

Te Tai o Poutini Plan – Section 32
Evaluation
Report Eight Commercial and Mixed Use
Zones
Ngā Takiwā Pakihi me ngā Takiwā Hanumi



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Executive Summary

Section 32 of the Act requires objectives in district plan proposals to be examined for their appropriateness in achieving the purpose of the Resource Management Act 1991 (RMA), and the policies and methods of those proposals to be examined for their costs, benefits, efficiency, effectiveness and risk in achieving the objectives. The analysis set out in this report is to fulfil the obligations of the Council under s32 of the Act.

This section 32 evaluation report relates to 'commercial and mixed use' zones, which are comprised of the Neighbourhood Centre, Town Centre, Mixed Use and Commercial zones. The provisions for 'commercial and mixed use' zones are intended to provide a framework for land use and development activities within these zones, setting out the outcomes sought within these zones, the direction as to how the outcomes are to be achieved, and a suite of rules to manage activities within each zone. This includes specific Precincts within the Westport, Reefton, Hokitika and Greymouth Town Centres.

The three Operative District Plans identify a number of areas of Commercial Zones, and take a different approach to recognising different characteristics in terms of bulk and location of buildings, pedestrian or vehicle orientated emphasis, parking requirements, landscaping and general amenity. The Operative Plans allow business activities to establish in many locations across the West Coast, resulting in many business activities establishing 'out of zone' and 'bleeding' out of the towns into their fringes and beyond. Over the life of the Operative District Plans there have also been some implementation issues. The key resource management issues related to Commercial and Mixed Use Zones are:

- Business activities locating outside of commercial zones and impacting the economic viability of centres. There is a need to reinforce a hierarchy of West Coast centres which are the appropriate location for retail and business service activities, living activities, community facilities and visitor accommodation.
- Centres need a mix of activities so that the community can experience a wide range of social, cultural and recreational experiences in addition to traditional retail, with an emphasis on encouraging residential living in town centres to support their vibrancy and function as well as to provide wider housing choice.

The key changes for Commercial and Mixed Use Zones are:

- Introduction of four Commercial and Mixed Use Zones accommodating a range of activities and commercial environments: Town Centre Zone, Commercial Zone, Mixed Use Zone and Neighbourhood Centre Zone.
- Putting in place urban design requirements and standards for the Town Centre Zone to support pedestrian use and ensuring that buildings contribute positively to the streetscape.
- Applying a design guide to each of the town centres to ensure high amenity environments that include recognition of cultural identity.
- Rezoning sites to accommodate the new Commercial and Mixed Use Zones framework.
- Providing for residential development to be able to be undertaken within Town Centre areas provided this is above street level.
- Recognising the heritage character of the town centres and supporting the redevelopment of heritage buildings for visitor accommodation.

The proposed provisions will provide developers with greater certainty and confidence to invest and ensuring attractive environments will encourage communities to spend time in centres. This will help maintain and enhance vibrancy and vitality in the West Coast's centres, and encourage a shift from centres offering traditional retail to offering a wide range of social, cultural, recreational and residential experiences.

The Commercial and Mixed Use Zones will assist the TTPP Committee to fulfil its statutory functions and responsibilities as required by the RMA through the following proposed objectives, policies and rules:

- Objectives that describe the function and character of the proposed commercial and mixed use zones.
- Policies that provide guidance on the types of activities that are anticipated in the commercial

- and mixed use zones and how these activities are to be managed.
- Rules that provide greater certainty in regard to what activities are permitted, restricted discretionary, discretionary or non-complying within each zone and requirements which manage the scale, bulk and location of development and matters for control/discretion where development may trigger these standards.
 - Definitions for the various forms of development anticipated within the commercial and mixed use zone.
 - Zones and overlays on Planning Maps that identify those areas which have a commercial and mixed use zoning

1.0 Overview and Purpose

This s32 evaluation report should be read in conjunction with the s32 'Overview Report', which also includes an overview of the s32 legislative requirements, the methodology and approach to the s32 evaluations and the process that the TTPP Committee has undertaken to date through the development of Te Tai o Poutini Plan, including consultation and engagement.

This report sets out the statutory and policy context for commercial and mixed use areas, the key resource management issues, specific consultation and approach to evaluation on this topic to decide on the proposed provisions. The report also includes a review of the existing plan provisions and an evaluation of alternative methods to achieve the purpose of the Resource Management Act (RMA) in relation to the Commercial and Mixed Use Zones topic.

1.1 Introduction to the Resource Management Issue

Development of the Commercial and Mixed Use Zone chapters and associated objectives, policies and rules have considered the current growth and development pressures on the West Coast and the potential risks associated with uncontrolled or piecemeal residential land use and development into the future.

The provisions have been developed on the premise that the towns and settlements of the West Coast are going to grow, and it is not the role of the RMA to limit growth and commercial development, but to manage its form and location to promote sustainable management of natural and physical resources.

The Commercial and Mixed Use Zones are essential to well-functioning towns and settlements, and include maintaining the heritage, character and cohesion of these areas, whilst accommodating anticipated growth and commercial developments. The Commercial and Mixed Use Chapters are also inherently linked to the Part 2 Strategic Objectives of the Proposed TTPP, as well as the Subdivision chapter.

Maintaining and enhancing our town centres is important because they provide a strong sense of place and identity, substantial amounts of private and public money has been invested in infrastructure over a long period of time to support them and the livelihoods of many business owners rely on their success. The four main towns were all first built in the mid 1860s and have developed over the last 150 years with waves of different types of development. In Greymouth, in particular, there has been a "hollowing out" of the town centre over time as a result of commercial development during the boom times – so that there are now large areas of under-utilised land within easy walking access of the town centre. However there is substantial infrastructure which has been developed within these areas, and the costs to the community of building new infrastructure on the edges of the main towns is considerably greater than the cost of connecting more development to the existing infrastructure.

Supporting the function of town centres, is a key strategic direction for TTPP as outlined in Strategic Objective UFD – O1 Urban Form and Development.

This Strategic Objective states:

To have urban environments and built form on the West Coast/Tai o Poutini that:

- a. Are attractive to residents, business and visitors;*
- b. Have areas of special character and amenity value identified and their values maintained;*
- c. Support the economic viability and function of town centres;*
- d. Recognise the risk of natural hazards whereby new development is located in less hazardous locations;*
- e. Promote the re-use and re-development of buildings and land, including private and public land;*
- f. Improve overall accessibility and connectivity for people, transport (including opportunities for walking and cycling) and services;*

- g. Promote the safe, efficient and effective provision and use of infrastructure, including the optimisation of the use of existing infrastructure;*
- h. Maintain the health and wellbeing of waterbodies, freshwater ecosystems and receiving environments; and*
- i. Protect and enhance the distinctive character of the districts' settlements.*

The Proposed TTPP clearly articulates that the West Coast has a set of existing centres where certain activities are expected that operate in the following hierarchy:

- Town Centre Zone – the town centres of Greymouth, Hokitika, Westport and Reefton that provide a range of business, retail and entertainment activities that serve the needs of each town centre’s community and surrounding rural areas.
- Neighbourhood Centre Zone –neighbourhood shops providing convenience based business and retail activities that serve the needs of the local community and surrounding areas.

The Proposed TTPP also provides for businesses and retail activities located outside of the centres. These zones are:

- Mixed Use Zone – covers an area wrapping around two sides of the Greymouth Town Centre Zone. This zone is predominantly used for and characterised by commercial service activities but where residential is anticipated to be a large part of future redevelopment. The type and frequency of business activities is limited in this zone to ensure the viability and vibrancy of the centres is not compromised.
- Commercial Zone – This zone is generally found near to but not within town and settlement centres and accommodates a range of commercial service, large format and car based retail activities.

In addition to clarifying the role and function of centres and the activities that are expected within them, the Proposed TTPP focuses on ensuring high quality urban design through the introduction of Town Centre Design Guidelines that apply to each of the four town centres of Westport, Reefton, Hokitika and Greymouth and the Mixed Use Zone areas associated with any of those centres.

1.2 Regulatory and Policy Direction

1.2.1 Resource Management Act

In carrying out a s32 analysis, an evaluation is required of how the proposal achieves the purpose and principles contained in Part 2 of the RMA. Section 5 sets out the purpose of the RMA, which is to promote the sustainable management of natural and physical resources.

Sustainable management includes managing the use, development, and protection of natural and physical resources to enable people and communities to provide for their social, economic and cultural wellbeing and for their health and safety.

In achieving this purpose, authorities need also to recognise and provide for the matters of national importance identified in s6, have particular regard to other matters referred to in s7 and take into account the principles of the Treaty of Waitangi referred to in s8.

There are no s6 matters that are directly relevant to the Commercial and Mixed Use chapter, but the following provisions in s7 ‘Other Matters’ are relevant:

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

(c) the maintenance and enhancement of amenity values:

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

Section 8 requires the Council to take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). Consistent with the practice followed in the development of the Proposed TTPP, the s 8 principles of most relevance to this topic is the duty to make informed decisions through consultation. Poutini Ngāi Tahu though the Rūnanga kaiwhakahaere have been involved in the governance and development of TTPP and their planners have collaborated in the development of the TTPP provisions. Alongside this Poutini Ngāi Tahu been consulted as part of the review process and the

obligation to make informed decisions based on that consultation is noted.

