the new Commercial Core while emphasising the maintenance of the primary role of the Wanaka Town Centre.

The structure plan for the Three Parks Zone is considered to be consistent with the above objective, providing a close relationship and good access between living, working and leisure environments.

4.2 To promote and enhance a network of compact commercial centres which are easily accessible to, and meet the regular needs of, the surrounding residential environments.

As well as serving some of Wanaka's wider needs, the Commercial Core subzone is expected to serve many of the more local needs of surrounding residents. Over time it is intended that it will develop a more compact 'main street' character which will be consistent with the compact character sought in this policy.

Objective 5 - Visitor Accommodation Activities

To enable visitor accommodation activities to occur while ensuring any adverse effects are avoided, remedied or mitigated.

Policy:

5.1 To manage visitor accommodation to avoid any adverse effects on the environment.

It is noted that there has been increasing concern in the District with regards to how well Visitor Accommodation coincides in the same zones with residential activities. In response to this, the Wanaka Structure Plan identified a precinct considered appropriate for visitor accommodation (this is to the north of the Plan Change area). In addition, the Plan Change has provided for a Tourism and Community Facilities Subzone to the north of the Zone. It is accepted that some visitor accommodation would be appropriate in the medium density areas of the Zone. In order to avoid adverse effects on the surrounding urban environment, they will be required to shown in defined precincts in an ODP application with an explanation of how any adverse effects will be dealt with.

Provisions Proposed by Plan Change 24

Proposed Plan Change 24: Affordable and Community Housing seeks to introduce policies and objectives to the District Plan to ensure that the affordability of housing becomes a resource management issue to consider in plan changes and some resource consent applications.

At the time of writing a decision had not yet been issued on Plan Change 24. However, it is considered important that these provisions are considered and that Plan Change 16 - Three Parks Zone proceeds in accordance with Plan Change 24.

The Plan Change introduces the following:

Objective 1 – Access to Affordable Housing

To provide a range of opportunities for low and moderate income Resident Households and Temporary Worker Households to live in the district in accommodation appropriate for their needs.

Policies

- 1. To assess the impact of the development and/or subdivision on the supply of and demand for Affordable Housing, and whether a contribution towards Affordable Housing is necessary to mitigate any adverse effects and/or impact of the development and/or subdivision.***
- 2. To ensure that the Affordable Housing demand generated by the development and/or subdivision is avoided, remedied, or mitigated***

It is considered that Plan Change 16 provides a mix of housing types conducive to Affordable Housing (for example through the requirement to deliver medium density housing).

The Plan Change requires the consideration of Affordable Housing implications as part of an Outline Development Plan. At the stage of an ODP application the applicant needs to produce an Affordable Housing Impact and Mitigation Statement in accordance with Appendix 11. This should in turn lead to a contribution if appropriate.

As the decision Plan Change 24 has yet to be notified, and it is possible that it will be appealed, the requirement of an assessment under Appendix 11 is dependent on the outcome of that process. It is also noted that the possibility exists for the Council to produce a policy under the Affordable Housing: Territorial Authority Enabling Act that is applicable to the site. This possibility is also addressed in the Plan Change provisions.

However, the Council (at the time of writing) is seeking a private agreement with the landowner of the site to ensure that a minimum amount of Affordable Housing will be delivered regardless of the outcome of Plan Change 24.

Objective 2 – Quality of Affordable Housing

To ensure the provision of high quality Affordable Housing in proximity to places of work, transport and community services.

Policies

- 1. To ensure that Affordable Housing is located within the confines of the urban settlements of the District.***

2. To ensure Affordable Housing is well designed and energy efficient.

3. To avoid the concentration of Community Housing with provisions for its spread throughout a development and the settlements of the District.

The Plan Change should provide for this objective to be met. The policies would also be met through the site being in an urban area and the application of proposed Appendix 11.

Town Centres Zone

One of the most notable features of the Three Parks Zone is the Commercial Core Subzone allowing for the establishment of predominantly retail activities. It is noted that this could have effect on the function and role of the Wanaka Town Centre and there has been considerable public concern with regards to this matter, as expressed in the Wanaka Structure Plan and Three Parks Discussion Document consultations (see Appendix 4). It is therefore important to consider whether the proposed Plan Change provisions would be consistent with maintaining the role of the Town Centre as described by the Town Centre Zone, and to consider whether alternative proposals (such as accommodating future retail activity in the Town Centre) would be consistent with these.

Objective 1 - Maintenance and Consolidation of the existing Town Centres and Activities Therein

Viable Town Centres which respond to new challenges and initiatives but which are compatible with the natural and physical environment.

Policies:

1.2 To enable town centres to become the principal foci for commercial, administration, employment, cultural and visitor activities.

This objective and policy underpins the importance of protecting the primary function of the Town Centre. It is considered that the Plan Change is consistent with this outcome with the proposed restrictions on the amount of retail activity to take place.

Objective 2 – Amenity

Enhancement of the amenity, character, heritage, environmental quality and appearance of the town centres.

Policies:

2.1 To provide for the development of a full range of business activities while conserving and enhancing the physical, historic and scenic values and qualities of the geographical setting.

2.3 To control the height, scale, appearance and location of buildings to ensure that the amenity of the area, both at street level and within adjacent developments, is maintained and enhanced.

Objective 3 - Built Form

Maintenance and enhancement of a built form and style within each town centre that respects and enhances the existing character, quality and amenity values of each town centre and the needs of present and future activities.

Policies:

3.1 To ensure a built form for each town centre which relates to and is sympathetic to the physical characteristics of the site and neighbourhood including climate, neighbours and topographical features.

3.2 To provide for a building appearance which is responsive to and reflects the essential character and heritage of each town centre and the surrounding topography.

3.3 To create a series of core areas within each town centre, and appropriate interconnections between them.

Objective 4 - Town Centre and Building Appearance

Visually exciting and aesthetically pleasing town centres which reflect their physical and historical setting.

Policies:

4.1 To promote an image for each town centre which reflects and respects the existing dominant building themes.

4.2 To identify and implement controls which define appearance standards applicable to each town centre and which promote and, where appropriate, ensure harmony and compatibility of building design.

These objectives policies would seem to indicate that large format retail would be not be appropriate in the existing Town Centre, supporting the intention to establish a new area that would be appropriate for such activities via the Plan Change.

4.6 To enhance the amenity values of the Wanaka Town Centre.

4.7 To provide for the retention of the generally people scale of developments within the town centres.

It is considered that providing for large format retail in the Town Centre would be unlikely to be conducive to enhancing the amenity values of the Wanaka Town Centre or providing people scale developments. Again, this would appear to support the intention to establish a new area that would be appropriate for such activities via the Plan Change.

Wanaka Town Centre

10.3.4 Objective and Policies

Objective - Consolidation and Amenity of the Town Centre

The establishment of a wide range of facilities within a compact and convenient built form which retains the essential character of the town centre.

