



## **Section 32 Analysis**

### **Plan Change 4**

### **North Three Parks**

**February 2012**

# Contents

1	EXECUTIVE SUMMARY .....	4
2	INTRODUCTION .....	6
3	BACKGROUND .....	6
4	PURPOSE & SCOPE OF THE PLAN CHANGE .....	6
4.1	Scope of Plan Change.....	6
5	THE STATUTORY CONTEXT OF THE PLAN CHANGE.....	7
5.1	The Resource Management Act 1991 .....	7
5.2	Regional Policy Statement for Otago.....	12
5.3	Kai Tahu Ki Otago Natural Resource Management Plan (2005).....	16
5.4	Ngai Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan (2008) – ‘The Cry of the People’ .....	17
5.5	Preliminary Cultural Assessment for Proposed Plan Change : Three Parks North, Ballantyne Road, Wanaka June 2010. ....	19
5.6	Queenstown Lakes District Council’s Ten Year Plan 2009-2019 .....	20
6	NON-STATUTORY STRATEGIC CONTEXT FOR THE PLAN CHANGE.....	21
6.1	Wanaka 2020. 2002.....	21
6.2	Growth Options Study 2004.....	23
6.3	Wanaka Structure Plan (2004) .....	24
6.4	Growth Management Strategy (2007) .....	25
6.5	Commercial Land Needs – Queenstown Lakes District (2006).....	25
6.6	Wanaka Land Demands (2007).....	26
6.7	The Wanaka Structure Plan (2007) .....	27
6.8	Wanaka Transport and Parking Strategy (2008) .....	31
7	RELATED PLAN CHANGES CURRENTLY UNDERWAY .....	33
7.1	Plan Change 36 – Wanaka Industrial Zone Extension .....	33
7.2	Plan Change 20 – Wanaka Urban Boundary.....	33
8	CONSULTATION.....	33
9	THE CONSIDERATION OF HIGH LEVEL RE-ZONING OPTIONS .....	34
9.1	Option 1: Status Quo – retain the existing zoning (Rural General) for the North Three Parks area.....	35
9.2	Option 2: Rezone for future growth as determined in the Wanaka Structure Plan 2007 using the Three Parks Special Zone provisions and an Urban Design framework specifically for North Three Parks.....	36
9.3	Option 3: Rezone for future growth as determined in the Wanaka Structure Plan 2007 using existing district wide provisions.....	37
9.4	Conclusion .....	37
10	ANALYSIS IN RELATION TO THE EXISTING THREE PARKS SPECIAL ZONE OBJECTIVES OF THE DISTRICT PLAN.....	38
11	IS PLAN CHANGE 4 NECESSARY? .....	47
11.1	Residential.....	47
11.2	Business Land .....	49
12	THE APPROPRIATENESS OF THE PROPOSED OBJECTIVES, POLICIES, AND RULES.....	51
12.1	An Assessment of the Benefits, Costs, Effectiveness and Efficiency of the New Policy and Rules.....	51
13	CONCLUSION .....	57

## APPENDICIES

- Appendix 1 - North Three Parks Urban Design Framework. February 2012
- Appendix 2 - North Three Parks Infrastructure Assessment 21 January 2012
  - Appendix A North Three Parks Structure Plan
  - Appendix B Preliminary Stormwater Design
  - Appendix C Schematic Wastewater Network
  - Appendix D Wastewater Report
  - Appendix E Water Modelling Report
  - Appendix F Service Providers Confirmations
  - Appendix G Geotechnical Investigations
  - Appendix H Confirmation of Land Suitability
  - Appendix I Traffic Assessment
- Appendix 3- North Three Parks. Assessment of Landscape Character and Values. Anne Steven Landscape Architect. June 2010.
- Appendix 4- Assessment of Ecological Values. Natural Solutions for Nature Ltd. 19 June 2010
- Appendix 5 - Cultural assessment. Letter from KTKO Ltd. 15 June 2010
- Appendix 6 - Record of discussion with Te Ao Marama Inc.
- Appendix 7- Archaeological assessment for Ballantyne Plan Change. Matthew Sole, Kopuwai Consulting. June 2010
- Appendix 8 - Discussion Document for Plan Change 4 North Three Parks. June 2010
- Appendix 9 - A record of the public comments received in response to the discussion pamphlet prepared as part of this Plan Change. July 2010
- Appendix 10 - Ngāi Tahu ki Murihiku Accidental Discovery Protocol
- Appendix 11 - Dwelling Capacity Model 2010

### **Website links for other reports referred to but not included within this report**

Wanaka 2020

[http://www.qldc.govt.nz/small\\_community\\_plans](http://www.qldc.govt.nz/small_community_plans)

Wanaka Structure Plan (2007)

[www.qldc.govt.nz/strategic\\_growth\\_management](http://www.qldc.govt.nz/strategic_growth_management)

The Growth Options Study -

[www.qldc.govt.nz/strategic\\_growth\\_management](http://www.qldc.govt.nz/strategic_growth_management)

The Growth Management Strategy (2007) -

[www.qldc.govt.nz/strategic\\_growth\\_management](http://www.qldc.govt.nz/strategic_growth_management)

Wanaka Land Demands Study (2007) -

[www.qldc.govt.nz/plan\\_change\\_16\\_three\\_parks/category/259/](http://www.qldc.govt.nz/plan_change_16_three_parks/category/259/)

Wanaka Transport and Parking Strategy (2008)

[www.qldc.govt.nz/transport\\_strategies](http://www.qldc.govt.nz/transport_strategies)

## **1 EXECUTIVE SUMMARY**

Plan Change 4 seeks to rezone the area of land between the golf course, the State Highway, the Three Parks Special Zone and Ballantyne Road, referred to as North Three Parks Zone, to enable development for low and medium density residential and business uses in accordance with the Wanaka Structure Plan. The Plan Change includes land identified for use as open space.

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

This report considers the statutory framework for the Plan Change. It discusses how the plan change relates to the Resource Management Act, the Otago Regional Policy Statement, the Kai Tahu Ki Otago Natural Resource Management Plan (2005), the Ngai Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan (2008) and the QLDC Ten Year Plan.

This report outlines the background to the Council's decision to propose the rezoning of the area, which began in 2002 with the Wanaka 2020 community workshops which identified the area and its proposed future use. Following this, the Wanaka Structure Plan was produced. The Wanaka Structure Plan 2007 was adopted by the Council with the resolution that it be implemented by a series of plan changes. "Plan Change 4 - North Three Parks" represents the rezoning of a proportion of the growth foreseen by the Wanaka Structure Plan.

This report summarises the various alternative uses for the land and goes on to determine the most appropriate, effective and efficient provisions for the area.

A number of technical reports and documents are attached, along with a record of the comments received in response to a discussion pamphlet that was distributed to the public in June 2010. Together, the technical advice and the feedback obtained from the general public and from the main landowner provided important input into the Plan Change.

In summary this reports considers that the Plan Change is necessary as:

- It is consistent with and implements Wanaka 2020.
- It is consistent with and implements the zonings and objectives proposed in the Wanaka Structure Plan.
- Although the recent update of the dwelling capacity model (July 2010) shows that there is a considerable amount of land capacity already zoned for residential in Wanaka much of this land is for low density residential development. The Plan Change zones land for medium density residential development as well as low density development. This Plan Change provides for a range of housing densities that are not currently widely available in Wanaka e.g. medium density residential
- The Wanaka Structure Plan advocates maintaining a 'buffer' of 20% more residential land than is existing in order to ensure that supply keeps ahead of demand.
- It is important to provide for some housing at the more affordable end of the market. Having a large supply of land for housing can be positive, so long as the other outcomes sought by the community are not undermined.
- Development will be staged to ensure the market is not flooded with residential land.

- The plan change process can take some time to bring capacity onto the market (often four to five years or more from when notified). It takes some time for rezoning to occur, resource consents to be processed and development to take place.
- The recent forecasts for growth demonstrate that there will be a need for more housing land in Wanaka. It would be unwise to let the recent short term slowdown in economic activity affect sensible long term planning for growth.
- It fulfils an identified need for a small area of business zoning.
- It creates a long term vision for the form and type of development of this area that integrates with the existing surrounding uses.
- It coordinates development on the site with the Three Parks Zone where as if development occurred through ad hoc resource consents it could result in piecemeal development that does not integrate well with the surrounding area.
- As this land lies between the Wanaka Town Centre and the Three Parks Special Zone the plan change is essentially filling in a gap in accordance with the Wanaka Structure Plan. It is a logical progression of development from the urban area.



## 5 THE STATUTORY CONTEXT OF THE PLAN CHANGE

### 5.1 The Resource Management Act 1991

#### The purpose and principles of the Act

##### Section 5 -

This plan change has been prepared as a means of achieving the purpose of the Act, which is expressed in Section 5 as follows:

- (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 reasonable 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.*

This plan change supports Section 5 of the Act for the following reasons:

- The plan change provides 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 necessary that additional land is rezoned to provide for residential and business uses.
- The plan change embodies the vision of the Wanaka Structure Plan into the District Plan so will enable growth to be sustainably managed and will protect natural resources that the unplanned growth of Wanaka is considered unlikely 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.
- It will provide for health and safety 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 are both discussed in the geological assessment and the assessment of potential contaminated land (Appendices G and H of the Infrastructure Report in Appendix 1 to this report).
- The plan change avoids, remedies or mitigates potential adverse effects on the environment by applying appropriate objectives, policies and rules on subsequent development of the area.
- The plan change provides for an appropriate urban form and the managed expansion of Wanaka so sustains the potential of natural and physical resources to meet the reasonably foreseeable needs of future generations.

## Section 6

Section 6 states:

*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 recognise and provide for the following 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:*
- (b) The protection of outstanding natural features and landscapes from inappropriate subdivision, use and development :*
- (c) The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna*
- (d) The maintenance and enhancement of public access to and along the coastal marine area, lakes and rivers: [not applicable to this Plan Change]*
- (e) Relationship of Maori and their cultures and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.*
- (f) The protection of historic heritage from inappropriate subdivision, use and development.*

This plan change supports Section 6 of the Act for the following reasons:

- There are no wetlands, lakes or rivers within or adjacent to the plan change area. However as stormwater runoff is to be managed as much as possible on the site it is unlikely to have an adverse effect on wetlands, and lakes and rivers and their margins beyond the site.
- The plan change takes account of landscape values through implementing the Wanaka Structure Plan 2007. The area is not an outstanding natural feature or landscape. However nearby Mount Iron may be classed as 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 and layout of the zoning and the objective, policies and rules that apply to development.
- An assessment of ecological values for the site (Appendix 4) did not find any areas of significant indigenous vegetation and significant habitats of indigenous fauna in the subject area. It did identify that the landform was an undulating glacial moraine which is of geological significance. The plan change does protect part of the undulating moraine landform through the setting aside of the hillock reserve and the terminal moraine area. The plan change also seeks to enhance biodiversity by establishing open spaces and corridors with indigenous plantings.
- This plan change does not interfere with the relationship of Maori and their culture and traditions. Consultation undertaken with Kai Tahu ki Otago Ltd. (KTKO) and with Te Ao Marama Inc. (TAMI) (Appendices 5

and 6) has not identified any issues that would interfere with tangata whenua relationships with their ancestral land. Recommendations from KTKO and TAMI have been included in the plan change and will be incorporated in the subsequent resource consent processes. These are discussed in section 5.5 of this report.

- There is no record of any historic heritage within the proposed area of the Plan Change (Appendix 7).

## Section 7

Section 7 lists “other matters” that the Council must have particular regard to.

*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) kaitiakitanga:*

*(aa) the ethic of stewardship:*

*(b) the efficient use and development of natural and physical resources:*

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

*(c) the maintenance and enhancement of amenity values:*

*(d) intrinsic values of ecosystems:*

*(e) [Repealed]*

*(f) maintenance and enhancement of the quality of the environment:*

*(g) any finite characteristics of natural and physical resources:*

*(h) the protection of the habitat of trout and salmon:*

*(i) the effects of climate change:*

*(j) the benefits to be derived from the use and development of renewable energy.*

The “other matters” identified in Section 7 that are relevant to this plan change are as follows:

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

The mix of residential, visitor accommodation and business uses sought by the plan change together with the mix of uses in the adjacent Three Parks Special Zone is an efficient use of land. A detailed assessment of the need to rezone land for the main uses is contained in section 11 of this report.

In particular the plan change provides for areas of medium density housing which promote higher density living environments than are common in Wanaka at present. This will promote the efficient use of land.

The rezoning of the specific area to enable residential, some visitor accommodation and business uses is an efficient use of the land (a natural and physical resource) when compared with the alternative options such as retaining it as Rural General zoned land.

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

It is considered that rezoning this land to the Three Parks Special Zone, adjacent to the town centre and the Three Parks commercial and business area will be efficient in terms of fuel consumption. Furthermore, enabling small businesses to establish within Wanaka will reduce freight distances and residents having to travel (to Cromwell, for example) to access services. Consideration has also been given, in the rules, to encouraging walking and cycling and the eventual location of public transport in order to make the area accessible by means other than the private vehicle.

The subdivision, Outline Development Plan and Comprehensive Development Plan processes, as well as the building controls in the plan change are designed to ensure the alignment of lots that will maximise solar gain, thereby reducing the need for so much winter heating.