All of the above matters are relevant when considering Commercial and Mixed Use Zone issues and ensuring the ongoing operation and development of activities and facilities in this zone.

1.2.2 National Instruments

National Policy Statement on Urban Development 2020 (NPS – UD)

The NPS-UD came into effect on 20 August 2020. It recognises the national significance of urban environments and provides direction to decision-makers on planning for urban environments and seeks to establish well-functioning urban environments that respond to the changing needs of people, communities and future generations.

Objective 1 of the NPS-UD seeks that well-functioning urban environments enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.

Objective 4 seeks that urban environments are provided that, over time, develop and change in response to the changing needs of people and communities and future generations.

Policy 3 seeks to enable building heights and density of urban form commensurate with the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services or the relative demand for housing and business use in that location.

1.2.3 National Planning Standards and/or Guidance Documents

National Planning Standards

The following aspects of the National Planning Standards are relevant to this topic:

4: District Plan Structure Standard, which requires that the zones chosen must be included in the order that they are set out in Table 4. This is relevant to how the residential zone provisions are ordered.

8: Zone Framework Standard, which specifies that the Council can only use the zones which are provided for within the standard. While the objectives, policies and rules specific to a particular zone can be determined by the Council, these need to meet the expectations of the zone purpose statement specified in this standard. Of particular relevance to the Commercial and Mixed Use sections are the Town Centre Zone, the Neighbourhood Centre Zone, the Mixed Use Zone and the Commercial Zone.

12: District Spatial Layers Standard, which sets out the spatial layers that can be used within the Proposed TTPP. These allow for the use of zones, overlays, precincts, specific controls, development areas, designations and heritage areas where these meet the function of the layer described in Table 18. This is relevant to the commercial and mixed use zone provisions because they include the use of precincts, specific controls and development areas.

New Zealand Urban Design Protocol

The Urban Design Protocol is a voluntary commitment by central and local government, as well as property developers, investors, design professionals, educators, institutes and other groups, to undertake specific urban design initiatives in order to make New Zealand towns and cities more successful through quality urban design. It identifies seven essential design qualities that together create quality urban design – context, character, choice, connections, creativity, custodianship and collaboration

1.2.4 Regional Policy and Plans

West Coast Regional Policy Statement

Under Section 75(3)(c) of the RMA, TTPP must give effect to the Regional Policy Statement. The Regional Policy Statement (RPS) must also give effect to the NPS- UD, but no changes have occurred to the RPS to reflect the NPS-UD to date.

Nevertheless the RPS does contain policies relevant to commercial development and sustainable urban environments.

Chapter Four addresses Resilient and Sustainable Communities. This chapter recognises that due to a historical reliance on the export of commodities from the region, our towns and communities' populations have fluctuated - dramatically in some cases. When employment declines people often move away, and communities can lose their sense of identity. Less money is available and towns and settlements can become run down, losing their amenity values.

Policy 4.4 seeks to promote the sustainable management of urban areas and small settlements, along with the maintenance and enhancement of amenity values in these places.

This policy seeks to promote a range of amenity values to present choices to meet the diverse needs of residents throughout the region. It is important to not only apply this in the recognised urban towns but the smaller settlements with which people feel a strong connection to, and identity with.

Chapter Eight addresses Land and Water and includes direction on how this interfaces with urban development through Policy 8.7 which states:

8.7 Encourage the coordination of urban growth, land use and development including the provision of infrastructure to achieve integrated management of effects on fresh and coastal water.

1.2.5 Local Policies, Plans and Strategies

Te Whanaketanga Te Tai Poutini West Coast 2050 Strategy

Te Whanaketanga is a collaborative document developed by Development West Coast, West Coast Councils and Poutini Ngāi Tahu. It sets out key strategic directions for the West Coast around economic development, regional identity and stronger communities.

Greymouth CBD Redevelopment Plan

The Greymouth CBD Redevelopment Plan was developed through a community consultation process and is supported by Māwhera Incorporation, the major landowner in the town. The Plan outlines a spatial approach to revitalisation of the Greymouth CBD – recognising that the current zoning and land uses were developed for a different economic time, and no longer meet the needs of the Greymouth community.

There are a wide range of recommendations and actions in the CBD Redevelopment Plan across a range of areas. Some are significant in terms of input to the development of the proposed TTPP Commercial and Mixed Use zoning and other provisions in the for Greymouth. These include:

Recommendation 3: Reducing the retail core of the town centre and embracing the reduced core with residential development being a dominant use in the surrounding areas.

Recommendation 6: Create continuous verandah cover along main streets to provide shelter from the rain

Recommendation 8: Stimulate residential development opportunities by rezoning of land

Recommendation 9: Undertake planning framework amendments to enable and encourage redevelopment of the centre.

Other key actions which implement the CBD Redevelopment Plan that are addressed are:

- Creating a new zone for the commercial core – Māwhera Quay, Railway Quarter, Tainui Gateway Quarter, Civic Quarter, Market Place Quarter and activating street level uses in this area
- Developing design guidelines that reflect the culture and history of the area
- Looking at planning incentives for repurposing, new build and activation of vacant sites and buildings
- Promoting adaptive re-use of existing or special character buildings and structures
- Encouraging higher density, innovative housing and accommodation options with some mixed use in an inner city neighbourhood
- Ensuring the transport provisions align with the urban design goals – including supporting walking and cycling within the town, providing for cycling parking and reviewing carparking requirements

Some of these matters are also addressed in other sections of the proposed TTPP (e.g. Residential Zones, Historic Heritage and Sites and Areas of Significance to Māori).

1.2.6 Poutini Ngāi Tahu Iwi Management Plans

The RMA requires that when preparing a District Plan, the territorial authority must take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of the district (section 74(2A)). There are three iwi management plans on the West Coast – the Te Rūnanga o Makaawhio Pounamu Management Plan, the Ngāti Waewae Pounamu Management Plan and the Lake Māhinapua Management Plan.

While these documents focus on specific issues they also contain wider information about the overall approach to sustainability and kaitiakitanga of resources and Poutini Ngāi Tahu values. Natural landscapes may have cultural values such as pā, kāinga, ara tawhito (traditional trails), pounamu, mahinga kai, and wāhi ingoa (place names). The traditions of Ngāi Tahu tūpuna (ancestors) are embedded in the landscape.

2.0 Resource Management Issue and Analysis

2.1 Background

The following key issues have been identified in relation to the Urban Chapters:

1. Planning for population and economic change.
2. Reinforcing the town centres and retaining the character of settlements.
3. Natural hazards limit the options for development in some locations and mean decisions around managed retreat need to be made.
4. Maintaining urban amenity.

2.2 Evidence Base – Research, Consultation, Information and Analysis undertaken

2.2.1 Research

The Council has reviewed the current District Plans, commissioned technical advice, obtained assistance from various internal and external experts and utilised this, along with internal workshops and community feedback to assist with setting the plan framework. This work has been used to inform the identification and assessment of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions. This advice includes the following:

Title	Greymouth CBD Redevelopment Plan – Te Rautake Whakawhanake a Māwhera July 2019
Author	Zoe Avery, James Lunday, Karen Remitis and Benoit Coppens
Brief Synopsis	This report outlines the results of a detailed study and consultation process around the future of the Greymouth CBD. It identifies the key issues for the development and redevelopment of the centre and the objectives sought to address these issues. It includes urban design proposals, design concepts, actions and recommendations for implementation to achieve the objectives, including recommendations and actions to be incorporated into the combined district plan.
Link to Document	https://tpp.nz/wp-content/uploads/2022/01/GreymouthCBDRedevelopmentPlanFINAL190723_lowres.pdf

Title	Westport Revitalisation Project Design Framework April 2018
Author	Buller District Council, Creative Communities and Urban Kin
Brief Synopsis	This report outlines the results of a detailed study and consultation process around the future of the Westport town centre . It identifies the key issues for the development and redevelopment of the centre and the objectives sought to address these issues. It includes urban design proposals, design concepts, actions and recommendations for implementation to achieve the objectives.
Link to Document	https://tpp.nz/wp-content/uploads/2022/01/Westport-Revitalisation-Project_Design-Framework_Final-Draft_9-April.pdf

Title	Built Form – Main Towns Character Analysis of the West Coast September 2019
Author	Lois Easton
Brief Synopsis	An analysis of the housing typology and character of the different settlements of the West Coast and the key design aspects that make up this character

Link to Document	https://tpp.nz/wp-content/uploads/2022/01/Built-Form-main-towns-character-analysis-west-coast-Sept-2019.pdf
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Title	Te Tai o Poutini Plan Technical Update – Commercial and Mixed Use Zones Spatial Approach September 2020
Author	Lois Easton
Brief Synopsis	Outlines the different types of commercial and mixed use zones available under the national planning standards and how and where these could be used in Te Tai o Poutini Plan.
Link to Document	https://tpp.nz/wp-content/uploads/2021/09/Agenda-TTPP-28-September-2021.pdf

Title	Te Tai o Poutini Plan Technical Update – Commercial Zone Rules September 2020
Author	Lois Easton
Brief Synopsis	Looks at the operative plan rules for Commercial Zones and what might be appropriate draft rules for the Commercial Zone in Te Tai o Poutini Plan.
Link to Document	https://tpp.nz/wp-content/uploads/2021/09/Agenda-TTPP-28-September-2021.pdf

Title	Te Tai o Poutini Plan Technical Update – Neighbourhood Centre Zone Rules October 2020
Author	Lois Easton
Brief Synopsis	Looks at the role of neighbourhood centres and what might be appropriate draft rules for the Neighbourhood Centre Zone in Te Tai o Poutini Plan
Link to Document	https://tpp.nz/wp-content/uploads/2020/10/TTPPC-Meeting-Agenda-October-2020.pdf

Title	Te Tai o Poutini Plan Technical Update – Town Centre Zone Rules November 2020
Author	Lois Easton
Brief Synopsis	Looks at the approach in the operative plans to town centres, the key drivers for their management and what might be appropriate rules for the Town Centre Zone in Te Tai o Poutini Plan.
Link to Document	https://tpp.nz/wp-content/uploads/2020/11/TTPP-Agenda-13-November-2020.pdf

Title	Te Tai o Poutini Plan Technical Update – Mixed Use Zone Rules March 2021
Author	Lois Easton
Brief Synopsis	Looks at the proposed locations and key drivers for mixed use zones, best practice approaches in other plans and what might be appropriate rules for the Mixed Use Zone in Te Tai o Poutini Plan.