Policies:

1.1 To promote the retention and enhancement of those features of the town centre which contribute to its character and environmental quality.

1.2 To establish standards in respect of the form, style and external appearance of buildings.

Again, it is not considered that large format retail is likely to be consistent with this objective and these policies.

1.5 To promote coherence of the built form of the town centre through provision of pedestrian and activity linkages and by generally restricting any outward expansion.

This policy is of note with respect to the consideration of extending the Wanaka Town Centre to accommodate projected growth. It would appear not to support large scale expansion. It is noted that there are other reasons for this option being discounted (as discussed under Strategic Options Considered below).

Changes to the Town Centre Zone

Changes are proposed to the Town Centre Zone as part of this Plan Change to reinforce the assertion that the commercial activities proposed by the Plan Change are consistent with the objectives and policies of the Plan Change.

The following policy is proposed to be added to the Town Centre Zone:

1.6 To provide for commercial and mixed use developments in areas that do not form or surround the Wanaka Town Centre provided they do not undermine the role, function, vitality and vibrancy of the Town Centre.

It is considered that this policy meets the tests of Section 32 and is appropriate to reinforce the role of the Wanaka Town Centre.

The following changes are also proposed to be made to the Explanation and Principle Reasons for Adoption that follow the proposed policy (changes in double underline):

The town centres are important for visitor activity. However, the Council is concerned about the effects of large scale vehicle orientated activities on the amenity values of the Arrowtown, ~~and~~ Queenstown and Wanaka town centres. In addition, these Town Centres are confined by topography and existing buildings and could have difficulty coping with anticipated business growth which will flow from increased visitor numbers. In Wanaka, the establishment of such large scale activities beyond the Town Centre is considered necessary in order to preserve the amenity, scale, character, and consolidated form of the Town Centre.

Is Plan Change 16 Necessary?

The Council is aware of the precedent provided by the case *Infinity Group and Dennis Norman Thorn vs Queenstown-Lakes District Council* (C010/2005), relating to the proposed 'Peninsula Bay Special Zone'. In that case the Court paid attention to the amount of land available for residential dwellings in Wanaka and was not persuaded that the Plan Change was necessary (which it considered should be understood as 'desirable or expedient in terms of achieving the purpose of the Act'). It is therefore considered appropriate to provide some analysis on the availability of land and for the different main land uses provided for by the Plan Change.

The Wanaka Structure Plan established a vision for how Wanaka should grow in a way that ensured the efficient use of land. This Plan Change is consistent with that vision.

Considerable attention was paid in the Wanaka Structure Plan process to ensuring that the amount of land suggested for urbanisation was appropriate. It is however noted that the Wanaka Structure Plan provided a 20 year vision and that it has never been considered necessary to zone all the land shown in that Plan for urbanisation immediately. It is therefore considered important to consider whether all parts of the Plan Change are necessary at this stage and ensure that the Plan Change will not provide for the inefficient use of land.

A discussion below is provided with respect to the supply of each of the land uses provided for in the Three Parks Plan Change:

Residential

The Council is mindful to ensure an appropriate supply of land in for housing in Wanaka. An oversupply of land for housing is liable to lead to sporadic urban sprawl (with associated problems) and the inefficient use of land. However, an undersupply can lead to constraints in supply for the market and contribute to housing affordability problems.

The Council has for several years now run a Dwelling Capacity Model on a six-monthly basis. The aim of the Model is to understand the amount of residential units that could reasonably be expected to be able to be built in different parts of the District, given existing zoning. The Dwelling Capacity Model played an important part in some of the assumptions around the amount of land that needed to be provided for in the Wanaka Structure Plan.

The July 2008 results of the Dwelling Capacity Model are shown in Appendix 13.

With regards to Wanaka the following figures are of note:

	Existing Dwellings	Residual Capacity (i.e. dwellings that can still be built)	% dwelling capacity inbuilt
North Wanaka	1582	631	28.5%
South Wanaka	979	755	43.5%
Peninsula Bay	1	399	99.8%
Penrith Park	52	71	57.7%
Wanaka High Density	204	567	73.5%
Wanaka Town Centre	31	31	50%
Albert Town	341	347	50.5%
Total	3190	2801	46.8%

The above figures would seem to indicate that there is in fact a considerable amount of capacity for housing in Wanaka. However, it is important to consider the nature of this supply and what type of market it will likely be aimed at.

There is clearly a high number of units that can be built in the High Density Residential Zone. However, this is somewhat dependent on the willingness of people

to redevelop their existing sites. It also noted that a large portion of the development that has been taking place at higher densities has been for visitor accommodation. It can also be expected that some reduction in capacity is likely as a result of Plan Change 10.

It is therefore held that given that Medium Density Housing proposed by the Three Parks Plan Change is expected to form an important part of the integrated urban form proposed for the Plan Change area, and that it should provide a choice of housing not widely available in Wanaka at present, that there is a case for zoning more of this type of housing.

With respect to low density residential housing, it is evident that there is considerable capacity. However, it should be noted that much of this housing is likely to be targeted at high value markets. This would be the case with Penrith Park, with Peninsula Bay and its large parts of Wanaka South and North.

In Wanaka North there is considered to be capacity for 631 dwellings

Much of the capacity of Wanaka North appears to be made of 'infill sites' whereby more capacity would seem achievable on an existing house site. The area has a comparatively low 'feasibility' figure (32%) applied to infill sites, reflecting an assessment of a sample area that considered factors such as terrain, location of houses on properties and the age of houses (and therefore the likelihood they would be redeveloped). It is very difficult to predict the likelihood of householders wishing to subdivide their property. In a fast growing town such as Wanaka it is not considered that this type of infill is likely to contribute significantly towards meeting the demand for new housing. There is considered to be 206 units of capacity on infill sites (sites below 1 ha with a dwelling on them).

The Model does consider that 435 units in Wanaka North would likely be developable on sites of 1 ha or more with a dwelling on them or sites with no dwelling. There are considered to be few constraints on this land providing housing to the market.

Of these 'greenfield' sites the Model shows 124 units worth of capacity with one landowner (Queenstown Lakes District Council). Another 67 units of capacity is held by the Ministry of Education and it would need to be clarified whether this land is intended to be used for education purposes. Aside from this, there are 7 holdings expected to yield in the range of 5-10 units.

In Wanaka South there is considered to be capacity for 755 dwellings.

Again it is apparent that a large proportion of the capacity is in sites with houses already built. A sample study determined that there was likely to be more infill feasibility in Wanaka South than Wanaka North (perhaps because some of the houses are older), with a feasibility factor of 62% on sites below a hectare or with no existing units on them. However, the release of large numbers of these sites for further capacity through redevelopment seems doubtful.

There is estimated to be 473 units of capacity on greenfield sites in South Wanaka. Within this, there is one holding with capacity for 186 units. There are other holdings

of 67, 25, 25, 32 and 11 units (with the same landowners owning some of these). These sites are to the west of Wanaka and many of these sites are expected to be targeted towards the higher end of the market.

