

## **Before the Central Otago District Council**

**In the matter**      The Resource Management Act 1991

**And**                    **A requested change to the Central Otago District  
Council's Operative District Plan – Plan Change 14  
(PC14)**

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## **Statement of evidence of Werner Murray**

**20 May 2020**

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# Statement of evidence of Werner Murray

## Introduction

1. My name is Werner Murray and I am a resource management planner. I hold the qualification of Bachelor of Arts (Geography) from the University of Otago and a Graduate Diploma of Urban and Regional Planning from the University of New England. I have 10 years' experience in planning and resource management, and I also hold New Zealand Planning Institute full membership. I am also registered under the Making Good Decisions course as a commissioner.
2. As I live in a small community I wear a number of other hats as well. I am an elected member of the Cromwell Community Board, I sit on the Cromwell Museum Trust, and also the Cromwell and Districts Community Trust. Being involved with these groups has resulted in me also working closely with a number of other trusts and organisations that are active in Cromwell.
3. Also my wife's family part own a block of land next door to the Plan Change 14 land, described as PT SEC 25 BLK III CROMWELL SD, and have resource consent for a rural subdivision. I would say that being involved with that subdivision process has made me aware of the District Plan rules and how their implementation affected the development in practice, and also the issues and expectations that neighbours might have. The Outstanding Natural Landscape line of the property was a major consideration, which has influenced my thinking on the ONL, along with lighting effects. I am probably only one of few people that would have the opinion that, if a Landscape architect can support having houses absorbed on a hill-side up to an ONL, then it would be appropriate to build up to the ONL. In other words, I don't see that there should necessarily be a further buffer to the ONL. My involvement is a small development process has also given me a glimpse into the market and what people might want to buy.
4. I am not here as an expert in Planning or representing the Community Board or any of the other community groups that I am involved with. I have purposely chosen not to speak as an independent expert. My focus in my evidence is on my own experience as a resident in Cromwell, particularly in terms of facts – what I have seen, experienced, or otherwise observed, as well as drawing on my wider experience as to what is relevant for the Commission to consider.
5. I acknowledge that there has been a lot of work that has gone into this proposal and that the commission has heard a lot of evidence. Through the reports that were lodged as part of the request and during the course of the hearing there have been a number of views and opinions to hear.
6. Cromwell is a community that is highly organised and often looks to its future in terms of planning what happens in its community. The Cromwell community takes the planning of our space very seriously. This can be seen by the high participation rates and community engagement when preparing planning documents that affect our Community. Two of these planning documents are particularly relevant in the consideration of Plan Change 14, the Cromwell Master Plan and the Cromwell Community Plan. I have focused on the Cromwell Master plan in my submission as it is something that I have been involved in and have an understanding of.

7. The reason that I want to focus on the Cromwell Masterplan is that it is my understanding that to approve a plan change without appropriate consideration of the Cromwell Masterplan, would be to completely frustrate the Masterplan exercise and the associated community aspirations. It is my expectation that the Cromwell Masterplan would be part of the consideration to any plan change lead by the Central Otago District Council<sup>1</sup>, and I do not see why a plan change lead by a private developer would be any different as the relevant RMA process is the same regardless of who initiates a plan change.
8. I understand that there is usually no compulsion for developers or anyone else to wait for local planning processes to progress, which may or may not identify an alternative zoning preference for the site, as it is generally possible for a developer to lodge a plan change at any time. What I am saying is that a plan change regardless of who requests it needs to go through the appropriate decision making process. In order to address matters that need to be considered under Part 2 of the RMA, it is vital for decision makers to consider development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being.

### Cromwell Master Plan, and Cromwell Spatial Framework

9. As I have said, I am a Cromwell Community Board member. The Cromwell Community Board (CCB) along with CODC is the driving force responsible for the Cromwell Master Plan (CMP). The Master Plan process was a response to the pressures that were driving change in the Cromwell Basin. When the CCB started the process, the CCB were aware that growth was changing the way that Cromwell was starting to function. Elected members of the CCB were hearing that from more and more people and decided to become proactive in how Cromwell would deal with growth.
10. The Masterplan programme was initiated by a report that came to the CCB (attached in Appendix 1). The CCB intended the Masterplan to address the growth pressures (including housing affordability and availability) by taking an integrated planning approach to Cromwell's future development and a strategic vision to guide growth and investment decisions. This framework among other things is intended to become the basis for future CODC led District Plan Changes.
11. The Cromwell Master Plan Establishment Report points out that the Cromwell Masterplan (CMP) was not an isolated standalone document. In order for the CCB to effectively be able to make future decisions, the CMP was prepared within the national context. This included the Resource Management Act, and the NPS-UDC.
12. At 1.2.3 of the establishment report (attached in Appendix 1), it is laid out what the landscape was at the time that the CMP was established.

*Amendments to the Resource Management Act 1991 mean that all councils must now establish, implement and review objectives, policy and methods to ensure that there is 'sufficient housing and business development capacity' to meet expected short-term, medium-term and long-term demand. These functions are supported by the National Policy Statement on Urban Development Capacity (NPS-UDC), which provides direction on how councils are to provide sufficient development capacity for current and future housing and business demand under the RMA.*

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<sup>1</sup> Cromwell Spatial Framework, - Stage 1 Spatial Plan, page 061

13. Further to this, it was acknowledged that Central Otago District is not identified as medium or high growth under the NPS-UDC, however the establishment report stated:

*the proximity to Queenstown-Lakes (being a high growth area) represents an opportunity to ensure planned growth is coordinated at a regional level. The increased demand for land in Cromwell for industrial purposes, as the town is recognised as a more affordable alternative to Queenstown, is an example of how being aware of, and having a clear plan to provide for growth, is necessary. Furthermore, as corresponding infrastructure requirements associated with the growth demands of the wider Central Otago area are realised (such as the need for a regional airport), opportunities can be identified, and an informed decision made on how to respond in the best interests of the district.*

14. My understanding, is that the CMP was prepared under relevant statutory documents. Mr Giddens at paragraph 146 in his evidence, acknowledges that the CMP was considered as part of his assessment in accordance with s74 of the RMA. I consider that this is the correct process to assess the CMP and affords it the appropriate weight.

### National Policy Statements

15. There are three National policy Statements that are worth bearing in mind when considering Plan Change 14. Two of these do not yet have minister and Cabinet approval, these being
- Proposed National Policy Statement for Highly Productive Land (NPS-HPL).
  - Proposed National Policy Statement on Urban Development (NPS-UD). This is due to Cabinet in June and gazettal in July of this year.

The third National Policy Statement to have regard to is the National Policy Statement on Urban Development Capacity (NPS-UDC).

16. The NPS-UDC is potentially ambiguous as to whether or not it applies in the Context of Cromwell. However I note the following:

- *The Cromwell 'Eye to the Future' Masterplan provides a clear framework for the future growth of Cromwell from a town of around 5,000 people to approximately 12,000. The Masterplan is guided by a Vision that aims to support sustainable growth of the town while retaining aspects of Cromwell's 'country town' character and the 'World of Difference' values, which are highly valued by the community<sup>2</sup>.*
- It has recently been found by a panel of independent commissioners<sup>3</sup> that the NPS-UDC is applicable to Cromwell and in particular Policies PA1 to PA4.

17. As stated in paragraph 6 above, it is my view that the CMP has weight and must be considered at least in accordance with s74(2)(b)(i) of the RMA. I also submit that the Master Plan was prepared in accordance with PA1-PA4 of the NPS-UDC. I list these policies below with emphasis added. I have added the emphasis to show what my thinking was at the time that the CMP was being written.

