



Resource Management Act 1991
**Submission on a Publicly
 Notified Plan Change To
 The Whanganui District Plan**

In accordance with Form 5 – RM (Forms, Fees and Procedure) Regulations 2003



**WHANGANUI
 DISTRICT COUNCIL**
 Te Kaunihera a Rohe o Whanganui

TO: Whanganui District Council, PO Box 637, Whanganui

Name: (print in full) PROGRESSIVE ENTERPRISES LTD

This is a submission on Plan Change No. 49 to the Whanganui District Plan. Closing Date: 23/8/16

1. (a) I ~~could~~/could not* gain an advantage in trade competition through this submission. (*please delete one).

(b) I am/~~am not~~* directly affected by an effect of the subject matter of the submission that adversely affects the environment; and does not relate to trade competition or the effects of trade competition (*please delete one).

2. The specific provisions of the proposed plan change that my submission relates to:

• OBJECTIVE 5.2.12 & POLICY 5.3.20

Use additional pages if required

3. My submission is that (Please state in summary the nature of your submission. Clearly indicate whether you support or oppose the specific provisions or wish to have amendments made. Please give your reasons):

BOTH THE OBJECTIVE & THE POLICY NEED AMENDMENT
 TO RECOGNISE THE FUNCTIONAL & OPERATIONAL
 REQUIREMENTS OF LARGE FORMAT RETAIL ACTIVITIES
 SUCH AS SUPERMARKETS IN THE OUTER COMMERCIAL
 ZONE

Use additional pages if required

4. I seek the following decision from the Council (Give clear details stating what amendments you wish to see made to the Plan Change, and your reasons):

AS PER THE ATTACHED PAGE

Use additional pages if required

5. I do/~~do not~~* wish to be heard in support of this submission (*please delete one).

6. If others make a similar submission I would/~~would not~~* be prepared to consider presenting a joint case with them at any hearing (*please delete one).

7. Address for service:

C/- ZOMAC PLANNING SOLUTIONS LTD

P.O. BOX 103

WHANGAPARA OA 0943

Signature:

(M.J. FOSTER)

(Person making submission or person authorised to sign)

on

Day time phone No: 094282101

behalf of person making submission)

Email: mike @ zomac.co.nz

Date: 15 AUGUST 2016

D-246215

Submission on a Publicly Notified Plan Change to the Whanganui District Plan

4. I seek the following decision from the Council:

(a) That Objective 5.2.12 be amended to read:

'To ensure quality building design outcomes in the Outer Commercial Zone with buildings exhibiting active street frontages and visual interest in street facades while at the same time recognising the functional and operational requirements of large format retail activities such as supermarkets, discount department stores, furniture stores and bulky goods stores.'

(the additional words have been underlined).

(b) That Policy 5.3.20 be amended to read:

'To promote quality design outcomes in the Outer Commercial zone by requiring adherence to the Outer Commercial Design Guidelines, in particular, new development is expected to:

- a) Acknowledge, and respond to, the context of the site and the surrounding environment.
- b) Ensure the bulk, form and siting of new buildings maintains and enhances the quality of the environment.
- c) Provide a quality street frontage with interest and connection with the street.
- d) Ensure visual effects from car parking are avoided or mitigated.
- e) Notwithstanding the design outcomes envisaged by sub-clauses a) to d) above, it is accepted that some large format retail activities such as supermarkets have functional and operational requirements that may not be able to comply with some or all of these design provisions and that this inability will be appropriately taken account of during any required consenting process.'

(the additional words have been underlined).

c) That Rule 5.10.3 be amended by adding the following sub-clause:

- 'ii. Notwithstanding the requirements of Appendix G, it is recognised that for operational and functional reasons supermarkets need to be set back from the street with carparking in front of the main entrance.'

These proposed amendments will ensure that an appropriate degree of design and siting flexibility is available to some large format retail activities seeking to locate and / or expand in the Outer Commercial zone.



Resource Management Act 1991

Submission on a Publicly Notified Plan Change To The Whanganui District Plan

In accordance with Form 5 – RM (Forms, Fees and Procedure) Regulations 2003



TO: Whanganui District Council, PO Box 637, Whanganui

Name: (print in full) JOHN CHARLES ANDERSON & GEOFFREY PETER ANDERSON

This is a submission on Plan Change No. 49 to the Whanganui District Plan. Closing Date: 23/8/16

1. (a) I ~~could~~ could not* gain an advantage in trade competition through this submission. (*please delete one).
- (b) I am/~~am not~~* directly affected by an effect of the subject matter of the submission that adversely affects the environment; and does not relate to trade competition or the effects of trade competition (*please delete one).

2. The specific provisions of the proposed plan change that my submission relates to:

- (i) inadequate analysis of existing regulations
- (ii) effects of (unintended) consequences of proposed regulations
- (iii) inappropriateness of timing given imminent Town Centre Regeneration project

3. My submission is that (Please state in summary the nature of your submission. Clearly indicate whether you support or oppose the specific provisions or wish to have amendments made. Please give your reasons):

.. to follow.