In Albert Town, a subdivision consent for Riverside Stage 6 has been granted providing for 242 sections.

There is also one site of an estimated 34 units of capacity, and another that will provide for 10. The portion that is determined to be deliverable by infill development is not large in Albert Town.

It is also noted that approximately 340 houses are thought to be developable in Kirimoko which has been subject to a Plan Change that recently become operative (after the July 2008 run of the Dwelling Capacity Model). It is thought that this would likely provide housing for a range of Wanaka market prices.

It is also noted that there is more residential housing that has been provided by way of resource consent outside of these areas on the periphery of Wanaka.

It is noted that there has been considerable subdivision and building in Hawea and Luggate in recent years. The Council's growth projections assume that those communities will continue to grow. However, the Council has a preference that Wanaka accommodate its own growth and that these townships do not become 'commuter suburbs' for Wanaka. This outcome would have transport and energy use implications and is considered unnecessary for a town the size of Wanaka. Rather, the Council wishes to see a range of housing types (in terms of market value and densities) provided within Wanaka so that people who work in the town can also afford to live there. It is therefore considered that these townships should be treated as separate markets.

It is evident that there is considerable capacity in Wanaka for residential development. It would also not appear that the market is 'cornered' by an unreasonably limited number of landowners who can manipulate the market through a lack of competition.

The Wanaka Structure Plan estimated that 7500 more dwellings would be needed from 2006 to 2026 to keep pace with growth. The Wanaka Structure Plan (Appendix 18) provides a more detailed discussion on land supply for housing that should be consulted if one wishes to understand the Council's workings in more detail (with the report Wanaka Land Demands in Appendix 2 providing still more detail). The Wanaka Structure Plan also advocated maintaining a 'buffer' of 20% more land available for housing than that that is existing in order to ensure that supply keeps ahead of demand.

There are 3190 dwellings in the aforementioned Wanaka Dwelling Capacity Areas in the July 2008 run of the Dwelling Capacity Model. Using the '20% buffer' principle would suggest that there is a need at present to have land for approximately 650 dwellings available for development. However, such is the pace of growth anticipated that, according to the Council's growth projections, as many as 200 dwellings a year are thought to be necessary to keep pace with growth.

It should also be noted that Plan Changes can take some time to bring capacity onto the market (often two years or more from when notified).

On balance, it would not seem that there is a pressing need to rezone land for low density housing in Wanaka given the above assessment (given the buffer of 46.8% of potential housing being undeveloped that currently exists). However, it is noted that it may be prudent to enable more zoning that can be targeted at the lower end of the market. It is anticipated that Three Parks will provide housing that is targeted at a range of market values. To this end, provisions are included in the Plan Change to ensure the delivery of Affordable Housing.

If this Plan Change were to propose low density housing alone it may be difficult to justify given the capacity that is available elsewhere in Wanaka. However, due to the other uses that are considered to be in need (as discussed herein) and the desire to promote an integrated development with a range of land uses that there is value in zoning low density residential zoning. It is also noted that the necessary infrastructure is in place or likely to be in place soon to service the area. Given that demand for housing is likely to justify the rezoning of the area and other areas as identified in the Wanaka Structure Plan within the next twenty years, it would seem reasonable to rezone this area now to allow for staged development. Indeed, in terms of promoting housing affordability, it is considered that having a large supply of land for housing can be positive, so long as the other outcomes sought by the community are not undermined.

Retail / Commercial Land

The Council spent considerable time assessing what an appropriate provision of land for retail should be for this Plan Change. The process is recounted in Appendix 2 Wanaka Land Demands. Essentially, the Council proposed a certain amount of retail space to be provided for during the finalisation of the Wanaka Structure Plan process. The landowner of the Plan Change site expressed concern that the Council may be underestimating the demand for retail land and commissioned a report by Retail Consultancy Group Ltd (RCG). The Council considered and accepted some of the assumptions made by RCG and these were reflected in the report Wanaka Land Demands. This report formed the basis for the amounts of land shown in the Wanaka Structure Plan for retail (and other commercial) land.

As a safeguard, the Council also showed on the Wanaka Structure Plan a ‘Deferred Future Commercial/Retail’ area. This was provided in case growth was faster than expected or for growth beyond 2026. It is recognised that it would be a poor outcome if in the long term Wanaka maintained steady growth and was in need of a third major commercial area.

The Council has been very aware that many in the community are unconvinced that a new commercial area is appropriate for Wanaka. Others are concerned about how a new retail area could undermine the vitality and primacy of the Wanaka Town Centre. These themes were expressed in the consultation on the Discussion Document (see Appendix 4).

It is recognised that new retail areas have caused concern due to their impact on existing town centres in other towns in New Zealand and the world. The reasons for supporting the option of a new commercial area are discussed below in more detail (see Strategic Options Considered). However, for the purposes of this section, it is noted that it is in order to alleviate such concerns that constraints have been placed on the growth of the Commercial Core.

The Plan Change provides for 12,000 m² of retail floorspace and a maximum of 12 tenancies (no more than 5 of which must be below 400 m²). After that point an assessment must be undertaken of matters such as demand and the vitality of the Town Centre. If this assessment supporting future ODPs is upheld further expansion can occur of the Commercial Core. It was not considered necessary to show a deferred commercial area as in the Wanaka Structure Plan. Rather, ODPs need to show logical staging and the development of a main street area, which should achieve the outcome shown in the Wanaka Structure Plan and lead to the increasingly efficient use of land.

Business Land

The Plan Change proposes land for business consistent with the Wanaka Structure Plan. The calculations that supported the amount of land shown in that document are shown in Appendix 2 Wanaka Land Demands.

Mixed Use Area

There is some scope for expansion of business or retail uses up the east-west arterial providing:

- The effects on the functioning of that road as an arterial are not unreasonably compromised
- The buildings and uses will be visually attractive and contribute to a mainstreet appearance
- If retail is proposed, other retail areas in the zone have been reasonably taken up

Provisions have been put in place to achieve the above. It is considered that this will ensure the reasonable and efficient use of land. Supply land for business uses is considered to be favourable for the economy but the emphasis on the logical staging is important.

Strategic Options Considered

Many of the options considered in the process that led to this Plan Change were considered through the community and strategic planning processes of Wanaka 2020, Wanaka Structure Plan (2004 and 2007), the Growth Management Strategy and Growth Options Study. These are all discussed above and full versions are appended.

Notably, these processes established the Council's options and decisions with regards to how to manage growth and concluded that growth needed to be managed in a strategic way.

These processes also established that the economic, environmental and social merits of providing for business, housing and commercial (primarily retail) land. The merits of providing for these land uses as part of this Plan Change are discussed in relation to meeting the requirements of Section 7(a) of the Resource Management Act (see above).

However, the options considered for the Commercial Core is a matter worthy of more detailed discussion.