18. Outcomes for planning decisions

Policies PA1 to PA4 apply to any urban environment that is expected to experience growth.

**PA1:** Local authorities shall ensure that at any one time there is sufficient housing and business land development capacity according to the table below:

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<sup>2</sup> Cromwell 'Eye to the Future' Masterplan Spatial Framework. Stage 1: Spatial Plan (Adopted 29 May 2019)

<sup>3</sup> Decision of Independent Hearing Panel PLAN CHANGE 13 RIVER TERRACE RESOURCE AREA, Paragraph 3.88



Short term Development capacity must be feasible, zoned and serviced with development infrastructure.

Medium term Development capacity must be feasible, zoned and either:

- serviced with development infrastructure, or
- the funding for the development infrastructure required to service that development capacity must be identified in a Long Term Plan required under the Local Government Act 2002.

Long-term Development capacity must be feasible, identified in relevant plans and strategies, and the development infrastructure required to service it must be identified in the relevant Infrastructure Strategy required under the Local Government Act 2002.

**PA2:** Local authorities shall satisfy themselves that other infrastructure required to support urban development are likely to be available.

**PA3:** When making planning decisions that affect the way and the rate at which development capacity is provided, decision-makers shall provide for the social, economic, cultural and environmental wellbeing of people and communities and future generations, whilst having particular regard to:

- a) Providing for choices that will meet the needs of people and communities and future generations for a range of dwelling types and locations, working environments and places to locate businesses;
- b) Promoting the efficient use of urban land and development infrastructure and other infrastructure; and
- c) Limiting as much as possible adverse impacts on the competitive operation of land and development markets.

**PA4:** When considering the effects of urban development, decision-makers shall take into account:

- a) The benefits that urban development will provide with respect to the ability for people and communities and future generations to provide for their social, economic, cultural and environmental wellbeing; and
- b) The benefits and costs of urban development at a national, inter-regional, regional and district scale, as well as the local effects.

19. Generally National Policy Statements try not to put onerous requirements on small Territorial Authorities<sup>4</sup> but the CCB asked CODC to prepare a master plan despite the considerable resourcing issues, and cost that it created. I understand that Cromwell is not compelled to produce any development strategies under the NPS-UDC as it is not within a medium-growth urban area or high-growth urban area. However, the CCB elected to prepare the CMP as we recognised the importance of future planning and invested a large amount of time, and money into developing a spatial framework.

20. I am of the understanding, that the CCB as part of the local authority, aimed to address growth pressures in Cromwell through the CMP. This was done under the guidance of relevant statutory documents. One of these being PA1-PA4 of the NPS-UDC which specifically states that planning for growth is part of the Local Authority's responsibility.

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<sup>4</sup> Planning for Successful Cities – a discussion document on a proposed National Policy Statement on Urban Development, Page 19

21. It is also my understanding that we have prepared a planning document (Spatial framework and supporting information) akin to a future development strategy, although we are not required to have one under the NPS-UDC, as we are not a medium growth area. The CMP is perhaps not technically a statutory document but it is flexible enough to respond to change which is why it is not in the district plan. My understanding is that a Future Development Strategy can be incorporated into a non-statutory document (for example, a spatial plan or growth strategy like the Greater Christchurch Urban Development Strategy), and as such should be given appropriate weight.
22. I also would like to draw attention page 8 of Establishment report states:  
*As identified above, the Government's urban growth agenda is likely to give rise to further changes to the national planning framework. Given the potential impact on workstreams over the longer term there is value in CODC in establishing regular dialogue with the Ministry for the Environment to ensure alignment.*  
This statement shows the level of commitment that the CCB had to ensuring that the CMP and processes that may be initiated as a result of it is in line with the Government's urban growth agenda which is now changing to focus on the NPS-UD.
23. The Cromwell Master Plan is not yet complete and in June 2019, Stage 1 spatial plan was adopted (Appendix 2). In section 1.2.2 the intended use for the Spatial Plan is explained as follows:
- To accommodate growth in accordance with desired environmental outcomes.
  - As a basis for changes to the Central Otago District Plan.
  - As a basis for provisions included to the Central Otago Long Term Plan, and Annual Plans.
  - To develop and implement infrastructure programmes.
  - To inform decision-making within both the public and private sector.
24. The proposed National Policy Statement for Urban Development (NPS-UD), due out in July 2020, is likely to Territorial Authorities to prepare a Future Development Strategy (FDS), which will require councils to carry out long-term planning to accommodate growth and ensure well-functioning cities. The Central Otago District Council as part of the consultation process with the Ministry for the Environment stated that it supported the intent of the Future Development Strategy<sup>5</sup>.
25. While the NPS-UD only requires major urban centres to produce an FDS (the requirement currently applies to "high-growth urban areas" in the NPS-UDC 2016), local authorities under the NPS-UD in other urban environments would be encouraged to include an FDS in their planning framework.
26. My understanding is that the CMP once it is complete will, address the draft objectives and policies of the NPS-UD and will also address the draft objectives and policies that a Future Development Strategy will be required to address. Appendix 3 outlines the characteristics that the CMP has in common with the proposed objectives and policies for creating a Future Development Strategy.
27. The CMP was widely publicised including steps in the process and timelines. The main outcome that I think would be unanimous among all the CCB members was that the CMP

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<https://www.mfe.govt.nz/sites/default/files/media/Consultations/41%20Central%20Otago%20District%20Council.pdf>

should be informed by people who live here – not a Council or CCB plan but an “everyone’s plan”.

28. I am concerned that the Commission has the importance of community values to the fore when making decisions. It is easy to get caught up in the weeds (is the traffic assessment accurate, should the road be x number of metres vs y number of metres) of an application without stepping back and looking at the broader picture, as to what are the community’s values.
29. The point of all of this is that while the Master Plan is potentially not a statutory document it is a document that with a high level of certainty can be said to capture the values of people who live in Cromwell not just some neighbours or a small faction of the community but overall what do Cromwellians think. And that the CMP and resulting Cromwell Spatial Framework were prepared having appropriate regard to relevant statutory documents and process and as such should be afforded appropriate weight.

### Rural Lifestyle Development

30. The land holding that makes up plan change 14 is large and could potentially cater for various types of land use. Mr Whitney has stated that apart from the RLA 5 and possibly the RLA 4 Plan Change 14 provides for “rural living” only in the sense that residential activities are to be provided for on a site that is surrounded by land in the Rural Resource Area ie. is located in a wider rural environment.

31. It is unclear what the intention of the plan change is in terms of the purpose of the plan change, which states:

*To enable the subdivision, use and development of approximately 142 hectares of land located at 144 Ripponvale Road to provide a mix of different land use densities to meet demand for rural lifestyle development outside of urban Cromwell; recognise and provide for the natural landscape values of the Pisa Range; and facilitate use of a further approximately 29 hectares of land for horticultural development. Rural lifestyle development is to occur in an integrated, sustainable and planned manner to meet the needs of the District’s people and communities, while avoiding, remedying or mitigating potential adverse effects on:*

32. To me it would seem, that lots that are smaller (2000m<sup>2</sup>-4000m<sup>2</sup>) could be considered as large lot residential or rural living. These lots are located in a rural environment and perhaps draw amenity from that, but they have very little use for productive land. Whereas, lots that are larger up to 3ha could be considered rural lifestyle, where productive land uses could be undertaken on the property. There are two clear different purposes for each type of these rural lifestyle properties.
33. This is an important consideration to ensure that the right type of rural lifestyle lots are created on the right part of Plan Change 14 Land, to allow for the best land use given the constraints over each part of the site.
34. Rural lifestyle properties like those shown in Figure 1 and 2 below, could potentially be better suited on a lot in the RL1, RL2, or RL4 areas as shown on the structure plan. These areas have productive land and less of a slope and other orchard uses already present. In order to achieve this the minimum lot size may need to be perhaps 6000m<sup>2</sup> to 3Ha as the examples below suggest. That would mean that the suggested lot size in RL 1 and RL2 would be too small to

accommodate someone looking for a rural lifestyle property that they can actually utilise the valuable rural resource in this area being productive soil.