Link to Document	https://tppp.nz/wp-content/uploads/2021/04/TTPP-Agenda-30-March-2021.pdf
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Title	Te Tai o Poutini Plan Technical Update – Approach to Rezoning May 2021
Author	Lois Easton
Brief Synopsis	Discusses the issues around rezoning of locations across the West Coast. Provides an outline and rationale for a consistent approach to rezoning land.
Link to Document	https://tppp.nz/wp-content/uploads/2021/05/Agenda-TTPP-Committee-25-May-2021.pdf

Title	Te Tai o Poutini Plan Technical Update – Design Guidelines for Greymouth and Westport September 2021
Author	Lois Easton
Brief Synopsis	Introduces draft design guidelines for Greymouth and Westport town centre zones and Greymouth mixed use zone
Link to Document	https://tppp.nz/wp-content/uploads/2021/09/TTPP-Agenda-2-September-2021.pdf

Title	Te Tai o Poutini Plan Technical Update – Draft Chapter Review Commercial and Mixed Use Zones September 2021
Author	Lois Easton
Brief Synopsis	Outlines the draft provisions for Commercial and Mixed Use Zones proposed for inclusion in Te Tai o Poutini Plan.
Link to Document	https://tppp.nz/wp-content/uploads/2021/09/TTPP-Agenda-2-September-2021.pdf

Title	Te Tai o Poutini Plan Technical Update – Design Guidelines for Hokitika and Reefton
Author	Lois Easton
Brief Synopsis	Introduces draft design guidelines for Hokitika and Reefton town centre zones.
Link to Document	https://tppp.nz/wp-content/uploads/2021/09/Agenda-TTPP-28-September-2021.pdf

Subsequent to this report the draft chapter created for the plan was presented to the TTPP Committee in August 2021. That draft chapter was endorsed by the Committee for further refinement and integration into the TTPP framework.

2.2.2 Consultation and Engagement

Te Tai o Poutini Plan has been the subject of significant consultation and community engagement. Within that, the issues around urban areas and settlements have been the subject of targeted consultation alongside the overall TTPP consultation and engagement process.

This commenced in 2019 with the identification of development stakeholders on the West Coast – local surveyors and planning firms, infrastructure providers, Development West Coast, Māwhera Incorporation, Regional Public Health and local businesses.

Numerous one on one meetings were held with individual stakeholders during the Plan drafting, with multi-stakeholder workshops also held.

Specific meetings and workshops held were:

Plan Development Phase

19 October 2019 – Westland growth and development workshop

20 October 2019 – Grey growth and development workshop

20 and 21st November 2019 – Buller growth and development workshops

18th March 2020 – Hokitika public meeting (general community)

19 March 2020 - Hokitika and Greymouth town centre drop ins and Greymouth public meeting (general community)

22 September 2020 – Westport public meeting (general community)

24 September 2020 – Reefton drop in and public meeting (general community)

Draft Plan Consultation Phase

22 February 2022 – multi-stakeholder infrastructure provider workshop

24 February 2022 – multi-stakeholder developer and professional services interests

21 February 2022 – Westport community public meeting (general community)

22 February 2022 – multi-stakeholder infrastructure provider workshop

22 February 2022 – Hokitika community drop in (general community)

24 February 2022 – multi-stakeholder developer and professional services interests

24 February 2022 – Greymouth community drop in (general community)

11 April 2022 – Hokitika public meeting (general community)

12 April 2022 – Greymouth public meeting (general community)

13 April 2022 – Westport public meeting (general community)

2.2.3 Poutini Ngāi Tahu Advice

Te Rūnanga o Ngāti Waewae and Te Rūnanga o Ngāti Mahaki o Makaawhio are the two papatipu rūnanga on the West Coast. They are collectively known as Poutini Ngāi Tahu. They have provided clear advice around their expectations in relation to provision for urban land – and in particular the role of cultural landscapes within urban areas, and the importance of recognition of these cultural landscapes and values within town centres and the design guidelines that supports them.

2.3 Operative District Plan Provisions

2.3.1 Buller District Plan

The Buller District Plan has two commercial zones – the Commercial Zone which is used in towns and settlements across the Buller District, and the Scenically Sensitive Commercial Zone which is used for the Punakaiki settlement.

The proposed TTPP does not include the Punakaiki commercial area within a Commercial and Mixed Use Zone - it is included in the Scenic Visitor Zone and is discussed in the Special Zones s32 report and is not discussed further here.

In relation to the Buller Commercial Zone provisions, Chapter 4.3 – the Built Environment contains the relevant objectives and policies.

There are three relevant Objectives:

4.3.6.1. To recognise, and where possible, protect the distinctive character and heritage values of Buller settlements from the adverse effects of inappropriate development.

4.3.17.1. To ensure that further settlement growth takes place in a manner and location which does not have significant adverse environmental effects.

4.3.27.1. To facilitate the "intermingling" of land use activities within the District's settlements and towns to the extent that this is compatible with protection of amenity values and the sustainability of existing natural and physical resources in urban areas.

There are five policies that are most relevant to the Commercial Zone

4.3.7.1 The main street commercial centres shall be defined in order to ensure a readily discernible community focal point and commercial heart to the main towns of the District.

4.3.7.2 Retention of the main street character of the Buller commercial centres shall be encouraged by rules in the District Plan.

4.3.7.6 All land and building shall be maintained so as to preserve the amenities of the environment in which they are situated.

4.3.18.1. Existing settlements will be defined as zoned urban and their outer edges defined accordingly.

4.3.28.1 A distinct central commercial core to the District's main settlements shall be provided for the convenience of customers and to act as a town reference and focal point.

4.3.28.2 The adverse effects of industrial and commercial operations, including noise, traffic, glare, shading, vibration, odour, effluent and waste emissions shall be minimised.

Key Rules for Permitted Activities within the Commercial Zone are:

- Setbacks adjoining residential zones,
- Maximum building height of 15m
- Residential activities either:
 - accessory to a commercial activity and meeting the Commercial Zone performance standards; or
 - entirely residential across the site and meeting the Residential Zone performance standards.

Regardless of the Permitted Activity standards, the Buller Plan identifies that car parking lots, car sales yards, service stations and open recreational areas are a Discretionary Activity.

In rules also have additional urban design requirements for main street areas in Westport and Reefton. These are:

- Allowing only commercial activities at street level;
- Requiring the principal building entrance on the main street frontage; and
- Requirement for verandahs over the footpath on main streets (with detailed verandah design requirements).

However despite the very significant heritage character of the Reefton town centre, there are no provisions within the Buller District Plan which aim to support or reinforce this. This has been identified as a substantial omission by the Reefton community.

Zoning of land for commercial development

In terms of land zoned for commercial development, the operative Buller Plan considered that with Buller's very low projected growth rates, there was sufficient land available for commercial development and no new land was zoned for this purpose at the time it was prepared. Land was zoned Commercial Zone only in Westport, Reefton and a small area at Karamea.

During the life of the operative Plan there has not been significant commercial development in Westport, but there have been some out of zone developments in Reefton, Maruia Springs and Karamea. In addition, the approach of "intermingling" of business developments within residential areas has led to some commercial developments, particularly retail, in residential locations within Westport and Reefton, as well as in the smaller settlements.

2.3.2 Grey District Plan

The Grey District Plan has one commercial zone – the Commercial Environment Area.

The Grey District Plan applies the Commercial Environment Area to quite a range of diverse locations with the same rules. These include:

- Greymouth town centre (with a commercial core area identified which is subject to additional controls)
- Greymouth South
- Kaiata Park
- A range of small suburban sites in Runanga, Dunollie, Cobden, Dobson, Moana

The Grey Plan provides one set of objectives and policies to cover the Commercial and Industrial Environmental Areas. There is one Objective as follows:

Objective 20.3 The efficient use of commercial and industrial areas including the port area, to serve the needs of the District in a manner that maintains a standard of amenity appropriate to the area and which will not compromise the amenity of adjoining areas.

Alongside this there are seven policies.