Options Considered in Establishing a New Commercial/Retail Area

The Wanaka 2020 community planning process identified that there was a demand and desire for larger format retail to be able to establish in Wanaka, particularly a new supermarket. The amount of retail provided for is underpinned by analyses of the likely future demand for such uses. As outlined earlier in this report, it is considered that it is of benefit to providing for the Wanaka community's economic wellbeing to provide for large format retail and there are considered to be some environmental benefits in reducing the amount of commuting to other centres to purchase goods that these shops would provide.

The Wanaka 2020 process first identified the desired location for the new commercial area (within the proposed Three Parks Zone). Below is a summary of some alternative options that have also been considered as part of that process and subsequently (discussion follows each option).

1. Consolidation of the existing Town Centre/ No expansion

This option was not considered appropriate as there is considered to be insufficient capacity to provide for the retail growth envisaged. Particularly, there are few large sites able to accommodate the demand for large format retail. If those sites were to be found, the analysis of the Town Centre provisions (above) indicates that they would be incompatible with the objectives and policies of that Zone. That is to say, allowing these types of buildings in the Town Centre is unlikely to be conducive to the character sought for the Wanaka Town Centre.

In this regard, we note the decision of the Environment Court 072/2008 in *Bilimag Holdings Ltd and The National Trading Company of New Zealand Ltd and General Distributors Ltd v Waipa District Council*. In this case the Court considered that locating a supermarket and large format retail:

‘may well have the potential for displacement of existing activities and adverse environmental effects resulting from locating a number of vehicle-orientated activities in a predominantly pedestrian environment’.

2. Expansion of the existing Town Centre

This option would be favourable in some respects as there would be advantages in maintaining one main Town Centre (such as in transport terms).

However, it is questionable whether such an approach would be consistent with the Town Centre objectives and policies as it could run contrary to the desire for a compact and convenient built form (as espoused in 10.3.4 Objective and Policies in the Queenstown Lakes District Partially Operative District Plan).

Most importantly, the option has been largely discounted due to the limitations for the expansion of the Town Centre in terms of land availability. The community has expressed the value it attaches to reserve land in Wanaka and there is not considered to be support to build on these areas. With respect to Pembroke Park, the proximity of the area to the lakefront and the fact that there are large amounts of housing behind it would make the location of large format buildings questionable in urban design terms.

To the south of the Town Centre there are areas of residential land that could in theory be converted to retail use. The Council is in the process of producing a Town Centre Strategy for Wanaka and is giving consideration as to whether an expansion of the Town Centre to the south side of Brownston Street would be appropriate. While this may occur, it will only bring into the Town Centre a relatively small amount of land that would seem unable to meet projected demand for large format uses and is to some extent already converted to Town Centre uses.

Further south there is more land currently in housing. However, this land is fragmented into multiple ownerships and considered unlikely to keep pace with demand for growing town centre uses (and unlikely to produce sites for large format uses such as a supermarket). In this respect, we again note the decision of the Environment Court 072/2008 in *Bilimag Holdings Ltd and The National Trading Company of New Zealand Ltd and General Distributors Ltd v Waipa District Council*:

[61] Thus the single critical issue is:

- Whether the Plan Change is the most appropriate way to enable large format retailing having regard to the objectives and policies that seek to accord primacy to the town centre.

Particularly, the Court found the following matter to be of particular consequence:

Whether it is feasible or appropriate to locate large format retailing in the existing General zone;

The ‘General Zone’, for all intents and purposes, can be understood to be the equivalent of the Residential Zone in Wanaka, in that it bounds the Town Centre Zone. It is noted that in that case the Court did not consider that it was feasible for sites to be amalgamated to provide for large format retailing.

In sum, the option of providing large format retail through an expansion of the Town Centre is not considered to be a feasible one.

3. The promotion of Anderson Heights as a second commercial centre

It is notable that in the business area of Anderson Heights there has been a reasonable number of retail and office activities locate in recent years. This may be partly in response to there being a lack of suitable sites for these activities in the existing Town Centre. It is noted that the Business Zone does provide for large format retail activities (of 500m² or more) as a discretionary activity. Smaller retail businesses also appear to have located there.

There would be an option of relying on that area to continue to provide for retail, particularly large format activities. However, there is also considered to be limited capacity to accommodate the type of growth envisaged in retail development in Anderson Heights. The mix of business and industrial uses and retail is also considered to cause problems. The area lacks amenity, is highly dependent on private motor vehicle for access and lacks sufficient parking. It also lacks visibility, with those not familiar to the area not easily finding it (which is not considered desirable for retail uses).

The Council could pursue a Plan Change to encourage the area to turn into a more suitable commercial area. However, it is also not considered that the area would be easily converted to an attractive area that would serve the community's social and economic needs. It would seem unlikely to produce the kind of 'Main Street' environment that is being sought in the Three Parks Zone.

The Council intends to give further consideration to how to manage Anderson Heights in the future and to provide a strategic vision for the area. However, it is considered that the area is not appropriate to accommodate projected growth in retail activities.

4. Alternative locations for a new 'Commercial Core'

An alternative area for a commercial centre was considered as part of the Wanaka 2020 process. This was the existing campground/ A&P showground site to the west of Pembroke Park. This did not find favour at the Wanaka 2020 workshop with the participants.

It is also questionable from an urban design perspective whether it would be appropriate for large format buildings to locate in this area, close to the lake shore.

It is noted that the Council is considering the site for a future community recreation facilities and has recently consulted with the community with regards to this option. At the time of writing, no decision had been made with regards to this option.

5. Provide for a new commercial area in the Three Parks Zone

This option was also first raised in the Wanaka 2020 workshops and found favour with participants.

It is located close to major arterial routes and is reasonably accessible both to recent and zoned-for growth in Wanaka North and further growth proposed in the Wanaka Structure Plan. With regards to the latter attribute, it will be able to provide a

‘nucleus’ of development around which higher densities of residential development will be able to locate within a walking distance. Therefore, as well as serving wider Wanaka’s needs, it is anticipated that the area will be able to serve as an area that provides local conveniences and becomes a community focal point for the more immediate area.

The location has been found to be acceptable in terms of transport effects as outlined in the Wanaka Transportation and Parking Strategy.

The Council is very aware of community concern that the primacy of the Wanaka Town Centre is not affected. Therefore, whilst this option is supported, it is considered important that it is carefully staged so as not to undermine the function and vitality of the Wanaka Town Centre.

Assessment of the Appropriateness of the Proposed Provisions

Purpose of this Assessment

- (3) *An evaluation must examine—*
 - *(a) the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and*
 - *(b) whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.*

(3A) This subsection applies to a rule that imposes a greater prohibition or restriction on an activity to which a national environmental standard applies than any prohibition or restriction in the standard. The evaluation of such a rule must examine whether the prohibition or restriction it imposes is justified in the circumstances of the region or district.

