

Proposed plan change 5: Hanmer Springs design standards

Contents

1	Introduction	2
1.1	Scope and purpose of the report.....	2
1.2	Summary of the plan change	2
2	Background	2
2.1	The plan change area	2
2.2	The design standards	4
3	Overview of issues	6
4	Statutory context & strategic planning documents.....	7
4.1	National statutory requirements	7
4.2	Regional policy and planning documents	9
4.3	Iwi Management Plans.....	10
4.4	Hurunui District Plan	10
5	Consultation and engagement.....	11
5.1	Stakeholder engagement.....	11
5.2	Summary of iwi consultation	12
5.3	Additional research	12
6	Section 32 evaluation.....	13
6.1	Method	13
6.2	Scale and significance	13
6.3	Assessment of objectives.....	13
6.4	Assessment of provisions.....	16
6.5	Assessment of efficiency and effectiveness.....	18
6.6	Cost/benefit assessment for the implementation of the provisions.....	19
6.7	Efficiency and effectiveness assessment of the provisions in achieving the objectives	22
6.8	Risk of acting or not acting.....	24
6.9	Conclusion.....	24

1 Introduction

1.1 Scope and purpose of the report

The Resource Management Act 1991 ('the Act') requires district councils to prepare an evaluation in accordance with section 32 when making amendments to the district plan. The purpose of this report is to record the process behind, and the evaluation undertaken in, preparing proposed plan change 5 ('PC5') to the Hurunui District Plan.

The report examines:

- The extent to which the objectives of the proposal are the most appropriate way to achieve the purpose of the Act; and
- Whether the provisions in the proposal are the most appropriate way to achieve the objectives by:
 - Identifying other reasonably practicable options for achieving the objectives;
 - Assessing the efficiency and effectiveness of the provisions in achieving the objectives; and
 - Summarising the reasons for deciding on provisions.

1.2 Summary of the plan change

This proposed plan change seeks to:

- Create a clear vision of the outcome sought for Hanmer Springs Township and the Hanmer Basin Management Area. A clear vision identifies what the community wants to protect and gives the design standard provisions a clear purpose.
- Review the current design standard provisions to ensure they are as efficient and effective as possible, so they balance maintaining the identified character of Hanmer Springs and the Hanmer Basin Management Area ('the Basin'), while better enabling the built environment.

2 Background

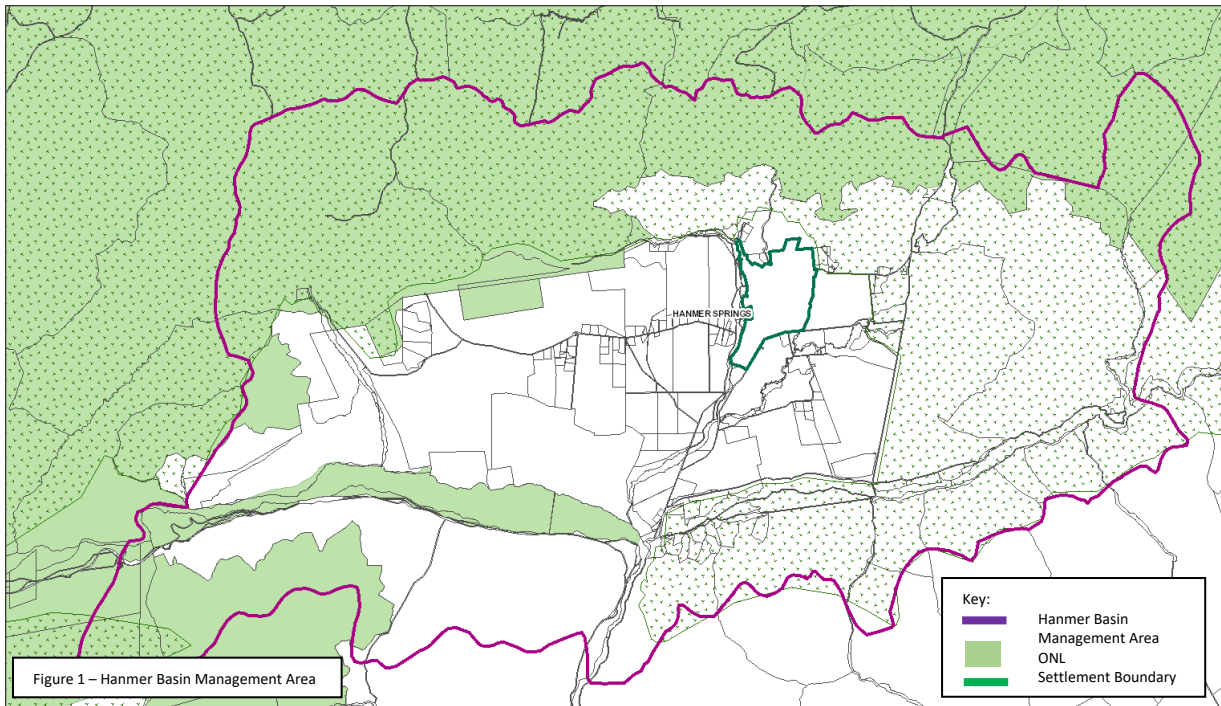
2.1 The plan change area

Hanmer Springs and the Hanmer Basin Management Area

Hanmer Springs is a small alpine village located at the end of State Highway 7A ('SH7A'), approximately a 1 hour 30-minute drive from Christchurch City. Hanmer Springs Township ('the Township') is located within the Hanmer Basin, a generally flat area of land bounded to the south by the Waiau uwha River, to the south and east by the Amuri Range and to the north by the Hanmer Range. The area is within the Ngati Kuri takiwā.

Hanmer Springs is a popular tourism destination, often referred to as an alpine village, or alpine spa village. It is best known for the Thermal Pools and Spa, and the range of walking, hiking and cycling trails to be explored. The other main driver of the local economy is rural production on the flat basin landscape. There is also forestry land to the east and north of the Township.

The planning maps identify the Hanmer Basin as the Hanmer Basin Management Area. This is shown in Figure 1 including the outline of the Hanmer Springs Settlement Area.



The built environment

The Township is bounded to the east by Dog Stream and the combined reserves, Chatterton River to the west and the Hanmer Range to the north. In the centre is the Thermal Pools and Spa complex, the Queen Mary Hospital Heritage Reserve and the Hanmer Springs Golf Club.