Policy 20.4.1 focusses on reverse sensitivity impacts on commercial and industrial areas of other activities. Policy 20.4.2 seeks that adverse effects not be created beyond the boundaries of commercial and industrial areas. Policy 20.4.3 relates to parking, loading and access. Policy 20.4.4 relates to pedestrian oriented and vehicle oriented areas of the Commercial Environment Area and states:

20.4.4. Pedestrian orientated areas should be located in the central area of Greymouth and the Greymouth South area, and those areas more dependent on vehicles for access and servicing located in the areas around the central area.

Policy 20.4.5 provides for public use of the port area and adjoining land.

Policy 20.4.6 relates to the new commercial area in Greymouth south that was rezoned at that time (this has now been fully developed)

Policy 20.4.7 relates to new industrial areas.

In terms of rules in the Commercial and Industrial Environment Areas, key Permitted Activity standards are as follow:

- Residential activities are Permitted – but where not ancillary to a commercial or industrial activity the minimum site area is 300m²;
- Setbacks from the Residential Environmental Area (4.5m) and within 100m of MHWS;
- Maximum height is 20m with recession planes applying at the Residential Environmental Area boundary
- A requirement for screening of outdoor storage
- A requirement for a 2m landscaping strip along the road frontage except in the Commercial Core and Greymouth South Commercial Area
- A requirement for a 2m landscaping strip adjacent to the Residential Environmental Area boundary

Within the Commercial Core there are two urban design requirements:

- A requirement for a verandah over the footpath (with detailed verandah design requirements)
- A requirement for no on-site carparking within the commercial core except at the rear of any building at a rate of one space per 100m² gross floor area.

Outcomes from operative Grey District Plan Provisions

The approach of combining commercial and industrial objectives and policies reflects the thinking of the time which is strongly embedded in the Grey Plan – that it is sufficient to manage environmental effects and that actual activities are of a lesser concern.

Unfortunately this has not proven to be the case, and very poor outcomes have been achieved in the

Greymouth commercial areas in particular. There is no clear vision for the Greymouth town centre – which is relegated to being a “pedestrian oriented area in central Greymouth”.

Apart from the verandah requirement, there are no rules in the operative Plan which support pedestrian use. As of 2022 the outcomes have been very poor – and this has been recognised for some time. The lack of clear and specific policy for the commercial areas also makes it difficult to assess resource consents, and poor urban design outcomes have occurred – for example a large number of buildings have been demolished and converted to carparking, with nothing addressing the complete loss of pedestrian and urban amenity that has resulted. There has been a very substantial decline in the vibrancy of the Greymouth town centre, which has concerned successive Grey District Councils.

Policy 20.4.1 which aims to avoid reverse sensitivity effects of activities on “commercial and industrial areas” and the resultant rules (effectively preventing residential uses in Greymouth – even in the form of living above shops) has been particularly unfortunate, as the separation of residential development from the town centre has accelerated its decline.

The CBD Revitalisation initiatives and then the CBD Redevelopment Plan were undertaken to try and address the decline of the Greymouth town centre and these identified that the District Plan needed substantial modification to address the ongoing issues.

2.3.3 Westland District Plan

The Westland District Plan has three commercial zones the Commercial Core Zone which is used in Hokitika only, the Industrial/Commercial Zone which is used in Hokitika and the Tourist Commercial Zone which is used at Fox Glacier, Franz Josef and Haast.

The proposed TTPP uses a Special Purpose Scenic Visitor Zone for Fox Glacier and Franz Josef and the Settlement Zone for Haast. This is therefore discussed in the Special Zones and Settlement Zones s32 reports and is not discussed further here.

Relevant policies and objectives are found in the Sustainable Communities and The Built Resource sections of the Plan. Specific relevant objectives are:

3.2.1 To establish levels of environmental quality for Westland which enable people and communities to provide for their social, economic and cultural well being, while meeting the principles of sustainable management of natural and physical resources.

3.9.1 To identify, protect and enhance the distinctive Westland character of the District's settlements.

3.9.2 To provide for the "intermingling" of land use activities within Westland's settlements and towns, where this does not detrimentally impact on the amenities, health and safety of residents and workers.

There are 10 policies that are relevant to commercial zones and these are found in the Settlement Character, Location of Settlements and Amenity sections of the Plan. These are:

4.2.A A range of activities should be able to locate in the urban areas provided that any adverse effects on the environment or neighbouring land uses are avoided, remedied or mitigated.

4.2.B The status and importance of historic and cultural settlements and parts of settlements should not be adversely affected by development.

4.3.A Urban development should be located in areas of low natural landscape value, low natural hazard risk and areas that do not have high public servicing costs.

4.3.B The unnecessary intrusion of urban activities into the rural environment should be avoided.

4.3.D Any expansion of settlements beyond the current policy unit zone boundaries shall take into account the significant landscape and visual qualities of the area.

4.3.E Any further subdivision or development within the coastal environment should be restricted to areas already significantly modified, or where located in relatively unmodified areas, where any adverse environmental impact can be satisfactorily mitigated.

4.3.F Any future urban subdivision or development within the coastal environment should generally occur only in areas already modified, and any development in unmodified areas must avoid, remedy or mitigate any adverse effects on the natural character of the Westland coastal environment.

4.4.A The effects of activities which can have significant adverse effects on amenities and the well being of residents shall generally be avoided, remedied or mitigated.

4.4.B Noxious, offensive, and/or dangerous activities shall be segregated where there is potential to generate adverse effects on the environment.

4.4.C The development and use of energy efficient design and technology should be encouraged within working, living and leisure environments.

Key Rules for Permitted Activities within the Commercial Core and Industrial/Commercial Zone are outlined in the table below:

Activity Standard	Commercial Core	Industrial/Commercial
Residential	Permitted above street level	Permitted
Industrial	Permitted above street level	Permitted
Height	12m	15m
Recession Planes	Required to be met at residential boundaries	Required to be met at residential boundaries
Dwellings	Discretionary Activity	Discretionary Activity
Setbacks	Required at residential boundaries	Required at residential boundaries
Building length	20m at residential boundaries	25m at residential boundaries
Outdoor space	50m ² per dwelling	50m ² per dwelling
External storage	Screened on residential areas and public places	Screened on residential areas and public places
Verandahs	Required subject to detailed specifications	No verandah required

Key to note from the approach is that, like the Grey Plan, apart from the verandah requirement in the commercial core, there are no rules in the operative Plan which support pedestrian use. The lack of clear and directive policy also makes it difficult to assess resource consents and gain good urban design outcomes for these. Recent examples are the Mitre 10 building which established without a verandah and with a large yard fronting the street. The operative Plan provides very little basis to decline such a proposal, and it is a similar situation with regard to other car based retail such as drive through restaurants and service stations.

It should also be noted, that while there is a Permitted Activity for residential activity above street level, it is a Discretionary Activity for a dwelling, and the requirement for 50m² of outdoor space per dwelling means that in practice the Permitted Activity is not able to be established.

In terms of the locations of the zones, the Commercial Core has been identified as the main Hokitika Town Centre, with no provision for expansion. In practice a number of commercial activities (e.g. motels, service stations) have been established via resource consent in the adjacent residential area along Fitzherbert St. While redevelopment is possible, there are no large sites available within the Hokitika Town Centre that a large format retail store could establish – it would require purchase and redevelopment of multiple sites.

In addition, the existing zoned Industrial/Commercial Zoned areas are fully developed, with the exception of the airport area – which is subject to land tenure issues that make redevelopment unappealing to the private sector. There is an acknowledged lack of industrial land in the Hokitika area, and there is substantial rezoning to address that lack. The Light Industrial Zone developed specifically includes a Permitted Activity for bulk retail, service stations and drive through restaurants, as these are seen as more appropriately locating in industrial areas, rather than the Hokitika Town Centre. This is discussed further in the s32 report for the Industrial Zones.

2.3.4 Analysis of combined operative district plan approaches

In terms of the urban zones, the approach to commercial zones, particularly in Greymouth, has been identified as a major area for improvement in the proposed Plan. The operative plans are not delivering the expected outcomes for the main centres.

In Reefton the heritage character of the town centre is not recognised, and inappropriate development out of keeping with this character has been able to occur within the Permitted Activity standards.

In Hokitika, Westport and Greymouth revitalisation initiatives are underway to address some of the issues that have arisen over the 20 years that the plans have been operative. Clear visions have been developed for these areas that are not well supported by the operative plans. This is most evident in Greymouth where the lack of urban design standards and discouragement of residential mixed use in the operative Plan has contributed to the decline of the Greymouth Town Centre.

Across the board however it has been identified that the town centres represent a very substantial feature which makes up the character of the West Coast. They all have distinctive values which are not well characterised in the operative plans. In all centres developments have been able to occur under the operative plans which detract from the town centres and are contributing to a loss of character.

Alongside this, the ‘intermingling’ approach of commercial development within the residential areas has resulted in clusters of development which are established through resource consent. However because of this, should they wish to redevelop (e.g. a dairy being turned into a butcher), then a new resource consent – or Variation is required for an activity which has similar environmental effects. The lack of design criteria for commercial development in residential areas also makes it difficult for these to be assessed and for this reason rezoning of these areas to a more suitable zone is needed.

2.4 Analysis of Best Practice – How Other Councils are Addressing the Same Issue

A review of current practice in respect of this matter has been undertaken, together with a review of the following District Plans:

- Christchurch, Auckland, Porirua, New Plymouth, Wellington and Hamilton in relation to: the provision for local and neighbourhood centres and mixed use zones; interfaces with non-business zones; and urban design requirements.
- Nelson and Whanganui in relation to urban design requirements.