*(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. Existing notable landscape elements have been shown on the Structure Plan as future open 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. In fact most of the stormwater will be treated on the site. Similarly, the potential for areas of open space to be 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 residential sprawl across this area of land 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. No issues in relation to the principles of the Treaty of Waitangi have been identified through consultation undertaken with Ngai Tahu. Recommendations from KTKO and TAMI have been included in the plan change and will be incorporated in the subsequent resource consent processes. These are discussed in section 5.5 of this report.

## **The role of the District Council, district plans, and the process for preparing plan changes**

The legal framework for considering Plan Changes begins with sections 72 - 76 and incorporates, by reference, sections 31 and 32.

## Section 31

Section 31 of the Act lists the functions of Territorial Authorities under the Act. In terms of this section, the Council is required to establish, implement and review objectives, policies and methods to achieve integrated management of the effects of the use, development or protection of land and associated natural and physical resources of the District:

- (a) The establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district.*

The analysis of objectives, policies and methods relevant to this plan change is detailed within this Section 32 Report.

### Section 32

Section 32 of the Resource Management Act states that the evaluation of the alternatives and the benefits and costs of adopting any policy, rule or other method must be carried out before it is adopted. The evaluation should examine the extent to which each objective is the most appropriate way to achieve the purpose of the Act; and, having regard to their efficiency and effectiveness, whether the policies, rules or other methods are the most appropriate way to achieve the objectives.

Furthermore, Section 32(4) directs that such 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 methods.*

A report summarising the Section 32 evaluation and giving reasons for the evaluation must be available for public inspection at the same time as the plan change (to which it relates) is publicly notified.

### Section 72

Section 72 identifies the purpose of the District Plan, and reads:

*The purpose of the preparation, implementation and administration of district plans is to assist territorial authorities to carry out their functions in order to achieve the purpose of the Act.*

### Section 73

Section 73 provides for the preparation and change of District Plans. It states that variations and plan changes must be prepared in accordance with the First Schedule of the Act.

The requirements of the First Schedule of the Act have been met in the preparation and subsequent notification of this Plan Change.

### Section 74

This section states:

#### **74 Matters to be considered by territorial authority**

- (1) A territorial authority shall prepare and change its district plan in accordance with its functions under section 31, the provisions of Part 2, [a direction given under section 25A(2),] its duty under section 32, and any regulations.*
- (2) In addition to the requirements of [section 75(3) and (4)], when preparing or changing a district plan, a territorial authority shall have regard to—*

*[(a) Any—*

- (i) Proposed regional policy statement; or*

*(ii) Proposed regional plan of its region in regard to any matter of regional significance or for which the regional council has primary responsibility under Part 4; and]*

*(b) Any—*

*(i) Management plans and strategies prepared under other Acts; and*

*(ii) Repealed.*

*[(iia) Relevant entry in the Historic Places Register; and]*

*[(iii) Regulations relating to ensuring sustainability, or the conservation, management, or sustainability of fisheries resources (including regulations or bylaws relating to taiapure, mahinga mataitai, or other non-commercial Maori customary fishing),—]*

*to the extent that their content has a bearing on resource management issues of the district; and*

*(c) The extent to which the district plan needs to be consistent with the plans or proposed plans of adjacent territorial authorities.*

*[(2A) A territorial authority, when preparing or changing a district plan, must—*

*(a) 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.*

*[(3) In preparing or changing any district plan, a territorial authority must not have regard to trade competition [[or the effects of trade competition]].]*

Through the preparation of this Section 32 report, regard has been given to the:

- The Regional Policy Statement for Otago;
- The QLDC Ten Year Plan;
- The Kai Tahu ki Otago Resource Management Plan; and
- The Ngai Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan.

Each of these documents is discussed below.

## **5.2 Regional Policy Statement for Otago**

The Regional Policy Statement (RPS) for Otago became operative on 1 October 1998. The Otago Regional Council has not yet commenced a review of the Regional Policy Statement and, accordingly, full weight can be placed on the operative Regional Policy Statement.

The Resource Management Act states under Section 75(3)(c) that a District Plan must give effect to a Regional Policy Statement.

The provisions from the Regional Policy Statement are listed below. Discussion on 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, the plan change is meeting the present and foreseeable needs of Wanaka’s people and community.

Attention to urban design and the provision of open space and links between them 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) and in a coordinated manner. Key landscape features are protected as open space in the Structure Plan for the Plan Change. Environmental matters are considered with respect to stormwater management approaches with on-site treatment and disposal proposed and opportunities for the use of swales.

Heritage values have been assessed through an archaeological assessment (see Appendix 7.) The report states that there are no conclusive above ground archaeological or historical values on the site.

**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 plan change is located between the golf course and the operative Three Parks Special Zone. This land is the logical location for any urban expansion as it will link Three Parks to the existing urban area. The plan change will form a sensible progression for development and will reduce the likelihood of pockets of urban development being located amongst rural land remote from the Wanaka urban area.

The attached report ‘Assessment of Ecological Values’ (Appendix 4) recommended that some of the undulating moraine landform be retained as open space, that indigenous vegetation be used in the landscape designs of the streets and open spaces and that green corridors be established for linkages for biodiversity and people. The kame and kettle mound and the part of the terminal moraine are to be retained as open space and green corridors have been established through the linear reserve and the boulevard between the Three Parks Commercial Core and the golf

course. Appropriate indigenous species have been identified in the Urban Design Framework to guide landscaping plans at the Outline Development and Comprehensive Development Plan stage.

The Plan Change requires the management of stormwater to avoid, remedy or mitigating adverse effects on the environment. Stormwater will be treated and disposed of on site. There may be the opportunity for the ecological enhancement in these areas of the development used for 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'.

Representatives of both Kai Tahu ki Otago Ltd. (KTKO) and Te Ao Marama Inc. (TAMI) have been consulted in the preparation of this Plan Change. Specific sections outlining how the plan change relates to their respective natural resource management plans are set out in sections 5.3 and 5.4 of this report.

**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 includes provisions that encourage the use of alternatives to the private car. It encourages walking and cycling and requires that Outline Development Plans and Comprehensive Development Plans provide for the introduction of bus services in the future.

Provisions are included in the plan change to ensure that at Outline Development Plan and Comprehensive Development Plan stage that the proposed roading network including intersections are efficient, legible, pedestrian friendly, have sufficient sight lines and are safe.

**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 the relevant bullet points set out above:

- Wastewater management has been subject to the significant upgrade project in Wanaka, 'Project Pure', which is designed to accommodate future growth and achieve national standards for wastewater treatment.
- Stormwater disposal is proposed to use three soakage fields located within the plan change area. The plan expects that a significant proportion of the stormwater will be disposed of through open spaces. The methods of collection, treatment and disposal proposed are considered by the Council's Three Waters Manager to be appropriate. Maximum permeable surface standards are also included for the purpose of reducing stormwater discharges.
- Planning provisions are included to minimise the creation of noise, vibration and dust.
- The attached landscape report (Appendix 3,) supports this plan change provided there is appropriate mitigation through the Structure Plan and the District Plan provisions. The Wanaka Structure Plan process also gave consideration to landscape issues and it was found that this was an appropriate area to accommodate urban development.

**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 ensure that appropriate open spaces are set aside and that high built environment amenity will result through application of the Plan Change. Key landscape features have been identified and shown as open spaces on the Structure Plan. The creation of the Urban Design Framework and the reference to this in assessment criterion for the assessment of Outline Development Plans and Comprehensive Development Plans will ensure that a high quality environment with high amenity values is developed.

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.*

The Council's hazard register did refer to the site as being potentially contaminated. This has been investigated and has not been confirmed (see Appendix H

Confirmation of Land Suitability of North Three Parks Infrastructure Assessment which is Appendix 2 to this report).

In response to the North Three Parks Discussion Document (see Appendix 8) Otago Regional Council requested that the possibility of a seismic event be considered in the preparation of the Plan Change. Appendix G, Geotechnical Investigations for Plan Change Report, to the North Three Parks Infrastructure Assessment in Appendix 2 to this report includes a chapter on the assessment of this and other natural hazard risks. The conclusions of the report do not render the site unsuitable for urban development.

### **5.3 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. The developer has had discussions with KTKO representatives regarding this Plan Change and they have produced a cultural assessment of the site which is included as Appendix 5.

Part 5 of the KTKO NRMP outlines the issues, objectives and policies for the entire Otago Region. The following are of particular relevance to this Plan Change.

#### **5.3.4 Wai Maori General Policies**

*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 the quality of stormwater will be managed by treating it through three engineered soakage fields within the zone unless extreme events occur when the stormwater will be discharged via the stormwater system. The Plan Change includes standards around maximum site coverage and minimum amount of the site to be maintained as permeable space.

#### **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.*

It is understood that this land is not within a culturally significant landscape. However the wider Wanaka landscape is culturally significant. No suggestion has been given by KTKO in the cultural assessment as to how this plan change can recognise the cultural association of tanagata whenua with the Wanaka area.

### **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*

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

It is noted that 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.

### **5.4 Ngai Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan (2008) – ‘The Cry of the People’**

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.

Ngai Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan is such a planning document.

Section 3.5.7 of the Plan relates to Subdivision and Development. The policies focus on encouraging developers to strive to achieve positive community outcomes, conservation outcomes, and cultural outcomes alongside economic gain. In essence, (paraphrased), the policies:

- Require iwi involvement in local authority planning
- Encourage developers to seek iwi views
- Require involvement in significant subdivisions and require such applications to consider long term planning and cumulative effects
- Encourage appropriate subdivision
- Avoid adverse effects from placing increased demands on natural systems

- Advocate for the use of esplanade strips, etc. and maintain access to waterways of cultural importance
- Encourage rainwater storage
- Where applicable require that planting includes native species
- Promote the use of covenants/consent notices to prevent pest species
- Disposal of sewage appropriately
- Disposal of stormwater in a manner that avoid inundation and effects on the quality of ground and surface water.
- Require that any proposal that may affect an archaeological site must obtain authority from the NZPT
- State that in areas of cultural importance, purchasers must be made aware of this and the implications thereof.
- State that applicants may be required to enter into Accidental Discovery Protocol agreements.
- Recommend that developers consult on names for roads and new areas.

Section 3.5.8 of the Plan relates to Earthworks. In essence, (paraphrased), the policies:

- State that applicants may be required to enter into Accidental Discovery Protocol agreements
- Require involvement in earthworks applications which have the potential to effect waihi tapu or an archeological site
- In areas of high risk, may require a cultural monitor or archeologist to be present
- Consider the use of archeological wananga as a forum to provide education on the protection of sites
- Oppose any earthworks where effects on cultural values may be significant
- Where practical indigenous vegetation is to be returned
- Recommend the planting of indigenous vegetation as a mitigation measure
- Avoid contaminants from entering waterways

The developer's consultant contacted Te Ao Marama Inc regarding the preparation of a cultural impact study in May 2010. Dean Whaanga from Te Ao Marama Inc. informed the consultant that there was no need for an additional cultural impact assessment and that the assessment prepared by KTKO Ltd would suffice. Te Ao Marama Inc would examine the plan change when it was notified.

As outlined above issues regarding stormwater treatment and disposal, the use of an Accidental Discovery Protocol, planting of indigenous vegetation, avoiding contaminants entering waterways, the appropriate disposal of sewage and the involvement of iwi in local authority planning have been addressed in this plan change.

## 5.5 Preliminary Cultural Assessment for Proposed Plan Change: Three Parks North, Ballantyne Road, Wanaka June 2010.

A cultural assessment report undertaken By KTKO Ltd. is included as Appendix 5 to this Section 32 report. The following recommendations are set out in this report.

- That best practice methods are adopted to minimize the risk of sedimentation and contaminants entering water bodies during earthworks.

*Response – This is considered to have been done through the Plan Change. See Appendix B of the North Three Parks Infrastructure Assessment in Appendix 2 to this report.*

- That reticulated wastewater services be installed that have the capacity to accommodate future population growth within the Zone.

*Response – This is considered to have been done through the Plan Change. See Appendix D of the North Three Parks Infrastructure Assessment in Appendix 2 to this report.*

- That best practice management of water and stormwater should be an integral part of the structure plan for development. In particular, the use of rain gardens, stormwater planters, swales, and wetlands to treat stormwater is encouraged.

*Response – This is noted. It is proposed that areas of open space will be used for the treatment and disposal of stormwater.*

- The plan change should incorporate an accidental discovery protocol for any earth disturbance. There are no artefact find-spots recorded on the Ballantyne Investments land. However, culturally significant spot-finds may be uncovered during earthworks, especially during site preparation and topsoil stripping. An accidental discovery protocol is attached as Appendix 10.

*Response – This is noted. This matter is covered by the assessment matters in the existing Three Parks Special Zone relating to earthworks titled 12.26.3.2(i)(e) Impacts on sites of cultural heritage value.*

- That the plan change promotes the restoration and enhancement of biodiversity with particular attention to fruiting species to facilitate and encourage the breeding of native birds.
- That locally sourced genetic plants be used for landscaping, regeneration and restoration.
- That a network of linked ecosystems be created within the Zone for the retention of and sustainable utilisation by native flora and fauna.

*Response – This is noted. Appropriate lists of ingenious species to be planted in the North Three Parks area have been included in the Urban Design Framework.*

- That the plan change recognises the long association of tangata whenua with the Wanaka area.

