



# **Section 32 Evaluation Report**

## **Wanaka Town Centre**

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# Section 32 Evaluation Report: Wanaka Town Centre

## 1. Strategic Context

Section 32(1)(a) of the Resource Management Act 1991 requires that a Section 32 evaluation report must examine the extent to which the proposed objectives are the most appropriate way to achieve the purpose of the Act.

The purpose of the Act requires an integrated planning approach and direction:

### **5 Purpose**

*(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 well-being and for their health and safety while—*

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

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

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

The remaining provisions in Part 2 of the Act provide a framework within which objectives are required to achieve the purpose of the Act and provisions are required to achieve the relevant objectives.

## 2. Regional Planning Documents

The District Plan must *give effect to* the operative RPS and must *have regard to* any proposed RPS.

The operative RPS contains a number of objectives and policies that are relevant to this review, namely objectives 9.4.1 to 9.4.3 and policies 9.5.1 to 9.5.5 (inclusive). The proposed plan change provisions are consistent with, and give effect to, these RPS provisions.

The Otago Regional Council ["ORC"] is currently in the process of reviewing the RPS 1998. In May 2014 the ORC published and consulted on the RPS 'Otago's future: Issues and Options Document, 2014' ([www.orc.govt.nz](http://www.orc.govt.nz)). The proposed RPS was released for formal public notification on the 23 May 2015 and also contains a number of objectives and policies that are relevant, namely objectives 3.6 to 3.8 (incl.) & 4.3, and policies 3.6.6, 3.7.1 to 3.7.4 (incl.), 3.8.1, 4.3.3 & 4.3.4.

## 3. Resource Management Issues

The operative District Plan anticipates that the Wanaka Town Centre Zone will continue to function as one of the key commercial, retail and entertainment areas of the district. This review of the operative provisions seeks to address a number of key issues (detailed below), whilst also strengthening the existing policy framework by providing more targeted objectives and policies, and increasing the overall legibility of the Plan.

The resource management issues set out in this section have been identified from the following sources (see Section 10 of this report for a full list of references and associated weblinks):

- Wanaka Land Demands – Review of the Wanaka Structure Plan (2007)
- Wanaka Town Centre Strategy (2009)
- Wanaka Town Centre Monitoring Report (2010)
- Town Centre Zones Monitoring Report (2012)
- Business Zones Capacity Report prepared by McDermott Miller Strategies Limited
- Peer review of Business Zones Capacity Report by Dr Phil McDermott
- Community consultation, Council workshops and a meeting of the Council's Resource Management Focus Group

- Relevant legislative changes enacted since the Plan became operative

The key issues are:

**Issue 1: Development capacity and opportunities for expansion**

The following recent work has been undertaken to better understand the supply and demand for employment land, and projected growth in residents, visitors, and dwellings:

- Review of District Plan Business Zones Capacity and Development of Zoning Hierarchy (November 2013) undertaken by McDermott Miller Strategies Limited & Allan Planning & Research Limited [“McDermott Miller report”]
- Peer Review of the McDermott Miller report (January 2014) prepared by McDermott Consultants Ltd
- Growth projections 2014 undertaken by Rationale

Relevantly, this work provides an up-to-date picture of;

- Existing and projected growth in residential, visitor accommodation, dwelling and employment numbers;
- The ability for the existing Town Centre Zone to supply this demand;
- The projected demand for High Density Residential development in the vicinity of the Town Centre; and
- The roading and parking requirements that will be necessary to cope with growth in the order of that which is anticipated in the Town Centre Zone.

The McDermott Miller report highlights that with the recent consenting of the Three Parks mixed use area, Wanaka is currently well served with land zoned for commercial activities. The report concludes that currently supply exceeds demand for commercially zoned land in Wanaka up until 2031, even under the most optimistic projections.

In considering the effect that the Three Parks development may have on the Wanaka Town Centre, the plan change documentation highlighted the need for additional commercial/business-zoned land to avoid land prices rising to a point where they place a barrier to the establishment of new businesses. The report recognises that there is existing pressure for retail development to locate in the Anderson Heights business area and the Ballantyne Road industrial area. In order to manage projected retail demand pressures, whilst avoiding compromising the viability of the Wanaka Town Centre, a staging plan for Three Parks has been implemented.

As such, the Wanaka town centre has the opportunity to maintain its present compact form. This assessment, in particular, considers changes to enable limited additional development opportunities through increased building heights within the bounds of the existing Zone extent and through acknowledging the existing creep of commercial activities onto the eastern side of Brownston St and along Russell St by providing a Town Centre Transition Overlay.

**Issue 2: The appropriate height, bulk and location of buildings, quality urban design and built form**

In considering whether the operative rules that guide the construction of new buildings are appropriate, the following was noted at the outset of this review:

- A significant proportion of resource consents received for development in the Wanaka Town Centre Zone were required for breaches of height and/ or coverage and that all were being granted and almost all were processed on a non-notified basis (see Monitoring Report 2012 findings);
- The Wanaka Town Centre Character Guideline [“Guideline”] was introduced in June 2011. As a non-statutory document, it currently sits outside the District Plan, but provides considerable guidance to encourage new developments to achieve high quality urban design outcomes. Introduction of the Guideline has been timely, as the intervening 3 years has enabled consideration of its effectiveness while in a non-statutory form.

The above matters highlight the issue of whether the operative provisions that guide the design and location of new buildings are working effectively and efficiently. This review considers, in light of the introduction of

the Guideline, whether the operative performance standards are appropriate, and whether the Guideline could be directly referenced in the Plan, thereby giving it statutory weight.

**Issue 3: Managing adverse environmental effects from town centre activities (noise issues, in particular)**

Noise issues arise from time-to-time due to conflict between bars and restaurants and residential and visitor accommodation. Over time, as Wanaka's population and visitor numbers increase we may see increasing noise complaints of this kind.

Evening entertainment premises, such as bars and restaurants, struggle to comply with these standards, with issues arising due to:

- The fact that the operative Plan sends a confused message that the town centre should be a mixed use area but then, due to the strict noise rules, outside dining and drinking is limited in the evening;
- Late night trading means that bars need not close until 4 am; and
- The smoking legislation requires people to smoke outside.

This review therefore considers whether changes can be made to the operative noise provisions to further acknowledge and formalise the importance of enabling a lively town centre nightlife, whilst ensuring that residential activities occurring within and near to the town centre maintain an appropriate level of amenity. Other operative standards addressing matters such as lighting glare and the effects of activities that are not appropriate for the town centre are also considered.

**Issue 4: Flood risk**

In 2006 the ORC and Queenstown Lakes District Council released a non-statutory **Joint Flood Mitigation Strategy** The Strategy determined that, rather than construct physical works to control flooding, the councils would help the community manage the flood risk.

Relevantly, the Strategy determined that QLDC will:

- Enforce minimum building floor levels;
- Encourage<sup>1</sup> developers to adopt higher levels where the effect on amenity and mobility and streetscape is not adverse;
- Encourage flood proof building design and construction<sup>2</sup>

Whilst a significant area of the Wanaka town centre is flood prone, raising floor levels can result in adverse effects on the streetscape due to resultant undulating footpaths, height differences between the road level and footpath level and disabled access issues. Lower Ardmore Street was highlighted in the Wanaka Town Centre Strategy as an area that has been impacted by the construction of split promenades constructed above the flood level.

This review ultimately considers whether the operative provisions that address the flood hazard are the most appropriate method of addressing this issue.

