

**Wanaka Community Board
5 July 2018**

Report for Agenda Item: 2

Department: Community Services

Title: Affected Person's Approval - CCR Ltd, New Wanaka Reception Building

Purpose

To consider providing an Affected Person's Approval (APA) to enable resource consent to establish a relocatable reception building at the Wanaka Lakeview Holiday Park.

Recommendation

That the Wanaka Community Board:

1. **Note** the contents of this report;
2. **Approve** an affected person's approval for resource consent application RM180742 plans dated May 2018 at Part Section 12 Block XV Town of Wanaka for the purpose of establishing a relocatable reception building; and
3. **Delegate** execution of the affected person's approval, subject to Urban Design Panel feedback, to the General Manager Community Services.

Prepared by:

Reviewed and Authorised by:



Dan Cruickshank
Property Advisor - APL

19/06/2018



Aaron Burt
Senior Planner: Parks
& Reserves
20/06/2018



Thunes Cloete
Community Services
General Manager
21/06/2018

Background

- 1 Council has leased the Wanaka Lakeview Holiday Park to CCR Limited (CCR) for a period of 25 years, commencing on the 28 November 2014. The land being leased by CCR at Wanaka is legally known as Part Section 12 Block XV Town of Wanaka. It was classified in trust as Recreation Reserve under gazette notice 1985, page 141.

- 2 The reserve is covered by the Wanaka Recreation Reserve (A&P Showgrounds) Management Plan 2017, which provides for the holiday park use on the reserve, and outlines a preference for buildings that are of high quality and reviewed by the Wanaka Urban Design Panel. It is noted that the intent of this requirement was more in the context of new buildings on the reserve in areas outside the holiday park.
- 3 CCR are proposing to establish a relocatable reception building adjacent to the existing reception building at the entrance to the holiday park. As landowner, Council has been asked to provide affected person's approval ('APA') for resource consent application RM180742.
- 4 The lease also requires CCR to seek lessor's approval for the addition of any new buildings and associated construction requirements. This will be considered separately, as the delegation instead falls to Council Officers as administrators of the reserve. It should be noted that the APA and Lessor's Approval processes are separate, and one should not be taken as constituting approval, or an outcome for the other. The APA process is aligned to a planning determination to notify, or not notify a resource consent application.

Comment

- 5 The 2014 lease decision has provided the lessee with enough surety of tenure to upgrade campground facilities. CCR has already constructed a large facility building at Wanaka, along with an upgrade to another toilet/laundry block. In addition to these works, they have invested into upgrading the grounds and replacing boundary fences throughout the holiday park. These improvements have enhanced the facilities offered at the holiday park.
- 6 The proposed building will act as the new reception, being positioned closer to the road and with more space to serve customers as they check in/out. The building will also be configured with a backpack store and general store rooms. Once installed, the existing reception and office will be reformatted into a manager's office and staff room.
- 7 The building being relocated onto site, has already been purchased by CCR and is currently being stored in Cromwell, awaiting approval from Council to relocate it to the holiday park. The building is of the portacom style, with EPS insulated walls and of a low gable roof pitch design.
- 8 The Wanaka Recreation Reserve (A&P Showgrounds) Management Plan 2017 encourages building designs, colours and materials that are of a high quality and do not detract from the character or amenity of the reserve and surrounds. The plan also requires that new buildings require the input of the Wanaka Urban Design Panel (UDP), and that they should be supported by effective landscaping. The applicant has not yet sought the feedback of the UDP, however the building is being placed within a clearly defined camp area of the reserve, where it is unlikely to be considered to be out of place. However, this report recommends that UDP feedback be incorporated into the design before final approvals to the APA and lessors consent be provided.

- 9 Following initial feedback from Council's resource consenting planner, CCR have proposed re-painting the exterior of the building and to enhance the street-side plantings in front of the building. The exterior walls are to be painted Titania, whilst retaining the new denim blue roof, window joinery and barge boards.
- 10 The District Plan requires land with Rural General zoning to have a minimum road setback of 20m. This request seeks permission to place a building within 4.5m of the road boundary. This aspect will be considered through the resource consenting process, however it should be noted that there are already a number of buildings at the camp within close distance to the road boundary on Brownston Street.
- 11 Subject to Council approvals and contractor availability, CCR are keen to establish the relocatable building in time for the busy summer season.
- 12 The proposal will not change the use of the site or increase the capacity of accommodation provided at the holiday park.
- 13 CCR have confirmed that as per their lease terms, they intend to be responsible for all maintenance and insurance of the new building once established. Under the terms of their lease, CCR are responsible for taking all reasonable steps to ensure compliance with health and safety and other government legislation concerning the demolition and construction of new buildings.

Options

- 14 Option 1 To approve an APA to CCR Limited in relation to RM180742.

Advantages:

- 15 Improved and expanded facilities at the Wanaka Lakeview Holiday Park may benefit users and managers of the camp.

Disadvantages:

- 16 The relocated building will mean that more of the reserve land becomes occupied by buildings.

- 17 Option 2 To decline the request for APA.

Advantages:

- 18 The reserve would not be occupied by buildings.

Disadvantages:

- 19 Improved and expanded facilities would not be provided at the Wanaka Lakeview Holiday Park.
- 20 This report recommends **Option 1** for addressing the matter as it will provide improved and enlarged facilities to users of the camp.