Use additional pages if required

4. I seek the following decision from the Council (Give clear details stating what amendments you wish to see made to the Plan Change, and your reasons):

- maintain the Status Quo (OPTION 1)
- until (i) a proper and coherent evaluation of existing regulations is completed.
- (ii) the wider Town Centre Regeneration Project has had time and space to make its recommendations.

Use additional pages if required

5. I ~~do~~/~~do not~~* wish to be heard in support of this submission (*please delete one).6. If others make a similar submission I ~~would~~/~~would not~~* be prepared to consider presenting a joint case with them at any hearing (*please delete one).

7. Address for service:

Delivered: 19/8/16

G.P. & J.C. ANDERSON

WANGANUI FURNISHERS

wangafurn@xtra.co.nz

33 VICTORIA AVENUE

Signature:

John Anderson

(Person making submission or person authorised to sign)

on

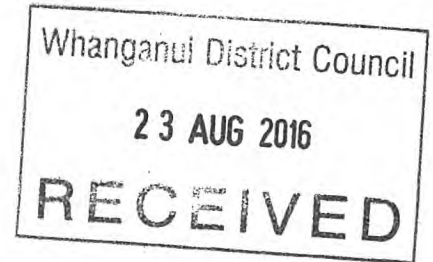
Day time phone No: 3454554

behalf of person making submission



23 August 2016,

Whanganui District Council,
P O Box 637,
Whanganui.



SUBMISSION ON PLAN CHANGE No. 49

Our business is this year celebrating its one hundredth year. For over fifty years we have operated from our site in the Bridge Block portion of Victoria Avenue in Whanganui's Town Centre. Over these years we have seen many businesses come and go.

Now it is obvious, to even the casual observer, a crisis has been looming in Whanganui's Town Centre. Businesses have been moving away without replacement.

Equally a dispassionate evaluation of Whanganui Central City's unique built environment would conclude refinement and expansion of its Building Design Guidelines is a logical and progressive step.

The problem is these are two divergent trends.

It is our concern that further restrictive regulation imposed on Central City sites will accelerate the move for businesses to relocate beyond the Town Centre and, in fact, beyond the Outer Commercial Zone if restrictions are tightened there as well.

Council has stood by and allowed this trend of decentralisation.

Since the existing regulations were adopted in 2005 a number of irreversible phenomena have accelerated change in Whanganui's Town Centre. These include the effects of the Global Financial Crisis 2008, the implications of the Christchurch Earthquakes 2010/2011 and the increasing personal use of online purchasing 2005-2016.

So before we rush headlong toward a Town Centre full of facadism and follies we believe it is time to evaluate what it is we really do want here. 1/2



BRIDGE BLOCK
33 VICTORIA AVENUE



CARPET SHOWROOM
LOVER ST HILL ST



PH (06) 345 4554
FAX (06) 345 4556



PO BOX 154
WANGANUI

E m a i l : w a n g a f u r n @ x t r a . c o . n z

Obviously Council encouragement of creativity and new ideas would help and to that extent the proposed influences of Green Design and promotion of Tangata Whenua stories are a start.

The proposed changes however are silent on the potential contribution from the Arts Sector that has already taken a place in the urban fabric of the Town Centre [Murals, sculpture, window displays, pop-up shops].

The proposed changes make no sense in the light of Council's intentions to become Business-Friendly.

The proposed changes appear to be an attempt at playing catch-up where the horse has already bolted. [Trying to make "Big Box" retail look like a 19th century village.]

The proposed changes, even if in place today, would not have been wide enough in scope to have captured townscape design standards for the rebuild at 249 Wicksteed Street.

Ultimately a more expansive vision of the future Town Centre will incorporate the diminishing resource of heritage buildings together with new buildings that are allowed to reflect their intended use, vitality, strength and safety as well as open spaces that are loaded with symbolism that reflect our understanding of our place and community. The sort of vibrancy that the Town Centre Rejuvenation project might bring to the District's core could include less retail space but more open space, new activities and uses not previously dominant or considered. We must move on by looking forward to the realities of the 21st Century rather than exclusively romanticising the past.

The previous attempts to regiment and replicate have failed and likewise the proposed authoritarian idea of "managed design" is a recipe for continuing the disaster.

Our request to Council is to simply maintain the situation of the status quo [Option 1] until :-

- [i] a proper and coherent evaluation of existing regulations is completed;
- [ii] the wider Town Centre Rejuvenation project has had time and space to make its recommendations.

John and Geoff Anderson, Wanganui Furnishers, 33 Victoria Avenue.