Old Town

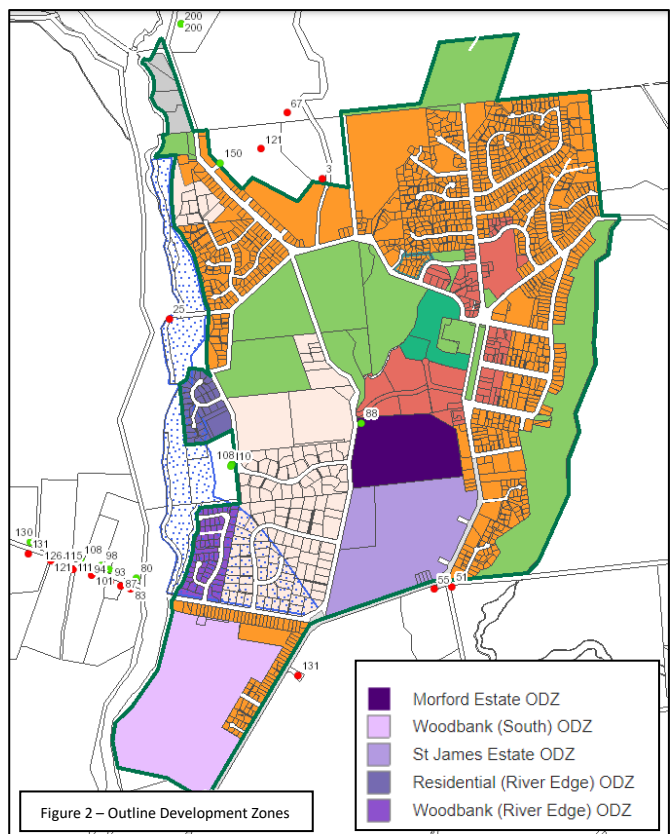
South of Jollies Pass Road and east of Amuri Avenue the buildings have an older character based on the workers cottages and bungalows still in the area that date from the first half of the twentieth century.

Outline Development Zones ('ODZs')

ODZs are areas that have been zoned for development in accordance with an outline development plan, accepted through the plan change process. As can be seen from Figure 2 these are located to the south and west of the Township. The Residential (River Edge) ODZ is well developed; the Residential (River Edge) ODZ has recently had a section 224 certificate granted and lots are on the market. The other ODZs remain undeveloped to date.

Rural area

Parts of the Hanmer Basin Management Area are identified as being within a subdivision management area where a minimum lot size of



20 hectares is applied; elsewhere the general minimum area requirement of 4 hectares is applied as per the rest of the Rural Zone. This preserves a lower density of development within the Hanmer Basin Management Area to help maintain the landscape character of this area.

More intensive development can be seen along Woodbank and Medway Roads (neither are within the subdivision management area).

2.2 The design standards

Purpose

The purpose of the design standards is to maintain the integrity of what makes Hanmer Springs and the wider Basin area special, balanced with the recognised need for Hanmer to develop in order to be a successful and viable township and holiday destination.

“Hanmer Springs has a special character found in few other New Zealand towns. That special character is a combination of the topography, the backdrop of hills, the extensive exotic tree planting in and around the town, the informal and unstructured appearance of the town, the sense of history, the quality and diversity of the design and appearance of many of the buildings, particularly in the older established part of the town, and above all, the way in which most of the buildings blend and harmonise with surroundings...”¹

The design standards were developed in the 1980’s in response to a recognition that if development continued unrestrained this could have detrimental impacts on the special character of Hanmer Springs.

“unfortunately in recent years some of the newer buildings, particularly holiday homes, have failed to harmonise with the landscape because of their design and colour schemes. If such development continues unrestrained it could soon spoil the charm of Hanmer Springs”²

Implementation

Amuri County Scheme

Hanmer Springs and the wider basin were under the jurisdiction of the Amuri County until the 1989 local government reforms reorganised local government and the Hurunui District Council was created. The Amuri County Scheme was implemented under the Town and Country Planning Act 1977.

The scheme included an objective to encourage development which complemented and enhanced the existing characteristics which drew people to Hanmer Springs.

In 1989 scheme change no. 2 introduced the first iteration of the design standards. This scheme change was made operative in 1990. Scheme change no. 2 made building within the Hanmer Springs Residential Zone a ‘permitted controlled’ use. This is effectively a non-notified controlled or restricted discretionary activity. The design standards were included as an appendix to the scheme and used as a guide to how Council would consider the listed matters.

Inoperative District Plan

With the introduction of the Resource Management Act 1991, district plans replaced scheme plans. The first draft of the Hurunui District Plan was completed in 1993, publicly notified on 25 September 1995, but did not become fully operative until 18 August 2003.

^{1&2} Scheme Change No.2 to the Amuri County Scheme (May 1989)

The design standards drafted for the new plan took the guidelines from the Amuri County Scheme and formalised them into rules. These rules are not dissimilar to the current provisions of the Operative District Plan, but more simplistic. There were design standards for roof pitch, verandas, cladding material, colour, window orientation, minimum floor area and fencing. Most of these rules are still reflected in the current provisions.

Between notification of the plan in 1995 and becoming operative in 2003, three variations were processed to change provisions relating to the Hanmer Springs design standards. Once operative there were a further three plan changes to the design standard provisions. The changes made through these variations and plan changes are summarised in Appendix A.

District Plan review

Plan restructure

The Plan was restructured as part of the plan review process which was completed in 2018 when the second generation District Plan became operative. The Inoperative District Plan was split into two parts: the first part set out the issue, objective and policy frameworks; the second part set out the rule framework. Within the rules a district-wide framework was provided, followed by rules relating to environments of special concern: including the urban environment and the Hanmer Basin. The district-wide rules applied to all zones, unless superseded by any of the rule frameworks specific to a particular environment of special concern. This structure meant Plan users would need to look in multiple locations to find the relevant information.

In contrast, the Operative District Plan structure provides the issue, objective, policy and rule frameworks together in each chapter. This enables Plan users to find the relevant framework in one place (unless an overlay applies). The Rural, Settlement and Subdivision chapters provide the basic framework for the underlying land zonings. The other chapters are overlays structured by topic. The overlay chapters are applicable as indicated by the planning maps (e.g. natural hazard areas) or because of the activity proposed (e.g. biodiversity clearance).