Significance and Engagement

- 21 This matter is of medium significance, as determined by reference to the Council's Significance and Engagement Policy because it involves a Council strategic asset and is a reserve used by a considerable number of rate payers and tourists particularly in the summer season.

Risk

- 22 This matter related to the operational risk OR027 'Delivering levels of service', as documented in the Council's risk register. The risk is classed as moderate. This matter relates to this risk because it requires a decision from Council relating to a commercial activity.
- 23 The risk is tolerated as it is considered a relatively minor change to an existing commercial leasing arrangement, previously publicly notified and approved by a full Council.

Financial Implications

- 24 All costs associated with the consenting, construction and relocation of the building will be met entirely by CCR.
- 25 All maintenance costs associated with the building will also be met by CCR. Under the lease, Council is responsible for maintaining the roof and external cladding of the buildings leased to CCR.

Council Policies, Strategies and Bylaws

- 26 The following Council policies, strategies and bylaws were considered:
- Wanaka Recreation Reserve (A&P Showgrounds) Management Plan 2017. Conforms to the policy, specifically buildings under section 4.3.5 and camping 4.3.9.
 - Significance and Engagement Policy 2014.
- 27 The recommended option is consistent with the principles set out in the named policy/policies.
- 28 This matter is included in the 10-Year Plan/Annual Plan
- Administration associated with overseeing this approval will be covered in existing property budget provisions.

Local Government Act 2002 Purpose Provisions

- 29 The recommended option:
- Will help meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses by providing opportunity for increased income to Council and making a decision in a timely manner;

- Can be implemented through current funding under the 10-Year Plan and Annual Plan;
- Is consistent with the Council's plans and policies; and
- Would not alter significantly the intended level of service provision for any significant activity undertaken by or on behalf of the Council, or transfer the ownership or control of a strategic asset to or from the Council.

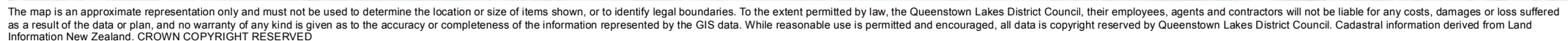
Consultation: Community Views and Preferences

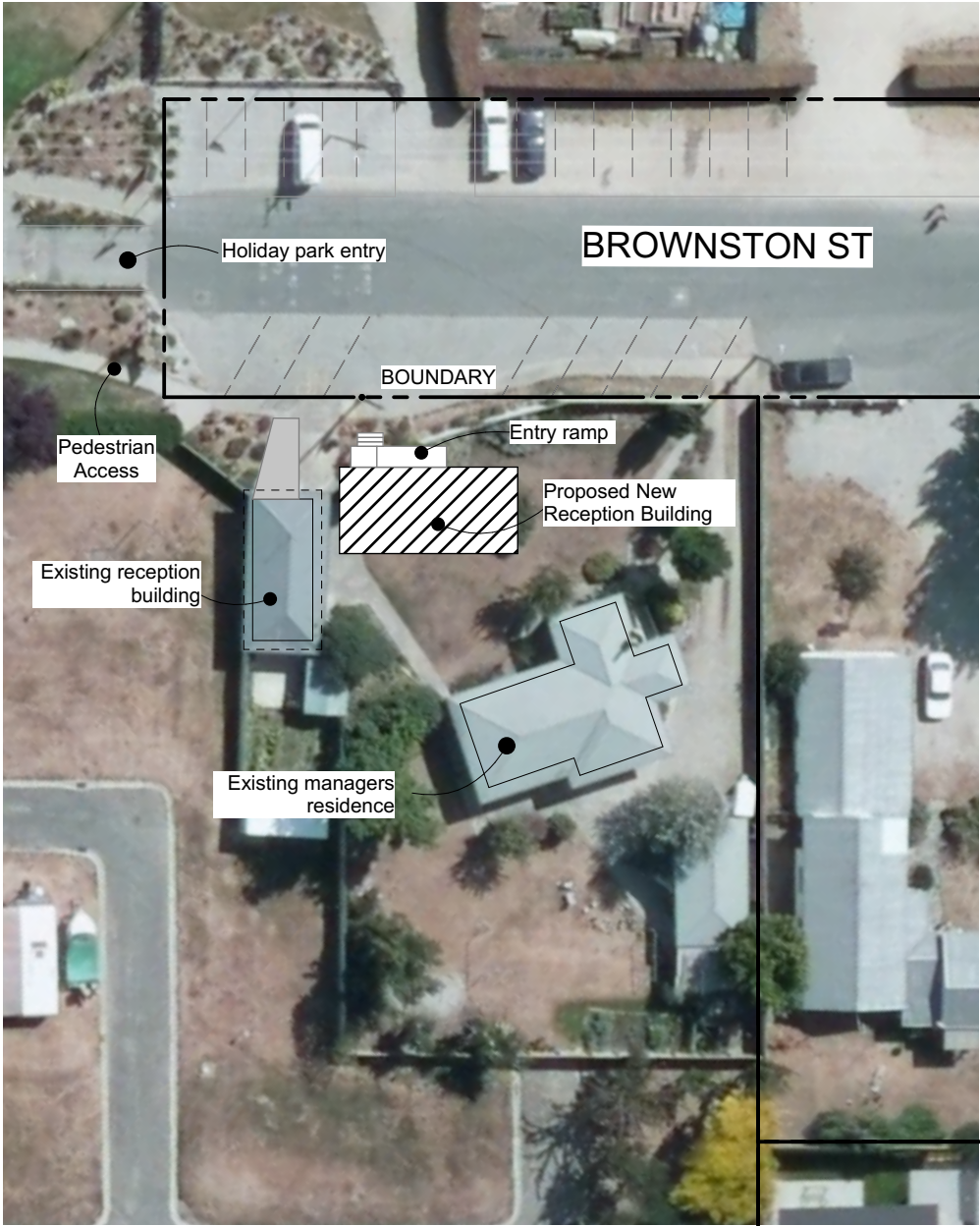
30 The persons who are affected by or interested in this matter are primarily ratepayers and visitors to the reserve.