## **4. Purpose and Options**

The overarching purpose of the Wanaka Town Centre chapter is to enable a variety of activities to occur that meet the needs of residents and visitors. The integration of town centre buildings with the public realm is integral to attracting people to the town centre and helping them negotiate their way through it. New developments are expected to achieve high quality urban design outcomes, which ultimately contribute to the vibrancy and economic viability of the centre. The Town Centre chapter also needs to consider appropriate limits on activities to ensure that neighbouring residential properties maintain appropriate levels of amenity, and activities that cause inappropriate effects are encouraged to establish in other, more appropriate, zones.

### **Strategic Directions**

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<sup>1</sup> Through Section 71 of the Building Act and 106 of the RMA

<sup>2</sup> Learning to Live with Flooding: A Flood Risk Management Strategy for the communities of Lakes Wakatipu and Wanaka, Pg7

The following goals and objectives from the Strategic Directions chapter of the draft District Plan are relevant to this assessment:

<p><i>Goal 3.2.1: Develop a prosperous, resilient and sustainable economy</i></p> <p><i>Objective 13.2.1.1: Recognise, develop and sustain the Queenstown and Wanaka central business areas as the hubs of New Zealand's premier alpine resorts and the District's economy.</i></p>
<p><i>Goal 3.2.2: The strategic and integrated management of urban growth</i></p> <p><i>Objective 3.2.2.1: Ensure urban development occurs in a logical manner:</i></p> <ul style="list-style-type: none"> <li>• <i>to promote a compact and integrated urban form; [...]</i></li> </ul>
<p><i>Goal 3.2.3: A quality built environment taking into account the character of individual communities</i></p> <p><i>Objective 3.2.3.1: Achieve a built environment that ensures our urban areas are desirable places to live, work and play</i></p>
<p><i>Goal 3.2.4: The protection of our natural environment and ecosystems</i></p> <p><i>Objective 3.2.4.8: To respond positively to Climate Change</i></p>
<p><i>Goal 3.2.6: To enable a safe and healthy community that is strong, diverse and inclusive for all people.</i></p> <p><i>Objective 3.2.6.2: To ensure a mix of housing opportunities.</i></p>

In general terms, and within the context of this review, these goals and objectives are met by:

- enabling quality development and enhancement;
- avoiding commercial zoning that could undermine the role of Wanaka's town centre;
- promoting growth in visitor activity and growth and investment in the town centres;
- enabling a diverse range of housing options in existing urban communities; and
- concentrating development within existing urban areas.

Determining the most appropriate methods to resolve the issues highlighted for the Wanaka town centre will enable the Plan to give effect to relevant parts of the Strategic Directions chapter, and ultimately meet the purpose of the Act.

As required by section 32(1)(b) RMA, the following section considers various broad options considered to address each issue, and makes recommendations as to the most appropriate course of action in each case.

## Broad options considered to address issues

### Issue 1: Development capacity and opportunities for expansion

Option 1: Retain the operative provisions

Option 2: Amend the operative provisions to reduce development opportunities

Option 3 (**Recommended**): Explore options to enable further development opportunities through providing for intensification of development, and consider whether there are opportunities to extend the boundaries of the Town Centre Zone

	<b>Option 1: Status quo/ No change</b>	<b>Option 2: Reduce development opportunities</b>	<b>Option 3: Comprehensive review that enables limited growth</b>
<b>Costs</b>	<ul style="list-style-type: none"> <li>Does not enable further opportunities to increase development capacity.</li> <li>Takes a short-term view – i.e. growth opportunities would be limited to development of a limited number of undeveloped sites, and redevelopment of existing building stock.</li> <li>Does not contribute to the vibrancy and economic prosperity of the Town Centre beyond the status quo.</li> <li>Does not give effect to the relevant goals and objectives of the proposed Strategic Directions chapter.</li> <li>Does not achieve the goal for a streamlined District Plan</li> </ul>	<ul style="list-style-type: none"> <li>Inconsistent with the approach set out in the draft Strategic Directions Chapter.</li> <li>May stifle opportunities for economic development, thereby limiting ability for the town centre to prosper.</li> <li>Does not acknowledge the existing creep of town centre activities into adjacent Residential-zoned land.</li> <li>Has costs associated with going through the District Plan Review process (but this is required by legislation).</li> </ul>	<ul style="list-style-type: none"> <li>Has costs associated with going through the District Plan Review process (but this is required by legislation).</li> <li>Increased growth of town centre activities may adversely affect amenity of nearby Residential-zoned properties.</li> <li>No need for significant increase in development capacity in the short-term, therefore increasing opportunities for growth may delay development of currently undeveloped sites in the Town Centre.</li> <li>Intensification and expansion may change the character of the town centre.</li> </ul>
<b>Benefits</b>	<ul style="list-style-type: none"> <li>Retains the established approach which parties are familiar with.</li> <li>Low cost for Council</li> </ul>	<ul style="list-style-type: none"> <li>Maintains compact form and low-rise buildings, no need to address potential amenity issues caused by changing zone boundaries or building heights.</li> <li>May limit opportunities for reverse sensitivity issues with nearby Residential-zoned properties.</li> </ul>	<ul style="list-style-type: none"> <li>Would allow a comprehensive review of the Wanaka Town Centre provisions.</li> <li>Acknowledges that the District Plan takes a long-term view by enabling future development opportunities as the population increases over time.</li> <li>Consistent with approach set out in the draft Strategic Directions Chapter.</li> <li>Enables economic development and investment opportunities.</li> </ul>
<b>Ranking</b>	<b>2</b>	<b>3</b>	<b>1</b>

Issue 2: The appropriate height, bulk and location of buildings, quality urban design and built form

Option 1: Retain the operative provisions.

Option 2: Make the construction of all buildings a permitted activity, subject to performance standards, and exclude any requirement to be consistent with the Wanaka Town Centre Character Guideline 2011 [“the Guideline”].

Option 3 (**Recommended**): Comprehensively review the operative bulk and location standards in light of the introduction of the Guideline since the Plan became operative, and consider the option of making the Guideline statutory.

	<b>Option 1: Status quo/ No change</b>	<b>Option 2: Buildings permitted, subject to standards, no requirement for Guideline</b>	<b>Option 3: Comprehensive review that considers revised standards and Guideline</b>
<b>Costs</b>	<ul style="list-style-type: none"> <li>Does not provide the opportunity to consider the appropriateness of the operative bulk and location standards in light of the guidance now imparted through the Guideline.</li> <li>The operative standards may be too restrictive, resulting in unnecessary resource consent requirements.</li> <li>The Guideline provides valuable advice, yet there is presently no requirement for new developments to be consistent with it.</li> <li>The operative objectives and policies are vague, with a strong reliance on the Assessment Matters for guidance on resource consent applications. Consideration needs to be given to reviewing and updating.</li> </ul>	<ul style="list-style-type: none"> <li>Does not acknowledge the benefits of the Guideline in terms of promoting high quality urban design outcomes.</li> <li>Permitted activity standards provide a ‘one size fits all’ approach, whereas the Guideline enables site specific response to achieve high quality outcomes.</li> <li>Guideline encourages creative, site-specific responses, whereas standards may lead to less diversity in building design.</li> <li>Drafting standards that respond to Wanaka’s character in the manner that the Guideline does currently may be an inefficient use of Officer time/resources, given that the Guideline is effective.</li> </ul>	<ul style="list-style-type: none"> <li>Has costs associated with going through the District Plan Review process (but this is required by legislation).</li> <li>Would result in a change from the status quo – Plan users would need to become familiar with new provisions.</li> <li>Performance standards provide certainty – removing some of them may lead to uncertainty.</li> <li>Giving the Guideline statutory weight would result in a requirement for a plan change each time the Guideline is updated.</li> </ul>
<b>Benefits</b>	<ul style="list-style-type: none"> <li>Maintains the established approach which parties are familiar with.</li> <li>Low cost for Council.</li> </ul>	<ul style="list-style-type: none"> <li>Performance standards provide certainty and the ability to avoid the resource consent process.</li> <li>Ability to avoid the resource consent process means potential for reduced financial and time costs, and avoids risk of notification or appeal.</li> <li>Resource consent process would still apply for developments exceeding performance standards.</li> </ul>	<ul style="list-style-type: none"> <li>Would allow a comprehensive look at the relevant objectives and provisions.</li> <li>Acknowledges that the Guideline is an important resource for guiding development, leading to creative, site-specific design outcomes – as illustrated by the high quality of recent developments.</li> <li>Encourages diversity in building design.</li> <li>Enables CPTED principles to be applied on a site-specific basis.</li> </ul>