A key change to the structure is how the rule framework applicable to the underlying land zones is packaged. The Operative District Plan packages the rule frameworks for the Rural and Settlement – Residential, Business, Industrial and Open Space – Zones separately. In terms of the design standards this means they are not located together in one framework, instead the relevant standards are included in each zone. It is notable however that the Rural design standards refer back to the standards for the Residential Settlement Zone.

The design standards framework

Minimal changes were made to the design standards as part of the district plan review. This was in anticipation of this proposed plan change. The two key changes made were:

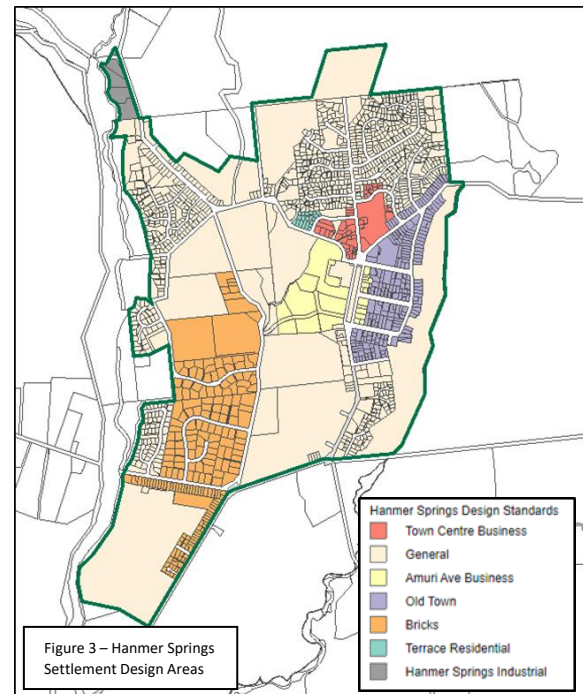
- Introduction of the ‘same or similar’ provision for cladding and colour. This provision allows colours and claddings not listed in the plan to be used with Chief Executive approval where they are considered to be the same or similar to a colour or cladding type specified in the Plan. This provision was added to try and improve the efficiency of the colour and cladding standards until a plan change was progressed.
- Extending the application of the design standards in the Basin to accessory buildings. Previously in the Inoperative District Plan only dwellings and principal buildings were required to comply.

In addition the policy framework was consolidated down from sixteen to five policies.

Operative District Plan

The current District Plan was made operative on 21 June 2018. The application of the design standards is limited to the Hanmer Basin Management Area. Within the Township different variations of the design standards are applied to different identified areas. These are shown on Figure 3 and outlined below:

- **General:** these are the standard provisions that underpin all the other design areas.
- **Old town:** take the general standards but modify the standards for roof pitch, cladding and provide for the use of additional colours. These modifications better reflect the character of buildings in the Old Town.
- **Bricks:** the general standards plus the ability to use the brick cladding options listed in the Plan.
- **Town centre business:** the general standards plus additional trim colours.
- **Amuri avenue business:** the general standards plus the Old Town colour palette.
- **Industrial:** general standards for roof pitch, cladding and colour are applied.
- **Rural:** same as the standards for the brick design area.



3 Overview of issues

The outcome sought by the design standards is not well articulated

The existing objective seeks to maintain and enhance the 'special character' of the Basin and the policies refer to 'alpine character'. However, nowhere in the plan is it articulated what these terms mean and therefore what the plan is actually seeking to more specifically achieve through the use of the design standards. From feedback received through the preparation of this proposed plan change it became clear that these terms can mean a host of different things to different people, which means different design features are acceptable to different people.

For planning officers, the lack of a clear outcome and guidance on how this is to be achieved makes it difficult to decline resource consents for designs outside of the design standards, as there is no clear framework to say no against, and the vagueness of the terms used allows for wide justification.

This also leads to a perception that in Hanmer Springs the resource consent process has lost meaning, that it is a 'pay and get' system. This perception is problematic as it doesn't encourage people to buy into Hanmer Springs as an alpine village.

Balance between alpine character and rural character in the rural area of the Basin

Under the current framework all buildings (including accessory buildings) located within the Hanmer Basin Management Area are required to comply with the design standards. This was not required under the Inoperative District Plan, but was added as part of the district plan review process with the intention to more effectively maintain the alpine character of the rural area; in particular where farm accessory buildings are visible from the road, and in particular from SH7A. However, when applied in practice this requirement significantly increases costs to landowners, either due to increasing the cost

of build by requiring more expensive design and materials than a standard farm shed, or due to the time and cost of applying for resource consent.

This approach does not recognise that farm accessory buildings are an expected part of the rural context. Alpine character is just one layer of character upon this landscape. The objectives seek to maintain rural amenity as well, but the current framework doesn't recognise this within the Hanmer Basin Management Area, only alpine character.

Identified inefficiencies

Overcomplicated specifications

Over the years through variations and plan changes the design standards have been tinkered with to address various issues as they arose. This tinkering has generally increased the prescriptiveness of the standards, particularly with regards to cladding. This hasn't always been completed in a consistent manner, e.g. the specifications for weatherboards are included as a definition, while the specifications for plywood and batten are part of the rule. A lot of these specifications add time and cost to builds that are not in proportion to the value they add in maintaining alpine character and the special characteristics of the Basin.

Use of brand names

The colour and brick standards name specific brands and styles/colours. For bricks, the issue is that over the years a number of the styles listed in the Plan have become obsolete. For colours, naming brands and specific colours is inefficient when someone wants a colour that is not specifically listed, even though it is within the range of the colours actually specified in the Plan. Even where the effect of a non-named colour may be no different to the named colours, use either requires a resource consent or use of the same or similar colour provision. Neither of which are particularly efficient.

Strengthening the standards

In some cases the design standards have been identified as needing to be more targeted to ensure achievement of the objectives. For example, the brick area has been identified as needing to be reduced as bricks have been identified as not effectively maintaining alpine character. Therefore, this is an area where the design standards can be strengthened to better ensure the outcome sought by the objectives continues to be achievable.

Night sky values

Hanmer Springs is located in a remote part of New Zealand. Preliminary work has been completed to investigate potential for the Molesworth Station Recreation Reserve and St James Conservation Area to become accredited night sky reserves. Hanmer Springs being the closest and only settlement poses a risk to this application. Measures taken now will help mitigate potential erosion of the night sky values and help pre-empt rules that would be required if it was to become a night sky reserve. Night sky tourism would be another draw card to bring visitors to Hanmer Springs.

4 Statutory context & strategic planning documents

The Council must meet a series of legislative requirements when making changes to the District Plan. This section summarises the relevant statutory requirements and planning instruments.