*Response - Through using some of the Maori place names as road names in the proposed development the proposed development can re-establish some of the lost place names back into the area. This matter is noted and has been brought to the developer's attention.*

## **5.6 Queenstown Lakes District Council's Ten Year Plan 2009-2019**

The Long Term Plan (LTP) 2009-2019 for the Queenstown Lakes District identifies key community outcomes. The following extract from the Ten Year Plan identifies how those outcomes were established:

*“The community outcomes were derived from a two-year community workshop process from 2002 to 2004. Common objectives were taken from the nine district-wide workshops involving over 1300 residents. The resulting outcomes, with the over-riding outcome of sustainable growth management, represent the desires of our communities and provide a solid framework for ensuring that we protect and preserve what is important to the people of the district.”*

The community outcomes that arose out of this process are included below. Most are of relevance to this Plan Change. These are as follows:

1. Sustainable growth management
2. Quality landscapes and natural environment and enhanced public access
3. A safe and healthy community that is strong, diverse and inclusive of all age groups.
4. Effective and efficient infrastructure that meets the needs of growth
5. High quality urban environments that meets the needs of growth
6. A strong and diverse economy
7. Preservation and celebration of the district's local cultural heritage.

### Sustainable Growth Management:

The Wanaka 2020 and the Wanaka Structure Plan processes were strategic processes to identify the future requirements of Wanaka land uses, including residential and commercial land. For Wanaka to grow at projected rates over time and to develop a diverse and sustainable community, the Council needs to provide adequate residential (both low and medium density) and business land in suitable locations. This proposed plan change implements the requirement of the Wanaka Structure Plan by zoning this area of land for low and medium density residential, business and open space uses.

The land is located between the golf course and the Three Parks Special Zone and so is the logical location for any urban expansion as it will link Three Parks to the existing urban area. The plan change will form a sensible progression for development and will reduce the likelihood of pockets of urban development being located amongst rural land remote from the Wanaka urban area. This will contribute to the sustainable growth management within the Wanaka area.

### 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 Urban Design Framework and the development of the Structure Plan for the North Three Parks area also had regard to the existing landscape features on the site.

The proposed plan change improves improve public access through the site through the provision of a walkway cycleway between Ballantyne Road and SH 84.

### A safe and healthy community that is strong, diverse and inclusive of all age groups

The Plan Change pays 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 plan change reflects a logical extension of development between the golf course and the Three Parks area in line with the infrastructure that is available (a matter that was considered as part of the Wanaka Structure Plan). Appendix 2 to this report is an Infrastructure and Servicing Assessment Report prepared for the area. The Three Waters Manager and the Transportation Manager are happy with the infrastructure proposed for the development given the assessment matters available at Outline Development Plan or Comprehensive Development Plan stage to consider the detail of such infrastructure.

High quality urban environments that meet the needs of growth:

Particular attention has been given 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 some land where businesses can establish, in line with Wanaka's needs as a growing community. The area is adjacent to the Three Parks area that includes a commercial area which will allow for more retail activities to establish in the area. This should reduce the amount of travel further afield for people for some goods and services and provide for a degree of competition which should benefit consumers.

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 5). While no sites have been identified, the Historic Places Act and Resource Management Act establish processes should anything of archaeological significance be discovered as a result of subdivision or development.

## **6 NON-STATUTORY STRATEGIC CONTEXT FOR THE PLAN CHANGE**

### **6.1 Wanaka 2020. 2002**

Wanaka 2020 was the first step in a process for making key policy decisions regarding growth in Wanaka. The purpose of the project was to develop a growth management strategy for Wanaka, which is economically, socially and environmentally sustainable. Essentially the community considered that growth should not be stopped but needed to be managed carefully. The project identified a number of mechanisms to ensure that future growth was carefully managed.

The Wanaka 2020 workshops were the first steps towards some key policy decisions that have influenced the decision to undertake this Plan Change and some of its details. Key matters identified in Wanaka 2020 include:

- That the site should be urbanised
- 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 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 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 in accordance with these documents.

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

The Plan Change provides new areas for business activities fronting Ballantyne Road.

The Plan Change provides for home occupation businesses within residential sub zones.

- 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.

The Outline Development Plan and Comprehensive Development Plan processes promote management and treatment of stormwater within the development. The

Urban Design framework and the Structure Plan show the collection, treatment and disposal of stormwater within the area.

Project Pure is complete and will provide a high quality sewage treatment system for Wanaka.

Traffic congestion has been carefully considered as part of the Wanaka Transportation and Parking Strategy. This was formulated 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 2) that considered the internal roading layout proposed in the Structure Plan for the North Three Parks area through use of the transport model.

- 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 outcomes 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 key considerations in establishing these. The Plan Change is in accordance with these boundaries.

## 6.2 Growth Options Study 2004

The Growth Options Study was produced in February 2004. It embodied the conclusions of the Wanaka 2020 process and further investigated the options available to the Council in terms of managing growth. It therefore forms an important part of the Section 32 process that has underpinned this plan change in terms of considering the options at a strategic level.

The report gave an overview of the projected land use demands for Wanaka and considered the options (to either slow the rate of growth, grow other settlements, or undertake structure planning and staged release of land) and tested each option against the Community Outcomes identified in the Wanaka 2020 process and subsequent CCP process.

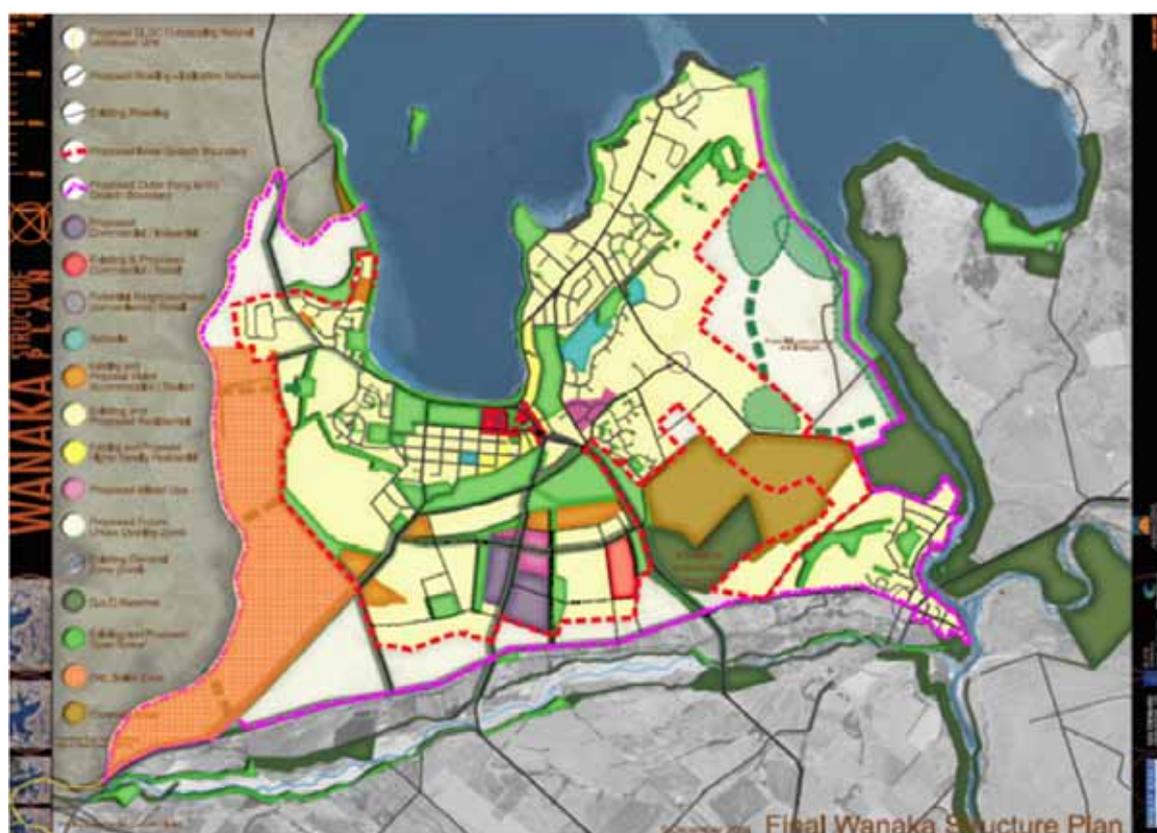
### 6.3 Wanaka Structure Plan (2004)

Following these previous recommendations, the (draft) Wanaka Structure Plan 2004 was developed. It 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.

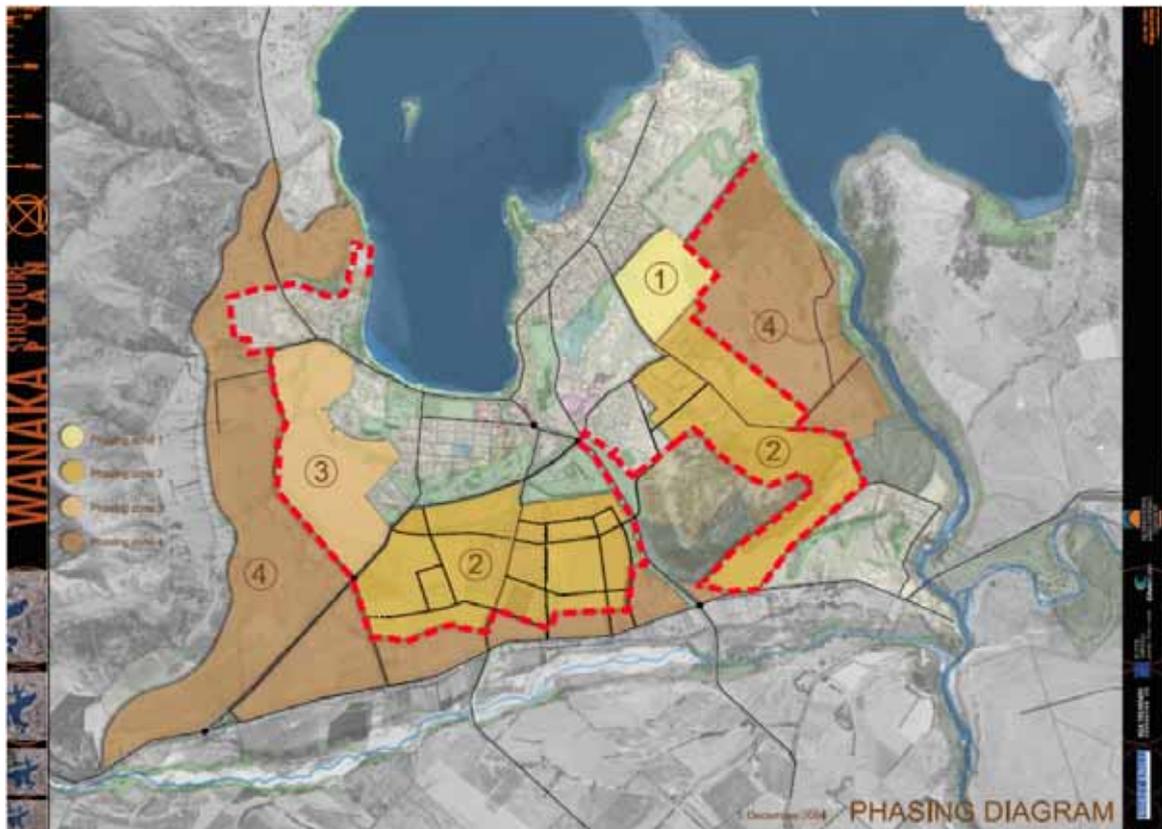
The Wanaka Structure Plan 2004 was informed by consideration of the growth limits identified by the community in Wanaka 2020 and by constraints such as infrastructure and sensitive landscapes.

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:



The North Three Parks area, as proposed by this Plan Change, is within 'Stage 2' as shown on this map.

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.

The 2004 Structure Plan was adopted by the Council as a working document, with a view to reviewing it in 2006/07 once further work on infrastructure capacity and the identification of future transportation linkages had been completed.

#### **6.4 Growth Management Strategy (2007)**

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, which was expected to continue in the District. It was subject to considerable consultation, including submissions on a discussion document.

The Growth Management Strategy reaffirmed the need for structure planning (such as the Wanaka Structure Plan) and the importance of containing growth within growth boundaries identified by Wanaka Structure Plan.

#### **6.5 Commercial Land Needs – Queenstown Lakes District (2006)**

The Council produced a report entitled Commercial Land Needs – Queenstown Lakes District in 2006 in order to better inform its strategic planning. The report summarised the likely needs of Queenstown and Wanaka in terms of business, industrial and retail uses.

This report states that:

*“In Wanaka, the location of the additional land for mixed business activities should be considered as part of the proposed review of the Wanaka Structure Plan. Such an area may be best located beside the proposed new retail centre, helping to provide some support for this centre, as well as some variety in terms of activities.”*

## **6.6 Wanaka Land Demands (2007)**

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. A link to this report is in the table of contents of this report.

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 now been updated as a result of work for the 2012 LTP. Although the recent population projections for the Wanaka ward show slower growth than the 2006 projections they still show significant growth by 2029.