**Figure 1:** Local example of a house and “hobby vineyard” approx. 1.5 ha



**Figure 2:** Local example house and small orchard approx. 6000m<sup>2</sup>

35. Conversely a rural residential property looking to utilise the amenity aspect of being surrounded by the rural resource area would perhaps not want to farm the land but might just want to look over the rural landscape of Ripponvale. Such a property could be better placed on land located in RL4. Given that the reasons for moving into a Rural lifestyle area are for amenity reasons not reasons related to being able to utilise the rural resource a lot of 2,000m<sup>2</sup> may suit them better.



**Figure 3:** Local example of a house among the vineyards on a 5.6ha property. Notice how the vines do not extend onto the rural lifestyle property and the degradation of the landscape outside of the curtalige.

36. Plan Change 14 is proposing to introduce rural lifestyle properties ranging in size from 2000m<sup>2</sup> to 3 ha, into a working highly productive farming area. Ripponvale is not like the upper parts of Conroys Road<sup>6</sup>, Lookout Estate<sup>7</sup>, or Bendigo<sup>8</sup> (All areas where there have been private plan changes) for instance where rural lifestyle properties have been built in recent years where there is a high level of what could be considered Rural Amenity, peace, quiet.
37. The difference between these above mentioned rural areas, where rural residential development has been approved is that those areas were more sensitive from an overall rural amenity and landscape point of view, whereas the Plan Change 14 land is sensitive from a landscape point of view but also from a horticulture/viticulture point of view as Ripponvale is a highly productive area, and has been for over 100 years.
38. To me, the plan change land in Ripponvale, has potentially competing land uses or attributes and “land ownership aspirations”, that need to be balanced against each other. This I think is similar to the land in Gibbston Valley, in terms of what needs to be thought about, when planning the Rural Lifestyle development in that area.
39. Gibbston Valley is recognised as having a distinctive character and sense of place brought about by the amenity around the viticulture plantings making it an attractive place for residential development. This residential development creates the potential to degrade this distinctive character and creates conflict with established and anticipates intensive viticultural activities.
40. The added dimension of balancing competing landuses more effectively, needs to be considered and weighed against what people might want to use future lots for. That is to say,

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<sup>6</sup> Central Otago District Plan Schedule 19.20

<sup>7</sup> Central Otago District Plan Schedule 19.17

<sup>8</sup> Central Otago District Plan Schedule 19.15



that the following attributes need to be balanced against each other in order to be able to decide what type of rural lifestyle property is located in which part of the Plan Change site - the productive capacity of land vs reverse sensitivity from potentially conflicting land uses vs the landscape sensitivity vs what people might actually want to use the land for.

41. The subdivision rule for Rural Resource Area (5)<sup>9</sup> states that there shall not be more than 160 allotments, and then states the minimum allotment size for the various Rural lifestyle areas within the structure plan. Depending on what is found in the landscape assessment, if providing for various types of rural lifestyle development to balance what type of rural lifestyle property is being provided in which Rural Lifestyle Area it may be that Rural Resource Area (5) provides more flexibility on where various lot sizes would go. Perhaps this could be achieved by Plan Change 14 land not exceeding a yield of 160 allotments, and then these are put into various lifestyle areas depending rather on the balancing of attributes and future intended use than by lot size.
42. I think that there is potential to work through this type of approach with changes to the structure plan and perhaps some additional rules and a more comprehensive landscape structure plan that includes productive uses. I would be happy to provide feedback into any such discussions.

#### Cromwell Master Plan and Plan Change 14

43. The CMP is not yet complete and at this stage it is only Stage 1: Cromwell Spatial Framework that has been adopted. There are a number of implementation measures<sup>10</sup> that have not yet been completed. These include among other things altering the District Plan to reflect the Spatial Framework: Spatial Plan, and for a consolidated pattern of development within Cromwell and rural/urban containment within the Basin.
44. Zoning provisions including the below are yet to be advertised:
  - rural productive environments.
  - 'Countryside living'/outer settlement and associated visual and amenity values, including as appropriate; measures to manage commercial signage within rural and urban environments.
  - Residential environments to promote attached and detached residential typologies, increased density within Cromwell East and West, particularly within 800 m radius of town centre and vicinity.
45. Other further measures yet to be undertaken to consider that could be relevant to Plan Change 14:
  - Promote and achieve sufficient residential yield.
  - Adopt a roading hierarchy for the urban Cromwell and outlying settlements.
  - Adopt management strategies and design guidance for the public realm including landscape and open space, connectivity elements, nodes, the public realm, pedestrian, bus and cycle links, and water transport. Identify key view corridors.
  - Further research the take-up and typologies of the existing Residential (R) Zones as to the effectiveness of the 250m<sup>2</sup> minimum site size relative to multi-unit typologies.
  - Undertake detailed concept planning for greenfield sites within the 800m radius from the town centre to assess potential yield and to promote quality design/development outcomes.

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<sup>9</sup> Proposed amendments to the Operative Central Otago District Plan, page 4:44

<sup>10</sup> Cromwell Spatial Framework – Stage 1: Spatial Plan page 061

46. As can be seen from the above implementation measures there are still large amounts of work yet to be done on the future planning of Cromwell and the District. The Spatial framework calls on landowners and stakeholders to assist in this. I submit that Plan Change 14 is such an opportunity where a landowner can work with stakeholders to ensure that collectively the desired outcomes for the CMP and the vision could be implemented.
47. Below I have outlined the issues that need to be addressed to ensure that the Plan change achieves the Vision of the master plan and the aspirations of the Cromwell community. I also note that Cromwell has a Community Plan that goes a long way to helping understand community aspirations.

### Matters related to the Plan change request

#### Overall planning and integration with the built up area of Cromwell

48. Many submitters including myself have taken issue with the fact that the PC14 proposal is not integrated into the community. Mr Whitney has commented on this issue as below:

*We consider that the proposal, which is to provide for large residential allotments at Ripponvale, does not serve to enable consolidated urban development within existing Cromwell. Furthermore we note that the Spatial Plan presented in Part 3 of the document (which we have attached as **Appendix 9** to this report) shows that existing and future residential development at Cromwell is to be located to the east of State Highway 6.*

49. The Master Plan states the following about the area west of SH6:

*SH6 delineates the outer (western) frame to the urban area.*

and

*The area west of SH6 rural productive environments are retained and appropriately zoned in recognition of their 'special character', economic significance, landscape values, reverse sensitivity factors, and as allied to a sustainable, diversified future."*

50. It is noted however, that the purpose of the plan change is said to be "... to meet demand for rural lifestyle development outside of urban Cromwell;...". I agree with Mr Whitney that the Central Otago District Plan caters for what could be called Rural Residential development in its (Urban) Residential Zones. Being that the urban area in Central Otago is very different from the urban area of a district with larger cities where lots are smaller and one needs to move into a rural residential area in order to have a sense of rural amenity.
51. When looking at the context of Cromwell areas like Pisa Moorings, Bannockburn, Lowburn and the area north of State Highway 8B, all have residential lots that can be considered Rural Residential in size and also despite being zoned urban have a rural amenity. By rural amenity, I mean many of these settlements/rural residential lots are:
- surrounded by or contain horticulture, viticulture land uses;
  - have a sense of open space not only within the lots but also have large rural spaces surrounding the lots;
  - there is relative quiet and a large separation from neighbouring dwellings.