4.1 National statutory requirements

The key legislative requirements are summarised below.

Resource Management Act 1991

The purpose of a district plan is to assist a district council to carry out its functions in order to achieve the purpose of the Act (section 72).

Part 2 of the Act sets out the purpose and principles of the Act. The paragraphs below summarise the relevant sections as they relate to this plan change.

Purpose

The purpose of the Act is to promote the sustainable management of natural and physical resources. 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 proposed plan change includes controls that manage land use and development within the Hanmer Basin. These controls seek to balance the need for development to occur to allow the community to provide for their wellbeing, while also ensuring the effects of development on the Basin environment are appropriately managed to maintain the important values and qualities of this landscape.

The matters of national importance

Section 6 of the Act sets out the matters of national importance. The Act requires all persons exercising functions and powers under the Act to recognise and provide for all matters of national importance. There are no matters of national importance directly relevant to this plan change.

Other matters

Section 7 of the Act sets out other matters that require consideration. The application of design standards (under both the operative plan or that of the proposed plan change) is intended to ensure development within the Hanmer Basin Management Area is undertaken in a manner that maintains the integrity of the landscape character and amenity values of the Basin and surrounding landscape. Therefore the section 7 matters of relevance are (b) the efficient use and development of natural and physical resources; (c) the maintenance and enhancement of amenity values; and (f) maintenance and enhancement of the quality of the environment.

These matters are considered further in the section 32 analysis below.

Treaty of Waitangi

Section 8 of the Act requires all persons exercising functions and powers under the Act to take into account the principles of the Treaty of Waitangi. The principles of the Treaty have been taken into account for this plan change and iwi have been consulted with, as outlined in section 5.2 below.

Functions of the Hurunui District Council

Section 31(1) of the Act sets out the functions of territorial authorities for the purpose of giving effect to the Act in its district. Of relevance to this plan change is 31(1)(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 and associated natural and physical resources of the district.

National Policy Statements

The district plan must give effect to any national policy statements. No national policy statements are considered relevant to this proposed plan change.

National Planning Standards

The national planning standards came into force on 3 May 2019 and are compulsory for all district plans. The Hurunui District Plan will either need to be amended to align with the standards, or a proposed plan aligning with the standards notified for submissions under clause 5, Schedule 1 of the Act by 3 May 2026.

There is nothing in this plan change that would impede the Council's ability to update the District Plan to align with the planning standards. It is appropriate the provisions in this plan change are drafted to fit into the current framework and realignment of the plan with the planning standards is done in the future as a whole.

4.2 Regional policy and planning documents

Section 75 of the Act requires a district plan to give effect to the relevant regional policy statement and have regard to any proposed one. The relevant policy statement for the Hurunui District is the Canterbury Regional Policy Statement ('CRPS'). The CRPS was made operative on 15 January 2013.

Chapter 12 of the CRPS recognises landscape is an integral component of the environment and can be adversely impacted by development. The objectives and policies seek to identify and protect outstanding natural landscapes and features ('ONL/F') and identify and manage other landscapes that are not identified as ONL/F but are recognised as important. The relevant objective and policy to this plan change are identified below:

Objective 12.2.2	The identification and management of other important landscapes that are not outstanding natural landscapes. Other important landscapes may include: <ol style="list-style-type: none">1. natural character2. amenity3. historic and cultural heritage
Policy 12.3.3	Identifying and managing other important landscapes that are not outstanding natural landscapes, for natural character, historic cultural, historic heritage and amenity purposes.

Hanmer Springs Township and the plains of the Hanmer Basin Management Area where development generally occurs are not located within an area identified as an ONL/F in the Hurunui District Plan. Figure 1 above shows the area to the north (Hanmer Range) and out to the west are identified as ONL/F. Development is not generally anticipated within this area.

Objective 12.2.2 and policy 12.3.3 allow local authorities to set objectives, policies or rules for landscapes that are important, but not identified as ONL/Fs, for their natural character, historic cultural or historic heritage values, and amenity values. The Hurunui District Plan, through the objective, policy and rule framework identifies and seeks to manage the landscape of the Hanmer Basin to maintain its natural character and amenity values.

4.3 Iwi Management Plans

The relevant planning documents recognised by an iwi authority and lodged with Council must be taken into account. Hanmer Springs is located within the takiwā of Ngati Kuri takiwā, so the relevant iwi management plan is the Te Rūnanga o Kaikōura Environment Plan 2007. In preparing this plan change the Council has taken this document into account and no policies are considered directly relevant.

4.4 Hurunui District Plan

The Hurunui District Plan is the primary statutory planning document for the Hurunui District, setting out the regulatory framework for land use and subdivision. The second generation Hurunui District Plan was made operative on 21 June 2018.

Chapter 3 Rural

Chapter 3 sets out the framework for development within the areas zoned rural on the planning maps.

There are two district wide objectives. Objective 3.1 is relevant to this plan change:

Objective 3.1 The character and amenity values of rural areas of the district are maintained while providing for a variety of activities including those associated with primary production.

The objectives are supported by fifteen policies. Policies 3.5 and 3.15 are relevant to this plan change:

Policy 3.5 To enable a variety of activities to occur within rural areas while managing adverse effects on character and amenity values by seeking that the scale and siting of development:

1. Maintains a dominance of open space and plantings over buildings, especially when viewed from public places such as roads;
2. [...]
3. [...]
4. [...]
5. [...]
6. Avoids, mitigates or remedies adverse visual effects if sited on prominent ridges or immediately adjacent to strategic arterial roads, district arterial roads and collector roads, or to Lake Sumner Road; and
7. [...]

Policy 3.15 To enable subdivision, land development and activities in Hanmer Basin, while maintaining landscape, conservation and amenity values.

Chapter 4 Settlements

Chapter 4 sets out the framework for development within the areas identified as settlement areas on the planning maps. The chapter includes district-wide objectives and policies followed by settlement specific objectives and policies where relevant. The district wide objective is:

Objective 4 Adaptive, vibrant and healthy settlements that meet the economic, social and cultural needs of the district and North Canterbury; while retaining their own character, environmental quality and sense of community.

This objective is supported by 12 policies. Policy 4.4 and 4.6 are relevant to this plan change:

Policy 4.4 To provide for and manage subdivision, land development and use in the tourism and holiday focussed settlements such as Hanmer Springs and the coastal settlements in a manner that protects and enhances the special character and environmental qualities of those settlements.