31 Council has undergone a public notification process prior to issuing the lease to CCR. Improvements at the camping ground are also anticipated through the Wanaka Recreation Reserve management plan. As part of the resource consent process, effects associated with this application will be assessed at that time. It is not considered necessary to conduct further consultation relating to the affected persons approval.

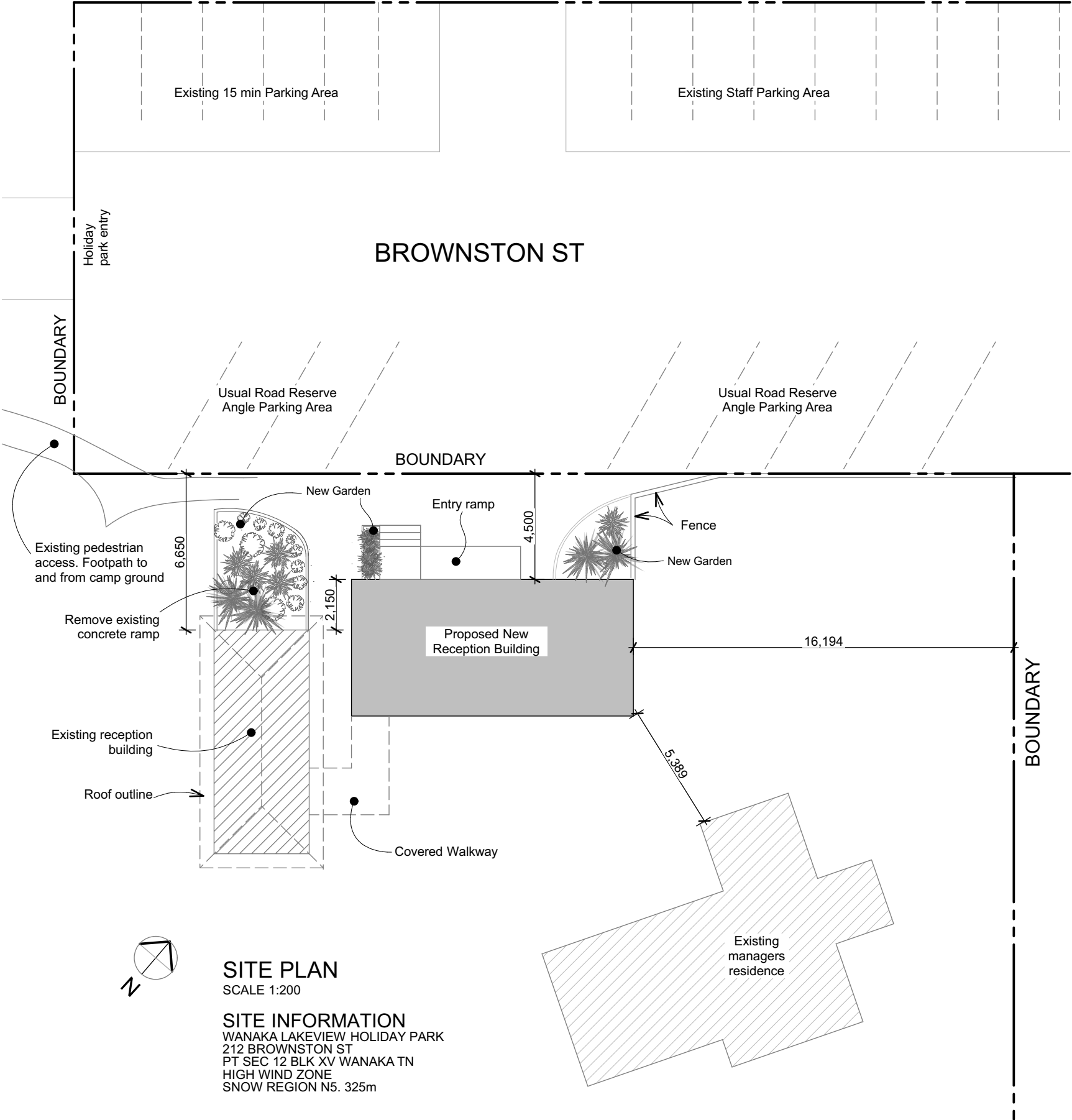
Attachments

- A Aerial Plan
- B Building Plans
- C Photo of Building
- D Letter from CCR Consultant Planner