2/2

22 August 2016

Whanganui District Council
PO Box 637
Whanganui Mail Centre
WHANGANUI 4540

File ref: RAI 0407
2016
LT/BG

Private Bag 11025
Manawatu Mail Centre
Palmerston North 4442

P 06 952 2800
F 06 952 2929

www.horizons.govt.nz

Delivered via Email to
Leayne.Huirua@wanganui.govt.nz

Dear Sir/Madam

HORIZONS SUBMISSION TO PROPOSED PLAN CHANGE 49

Please find attached Horizons Regional Council's submission to Proposed Plan Change 49 (Appendix G Building Design Review) to the Whanganui District Plan. Please also find attached a copy of Horizons feedback letter in reply to the draft version of this plan change, which is Annex A to this submission.

Horizons wishes to be heard in respect to this submission.

We welcome the opportunity to work with the Wanganui District Council to resolve or narrow any issues raised in our submission prior to the Hearing.

Yours sincerely



Lisa Thomas
COORDINATOR DISTRICT ADVICE

Encls. Horizons Submission on Proposed Plan Change 49
Annex A – Copy of Horizons feedback letter on the draft Plan Change

Kairanga

Marton

Palmerston North

Taihape

Taumarunui

Wanganui

Woodville

Resource Management Act 1991

Submission on a Publicly Notified Plan Change to the Whanganui District Plan

In accordance with Form 5 – RM (Forms, Fees and Procedure) Regulations 2003

To: Whanganui District Council
PO Box 637
Wanganui

Name: Horizons Regional Council

Contact Person: Lisa Thomas, Coordinator District Advice

Thank you for the opportunity to make a submission on Proposed Plan Change 49 to the Whanganui District Plan.

1. We **could not** gain an advantage in trade competition through this submission.
2. The specific provisions of the proposed plan change that our submission relates to are outlined below.
3. Our submission points are detailed below.
4. The decisions sought from Whanganui District Council are detailed below.
5. We **do** wish to be heard in support of this submission.
6. We welcome any opportunity to attend informal or formal pre-hearing meetings with Whanganui District Council (WDC) and other parties to discuss points of contention.
7. If others make a similar submission we **would** be prepared to consider presenting a joint case with them to any hearing.
8. **Address for Service:** Horizons Regional Council
Private Bag 11025
Palmerston North

Email: lisa.thomas@horizons.govt.nz



Signed:

Lisa Thomas
COORDINATOR DISTRICT ADVICE

Dated: 22 August 2016

BACKGROUND

1. We do not wish to comment on the substantive aspects of the Town Centre and Outer Commercial Design Guidelines as Horizons does not have a role in management of built infrastructure and urban design matters. However, we wish to provide comments in relation to considerations for buildings within flood affected areas, management of stormwater in the outer commercial zone and provision of cycle infrastructure.

ONE PLAN POLICY CONTEXT

2. One Plan Policy 9-2 generally discourages new development in areas that are at risk of flooding in a 0.5% Annual Exceedance Probability (AEP) (1 in 200 year) flood event. Where flood hazard cannot be avoided, we recommend that the flood risk be mitigated. Mitigation measures include ensuring that occupied structures have a finished floor level that includes reasonable freeboard above the 1 in 200 year flood level. The One Plan only contains flood hazard policies, not rules. Horizons' role is to provide city and district councils with useful data to help with decision making around plan changes and subdivision development. This includes information on the 0.5% AEP flood surface, which can be used to determine appropriate finished floor levels, or other flood mitigation methods, for new buildings in floodable areas.
3. Given the need to maintain visual and physical connections between the central city area and the Whanganui River and the commercial importance of riverfront development to Whanganui, an additional clause was added to Policy 9-2 of the One Plan through the Appeals process. Clause (f) of One Plan Policy 9-2 (Development in areas prone to flooding) states that:
 - (f) *Despite Policy 9-2(d)(i) and (ii), within that part of the Wanganui central city bounded by Bates Street, Ridgway Street and Victoria Avenue, flood hazard mitigation measures will not be limited to considering flood height and flow but will include such methods as resilient construction and emergency management systems.*
4. This means that new buildings and alterations to existing buildings within the central city area outlined in Clause (f) above have the option of using alternative methods to mitigate flood risk, including resilient building design that either protects buildings from inundation or allows quick recovery following inundation.

DEVELOPMENT IN AREAS PRONE TO FLOODING

5. Horizons provided feedback on the draft versions of the Town Centre and Outer Commercial Design Guidelines in March 2016. A copy of our letter is attached as Annex A to this submission. In general, we considered that more guidance on resilient building design would be of benefit to plan users and is supported by reference to such matters within the Whanganui District Plan and Policy 9-2(f) of the One Plan. We also recommended that consideration be given to including an advice note encouraging plan users to consult with Horizons with respect to flood depths and velocities, and finished floor level advice.

6. In response to this feedback, an advice note was added to the Town Centre Design Guideline, as follows:

“Where any development is proposed in areas that are at risk of flooding (refer to District Plan Maps) advice should be sort from Horizons Regional Council with respect to flood depths and velocities, and finished floor level.”