These plans were chosen to determine what best practices were out there – particularly as relates to the new zones which were being investigated for use in TTPP.

In summary, the findings of the review were:

- All plans reviewed contained activity-based controls setting out the types of activities permitted in commercial areas. Most Plans reviewed do not permit industrial activities within commercial areas and several limited trade or yard-based retailing. Restricting activities locating within commercial zones that may create greater nuisance effects for residential neighbours is also consistent across other plans.
- Most Plans reviewed include controls on built form such as height limits, recession plane requirements at adjoining residential property boundaries, requirements to build to the road boundary and provide verandahs and provision of ‘active frontages’, and screening of outdoor service areas.

- Some plans included specific urban design guidelines for particular zones, particularly the town centre areas.
- The Operative District Plans' approach to managing the interface between commercial and residential land is not significantly out of step with that of other councils.
- There are a mix of approaches taken in other district plans to the zoning of neighbourhood centres, with some plans only including a main business zone regardless of the scale or location of the commercial area and others providing zoning, policies and rules for local centres, which distinguish these from main centres.

2.5 Summary of Issues Analysis

The analysis set out above has shown that the operative district plans do not contain a clear set of objectives and policies that outline the purpose and function of commercial areas on the West Coast and how they operate as a network. They contain very limited provisions to address urban design matters and do not support the redevelopment and revitalisation of town centres on the West Coast. In relation to commercial areas outside of the main centres, these are largely an afterthought of the operative Plans and there is no direction provided (other than avoid/remedy/mitigate adverse effects on neighbours) for these activities.

The operative district plan provisions also do not discourage the establishment of commercial activities outside commercial areas, which risks undermining the viability and vibrancy of the West Coast's town centres. The approach is also at odds with the direction in the NSPUD around good urban design and in no way meets the Strategic Objective for urban form and development.

This demonstrates that in order to achieve the Strategic Objective and give effect to the relevant parts of the NPSUD, TTPP provisions need to provide direction on the hierarchy of commercial areas on the West Coast including the purpose and function of each zone and how they operate as a network, and to restrict commercial activities outside of defined commercial areas.

3.0 Scale and Significance Evaluation

The level of detail undertaken for the evaluation of the Proposed TTPP provisions has been determined by an assessment of the scale and significance of the implementation of these provisions. The scale and significance assessment considers the environmental, economic, social and cultural effects of the provisions. In making this assessment regard has been had to the following, namely whether the provisions:

	Minor	Low	Medium	High
Degree of change from the Operative Plans				x
Effects on matters of national importance (s6 RMA)	x			
Scale of effects – geographically (local, district wide, regional, national)			x	
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)			x	
Scale of effects on those with particular interests, e.g. Tangata Whenua		x		
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?			x	
Likelihood of increased costs or restrictions on individuals, businesses or communities			x	

3.1 Explanation Summary

The level of detail of analysis in this report is moderate.

Commercial areas are important and central areas on the West Coast, which can make an important contribution to the well-being of people and communities, including the attractiveness of the West Coast as a place to live, work or play and its prosperity. As such, while the provisions managing these areas directly affect landowners within the defined zones, they indirectly affect the wider community.

Therefore, the scale of effects is considered to be district-wide. The greatest change from the Operative District Plans provisions is the inclusion of new town centre, neighbourhood centre and mixed use zones – rather than having one commercial zone. The proposed provisions also take a more directive approach to the types of activities anticipated within various commercial and mixed use zones.

Other changes in relation to how activities and buildings in these zones are managed include the strengthening of urban design provisions, particularly within the town centre zone. There is a strong shift to allowing residential development (within urban design constraints) within commercial areas, as well as the introduction of a new mixed use zone that specifically provides for commercial and residential development together.

While additional limitations on landowners, for example through restricting the type of scale of activities in some commercial and mixed use zones, or increased consenting requirements from introducing additional rule requirements, will impose additional costs on landowners, there will be costs to the environment if the functioning, viability and vibrancy of these commercial areas are undermined.

4.0 Evaluation of Objectives

4.1 Evaluation of Objectives

This section of the report evaluates the proposed objectives as to whether they are the most appropriate to achieve the purpose of the Act.

Existing Objectives	Appropriateness to Achieve the Purpose of the Act
<p>Buller District Plan Objective:</p> <p><i>4.3.6.1. To recognise, and where possible, protect the distinctive character and heritage values of Buller settlements from the adverse effects of inappropriate development.</i></p> <p><i>4.3.17.1. To ensure that further settlement growth takes place in a manner and location which does not have significant adverse environmental effects.</i></p> <p><i>4.3.27.1. To facilitate the "intermingling" of land use activities within the District's settlements and towns to the extent that this is compatible with protection of amenity values and the sustainability of existing natural and physical resources in urban areas.</i></p>	<p>The objectives of the Operative District Plans are not currently achieving the purpose of the RMA nor giving effect to the NPS-UD. They also don't meet the needs identified in revitalisation and redevelopment plans for the different town centres.</p> <p>The approach to "intermingling" of activities has partially undermined the function of commercial areas and town centres as it has allowed commercial activities to "dribble out" but has not supported residential development within the town centres.</p> <p>The objectives in relation to character and amenity have not provided an effective framework for maintaining urban character and amenity within the commercial areas. In particular, they do not recognise that good urban design supports the quality and character of commercial areas.</p>
<p>Grey District Plan Objective:</p> <p><i>Objective 20.3 The efficient use of commercial and industrial areas including the port area, to serve the needs of the District in a manner that maintains a standard of amenity appropriate to the area and which will not compromise the amenity of adjoining areas.</i></p>	
<p>Westland District Plan Objectives:</p> <p><i>3.2.1 To establish levels of environmental quality for Westland which enable people and communities to provide for their social, economic and cultural well being, while meeting the principles of sustainable management of natural and physical resources.</i></p> <p><i>3.9.1 To identify, protect and enhance the distinctive Westland character of the District's settlements.</i></p>	

<p>3.9.2 To provide for the "intermingling" of land use activities within Westland's settlements and towns, where this does not detrimentally impact on the amenities, health and safety of residents and workers.</p>	
<p>Evaluation of Alternative Option</p>	<p>Appropriateness to Achieve the Purpose of the Act</p>
<p>Proposed TTPP Objectives:</p> <p>Commercial and Mixed Use Zones Chapter</p> <p><i>CMUZ – 01 To maintain the character and amenity values of commercial areas and town centres in a way that enables commercial and other activities to support the local community and visitors, while minimising adverse effects on amenity within and adjoining the commercial areas.</i></p> <p><i>CMUZ – 02 To recognise the importance of the West Coast/Tai o Poutini town centres and maintain their integrity as a place of high-quality built environment character, community and visitor focus and identity.</i></p> <p><i>CMUZ – 03 To recognise that Greymouth/Māwhera is the principal commercial and urban centre on the West Coast/Te Tai o Poutini and support its redevelopment through providing for a range of commercial and mixed use zones and activities within a high-quality urban environment.</i></p>	<p>These objectives support the Strategic Objective UFD -01 Urban Form and Development. They recognise the significance of the town centres within the West Coast and set a framework for the zone hierarchy developed within the Plan.</p> <p>Broadly the objectives:</p> <ul style="list-style-type: none"> • Align with the strategic directive for urban development • Manage character and amenity issues within commercial areas. • Increase the opportunity for redevelopment and revitalisation. • In economic terms, the proposed objectives are not anticipated to amount to unjustifiable costs on any part of the community. • There is a relatively high level of certainty around the subject matter of the objectives, and a corresponding low risk of establishing the objectives as proposed. • The proposed objectives are clear, measurable and able to be implemented within the ambit of Council's powers, skills and resources. <p>The objectives will sustain the potential of physical resources for current and future generations, and maintains and enhances amenity values and quality of the environment. The objectives will achieve the purpose of the RMA.</p>
<p>Summary</p> <p>The proposed objectives have been selected because they are considered the most appropriate for achieving sustainable management in relation to the West Coast's commercial and mixed use areas. They address the identified resource management issues, give effect to the relevant statutory requirements, assist with achieving the Strategic Objectives and do not lead to unreasonable costs. The objectives seek to provide clear direction about the purpose and function of the various commercial and mixed use zones within the district and how they relate to each other.</p>	

4.2 Evaluation of the Proposed Policies, Rules and Methods

This section evaluates the associated policies, rules and methods, as they relate to the Proposed TTPP Commercial and Mixed Use objectives.

Along with the proposed provisions, the Council has also identified through the research, consultation, information gathering and analysis undertaken in relation to this topic one reasonably practicable alternative option to achieve the objectives.

For each potential approach an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information (as informed by section 2 of this report) in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective(s).

For the purpose of this evaluation, the Council has considered the following potential options:

1. The proposed provisions/rezoning.
2. A modified status quo provisions/zoning – recognising that there are currently operative district plans

4.2.1 Description of the Commercial and Mixed Use Zones and Approach used for Zoning and Rezoning

It is proposed to expand the number of commercial and mixed use zones to four – with specific precincts over each of the town centres.

It is proposed to rezone existing commercial activities within residential areas in the four main towns to the Neighbourhood Centre Zone, to support their ongoing use and development for commercial purposes.