Policy 4.6 To control site-specific environmental effects, such as noise emissions, light spill and traffic generation, to levels appropriate to the zone.

Hanmer Springs objective and policies

Specific to Hanmer Springs there is one objective and five policies:

Objective 4.1 The protection and enhancement of the special qualities of the Hanmer Basin.

Policy 4.21 To ensure all residential and business developments are designed to maintain or enhance the amenity values and alpine character of the Hanmer Springs Township.

Policy 4.22 To recognise and promote the alpine village character of the township and the heritage values of the older part of the village.

Policy 4.23 To ensure that the individual character areas of the Hanmer Springs Township, as defined by the community, are maintained and enhanced through the design standards listed in the District Plan.

Policy 4.24 To protect potential notable specimens or groups of trees within Hanmer Springs to maintain and enhance the town's level of amenity.

Policy 4.25 To manage subdivision, land development and other activities in the Morford Estate residential area so that the area's landscape, conservation, and amenity values are maintained or enhanced, while recognising the fault hazard present on the site.

There are also four policies relating to specific outline development zones within the Hanmer Springs Township. These are not considered relevant to this plan change as they are discrete in their application to the relevant outline development zone.

5 Consultation and engagement

5.1 Stakeholder engagement

Evening session held June 2019

An evening workshop was held on 13 June 2019 with a selection of individuals from the Hanmer Springs community. The workshop was attended by Yvonne Pfluger, Senior Principal Landscape Planner, and Jane Rennie, Senior Principal Urban Designer, from Boffa Miskell to assist Council officers

with explanation and teasing out thoughts from the group on the overall character and their vision for the Township and Basin Management Area, along with their thoughts on the specific design standard provisions. A summary of the discussion is included in the Boffa Miskell report on [Hanmer Springs Character \(2019\)](#) (Appendix B).

Workshops with the Hanmer Springs Community Board

Council officers held two workshops with the Community Board on 29 April 2019 and 24 February 2020. The purpose of the first workshop was to introduce the review project to the Board, provide a background summary of the development of the design standards, an overview of the plan change process and to get initial thoughts and opinions on the design standards and their vision for the Township and Basin Management Area. The purpose of the second workshop was to run through a series of proposed provisions prior to going out to the community for initial feedback.

Initial feedback round June/July 2020

Officers developed initial proposals and sought feedback from the community between 15 June to 13 July 2020. There were 25 responses received.

Officers held two drop-in sessions on Friday 3 July and Saturday 4 July 2020. Two groups turned up on each day to discuss the design standards with the Planning Officer. These groups provided written feedback to the process.

The feedback received has been taken into account in the development of the proposed provisions, although ultimately the feedback demonstrates the design standards mean different things to different people and there is not a universal understanding of what alpine character means in the context of Hanmer Springs.

5.2 Summary of iwi consultation

The Council engaged the services of Mahaanui Kurataiao Limited to review and brief the Kaikōura Rūnanga on a general overview of the purpose of the plan change. Te Rūnanga o Kaikōura Executive replied and requested the opportunity to review draft provisions and provide feedback. A request was sent to Te Runanga o Kaikoura on 24 November 2020. No response has been received.

5.3 Additional research

As part of the development of this plan change reviews were undertaken of:

- Resource consents granted
- Recent plan changes
- District Plans prepared by other local authorities that include provisions that relate to design standards.
- Background to the origins and development over time of the design standards.
- Internal discussion with Council building and planning officers.

6 Section 32 evaluation

The Act requires the preparation of an evaluation report in accordance with section 32 for all plans, policy statements and plan changes prepared under the Act.

This section details the Council's evaluation of proposed PC5 under section 32 of the Act. It is intended to be read in conjunction with the table of proposed amendments.

6.1 Method

Section 32(1) of the Act requires the evaluation report to examine:

- The extent to which the objectives of the proposal are the most appropriate way to achieve the purpose of the Act; and
- Whether the provisions are the most appropriate way to achieve the objectives.

6.2 Scale and significance

Section 32(1)(c) of the Act requires evaluation reports contain a level of detail which corresponds to the scale and significance of the environmental, economic, social and cultural effects anticipated from the proposed plan change.

The proposed plan change is limited in scale to the area identified on the planning maps as the Hanmer Basin Management Area. This includes Hanmer Springs Township. Any changes proposed are limited to this area and do not affect the regulatory framework applicable to the wider district.

The proposed plan change seeks to refine the existing design standards applied to buildings within this geographic area. In general, the changes proposed are not substantial. Instead the proposed changes seek to rationalise the existing framework so the design standards are more fit for purpose and a clearer outcome is articulated through the objectives. In many cases the proposal reduces the prescriptiveness of existing standards.

The level of detail within this evaluation report corresponds to the fact the proposed plan change is limited to refining an existing rule framework applicable to a defined geographic area.

6.3 Assessment of objectives

Section 32(1)(a) requires an examination of the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of the Act.

Settlements chapter

The Operative District Plan includes the following objective:

Objective 4.1 The protection and enhancement of the special qualities of the Hanmer Basin.

This plan change seeks to delete objective 4.1 and replace it with a new objective, as set out below. This is because the outcome sought by the current objective is not clear as the special qualities to be maintained and protected are not specified. The proposed objective specifically identifies the qualities the policy and rule framework seek to achieve. The proposed objective is:

[Buildings within the Hanmer Springs Township reflect the predominately alpine character of the Township and maintain the landscape character and amenity values of the surrounding landscapes.](#)

Rural chapter

The rural chapter contains two generic objectives. Objective 3.1 is considered relevant to the proposed plan change and reads:

Objective 3.1 The character and amenity values of rural areas of the district are maintained while providing for a variety of activities including those associated with primary production.

The current policy and rule framework anticipates similar outcomes in the rural parts of the Hanmer Basin Management Area to those in the Township in terms of maintaining the landscape character and amenity values of the Hanmer Basin and alpine character of built structures. Objective 3.1, while relevant, does not clearly articulate this is the outcome sought.

There is no overarching framework for the Hanmer Basin Management Area (including Hanmer Springs Township) because the structure of the plan provides separate frameworks for the settlement zones and the rural zone. Due to this structure it is considered appropriate to have an objective relating to the outcome sought for the Hanmer Basin Management Area in both the settlement and rural chapters of the plan.