7. Horizons acknowledges WDC’s positive response to our initial feedback, but after further consideration seeks an amendment to the guidance note to ensure it is more consistent with Policy 9.2(f) in the One Plan for Whanganui central city. Horizons seeks that the reference to “finished floor level” in the advice note be replaced by “flood level”. This is because clause (f) of One Plan Policy 9-2 provides for alternative flood mitigation methods including resilient building design and emergency management systems within that part of the Wanganui central city bounded by Bates Street, Ridgway Street and Victoria Avenue. Therefore, in some instances WDC may approve the construction of new buildings that have finished floor levels below the 200 year flood surface, if alternative flood mitigation methods are employed. Reference to “finished floor level” in this advice note may have the unintended consequence of appearing to limit consideration of these alternative methods. Reference to “flood level” makes it clearer that Horizons advice may be used by WDC in deciding both floor levels and alternative flood mitigation methods when making decisions on building consents.

8. Horizons requests that the advice note in section 1.0 of the Town Centre Design Guide be retained, subject to minor amendments, as follows:

“Where any development is proposed in areas that are at risk of flooding (refer to District Plan Maps) advice should be ~~sort~~ sought from Horizons Regional Council with respect to 0.5% AEP (1 in 200 year) flood water depths, and velocities, and finished floor flood level.”

9. In our feedback on the draft design guidelines, we recommended that consideration be given to adding a new section within both design guides that is dedicated to resilient building design. We considered that the District Plan definition could be used as a starting point in relation to what methods and examples could be included. In the evaluation of the how the provisions of Proposed plan Change 49 are consistent with the One Plan (refer to the table in Section 1.2.2 of the s32 Report), the officer acknowledges that *“further guidance could be provided through the District Plan on what constitutes ‘resilient building design.’ This is intended to be dealt with in a future phase of the District Plan review.”*
10. We generally support the intent of the Whanganui District Council to provide further guidance on resilient building design within the District Plan through a future plan change. However, if the Town Centre Design Guide is to be the key reference document referred to by developers and building designers when designing new buildings, we think the inclusion of advice on resilient building design would be of benefit to plan users. A possible consequence of not providing advice on resilient building design in the guidelines may be lower uptake of alternative methods than anticipated.

Decisions Sought

- That the advice note in section 1.0 of the Town Centre Design Guide be retained, subject to minor amendments, as follows:

“Where any development is proposed in areas that are at risk of flooding (refer to District Plan Maps) advice should be ~~set~~ sought from Horizons Regional Council with respect to 0.5% AEP (1 in 200 year) flood water depths, and velocities, and finished floor flood level.”

- That the Town Centre Design Guideline be amended to include advice on resilient building design.

STORMWATER MANAGEMENT

11. Management of stormwater is largely the responsibility of the Whanganui District Council. However, the One Plan does include one rule relating to stormwater (Rule 14-18). Within commercial areas, Horizons is primarily concerned with ensuring that stormwater discharges do not cause or exacerbate flooding of any other property (Condition (b) of Rule 14-18).
12. Horizons supports proposed guideline GB14 in the draft Town Centre Design Guide and guidelines CP6 and GB13 in the draft Outer Commercial Design Guide which encourage the use of permeable paving as a means of reducing storm water runoff from carparking areas. We also support guideline CP3 in the Outer Commercial Design Guide which encourages planting in car parking areas as a way of reducing storm water flow from the site. These suggested measures will help to minimise localised flooding from stormwater run-off. We request that these guidelines are retained as drafted in PC49.

Decisions Sought:

- That proposed guideline GB14 in the draft Town Centre Design Guide is retained as drafted in PC49.
- That proposed guidelines CP3, CP6 and GB13 in the Outer Commercial Design Guide are retained as drafted in PC49.

CYCLE INFRASTRUCTURE

13. Horizons supports proposed guidelines GB15 in the Town Centre Design Guide and GB14 in the Outer Commercial Building Design Guide which encourage new developments to provide cyclist parking. We request that these guidelines be retained as drafted in PC49. The provision of urban cyclist infrastructure will help give effect to Policies 3.1 and 4 of the Regional Land Transport Plan (RLTP) 2015-2025. Policy 3.1 of the RLTP requires land use planning to recognise potential impacts on existing transport systems, including by ensuring that that new development includes

provision for cycling. Policy 4 of the RLTP encourages the uptake of walking and cycling as transport modes and for recreation. The methods for achieving Policy 4 of the RLTP include providing new infrastructure where appropriate and maintaining current facilities to appropriate standards.

Decisions Sought:

- That proposed guideline GB15 in the draft Town Centre Design Guide is retained as drafted in PC49.
- That proposed guidelines GB14 in the Outer Commercial Design Guide is retained as drafted in PC49.

Thanks again for the opportunity to make a submission on proposed Plan Change 49.

Please feel free to contact me (email Lisa.Thomas@horizons.govt.nz) if you wish to discuss any of the matters raised in this submission.