- there is often space between dwellings to have a large amount of planting to screen one dwelling from another.
52. There is a need to be careful, not to stray into a typology that represents rural residential lots as is described in other districts. Careful thought needs to be given to what kind of property and for what purpose, lots in the plan change area are being created for. As mentioned above there are many different kinds of Rural Lifestyle properties. In other words what is it about the locality of the site that would make a person looking to locate there require rural amenity of Ripponvale.

I understand that traditionally minimum lot sizes have been used to drive the character of an area, but perhaps there is merit in exploring other drivers aside from minimum lot sizes.

53. In my experience minimum lots sizes help to set an expectation of the character of an area. This is useful in a district planning sense where there are multiple landowners what could happen to develop, as there is a parameter that is easy to understand and develop towards. Minimum lot sizes are also good for neighbours because it creates a certainty around neighbouring land uses. In this situation given the fact that this is a comprehensive development perhaps this type of certainty given by minimum lot sizes could be provided for through a building platform location plan and a more detailed structure planting plan.

#### Noise

54. Others have discussed this topic extensively and all I can say is that I agree with Mr Whitney at 8.5.1 and that he has done a thorough assessment of the reverse sensitivity issues relating to noise. In particular I think that using the permitted noise standard for rural areas as a measure of compliance for Rural Residential development and using the design of internal spaces to ensure compliance is not a good outcome. I am of the opinion that separation distances are more appropriate. It may be that from a noise perspective, it is better to place larger rural lifestyle properties that potentially intend to have productive uses (even at a small scale) closer to parts of the site where there is already reverse sensitivity issues rather than smaller lots that are likely to rely on amenity from the surrounding environment.
55. I can attest that frost fans do disturb sleep. I live in Bannockburn (23a Miners Terrace) in a new double glazed insulated house. There is a frost fan located 404.8m from my bedroom window at 69 Hall Road, Bannockburn. This fan has woken me up a number of times.

#### Life Supporting Capacity of the soil resource (Highly Productive Land)

56. I agree with Mr Whitney<sup>11</sup> - *"We question, in the first instance, whether the density of the allotments provides the ability for the soil resource to be utilised within the allotments for any meaningful productive use. Again we note that minimum allotment areas in the Rural Lifestyle Areas 1-3 are 2000m<sup>2</sup>, 3000m<sup>2</sup> and 4000m<sup>2</sup>, respectively...little productive use can be observed at existing residential properties having comparable areas elsewhere in the Cromwell Basin."*
57. Mr Dicey has also mentioned this concern and I agree that productive land is an important consideration in the Cromwell Context, as this area is highly productive and flexible in terms of what can grow here. The big fruit at our town entrance attests to that.
58. I am of the view that various arrangements could be made to address this type of concern. There are examples in Gibbston Valley that address this issue that have worked. An example is at Wentworth Estate. This example worked as the development was done as a

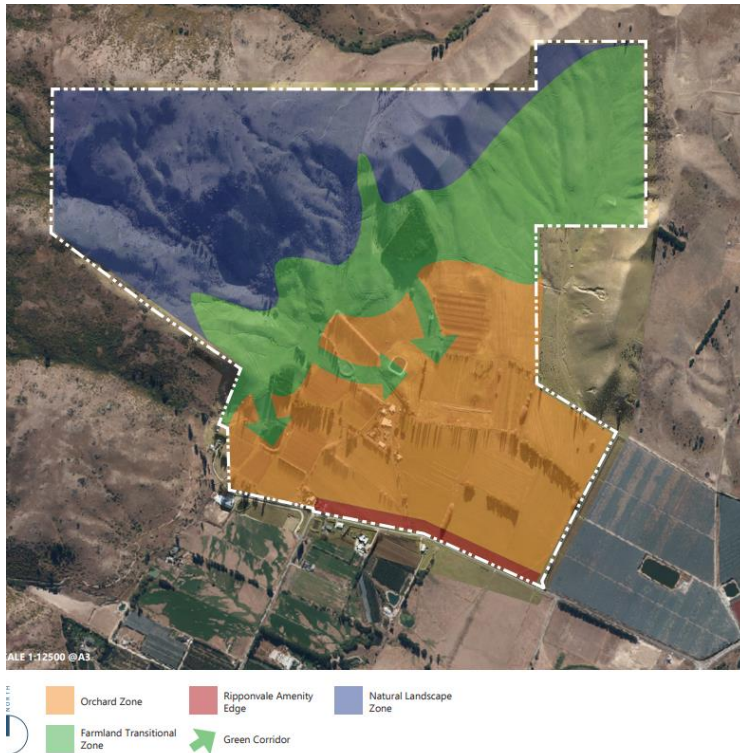
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<sup>11</sup> S42A report page 48



comprehensive development and the rural residential lots (ranging in size from 1.65Ha to 5.6Ha) shared growing area of grapes that were all centrally managed<sup>12</sup>. That is not to say that lots smaller than 1-3 hectares with shared growing areas couldn't work or shared ownership/interests, or a mix of larger and smaller lots on the productive land, are all options that could work.

59. I am not convinced that the large areas of open space (farmland transitional zone with no build areas) or green corridor as shown on page 27 of Mr Mile's landscape and visual assessment report (as shown in figure 4 below) add much value in terms of the productive soils.



**Figure 4:** source landscape and visual assessment report

60. While the site is currently vegetated primarily with grasses with a very spacious open character<sup>13</sup>, that is not to say that it should or would under rural provisions remain that way. Below are some examples of the Ripponvale area and surrounds showing what the upper slopes of the hills surrounding Ripponvale and Burn Cottage Road look like with regard to horticulture/viticulture plantings, in terms of height above sea level.
61. There is vineyard planting at Burn Cottage Road up to RL285m, Serendipity on Ripponvale Road has vineyard up to RL270m, importantly there is horticulture planting on the site adjacent to what is described as the East Gully have large orchard plantings up to RL310m.

<sup>12</sup> Environment Court appeal RMA374/97 decision number C135/97

<sup>13</sup> Landscape and Visual Assessment Report Shannon Farm Proposed Plan Change, Paragraph 52, prepared by Mr Mile



**Figure 5:** McNab Road adjacent to the East Gully (RL310m, source: google earth)



**Figure 6:** Burn Cottage Road (RL285m, source: google earth)



**Figure 7:** Serendipity Ripponvale Road (RL270m, source: google earth)

62. The area named East Gully below the water race that runs along that part of the site, ranges in height above sea level from approximately RL290m to RL352m, as can be seen in figure 8 below. I have overlaid Mr Milne's Site Land Cover Plan with a more recent google earth photo to show the new orchard planting on the hill above the land marked as East Gully.