This plan change proposes the addition of a new objective to the rural chapter. The proposed objective is:

[Buildings in the Hanmer Basin Management Area maintain the rural, alpine and landscape character and amenity values of the Basin and surrounding landscapes.](#)

An assessment of the proposed objectives against the purpose of the Act is provided below:

RMA provision	Evaluation
Social and economic (s5(2))	<p>The proposed objectives seek to provide for both social and economic wellbeing. They do so by recognising the Township will grow over time, and allowing for this, while ensuring growth occurs in a manner that preserves the integrity of what makes the Township and the wider Basin landscape a special and desirable place to live or holiday.</p> <p>The proposed objectives also reflect that alpine character is part of the Hanmer Springs brand, and that tourism is a key driver of economic wellbeing in the area.</p>
Cultural wellbeing (s5(2))	N/A
Health and safety (s5(2))	N/A
Section 5(2)(a) Sustaining the potential of natural and physical resources to meet the reasonably foreseeable needs of future generations.	The proposed objectives seek to sustain the potential of natural and physical resources; the landscape, visual amenity and alpine character of the Township and Basin for the reasonably foreseeable needs of future generations.

<p>Section 5(2)(b)</p> <p>Safeguarding the life-supporting capacity of air, water, soil, and ecosystems.</p>	<p>N/A</p>
<p>Section 5(2)(c)</p> <p>Avoiding, remedying, or mitigating any adverse effects of activities on the environment.</p>	<p>While the whole Hanmer Basin Management Area is not identified as an ONL, much of the surrounding area is. As such inappropriate development within the Township and rural area of the Hanmer Basin Management Area can affect the landscape character and amenity values of not only the immediate environment but this wider environmental context. The proposed objectives seek to address any adverse effects on this environment by setting an outcome where development can occur provided it is completed in a manner which maintains landscape character and amenity values.</p>
<p>Section 6</p>	<p>No matters in section 6 are relevant to this plan change.</p>
<p>Section 7(b): the efficient use and development of natural and physical resources</p>	<p>The continuation of Hanmer Springs as a successful and desirable tourist destination depends to a degree on the efficient use and development of natural and physical resources. Development in this area needs to maintain a balance between the built and natural environment. The proposed objectives seek to achieve this balance by providing for development, whilst ensuring the outcome of development is one which maintains landscape character and amenity values of this area.</p>
<p>Section 7(c): the maintenance and enhancement of amenity values</p>	<p>While not identified in the plan as an ONL, the Hanmer Basin Management Area has landscape values that are important for amenity, and development within this area, without control, would have an impact on the amenity values of this wider landscape. The proposed objectives seek to maintain the existing amenity values implemented through the policy and rule framework which provides controls on the design of buildings to reduce the potential visual dominance on this landscape.</p> <p>In addition, the proposed objectives seek to maintain the alpine character of buildings within the Township and wider Basin area. This character provides amenity values that are anticipated and valued by visitors and residents.</p>

Section 7(f): maintenance and enhancement of the quality of the environment

The quality of the Basin environment is recognised in the plan, along with controls on built development within the identified Hanmer Basin Management Area. The proposed objectives identify those qualities and seek to ensure they are maintained to retain the quality of the Basin environment.

In summary, the proposed objectives are considered the most appropriate way to achieve the purpose of the Act.

6.4 Assessment of provisions

Section 32(1)(b) of the Act requires examination of whether the provisions in the proposal are the most appropriate way to achieve the objectives of the plan. This assessment is undertaken below and the term 'the objectives' includes the proposed objectives introduced by the proposed plan change as well as the relevant existing objectives.

Identification of reasonably practicable options

Option A - Status Quo

This option would retain the design standards as currently included in the District Plan. The current design standards have been in place for nearly 30 years. The standards have been tweaked over this time but there has been no comprehensive review. The current design standards have had a strong influence on the character of development seen with the Hanmer Springs Township and within the Basin Management Area.

Retaining the status quo would ignore the inefficiencies identified with the current rule framework as detailed in the table of proposed amendments.

Option B – the proposed plan change

This proposed plan change has been developed to increase the efficiency and effectiveness of the design standards applied to buildings within the Hanmer Springs Township and the wider Hanmer Basin. It seeks to rationalise the current rules, take account of developments in products over the past 30 years, while continuing to maintain the recognisable architectural style of Hanmer Springs. The full table of proposed amendments is included as part of the meeting agenda. They can be summarised as follows:

- Remove rules 4.6.19(b) – Minimum floor area; 4.6.19(d) – Garaging; and 4.6.19(e) – Visible waste pipes, drain vents and soil stacks.
- Reorganise the rules for the St James outline development zone ('ODZ') so they are located together rather than scattered throughout Rule 4.6.19.
- Rationalise and introduce new standards to control cladding and colour.
- Introduce rules to manage the effects of exterior lighting on the night sky amenity.
- Remove the same or similar colour/cladding provision.
- Introduce restricted discretionary activity status for breaches of the design standards.
- Introduce rules for accessory buildings and garages where they are located behind the dwelling.

- Insert the relevant provisions from the Residential Zone into the Rural Zone provisions instead of referring to the Residential Zone rules in the Rural Zone rules.
- Reduce the rules applicable to farm accessory buildings where they are located more than 30 metres away from a dwelling or principal building.
- Introduce building setback requirements along both sides of State Highway 7A.
- Alter the boundaries of the brick and old town design areas.

Alternative options considered

The following options were considered, but for the reasons set out are not considered to be the most appropriate methods to achieve the outcome sought by the objectives.

Remove the design standards

This option would involve removing all the additional provisions for buildings located within the Hanmer Springs Township Residential Zone (Rule 4.6.19); Business Zone (Rule 4.12.16); Industrial Zone (Rule 4.17.13); Open Space Zone (Rule 4.21.14); and the Rural Zone (Rule 3.4.3.24). Application of design standards would no longer be required.

Some community feedback received suggested better quality construction would be seen, because in their opinion the design standards just encourage minimum compliance and the resource consent process is seen as 'a pay and get' system.

This option was not considered to be the most appropriate way to achieve the objectives, as it would not guarantee new buildings would be designed in a manner consistent with the existing values and character of the Basin. It is likely that without minimum design standards there would be a creep towards a more suburban style of building that would likely erode the alpine character of Hanmer Springs Township, and more generally the landscape character and amenity values of the Hanmer Basin Management Area.