The individual zone names and descriptions generally reflect the national direction set out in the National Planning Standards.

The proposed TTPP clearly articulates that the West Coast has a hierarchy of commercial areas as follows:

- Town Centre Zone – the town centres of Greymouth, Hokitika, Westport and Reefton that provide a range of business, retail and entertainment activities that serve the needs of each town centre’s community and surrounding rural areas.
- Neighbourhood Centre Zone –neighbourhood shops providing convenience based business and retail activities that serve the needs of the local community and surrounding areas.

The proposed TTPP also provides for businesses and retail activities located outside of the centres. These zones are:

- Mixed Use Zone – covers an area wrapping around two sides of the Greymouth Town Centre Zone. This zone is predominantly used for and characterised by commercial service activities but where residential is anticipated to be a large part of future redevelopment. The type and frequency of business activities is limited in this zone to ensure the viability and vibrancy of the centres is not compromised.
- Commercial Zone – This zone is generally found near to but not within town and settlement centres and accommodates a range of commercial service, large format and car based retail activities.

4.2.2 Description of Policies, Rules and Methods as relate to Commercial and Mixed Use Zones

Policies, Rules and Methods that relate to character and amenity values (Objective 1)

Policy CMUZ – P1 Cultural landscapes

Policy CMUZ – P3 residential activities enabling redevelopment of landmark and heritage buildings

Policy CMUZ - P4 quality design outcomes

Policy CMUZ – P8 Infrastructure

Policy CMUZ – P9 transport access to town centres

Policy CMUZ – P10 environmental sustainability

Policy CMUZ – P12 avoidance of reverse sensitivity

Policy CMUZ – P13 amenity standards

Rules COMZ- R1, TCZ – R1, NCZ – R1 and MUZ – R1 (height, building length, setbacks, landscaping, external storage, recession planes, urban design requirements, hours of operation, heavy vehicle storage and types of activity)

Rules TCZ – R2, TCZ – R4, TCZ – R5 and TCZ – R6 relating to requirements for the specific Town Centre Precincts

Rules COMZ – R2, NCZ – R2, MUZ – R6 and TCZ – R10 relating to minor structures

Rules COMZ – R3, NCZ – R3, MUZ – R7 and TCZ – R11 relating to fences walls and retaining walls

Rules COMZ – R4 and NCZ – R4 relating to relocated buildings

Rules COMZ – R5 and NCZ – R5 relating to residential activities

Rules COMZ – R10, MUZ – R15 and NCZ – R13 relating to industrial activities

Definitions - commercial activity, gross floor area, trade retail and trade suppliers

Policies, Rules and Methods that relate to town centres (Objective 2)

Policy CMUZ – P3 provision for residential activities

Policy CMUZ – P4 quality design outcomes

Policy CMUZ – P6 supporting the function of town centres

Policy CMUZ – P9 transport access to town centres

Policy CMUZ – P15 activities in town centres

Precinct Policies CMUZ – PREC1 -P1 – P6 for Greymouth

Precinct Policies CMUZ – PREC2 – P7 – P9 for Hokitika

Precinct Policies CMUZ – PREC3 – P10 -P12 for Westport

Policy CMUZ – PREC4 – P13 – P14 for Reefton

Rule TCZ – R1 setting out performance standards for all town centres

Rules TCZ – R2, TCZ – R4, TCZ – R5 and TCZ – R6 relating to requirements for the specific Town Centre Precincts

Rule TCZ – R6 relating to carparking and vehicle access

Rule TCZ – R7 relating to residential activities

Rule TCZ – R8 relating to visitor accommodation activities

Rule TCZ – R9 relating to demolition of existing buildings

Rule TCZ – R10 relating to minor structures

Rule TCZ – R11 relating to fences walls and retaining walls

Definitions – Main street frontage, trade retail and trade suppliers

Zones on the Planning Maps which identify the Town Centre Zone

Town Centre Design Guidelines for Westport, Reefton, Greymouth and Hokitika

Policies, Rules and Methods that relate to the hierarchy and function of commercial and mixed use zones (Objective 3)

Policy CMUZ – P2 range of activities
 Policy CMUZ – P5 brownfield redevelopment
 Policy CMUZ – P6 supporting the function of town centres
 Policy CMUZ – P7 locations of commercial areas
 Policy CMUZ – P14 locations of trade retail and trade suppliers
 Policy CMUZ – P15 activities in town centres
 Policy CMUZ – P16 function of neighbourhood centres
 Policy CMUZ – P17 function of commercial zone
 Policy CMUZ – P18 comprehensive redevelopment in the mixed use zone
 Zones in the planning maps that identify the Commercial Zone, Town Centre Zone, Mixed Use Zone and Neighbourhood Centre Zone.

Rules

The table below gives a general summary of the resource consent category allocated to activities within the commercial and mixed use zones

Rules	Town Centre Zone	Mixed Use Zone	Neighbourhood Centre Zone	Commercial Zone
Commercial and Community Buildings and Activities	Permitted	Permitted except as outlined in other rules	Permitted	Permitted
Visitor Accommodation	Permitted	Permitted	Permitted	Permitted
Commercial Garages and service stations	Permitted in Greymouth,	Controlled	Non-complying	Permitted
Residential Activities	Permitted	Permitted	Permitted	Permitted
Emergency Services Facilities	Permitted	Permitted	Permitted	Permitted
Educational Facilities	Non-complying	Permitted	Non-complying	Permitted
Trade retail and trade suppliers	Permitted in Greymouth, Non-complying in Hokitika, Westport and Reefton	Permitted	Non-complying	Permitted
Industrial Activities	Non-complying	Non-complying	Non-complying	Non-complying

Performance Standards

The performance standards described below cover a range of parameters, including height, setbacks and urban design requirements. Some of these are a “middle ground” in the process of merging the three operative district plan performance standards, whereas others are new standards to support better urban design and the implementation of the NPSUD or address matters that were only considered in one of the three operative plans.

Height

Operative Plans	Town Centre Zone	Mixed Use Zone	Neighbourhood Centre Zone	Commercial Zone
<p>Buller:</p> <ul style="list-style-type: none"> • 15m for buildings • 2m for fences and walls • 6m for masts, poles and aerials • 2m for minor structures <p>Grey:</p> <ul style="list-style-type: none"> • 20m for buildings • 2m for fences • 1.5m for retaining walls • 6.3m for Masts, poles and aerials • 1.2m for minor structures <p>Westland:</p> <ul style="list-style-type: none"> • 12m for buildings in the Commercial Zone and 15m for buildings in the Industrial/ Commercial Zone • 2m for fences and walls • 6m for masts, poles and aerials • 1.2m for minor structures 	<p>20m in Greymouth</p> <p>15m in Westport</p> <p>12m in Reefton and Hokitika</p> <p>7m for masts and poles</p> <p>2.5m for ornamental structures</p> <p>2m for fences and other minor structures</p>	<p>12m</p> <p>7m for masts and poles</p> <p>2.5m for ornamental structures</p> <p>2m for fences and other minor structures</p>	<p>10m</p> <p>7m for masts and poles</p> <p>2.5m for ornamental structures</p> <p>2m for fences and other minor structures</p>	<p>12m</p> <p>7m for masts and poles</p> <p>2.5m for ornamental structures</p> <p>2m for fences and other minor structures</p>

The proposed TTPP has generally brought through the existing height performance standards from the operative plans to the respective Town Centre Zone Precinct. The exception to this is the height limit in Reefton which has been reduced to 12m – reflecting the scale of development considered appropriate within this heritage centre. The Mixed Use Zone and Commercial Zone are proposed as a lower height (while still allowing for 4 story development) than the Greymouth Town Centre Zone, reflecting the hierarchy of the zones and that the Mixed Use Zone wraps around the Greymouth Town Centre. The Neighbourhood Centre Zone height is set as 10m (3 stories) – the same as the surrounding General Residential Zone height standard.

Building Length against residential zones

Operative Plans	Town Centre Zone	Mixed Use Zone	Neighbourhood Centre Zone	Commercial Zone
Buller: no requirements Grey: no requirements Westland: 20m	No requirements	No requirements	20m	20m

This matter is currently only regulated in the operative Westland District Plan. Because many Commercial Zone and almost all Neighbourhood Centre Zone areas abut residential zoned areas, it is considered a useful rule to bring through into TTPP to ensure the boundary effects of these zones do not result in dominance and loss of amenity.

Setbacks

Operative Plans	Town Centre Zone	Mixed Use Zone	Neighbourhood Centre Zone	Commercial Zone
Buller: 5m from any Residential Zone boundary Grey: 4.5m from any Residential Zone boundary Westland: 3m from any Residential Zone boundary	3m from any Residential Zone boundary	3m from any Residential, Open Space, Industrial or Port Zone	2m from Residential or Open Space Zones 3m from road boundary – or if on a corner 3m on one and 1.5m on the other	3m from Residential or Open Space Zones 3m from road boundary – or if on a corner 3m on one and 1.5m on the other

The three operative plans have different widths of setback required to adjoining residential properties. The 3m setback in the proposed TTPP is the smallest of the three operative plans, however as per the landscaping standard, there are additional measures through planting, that mean the amenity of the setback will be improved.