**Figure 8:** Mr Milne's Site Land Cover Plan (sheet 15) and the most up to date Google Earth image.

63. I note here that the CODC District Plan at 4.2.6 (Rural Chapter) States:

*There are some areas of land in the District that because of particular soil characteristics and quality that in combination with the local climate and irrigation are considered to be a special resource. The potential of this resource to meet the reasonably foreseeable needs of future generations should be sustained. This potential is capable of being compromised by activities which have the effect of reducing the life supporting capacity of these soils.*

## Landscapes

64. The landscape assessment that was done as part of this plan change is comprehensive and complete, and it has also been peer reviewed. There is a lot of information to work through in relation to the landscape evidence.
65. I find Mr Mile's theoretical visibility study that forms part of his graphic supplement (sheets 8-12) useful and it illustrates the point that I would like to make about the visibility of the site. Almost all the viewpoints that have been used show photographs with the existing rural environment, and then a simulation with it removed and only showing topography.
66. To me and particularly on sheet 9 and sheet 12 this illustrates the extent to which the rural productive area can absorb development into it through the productive uses that occur on the site not necessarily from purposely placed screen planting as one has come to expect from a subdivision.
67. I would like to come back to the East Gully that has currently as the proposal stands been left open and this makes sense from the perspective that it is currently open and planting it in viticulture or horticulture would change that character. However given that Ripponvale has been known for horticulture for over 100 years, I am of the view that there is a certain amount of sense in using more productive planting (vines or orchard trees) to create absorptive capacity on the site thereby protecting some of the historic character of Ripponvale, using the potentially productive areas (as mentioned above) of the site . As can be seen in Mr Milne's Site Land Cover Plan the pink areas show where these old planting are and potentially this character could be extended further up East Gully.



Figure 9: Aerial photo of Ripponvale Road and Cromwell 1958, source: Retrolens (red circle is the subject site)

68. I agree with Mr Whitney's comment at 8.1.5 Landscape Strategy + Structure Plan, it is unclear of what these documents are for. I would presume that there would be a rule that requires further more detailed landscape plans/open space management plans, planting pallets and so on to be determined prior to or at the time of the first subdivision. It appears that proposed Rule 4.7.2(ib) requires a landscape plan when houses are built and the/or the amenity edge is planted.
69. I would have thought that the plan change would have had a requirement for a landscape strategy and potentially an open space management plan that is required to be lodged at the first subdivision consent. This was successfully done as part of the Arrowtown South Plan change for example which was done on a sensitive piece of land outside Arrowtown. Mr Mile undertook the work in this area and perhaps could elaborate on the strategy that was employed in that instance.
70. If the commissioners were of a mind, I would be supportive of talks with the applicant that could happen after the hearing proceedings have taken place and adjourning in order to discuss further landscape plans and rules that could relieve my concerns.

#### Light emissions

71. The dark sky movement is growing rapidly in Central Otago and this issue is not addressed in the assessment. Landscape architects or sometimes lighting experts can advise on how best to mitigate the effects of lighting in rural and remote areas. The potential exists for this to be dealt with via a lighting plan/assessment that could be lodged at the time of a subdivision consent. This plan would aim to minimise the effects of lighting from residential uses on the dark hill sides.
72. This type of control is imperative. In recent time there have been dwellings approved on the dark hillsides in the Bannockburn area to the detriment of the amenity provided by the surrounding rural land.

#### Effect on Community

73. With any plan change there is always a tension in resource management decisions with what the issues and values in a community really are.
74. My submission is that the CMP is a good place to start to try and understand what the values of the Cromwell Community are. For instance in Appendix 3 of the Spatial Framework the CCB have recorded the investment logic maps that can be used to ensure robust discussion and thinking is done up-front, resulting in a sound problem definition, before solutions are identified and before any investment decision is made.
75. While I acknowledge that this was done in part to justify projects and investment that might come out of the master plan, it shows where the CMP puts an emphasis on strategic intervention.
76. Given the implementation pathways shown in section 4.1 of the Cromwell Spatial Framework include the CMP feeding into the Central Otago District Council's district plan (and future plan changes), my submission is that looking at the parts of the Masterplan like the investment logic mapping and/or section 2.2 Key Principles of the Masterplan would be a key source of information for the CODC were they preparing a plan change. I note here that under the RMA

there is no distinction between a Council lead district plan change and a private district plan change in terms of the what matters need to be considered under section 74 of the RMA.

77. I also note here that the Cromwell Community Plan currently going through its third iteration is also a document that should be considered when trying to determine the aspirations of the Cromwell Community.

#### Public Access

78. My understanding that public access is part of this plan change, whether this access is for walker or cyclists or both are all positive effects of the proposal. Mr Whitney notes the following: *Following our consideration of the effects of the proposal in Part 8.0 of this report; we consider that the proposal is consistent with Objective 4.3.2 to the extent that the ONL notation is to be extended; and that the proposal is consistent with Objective 4.3.4 as public access is to be provided to tracks and footpaths within the development (albeit that the construction of tracks in the ONL may be contrary to Objective 4.3.2).*
79. I consider public access to be of utmost importance and this benefit cannot be understated. I am concerned that tracks would need to be constructed as part of any development of a future access network in the ONL. This may require a consent in the future. Mr Whitney concludes in his assessment that: *If such development is anticipated it is unclear whether the effects of this activity have been assessed in the Assessment.*
80. In order for this positive effect to come into fruition there would need to be some agreement at this stage that constructing tracks in the ONL in the future is done responsibly, from a landscape mitigation perspective. Potentially this could be dealt with via an open space management plan this is lodged at the time of the first subdivision and the location of any tracks/trails that might be required in the future is known.

#### Conclusion

81. I agree with Mr Whitney's<sup>14</sup> overall conclusion that, as the proposal currently stands:

*The proposed RuRA5 zone will provide for a mix of different rural living densities. A range of proposed lot sizes will accommodate a variety of lifestyle types and allows for smaller lots and denser development to occur on the flat and less visibly prominent core of the application site. Larger 1-hectare lots, a setback along Ripponvale Road, minimum lot sizes of 3-hectares and no build areas are proposed for the more sensitive and visible areas of the application site. Coupled with mitigation and design controls, this will minimise landscape and visual effects.*

The proposal will have significant adverse landscape and visual effects and that the subdivision and development enabled by Plan Change 14 will not be consistent with the existing pattern of subdivision and development found in this locality at Ripponvale.

82. However I acknowledge that this is a plan change and effects of development have to be tested against Part 2 of the RMA and balanced. For instance the openness around the East Gully is important and perhaps people may not want to see development up there. However productive land is also important so it may be that this should be made available for farming purposes or hobby farming purposes. Another consideration might be that a rural residential dwelling may be placed up on the hill in the East Gully on a large section

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<sup>14</sup> S42A report, page 22



only to create a rabbit problem as the large property may not be managed. However if more rural lifestyle properties go onto the hill side then there may be a visual impact.

83. The site is such that it is large enough to absorb development of some kind and also large enough to provide for rural productive uses. This plan change is about getting the balance of effects and attributes right and also getting the rules and conditions right. Plan Change 14 in its current form is not right yet, although, with further work, it could be.