(4) For the purposes of the examinations referred to in subsections (3) and (3A), an evaluation must take into account—

 - *(a) the benefits and costs of policies, rules, or other methods; and*
 - *(b) the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.*

The extent to which each objective is the most appropriate way to achieve the purpose of this act

The purpose of the Resource Management Act 1991 is described in section 5 of the Act. In summary it is to promote the sustainable management of natural and physical resources. In this Act:

sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while—

- (a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- (b) Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
- (c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

Section 32 requires that Council examine the extent to which each proposed objective is the most appropriate way to achieve the purposes of the Act. Plan Change 16 introduces the following new objectives:

Objectives - South Wanaka Zone (some of which are repeated in the subdivision and transport sections)	Assessment of appropriateness against the Purpose of the Act
<p><i>Objective 1. A layout and design of development that demonstrates best practice in terms of achieving environmental sustainability.</i></p> <p><i>Objective 2. An urban structure, well-considered building design, and other initiatives which, together, help to reduce car use and provide practical alternatives.</i></p>	<p>These objectives are appropriate as they require that the life supporting capacity of systems are safeguarded adverse effects on the environment are avoided, remedied or mitigated, and the needs of future generations are met. The objective achieves this through policies and rules which ensure good solar access for buildings, energy efficient buildings, and the management of the quality and quantity of stormwater management.</p>
<p><i>Objective 3. Staged development which keeps pace with the growth of Wanaka and results in a high quality urban area containing a mix of compatible uses.</i></p>	<p>This objective is appropriate as it ensures that development occurs at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety. It guards against the under-utilisation of existing public infrastructure, which would result in an inefficient use of resources. The long development horizon of the zone means that it will meet the reasonably foreseeable needs of future generations and will avoid the need to prematurely develop further commercial centres in other locations, which would generate increased trips due to like-businesses unable to co-locate.</p>
<p><i>Objective 4. The establishment of a Commercial Core which complements and does not compromise the function, viability, and vitality of the Wanaka Town Centre.</i></p>	<p>This objective is appropriate as it ensures that the development of the commercial core will provide for the economic wellbeing of Wanaka, whilst requiring it to be staged in order to protect the Town Centre and, in turn, enable people to provide for their social and economic wellbeing; much of which derives from the viability and vibrancy of the existing Wanaka Town Centre.</p>
<p><i>Objective 6. A high level of residential amenity and a range of housing types which promote strong, healthy and inclusive communities.</i></p>	<p>This objective is appropriate as it ensures that the residential area will offer a high level of amenity and safety, enable a strong degree of residential cohesion to establish, and will provide for a diverse range of the community</p>
<p><i>Objective 7. Establishment of a high quality, functional business area which provides for a wide range of light industrial, service and trade-related activities whilst protecting it from residential and inappropriate retail uses.</i></p>	<p>This objective is appropriate as it aims to preserve the business zone as employment land (and limit competition from other higher value uses and problems of reverse sensitivity) and, in particular, those businesses that are inappropriate or will, over time, be an inefficient use of the commercial core. Co-location of such business uses the long term affordability of the land will enable people and communities to provide for their economic and social wellbeing.</p>
<p><i>Objective 8. A high quality, attractively landscaped entrance into the Three Parks zone within which quality Visitor Accommodation, places of public assembly such as conference</i></p>	<p>This objective is appropriate as it is considered of utmost importance to retain a high quality of amenity along the entrance into the Wanaka Town Centre and the Three Parks zone itself.</p>

venues, and community facilities are the predominant use.	This was identified as a key outcome desired by the community in the Wanaka 2020 and Wanaka Structure Plan processes. It is also important to provide for reasonably foreseeable needs of both residents and visitors.
<p><i>Objective 5. A Commercial Core which, over time, will evolve into a high quality urban centre with a main street character and a strong sense of place.</i></p> <p><i>Objective 9. High quality and well-designed buildings that reflect and contribute to an evolving character for the area</i></p> <p><i>Objective 10. A high quality urban fabric, which is consistent with the vision set out in the Wanaka Structure Plan and the subsequent Structure Plan for the Three Parks Zone.</i></p>	These objectives are appropriate as they all require the development to be of a high quality, which will endure into the future and provides a living and working environment which will be viable and vibrant and enhance the community's wellbeing into the future.
<i>Objective 11. An urban area that is free of contaminated sites or appropriately deals with them so that effects on human health and the environment do not arise.</i>	This objective is appropriate as it will help to safeguard the life supporting capacity of water, soil, and ecosystems; avoid, remedy or mitigate relevant adverse effects on the environment; and to enable the needs of future generations to be met.
Objectives - Town Centre Zone	Assessment of appropriateness against the Purpose of the Act
<p>The following objective already exists in the District Plan:</p> <p><i>Objective 1 – Maintenance and Consolidation of the existing Town Centres and Activities Therein.</i></p> <p><i>Viable Town Centres which respond to new challenges and initiatives but which are compatible with the natural and physical environment.</i></p>	<p>The existing objective is considered to be wholly appropriate in relation to the purpose of the Act and in supporting the creation of the Three Parks Zone.</p> <p>To further explain how the Council will achieve this objective, the following policy is considered to be appropriate:</p> <p><i>1.6 To provide for commercial and mixed use developments in areas that do not form or surround the Wanaka Town Centre provided they do not undermine the role, function, vitality and vibrancy of the Town Centre.</i></p> <p>In addition it appropriate to add the following paragraph to the explanation of this objective and policies:</p> <p><i>... In Wanaka, the establishment of such large scale activities beyond the Town Centre is considered necessary in order to preserve the amenity, scale, character, and consolidated form of the Town Centre.</i></p>

Note: Where relevant objectives 1 – 11 of the Three Parks Zone are repeated in the transport and subdivision sections of the District Plan.

Overall it is considered that the proposed objectives are necessary to address a number of significant resource management issues and will enable the Council to more appropriately meet the purposes of the Resource Management Act.