The Wanaka Land Demands report summarised that

*“The analysis has identified the following land demands between 2006 and 2026, based on the preferred direction (Option 3: Mixed approach – continued infill, some upzoning of rural residential and rural lifestyle land and some new urban greenfields areas):*

**Figure 1 Summary of estimated land demands 2006 to 2026**

Activity	Area gross (ha)
Conventional suburban low density housing	139
Town house	18
Medium density housing	7
Town centre	13
Deferred town centre	5
Neighbourhood centres	2
Mixed business	10
Yard-based business	10
Primary school	3
Playing fields / larger open space	12
VA sub zones	20

Urban landscape protection (rezone from rural residential and rural lifestyle)	130
Total	369

The report states that :

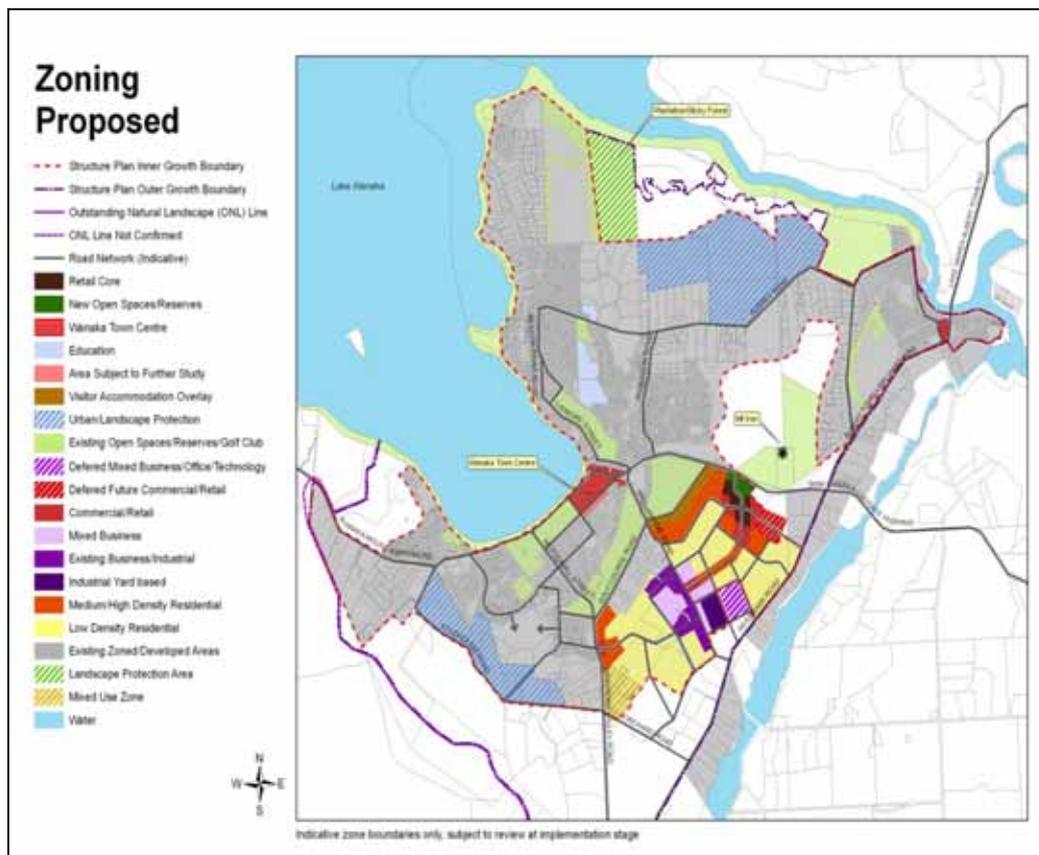
*The additional mixed business land will provide opportunities for smaller scale workplaces and retail trade type operations, particularly those related to the construction industry. ...*

*.... Some additional business land can be accommodated in the lower Ballantyne Road area”*

It is noted that the projections for Wanaka that were used for this report have been updated since then. Most recently in 2011 for work on the 2012 LTP. Although the recent population projections for the Wanaka ward show slower growth they still show significant growth by 2029.

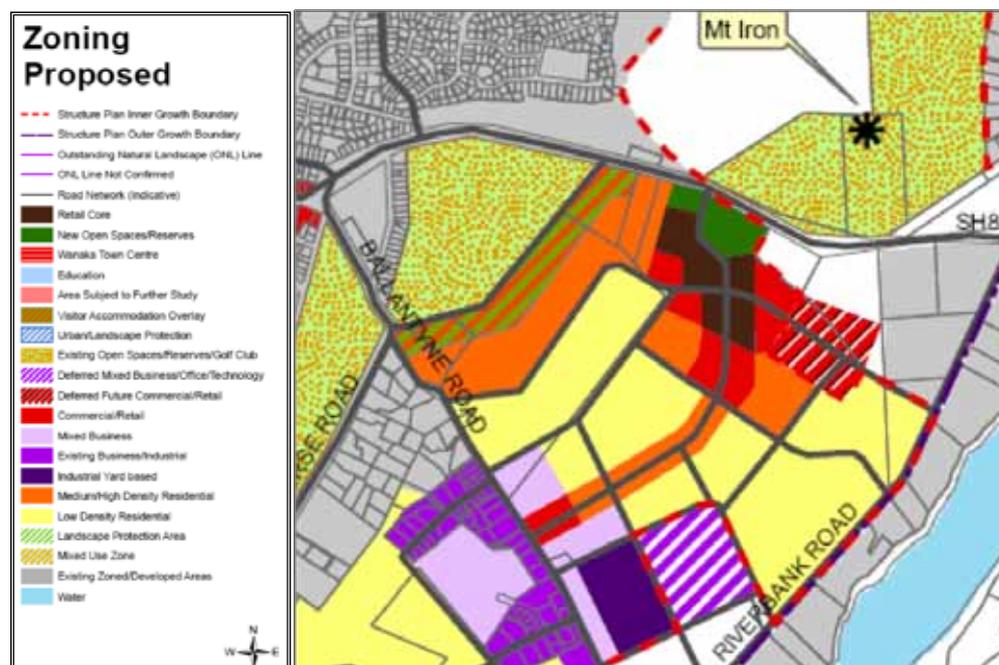
### 6.7 The Wanaka Structure Plan (2007)

The final Wanaka Structure Plan was adopted by the Council in December 2007. The Structure Plan provides a framework to guide future growth in Wanaka. 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 above map shows the proposed new zone changes that may arise out of the Wanaka Structure Plan (2007) project. The following map is an extract from the

above Wanaka Structure Plan map, showing the site of the Plan Change in more detail



Features of the above proposed zoning as they apply to the proposed North Three Parks area 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 m<sup>2</sup> 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 m<sup>2</sup> (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 300m<sup>2</sup>. Attached housing would 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.

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:

*"2. The Structure Plan will not incorporate a detailed 'staging plan', but will consider preferred staging principles when the structure plan is implemented into the District Plan. Initial investigations indicate that urban development is preferred south of the existing golf course (bound by SH84 and Ballantyne Rd), while development in the proposed Urban Landscape Protection Zone north of Aubrey Road is preferred over other land contained in this zone in the structure plan area.*

13. *The Structure Plan has been refined to be consistent with the outcomes of the Wanaka Transportation and Parking Study.*

*Retaining Wanaka's Landscape Character*

14. *A high amenity network of open space and recreation spaces should be provided to ensure that the settlement retains a strong connection to the adjacent landscape.*

15. *Maintain existing view corridors that offer high amenity landscape interpretation opportunities.*

16. *Limit development in areas identified as having landscape sensitivity and encourage development in the most logical, convenient and less sensitive areas of the town.*

18. *Provide for street layouts that are legible and interconnected.*

19. *Ensure that the layout of new development areas responds to the site context, site characteristics, setting, landmarks and views.*

20. *Ensure that the layout of new development areas creates a strong sense of place that reflects the character of the existing settlement. In particular local streets should reflect a sense of 'informality' with a less regimented arrangement of planting, a lack of kerbing and channelling and casually connecting pedestrian ways where practicable. The use of drainage swales should also be considered where possible. Design covenants could be used in new subdivisions to assist in achieving a specific character.*

21. *Discourage solid front boundary fencing or walls to provide for clear and direct frontage with the road.*

23. *Ensure that any higher density development is appropriately designed and located to enable for diversity of housing choice while retaining the overall low density character and feel of the settlement.*

24. *Encourage all development to be appropriately oriented to maximise solar access.*

26. *The rural character of the key entrances to the town should be retained and protected through appropriate zoning and provision for landscaping.*

27. *Opportunity for additional landscaping to be undertaken to further define the major entrances to the town.*

28. *All new development areas should:*

→ *Provide for a connected street network which allows for a choice of routes and reduced travel distances.*

→ *Facilitate and encourage walking and cycling.*

→ *Safe feeling footpaths and cycle facilities.*

→ *Provide for urban blocks that are relatively small to facilitate and encourage walking.*

→ *Ensure suitable provision is made in road reserves to provide attractive and safe feeling footpaths.*

- *Ensure provision of adequate pedestrian and cycling facilities in accordance with relevant standards.*
- *Provide for street networks that are easily understood by users.*
- *Promote the viability and attractiveness of non-motorised modes of transport.*
- *Provide for high amenity pedestrian and cycle routes with good visual surveillance.*
- *Provide adequate lighting that is appropriate and responsive to the characteristics of each locality.*

*30. Ensure that infrastructure in the settlement is developed in a manner which allows for the future provision of public transport, particularly along any proposed public transportation routes that are identified through the Wanaka Transportation and Parking Study.*

*33. Provide for an integrated series of open spaces at regular intervals and with direct linear visual connections, providing a high degree of appeal, amenity and useability. In new areas these areas should be identified through the rezoning process.*

*35. Use street trees and heavy landscaping where a street also forms part of a green network.*

*36. Ensure the provision of adequate local/neighbourhood parks and reserves which provide for local active and passive recreational needs (such as playgrounds) while also contributing to local neighbourhood character and amenity. These areas can incorporate a range of types of spaces including both traditional 'green' or soft spaces in residential areas and harder paved squares in town centre or commercial environments. These areas should be identified and provided for through the rezoning and resource consent processes.*

*38. Manage stormwater in low impact ways that respect water quality and the quality of the receiving environment.*

*39. Coherently incorporate the design of stormwater infrastructure into development so that it reinforces rather than detracts from amenity.*

*58. Ensure that any development of visitor accommodation/medium density housing on land south of the golf course consider appropriate interface treatments as part of the Plan Change process."*

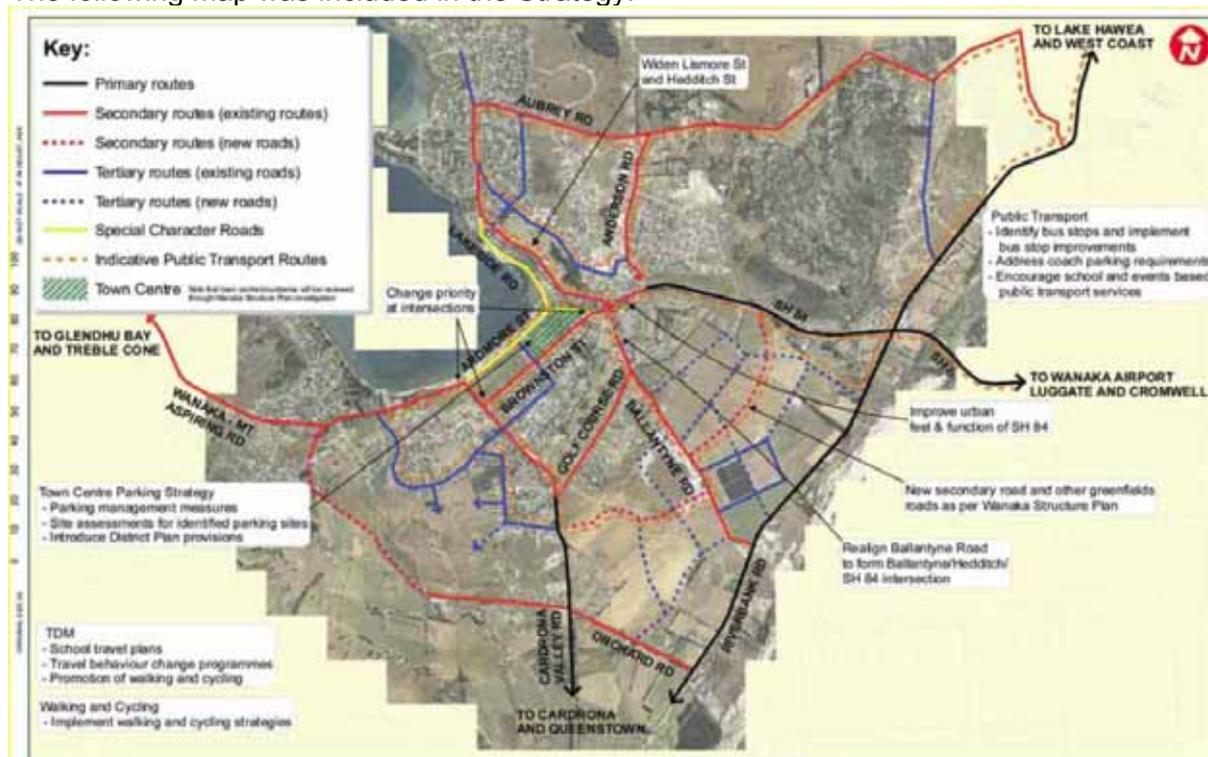
The Structure Plan stated that the Council intends to translate the actions identified in the Structure Plan into appropriate statutory documents. This means that the Council will undertake Plan Changes to enable the implementation of key aspects of the Structure Plan through the District Plan, which includes considering rezoning areas identified as being within the inner growth boundary; and ensuring that appropriate objectives, policies and rules are provided within the District Plan to ensure that the intended development outcomes for these areas are achieved.