	Option 1: Status quo/ No change	Option 2: Buildings permitted, subject to standards, no requirement for Guideline	Option 3: Comprehensive review that considers revised standards and Guideline
			<ul style="list-style-type: none"> <li>• Opportunity to review and update the operative performance standards, given that they were drafted prior to the introduction of the Guideline.</li> <li>• Opportunity to explore whether the Guideline could be given statutory weight.</li> </ul>
<b>Ranking</b>	<b>2</b>	<b>3</b>	<b>1</b>

Issue 3: Managing adverse environmental effects from town centre activities (noise issues, in particular)

Option 1: Retain the operative provisions

Option 2: Increase evening noise limits across the entire Town Centre Zone

Option 3 (**Recommended**): Increase evening noise limits in a targeted manner, focussing on the lower Ardmore Street area where there is an existing cluster of bars and restaurants located where people tend to congregate along the lakefront, and set away from Residential-zoned properties.

	Option 1: Status quo/ No change	Option 2: Increase limits across <u>entire</u> Town Centre Zone and require noise-sensitive activities (such as residential and visitor accomodation) to provide acoustic treatment	Option 3: Increase limits in a <u>targeted</u> manner and require noise-sensitive activities (such as residential and visitor accomodation) to provide acoustic treatment
<b>Costs</b>	<ul style="list-style-type: none"> <li>• The operative noise provisions are very restrictive and do not acknowledge the importance of vibrant evening activities in the town centre.</li> <li>• Reliance on the resource consent process for the establishment of noisier evening activities creates uncertainty for applicants and may signal that evening entertainment is not encouraged in the town centre.</li> </ul>	<ul style="list-style-type: none"> <li>• This option may adversely affect the amenity of nearby Residential-zoned properties, leading to increased noise complaints.</li> <li>• Implies that noisy activities can establish anywhere in the town centre, without consideration of noise limits operating in nearby Residential zones.</li> <li>• Does not provide a targeted approach that steers new noisy activities to establish in locations away from sensitive receiving environments, such as nearby residential-zoned properties.</li> </ul>	<ul style="list-style-type: none"> <li>• May create a situation of 'haves and have-nots', where existing premises in the areas with higher limits will benefit, whereas premises outside the area will be required to continue to comply with the more restrictive limits (or existing resource consent conditions, as the case may be).</li> <li>• Increased construction costs for noise sensitive environments (residential and visitor accomodation) to comply with acoustic treatment requirement. This may discourage these activities from establishing in the town centre.</li> </ul>



<b>Benefits</b>	<ul style="list-style-type: none"> <li>• Maintains the established approach which parties are familiar with.</li> <li>• Low cost for Council.</li> <li>• Still enables noisier activities to establish through the resource consent process.</li> </ul>	<ul style="list-style-type: none"> <li>• Acknowledges the importance of evening entertainment activities for creating a vibrant and viable town centre.</li> <li>• Provides a greater degree of certainty for emitters.</li> <li>• May result in fewer resource consent applications to exceed noise limits.</li> <li>• Resource consent process would still apply for developments that fail to comply with performance standards.</li> <li>• Activities would still need to demonstrate that they comply with the prescribed limits.</li> </ul>	<ul style="list-style-type: none"> <li>• Signals that the lower Ardmore Street area is the most appropriate location for noisier evening activities.</li> <li>• Located away from existing Residential-zoned areas, thereby seeking to draw noisier evening activities to lower Ardmore Street.</li> <li>• Reduced likelihood of noise complaints from residential and visitor accommodation premises in the town centre due to acoustic treatment requirements.</li> <li>• Resource consent process would still continue to be an avenue for noisier activities seeking to locate in other town centre locations, to be assessed on a case-by-case basis.</li> </ul>
<b>Ranking</b>	<b>2</b>	<b>3</b>	<b>1</b>

Issue 4: Flood Risk

Option 1 (**Recommended**): Retain the operative provisions, review the relevant policies

Option 2: Disallow buildings in areas of known flood risk

Option 3: Remove provisions that pertain to flooding

	<b>Option 1: Status quo/ No change to rules, review the relevant policies</b>	<b>Option 2: Prohibit buildings in areas of known flood risk</b>	<b>Option 3: Remove provisions that pertain to flooding</b>
<b>Costs</b>	<ul style="list-style-type: none"> <li>• Compliance costs to achieve required level of protection/RL height.</li> <li>• Can result in uneven footpath heights due requirement for buildings to achieve specified RL heights, which may affect pedestrian access and integration with the public realm.</li> </ul>	<ul style="list-style-type: none"> <li>• Inconsistent with the Joint Flood Mitigation Strategy 2006, which states a clear direction to <i>manage</i> flood risk. This is currently being effectively achieved through existing controls over the RL heights of buildings, coupled with non-regulatory measures.</li> <li>• Would adversely affect town centre vitality and viability.</li> </ul>	<ul style="list-style-type: none"> <li>• Fails to acknowledge known flood risk</li> <li>• Inconsistent with purpose of the Act</li> <li>• Inconsistent with the Joint Flood Mitigation Strategy 2006</li> </ul>

<b>Benefits</b>	<ul style="list-style-type: none"> <li>• Maintains the established approach which parties are familiar with.</li> <li>• Low cost for Council</li> <li>• Continuation of the level of protection agreed to with ORC and consistent with the 2006 Joint Flood Mitigation Strategy</li> <li>• Mixture of regulatory and non-regulatory responses consistent with Strategy</li> <li>• Highlights the known flood risk to landowners and the community.</li> <li>• The Wanaka Town Centre Guideline provides advice as to how footpath heights can be designed, including the consideration of raised promenades on public land for larger developments.</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Removes all risk of new buildings being exposed to known flood risk.</li> </ul>	<ul style="list-style-type: none"> <li>• Removes compliance costs for new developments in the areas subject to known risk.</li> </ul>
<b>Ranking</b>	<b>1</b>	<b>2</b>	<b>3</b>

## 5. Scale and Significance Evaluation

The level of detailed analysis undertaken for the evaluation of the proposed objectives and provisions has been determined by an assessment of the scale and significance of the implementation of the proposed provisions in the Town Centres chapter. In making this assessment, regard has been had to the following, namely whether the objectives and provisions:

- Result in a significant variance from the existing baseline.
- Have effects on matters of national importance.
- Adversely affect those with specific interests, e.g., Tangata Whenua.
- Involve effects that have been considered implicitly or explicitly by higher order documents.
- Impose increased costs or restrictions on individuals, communities or businesses.

## 6. Evaluation of proposed Objectives Section 32 (1) (a)

Enabling Wanaka town centre to be a vibrant hub that offers a range of activities is crucial to its economic viability, and significantly contributes to the overall resilience of the community it serves. Equally, applying appropriate limits on town centre activities enables appropriate levels of amenity to be achieved both within the town centre and in nearby Residential-zoned properties.