APPENDIX 1: CROMWELL 'EYE TO THE FUTURE' MASTERPLAN ESTABLISHMENT REPORT

APPENDIX 2: CROMWELL 'EYE TO THE FUTURE' MASTERPLAN SPATIAL FRAMEWORK STAGE 1:  
SPATIAL PLAN

APPENDIX 3: RELEVANT POLICIES FROM THE DRAFT NATIONAL POLICY STATEMENT URBAN DEVELOPMENT

<b>Proposed Objectives and Policies NPS-UD</b>	
<p>O5: To ensure local authority policies, plans and strategies enable enough opportunities for development to meet diverse demands for housing and business land.</p>	<p>Rationale ‘Cromwell Housing and Business Development Capacity Assessment’, 2018. Section 2.4 of the Spatial framework outlines the housing and Business Capacity for Cromwell. Section 4.1 of the Spatial Framework sets out how it is intended that the CMP as a plan/strategy is intended to inform CODC’s Long Term Plan and District Plan</p>
<p>P4A: Local authorities must ensure at all times their plans enable at least enough development capacity that is feasible and likely to be taken up to meet the demand for dwellings (in terms of location, typology and price) and business land (in terms of location, floor area and extent of land) over the short, medium and long term. A local authority meets these obligations by ensuring: a) Short term – that the development capacity is enabled by resource management plans and serviced with development infrastructure b) Medium term – that the development capacity is enabled by resource management plans and either: i. is serviced with development infrastructure, or ii. the funding for the development infrastructure required to service that development capacity must be identified in a Long Term Plan required under the Local Government Act a) Long term – that: i. the development capacity is identified in all relevant plans and strategies (including the FDS) ii. the development infrastructure required to service it is identified in the relevant Infrastructure Strategy required under the Local Government Act 2002.</p>	<p>The masterplan programme is described under the Programme Integration section. It includes a series of project business cases that feed into the spatial framework and are justified within an overall Masterplan Programme Business Case. This approach has recently been applied to the Queenstown town centre, where a significant integrated investment programme has now been agreed. In turn, the spatial framework is the coordinating instrument that links the strategic vision of the masterplan with the design and implementation of specific projects. This spatial framework is a vital tool that provides a visual illustration of the intended future location, form and mix of land uses, along with the critical transport and infrastructure required to service those areas in addition to identifying any relevant environmental constraints<sup>15</sup>.</p> <p>In addition to addressing the future growth pressures, discussions with Community Board members and CODC staff as part of an Investment Logic Mapping workshop held on 28 September 2017, identified a number of challenges facing Cromwell, including the following:</p> <ul style="list-style-type: none"> <li>• The lack of attraction of visitors and locals to the town centre.</li> <li>• The form and function of the town as a whole.</li> <li>• The location and performance of community and civic facilities, including Cromwell Hall.</li> </ul>

<sup>15</sup> Cromwell ‘Eye to the Future’ Masterplan Establishment Report

	<ul style="list-style-type: none"> <li>• The infrastructure requirements for the town, including 3 Waters and transport.</li> <li>• The coordination of retail, commercial, and civic operations and developments.</li> <li>• The connection between the natural and the built environment.</li> </ul> <p>These challenges are not new and, despite numerous investigations being undertaken in the past, remain an obstacle to Cromwell achieving its full potential.</p> <p>The concept of a masterplan has been promoted as a mechanism for integrating the numerous projects, strategic documents and regulatory plans that will influence the future of Cromwell. A masterplan will apply a fresh, holistic perspective to both the town centre and its surroundings, considering the opportunities and challenges it faces. It will also provide a framework for how growth will be provided for, reflecting the collective vision of the Council and community. This programme will run concurrently with the District Plan review, therefore, creating a transparent and collaborative environment underpinned by meaningful engagement with stakeholders and the community.</p>
<p>P4B: As soon as a local authority determines that it cannot provide the required development capacity, it must notify the Minister.</p>	<p>Not applicable</p>
<p>P4C: In providing development capacity, a local authority must be satisfied that the other infrastructure required to support urban development is, or is likely to be, available.</p>	<p>As above</p>
<p>P4D: Every local authority must set bottom lines for the total amount of development capacity it must provide to meet the demand (as determined under the most recent HBA) for dwellings. Bottom lines must: a) be set for both the medium term and the long term b) be reviewed every three years.</p>	<p>The Capacity Assessment that was done as part of the CMP, notes 'continuous monitoring of targets using the MBIE UDC Dashboard and CODC's own monitoring will ensure the commercial feasibility targets will provide sufficient capacity to meet demand'. Section 2.5 of the Cromwell Spatial Framework assess future yield, and outline the methodology that the Cromwell Community would like to see to be employed in providing development capacity.</p>

<p>P4E: Regional authorities must incorporate a bottom line set under P4D in their regional policy statements. Territorial authorities must incorporate an appropriate proportion of every bottom line in their district plans, as informed by the strategic guidance in the current applicable FDS. This must be done without using the process in Schedule 1. [But note that Schedule 1 must be used when amending a plan to give effect to the bottom lines.]</p>	<p>This is likely to form part of future work streams in relation to the CMP or District Plan review.</p>
<p>P4F: If an HBA indicates that a bottom line in a policy or plan is inadequate in the medium or long term, the local authority must revise the bottom line and update their policy or plan accordingly.</p>	<p>There is not found to be medium or long term capacity issues.</p>
<p>P4G: If an HBA or any other evidence or monitoring indicates that there is inadequate development capacity, the local authority must: a) consider all options (under any legislation) to enable development, such as integrated and coordinated consenting processes b) increase development capacity by changing policy statements and plans, including changes to zoning, objectives, policies, rules and spatial layers that apply in existing urban environments and greenfield areas c) if the inadequacy relates to the long term, update its FDS d) consider all other options for increasing development capacity.</p>	<p>There is not found to be medium or long term capacity issues.</p>
<p><b>Draft policies and Objectives NPS-UD Future Development Strategy</b></p>	
<p>O1: To ensure long-term strategic planning, reflected in planning documents, provides for: a) integrated land use and infrastructure b) quality urban environments.</p>	<p>As described in P4A above</p>
<p>P1A: Local authorities must, every three years, prepare or update a Future Development Strategy (FDS). An FDS is to demonstrate, for the medium and long term, how the local authority will: a) achieve quality urban environments in its existing and future urban areas and b) meet residential development capacity bottom lines c) allocate development capacity across existing and future urban areas.</p>	<p>This will remain to be seen as the Master Plan is not yet completed however it is worth noting that the Central Otago District Council Long Term Plan (LTP) – which is reviewed every three (3) years states the following about the Cromwell Master Plan:</p> <p><i>To assist in meeting demand in Cromwell, the Cromwell Community Board is freeing up land for residential and industrial development. The Board is also embarking on a Master Plan project for the wider Cromwell area, to address growth. The plan will include infrastructure planning,</i></p>

	<p><i>transport planning and cover community facility requirements to cater for growth, and produce a spatial framework that addresses zoning and urban development.</i><sup>16</sup></p> <p>It is worth noting that the Master Plan also covers social infrastructure not just housing/business land and horizontal infrastructure. With regard to the Cromwell Town Centre and Memorial Hall the LTP states:  <i>Updates on developments on both the town centre and hall projects attracted more than 100 comments each. These will be forwarded on to be captured in the Cromwell Eye to the Future Masterplan programme.</i><sup>17</sup></p>
<p>P1B: An FDS need not be published as a separate document, but can be part of any other suitable document, for example a spatial plan.</p>	<p>The CMP includes a spatial plan that has already been approved.</p>
<p>P1C: Every FDS must be informed by: a) the most recent HBA for the major urban centre b) analysis of costs and benefits of different spatial scenarios for accommodating growth c) scenario testing of different growth rates to ensure strategy is robust d) the long-term plans and infrastructure strategies required under the Local Government Act 2002, and any other relevant strategies, plans and documents e) iwi and hapū resource management issues of concern/significance for the urban environment, including those expressed in any relevant planning document recognised by an iwi authority. Every FDS must consider other national direction.</p>	<p>The Master Plan is not yet complete but above is a description of how the CMP will perform these functions.</p>
<p>P1D: Every FDS must identify: a) areas where evidence shows urban development must be avoided b) future infrastructure corridors/locations c) broad locations for long-term feasible residential and business development capacity d) broad locations for residential intensification that contributes to quality urban environments e) the development infrastructure and other infrastructure needed to support growth f) how to provide for business land</p>	<p>The Spatial Framework does not go as far as to stipulate where development must be avoided. Note here that the NPS for Highly Productive Land was not yet in draft format at the inception stage of the CMP. This could however be used to give an indication of where development is to be avoided in the future but this is not the case now.</p>