Landscaping

Operative Plans	Town Centre Zone	Mixed Use Zone	Neighbourhood Centre Zone	Commercial Zone
<p>Buller: no requirements</p> <p>Grey: 2m landscaping strip on road frontage except in the Greymouth Commercial Core and Greymouth South. 2m landscaping strip residential environment area</p> <p>Westland: no requirements</p>	No requirements	2m landscaping strip on residential zone boundary	1m landscaping strip between street and any carparking, loading or service areas visible from the street	1.5m landscaping strip on road frontage, 2m on residential zone boundary

The Town Centre Zone has no landscaping strip requirement – for urban design reasons as the focus is on buildings being built to the street with verandahs. There is a similar approach taken in the Mixed Use Zone, but an allowance for a landscaping strip on any residential zone boundaries. With the Commercial Zone, which is most likely to be the location of trade stores, bulk retail, service stations and car based retail activities, a landscaping strip, similar to the approach of the operative Greymouth District Plan is provided for.

Within the Neighbourhood Centre Zone service, loading and parking areas visible from the street are proposed to have a landscaping strip to ensure a good level of amenity within the wider residential context.

External storage

Operative Plans	Town Centre Zone	Mixed Use Zone	Neighbourhood Centre Zone	Commercial Zone
<p>Buller: no requirements</p> <p>Grey: screened by 2m close boarded fence from adjoining residential zone</p> <p>Westland: Screened by 1.8m fence or landscaping from adjoining residential zone or adjoining public place</p>	Screened by 1.8m fence or landscaping from adjoining residential zone or adjoining public place	Screened by 1.8m fence or landscaping from adjoining residential zone or adjoining public place	Screened by 1.8m fence or landscaping from adjoining residential zone or adjoining public place	Screened by 1.8m fence or landscaping from adjoining residential zone or adjoining public place

The Grey and Westland operative district plans currently regulate this, however it is not addressed in the operative Buller District Plan. Commercial area storage can often be quite ugly – particularly where this is the waste and recycling areas, and the Westland approach has been adopted for the proposed TTPP.

Recession planes

Operative Plans	Town Centre Zone	Mixed Use Zone	Neighbourhood Centre Zone	Commercial Zone
<p>Buller: Commence 2.5m above residential zone boundary</p> <p>Grey: Commence 2.5m above residential zone boundary</p> <p>Westland: Commence 2.5m above residential zone boundary</p>	Commence 2.5m above residential zone boundary	Commence 2.5m above residential zone boundary	Commence 2.5m above residential zone boundary	Commence 2.5m above site boundary

All three operative plans adopt the same approach to recession planes, and this is pulled through into the proposed TTPP.

Urban Design

Operative Plans	Town Centre Zone	Mixed Use Zone	Neighbourhood Centre Zone	Commercial Zone
<p>Buller:</p> <ul style="list-style-type: none"> Buildings which front a main street must be built to the front boundary line for 70% of the boundary line Continuous verandah required on on main street frontages Any activity which fronts a main street must have a principal entrance on the main street frontage 	<ul style="list-style-type: none"> Buildings located on the front boundary of the site <p>On Main Street Frontage Streets</p> <ul style="list-style-type: none"> Verandah 50% glazing on ground floor Public entrance on ground floor 40% glazed No featureless facade or blank wall wider than 3m 	<p>Maximum ground floor area 500m²</p> <p>On Facade Control Streets</p> <ul style="list-style-type: none"> Verandah 20% glazing on ground floor Entrance on front boundary 	Maximum gross floor area 250m ²	N/A

Grey: Verandah requirement in the Commercial Core				
Westland: Verandah required in the Commercial Zone				

This is an area of substantial change from the operative plans, as currently only verandah requirements are required for town centres in all three districts. The operative Buller Plan also has provisions on building to the street and main entrances, but overall the current approach to urban design does not meet current good practice or the experience of what creates a pedestrian focussed urban area.

The proposed TTPP uses defined "main street frontage" streets in the Town Centre Zone, and "façade control streets" in the Mixed Use Zone – identifying these as the main areas for the focus of pedestrian activity. Urban design requirements principally relate to these areas – so that the street is interesting (with display windows), comfortable (with verandahs for shade and rain protection) and safe (with principal entrances, buildings built to the footpath so there are no entrapment areas). In the Neighbourhood Centre Zone there is a specific standard around maximum size of building through the gross ground floor area – to ensure that the development is of a similar scale to the surrounding residential areas.

Carparking and Service Access

Operative Plans	Town Centre Zone	Mixed Use Zone	Neighbourhood Centre Zone	Commercial Zone
Buller: No requirements Grey: <ul style="list-style-type: none"> within the Commercial Core no onsite carparking except for workers one space/100m² gross floor area can be provided at the rear of the building vehicle access from service lanes where available. Westland: No requirements	<ul style="list-style-type: none"> Access from rear or side of building Where available from service lanes and streets that do not have a main street frontage No carpark on a main street frontage street No carpark between the front of buildings and the street Where a carpark takes up the whole of the site a pedestrian wet weather cover and landscaping is required 	<ul style="list-style-type: none"> Access from rear or side of building Where available from service lanes and streets that do not have a facade control No carpark on a facade control street Carparks screened from adjacent residential boundaries 	N/A	N/A

	<ul style="list-style-type: none"> • Carparks screened from adjacent residential boundaries 			
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Amenity and urban design standards for residential buildings and activities

Operative Plans	Town Centre Zone	Mixed Use Zone	Neighbourhood Centre Zone	Commercial Zone
<p>Buller: Where primary or sole use of site must comply with Residential zone standards</p> <p>Grey: minimum net site area 300m²/residential unit</p> <p>Westland: 50m² outdoor space per dwelling</p>	<p>Requirements for:</p> <ul style="list-style-type: none"> • waste management space 2m² • residential accommodation entrances separate from commercial entrances • residential accommodation entrances provided directly from the public street • Residential accommodation to be provided above stream level or at street level with no frontage to public open space or streets except for access 	<p>Requirements for:</p> <ul style="list-style-type: none"> • waste management space 2m² • residential accommodation entrances separate from commercial entrances • residential accommodation entrances provided directly from the public street • Residential accommodation to be provided above stream level or at street level with no frontage to public open space or streets except for access 	<p>Minimum net site area, Setbacks, height and minor residential units requirements the same as the General Residential Zone</p> <p>Minimum outdoor living space of 30m² per residential unit and 12m² per minor residential unit</p>	<p>Requirements for:</p> <ul style="list-style-type: none"> • outdoor service space 3m² • waste management space 2m² • indoor storage space 4m² • outdoor living space 6m² -1brm, 10m² 2-3 brm, 15m² more than 3brms • Outlook space requirements

Neighbourhood Centre Specific Standards

Site coverage (60%), heavy vehicle storage and hours of operation are standards which only apply in the Neighbourhood Centre Zone -recognising that these are generally small areas surrounded by residential development. These standards are included to ensure that adverse amenity effects on the surrounding residential areas are minimised.

Town Centre Design Guidelines

The proposed TTPP includes new town centre guidelines for each of the four Town Centre Zone Precincts. These are intended to support development with guidance on the context and design direction for buildings in each of the town centres. The guidelines are specific to the individual town centre reflecting it's character. In the case of Reefton they are particularly focussed on the heritage values of Reefton and were developed by a heritage architect.

Planning Maps

The development of the proposed TTPP involved identifying the appropriate areas for each zone.

In relation to the Town Centre Zone:

- In Greymouth this equates to the area covered by the Commercial Core in the operative Grey District Plan
- In Hokitika this equates to the Commercial Core Zone in the operative Westland District Plan
- In Westport it is the area identified as the Town Centre in the Westport Town Centre Revitalisation Plan
- In Reefton it is the area of the current retail centre.

The Mixed Use Zone applies in Greymouth. This covers the area identified as appropriate for Mixed Use in the Greymouth CBD Redevelopment Plan.

The Neighbourhood Centre Zone applies to identified shops and commercial and emergency services activities within the operative plan residential areas. Specifically these locations are:

- Reefton: 138 Buller Road (Second Hand Store), 172 Buller Road (Community Gym), 169 Buller Road, 16 Broadway Grey District:
- Greymouth: 11 Newcastle St (North Shore Oil and Tyres) 126 Bright St (Cobden Takeaways), 181 Bright St (Kell's Pub), 3 Marsden Rd (Parky's), 67 Blake St Blaketown (4 Corners Dairy), 406 Main South Road Paroa (Four J's Takeaways).
- Runanga: 35-37 MacDougall Ave Dunollie (Dunollie Hotel), 7-11 McGowan St Runanga (Mac's Store and Takeaways, Miner's Hall), 14-16 McGowan St Runanga, 24 Carroll St (Runanga Service Centre)
- Hokitika: 143 Fitzherbert St (Coaster's Supermarket), 167 Fitzherbert St (The Hair Lounge), 74 Hampden St (Barber Shop). 139 Hampden St (Fabric store), 134 -140 Stafford St (Four Square), 40 Brittan St (West Coast Vets), Davie St (Gary Hutchinson Panel and Paint), 14 Davie St & 182 Gibson Quay (Westspray Car Painters)

The Commercial Zone has been applied to the areas not covered by the other three zones which are zoned commercial in the operative plans. Rezoning of land to Commercial Zone from a residential zone has also occurred in the following locations:

- Reefton: Challenge Fuel and More, Reefton Distilling Co, Reefton Community Centre and Cinema, Dawson's Hotel (Shiel Street fronting titles), carpark behind the Mobil on the cnr of Shiel Street and Smith Street, Reefton Workingman's Club
- Dobson RSA
- Greymouth: 2-4 High Street, 17-23 High Street, 40-66 High Street, 80 – 92 High Street, 54 Cowper Street, 60 Cowper Street, 49 Raleigh Street & 67 Water Walk Road (Mitre 10), 235-243 Main South Road, 388 Main South Road (West Coast Regional Council).