Remove the design standards from the plan and have guidelines instead

This option would involve removing all the additional provisions for buildings located within the Hanmer Springs Township and Basin Management Area as outlined in the above option. Instead of applying design standards through the regulatory framework of the plan, an external set of guidelines would be developed that set out the type of development considered appropriate within Hanmer Springs Township and the Basin Management Area. Because they are outside the regulatory framework of the plan the guidelines would not be enforceable.

This option was not considered to be the most appropriate way to achieve the objectives as it would rely on landowner/developer understanding and buy in to the 'concept of Hanmer Springs and the Basin Management Area' to achieve the outcome sought, which is not considered to be an efficient or effective method.

Design panel

This option would involve setting up a design panel which would either provide advice to inform the resource consent process or be provided with delegated authority to decide on resource consents of new buildings within Hanmer Springs Township and the Basin Management Area that do not meet the permitted activity standards.

This was not considered to be the most appropriate way to achieve the objectives. While this would be an effective option to maintain alpine character the character of the Township and the character

and amenity values of the Hanmer Basin, as sought by the proposed objectives, this would be a very inefficient way to achieve the plan outcome as it would add significant time and cost to new builds.

Remove permitted activity standards so all new buildings require resource consent as either a controlled or restricted discretionary activity

This option would involve removing all the additional provisions for buildings located within the Hanmer Springs Township Residential Zone (Rule 4.6.19); Business Zone (Rule 4.12.16); Industrial Zone (Rule 4.17.13); Open Space Zone (Rule 4.21.14); and the Rural Zone (Rule 3.4.3.24). A new restricted discretionary rule would be added to each zone instead so that new buildings within the Township and Basin would require resource consent.

This was not considered to be the most appropriate way to achieve the objectives. While this would be an effective option to maintain alpine character the character of the Township and the character and amenity values of the Hanmer Basin, as sought by the proposed objectives, this would be a very inefficient way to achieve the plan outcome as it would add significant time and cost to new builds.

6.5 Assessment of efficiency and effectiveness

Section 32(1)(b)(ii) requires assessment of the efficiency and effectiveness of the provisions in achieving the objectives. The amendments proposed relate specifically to the objectives outlined above. Therefore, this assessment takes into account the effectiveness and efficiency of achieving the proposed objectives introduced by the proposed plan change as well as the relevant existing objectives.

Section 32(2)(a) requires that this assessment under (1)(b)(ii) identifies and assesses the benefits and costs of the environmental, economic, social and cultural effects anticipated from the implementation of the provisions.

This assessment has been limited to the proposed plan change. The other options identified were not considered appropriate methods for the reasons set out above.

The starting point for the below evaluation is the current environment and rule framework of the Plan. This approach means the efficiency and effectiveness of the new provisions, and any identified costs and benefits of the proposed provisions, are a comparison against the status quo.

6.6 Cost/benefit assessment for the implementation of the provisions

	Benefits	Costs
Environmental	<ul style="list-style-type: none"> • As under the status quo, the proposed provisions will work to ensure built development is undertaken in a manner that maintains landscape character and amenity values of the Hanmer Basin Management Area and the wider landscape. Ultimately the implementation of the provisions seeks to ensure the integrity of what makes the Township and wider Basin a special and desirable place to live or holiday is maintained. • As under the status quo, the proposed provisions will work to ensure the alpine character of the built environment is maintained, continuing the design elements that lend an element of aesthetic coherence to the Township after 30 years of design standard application. • The proposed provisions include a reduction to the boundaries of the brick design area. The Boffa Miskell report identified that predominately brick clad buildings (either constructed as a permitted cladding type within the brick design area /or with resource consent under the status quo) are generally not consistent with alpine character. The proposed provisions reduce the area where bricks can be used as the dominant cladding option. This is considered to reduce the potential effects on the amenity and character of this part of the township in comparison to the status quo. • The colour palette has been refined from the status quo. Instead of listing specific colours from specific brands, hue and light reflectance values are used to manage colours to better ensure the permitted colours are appropriate to the 	<ul style="list-style-type: none"> • Like under the status quo, there remains a risk with the proposed provisions that a building could be designed to comply with the design requirements of the permitted activity standards, but overall still not maintain the alpine character of the Township, due to unforeseen interpretation of the design standards.

	<p>environment in terms of minimising any potential visual dominance of buildings against the wider landscape.</p> <ul style="list-style-type: none"> • Within the rural area of the Basin the proposed provisions are considered to better achieve dual environmental outcomes in terms of maintaining character and amenity in terms of both alpine character and the character of the rural working environment. The status quo requires farm accessory buildings within the Basin to comply with the design standards which ignores the rural working character of this area. • The introduction of new provisions to manage exterior lighting is considered to better mitigate erosion of the existing night sky values of the Molesworth Recreation Reserve and the St James Conservation Area compared to the status quo where there are no specific provisions. 	
<p>Economic</p>	<ul style="list-style-type: none"> • Tourism is key for Hanmer Springs' economy and therefore a key driver of development within the Township. Part of the tourism branding for Hanmer Springs is as an alpine village. This comes from the established character of the built environment and forms part of the charm and point of difference of the Township as a place to visit. The character of the built environment contributes to the overall experience of visiting Hanmer Springs, which brings money into the local economy. • Less regulation of some aspects of buildings (e.g. reduction in the specifications for most cladding options) and types of buildings (e.g. for residential and buildings associated with primary production activities), compared to the status quo, are anticipated to reduce the cost of construction and/or cost of compliance due to an easing of the applicable 	<ul style="list-style-type: none"> • The introduction of provisions around exterior lighting increases the cost of compliance against the status quo. • The introduction of provisions for a building line setback along both sides of SH7A could increase the cost of compliance against the status quo, in terms of landowners inability to fully develop on this part of their land, or requiring resource consent to do so.