## 6.8 Wanaka Transport and Parking Strategy (2008)

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. A link to this strategy is in the table of contents for this report.

The following map was included in the Strategy:



The principles established in this Strategy have underpinned the formation of the Structure Plan for the North Three Parks area 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 to ensure that the Structure Plan produced for the North Three Parks area was also acceptable. Appendix 1 to the North Three Parks Infrastructure Assessment that is in Appendix 2 to this report.

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, and the future consideration of 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).

### 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). Indicative walking and cycling solutions have been shown for different types of roads in the Urban Design Framework.

Much attention has been given to ensure that the 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.

A linear reserve along the edge of the golf course is shown on the Structure Plan for the North Three Parks area. It is proposed that this reserve also contains a walkway/cycle way linking Ballantyne Road with the State Highway and Mount Iron.

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 through 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 the State Highway which is identified as a Primary Network Road 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, no entrances are being provided onto State Highway 84. Access to the State Highway will be through the one entrance on the adjacent Three Parks area which has been approved by the New Zealand Transport Agency, subject to detailed design.

### The Provision of a Secondary Route

The Strategy states that:

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

Ballantyne Road is identified as a secondary route. The Plan Change provides two access points on to the Ballantyne Road. The location of these intersections will be determined through the Outline Development Plan or Comprehensive Development Plan process when the intersection design including sight distance will be required to be provided.

### 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’

A collector road is shown on the Structure Plan for the Plan Change to link the Three Parks commercial area to Ballantyne Road. This road is required through the existing Three Parks Structure Plan which shows a collector road linking the commercial area and Ballantyne Road.

## **7 RELATED PLAN CHANGES CURRENTLY UNDERWAY**

Currently the Council is undertaking the following plan changes, which have significance for this Plan Change:

### **7.1 Plan Change 36 – Wanaka Industrial Zone Extension**

The purpose of this plan change is to:

- Change the zoning of the industrial development on Frederick Street from Rural General to Industrial to reflect the use of the land; and
- Rezone additional land between Frederick Street and Gordon Road to enable industrial and business activities.

Status – A decision on this plan change is likely to be released in March 2012.

### **7.2 Plan Change 20 – Wanaka Urban Boundary**

The purpose of this plan change is to incorporate the Wanaka Structure Plan’s Urban Boundaries into the District Plan, and establish the guiding principles for growth within the boundary.

Status – This project is currently on hold.

## **8 CONSULTATION**

There was extensive consultation with the community, in 2004, on the Wanaka Structure Plan which assigned this land for low, medium density residential and visitor accommodation.

In June 2010 a discussion brochure on the proposed plan change was put out for public comment. The brochure outlined the purpose of the plan change and the background to the plan change. It also sought feedback on any aspect of the proposal and asked for particular comments on the questions below:

- What do you think of the proposed mix of housing types (medium and low density residential)?
- What provision should be made for affordable housing, open space, community and recreational facilities?
- Should this plan change happen now?
- Is this an appropriate location for visitor accommodation?
- How should future development on this site be managed by provisions in the District Plan?

The brochure was made publically available on the QLDC website, in Council offices, Lakes Environmental and Wanaka office and the Wanaka Library. It was also sent to the following affected parties:

- all landowners in the proposed plan change area
- all landowners immediately adjacent to the proposed plan change area

- All submitters to the Three Parks Plan Change
- All submitters to the Wanaka Structure Plan ;
- All statutory bodies, including Ngai Tahu, as required under the RMA.

The availability of the brochure and the timeframe for making comments was advertised in the Wanaka Sun and an article in Scuttlebutt (the Council publication that goes to all residents in the district) also highlighted the consultation process.

A summary of the feedback received is attached as Appendix 9 to this report.

Consultation has been undertaken with the Wanaka Community Board and the Strategy Committee though the provision of agenda items and discussion at meetings.

All through the process the main landowner, Ballantyne Investments Ltd.'s consultants have been working with the other landowners involved in the plan change regarding the plan change development (S.Robertson, M.Gordon & R.Moseby, S & C Spencer-Bower and Aurora Energy Ltd.)

Eleven comments were received on the discussion document. The working party, which was established by the Strategy Committee in February 2010, considered the comments and amended the plan change accordingly. They also sent replies to each submitter thanking them for their comments and explaining the process for the plan change.

## **9 THE CONSIDERATION OF HIGH LEVEL RE-ZONING OPTIONS**

This initial discussion relates to whether the subject land should be rezoned at all and, if so, what provisions should apply to these zones.

Many of the options for this land 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 in section 6 of this report.

These processes established the Council's options and decisions on how to manage growth and concluded that growth needed to be managed in a strategic way. They also established that the economic, environmental and social merits of providing for business, housing, visitor accommodation and commercial (primarily retail) land. The merits of providing for business, residential and visitor accommodation uses as part of this Plan Change are discussed in section 11 "Is Plan Change 4 Necessary" below.

In relation to the subject land, these processes established that it was appropriate for the land to be rezoned from Rural General to low and medium density residential, visitor accommodation and business.

Regardless of these previous processes, it is still prudent to further assess the high level land use options for this land, these being;

- Option 1: Status Quo; retain the existing zoning for the North Three Parks area
- Option 2: Rezone for the future growth as determined in the Wanaka Structure Plan 2007 using Three Parks Special Zone provisions.

- Option 3: Rezone for the future growth as determined in the Wanaka Structure Plan 2007 using existing district wide provisions.

### 9.1 Option 1: Status Quo – retain the existing zoning (Rural General) for the North Three Parks area

<p><b>Costs</b></p> <ul style="list-style-type: none"> <li>• Current zoning will not prevent subdivision and development occurring on the site in an ad hoc manner.</li> <li>• A resource consent under Rural General zoning would be costly to the applicant and to the submitters and provide no certainty as to the outcome.</li> <li>• The Rural General zoning provides no certainty as to what type of development will occur on the site.</li> <li>• At this stage, the resource consent process provides no ability for the Council to obtain contributions toward affordable housing, and protecting landscape features, securing public access and open space are uncertain.</li> <li>• The land owner could apply for a private Plan Change which will incur costs for preparing and processing.</li> <li>• Not consistent with the direction of the Wanaka Structure Plan.</li> <li>• Lack of action may result in ad hoc development by resource consent, which may not be consistent with the intent of the Wanaka Structure Plan.</li> </ul>	<p><b>Benefits</b></p> <ul style="list-style-type: none"> <li>• No costs for preparing or processing a plan change.</li> </ul>
<p><b>Efficiency:</b> This approach is not efficient as it will result in a number of individual resource consents each of which would require a new consent as a discretionary or non-complying activity.</p>	
<p><b>Effectiveness:</b> The approach will not ensure development is coordinated and integrated with the adjoining Three Parks area or the adjacent golf course or business activity along Ballantyne Road. It will not provide adequate guidance over urban form, built form, and land use as the Rural General provisions are silent on such matters It will instead result in ad hoc pockets of uncoordinated and unconnected development.</p>	
<p><b>Risk of acting or not acting</b> Given that growth is happening there is a risk of not providing the correct zoning for that growth to happen. Under this option growth is likely to happen in an uncoordinated and haphazard manner and result in poor outcomes regarding integration with surrounding development and urban design outcomes.</p>	
<p><b>Appropriateness in meeting purpose</b> This approach lacks the necessary clarity and certainty required to deal with growth comprehensively for Wanaka. It is therefore an inappropriate approach.</p>	

**9.2 Option 2: Rezone for future growth as determined in the Wanaka Structure Plan 2007 using the Three Parks Special Zone provisions and an Urban Design framework specifically for North Three Parks.**

<p><b>Costs</b></p> <ul style="list-style-type: none"> <li>• Costs for the preparation and processing of the plan change.</li> </ul>	<p><b>Benefits</b></p> <ul style="list-style-type: none"> <li>• Using existing provisions would save time and cost involved in drafting new planning provisions.</li> <li>• Provides clarity as to where development will go and what type of development is built.</li> <li>• Creates a long term vision for the area and certainty as to what will occur on the land.</li> <li>• Provides for future growth in a coordinated and sustainable way</li> <li>• Coordinates and integrates development of this site with the adjacent Three Parks Zone and other adjacent uses.</li> <li>• Implements the Wanaka Structure Plan.</li> <li>• Provides for a mix of housing densities and therefore some more affordable housing.</li> <li>• Logical location for any urban expansion as it will link Three Parks to the existing urban area.</li> </ul>
<p><b>Efficiency:</b> This approach is efficient as it will provide a context for future development and for the efficient use of suitable land located close to the town centre and adjacent to the Three Parks commercial area. The Outline Development Plan, Comprehensive Development Plan and resource consent process is an efficient mechanism to ensure that the detailed development proposals will be consistent with the Wanaka Structure Plan, the North Three Parks Urban Design Framework and the surrounding area.</p>	
<p><b>Effectiveness</b> Zoning land adjacent to the town centre for residential and business development is an effective way of addressing growth in Wanaka. The creation of an urban design framework and zoning which integrates the development with the surrounding area and uses is also an effective way of managing growth. The Plan Change effectively implements the recommendations of the Wanaka Structure Plan.</p>	
<p><b>Risk of acting or not acting</b> Rezoning now could encourage development sooner than it is required and this may result in some long staging before the development is completed.</p>	
<p><b>Appropriateness in meeting purpose</b> This approach deals with growth in a coordinated and comprehensive manner. It is therefore an appropriate approach</p>	

### 9.3 Option 3: Rezone for future growth as determined in the Wanaka Structure Plan 2007 using existing district wide provisions.

<p><b>Costs</b></p> <ul style="list-style-type: none"> <li>• Costs for the preparation and processing of the plan change.</li> <li>• Could result in uncoordinated growth</li> <li>• Would not integrate development with the adjacent Three Parks Special Zone and other uses.</li> <li>• Would not result in good urban design outcomes for the development.</li> </ul>	<p><b>Benefits</b></p> <ul style="list-style-type: none"> <li>• Using existing provisions would save time and cost involved in drafting new planning provisions</li> <li>• Provides clarity as to where development will go and what type of development is built.</li> <li>• Creates a long term vision for the area and some certainty as to what will occur on the land.</li> <li>• Provides for future growth.</li> <li>• Implements the Wanaka Structure Plan</li> <li>• Provides for a mix of housing densities and therefore some more affordable housing.</li> <li>• Logical location for any urban expansion as it will link Three Parks to the existing urban area.</li> </ul>
<p><b>Efficiency:</b> This approach is efficient as it will provide a context for future development and for the efficient use of suitable land located close to the town centre and adjacent to the Three Parks commercial area. However the existing district wide provisions would not be efficient in providing a good urban design outcome or development integrated with adjacent uses.</p>	
<p><b>Effectiveness</b> Zoning land adjacent to the town centre for residential and business development is an effective way of addressing growth in Wanaka. However this approach will not result in good urban design or development integrated with adjoining uses. The Plan Change implements the zoning recommendations but not the objectives of the Wanaka Structure Plan.</p>	
<p><b>Risk of acting or not acting</b> Rezoning now could encourage development sooner than it is required and this may result in some long staging before the development is completed. Rezoning using existing district wide provisions is likely to result in poor urban design outcomes and development not being integrated with existing adjacent development.</p>	
<p><b>Appropriateness in meeting purpose</b> This approach deals with growth but not in a coordinated and comprehensive manner. It is therefore an inappropriate approach.</p>	

### 9.4 Conclusion

The most appropriate method of achieving the existing and proposed objectives is to rezone the area in accordance with the Wanaka Structure Plan using the existing Three Parks Special Zone provisions.

## **10 ANALYSIS IN RELATION TO THE EXISTING THREE PARKS SPECIAL ZONE OBJECTIVES OF THE DISTRICT PLAN**

The following section of this report identifies the existing objectives and policies that are relevant to this proposed Plan Change. This assessment will only include the Three Parks Special Zone objectives and policies as the Three Parks Plan Change (PC 16) section 32 report assessed the proposed Three Parks objectives and policies against the existing objectives and policies in the District Plan. The Three Parks Special Zone objectives and policies are stated, followed by a description of how this Plan Change including the Structure Plan and North Three Parks Urban Design Framework contributes to achieving those objectives.

### **Three Parks Objectives**

#### Objective 1

A layout and design of development that demonstrates best practice in terms of achieving environmental sustainability.

#### Comment

The proposed plan change proposes a layout and design of development that demonstrates best practice in terms of achieving environmental sustainability. The Structure Plan and Urban Design Framework promote a high quality development that will meet the needs of residents, business and the wider community and protect the environment both now and into the future.

#### Policies

- 1.1 To ensure, through well-planned layouts, that buildings and open spaces are located and orientated in a way that achieves good solar access
- 1.2 To encourage energy efficiency in the design, location, and orientation of buildings.
- 1.3 To require development and subdivision to demonstrate best practice in regard to managing the quantity and quality of stormwater runoff.
- 1.4 To encourage the creation or restoration of wetlands where opportunities exist.

#### Comment

The Plan Change and Urban Design Framework promote a well-planned layout through establishing a legible street pattern and urban form, creating a central movement spine around which the development is designed, concentrating medium density housing within comfortable walking distance of the Three Parks Commercial Centre and reserves, maximising the visual connections to the surrounding landscape, creating an active and accessible residential neighbourhood and providing a mix of housing types and densities. The Plan Change orientates lots and open space to enable good solar access. The Urban Design Framework includes a section on solar access (section 4.12) which outlines design principles for lot design and orientation relative to slope, living area orientation, the height and location of walls, and mechanisms for maximising solar access for outdoor living areas.