Lisa Thomas
Coordinator District Advice
HORIZONS REGIONAL COUNCIL

Attachments:

Annex A – Feedback letter from Horizons on the draft Town Centre & Outer Commercial Design Guidelines

Private Bag 11025
 Manawatu Mail Centre
 Palmerston North 4442

P 06 952 2800
 F 06 952 2929

www.horizons.govt.nz

21 March 2016

Leayne Huirua
 Whanganui District Council
 PO Box 637
 WANGANUI 4540

File ref: RAI 04 07
 2016
 LT:RP

BY EMAIL ONLY
leayne.huirua@wanganui.govt.nz

Dear Leayne

WANGANUI DISTRICT PLAN REVIEW – PLAN CHANGES 49 AND 50 – TOWN CENTRE BUILDING DESIGN GUIDELINES AND OUTER COMMERCIAL BUILDING DESIGN GUIDELINES

Thank you for notifying us of the Whanganui District Council's intention to review the Building Design Guidelines for the town centre, and to introduce guidelines for the outer commercial area.

We do not wish to comment on the substantive aspects of the guidelines as Horizons does not have a role in management of built infrastructure and urban design matters.

We do however wish to provide some feedback in relation to considerations for buildings within flood affected areas and management of stormwater in the outer commercial zone.

Building Design in Floodable Areas

The draft guidelines for the town centre and the outer commercial area do not identify those areas at risk of inundation in a 0.5% AEP flood event, or how buildings can be designed to mitigate this risk. We consider that more guidance on resilient building design would be of benefit to plan users and is supported by reference to such matters within the Whanganui District Plan and Policy 9-2(f) of the One Plan. We also recommend that consideration be given to including an advice note encouraging plan users to consult with Horizons with respect to flood depths and velocities, and finished floor level advice.

As shown on District Plan Map U22, parts of the Town Centre and Outer Commercial area have been modelled as likely to flood in a 1% Annual Exceedance Probability (AEP) (1 in 100 year) and 0.5% AEP (1 in 200 year) flood event. Figure 1 below is copied from District Plan Map U22. The dark blue jagged line shows the 1% AEP flood level and the green line shows the 0.5% AEP flood level. Land between the Whanganui River and these lines is considered flood prone.

Kairanga

Marton

Palmerston North

Taihape

Taumarunui

Wanganui

Woodville



Figure 1: Extract of Planning Map U22 showing the 1% and 0.5% AEP modelled flood extents

One Plan Policy 9-2 generally discourages new development in areas that are at risk of flooding in a 0.5% AEP (1 in 200 year) flood event. Where flood hazard cannot be avoided, we recommend that the flood risk be mitigated. Mitigation measures include ensuring that occupied structures have a finished floor level that includes reasonable freeboard above the 1 in 200 year flood level.

Given the need to maintain visual and physical connections between the central city area and the Whanganui River and the commercial importance of riverfront development to Whanganui, an additional clause was added to Policy 9-2 of the One Plan through the Appeals process. Clause (f) of One Plan Policy 9-2 (Development in areas prone to flooding) states that:

- (f) *Despite Policy 9-2(d)(i) and (ii), within that part of the Wanganui central city bounded by Bates Street, Ridgway Street and Victoria Avenue, flood hazard mitigation measures will not be limited to considering flood height and flow but will include such methods as resilient construction and emergency management systems.*

This means that new buildings and alterations to existing buildings within the central city area outlined in Clause (f) above have the option of using alternative methods to mitigate flood risk, including resilient building design that either protects buildings from inundation or allows quick recovery following inundation.

The District Plan also includes a definition of “resilient building methods,” as follows:

Resilient building methods: *means methods that will, where appropriate to the building and nature of the hazard, limit damage and aid recovery from a flood event. Such methods include, but are not limited to, raising floor or foundation levels, surrounding a building with flood proof materials, sealing all openings below flood levels, elevating electrical systems, and providing flood water passage.*

The performance standards for new structures in the Riverfront and Arts and Commerce Zones reference Chapter 11 (Natural Hazards) in relation to flood hazard mitigation requirements. Objective 11.2.3 requires Riverfront development to mitigate flood hazard from the Whanganui River and Policy 11.3.7 refers to utilisation of alternative flood hazard mitigation techniques within the Arts and

Commerce and Riverfront zones. The performance standards for new structures within the Arts and Commerce zone and Riverfront Zone (11.7.1) require new buildings and additions to be designed to either:

- a. *Be protected from inundation; or*
- b. *Be able to recover efficiently following inundation.*

The One Plan and the Whanganui District Plan both acknowledge the importance of considering resilient building design methods and emergency management systems for structures in within the floodable area of the town centre and outer commercial zone. However, the design guidelines do not currently include any guidance on possible methods that could be utilised. It is recommended that consideration be given to adding a new section within both design guides that is dedicated to resilient building design. The District Plan definition can be used as a starting point when considering what methods and examples could be included.

It also may be useful to include a map of the floodable area and an advice note encouraging plan users to consult with Horizons with respect to flood depths and velocities, and finished floor level advice.