	<p>standards in specific situations (e.g. where a residential accessory building is sited behind the dwelling).</p> <ul style="list-style-type: none"> • Anticipate a reduction in the need to apply for resource consent for minor breaches of the design standards due to rationalisation of the provisions/general reduction in regulation compared to under the status quo. 	
Social	<ul style="list-style-type: none"> • Connected to the economic benefit around tourism, is the knock on to social benefits in terms of the vitality and viability of the Township. If tourists are visiting and spending money, this keeps people employed and living in the area, contributing to a successful community. • Improved customer experience when interacting with the design standards due to proposed changes made to rationalise and clarify the intent of the rules from those of the status quo. 	
Cultural	N/A	N/A

6.7 Efficiency and effectiveness assessment of the provisions in achieving the objectives

	Assessment
Efficiency & effectiveness	<ul style="list-style-type: none"> • The proposed provisions provide more directive policy guidance on how the plan will achieve the objectives. This will ensure the environmental and built outcomes set through objectives are achieved with improved efficiency and effectiveness from that under the status quo. • Variation from the standards continues to be considered on a case by case basis through the resource consent process, however, the inclusion of a restricted discretionary activity status will provide greater guidance and certainty of what planning officers will consider when assessing applications for resource consent than the use of a discretionary activity status under the status quo. This should improve the information provided as part of resource consent applications and this more targeted approach is expected to be more efficient and effective in achieving the outcomes sought. • The proposed amendments and deletions to the existing provisions seek to increase the overall workability, consistency and clarity of the design standards (e.g. proposed exterior colour provisions). The changes proposed will overall improve the effectiveness and efficiency of the operation and administration of the Plan and achievement of the outcome sought by the objectives. • The proposed provisions provide greater options and increased flexibility to new development by reducing restrictions where they have a limited effect on the achievement of the objectives and cause inefficiencies (e.g. proposed provisions for residential and buildings associated with primary production activities), but adding in rules that will enhance the effectiveness of how the objectives are achieved with minimal impact on efficiency (e.g. setback requirements along SH7A). • The proposed provisions provide enhanced protection of the night sky of the Basin and the surrounding area. This is considered a more effective way to mitigate effects of development on the night sky amenity in this area than relying on the existing light spill provisions in the plan. • The proposed provisions reduce the standards applied to buildings associated with primary production activities to improve the efficiency of the design standards while not decreasing the effectiveness of achieving the outcomes sought by the plan. This is because the proposed provisions better recognise that alpine character is one element of the rural area of the Basin, and that the rural character is also important, and an outcome sought by the plan. Applying all the design standards to rural accessory buildings, as per the status quo, fails to recognise these dual layers within the landscape reducing the effectiveness of the outcome at achieving the rural-focused objectives.

- The proposed provisions refine the colour palette from that used under the status quo. The proposed provisions provide a more straightforward process to manage colour. It is more effective at achieving the outcome sought as it means colours that are currently permitted but are not visually recessive (e.g. have a reflectance value 35% or greater) will no longer be permitted, and reduces the types of colours able to be used, and therefore the potential number of uncomplimentary colour combinations. It is more efficient as specific colours from specific brands are no longer used. This is anticipated to reduce the amount of time and effort required to comply from that often experienced under the status quo (e.g. by going through the same or similar process or resource consent process).
- Like the status quo, the proposed provisions provide a one size fits all set of standards within a defined area. Sometimes (e.g. where a rural dwelling is not visible within the surrounding landscape) these standards may not be necessary to effectively achieve the outcomes sought by the plan. However, to include provisions that take account of the contextual differences of all sites within the Basin would lead to an overly complex set of provisions to achieve the outcome sought. This complexity would not necessarily ensure a more effective outcome, and while it would be more efficient in some cases (e.g. not requiring resource consent where a rural dwelling is not visible within the surrounding landscape) overall such an approach would be less efficient due to an overly complex rule framework. An overly complex rule framework would suggest assessment on a case by case basis through the resource consent process may be a more efficient approach to handle this type of complexity rather than permitted activity standards.

6.8 Risk of acting or not acting

Section 32(2)(c) requires the Council to assess the risk of acting or not acting if there is uncertain or insufficient information. The design standards have been in place for over 30 years. While a number of changes have been made to the standards over the years, the core requirements have remained in place. As such there is considered to be sufficient information about the effects of the rules on development in Hanmer Springs Township and the Hanmer Basin Management Area. In addition, the community has been provided with an opportunity to provide feedback on potential provisions prior to proceeding with the formal plan change process under the Act.

The amendments proposed rationalise and improve the existing framework to better achieve the outcomes sought by the plan. As such, little uncertainty or insufficiency is associated with the proposed amendments and the risks of including the proposed amendments in the Plan are considered to be low.

6.9 Conclusion

Section 32(1)(b)(iii) requires a summary of the reasons for deciding on the provisions. The provisions of the proposed plan change are considered the most appropriate way to achieve the objectives as demonstrated by the cost-benefit and efficiency and effectiveness assessments undertaken as part of the section 32 evaluation. While there are aspects of the status quo approach that are already efficient and/or effective in achieving the plan outcomes, overall the proposed plan change is considered to improve upon this.

The proposed plan change does this by better articulating the outcomes sought for built development within the Hanmer Basin Management Area and rationalising and improving the policy and rule framework to better achieve the outcomes sought by these objectives.

As such the proposed plan change overall is considered to be more efficient and effective at achieving the plan outcomes than the status quo.

Appendix A

Variations to the proposed (now Inoperative) District Plan:

Variation 1 (1997)

- Introduction of new policies to *'enable subdivision, land development and activities that are considered consistent with maintaining or enhancing'* the values of the Hanmer Basin floor, the environment along the SH7A route into the Township, the hill and mountain lands surrounding the Hanmer Basin, the Waiau [*Waiau-uwha*] River and the rural land bounded by Hanmer Springs Road, Argelins Road, and Queen Mary Hospital Grounds (known in the current District Plan as the St James Outline Development Zone ('ODZ') and the Morford Estate ODZ).

Variation 12 (1998)

- Introduction of the Terrace Residential Area
- Clarification of the dwelling frontage rule
- Inclusion of provision for stains and protectants
- Increase to the colour palettes

Variation 21 (2001)

- Extension of the design standards to the Rural Zone.

Plan changes to the Inoperative District Plan

Once the first generation plan was operative a number of plan changes have amended the design standard provisions. The key changes made under each plan change are summarised below:

Plan Change 1 (2005)

- Changes to permitted colours and claddings to reflect the general pattern of the grant of resource consents
- Change language from colonial village to old town
- Clarification of the window orientation rule
- Increase minimum floor area from 60 m² to 80 m²
- Introduction of bricks
- Permit use of products that are equivalent to permitted British Standard colours – e.g. colorsteel, colorcote and onduline products
- Expanded range of permitted colours

Plan Change 12 (2008)

- New definitions in relation to garages, timber exterior, cladding and trim, natural unpainted timber

Plan Change 17 (2009)

- Addition of Midland Brick brand products
- Refinement of board and batten requirements
- Further refinement of the window orientation rule

Appendix B

Hanmer Springs Character: review of Hanmer Springs design standards prepared by Boffa Miskell (2019)