<sup>16</sup> Central Otago District Council 10 year plan 2018-2028, page 103

<sup>17</sup> Central Otago District Council 10 year plan 2018-2028, page 2

<p>g) how hapū and whānau aspirations for urban development on whenua Māori within their rohe will be taken into account h) how the strategy will be implemented. This must include: i. estimates of local authority contributions to development infrastructure funding, and the indicative timing and sequencing ii. financing gaps or other risks to the delivery of development infrastructure needs for the medium and long-term, and options for resolving this iii. processes for working with land owners, developers and infrastructure providers to implement the FDS.</p>	<p>The Master Plan provided for a number of implementation measures that would come after the Master Plan was adopted.</p>
<p>P1E: In addition to the policies P10A–P10C, when local authorities are developing or updating FDSs for a major urban centre they must: a) engage on their FDS with neighbouring local authorities where there are significant connections between infrastructure or communities b) work with relevant central government agencies c) give local iwi and hapū opportunities to identify the resource management issues of concern/significance to them relating to urban environments.</p>	<p>N/A but I note that Queenstown is likely to be considered a Major Urban Centre. On this matter, the central Otago District made the following submission to the NPD-UD consultation phase.</p> <p>Council supports the intent of the Future Development Strategy (FDS), however is concerned that it may not align with the timing of preparing a LTP, Infrastructure Strategy or similar. This could be particularly difficult for a neighbouring council that is not required to produce a FDS but is impacted by their neighbouring council's FDS. Where this arises, and is likely to impact on our growth planning, this needs to be taken into consideration. For this reason, Council supports Policy P1E (a).</p> <p>Council is unclear as to how funding gaps identified through a FDS will be provided for and by when.</p> <p>My submission is that the CCB has already provided a large amount of funding towards this in order to get ready for future requirements.</p>
<p>P1F: When developing or updating an FDS, local authorities: a) must undertake a consultation process that complies with either Part 6 of the Local Government Act 2002 or Schedule 1 of the Act b) may combine that process with any other consultation process occurring on another related matter, such as the documents referred to in [P2H].</p>	<p>The masterplan programme aims to be highly collaborative with transparent community engagement when shortlist options have been established (scheduled for September 2018), and then as formal public consultation through the preparation of the 2018/19 Annual Plan.</p>

<p>P1G: Local authorities must have particular regard for their medium to long-term development capacity allocation as set out in the FDS, when preparing changes to regional policy statements, regional plans, and district plans.</p>	<p>It is expected that as the Master Plan evolves regard to development capacity will be given in future District Plan reviews.</p>
<p>P1H: Local authorities are strongly encouraged to use their FDS to inform the relevant long-term plans and infrastructure strategies required under the Local Government Act 2002, the Regional Land Transport Plans under the Land Transport Management Act 2003, and any other relevant strategies, plans and documents. [See P2F]</p>	<p>The masterplan programme aims to be highly collaborative with transparent community engagement when shortlist options have been established (scheduled for September 2018), and then as formal public consultation through the preparation of the 2018/19 Annual Plan. And as stated above there are a number of infrastructure projects that come out of the Master Plan and will go into the CODC Long Term Plan – the Cromwell Memorial Hall being one such project.</p>
<p>P1I: Local authorities shall update their FDS every three years, in time to inform relevant long-term plans and infrastructure strategies required under the Local Government Act 2002, and Regional Land Transport Plans required under the Land Transport Management Act 2003.</p>	<p>This has yet to happen but it is expected that this will occur when the next long term plan is reviewed.</p>



# Cromwell 'Eye to the Future' Masterplan

## Establishment Report



March 2018

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Cromwell 'Eye to the Future' – Establishment Report  
Prepared for:  
CENTRAL OTAGO DISTRICT COUNCIL

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## Executive Summary

Cromwell is experiencing a period of prolonged growth. This has been fuelled by a range of factors including:

- the thriving viticulture and horticulture industries
- its position as a strategic hub for distribution and tourism
- the local construction industry, which accounts for just under half the building consents issued in Central Otago
- a development and construction boom in Queenstown and Wanaka.

In the last five years, the resident population has increased by 18%, school rolls by 15%, and the visitor population by 33% (Source: Statistics NZ). The establishment of a second supermarket and the expansion of the town boundary, allowing additional residential land for development, are all positive signs that this gateway town to Central Otago is thriving.

It has been long recognised and documented that the Cromwell town centre, a product of the Ministry of Works planning regime, is tired, dated and not fulfilling its purpose as a vibrant economic and social hub of a growing community<sup>1</sup>. While several initiatives set out under the 2010 Cromwell Town Centre Rejuvenation Strategy have been implemented, growth experienced since this strategy was adopted is placing further pressure on the town, giving rise to a number of challenges. These include how to grow the town in a balanced manner, improving the form and function of the town centre(s) and future proofing the civic facilities that provide the social fabric that binds the increasingly diverse community.

The Central Otago District Council (CODC), the Cromwell Community Board (CCB) and their community partners have identified a need to consider the future of Cromwell using an integrated planning approach. The approach will acknowledge and complement the Central Otago “World of Difference” brand. This will be achieved by incorporating the relevant themes and values promoted through the brand into the development of the masterplan and then into individual projects.

The following preliminary masterplan programme objectives will be tested at the vision workshop:

1. We understand what the future holds for Cromwell and its surrounding areas.
2. Integration of the strategies, plans and projects to enable a sequencing of priorities.
3. Cromwell gets ahead of growth, identifies key spatial improvements, we plan for it and get on with it.

This integrated planning approach seeks to create a masterplan programme using the New Zealand Treasury Better Business Case (BBC) framework. The BBC framework is gaining wide acceptance as the preferred funding justification framework to enable local government to produce evidence-based and transparent decision making for delivery management and performance monitoring of any scheme. The principles of the BBC framework are consistent with the approach required when making an application for funding under the Government’s recently established Provincial Growth Fund.

The masterplan programme is described under the Programme Integration section. It includes a series of project business cases that feed into the spatial framework and are justified within an overall Masterplan Programme Business Case. This approach has recently been applied to the Queenstown town centre, where a significant integrated investment programme has now been agreed. In turn, the spatial framework is the coordinating instrument that links the strategic vision of the masterplan with the design and implementation of specific projects. This spatial framework is a vital tool that provides a visual illustration of the intended future location, form and mix of land uses, along with the critical transport and infrastructure required to service those areas in addition to identifying any relevant environmental constraints.