Stormwater Management in the Outer Commercial Zone

Management of stormwater is largely the responsibility of the Whanganui District Council. However, the One Plan does include one rule relating to stormwater (Rule 14-18). Within commercial areas, Horizons is primarily concerned with ensuring that stormwater discharges do not cause or exacerbate flooding of any other property (Condition (b) of Rule 14-18).

Horizons supports CP5 and CP6 in section 5.0 (Car Parking) of the Draft Wanganui Outer Commercial Building Design Guidelines, namely the suggestion to use planting areas and permeable paving to reduce stormwater run-off from car-parking areas. These measures will help to minimise localised flooding from stormwater run-off.

Please feel free to contact me (email Lisa.Thomas@horizons.govt.nz) if you wish to discuss any of the matters raised in this letter.

Yours sincerely



Lisa Thomas
COORDINATOR DISTRICT ADVICE



Resource Management Act 1991
**Submission on a Publicly
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The Whanganui District Plan**

In accordance with Form 5 – RM (Forms, Fees and Procedure) Regulations 2003



PC49 - Sub 5
WHANGANUI
DISTRICT COUNCIL
Te Kaunihera a Rohe o Whanganui

TO: Whanganui District Council, PO Box 637, Whanganui

Name: (print in full) Foodsuffs Properties (Wellington) Ltd

This is a submission on Plan Change No. to the Whanganui District Plan. Closing Date:

1. (a) I ~~could~~/could not* gain an advantage in trade competition through this submission. (**please delete one*).

(b) I am/~~am not~~* directly affected by an effect of the subject matter of the submission that adversely affects the environment; and does not relate to trade competition or the effects of trade competition (**please delete one*).

2. The specific provisions of the proposed plan change that my submission relates to:

Please see attached.

Use additional pages if required

3. My submission is that (Please state in summary the nature of your submission. Clearly indicate whether you support or oppose the specific provisions or wish to have amendments made. Please give your reasons):

See attached.

Use additional pages if required

4. I seek the following decision from the Council (Give clear details stating what amendments you wish to see made to the Plan Change, and your reasons):

See attached.

Use additional pages if required

5. I do/do not* wish to be heard in support of this submission (**please delete one*).

6. If others make a similar submission I would/would not* be prepared to consider presenting a joint case with them at any hearing (**please delete one*).

7. Address for service:

Barker and Associates Ltd

PO Box 1986

Shortland Street

Auckland 1140

Attn: Matt Nomell

Signature:

(Person making submission or person authorised to sign)

on

Day time phone No: 029 850 2780

behalf of person making submission)

23 August 2016

Whanganui District Council
PO Box 637
Whanganui 4540

Via email: Leayne.Huirua@whanganui.govt.nz

Dear Sir / Madam

Re: Proposed Plan Change 49 - Appendix G Town Centre Building Design Guide Review

Introduction

Barker & Associates ('B&A') are authorised agents for Foodstuffs Properties (Wellington) Ltd ('Foodstuffs') who are in receipt of the letter from Whanganui District Council ('the Council') dated 23 July 2016 regarding Proposed Plan Change 49 ('PC 49') and the proposed introduction of Town Centre Building Design Guidelines for the Outer Commercial zone.

Background

Foodstuffs operate two existing supermarkets at 167 Glasgow Street ('Pak n Save') and 374 Victoria Avenue ('New World'). Both of these sites are zoned Outer Commercial under the Whanganui District Plan and are located within the 'Outer Commercial Design Guideline Overlay' in the Proposed PC 49 Whanganui District Planning Maps.

For this reason, Foodstuffs has a greater interest than the general public on the development, implementation and outcome of the PC 49 design guidelines. We also record that Foodstuffs provided written feedback to the Council on the Town Centre Building Design Guidelines (Outer Commercial) discussion documents when they were first publicly notified in February 2016 and referenced as proposed Plan Change 50.

This letter serves as a submission from Foodstuffs to the overall purpose and content of PC 49. In preparing this submission, the following information has been reviewed:

- Section 32 Report - Proposed Plan Change 49 (Town Centre & Outer Commercial Design Guidelines)
- Appendix 1 Maps Proposed Plan Change 49
- Appendix G2 Outer Commercial Guidelines
- Proposed Changes to Plan Text

Generally, Foodstuffs is supportive of the concept of design guidelines where they are appropriate to the context of a site to which they are applied and consistent with anticipated outcomes of the built

B&A

form provided for in the underlying zoning. However, in this case, it is considered that there is no need for the design guideline overlay to apply to the two supermarket sites. We clarify as follows.

Design Guideline Overlay

As mentioned, both the New World and Pak N Save sites are located within the 'Outer Commercial Design Guideline Overlay'. The intent of the overlay is one of ensuring *"quality building design outcomes ... with buildings exhibiting active street frontages and visual interest in street facades."* (objective 5.2.1.2). We have reviewed these sites in the context of objective 5.1.2 and, in our view, these sites are inconsistent with the outcome sought to be achieved.