Energy efficiency is encouraged through the use and location of medium density housing, solar orientation principles, creating a movement network that suits a variety of modes of transport, offering desirable alternatives to the private car and the proximity of the development to the Wanaka Town Centre and the Three Parks Commercial area.

The use of overland stormwater paths is encouraged where possible, especially along the main boulevard between the commercial core and the golf course.

Stormwater will be treated and disposed of within the site in open space areas that are planted. There are no existing wetlands on the site but there is the opportunity to create some within the stormwater treatment and disposal areas.

### Objective 2

The establishment of a green network including parks, areas for community facilities, cycleways, and pedestrian linkages that permeate all parts of the zone and links seamlessly into the more urbanised public realm in the commercial core.

### Comment

The proposed Plan Change includes a network of open spaces and pedestrian linkages.

### Policies

- 2.1 To ensure open space is created as part of a comprehensively planned hierarchy of spaces (including those for ecological and nature conservation purposes, active and passive recreation, soft and hard surface spaces, and those which contribute to the cycle and walking network).
- 2.2 To encourage community reserves and facilities to be in easily accessible, sunny, and flat locations.
- 2.3 To encourage spaces to be provided in the Commercial Core where the public can congregate.
- 2.4 To avoid residential development in close proximity to Riverbank Road.
- 2.5 To consider the possibility of providing additional playing fields that service the wider Wanaka catchment as part of assessing each Outline Development Plan.
- 2.6 To ensure good visual connection between the private and public realm by avoiding high fences and walls between the private allotment and public open space.

### Comment

The urban design framework has been designed around open space areas including spaces that protect landscapes features and those that provide for pedestrian and cycle movement along the edge of the golf course. All open space areas are designed to be easily accessible. Connections between private and public realm will be created by including the principle of passive surveillance which is promoted between private residential development and the edge of the linear reserve by the golf course. Section 4.8 of the Urban Design Framework recommends that buildings fronting the linear reserve are setback 10 metres from the boundary and that they have visually permeable fences and landscaping abutting the reserve.

The development of the Wanaka sports fields complex partially within the Plan Change area is currently being investigated.

### Objective 3

An urban structure, well-considered building design, and other initiatives which, together, help to reduce car use and provide practical alternatives.

### Comment

The Structure Plan includes a main movement spine that connects the Three Parks Commercial core to Ballantyne Road. The secondary street network establishes blocks that encourage travel on foot and by cycle, that enhance legibility and maximise neighbourhood connectivity. Much of the residential development proposed is medium density which is located close to both the Three Parks

Commercial core and the Wanaka Town Centre which encourages travel by foot and cycle.

#### Policies

- 3.1 To require that the urban structure (including road layout, cycle and walking networks, land use densities, and block sizes) is well-connected and specifically designed to:
  - 3.1.1 Enable public transport to efficiently service the area, now or in the future (which may, in the future, also include the provision of a transport node); and
  - 3.1.2 Ensure that on-street car parking is provided; and
  - 3.1.3 Reduce travel distances through well-connected streets; and
  - 3.1.4 Provide safe, attractive, and practical routes for walking and cycling, which are well-linked to existing or proposed passenger transport and local facilities and amenities within the zone, and which are well-connected to other areas beyond the zone, particularly the Wanaka Town Centre.
- 3.2 To require applications for Outline Development Plans, Comprehensive Development Plans, and larger scale commercial developments to show how they will help reduce private car travel and encourage realistic alternative modes of transport, including through avoiding the excessive provision of car parking.
- 3.3 To encourage large scale developments (i.e. those with at least 150 employees) to prepare voluntary travel plans through the Council providing advocacy and assistance, and considering reductions in parking requirements where travel plans are proposed.  
Refer to Council guidelines relating to Travel Plans.

#### Comment

The Urban Design Framework demonstrates that the development is well connected to the Wanaka Town Centre, Mount Iron and the Three Parks urban area, and within the development. The urban structure is designed to allow for passenger transport when a bus serve is established in Wanaka. Roads are designed to ensure that cycle lanes, car parking and footpath treatment and amenity planting combine to ensure the street network forms a valuable component of public space and allows other forms of travel opposed to the car.

#### Objective 4

Staged development which keeps pace with the growth of Wanaka and results in a high quality urban area containing a network of open spaces and a mix of compatible uses.

#### Comment

The Plan Change area was promoted for residential development in the Wanaka Structure Plan. It is adjacent to the Town Centre and lies between it and the Three Parks development. It is therefore a logical location for the growth of the urban area of Wanaka. The Structure Plan includes a network of open spaces and a mix of residential densities with a small amount of business along Ballantyne Road adjacent to business zoning in the Three Parks area.

#### Policies

- 4.1 To ensure that development is consistent with the Wanaka Structure Plan (2007) and the Wanaka Transport Study (2007).

- 4.2 To avoid development that is not in accordance with the Three Parks Structure Plan or approved Outline Development Plans or Comprehensive Development Plans.
- 4.3 To ensure development is staged in a manner which results in a logical progression of development, the cost effective provision of infrastructure, an appropriate mix of uses, and a consolidated urban form.
- 4.4 To ensure that issues relating to potentially incompatible land uses are taken into account as part of the Outline Development Plan or Comprehensive Development Plan application.
- 4.5 To ensure that development and subdivision does not occur unless appropriate infrastructure is in place to service it.
- 4.6 To work with the Ministry of Education to enable a school to be appropriately located within the zone, should the Ministry deem such a facility to be required.
- 4.7 To ensure that the open space network includes those open spaces shown on the Three Parks Structure Plan in order to provide landscaped buffers along SH84 and Riverbank Rd, to protect key landscape features, and to provide for passive and active outdoor recreation activities.
- 4.8 To avoid buildings within the fixed open space areas shown on the Three Parks Structure Plan, other than small buildings that are ancillary to the infrastructure or recreation function of the area.
- 4.9 To require high quality landscape design of the Open Space areas
- 4.10 To recognise that pastoral and arable farming may be suitable in early stages of development while also acknowledging that it may become unsuitable as surrounding areas become more urbanised.
- 4.11 To avoid any premature subdivision or development of the Deferred Commercial Core in order to preserve it for future urban use.

#### Comment

The zoning proposed in the Structure Plan is consistent with the Wanaka Structure Plan except for the addition of a small area of business zoning along Ballantyne Road between the substation and adjacent business zoning in Three Parks. The roading layout is generally consistent with the Wanaka Transport Study.

The proposed staging of development will result in the area adjacent to the Three Parks Commercial Core being developed first and then the area along Ballantyne Road ensuring roading connections with the wider area. The area adjacent to the golf course will be developed next enabling a pedestrian connection along the edge of the golf course between Ballantyne Road and Mount Iron. The last stages will be the land adjacent to the State Highway and the south western area adjacent to Ballantyne Road. These have been designed to proceed independently of the wider development if necessary as they are in different land ownership from the rest of the development. This is a logical progression of development linking with the Three Parks Commercial Core which is anticipated, and indicated in the Three Parks indicative staging plan, to be the first area developed in Three Parks. This staging will provide for cost effective infrastructure.

The urban form has been designed to consolidate with the proposed Three Parks development and existing development along Ballantyne Road. The open space areas in the Structure Plan and Urban Design Framework protect landscape features (kame and kettle mound and the terminal moraine). The linear reserve enables passive recreation through the development of a walkway and cycleway along the edge of the golf course linking Ballantyne Road to the State Highway and Mount Iron. The recreation reserve and possible sports facilities development will enable active outdoor recreation activities. No buildings are proposed for the open space areas

within this plan change. The design concept for each type of open space area and suitable indigenous species for planting are included in sections 4.8 and 4.13 of the Urban Design Framework.

Objectives 5 and 6 relate to the commercial core which is not part of the North Three Parks area.

#### Objective 7

A high level of residential amenity and a range of housing types which promote strong, healthy, and inclusive communities.

#### Comment

The Structure Plan and Urban Design Framework seek to provide a high quality urban environment with a mix of both low and medium density residential development. The block pattern and size seeks to encourage travel on foot and maximise neighbourhood connectivity. The roads are design to create a valuable area of public space that fosters social interaction.

#### Policies - General

- 7.1 A mixture of residential densities is encouraged in order to provide greater housing choice, a greater range of affordability, and a more diverse resident community.
- 7.2 Residential densities are required to be consistent with those specified in the assessment matters for Outline Development Plans in order to ensure that the various subzones are distinctly different from one another and that an appropriate level of consolidation and open space is achieved in the respective areas.
- 7.3 Neighbourhoods are required to be laid out in a manner which encourages residences to address the street by avoiding long, thin lots with narrow frontages.
- 7.4 A defining character of the medium density residential subzone is that the dwellings will all be located relatively close to the street, and are not dominated by high front fences and garages, thereby improving amenity and passive surveillance between dwellings and the street.
- 7.5 Privacy is maintained between residential neighbours in the residential subzones by minimising the degree to which houses overlook one another.
- 7.6 Retirement villages shall be avoided in the residential subzones unless they are identified in an approved Outline Development Plan or Comprehensive Development Plan.
- 7.7 Non-residential activities (other than visitor accommodation, retirement villages, education, and day care facilities) shall be avoided in the residential subzones, other than in the MDR (deferred mixed use) subzone, unless:
  - 7.7.1 The effects of the activity on residential amenity are consistent with those that would be reasonably anticipated in the respective residential subzone; and
  - 7.7.2 It can be demonstrated to be serving a local neighbourhood need; or
  - 7.7.3 It is providing a clear community benefit to the local neighbourhood and, potentially, also to the wider community.

#### Policies - Low Density Residential subzone

In addition to policies 7.1 to 7.7 above:

- 7.8 The character shall be defined by 1 and 2 storey dwellings, which, whilst they may be of varying heights, all have a distinctly low density character.
- 7.9 Small clusters of higher density housing is appropriate in the Low Density Residential subzone provided it is identified in an approved Outline

- Development Plan, is well designed, and is located such that it provides a high level of residential amenity.
- 7.10 Visitor accommodation is avoided in the Low Density Residential subzone in order to enable a strong degree of residential cohesion to establish and to minimise issues arising from the incompatibility of the two uses.
  - 7.11 Some variation in densities is required in the Low Density Residential subzone in order to achieve a more diverse streetscape and resident community.
  - 7.12 The multi-unit developments within the LDR subzone are comprehensively designed to ensure a quality residential living environment and attractive streetscape.

Policies - Medium Density Residential Subzone (including the deferred mixed use precinct)

In addition to policies 7.1 to 7.7 above:

- 7.13 A range of compatible commercial activities are enabled within the mixed use precinct in the long term.
- 7.14 The character of the subzone, including the mixed use precinct, will remain predominantly residential with:
  - 7.14.1 Commercial uses being secondary to the residential use of a site;
  - 7.14.2 Visitor accommodation restricted to appropriately located visitor accommodation precincts in order to achieve a balanced visitor/ resident mix and avoid adverse effects on residential coherence and residential amenity.
  - 7.14.3 Terrace houses and duplexes being the predominant building types (in preference to above ground level apartments).
- 7.15 Whilst a certain level of privacy and private outdoor living is considered important in the Medium Density Residential subzone, the controls are set lower than in the Low Density Residential subzone, in recognition of its higher density character and close proximity to public open space, and amenities such as shops and public transport.
- 7.16 Medium density housing is comprehensively designed, ensuring a quality residential living environment and attractive streetscape.

Comment

The Structure Plan includes a mix of medium and low density housing which are encouraged to address the street. The Urban Design Framework encourages the design details outlined in these policies to occur.

Objective 8

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.

Comment

A small area of business zoning is provided adjacent to Ballantyne Road to provide continuity to the business activities along Ballantyne Road and the business zoning in Three Parks. This zoning allows for service and trade related activity but discourages residential uses and visitor accommodation by making them non complying activities.

Policies

- 8.1 Other than those types of retail which are specifically permitted in the subzone, all other retail shall be avoided in the business zone in order to:

- 8.1.1 Preserve the business subzone for those uses that are specifically enabled; and
- 8.1.2 Ensure that the Commercial Core subzone establishes as the vibrant centre of the zone over time
- 8.2 Offices (other than ancillary to an on-site use) shall be allowed to occur in the business (main street precinct) subzone or adjoining the residential subzone but shall be avoided in the remainder of the subzone.
- 8.3 Residential activities shall be avoided in the subzone in order to avoid reverse sensitivity and future incompatibility issues between residential and business uses and to preserve the subzone for those uses that are specifically enabled
- 8.4 The design of buildings and site developments is of a high quality, particularly within the main street precinct, where smaller buildings with more attractive frontages are expected.
- 8.5 Reverse sensitivity and future incompatibility issues between the business subzone and residential uses within the LDR subzone are minimised through the location of compatible activities at the interface and controls on effects.
- 8.6 Reverse sensitivity issues within the business subzone are minimised through avoiding residential uses within the subzone; restricting offices (other than ancillary) to the main street precinct and sites that adjoin the residential subzones only; and avoiding those activities most likely to result in offsite effects from locating in the main street precinct.
- 8.7 Small lot subdivision shall be avoided unless combined with a land use Resource Consent, which illustrates how a complying business development can occur on the site(s).