The following objectives serve to address the key town centre issues:

<i>Proposed Objective</i>	<i>Appropriateness</i>
<p><b>Objective 13.2.1</b>  <b>Wanaka town centre remains the principal focus for commercial, administrative, cultural, entertainment and visitor activities in the Upper Clutha area</b></p>	<p>Acknowledges the strategic importance of the Wanaka town centre, and specifies the broad functions it serves to residents and visitors. Seeks to optimise the centre's potential by enabling a range of activities to occur.</p> <p>Enables people and communities to provide for their social and economic wellbeing (s5(2) RMA) by seeking to consolidate and strengthen the function of this key centre.</p> <p>Ensures that Wanaka sits alongside Queenstown as one of the two main hubs for the District, and additionally provides a strong basis for critically assessing potential plan changes that may have an adverse impact on the function of the centre.</p> <p>Consistent with Objectives 3.2.1.1 to 3.2.1.3 (incl.), 3.2.2.1, 3.2.3.1, 3.2.5.3, 3.2.6.2, 3.2.6.3, of the Strategic Directions chapter.</p> <p>Gives effect to RPS objectives 9.4.1. 9.4.2.</p> <p>Gives effect to RPS policies 9.5.2, 9.5.4, 9.5.5</p>
<p><b>Objective 13.2.2</b>  <b>Wanaka is a compact, convenient and attractive town centre that has opportunities for controlled expansion and intensification</b></p>	<p>Sets a broad expectation that the town centre maintains a compact form with further development opportunities enabled in a controlled manner, guided by the Plan. Sets a stronger framework to address the creep of town centre activities into adjoining residential-zoned land.</p>

<b><i>Proposed Objective</i></b>	<b><i>Appropriateness</i></b>
	<p>Promotes a compact and consolidated town centre form by limiting opportunities for further expansion.</p> <p>Reinforces the importance of the appearance of the town centre for the enjoyment of residents, and as a destination for visitors. In concert with Objective 4, below, sets a framework for encouraging high quality urban design outcomes, with emphasis on the interactions between buildings and the public realm.</p> <p>Gives effect to s7c RMA (the maintenance and enhancement of amenity values) and s7f RMA (maintenance and enhancement of the quality of the environment).</p> <p>Consistent with Objectives 3.2.1.1 to 3.2.1.3 (incl.), 3.2.2.1, 3.2.3.1, 3.2.6.3 of the Strategic Directions chapter.</p> <p>Gives effect to RPS objectives 9.4.1, 9.4.2, 9.4.3</p> <p>Gives effect to RPS policies 9.5.1, 9.5.2, 9.5.3, 9.5.4, 9.5.5</p>
<p><b>Objective 13.2.3</b>  <b>Wanaka town centre retains a low scale built form that maintains a human scale</b></p>	<p>Specifically acknowledges the importance of managing building heights in order to encourage a scale of development that is commensurate with the town's character. Acknowledges that appropriate building heights play an important role in influencing the centre's character.</p> <p>Development at a 'human scale' means buildings do not overpower public streets and spaces. Development is typically low-rise, and designed so that buildings do not appear as large, bulky forms.</p> <p>Enables provision for slightly higher building heights in targeted locations where increased heights will not have significant adverse impacts. Increased heights in these locations enable more opportunity for development within the constraints of the existing Zone extent, thereby enabling consolidation of development, and may have a positive impact on the economic viability of new developments in an area that has high land values.</p> <p>Consistent with Objectives 3.2.3.1 and 3.2.3.2 of the Strategic Directions chapter.</p> <p>Gives effect to RPS objectives 9.4.1 and 9.4.3.</p> <p>Gives effect to RPS policies 9.5.2, 9.5.4 and 9.5.5.</p>
<p><b>Objective 13.2.4</b>  <b>New development achieves high quality urban</b></p>	<p>This objective acknowledges the importance of</p>

<b><i>Proposed Objective</i></b>	<b><i>Appropriateness</i></b>
<p><b>design outcomes that responds to the town's built character and sense of place</b></p>	<p>achieving high quality outcomes when providing for new development.</p> <p>The town centre is a space that, in particular, needs to invite people in and help people navigate their way around. As such, urban design plays an important role in incorporating new development into the existing townscape in terms both of the physical appearance of buildings, and how effectively they integrate with public streets and spaces.</p> <p>Sets a framework for referencing the Town Centre Character Guidelines, which promote creative solutions to providing high quality urban design, rather than over-reliance on prescriptive standards.</p> <p>Gives effect to s7c RMA (the maintenance and enhancement of amenity values) and s7f RMA (maintenance and enhancement of the quality of the environment).</p> <p>Consistent with Objectives 3.2.1.1 to 3.2.1.3 (incl.), 3.2.2.1, 3.2.3.1, 3.2.6.3 of the Strategic Directions chapter.</p> <p>Gives effect to RPS objectives 9.4.1, 9.4.2 and 9.4.3.</p> <p>Gives effect to RPS policies 9.5.2, 9.5.4 and 9.5.5.</p>
<p><b>Objective 13.2.5</b>  <b>Appropriate limits are placed on town centre activities to minimise adverse environmental effects received both within and beyond the town centre</b></p>	<p>The Town Centre Zone enables a broad range of activities, encouraging diversity and vibrancy, which ultimately seeks to support the robustness of the town's economy. Providing for mixed use development increases the diversity of housing options enabled in the District, and makes a positive contribution to the District's economy. Enabling people to live in the Town Centre also makes a positive contribution to the centre's vibrancy and safety.</p> <p>However, the mix of uses provided for includes activities which have sensitive noise environments. Nearby Residential-zoned properties also expect appropriate levels of amenity.</p> <p>This objective acknowledges that appropriate limits must be placed on the environmental effects generated by town centre activities to enable a mix of uses to occur without any one use being inappropriately compromised by the effects of another. This, in particular, sets a framework for noise issues to be addressed through specifying noise limits, encouraging noisy activities to establish in areas located furthest from residential-zoned properties, and requiring acoustic treatments where appropriate.</p>

<b><i>Proposed Objective</i></b>	<b><i>Appropriateness</i></b>
	<p>This objective also enables activities that are inappropriate for the town centre to be encouraged to establish elsewhere in the district.</p> <p>Consistent with Objective 3.2.3.1 of the Strategic Directions chapter.</p> <p>Gives effect to RPS objectives 9.4.1 and 9.4.3.</p> <p>Gives effect to RPS policies 9.5.4 and 9.5.5.</p>
<p><b>Objective 13.2.6</b>  <b>Pedestrian, cycle and vehicle linkages are safe and convenient, enabling people to easily negotiate their way through and around the town centre</b></p>	<p>Acknowledges the important role that public streets and spaces play in creating an attractive and easily navigable town centre. Wanaka town centre is flat and easily accessible on foot, however currently most people visiting the centre will arrive in a vehicle. A balance must be struck between providing convenience for vehicles, and levels of safety expected by pedestrians.</p> <p>These issues are able to be addressed both through the Plan and the implementation of other non-statutory methods.</p> <p>Consistent with Objective 3.2.3.1 of the Strategic Directions chapter.</p> <p>Gives effect to RPS objectives 9.4.1, 9.4.2 and 9.4.3.</p> <p>Gives effect to RPS policies 9.5.2, 9.5.3, 9.5.4 and 9.5.5.</p>

The above objectives are considered to be the most appropriate methods of achieving the purpose of the Act, as they identify and give direction as to the how the specific issues that pertain to the Wanaka town centre are addressed.

## **7. Evaluation of the proposed provisions Section 32 (1) (b)**

The below table considers whether the proposed provisions are the most appropriate way to achieve the relevant objectives. In doing so, it considers the costs and benefits of the proposed provisions and whether they are effective and efficient. The proposed provisions are grouped by issue for the purposes of this evaluation.