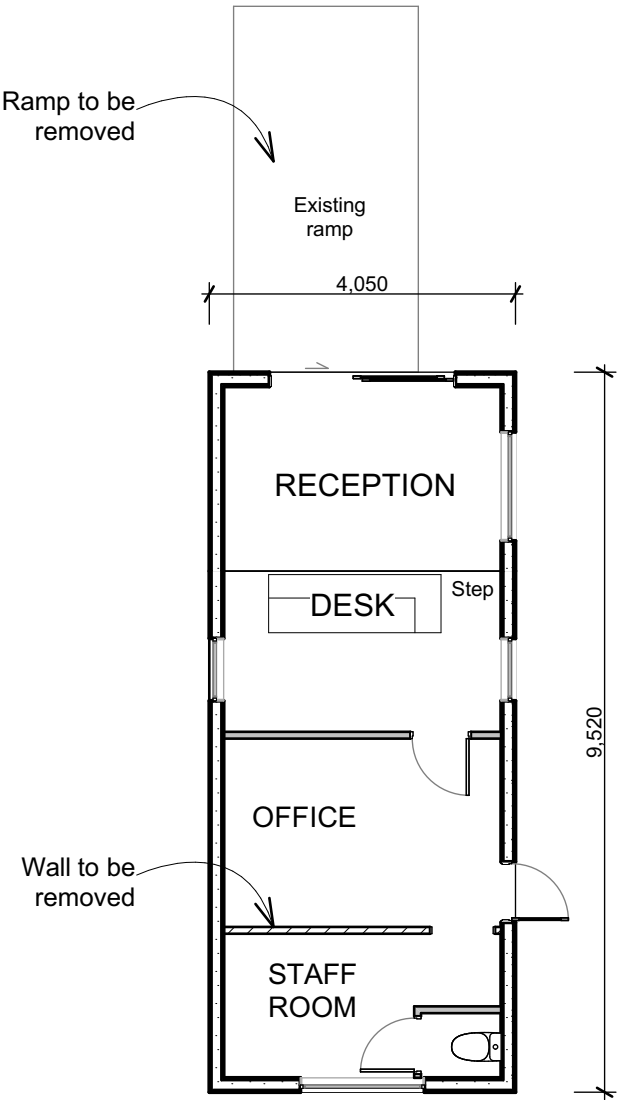


LOCATION PLAN
SCALE 1:500



SITE PLAN
SCALE 1:200




SITE INFORMATION
WANAKA LAKEVIEW HOLIDAY PARK
212 BROWNSTON ST
PT SEC 12 BLK XV WANAKA TN
HIGH WIND ZONE
SNOW REGION N5. 325m