#### Comment

The rules and performance standards for the business subzones in the Three Parks Zone ensure that development will be consistent with these policies. The area of business sub zone along Ballantyne Road backs onto low density residential sub zone. However the rules in the business and residential sub zones will ensure reverse sensitivity effects will be minimised.

Objectives 9 and 10 refer to the Tourism and Community Facilities Subzone and the Deferred Commercial Core Subzone which are not located within the North three parks area.

#### Objective 11

High quality and well-designed buildings that reflect and contribute to the evolving character for the area.

#### Comment

The layout in the Structure Plan, the principles in the Urban Design Framework and the rules for the sub zones will ensure that the detailed design of buildings will be of a high quality and will reflect the character of the Three Parks area.

#### Policies

- 11.1 To require a high standard of building design, including:
  - 11.1.1 Diverse and well-articulated built forms, which avoid excessive repetition of the same or similar unit forms and the creation of homogeneous neighbourhoods.
  - 11.1.2 Interesting roofscapes, and some variation in form and scale (including the height) of buildings in all subzones
  - 11.1.3 The inclusion of crime prevention principles in the design of buildings and in the location of specific uses, particularly in the Commercial Core;

- 11.2 To encourage designs which enable the flexible re-use and staged development of buildings
- 11.3 To encourage designs to incorporate green building principles.
- 11.4 To ensure that the buildings do not exceed the maximum number of storeys permitted in each subzone, regardless of whether the maximum height limit is able to be met whilst providing for more storeys.
- 11.5 To ensure that maximum height rules are not used to create overly high surrounding parapet walls which create a visual presence well in excess of what is required to contain buildings' internal volumes.

Comment

The layout in the Structure Plan, the principles in the Urban Design Framework, the rules and performance standards for the subzones in the Three Parks Zone will encourage a high standard of building design at the resource consent stage.

Objective 12

A high quality urban fabric, which is consistent with the vision set out in the Wanaka Structure Plan (2007) and the subsequent Structure Plan for the Three Parks Zone.

Comment

The Structure Plan and Urban Design Framework will encourage a high quality urban fabric. The zoning in the Structure Plan is consistent with the vision set out in the Wanaka Structure Plan and will integrate with the Three Parks Structure Plan.

Policies

- 12.1 To require street layouts and design to:
  - 12.1.1 Have an informal character in the Low Density residential subzone, including elements such as open swales where appropriate.
  - 12.1.2 Be well-connected, with cul-de-sacs being avoided wherever connected streets would offer greater efficiency and amenity
  - 12.1.3 Minimise the creation of rear sites.
  - 12.1.4 Be safe for vehicles, cyclists, and pedestrians.
  - 12.1.5 Minimise opportunities for criminal activity through incorporating Crime Prevention Through Environmental Design (CPTED) principles as appropriate in the design of lot configuration and the street network, car parking areas, public and semi-public spaces, access ways, landscaping, and the location of compatible uses.
- 12.2 To encourage pedestrian and cycle links to be located within the public street, whilst acknowledging that off-street links are also appropriate provided they offer a good level of safety and amenity for users.
- 12.3 To encourage pedestrian and cycle links to provide for both the commuter and recreational needs of residents within the zone and the wider community.
- 12.4 To require well-located and well-designed open spaces that encourage high levels of usage and which are generally consistent with the Indicative Open Space Plan which forms part of the Three Parks Structure Plan
- 12.5 To require a number of public spaces to be developed in the Commercial Core; the scale and purpose of which shall be commensurate with the design capacity of the ODP (in terms of the GFA proposed and the number of employees and residents), including:
  - 12.5.1 An appropriately scaled public square in the Commercial Core, which provides a focal point for social interaction and contributes to a sense of place;
  - 12.5.2 An appropriately scaled village green, which provides a relaxed distinctly non- commercial atmosphere

- 12.5.3 A number of small public spaces, which provide a range of different environments in which to congregate and/ or relax, such that there is one within a 5 minute walk from all parts of the Commercial Core.
- 12.6 To require a network of well connected, usable, and safe open spaces.
- 12.7 To encourage, where feasible, local reserves to be located and designed such that they can provide for stormwater disposal as well as providing for open space and/ or recreational needs.
- 12.8 To ensure that subdivision and development account for public infrastructure shown on the Three Parks Structure Plan and ensure that ongoing access will be easily facilitated.
- 12.9 To recognise that the relocation of a collector road by more than 50 metres (from that shown on the Structure Plan) is likely to significantly affect the integrity of the Three Parks Structure Plan and should be avoided.

#### Comment

Sections 4.4- 4.7 of the Urban Design Framework set out the urban design principles and cross sections of different types of streets in the development. These have an informal character and the collector road includes stormwater swales. The indicative lot pattern in section 5.1 of the Urban Design Framework shows that the development can be designed to exclude cul de sacs and rear sites. The streets also provide safe access for vehicles, cyclists, and pedestrians. Section 4.8 of the Urban Design Framework for the linear park incorporates Crime Prevention Through Environmental Design (CPTED) principles.

Sections 4.4- 4.7 of the Urban Design framework show pedestrian and cycle links located within the public street, whilst acknowledging that off-street links such as in the linear park are also appropriate. The linear park with its cycle and pedestrian walkway provides for both the commuter and recreational needs of residents within the area by providing links to the Wanaka Town Centre, the State Highway and Mount Iron.

The Open Space Plan and Urban Design Framework show a network of well connected, usable, and safe open spaces. These reserves are designed for both recreational uses and for stormwater disposal.

The collector road that links the Three Parks Commercial Core to the Ballantyne Road has been designed so that it will only need to be moved if the detailed design of the intersection with Ballantyne Road shows that this intersection location is not safe.

#### Objective 13

An urban area that is free of contaminated sites or appropriately deals with them so that adverse effects on human health and the environment do not arise.

Policy 13.1 To require the consideration of whether contaminated sites exist and ensure that, if they do, development and subdivision does not proceed without an assurance that they will be remediated or managed in a satisfactory manner.

#### Comment

The North Three Parks area was shown on the QLDC hazards register to be possibly contaminated as it was the site of an old tannery and possible sheep dip. The landowners consultants have investigated this possible site contamination and provided evidence to demonstrate that the site was not the site of a tannery or sheep dip. The Otago Regional Council has agreed that the site is not contaminated. See Appendix H to the North Three Parks Infrastructure Assessment in Appendix 2 to this

report. Therefore the development of this site will have no adverse effects on human health or the environment as a result of contamination.

## **11 IS PLAN CHANGE 4 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 main different 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 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.

The next section outlines the supply of each of the land uses provided for in the North Three Parks Plan Change:

### **11.1 Residential**

The Council is mindful to ensure an appropriate supply of land in for housing in Wanaka. An oversupply of land for housing is may 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 regular Dwelling Capacity Model. 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 2010 results of the Dwelling Capacity Model are shown in Appendix 11.

With regards to Wanaka the following figures are of note:

	<b>Existing Dwellings</b>	<b>Residual Capacity (i.e. dwellings that can still be built)</b>	<b>% dwelling capacity unbuilt</b>
North Wanaka	1679	1373	45%
South Wanaka	1022	851	45.4%
Peninsula Bay	24	354	93.7%
Penrith Park	59	68	53.5%

Wanaka Density	High	237	548	69.8%
Wanaka Centre	Town	10	52	84%
Albert Town		380	304	44.4%
<b>Total</b>		<b>3411</b>	<b>3550</b>	<b>51%</b>

The above figures indicate that there is 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 are 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.

The medium density housing proposed by the North Three Parks Plan Change is expected to form an important part of the integrated urban form proposed for the Plan Change area. It, with the medium density that will be built in the current Three Parks Special Zone, will provide a choice of housing not widely available in Wanaka at present. Therefore 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, Peninsula Bay and large parts of Wanaka South and North.

In Wanaka North and Wanaka South much of the capacity appears to be on sites with houses already built. In a fast growing town such as Wanaka it is unlikely that this type of infill housing will contribute significantly towards meeting the demand for new housing.

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

There has been also 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. Therefore 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 between 2006 to 2026 to keep pace with growth. The Wanaka Structure Plan (see link in the table of contents) provides a more detailed discussion on land supply for housing (with the report Wanaka Land Demands providing more detail). The

Wanaka Structure Plan also advocated maintaining a 'buffer' of 20% more land available for housing than that that is existing to ensure that supply keeps ahead of demand.

Plan Changes can take some time to bring capacity onto the market (often two years or more from when notified) especially during an economic downturn.

On balance, there is no pressing need to rezone land for low density housing in Wanaka (given the current buffer of 51% of dwelling capacity being undeveloped). However, it may be prudent to enable more zoning that can be targeted at the lower end of the market. It is anticipated that North Three Parks will provide housing that is targeted at a range of market values. To this end, provisions are included in the stakeholder deed with the developer for 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 desire to promote an integrated development with a range of land uses and with the adjacent Three Parks development there is value in zoning low density residential. It is also noted that the necessary infrastructure is in place or likely to be in place to service the area soon. 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 planned 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.

As this land lies between the Wanaka Town Centre and the Three Parks Special Zone the plan change is essentially filling in a gap in accordance with the Wanaka Structure Plan. It is a sensible progression of development from the urban area. Also it will provide integrated development coordinated with Three Parks and existing uses. Keeping the existing zoning of Rural General is likely to result in ad hoc unconstrained development that will result in poor urban design outcomes.

It makes sense to change the zoning of this land now when it is undeveloped rural land and three rural residential properties. If the rezoning is delayed some ad hoc development is likely to occur on the land which will make the design of an urban area that integrates with the surrounding uses and the Three Parks development difficult. This is likely to result in an urban area with poor urban design outcomes. If the rezoning is done now the resulting development will be of high quality which integrates with the Three Parks development and provides for future growth in Wanaka.

## **11.2 Business Land**

The Plan Change proposes land zoning for 1.53ha of business uses. This is not strictly consistent with the Wanaka Structure Plan. The Structure Plan shows a small area of mixed business zoning adjacent to Ballantyne Road on North Three Parks area but stopping before the substation. Business zoning is included between the boundary with the Three Parks Special Zone and the substation for two main reasons as follows:

- There is a need for more business zoning in Wanaka
- It is an appropriate use for this location of Ballantyne Road between a Three Parks business zoning and the substation.

## Need for more business zoning in Wanaka

The Wanaka Land Demands (2007) study identified the following land demands between 2006 and 2026, based on the preferred direction (Option 3: Mixed approach – continued infill, some upzoning of rural residential and rural lifestyle land and some new urban greenfields areas):

**Figure 1 Summary of estimated land demands 2006 to 2026**

Activity	Area gross (ha)
Conventional suburban low density housing	139
Town house	18
Medium density housing	7
Town centre	13
Deferred town centre	5
Neighbourhood centres	2
Mixed business	10
Yard-based business	10
Primary school	3
Playing fields / larger open space	12
VA sub zones	20
Urban landscape protection (rezone from rural residential and rural lifestyle)	130
<b>Total</b>	<b>369</b>

The report states that:

*The additional mixed business land will provide opportunities for smaller scale workplaces and retail trade type operations, particularly those related to the construction industry. ...*

*.... Some additional business land can be accommodated in the lower Ballantyne Road area”*

Since that report the Three Parks and Ballantyne Mixed Use re-zonings have occurred. The Three Parks Zone as approved provided 7.46ha of mixed business land whilst the Ballantyne Mixed Use Zone provided 1.08 ha prior to 2026. This suggests that it would be sensible to zone at least another 1.5 hectares of mixed business land in the foreseeable future in order to meet projected demand. This Plan Change proposes zoning 1.53 ha of land for business uses.

The projections for Wanaka that were used for this report in 2007 have been updated since then. Most recently in 2011 for work on the 2012 LTP. Although the recent population projections for the Wanaka ward show slower growth they still show significant growth by 2029.

### **Appropriate use for this location of Ballantyne Road**

The area of land proposed for business sub zoning is located adjacent to Ballantyne Road between the boundary with business sub zoning in Three Parks Zone and the

substation to the north. This part of Ballantyne Road is a busy road with industrial zoned land on its western side. With the substation to the north, industrial uses to the west and business zoned land to the south business activity is the most appropriate use for this area of land. Residential activities are not appropriate in this area as they would front the busy road, and be subject to reverse sensitivity issues from the adjoining business and industrial activities.

## **12 THE APPROPRIATENESS OF THE PROPOSED OBJECTIVES, POLICIES, AND RULES**

As discussed earlier, Section 32 of the RMA requires the Council to undertake an evaluation of:

- (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.

It goes on to require that this 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 Plan Change proposes rezoning the North Three Parks land to the Three Parks Special Zone with areas of low and medium density residential and business sub zones. The North Three Parks area will then be subject to the objectives, policies and rules for the Three Parks Special Zone. These objectives, policies and methods have been assessed in accordance with Section 32 of the RMA, for effectiveness, efficiency and consideration given to their benefits and costs and the risk of acting or not acting, through Plan Change 16 Three Parks. Therefore there is no need to reassess these objectives policies and methods through this plan change.

The Three Parks Special Zone objectives, policies and rules have been taken into account while formulating the North Three Parks Urban Design framework and the development of the subsequent Structure Plan, Indicative Staging Plan and Open Space Plan. Through this process a new policy and a few new rules for the North Three Parks area are considered necessary to be added through the Plan Change. The RMA requires this report to assess this new policy and new rules against the matters in Section 32 of the Act.