(See also Table detailing broad options considered in Section 4, above)

<b><u>Issue 1: Development capacity and opportunities for expansion</u></b>			
<b>Objective 13.2.1: Wanaka town centre remains the principal focus for commercial, administrative, cultural, entertainment and visitor activities in the Upper Clutha area</b>			
<b>Objective 13.2.2: Wanaka is a compact, convenient and attractive town centre that has opportunities for controlled expansion and intensification</b>			
<b>Objective 13.2.3: Wanaka town centre retains a low scale built form that maintains a human scale</b>			
Summary of proposed provisions that give effect to these objectives:			
<ul style="list-style-type: none"> <li>• Opportunities for expansion enabled through the addition of the Town Centre Transition Overlay across residential-zoned properties depicted on Planning Maps. These properties are located on Russell Street and the southern side of Brownston Street, where it adjoins the Town Centre Zone</li> <li>• Additional capacity provided in the Wanaka Height Precinct</li> <li>• Remove site coverage rule (currently permitted up to 80% coverage) to enable 100% site coverage by buildings where appropriate</li> <li>• Stronger policies addressing building heights by encouraging taller buildings to establish in the Height Precinct, whilst discouraging significant height breaches</li> </ul>			
<b><i>Proposed provisions</i></b>	<b><i>Costs</i></b>	<b><i>Benefits</i></b>	<b><i>Effectiveness &amp; Efficiency</i></b>
<b>Policies:</b> <b>13.2.1.1</b> <b>13.2.2.1 to 13.2.2.3 (inclusive)</b> <b>13.2.3.1</b> <b>13.2.3.2</b> <b>Rules:</b>	<b><i>Environmental</i></b> Increasing building heights may result in adverse effect, such as increased shading and blocking views.  The Transitional Town Centre overlay will formalise the existing creep of town centre activities into residential areas located adjacent to the Town Centre Zone. Residents within these areas may prefer that town centre activities remain within the bounds of the existing Town Centre Zone due to any adverse effects on residential amenity values that may result.	<b><i>Environmental</i></b> Ensures that the town centre maintains a compact form, with limited expansion in defined areas adjoining the Town Centre Zone that form a logical extension of the centre.  Enabling higher building heights in targeted areas signals appropriate locations for taller buildings. Retaining existing controlled activity status for all new buildings enables appropriate design elements to be considered.	The proposed provisions would see the introduction of the Town Centre Transition Overlay which would enable the continuation of residential activities (as the land would continue to be zoned for residential uses), whilst enabling town centre activities to establish. The location of the transition overlay forms a logical extension of the existing town centre. This is considered to be an efficient and effective method of enabling further capacity through incremental change at the fringes of the town centre, which formalises the existing creep of town centre

<p>13.5.1</p> <p>13.5.8</p> <p>13.5.9</p>	<p><b>Economic</b> Enabling additional development opportunities to the town centre may result in land supply exceeding demand, which may have a negative impact on property values. However, this may be offset by the proposal to enable greater site coverage and increased building heights.</p> <p><b>Social &amp; Cultural</b> Enabling further capacity in the town centre may result in greater effects from town centre activities (such as noise) received within and beyond the Town Centre Zone. This may adversely affect some people's enjoyment of the town centre and its immediate surrounds.</p>	<p>Removing the site coverage rule encourages 'cheek-by-jowl' development, which further enables buildings to address the street and increase the development potential of town centre sites, where appropriate. The restricted discretionary activity status for all new buildings will enable design responses to integrate new development with existing.</p> <p>Stronger policies addressing heights sends a clear signal that breaches will only be considered favourably if high quality design outcomes are achieved. Encourages development of a scale that complements the town's character and amenity values.</p> <p>Greater site coverage and higher building heights enables more efficient landuse in a zone where there is an existing expectation for high density development.</p> <p><b>Economic</b> Enables additional development opportunities for town centre activities in a controlled manner, which enables growth to occur.</p> <p>Enables efficient use of existing infrastructure network.</p> <p>Further confirms Wanaka's position as one of the two main hubs of the District.</p> <p>Increasing capacity enables opportunities for further diversity of town centre activities, which provides opportunities to increase Wanaka's economic base and enable further job growth.</p> <p><b>Social &amp; Cultural</b> Enabling increased capacity in the town</p>	<p>activities into these locations.</p> <p>Controls that aim to maintain appropriate standards of amenity for residential properties in the transition overlay are an effective and efficient method of enabling existing residential activities to continue.</p> <p>Providing higher building heights in specified locations is considered to be an effective and efficient method of enabling further capacity within the bounds of the existing Town Centre Zone. Buildings would still require restricted discretionary resource consent, which enables matters such as shading and view-shafts to be considered on a development-specific basis.</p>
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		<p>centre encourages the establishment of a greater number of activities, which in turn adds to the vibrancy of the centre.</p> <p>Increased building heights may encourage more residential activities to establish in the town centre, further contributing to the town's vibrancy.</p> <p>Maintaining a compact form ensures that the town centre continues to be easily navigated on foot.</p>	
<p><b>Alternative options considered less appropriate to achieve the relevant objectives and policies:</b></p>			
<p><i>Option 1: Extend the proposed Town Centre Transition overlay further into the Residential zones adjoining the town centre</i></p>	<ul style="list-style-type: none"> <li>• <i>The proposed extent of the overlay forms a logical extension of town centre activities, taking into account the existing creep of businesses into this area, and the topography of Chalmers Street</i></li> <li>• <i>Adding a larger overlay area may undermine the integrity of the Town Centre Zone, which promotes a compact built form that is easily navigable on foot, and has a layout that is legible for visitors</i></li> <li>• <i>There is not evidence that significant expansion of the town centre is necessary</i></li> </ul>		
<p><i>Option 2: Retain the operative site coverage rule</i></p>	<ul style="list-style-type: none"> <li>• <i>80% site coverage does not promote the density of development expected in a town centre built environment</i></li> <li>• <i>Recent resource consents granted for new buildings in the town centre have enabled site coverage well in excess of the 80% coverage rule</i></li> <li>• <i>The Guideline provides advice as to achieving high quality urban design outcomes that can be applied on a site-specific basis, which provides greater flexibility when considering factors such as coverage.</i></li> </ul>		

**Issue 2: The appropriate height, bulk and location of buildings; quality urban design and built form**

- Objective 13.2.1:** Wanaka town centre remains the principal focus for commercial, administrative, cultural, entertainment and visitor activities in the Upper Clutha area
- Objective 13.2.3:** Wanaka town centre retains a low scale built form that maintains a human scale
- Objective 13.2.4:** New development achieves high quality urban design outcomes that respond to the town's built character and sense of place
- Objective 13.2.6:** Pedestrian, cycle and vehicle linkages are safe and convenient, enabling people to easily negotiate their way through and around the town centre

Summary of proposed provisions that give effect to these objectives:

- Stronger policies that set clear expectations as to the quality of design of new buildings and how they interact with the public realm
- Stronger policies addressing appropriate building heights
- More targeted policies for the design of public spaces, including acknowledging CPTED principles
- Cultural heritage celebrated through the design of public spaces, where appropriate
- Restricted discretionary activity status for new buildings (with limits on notification) and reference the Wanaka Town Centre Guideline 2011 in the matters of discretion
- Remove existing rules that dictate façade height and setbacks from open spaces
- Decrease the prescribed setback for sites adjoining a residential zone from 4.5m to 3m
- Continue to apply the following operative rules: height recession planes at the interface with residential-zone properties, requirements for buildings to be built up to the street boundary, and controls on verandas