The area is one of a car dominated environment in which many sites have car parking areas addressing the road frontages (for example the Countdown and Pak N Save sites). Further, within the surrounding area there is no uniformity of buildings addressing Victoria Avenue. In other words, there is no distinctive streetscape treatment but rather a combination of car parking, building and planting. Further, the activities that have established in this length of Victoria Avenue tend to be based around vehicle use. For example, the three supermarket sites, the motor lodge and the liquor store.

For these reasons, the environment surrounding the New World and Pak N Saves sites is one of a car based environment which is not conducive to a creating a high quality environment. Conversely that area to the east of Ingestre Street exhibits a uniformity of design. In our view, those characteristics are worthy of the objective to achieve a high quality building design outcome.

Therefore, it is considered that the Outer Commercial Design Guideline Overlay should not apply to the area west of Dublin Street. Specifically the overlay should be removed from the planning maps such that it does not apply properties on Victoria Avenue, to the west of Dublin Street.

Objective 5.2.12 and Policy 5.3.20

For the same reasons outlined above, objective 5.2.12 should be amended as follows:

"To ensure quality building design outcomes in the Outer Commercial zone with new buildings on sites subject to the design guideline overlay exhibiting active street frontages and visual interest in street facades."

Similarly, policy 5.3.20 should be amended as follows:

To promote quality design outcomes in the Outer Commercial zone design guideline overlay by requiring adherence to the Outer Commercial Design Guidelines, in particular, new development is expected to:

- a) Acknowledge, and respond to, the context of the site and the surrounding environment.*
- b) Ensure the bulk, form and siting of new buildings maintains and enhances the quality of the environment.*



- c) *Provide a quality street frontage with visual interest and connection with the street.*
- d) *Ensure visual effects from car parking areas are avoided or mitigated.*

Urban Design Panel

The plan change includes objective (5.3.21) to establish an urban design panel. In our opinion, this is not a policy to achieve an objective. Rather, this is a method to help achieve an outcome.

We recommend that clause 5.3.21 is deleted as a policy. Should this clause progress in PC 49 as a method there needs to more direction around the scale and significance of a development before it is referred to an Urban Design Panel. It is also unclear if this is a mandatory or voluntary process.

Regardless, it is considered that the need for proposals to be considered by an urban design panel should only apply to sites that are located within an area that warrant a specific design outcome. For example, the Design Guideline Overlay (DGO) area. However, as set out above, it is considered that the use of the DGO is too expansive and should not apply to sites on Victoria Street where there is no likelihood of achieving the outcome sought given the nature of existing activities and site layouts.

For these reasons, the requirement for an urban design panel should be carefully addressed to only apply to sites that are subject to the DGO which, as set out above, should not apply to sites on Victoria Street, west of Dublin Street.

We suggest amending the wording as follows (acknowledging that this should not be a policy):

To establish an Urban Design Panel to assist with advice and critique of the design elements of development proposals and adherence to the Council's design guidelines. Triggers for referral to the panel include, ~~but are not limited to~~:

- a) *New buildings and alterations/additions to buildings (visible from public areas) within the town centre;*
- b) *New buildings in the Outer Commercial zone design guideline overlay area;*
- c) *New buildings (visible from public areas or a Residential zone) near the town centre, riverfront, reserve areas, and arterial routes including large format retail, supermarket or apartment buildings and subject to the design guideline overlay area*
;
- d) ~~*Any locally significant development that Council officers consider may benefit from independent urban design review.*~~

Please contact me should you require any clarification or further information.

B&A

Yours faithfully
Barker & Associates Ltd

A handwritten signature in black ink, appearing to read 'Matt Norwell', with a stylized, cursive script.