An assessment of the effectiveness and efficiency of the policies, rules, or other methods

The following analysis of the effectiveness and efficiency of the policies, rules, or other methods has been done on an issues basis, concentrating most on the following key issues:

1. Options for ensuring an appropriate level of masterplanning is undertaken prior to individual subdivisions or landuse (objective 3).
2. Options for staging the volume of retail space in the commercial core in order to help protect the Wanaka Town Centre (objective 4).
3. Options for controlling the mix of large format and specialty retail space in order to help protect the Wanaka Town Centre and achieve good urban design in the long term (objectives 5).
4. Options for preventing the 'leakage' of inappropriate mainstreet-type retail activities into the business zone and, in turn, preserving the business zone for its intended purpose (objective 7)
5. Options for preserving the business subzone for its intended purpose (and avoiding conflicts between incompatible uses) and whether stand-alone offices and residential uses need to be prevented from establishing there (objective 7).
6. Options for managing non-residential uses in the residential subzones in order to ensure that appropriate uses are allowed but inappropriate ones are able to be declined (objective 6).
7. Options for providing for mixed use within parts of the MDR subzone (objective 6).
8. Carparking provisions – as per the rest of the District Plan, allow reduced carparking requirements in lieu of TDM initiatives proposed, require reduced carparking provision and TDM initiatives to be included in developments (objective 2)
9. Options for streamlining the resource consent process by enabling developers to apply for a Comprehensive Development Plan rather than separate consents for the Outline Development Plan and the building (objectives 3, 9, and 10).
10. Options for achieving high quality residential areas (objective 6).
11. Options for providing for affordable housing (objective 6)
12. Options for achieving high quality buildings (objective 9).
13. Options for limiting the creation of rear sites - permitted, through ODP and assessment matters rather than any specific rule, make all non complying, make all RDIS with standards, make any more than 5% non complying (objective 10).
14. Options for achieving good internal residential amenity– no rules, include minimum standards as rules, include internal amenity as a matter of assessment under the controlled or RDIS consent that is required for the building (objectives 6 and 9).
15. Options for ensuring travel demand management is considered as part of development (objective 2)
16. Options for ensuring quality subdivision design (on the assumption that the ODP will be RDIS) (objective 10)
17. Options for providing for visitor accommodation (Objectives 3, 5, 6, 8)

Options for ensuring an appropriate level of masterplanning is undertaken prior to individual subdivisions or landuse

Options

1. Relatively basic Structure Plan without the requirement for an outline development plans (ODPs) or discretionary subdivision.
2. Detailed Structure Plan without the need for an ODP or discretionary subdivision.
3. Basic Structure Plan and ODP as a controlled activity prior to any individual Resource Consents being applied for.
4. Basic Structure Plan and ODP as a limited discretionary activity (non-notified) prior to any individual Resource Consents being applied for
5. Greater level of detail in the Structure Plan (with the skeleton road and open space layout, etc), plus more detailed standards for amount and location of reserves, lot configuration, etc, with the subsequent ODPs being controlled
6. Design guidance throughout the rules (a version of the above) rather than relying on the ODP process – reliance on standards and zoning but complimented by sketches explaining them
7. Structure Plan and masterplan (i.e. form based planning) in the District Plan, and a rule that adherence to the masterplan will avoid the need for an ODP – otherwise ODP will be required (as per above).
8. Rather than the ODP, make subdivision a limited discretionary activity, which would consider most of the matters that would otherwise be considered as part of an ODP.

Effectiveness: All options will be effective, albeit it to varying degrees.

Efficiency: On balance it is considered that Option 4 is the most efficient and effective.

Refer to Appendix 1 for the detailed assessment of the costs and benefits

Options for staging the volume of retail space in the commercial core in order to help protect the Wanaka Town Centre

Options

1. Leave to the market to stage the development
2. Staging through infrastructure (I.e. non complying until specific roading, wastewater and water infrastructure is built).
3. Impose a cap on GFA (12,000m², as per existing demand studies) in the District Plan of (various types of) retail/ activities in the Retail core. (e.g. permitted up to x GFA and thereafter non complying, based on objectives relating to existing Town Centre etc) and then extend this to 30,000 after 2016
4. As above but rather than make it non-complying once the 12,000m² is exceeded, make it restricted discretionary subject to showing that the Wanaka Town Centre is healthy, there is adequate demand for a further stage(s) will include an increasing number of specialty stores.
5. Impose a GFA cap and mechanism/ structure for going beyond this (through needs assessment) by private agreement, sitting outside of the District Plan

6. Have no initial cap on GFA at all but put the onus on the developer to prove a demonstrable market demand (based on supply and demand) to uplift any development rights

Effectiveness: Options 1 and 2 would be relatively ineffective and are therefore not considered any further. Options 3 – 6 would all be effective, albeit it to varying degrees.

Efficiency: On balance it is considered that Option 4 is the most efficient and effective.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Options for controlling the mix of large format and specialty retail space in order to help protect the Wanaka Town Centre and achieve good urban design in the long term.

Options

1. Allow specialty retail as a set proportion of large format retail, based on the amount of specialty retail that would be required in order to achieve a good urban design outcome with attractive buildings, active street frontages, and a well-functioning main street environment.
2. Rather than specify a proportion, require that a main street is created and that all street frontages of large format retail are lined with smaller footprint buildings (whether they're tenanted in this or the above e.g. will be up to the market) and make all other small retail non-complying.
3. Masterplan the 1st stage which will dictate the amount and location of specialty retail, and include this in the District Plan
4. Limit the number of specialty shops in the early stages to much less than would be required to effectively 'sleeve' the large format retail stores or create a main street feel and accept that the urban design outcome will be substandard in the early stages. This method would need to be coupled with rules which require the applicant to show how the building forms will be converted in subsequent stages to allow the addition of specialty retail stores
5. Make any specialty stores (e.g. less than 400m²) discretionary – subject to whether it will detract from the Town Centre.
6. Make any specialty stores (e.g. less than 400m²) non-complying.
7. As above but list some types of small footprint retail that are allowed (e.g. Small scale retail of goods produced, stored on the site, yard based retail, trade suppliers, second hand good outlets, food and beverage, small scale pharmacies within a health facility)
8. In addition to the preferred approach above, also cap the total number of tenancies allowed in the first stage.

Effectiveness: Options 1 and 2 would be most effective at establishing a good urban design outcome as early as possible but would be relatively ineffective at protecting the Wanaka Town Centre. The remaining options would be relatively effective at protecting the Wanaka Town Centre but

would take a longer to achieve a good urban design outcome. It is noted that the policies acknowledge that it will take some time to create a well-functioning and attractive commercial centre.

Efficiency: On balance it is considered that both Option 4 and Option 8 are the most efficient and effective and should both be incorporated into a rule.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Preventing the 'leakage' of inappropriate mainstreet-type retail activities into the business subzones and, in turn, preserving the business zone for its intended purpose

Options

1. Make any form of retail a discretionary activity
2. Make any form of retail non-complying
3. Apply the rule from the Ballantyne Ponds Plan Change – allowing only retail ancillary to the service/ yard based activity and up to 10% of the total floor area and make it prohibited to exceed this in all but the yard-based zone.
4. List the specific types of retail that are appropriate in the business zone (and permit them) and make all other retail non complying
5. Further to the option above, use ANZSIC codes to define the appropriate types of retail
6. Further to the option above, provide detailed definitions of the appropriate types of retail, within the District Plan
7. Further to the above, further restrict those listed permitted types of retail to sell goods only to trade and institutional customers
8. Allow ancillary retail up to a certain cap
9. Specify a maximum quantity of retail in business zones within a certain radius.
10. Control the issue through traffic volumes.
11. Controls on the scale and location of retail.
12. Apply the rules from the existing Business Zone in the District Plan, which makes retailing comprising over 500m² net floor area (NFA) a Discretionary Activity (unless ancillary or manufactured on site) and where retailing comprises less than 500m² NFA it is non complying.
13. Apply the rules from the existing Industrial Zone in the District Plan, which makes any retailing non-complying except the retailing of goods manufactured on the site, and ancillary products up to 20% of the gross floor area.