<b>Proposed provisions</b>	<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<p><b>Policies:</b></p> <p><b>13.2.1.1</b></p> <p><b>13.2.2.4</b></p> <p><b>13.2.3.1</b></p> <p><b>13.2.3.2</b></p> <p><b>13.2.4.1 to 13.2.4.6 (inclusive)</b></p> <p><b>13.2.6.1 to 13.2.6.4 (inclusive)</b></p> <p><b>Rules:</b></p> <p><b>13.4.2</b></p> <p><b>13.4.4</b></p> <p><b>13.5.1</b></p> <p><b>13.5.5</b></p> <p><b>13.5.6</b></p> <p><b>13.5.8</b></p> <p><b>13.5.9</b></p>	<p><b>Environmental</b></p> <p>Removing the current setback from open spaces increases the developable area for some sites, but may adversely affect amenity values. This should, however be overcome by applying the Guideline, which considers the interface with the public realm.</p> <p>Relaxing the current setback of buildings adjoining a residential zone from 3m to 4.5m will result in buildings, particularly in the proposed Town Centre Transition overlay, being closer to the boundary than they are able to be currently. These effects will, however, be limited as the operative height control planes and the relevant residential noise limits will continue to apply.</p> <p><b>Economic</b></p> <p>Requiring developments to achieve high quality urban design outcomes may be more costly than achieving a lower design threshold.</p> <p>Some developers may prefer keeping existing performance standards, rather than referencing the Guideline, as standards may provide greater certainty.</p> <p>Strong policies regarding appropriate building heights limits the development-potential of sites.</p> <p><b>Social &amp; Cultural</b></p>	<p><b>Environmental</b></p> <p>Providing a restricted discretionary activity status for buildings and referencing the Guideline in the matters of discretion will enable the Guideline to have greater influence over new developments. This sets an expectation that high quality urban design outcomes should be achieved, which leads to positive environmental outcomes.</p> <p>Amending the operative standards that guide the bulk, location and design of buildings, which came into effect prior to the drafting the Guideline, enables some of the standards to be amended or removed. This enables a shift away from one-size-fits-all rules, to a more site-specific approach to achieving high quality design. This approach encourages diversity and creativity in design responses, within the framework of the Guideline.</p> <p>Stronger policy framework enables proposals that result in poor quality design outcomes and fail to align with the policy framework to be declined.</p> <p>The Guideline encourages building design that references the existing character of the town centre, maintaining Wanaka's unique style and celebrating the town's spectacular setting.</p> <p>More targeted policies for public spaces enable better guidance for regulatory and non-regulatory methods of creating a well-designed public realm.</p>	<p>The proposed provisions are effective and efficient as they result in the removal of a number of existing performance standards that are no longer required due to the introduction of the Guideline in 2011.</p> <p>The proposed provisions enable high quality urban design outcomes to be achieved, with Wanaka-specific guidance imparted through the Guideline. This is considered to be an effective and efficient method of encouraging the town centre to develop in a manner consistent with the outcomes sought by the relevant objectives.</p>

	<p>High quality urban design outcomes seek to increase peoples' enjoyment of the town centre which may result in greater effects from town centre activities (such as noise) received within and beyond the Town Centre Zone. This may adversely affect some people's enjoyment of the town centre and its immediate surrounds.</p>	<p>Maintaining the current requirement for buildings to be built up to the street boundary, and removing the site coverage rule further ensures that new buildings address the street, providing a consistent streetscene.</p> <p><b>Economic</b></p> <p>Overall, it is expected that enabling high quality urban design will have economic benefits insofar as it confirms Wanaka's presence alongside Queenstown as a main hub for the district, with its own unique character.</p> <p>Giving the Guideline statutory weight provides more certainty as to the expected standard of development, and provides detailed guidance that is specific to the Wanaka setting.</p> <p>Providing the restricted discretionary activity status for new buildings with limits on notification provides certainty to applicants, as it generally avoids risk of appeal.</p> <p>Removing the requirement for buildings to be set back 4.5m from public spaces will enable sites adjoining reserves to be more densely developed, subject to compliance with the relevant limits of discretion.</p> <p>Reducing the setback requirement for sites adjoining residential-zoned properties from 4.5m to 3m will enable greater development opportunities. Height recession planes will continue to apply, guiding the height and location of buildings.</p> <p><b>Social &amp; Cultural</b></p>	
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		<p>The proposed policy direction acknowledges that the town centre is for the enjoyment of residents and visitors. Encouraging high quality urban design outcomes acknowledges the important relationship between buildings and public streets and spaces assists with enhancing pedestrian amenity.</p> <p>Strengthened policies acknowledge CPTED principles and enable the town centre to be safer and more pedestrian-friendly.</p> <p>Policy direction to predominantly provide off-street parking at the periphery of the town centre serves to limit the impact of vehicles, particularly during periods of peak visitor numbers. Encourages people to explore the town on foot, further enhancing visitors' experience and adding to the town's vibrancy.</p> <p>Inclusion of a policy acknowledging and celebrating Wanaka's cultural heritage in the design of public spaces adds to the cultural richness of visitors' experiences.</p>	
<p><b>Alternative options considered less appropriate to achieve the relevant objectives and policies:</b></p>			
<p><i>Option 1: Rework the Guideline into a set of performance standards, and list buildings as permitted activities, subject to compliance with the standards</i></p>	<ul style="list-style-type: none"> <li>• <i>May provide greater certainty to developers, however it would be difficult to distil the guideline into a set of measurable and enforceable standards</i></li> <li>• <i>May not encourage the diversity of design that can be achieved through the Guideline in its current form</i></li> </ul>		
<p><i>Option 2: Remove limits on heights and rely on the Guideline to achieve high quality urban design outcomes</i></p>	<ul style="list-style-type: none"> <li>• <i>Would provide greater flexibility and may result in greater diversity of building heights, adding interest to the current town-scape, however may compromise the overall integrity of the town's existing low scale built form</i></li> <li>• <i>Would not sufficiently acknowledge the importance of maintaining a low scale of built development and would not provide the certainty that the proposed height rules offer</i></li> <li>• <i>Would not enable higher heights to be considered in targeted areas, as proposed by the inclusion of the Four Storey Precinct</i></li> </ul>		

**Issue 3: Managing adverse environmental effects from town centre activities**

**Objective 13.2.1:** Wanaka town centre remains the principal focus for commercial, administrative, cultural, entertainment and visitor activities in the Upper Clutha area

**Objective 13.2.5:** Appropriate limits are placed on town centre activities to minimise adverse environmental effects received both within and beyond the town centre

Summary of proposed provisions that give effect to these objectives:

- Evening noise limits increased slightly to acknowledge the importance of a vibrant night-life
- Introduction of an Entertainment Precinct in lower Ardmore Street which has higher noise limits for music and voices
- Introduction of a requirement for all critical listening environments (targeted at residential and visitor accommodation) in the Town Centre Zone to comply with acoustic insulation standards
- In the Town Centre Transition overlay the relevant residential noise limits continue to apply
- Policy discouraging activities causing inappropriate effects from establishing, including industrial activities, and rule prohibiting certain activities
- Current rule addressing effects of lighting glare to be retained, with new policy
- Continue enabling a range of activities to establish in the town centre