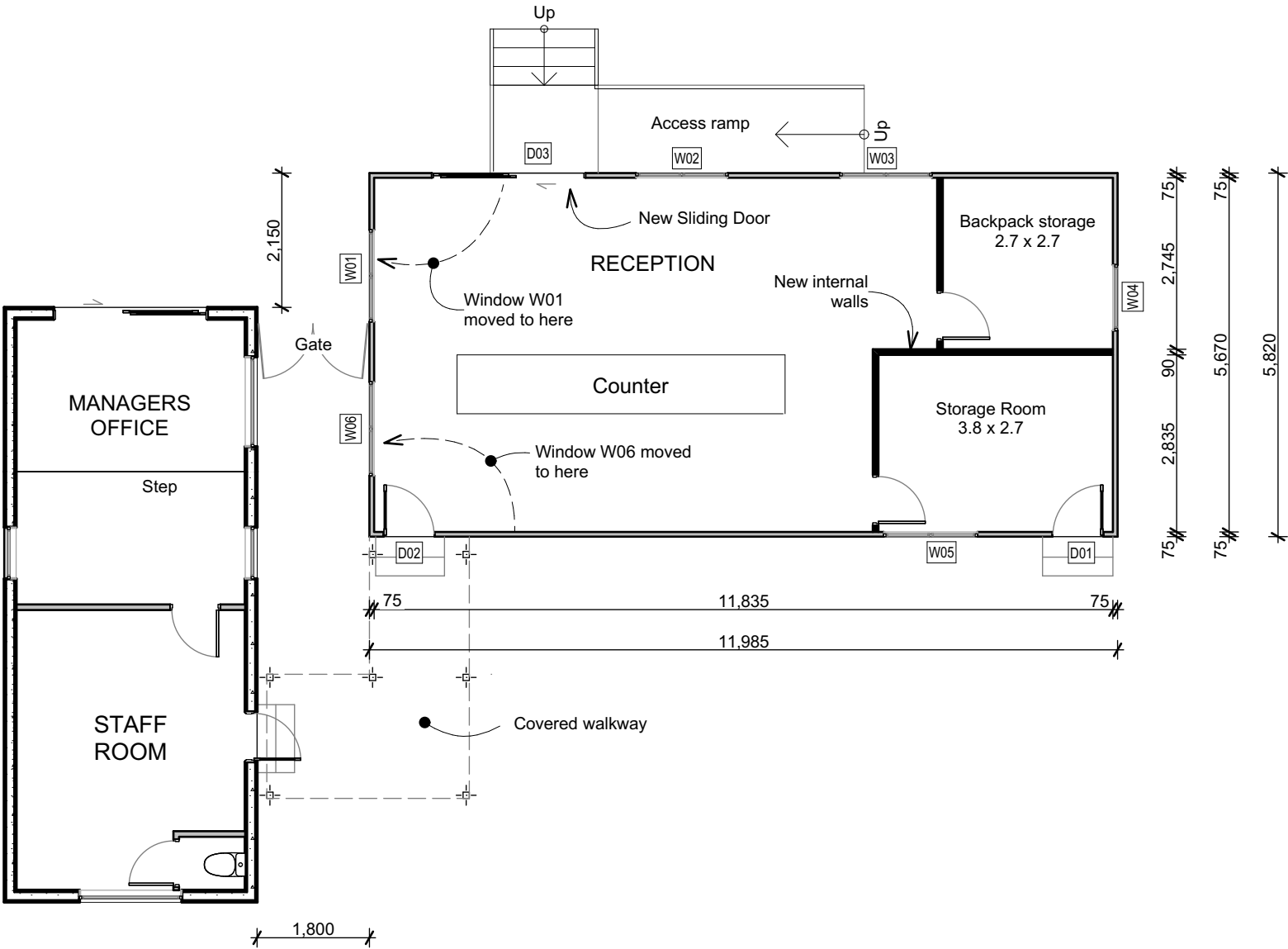


 **EXISTING FLOOR PLAN**
SCALE 1:100

Existing Floor Area 39m²

KEY

-  Masonry Block Walls
-  Timber Stud Walls
-  Walls to be removed







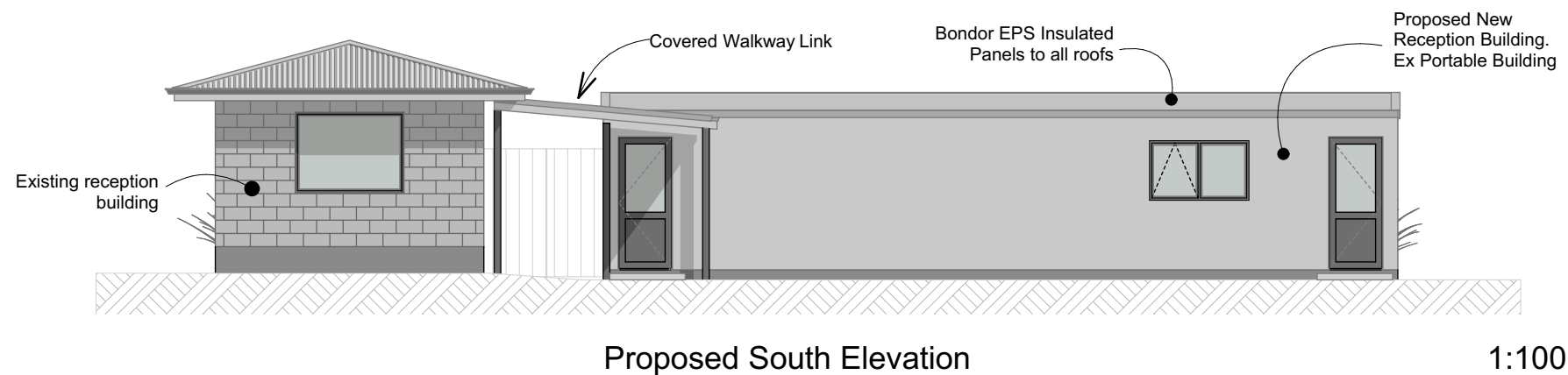
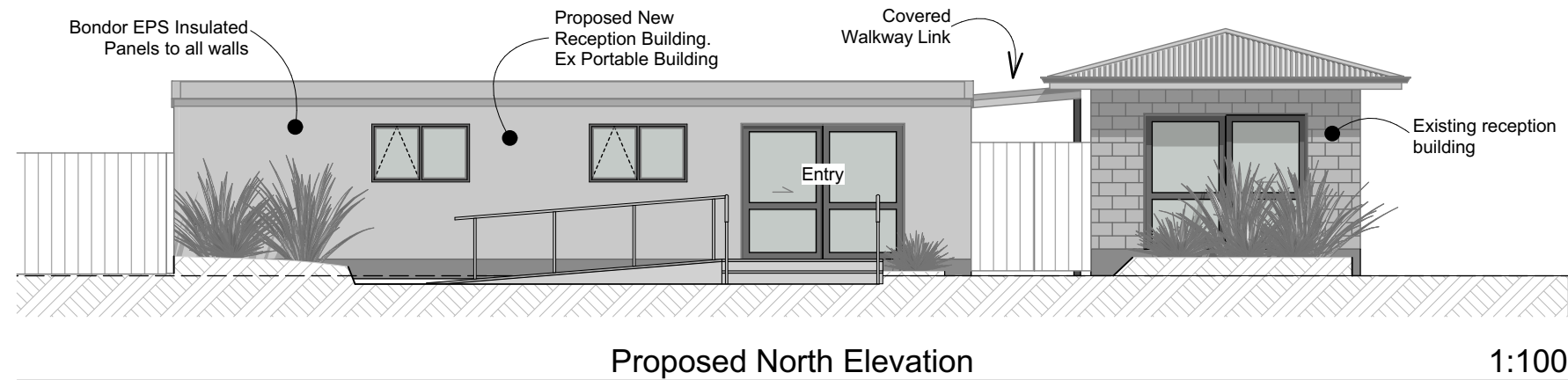
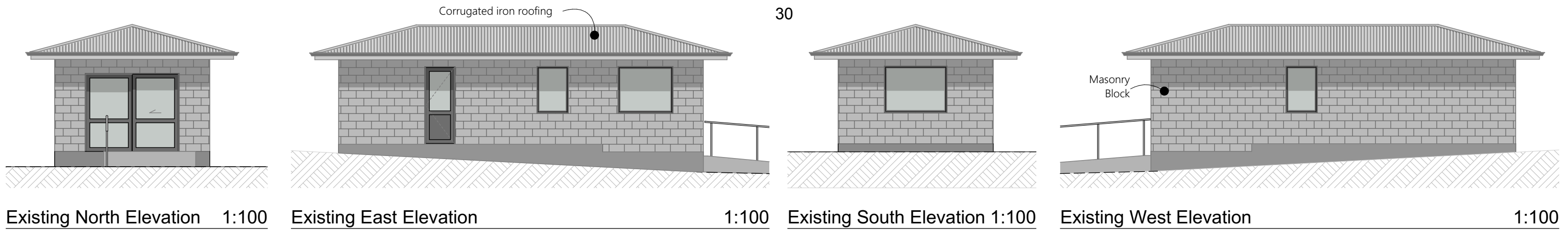
 **PROPOSED FLOOR PLAN**
SCALE 1:100