Effectiveness: Options 10 – 13 are deemed to be relatively ineffective. Options 1 – 9 are likely to be effective at preventing leakage of inappropriate retail into the business zone, albeit it to varying degrees.

Efficiency: On balance it is considered that Options 4, 6, and 8 will, together, be effective and efficient at preventing leakage of inappropriate retail activities in the business zone.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Options for preserving the business subzone for its intended purpose (and avoiding conflicts between incompatible uses) and, in particular, whether stand-alone offices and residential uses need to be prevented from establishing

1. Allow stand alone (i.e. non-ancillary) offices and residential units throughout the subzone.
2. As above but only allow residential units that are for the purpose of custodial management.
3. Prevent offices and residential uses throughout the subzone. (i.e. make non-complying)
4. Allow offices and residential uses in the mainstreet precinct of the business subzone but make it non-complying in the remainder of the subzone.

Effectiveness: Options 3 and 4 would both be effective, albeit it to varying degrees.

Efficiency: On balance it is considered that a combination of Options 3 and 4 will be effectively and efficiently preserve the subzone for business uses whilst a) avoiding conflicts between incompatible uses; b) encouraging residential and office uses to establish in other subzones, and c) encouraging 2 storey buildings facing the mainstreet (which is a favourable outcome in urban design terms).

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Options for managing non-residential uses in the residential subzones in order to ensure that only appropriate uses occur

High level options

1. Allow non-residential uses throughout the residential subzones and leave to the market to dictate
2. Apply regulation to control the amount, type, and location of non-residential uses in the residential subzones

At a high level, Option 2 above is considered the only viable option. The following are specific options relating to the type of possible rules considered:

Activity-based rule(s)

3. Listing which non-residential uses are permitted, controlled, discretionary, and non-complying
4. Making all non-residential uses non-complying and relying on their effects and/or, in many instances, strong objectives and policies to enable them to be declined.

Effects-based rule(s)

5. Make most or all non-residential uses permitted or controlled but subject to standards relating to scale (e.g. floor space), nature of the activity, traffic

generation, noise, whether workers need to reside on site, the number of employees, hours of operation, etc.

6. Make all non-residential uses a discretionary activity, supported by assessment matters which cover the same sort of matters as would performance standards but in a manner which is more flexible (i.e. it is not always a case of passing or failing an assessment matter)
7. Make all non-residential uses a discretionary activity plus include an explanation that the discretionary status should not be taken to mean that non-residential will usually be considered to be appropriate.
8. As above but make most (rather than all) non-residential uses discretionary, with only a very few uses being listed as either permitted, controlled, non-complying, or prohibited.
9. As above plus a number of performance-based standards (relating to noise, hours of operation, and the location of carparking) which, if breached, make the activity non-complying.
10. Require all non-residential uses to be identified and approved for particular sites as part of the Outline Development Plan resource consent, with all others being non-complying or having to be approved through subsequent Outline Development Plans as a restricted discretionary activity.

Effectiveness: All of these options with the exception of option 1 would be effective, albeit to varying degrees.

Efficiency: On balance it is considered that Option 9 will effectively and efficiently meet the relevant objectives and, hence, be the most appropriate.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

NB: As this is a greenfields situation, some other options such as relying on existing use rights, or scheduling specific existing sites are not relevant.

Options for providing for providing for mixed use within parts of the Medium Density Residential (MDR) subzone

Options

1. Include the mixed use precinct in the Plan Change but defer it until a certain amount of development is complete within the commercial core and business zones.
2. Include the precinct in the Plan Change but, rather than defer it, rely on the fact that development needs to be in accordance with the Structure Plan staging plan, which indicates it will be developed as a later stage (stage 3).
3. Exclude the precinct from the Plan Change and review in 10 years
4. As above but still require (in this Plan Change) ground floor levels of buildings adjacent to the commercial core or mainstreet arterial to be a minimum stud height in order to enable easy conversion to commercial usage in the future

Effectiveness: All options are considered to be effective to varying degrees. Option 2 is considered to provide more risk that retail will locate in the area

before the commercial core has been appropriately utilised – running the risk of poor consolidation of the commercial core.

Efficiency: Option 1 is considered efficient in that it should provide a clear trigger on the amount of development that has to have taken place in other areas before development shall occur. Options 3 and 4 are less efficient as they would likely require a plan change for the envisaged development to occur.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Options in relation to carparking provisions

Options

1. As per the rest of the District Plan.
2. As per the rest of the District Plan with some minor amendments to rectify minor known problems with the rules and to allow reduced carparking requirements in lieu of the proximity of the site to existing Public Transport.
3. Significant amendments to the rest of the District Plan, requiring less carparking in lieu of the provision of Public Transport, end-destination infrastructure and other initiatives which reduce private car use.
4. As per Option 3 but also put a maximum cap on the amount of allowable carparking in the commercial core.

Effectiveness: All options except Option 1 would be effective at achieving the objectives relating to encouraging people to reduce car travel, albeit to varying degrees.

Efficiency: On balance and, in particular, having consideration for the extent of existing and foreseeable transport issues, it is considered that Option 2 is the most appropriate option. In addition, a provision enabling less parking in later stages of development in the commercial core if the developer so wishes is also considered appropriate.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Options for streamlining the resource consent process by enabling developers to apply for a Comprehensive Development Plan rather than separate consents for the Outline Development Plan and the building

1. Rely on the ODP process followed by the building and activity consents.
2. Offer the option of applying for a CDP rather than an ODP.
3. As above plus provide an incentive to do so by indicating that the council may be prepared to process a CPD without full Resource Consent drawings of the buildings, provided it has adequate information to consider the matters of control/discretion and the assessment matters. An approved CDP avoids the need to

obtain any further Resource Consents for an ODP or the buildings for that areas covered by the CDP)

4. Rather than offer the option of a single Resource Consent for a CDP, encourage applicants to apply for a combination Resource Consent (for both the ODP and building, and where possible and required, the activity therein).

Effectiveness: All options would be effective at achieving the objectives relating to achieving a high quality urban area, albeit to varying degrees.

Efficiency: On balance, Option 2 (i.e. offering developers the choice of applying for a Comprehensive Development Plan instead of resource consents for an Outline Development Plan and the building(s)) is considered the most appropriate option.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Options for achieving high quality residential areas

High level options

1. Apply the existing objectives, policies, and rules/ standards from the LDR and HDR zones of the District Plan
2. Amend the objectives and policies (mainly around urban design), the status of various activities and rules of the existing zone in order to overcome the known problems and achieve good urban design outcomes.