<b><i>Proposed provisions</i></b>	<b><i>Costs</i></b>	<b><i>Benefits</i></b>	<b><i>Effectiveness &amp; Efficiency</i></b>
<p><b><u>Policies:</u></b></p> <p><b>13.2.1.2</b></p> <p><b>13.2.1.3</b></p> <p><b>13.2.5.1 to 13.2.5.6 (inclusive)</b></p> <p><b>13.2.5.8</b></p> <p><b><u>Rules:</u></b></p> <p><b>13.4.7 to 13.4.11</b></p>	<p><b><i>Environmental</i></b></p> <p>Higher noise limits may impact on the amenity of nearby residential properties, however noise would still be required to comply with the relevant residential limits when received in Residential-zoned properties.</p> <p>Town centre activities establishing in the transition overlay area may cause noise effects that are received in nearby residential properties, however applying the relevant residential noise limits in the transition area will deter noisy activities from establishing. The resource consent process and enforcement actions would still be used to</p>	<p><b><i>Environmental</i></b></p> <p>Raising the evening noise limit and providing higher limits within the proposed Entertainment Precinct enhances the vibrant night-time atmosphere. Also acknowledges the important contribution that evening activities and entertainment, such as bars and restaurants, make to the vibrancy of the town centre.</p> <p>The proposed Entertainment Precinct is located away from nearby Residential-zoned properties in order to limit the effects of higher evening noise generated from sites within the precinct.</p>	<p>The proposed provisions that set appropriate noise limits and require acoustic treatment for sensitive listening environments are effective and efficient in achieving the relevant objectives as they enable the town centre to accommodate a mix of uses and address potential reverse sensitivity issues.</p> <p>The operative standard that addresses the effects of glare is considered to be effective and efficient with the inclusion of a policy specifically addressing this issue.</p> <p>The proposed provisions effectively and efficiently contribute to achieving Objective</p>

<p><b>(inclusive)</b></p> <p><b>13.5.7</b></p> <p><b>13.5.10</b></p> <p><b>13.5.11</b></p>	<p>address noise in these areas.</p> <p><b>Economic</b> If the higher noise limits result in reduced levels of amenity for nearby residential-zoned properties, then property values may be adversely affected.</p> <p>Cost of complying with noise and insulation standards.</p> <p>Cost of complying with insulation standards may serve as a barrier for the establishment of new residential and visitor accommodation activities in the town centre.</p> <p><b>Social &amp; Cultural</b> Greater noise effects generated from within the Entertainment Precinct may affect peoples' enjoyment of the part of the lake-frontage located immediately adjacent to the town centre in the evening.</p> <p>Encouraging night-time activities may potentially worsen existing social issues associated with late night drinking.</p>	<p>Will ensure that new residential and visitor accommodation activities in the town centre are appropriately insulated against noise and are ventilated so occupants can enjoy an acceptable level of residential amenity. The expected noise levels received are within the WHO and other recognised guidelines.</p> <p>Town centre activities establishing within the proposed transition overlay will still be required to comply with the relevant residential limits. This will deter noisy activities from establishing in these locations and serves to maintain an expected levels of amenity for nearby Residential-zoned properties.</p> <p>Prohibiting completely inappropriate activities (i.e. factory farming, mining, forestry and airports) ensures such activities will not occur in the town centre. It ensures that consent for such activities will not be applied for, which provides a high degree of certainty and efficiency. As no application can be made it is unnecessary to include objectives and policies addressing these activities, which further contributes to the efficiency of the proposed provisions.</p> <p>Placing controls around acceptable levels of glare limits the adverse impacts of lighting in the town centre.</p> <p><b>Economic</b> Overall, it is expected that the provisions will increase opportunities for economic growth and employment within the town centre through creating greater certainty that evening entertainment activities are able to</p>	<p>13.2.1 by enabling a range of activities to occur in the town centre, and discouraging the establishment of activities that cause inappropriate adverse effects.</p>
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		<p>comply (within reasonable limits).</p> <p>Higher evening noise limits enables greater ability for premises that generate evening noise effects to comply with Plan standards – thereby reducing risk of failing to comply. Also acknowledges the important contribution these premises make to the town’s economy.</p> <p>Higher evening noise limits in the Entertainment Precinct acknowledges that it is acceptable for noise from voices and music to occur, within appropriate limits. Signals that this is an appropriate location for these types of activities, thereby guiding the appropriate location for their establishment.</p> <p><b>Social &amp; Cultural</b> The revised noise limits acknowledge the importance of evening entertainment options for residents and visitors alike.</p> <p>Acoustic treatment for sensitive listening environments ensures that occupants can enjoy appropriate levels of amenity.</p>	
<p><b>Alternative options considered less appropriate to achieve the relevant objectives and policies:</b></p>			
<p><i>Option 1: Prevent new residential and visitor accommodation activities from establishing in the CBD, in conjunction with increasing the noise limit further</i></p>	<ul style="list-style-type: none"> <li>• <i>Fails to achieve the relevant objectives seeking to promote the establishment of a range of activities within the town centre</i></li> <li>• <i>Would not be consistent with promoting a vibrant town centre</i></li> <li>• <i>Would not have the same benefits for achieving CPTED principles that a mixed use centre would achieve</i></li> </ul>		
<p><i>Option 2: Remove noise limits from the Plan and instead rely on the ability to issue an Excessive Noise Direction under the RMA</i></p>	<ul style="list-style-type: none"> <li>• <i>Inefficient method of administering noise standards</i></li> <li>• <i>Lacks certainty for premises likely to emit noise and nearby Residential-zoned properties that may receive noise effects</i></li> <li>• <i>Increased costs associated for noise emitters and enforcement costs to Council</i></li> </ul>		



<p><i>Option 3: Increase noise limits to 65dB over the whole town centre, along with the other amendments to provisions as proposed</i></p>	<ul style="list-style-type: none"> <li>• Whilst this option may still achieve the relevant objectives, it would likely fail to achieve appropriate levels of residential amenity</li> <li>• It is efficient from a resource consent perspective, as fewer operators would need to apply for resource consent, however it would likely result in a greater number of noise-related complaints, particularly from the occupants of nearby residential-zoned properties.</li> <li>• It fails to guide noisy activities to locations (such as the proposed Entertainment Precinct) that are located a sufficient distance from Residential-zoned properties to successfully comply with the residential limits applied in the nearby Residential zones.</li> </ul>
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**Issue 4: Flood risk**

**Objective 13.2.5: Appropriate limits are placed on town centre activities to minimise adverse environmental effects received both within and beyond the town centre**

Summary of proposed provisions that give effect to these objectives:

- Provide a policy that acknowledges the known flood risk and requires appropriate measures to manage the risk
- Maintain the existing rule that requires structures greater than 20m<sup>2</sup> to comply with a minimum ground floor level standard

<b>Proposed provisions</b>	<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<p><b>Policy:</b> 13.2.5.7</p> <p><b>Rule:</b> 13.4.4</p>	<p><b>Environmental</b> Requiring new buildings to comply with the requirement to be raised above the specified RL height can result in uneven footpath heights. This may interrupt the flow of pedestrians to and from buildings, and result in inconsistencies in the integration of buildings with the wider streetscape.</p> <p>There remains a risk that, even if buildings comply with the specified RL height, they may still be inundated in an extreme flood event.</p> <p><b>Economic</b> Cost of raising building levels above the specified RL height when designing new</p>	<p><b>Environmental</b> The town centre continues to develop in a logical manner consistent with the established pattern of development in the areas of known flood risk.</p> <p>High levels of amenity afforded by the lake-front and views can continue being enjoyed from premises within the areas of known flood risk.</p> <p>Avoids the need for structural flood protection works, that would likely require modifications to the lake-front, which currently benefits from an open aspect that is relatively free of structures.</p> <p><b>Economic</b></p>	<p>The proposed provisions are effective and efficient as they acknowledge the importance of managing the effects of known flood risk whilst enabling appropriate development to occur. The provisions acknowledge the importance of enabling development in the town centre, particularly areas located near the lake.</p> <p>Providing a mixture of regulatory and non-regulatory methods enables information regarding the flood risk to be disseminated to the occupants of buildings within the area of known risk, rather than relying solely on the information imparted through the Plan. This pro-active approach to managing flood risk is consistent with the Joint Flood Mitigation</p>