Existing Floor Area 39m²

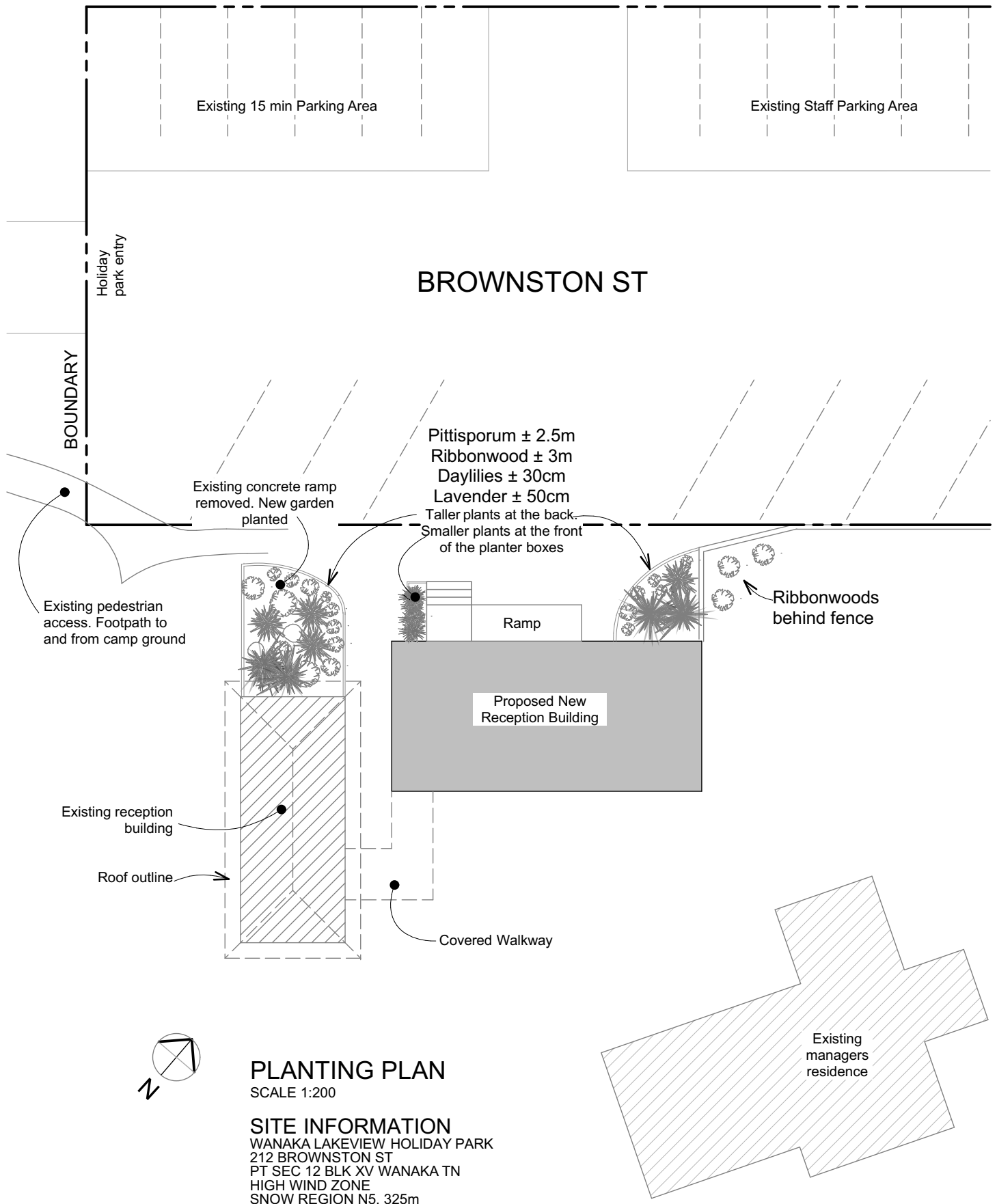
New Floor Area 70m²

KEY

-  Masonry Block Walls
-  Timber Stud Walls
-  Walls to be removed
-  New Timber Walls



Colours. Roofing: Coloursteel New Denium Blue
 External Walls: Pale Slate
 Window Joinery: New Denium Blue
 Barge boards. New Denium Blue



32



NICOLA SCOTT
RESOURCE MANAGEMENT SERVICES

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nicolascott@xtra.co.nz

17 May 2018

Queenstown Lakes District Council
Private Bag 50072
Queenstown

Attn: Manager, Resource Consents

Dear Sir

**APPLICATION FOR LANDUSE CONSENT
EXTENSION TO RECEPTION BUILDING**

1.0 Introduction

This is an application for consent to construct a new reception building at the Wanaka Lakeview Holiday Park.