*“(b) Whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.”*

It goes on to require that this 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.”*

### **12.1 An Assessment of the Benefits, Costs, Effectiveness and Efficiency of the New Policy and Rules.**

### **Boulevard connection between the Three Parks Commercial Core and the linear park.**

The connection between the Three Parks Commercial Core and the hillock park and the linear park, adjacent to the golf course, through the creation of a green boulevard is an important design concept established in the development of the North Three Parks Urban Design Framework and the subsequent Structure Plan, and Open Space Plan. This design concept is not currently outlined in the existing Three Parks policies although it is consistent with Objective 2 which seeks the establishment of a green network including parks, areas for community facilities, cycleways, and pedestrian linkages that permeate all parts of the zone and links into the more urbanised public realm in the commercial core.

An additional policy under Objective 2 is necessary to ensure this design concept will be included at Outline Development Plan or Comprehensive Development Plan stage for the North Three Parks area.

#### Options

1. Retain existing policies under Objective 2 (do not add another policy)

#### Costs

- The concept of the green boulevard between the commercial core and the linear park may not be included in the final development as there will be no policy/rule to require it.
- Overall design of the development will not connect as well with the adjacent Three Parks Commercial Core, golf course and mountains beyond.

#### Benefits

- Using existing provisions would save time and cost involved in drafting new plan provisions

#### Efficiency and effectiveness

The existing policies regarding green networks are efficient. However the provisions for the North Three Parks area will not be as effective as they might be as they would not promote the development of the green connection between the Three Parks Commercial Core and the linear park, golf course and mountains beyond. This is a key design principle for the North Three Parks development that would be lost.

2. Add new policy 2.7

#### Costs

- Small cost in drafting new policy

#### Benefits

- The concept of the green boulevard between the commercial core and the linear park will be included in the final development as there will be a policy to require it.
- Overall design of the development will connect well with the adjacent Three Parks Commercial Core, golf course and mountains beyond.

#### Efficiency and effectiveness

The addition of the new policy under Objective 2 will be efficient and effective as it will ensure the development of the green connection between the Three Parks Commercial Core and the linear park, golf course and mountains beyond. This is a key design principle for the North Three Parks development.

### Conclusion

Having regard to costs, benefits, effectiveness and efficiency, the most appropriate method of ensuring that the boulevard connection between the Three Parks Commercial Core and the linear park is to add a new policy under Objective 2.

### **Urban design concept for North Three Parks area**

The North Three Parks Urban Design Framework has been developed to provide a clear rationale for the plan change and to demonstrate how the North Three Parks development will provide a successful urban environment which integrates with the adjacent Three Parks Special Zone and surrounding uses. The Plan Change proposes to add a new assessment criterion for Outline Development Plans and Comprehensive Development Plans to ensure they are in accordance with the principles in the North Three Parks Urban Design Framework.

### Options

1. Retain existing assessment criteria in section 12.26.4.5(ii). (i.e. do not add an assessment criterion)

### Costs

- The urban design concepts contained in the Urban Design Framework and those that underpin the Structure Plan will not necessarily be transferred in the final built form.
- The final design of the development may not result in a successful urban environment which integrates with the adjacent Three Parks Special Zone and surrounding uses.

### Benefits

- Using existing provisions would save time and cost involved in drafting a new plan provisions

### Efficiency and effectiveness

Retaining the existing assessment criteria in section 12.26.4.5(ii) will be efficient as it will not add any further processing time for Outline Development Plans and Comprehensive Development Plans by Lakes Environmental staff. However it will not be effective as the urban design concepts behind the proposed development may be lost and therefore may not eventuate. This could result in a poorly designed urban area that does not integrate with the adjacent Three Parks Special Zone and surrounding uses.

2. Add new assessment criterion to section 12.26.4.5(ii).

### Costs

- Small cost in drafting new assessment criterion.

### Benefits

- The urban design concepts contained in the Urban Design Framework and those that underpin the Structure Plan will be transferred in the final built form.
- The overall design of the development will result in a successful urban environment which integrates with the adjacent Three Parks Special Zone and surrounding uses.

### Efficiency and effectiveness

The addition of the new assessment criterion in section 12.26.4.5(ii) to refer to the concepts contained in the North Three Parks Urban Design Framework will not be as efficient as not including it as it will result in more processing time for Outline Development Plans and Comprehensive Development Plans by Lakes Environmental staff as they check these plans against the Urban Design Framework. However it will be effective as it will ensure the development is a successful urban environment which integrates with the adjacent Three Parks Special Zone and surrounding uses.

### Conclusion

Having regard to costs, benefits, effectiveness and efficiency, the most appropriate method of ensuring that the urban design principles in the Urban Design Framework are incorporated into the development is to add an additional assessment criterion for the North Three Parks area for Outline Development Plans and Comprehensive Development Plans to ensure they are in accordance with the principles in the North Three Parks Urban Design Framework.

A definition of the North Three Parks area also needs to be added to ensure it is clear to which area this assessment criterion applies.

### **Safety of intersections onto Ballantyne Road**

The Urban Design Framework and the Structure Plan show the proposed collector road connecting to Ballantyne Road. No detailed design of this intersection has currently been done. As Ballantyne Road bends before it meets Golf Course Road the visibility at this proposed intersection could be poor and result in compromised safety. The developer is not willing to provide detailed intersection design at the plan change stage. Therefore new assessment criteria for Outline Development Plans and Comprehensive Development Plans in the Residential and Business sub zones and for situations when collector roads can move up to 50m from their location on the Structure Plan are proposed to be added.

### Options

1. Retain existing assessment criteria in section 12.26.4.5(ii) (i.e. do not add assessment criteria)

### Costs

- The existing assessment criteria should ensure that the safety of the junction design is assessed at Outline Development and Comprehensive Development Plan stage. However as they are not explicit there may be some debate between the developer and Lakes Environmental as to which stage this detailed intersection design should be provided.

### Benefits

- Using existing provisions would save time and cost involved in drafting a new plan provisions

### Efficiency and effectiveness

Retaining the existing assessment criteria in section 12.26.4.5(ii)(b) and (c) will not be efficient. The existing assessment criteria are not explicit so there may be some debate between the developer and Lakes Environmental as to at which stage this detailed intersection design should be provided. Therefore this option could add to processing time for Outline Development Plans and Comprehensive Development Plans by Lakes Environmental staff. The option is likely to be effective as the

existing assessment criteria do refer to the road layout being efficient and legible but do not specifically refer to safety.

2. Add new assessment criteria to section 12.26.4.5(ii)(b) and 12.26.4.5(ii)(c)

#### Costs

- Small cost in drafting new assessment criteria

#### Benefits

- It will be clear to all that detailed design of intersections will be required at the Outline Development Plan and Comprehensive Development Plan stage.
- Intersection design will be assessed early in the development process and ensure safety at intersections.

#### Efficiency and effectiveness

Adding new assessment criteria to section 12.26.4.5(ii)(b) and 12.26.4.5(ii)(c) will be efficient as everyone will be clear at what stage and what level of detail intersection design is required. It will also be effective as it will make sure that intersections are designed to ensure safety early in the development process.

#### Conclusion

Having regard to costs, benefits, effectiveness and efficiency, the most appropriate method of ensuring that in the intersection between the proposed collector road and Ballantyne Road is safe is to add two new assessment criteria to sections 12.26.4.5(ii)(b) and 12.26.4.5(ii)(c) that refer to safety of intersections.

#### **Relationship between residential development and linear park**

The North Three Parks Urban Design Framework and Structure Plan show a linear park along the edge of the golf course which is fronted by medium density residential development. For this urban design concept to work development needs to front the park and have visually permeable fences to increase passive surveillance and provide amenity for the residential development. Also development needs to be set back to reduce golf ball strike and to reduce the overshadowing of the reserve by development.

The plan change proposes to add a new rule requiring development fronting the linear park in the medium density residential sub zone to set back 10m from the boundary of the park. An assessment criterion is also proposed to be added to guide assessment when this rule is breached. A diagram showing this option for an acceptable relationship between residential land use and open space where medium density residential abuts the linear park along the golf course is also proposed to be added after section 12.26.4.5(ii)(p). (Rule 12.26.3.1.4 already controls fence heights in relation to open space areas.)

#### Options

1. Retain existing rules and assessment criterion regarding setback of development from internal boundaries in section 12.26.4.3 and 12.26.4.7(i) (i.e. do not add new rule, diagram and assessment criterion)

#### Costs

- The existing rules and assessment criteria will not ensure that this urban design principle will be followed
- Amenity values of residential development and adjoining linear park could be low and the linear park could feel unsafe.

### Benefits

- Using existing provisions would save time and cost involved in drafting a new plan provisions.

### Efficiency and effectiveness

Retaining existing rules and assessment criteria regarding setback of development from the linear park may not be efficient as there may be some debate between the developer and Lakes Environmental as to the form development fronting the linear park should take. Therefore this option could add to processing time for Outline Development Plans and Comprehensive Development Plans by Lakes Environmental staff. It is unlikely to be effective as the urban design concept for this area will not be outlined in the district plan.

2. Add new rule, diagram and assessment criterion to ensure development abutting the linear park positively contributes to the adjoining open space.

### Costs

- Small cost in drafting new rule, diagram and assessment criterion.

### Benefits

- New development will positively contribute to the adjoining linear park.
- There will be effective passive surveillance of the linear park and the amenity of the linear park and adjoining development will be high.

### Efficiency and effectiveness

Adding a new rule, diagram and assessment criterion will be efficient as everyone will be clear what the design principle for this part of the development is intended to be. It will also be effective as it will ensure that new development will positively contribute to the adjoining linear park and that the residential and linear park amenity values will be high.

### Conclusion

Having regard to costs, benefits, effectiveness and efficiency, the most appropriate method of ensuring that development abutting the linear park positively contributes to the adjoining open space is to add a new rule requiring development fronting the linear park in the medium density residential sub zone to set back 10m from the boundary of the park; add an assessment criterion to guide assessment when this rule is breached and add a diagram showing another option for an acceptable relationship between residential land use and open space where medium density residential abuts the linear park along the golf course.

### **13 CONCLUSION**

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

This report has analysed a range of options for the management of the area referred to as the North Three Parks area. 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 the area be rezoned for medium and low density residential and business zoning using the provisions of the adjacent Three Parks Zone. Therefore this plan change extends the Three Parks Special Zone over the North Three Parks area.

This report demonstrates that this plan change is supported because:

- It is consistent with and implements Wanaka 2020.
- It is consistent with and implements the zonings and objectives proposed in the Wanaka Structure Plan.
- Although the recent update of the dwelling capacity model (July 2010) shows that there is a considerable amount of land capacity already zoned for residential in Wanaka much of this land is for low density residential development. The Plan Change zones land for medium density residential development as well as low density development. The Plan change therefore provides for a range of housing densities that are not currently widely available in Wanaka e.g. medium density residential
- The Wanaka Structure Plan advocates maintaining a 'buffer' of 20% more residential land than is existing in order to ensure that supply keeps ahead of demand.
- It is important to provide for some housing at the more affordable end of the market. Having a large supply of land for housing can be positive, so long as the other outcomes sought by the community are not undermined.
- Development will be staged to ensure the market is not flooded with residential land.
- The plan change process can take some time to bring capacity onto the market (often four to five years or more from when notified). It takes some time for rezoning to occur, resource consents to be processed and development to take place.
- The recent forecasts for growth demonstrate that there will be a need for more housing land in Wanaka. It would be unwise to let the recent short term slowdown in economic activity affect sensible long term planning for growth.
- It fulfils an identified need for a small area of business zoning.
- It creates a long term vision for the form and type of development of this area that integrates with the proposed Three Parks development and existing surrounding uses.
- It coordinates development on the site with the Three Parks Zone where as if development occurred through ad hoc resource consents it could result in piecemeal development that does not integrate well with the surrounding area.
- As this land lies between the Wanaka Town Centre and the Three Parks Special Zone the plan change is essentially filling in a gap in accordance with the Wanaka Structure Plan. It is a logical progression of development from the urban area.

## APPENDIX 1 - NORTH THREE PAKRS URBAN DESIGN FRAMEWORK

## **APPENDIX 2 - NORTH THREE PARKS INFRASTRUCTURE ASSESSMENT**

**APPENDIX 3 - NORTH THREE PARKS. ASSESSMENT OF LANDSCAPE CHARACTER AND VALUES**

## **APPENDIX 4 - ASSESSMENT OF ECOLOGICAL VALUES**

**APPENDIX 5 - CULTURAL ASSESSMENT. LETTER FROM KTKO LTD**

**APPENDIX 6 - RECORD OF DISCUSSION WITH TE AO MARAMA INC.**

**APPENDIX 7 - ARCHAEOLOGICAL ASSESSMENT FOR BALLANTYNE PLAN  
CHANGE**

**APPENDIX 8 - DISCUSSION DOCUMENT FOR PLAN CHANGE 4 NORTH THREE PARKS**

**APPENDIX 9 - A RECORD OF THE PUBLIC COMMENTS RECEIVED IN  
RESPONSE TO THE DISCUSSION PAMPHLET PREPARED AS PART OF THIS  
PLAN CHANGE**

**APPENDIX 10 - NGĀI TAHU KI MURIHIKU ACCIDENTAL DISCOVERY  
PROTOCOL**

## APPENDIX 11 - DWELLING CAPACITY MODEL 2010