	<p>buildings.</p> <p>Costs to Council associated with implementing non-regulatory measures to manage the risks of flooding e.g. costs associated with monitoring lake levels.</p> <p>Costs of remedial work required in the event that a building is inundated by flooding.</p> <p><b>Social &amp; Cultural</b>  Enabling buildings to be erected in areas of known risk of flooding still results in risk to occupants of, and visitors to, those buildings.</p> <p>Any major flood event would have inevitable social costs.</p>	<p>The proposed provisions and other non-regulatory methods are aimed to ensure that many of the economic costs caused by flooding are avoided. These would include lost revenue from temporary or permanent closures, stock losses and refurbishment costs.</p> <p>Enables new development to continue to occur, particularly along the lower Ardmore Street lake-frontage, which enjoys high levels of amenity due to its location and views. Acknowledges the importance of enabling development in the town centre, to ensure its continuing vibrancy and economic viability.</p> <p>A continuation of the status quo enables the existing Joint Flood Mitigation Strategy to be applied, eliminating any potential costs to QLDC and/or ORC involved with devising a new strategy.</p> <p>A continuation of the status quo avoids the need for construction of structural flood protection works, which would have associated financial costs to ratepayers.</p> <p><b>Social &amp; Cultural</b>  Continues to enable a diverse range of development opportunities and activities to occur in the areas of known flood risk. This enables people to continue to have positive social and cultural experiences in these areas.</p> <p>Non-regulatory methods such as the monitoring of lake levels enables advance warning of floods, thereby reducing the risk of harm during a flood event.</p>	<p>Strategy.</p>
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**Alternative options considered less appropriate to achieve the relevant objectives and policies:**

*Option 1: Remove the provisions addressing flood risk and leave it to landowners to manage the risk*

- *This option would not proactively address the issue of flooding and the effects it may have on town centre buildings and activities*
- *Does not sufficiently recognise the importance of the town centre to the district's economy, as it does not put in place measures to limit the effects on buildings in flood-prone locations, which thereby limit the economic effects from a flood event*

*Option 2: Increase the prescribed RL height to further avoid risk of inundation*

- *Whilst this would provide further protection against flood effects, it would have increased economic costs that would need to be carefully considered given the scale of risk*
- *Building owners are still able to voluntarily further raise floor levels in the event that the risk is unacceptable to them, provided that high quality urban design outcomes can still be achieved*

**Miscellaneous**

**Objective 13.2.1:** Wanaka town centre remains the principal focus for commercial, administrative, cultural, entertainment and visitor activities in the Upper Clutha area

**Objective 13.2.4 :** New development achieves high quality urban design outcomes that respond to the town’s built character and sense of place

**Objective 13.2.5 :** Appropriate limits are placed on town centre activities to minimise adverse environmental effects received both within and beyond the town centre

Summary of proposed miscellaneous provisions that give effect to these objectives:

- Visitor accommodation remains a controlled activity
- Premises licenced for the sale of liquor are updated and remain a restricted discretionary activity
- Screening of storage areas still required
- Service lane provisions remain
- Retain requirement for residential activities to be located above ground floor, and remove controls on residential flats
- Remove controls on ground floor activities on Helwick Street
- Remove requirement for outdoor living spaces to be provided for residential activities

<i><b>Proposed provisions</b></i>	<i><b>Costs</b></i>	<i><b>Benefits</b></i>	<i><b>Effectiveness &amp; Efficiency</b></i>
<b>Policies:</b> <b>13.2.1.1 to 13.2.1.3 (inclusive)</b> <b>13.2.4.6</b> <b>Rules:</b> <b>13.4.4</b> <b>13.4.5</b> <b>13.5.2</b> <b>13.5.3</b>	<p><i><b>Environmental</b></i> None</p> <p><i><b>Economic</b></i> Costs associated with complying with Plan requirements.</p> <p><i><b>Social &amp; Cultural</b></i> None</p>	<p><i><b>Environmental</b></i> These miscellaneous provisions enable the various objectives to be given effect to by maintaining the levels of amenity expected for the town centre environment, and putting appropriate controls around activities that could cause adverse environmental effects, or need specific consideration.</p> <p><i><b>Economic</b></i> These provisions further enable to the town centre to be a vibrant and viable centre by providing for a range of town centre activities, including residential and visitor accommodation.</p>	<p>These provisions are effective and efficient as they give effect to the various objectives by placing appropriate controls on town centre activities, whilst continuing to enable the establishment of a diverse range of activities.</p>

13.5.12		<p><b>Social &amp; Cultural</b>  Address specific social issues, such as regulating premises for the sale of liquor and managing the effects of such premises on other town centre uses, such as visitor accommodation and residential activities.</p>	
<p><b><i>Alternative options considered less appropriate to achieve the relevant objectives and policies:</i></b></p>			
<p><i>Option 1: Not to include the various miscellaneous provisions</i></p>	<ul style="list-style-type: none"> <li>• <i>Would not constitute sustainable management, as this option would not address the issues arising from these activities</i></li> <li>• <i>Would not assist with giving effect to the relevant Plan objectives</i></li> </ul>		

## 8. Efficiency and effectiveness of the provisions

The above provisions are drafted to specifically address the resource management issues identified with the current provisions, and to enhance those provisions that already function well. A number of areas of the existing chapter have been removed to aid the readability of the Plan by keeping the provisions at a minimum, whilst still retaining adequate protection for the resource.

By simplifying the objectives, policies and rules (the provisions), the subject matter becomes easier to understand for users of the Plan both as applicant and processing planner. Removal of technical or confusing wording, also encourages correct use. With easier understanding, the provisions create a more efficient consent process by reducing the number of consents required and by expediting the processing of those consents.

## 9. The risk of not acting

Within the monitoring reports that inform this evaluation, it is noted that the opportunity to rollover many of the existing provisions exists. Alternatively, provisions may be improved by some minor amendments in response to the resource management issues raised. However, neither of these approaches reflect the current changing nature of the RMA with its drive to simplify and streamline. The District Plan is a forward planning mechanism and the opportunity to make bold changes in order to make a more noticeable difference. Not taking the more compact approach to this Chapter and others, will not advance the usefulness of the District Plan in pursuit of its function in the sustainable management of natural and physical resources.

Some of the risks associated with not reviewing the Wanaka Town Centre Zone and proposing amended provisions are that:

- The inefficiencies surrounding the current consenting process/ requirements will continue at considerable cost to the development community and community as a whole;
- The opportunity to formalize/control the existing creep of commercial activities into adjoining residential areas would be missed, resulting in ongoing uncertainty of activities envisaged for the area within the proposed Transition Overlay;
- Opportunities to enhance the built environment and open spaces through better design control; and through public/ private partnerships aimed at improving public spaces in conjunction with private developments could be missed;
- The lack of direction in terms of noise (i.e. through the sensible location and design of bars, restaurants, residential, and visitor accommodation) would not address noise issues;
- Opportunities to intensify the Town Centre may be missed.

The level of certainty and information available to the Council is considered sufficient for it to make a reasonable decision.

## References

- Wanaka Land Demands – Review of the Wanaka Structure Plan (2007) [Link](#)
- Wanaka Town Centre Strategy (2009) [Link](#)
- Wanaka Town Centre Monitoring Report (2010) [Link](#)
- Town Centre Zones Monitoring Report (2012) [Link](#)
- Review of District Plan Business Zones Capacity and Development of Zoning Hierarchy undertaken by McDermott Miller Strategies Limited & Allan Planning & Research Limited (November 2013) [Link](#)

- Peer Review of the McDermott Miller report prepared by McDermott Consultants Ltd (January 2014) [Link](#)
- Growth projections undertaken by Rationale (2014) [Link](#)
- The Joint Flood Mitigation Strategy 'Learning to live with flooding' (2006) [Link](#)
- Wanaka Town Centre Character Guideline (2011) [Link](#)