2.0 The Land

The land is located at 212 Brownston St, near the intersection with McDougall Street, Wanaka. It is to the west of Wanaka Town Centre and Pembroke Park.

The land is the Wanaka Recreation Reserve legally described as Section 10 Blk XV Town of Wanaka and Part Section 12 Blk XV Town of Wanaka. The land is 7.3541ha in area and is comprised in Certificate of Title OT8A/952 held by Queenstown Lakes District Council.

The land is flat, to very gently sloping, in topography and contains a fully established motor camp, with associated facilities, buildings and landscaping. This application is made on behalf of CCR Ltd who hold a long-term operating lease on the campground.

In the District Plan the zone is Rural General, and there is a Designation (101) for a Recreation Reserve: Motor Park, over the subject land. Queenstown Lakes District Council is the authority responsible for the designation.

3.0 The Proposal

The applicants propose to relocate a building to the site, make alterations to it and establish a new reception building for the campground. The new building will be attached to the existing reception area by a covered walkway. The existing reception area will become office space and a staffroom. The floor area of the new building is 70m². The maximum height of the building is 3.8m.

The proposed external materials comprise the following:

Roof: Colorsteel New Denim Blue (LRV 11%);
 Walls: Bondor EPS Insulated Panels, colour Titania (LRV 70%); and
 Joinery: Aluminium, to match roof colour.

The building is being purchased from the Portable Building Hire Company, and is currently stored on a site in Cromwell. Any upgrades required for the building to meet current building standards are to be made.

3.1 Services

There are no changes proposed to the services for the site. Power will be provided underground from existing connections.

3.2 Earthworks

Only minor earthworks are required to create a level building area and this will be within permitted activity levels for the zone.

3.3 Landscaping

A few trees and part of an existing fence will require removal from the site. A small new garden will be established in front of the building as indicated on the site plan.

4.0 District Plan Provisions

Operative District Plan

The land is located within the Rural General Zone in the Operative District Plan. The proposal requires consent for:

- A **discretionary** activity consent pursuant to Rule 5.3.3.3(i)(a) for the construction of the reception building and covered walkway, earthworks and landscaping; and
- A **non-complying** activity consent pursuant to Rule 5.3.3.4(vi) for a breach of Zone Standard 5.3.5.2(ii) for the road boundary setback (minimum required 20m). The new building will be located 4.5m from the Brownston Street boundary. The entry ramp and steps will also be located in this setback; and
- A **discretionary (restricted)** activity consent pursuant to Rule 19.2.1.2(i) with regard to relocated buildings in any zone (discretion limited to the external appearance of the building).

Proposed District Plan (PDP)

The land is being considered for re-zoning, as part of Stage 2 of the Proposed District Plan, as “Open Space Community Purpose - Campground”. In relation to Stage 2, there are no rules having immediate legal effect relating to this application.

Regarding Stage 1 of the PDP, the proposal requires consent for:

- A **controlled** activity consent pursuant to Rule 35.4.13 with regard to relocated buildings in any zone.

5.0 Natural Hazards

The Council’s natural hazards register indicates that the site is at a ‘probably low’ risk of liquefaction. The proposed new reception building is a portable building and will not be used for habitable purposes, therefore the adverse effects in terms of hazards are considered to be less than minor.

6.0 Consultation/Effects on Persons

Affected Party Approval is being sought from the Wanaka Community Board for this proposal.

The proposal is in accordance with the designation purpose (Recreation Reserve: Motor Park) and it is to complement an existing building using similar colours. It will be located only 1.8m from the existing reception and connected by a covered walkway.

The new building will be located 2m closer to the road however it is still set back 4.5m in line with the residential road setback along Brownston Street. It is not considered that the properties to the east (being those closest to the proposed building) will be adversely affected by the new reception building. The new building is to be located over 16m from the boundary with 208 Brownston Street, and the buildings on that lot are set well back on the site, with intervening vegetation, fence and the Manager’s residence on the subject site.

No other persons are considered to be affected by the activity, given the context of the established holiday park, and therefore no further consultation has been undertaken.

There is not considered to be any adverse effects on those in the neighbourhood, nor the wider community. The proposal is appropriate for this location and does not have any adverse social, economic or cultural effects. There are positive social effects in that the new reception will enable a better service to Campground visitors rather than the congestion currently experienced in the small existing building at peak periods.

7.0 Assessment of Environmental Effects

The relevant assessment matters are found in Section 5 (Rural Areas) and Section 19 (Relocated Buildings) of the District Plan.

Assessment matter 5.4.2.3(iv) (Buildings) requires consideration of:

- a) *The extent to which the location of buildings, earthworks, access and landscaping breaks the line and form of the landscape with special regard to skylines, ridges hills and prominent slopes; and*
- b) *Whether the external appearance of buildings is appropriate within the rural context.*

7.1 Built Form

The proposal does not break the line and form of the landscape with special regard to skylines, ridges, hills and prominent slopes. The activity is to be undertaken on a site that contains an established holiday park and is adjacent to existing urban development. Earthworks will only be of a very low volume given the portable nature of the building. The building is small in size and low in height for the zone. The proposed light colour of the wall cladding is not in accordance with Council's Guide to Suitable Building Colours and Materials in Rural Zones, however it is intended to be complementary to the colours on the existing reception building and adjacent Manager's residence. The three residential dwellings to the east of the subject site are also painted in white or light shades, so the colour will be in keeping with the surrounding development.