Effectiveness and efficiency:

- Both Options would be effective, albeit to varying degrees.
- On balance it is considered that Option 2 will be most effective and efficient and, hence, is the most appropriate.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Options relating to Particular performance standards:

Building Coverage in the residential subzones

2. Have no rule
3. Have no rule and, instead, rely on the permeability rules which specify maximum hard surfacing but which also enable an applicant to deviate from this if they can show the equivalent stormwater runoff can still be achieved.
4. Impose a maximum building coverage on any site (of 40% in LDR and 60% in MDR) in addition to the permeability rule, in recognition that one relates to stormwater management and the other, to building scale and character.

Outdoor Living Space in the residential subzones

1. Have no rule
2. Apply the rule as per the existing Queenstown Lakes District Council plan

3. Apply an improved rule, which incorporates the principles of good urban design practice by adding a rule requiring access to a minimum amount of sunlight and not allowing it to be between the front façade of the unit and the road boundary.

Road setback and streetscene

1. Have no rule
2. Apply the rule as per the existing Queenstown Lakes District Council plan
3. Apply an improved rule, which incorporates the principles of good urban design practice by requiring require the living area to face the street, buildings to be between 3 and 4.5 m from the road and garages to be setback

Effectiveness and efficiency:

- For all three standards above, Options 2 and 3 would be effective, albeit to varying degrees.
- In all cases, on balance it is considered that Option 3 will be most effective and efficient and, hence, is the most appropriate.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Options for achieving high quality buildings

1. Permitted (with or without standards)
2. Controlled (with or without standards)
3. Restricted Discretionary, with assessment matters (and with or without standards)
4. Restricted Discretionary, with assessment matters (and with or without standards)

Effectiveness and efficiency:

- Depending on the context and the risk of poor design, the various options are considered effective in different circumstances
- With consideration to both effectiveness and efficiency, Option 1 (with standards) is considered appropriate for detached dwellings
- With consideration to both effectiveness and efficiency, Option 2 (with standards) is considered appropriate for buildings in the business zone (excluding the mainstreet precinct) where policy acknowledges that the design of buildings and frontages will be of a lesser quality than in the precinct and commercial core.
- With consideration to both effectiveness and efficiency, Option 3 (with standards) is considered appropriate for all buildings in the Commercial Core subzone, the visitor accommodation and tourism subzone, the Business (mainstreet precinct), the MDR subzone, and for non-residential buildings and multi-unit developments in the LDR subzone.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Options for limiting the creation of rear sites

1. Permitted

2. Consider the creation of rear sites through the ODP application and assessment matters rather than any specific rule
3. Make all rear sites non-complying
4. Make all rear sites restricted discretionary
5. Make it non-complying for any more than 5% of sites to be rear sites (within any ODP area)
6. Make it non-complying for any more than 10% of sites to be rear sites (within any ODP area) except in MDR sites where all rear sites will be non-complying.

Effectiveness and efficiency:

All but Option 1 would be effective, albeit to varying degrees. On balance, 6 is considered to be the most appropriate method. This is because excessive numbers of rear sites are considered to be problematic for all areas, but especially in MDR sites where they are never considered to be appropriate.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Options for achieving good internal residential amenity

1. No rules.
2. Include internal amenity as a matter of assessment under the controlled or restricted discretionary consent that is required for the building.
3. Include minimum standards as rules.

Effectiveness and efficiency:

All but Option 1 would be effective, albeit to varying degrees. On balance, the option of including minimum standards as rules is considered to be the most appropriate method.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Options for encouraging travel demand management to be considered as part of development

1. Do nothing
2. Encourage developers to undertake initiatives to reduce car use through voluntary guidelines.
3. Require developers to undertake initiatives to reduce car use through additional rules and assessment matters as part of resource consents for Outline Development Plans and buildings.
4. A mixture of voluntary behavioural change approaches (such as travel plans) and mandatory rules (such as

Effectiveness and efficiency: All options except Option 1 would be effective, albeit to varying degrees. On balance, Option 4 is considered to be the most appropriate option.

Options for ensuring quality subdivision design (on the assumption that the ODP will be a restricted discretionary activity)

1. Controlled activity
2. Restricted discretionary activity
3. Controlled activity for small scale and restricted discretionary activity for larger scale subdivision
4. Discretionary activity

Effectiveness and efficiency:

All options would be effective, to a similar degree. Having regard to efficiency, the option of requiring a controlled activity for all subdivision is considered to be the most appropriate method.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Options for providing for visitor accommodation

1. Make visitor accommodation controlled and leave the mix up to the market
2. Specify a % mix of visitor accommodation and residential uses
3. Provide a specific subzone for visitor accommodation where low density residential would be prevented from occurring and visitor accommodation would be the favoured use.
4. Separate the MDR zone into specific subzones – one for visitor accommodation and the other for residential
5. Require ODP to identify residential and visitor accommodation precincts within the zone which serve real demand and meets the objectives and policies for the zone.

Effectiveness and efficiency:

All options would be effective, albeit to varying degrees. Having regard to efficiency, the options of a) providing a specific subzone for visitor accommodation and b) requiring visitor accommodation precincts to be shown in the MDR and Commercial Core subzones at the ODP stage are considered to be the most appropriate method.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Options for addressing affordable housing

1. Matters to be considered in the assessment of an outline development plan include the provision of Affordable Housing in accordance with Appendix 11 of the District Plan.
2. Through a private agreement outside the District Plan. (as in Mt Cardrona, Riverside, Jacks Point, Pen Bay). Balance of provisions that encourage some housing types that are conducive to lower costs.

3. Combination of options 1 and 2.

Effectiveness and efficiency:

All options are considered to be effective, providing agreement can be reached with respect to options 2 and 3. There is less certainty regarding Option 1 as the outcome of Plan Change 24 is not finalised. Arrangements outside of the Plan may well be more efficient, however Option 3 is preferred as provides certainty that some Affordable Housing will be delivered while providing for the amounts of Affordable Housing delivered to be consistent with District-wide policy at the time an ODP is submitted.

Refer to Appendix 1 for the detailed assessment of the costs and benefits of the options.

Policies

The policies were assessed in terms of their effectiveness and efficiency and, in turn, whether they are the most appropriate for achieving the objectives in a similar way as was done for the rules.

In working through these matters the policies were amended numerous times to ensure that they are realistic and achievable (given the rules) and that they will, together, achieve the relevant objective.

Conclusion

This Plan Change is supported by a report that has considered at length the statutory and non-statutory frameworks that support it.

This report has analysed a full range of options for the management of the area referred to as the Three Parks Zone. Each option has been assessed with regard to its effectiveness, costs and benefits, efficiency and appropriateness.

As a result of this analysis, it has been determined that a special zone be created to control landuse and development within the area subject to the Plan Change.

Amendments

The proposed amendments to the Partially Operative District Plan are contained in the accompanying Plan Change 16: Three Parks Zone. A map showing the proposed changes is attached to the Plan Change.