4.2.3 Evaluation of Options around Commercial and Mixed Use Zone Identification

Option	Benefits	Costs	Efficiency and Effectiveness	Risk of acting/not acting
<p>Option A: Modified Status quo</p> <ul style="list-style-type: none"> - Have one commercial zone that applies to all commercial land across the West Coast - Standardise the provisions across the three districts - Retain the approach of restricting residential activities in town centres - Retain the approach of leaving neighbourhood shops within the residential zones <p>This option is not recommended</p>	<ul style="list-style-type: none"> • Plan users and landowners are familiar with current provisions, resulting in reduced costs in understanding and complying with the commercial sections of the plan • Bulk and location rules standards (e.g. setbacks, noise controls) provide some level of certainty in terms of the level of effects that can be generated. This benefits landowners undertaking activities or constructing new buildings wanting to maximise use of their land, and protecting neighbours from unreasonable impacts. 	<ul style="list-style-type: none"> • Limited policy guidance, direction or emphasis on building design and streetscape impacts resulting in varied outcomes, some low quality design outcomes and limited consideration of site and streetscape context • In Greymouth there are limited redevelopment options and there will continue to be large areas of underutilised land • Potential further loss of amenity within Greymouth Town Centre in particular • Loss of heritage character in Reefton town centre • High cost for minor redevelopment of neighbourhood shops and other commercial activities established through resource consent within residential areas 	<p>Monitoring shows that the existing approach is not effectively or efficiently achieving the purpose of the RMA.</p> <p>Due to limited policy guidance, lack of integration between planning and urban design, the status quo delivers varying amenity and streetscape outcomes. Further, the lack of direction in the plan leads to inconsistent decision making and lack of control over certain activities.</p> <p>Therefore, this option is not considered to be the most efficient, effective or appropriate option to achieve the objectives.</p>	<p>The current policy framework lacks detail and specific direction on management of effects of development and activities in commercial areas.</p> <p>The rules are not readily or effectively implemented and/or the Councils' ability to manage certain effects is limited.</p> <p>If the proposed policy approach is not undertaken now, the risk of not acting is that development may occur on an ad hoc basis which could lead to a reduction in environmental quality and adverse character and amenity outcomes.</p> <p>It is considered that the risk of acting on these provisions outweighs the risk of not acting. There is sufficient information not to act on this approach.</p>
<p>Option B: Proposed Plan</p> <p>Four commercial and mixed use zones which provide for different levels of urban</p>	<ul style="list-style-type: none"> • Will help to maintain and enhance the existing centres on the West Coast and reduce the likelihood of 	<ul style="list-style-type: none"> • Rules/standards may limit or prevent some activities and development, particularly if these 	<p>This approach is effective and efficient as the current or likely future land use will be recognised. It will allow</p>	<p>The risk of not acting is that the current implementation issues with the Operative District Plans approach will</p>

<p>design and types of commercial and mixed use activity.</p> <p>Rezoning some residential zoned land for Commercial Zone and Neighbourhood Centre Zone</p> <p>Include focussed provisions on supporting the redevelopment and revitalisation of the main centres</p> <p>Inclusion of design guidelines for the four town centres that help provide detailed guidance for how development should be undertaken to achieve the desired revitalisation and character outcomes</p> <p>This is the recommended option.</p>	<p>new competing centres establishing.</p> <ul style="list-style-type: none"> • Will give developers confidence to invest because they will know what type of business activity is expected where. • Will give developers confidence to invest in high quality environments because they know that those around them are expected to create high quality environments as well. • Will create attractive environments that people want to live, work and play in, in turn promoting impulse buying and social interaction. • Better recognition of cultural identity through inclusion of Poutini Ngāi Tahu principles in design guidelines • Will enable revitalisation of under-utilised commercial space with mixed use residential development • Will enable people to live closer to services in town centres and mixed use zones • Will promote safer communities through greater activity in town centre and mixed use zones 	<p>activities are not in alignment with the centres hierarchy.</p> <ul style="list-style-type: none"> • May result in higher compliance costs and associated time and uncertainty for landowners or developers involved in obtaining resource consents. • Those landowners with sites subject to the design guide may need to engage an urban designer/architect. • Stronger emphasis on building layout, design and streetscape impact reduces flexibility for developers, and may reduce development yield and associated financial benefits. • Visual change in the area where commercial development is enabled, with an associated change in amenity and outlook. • Rates may change when the use of land changes, e.g. if land was residential and is rezoned commercial and then a commercial activity establishes. 	<p>commercial development to proceed in a condensed manner with an appropriate assessment of environmental effects.</p> <p>Rules and standards are considered effective in that they clearly set out what is allowed to occur and what requires resource consent.</p> <p>They effectively outline requirements for activities and development taking into account the expectations, characteristics and values of commercial areas. Rules and standards are considered efficient and effective as they provide a high level of certainty to landowners, residents, neighbours, the community and Council about the nature and level of activities and development allowed.</p> <p>This option is considered to be the most efficient and effective to achieve the objectives.</p>	<p>continue and incrementally result in loss of amenity values and quality of the commercial environment. This includes:</p> <ul style="list-style-type: none"> • Inconsistency with the NPSUD • Poor design of commercial sites – both in terms of on-site amenity and the surrounding environment. • Zones not intended for commercial activities will be used for commercial activities, continuing the trend of commercial activities establishing on the fringes of the town centres, and sometimes away from the town centres altogether. • Inefficient use of land resource. <p>Redevelopment/intensification of existing commercial areas is market led and is a long term response. Therefore changes to the zone (and building parameters) should be signalled early in the planning process. This will enable an appropriate level of community/neighbourhood awareness and integration</p>
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	<ul style="list-style-type: none"> • Will protect the important character and heritage values of town centres • Will make it easier for redevelopment/business growth and change in neighbourhood centre zones • The rezoning reflects current and/or likely land use. 			<p>with adjoining land uses, and infrastructure development.</p> <p>Overall, it is considered that there is sufficient information to act, and that risks of not acting are outweighed by the benefits of acting.</p>
<p>Quantification</p> <p>Section 32(2)(b) requires that if practicable the benefits and costs of a proposal are quantified. The evaluation in this report identifies where there may be additional cost(s), however the exact quantification of the benefits and costs discussed was not considered necessary, beneficial or practicable.</p>				
<p>Summary</p> <p>Option A – Modified Status Quo (retention and harmonisation across the three districts of the existing provisions) is not recommended on the grounds that research and consultation has indicated that the current District plan provisions are not enabling commercial areas to grow and redevelop in the way that meets the needs of the community. The “one size fits all” approach for commercial areas in Greymouth in particular has been identified as a key barrier to redevelopment and revitalisation of the CBD area. The existing framework also does not adequately provide for good urban design as expected under the NPSUD, the revitalisation plans of the three district councils and communities using the commercial areas. Therefore Option A is not favoured.</p> <p>Option B – Proposed Plan builds on the established Operative District Plans’ performance standards where these are known to be working and addresses the issues that have arisen over time in relation to their application. It recognises that there is a need for additional zones to support the main town centres, as well as the infrastructure issues that face some areas. It also seeks to ensure, that as part of a wider growth strategy, the existing commercial and mixed use areas help cater for West Coast’s urban growth needs, is an efficient use of land, provides housing choice, achieves development that reflects good quality community environments, are compatible with the role, function and predominant character of the area, and minimises any adverse effects on the environment. Furthermore, Option B is not a radical shift in operative provisions, and the structure of the provisions, whilst amendments still provide an appropriate balance between providing for growth, and protecting residential character and amenity on the West Coast. For this reason, drastic change to the operative provisions (such as removing amenity controls) has also not been considered as a feasible (or desirable) alternative option.</p> <p>Accordingly Option B is recommended and best meets the requirements of section 32 of the Resource Management Act as it represents the most appropriate means of achieving the commercial objectives of Te Tai o Poutini Plan.</p>				

5.0 Summary

This evaluation has been undertaken in accordance with Section 32 of the RMA in order to identify the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as:

- The objectives provide certainty to all Proposed TTPP Plan users on the outcomes expected in the commercial areas, with a focus on maintaining and enhancing the vibrancy and vitality of the town centres; improving urban design; and developing a clear hierarchy of zones that support commercial growth and development
- The policies, rules, standards and other methods clearly implement the objectives, including by articulating a range of activities anticipated within the commercial areas together with direction about the appropriateness of effects associated with those activities.

Overall, it is considered that the set of preferred provisions is the most appropriate given that the benefits outweigh the costs, and there are considerable efficiencies to be gained from adopting the preferred provisions relative to the alternatives considered. The subject matter of the provisions is well understood, and the risk of not acting is that development may occur on an ad hoc basis which could lead to a reduction in environmental quality and adverse character and amenity outcomes.