It is not considered the development will be seen as dominant in views from outside the site given the low building height, fencing and landscaping. In the context of the established Holiday Park, the proposal does not compromise the existing landscape character of the area.

The new building will be located 2m closer to the road than the existing reception, and is closer than the Rural zone 20m road setback that the designation standards specify. However, it is still set back 4.5m in line with the residential road setback for the adjoining zone along Brownston Street. Parking will remain unchanged from the existing situation as indicated on the attached site and location plans. Existing signage providing for 15 minute parking is already in place.

No additional servicing of the building is required, other than an underground power connection from existing supplies.

7.2 Effects on Landscape

The subject site, while zoned Rural General, has an overlying designation of Recreation Reserve: Motor Park and there is a long established Holiday Park on the site. Given this situation, the landscape category has not been determined for this application, but a similar framework of assessment matters for a Visual Amenity Landscape (VAL) has been used in the assessment below.

(a) Effects on Natural and Pastoral Character

The proposal will not adversely affect the nearby outstanding landscape of Lake Wanaka. The proposal is of a small scale and is an appropriate building in the context of the existing land use on the site. The subject lot does not exhibit characteristics of a pastoral nature given its primary use as a Holiday Park.

(b) Visibility of Development

The development will be visible from other parts of the Recreation Reserve and Brownston Street. However, the existing buildings are already visible in the same location and the new

building will be directly attached to the existing reception. Visual amenity and built form have been discussed already in Section 7.1 above. The location, height, colour and nature of the new building will be in keeping with the existing Holiday Park development and with the existing residential development along Brownston Street.

The proposal does not break the line and form of the landscape with special regard to skylines, ridges, hills and prominent slopes.

(c) *Form and Density of Development*

The form and density is considered to be appropriate in the context of the designation for a Motor Park. The new reception building is located in the most appropriate location, aggregated with the existing built form at the entrance to the Holiday Park.

(d) *Cumulative Effects of Development on the Landscape*

The landscape is already highly modified from a rural or pastoral landscape and the addition of a relatively small, low height building will be unlikely to produce an unacceptable level of cumulative effects.

(e) *Rural Amenities*

There will be no adverse effects on views of any adjoining property across the landscape given the nature and location of the low height building. The proposed building meets the internal boundary setbacks. The surrounding environment does not exhibit typical rural amenity given the recreational and residential uses in the vicinity.

Overall, the development is complementary to the existing Holiday Park land use and will have less than minor landscape and visual effects.

7.3 Relocated Buildings

In terms of relocated buildings, consideration is given to the external appearance, reinstatement works and foundations required including the timeframe to execute such works, and compatibility with the amenity values of the area.

- The relocated building will be upgraded in line with current building standards which will also address the required foundations and exterior appearance.
- The extended reception is urgently required in time for the busy holiday period later in 2018. Therefore, the works will be completed in a timely manner as there will be limited time between consent approval and the start of the summer season.
- The location, height, colour and nature of the new building will be in keeping with the existing Holiday Park development and with the existing residential development along Brownston Street, and thereby compatible with the local amenity values.

Overall, any potential adverse effects on the environment from the proposed activity are considered to be less than minor.

8.0 Section 104 Assessment

8.1 Effects (s104(1)(a))

Actual and potential effects on the environment have been outlined in section 7 of this report.

8.2 Relevant Provisions (s104(1)(b))

For this proposal, it is considered that the policy direction given by the District Plan is certain and complete, and as such, there is no need for further assessment in relation to higher order planning instruments or Part 2 of the Act.

8.3 Objectives and Policies of District Plan (s104(1)(b)(vi))

The proposal is in accordance with the relevant objectives and policies contained within Part 4 (District Wide) and Part 5 (Rural Areas) of the Operative District Plan (ODP). The development will occur in an area of the District with the potential to absorb the change given the established use as a Holiday Park. The development will not have an adverse effect on the character of the landscape or amenity within the area due to the location, height, colour and scale being compatible with the existing surrounding development. The building is close to the road but will not be prominent as it is consistent with the residential setbacks along the rest of Brownston Street. Fencing and vegetation will also assist with visual mitigation.

The land is being considered for re-zoning, as part of Stage 2 of the Proposed District Plan, as “Open Space Community Purpose - Campground”. Stage 2 of the Proposed District Plan has been exposed to only minimal testing and independent decision-making at this time. It is expected therefore that minimal weight would be placed on any provisions of Stage 2.

Part 19 (Relocated Buildings, Temporary Buildings and Temporary Activities) of the ODP and Chapter 35 (Temporary Activities and Relocated Buildings) of the PDP Stage 1 contain relevant objectives and policies. The external appearance of the finished building will be compatible with the amenity of the surrounding environment.

Overall, the proposal is considered to be in accordance with the relevant objectives and policies of both the ODP and the PDP Stage 1.

9.0 Conclusion

The application is for consent to construct a new reception building at the Wanaka Lakeview Holiday Park. Overall, it is considered that the proposal can be absorbed into the existing site development of the Holiday Park, with less than minor adverse effects on the surrounding environment.

Yours faithfully



Nicola Scott
Resource Management Services

Encl: Form 9
Title
Plans
Photographs