Matt Norwell
Director/Planning Consultant

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B&A



SUBMISSION BY HARVEY NORMAN PROPERTIES (N.Z.) LIMITED

ON THE PROPOSED PLAN CHANGE 49

To: leayne.huirua@whanganui.govt.nz

1.0. INTRODUCTION

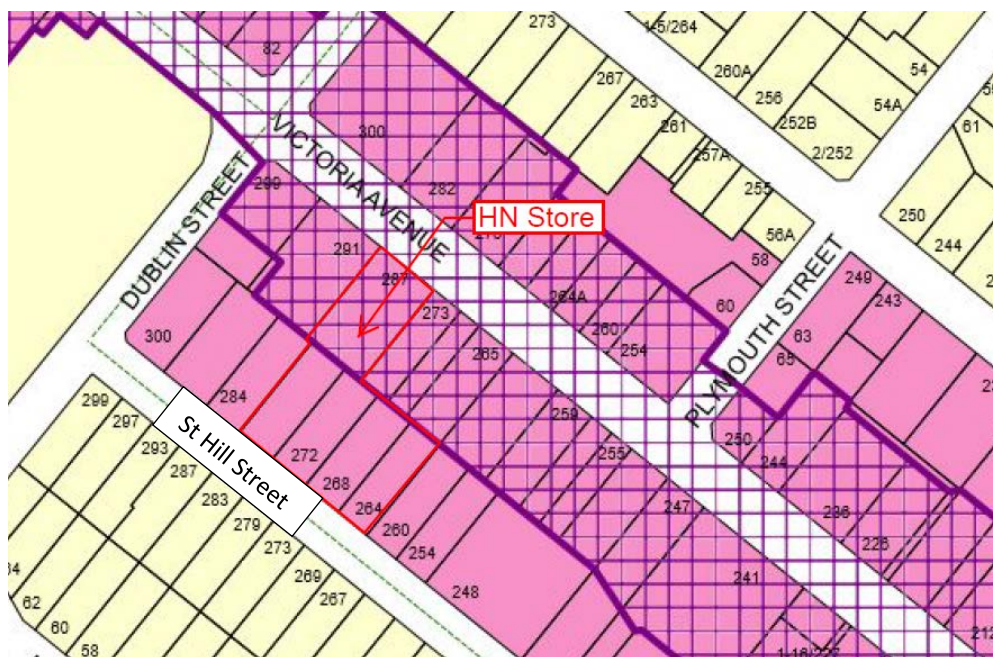
- 1.1. Harvey Norman Properties (N.Z.) Limited ("**Harvey Norman**"), c/o Haines Planning Consultants Limited at the address for service below, makes this submission on the Proposed Plan Change 49 ("**PC49**") to the Whanganui District Plan.
- 1.2. Harvey Norman is a household name and a market leader in the retailing of electrical, computer, furniture, entertainment and bedding goods. It owns and operates large format retail centres, smaller outlets and warehouses throughout Australasia. Domestically, Harvey Norman has a presence in all major urban and provincial centres. In Whanganui, Harvey Norman operates a store at 287 Victoria Avenue.
- 1.3. The Submitter is the proprietor of the store site (Lot 18 DP 43519), as well as four other contiguous allotments (Lots 11-14 DP 43519) fronting St Hill Street. The combined landholding measures approximately 5075m² and is herein referred to as "the Site". The Site contains the Harvey Norman store and associated carparking area.
- 1.4. The Site is zoned 'Outer Commercial' under the Whanganui District Plan.

2.0. THE SUBMISSION

- 2.1. PC49 introduces building design guidelines for new development within areas affected by the Outer Commercial Design Guide Overlay. This is given effect through Rule 5.10.3, which requires a restricted discretionary activity resource

consent for new buildings and major alternations and extensions to existing buildings.

- 2.2. The Submitter is not opposed to introducing urban design guidelines for town centres. The proviso is that these guidelines, and the policies and rules that give effect to these guidelines, are effective at achieving the appropriate urban design outcomes without unduly interfering with the rights of landowners to use and develop their land.
- 2.3. The Submitter supports the Council's approach to the application of urban design guidelines at a relatively fine grained level. Instead of applying the Outer Commercial Design Guidelines (Appendix G) to the entire Outer Commercial Zone, PC49 introduces the Outer Commercial Design Guideline Overlay, and restricts the application of the guidelines to areas within the Overlay.
- 2.4. The "front half" of the Harvey Norman store, which has frontage onto the more prominent Victoria Avenue, falls within the proposed Outer Commercial Design Guideline Overlay. The "rear half" of the store and the carparking area, which fronts onto St Hill Street, is not affected by this Overlay (see image below where the Overlay is shown in hatched purple).



- 2.5. Bulky goods and large format retail outlets, such as the Harvey Norman store, typically operate from large, warehouse-style buildings surrounded by expansive carparking areas. It is often difficult to integrate these developments with the surrounding, finer-grained developments. Recognising the important role these retailers play in providing for the social and economic wellbeing of people and communities, as well as the established nature of, and significant investments in, these developments, it is necessary that urban design guidelines give due regard to the functional requirements of these activities.

- 2.6. In the case of PC49, although the guidelines themselves do not specifically acknowledge or provide for the needs of large format retailers, the application of the Outer Commercial Design Guideline Overlay to only the “front half” of the Harvey Norman store is considered an appropriate response to the Submitter’s concerns. To this end, the Submitter seeks that the Overlay be applied in the manner notified.

3.0. RELIEF SOUGHT

- 3.1. The Submitter neither supports nor opposes the insertion of Rule 5.10.3(b) and Rule 5.10.3(c) which require a restricted discretionary activity for new development within the Outer Commercial Design Guideline Overlay, and subjecting these to the relevant guidelines in Appendix G.
- 3.2. The Submitter supports the exclusion of Lots 11-14 DP 43519 from the Outer Commercial Design Guideline Overlay as shown on Planning Map U21, and requests that this position be retained.

4.0. PROCEDURAL MATTERS

- 4.1. Harvey Norman could not gain an advantage in trade competition through this submission.
- 4.2. Harvey Norman wishes to be heard in support of this submission, and would consider presenting a joint case with any other party seeking similar relief.



Daniel Shao

Date: 18 August 2016

On behalf of Harvey Norman Properties (N.Z.) Limited

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