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<sup>1</sup> Source: *Cromwell Town Centre a Rejuvenation Strategy for Cromwell’s Town Centre for Central Otago District Council and Cromwell Community Board, May 2010*

A high-level analysis of CODC and Cromwell town's strategic documents and projects has revealed that several are currently under review, with the timing also coinciding with the 10-year District Plan review. This presents an opportunity to integrate these key strategies and review opportunities to shape the form and function of future development for the next 30 years and support this with the right infrastructure that is affordable.

As each project has the potential to influence and impact on others, an integrated method is being proposed that aims to achieve the following:

- Demonstrate how land use, development, civic opportunities and infrastructure are sequenced for implementation.
- Involve investors, partners, stakeholders and the community at key points to test the options and flesh out the preferred way forward.
- Provide a framework that manages the tensions, tests and selects options, which results in a suite of projects that deliver on the Masterplan objectives.

The masterplan programme aims to be highly collaborative with transparent community engagement when shortlist options have been established (scheduled for September 2018), and then as formal public consultation through the preparation of the 2018/19 Annual Plan.

The intent of this Establishment Report is to provide the mandate to initiate the masterplan programme by describing the process, key objectives and proposed approach. The timeframe for delivering this programme is ambitious and will require a strong and dedicated team of specialists to ensure it achieves the objectives and keeps pace with the District Plan review.

# 1 Introduction

## 1.1 Purpose

The purpose of this establishment report is to explain and agree on an integrated planning approach that Central Otago District Council (CODC), the Cromwell Community Board (CCB) and their community partners can apply as they consider the future of Cromwell. It will use the Better Business Case (BBC) framework as a guide to identify gaps, to gather evidence through benchmarking, complete data analysis and initiate community involvement, and to select the right projects and establish a realistic and achievable timeframe for delivery.

Cromwell is one of the fastest growing small towns in New Zealand, with recent growth predictions indicating that this trend is set to continue<sup>2</sup>. This rapidly expanding and diverse population, together with an anticipated increase in visitors to the district, will put further pressure on Cromwell's facilities and infrastructure.

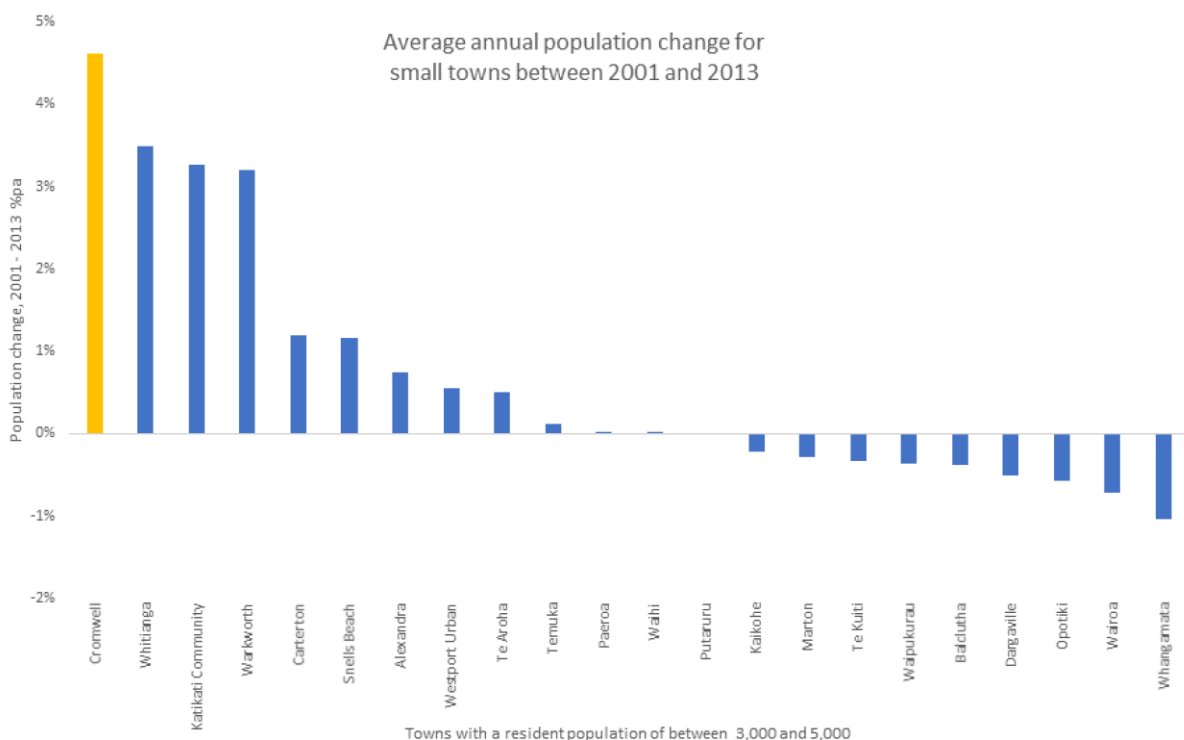


Figure 1: Population change in small towns between 2001 and 2013 (Source: Statistics New Zealand)

A coordinated and comprehensive response is needed to ensure Cromwell grows and functions efficiently to meet the needs and aspirations of the community now and into the future. Within this context the response will consider the changing diversity of the community and the influence this will have on the type and location of facilities required to create a vibrant, yet cohesive town.

<sup>2</sup> Refer Figure 2

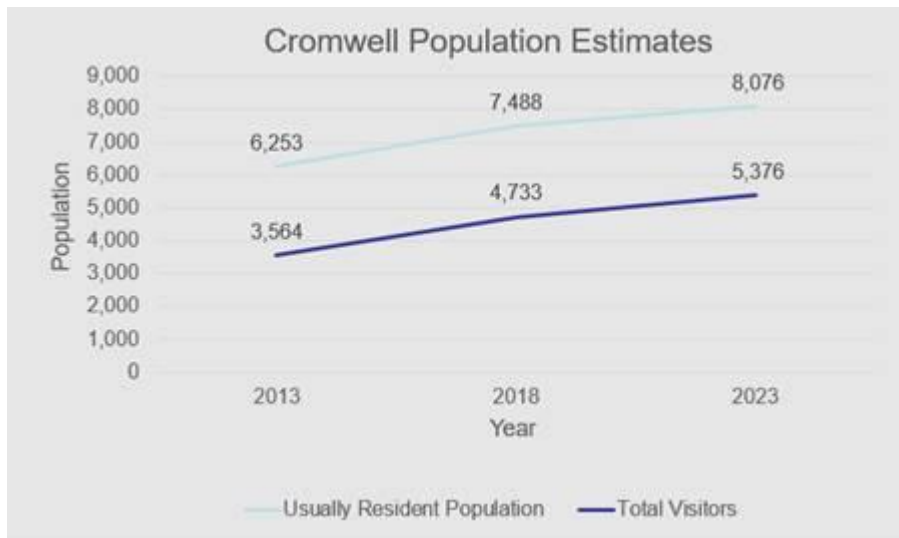


Figure 2: Cromwell Ward visitor and resident population growth (Source: Statistics New Zealand)

In addition to addressing the future growth pressures, discussions with Community Board members and CODC staff as part of an Investment Logic Mapping workshop held on 28 September 2017, identified a number of challenges facing Cromwell, including the following:

- The lack of attraction of visitors and locals to the town centre.
- The form and function of the town as a whole.
- The location and performance of community and civic facilities, including Cromwell Hall.
- The infrastructure requirements for the town, including 3 Waters and transport.
- The coordination of retail, commercial, and civic operations and developments.
- The connection between the natural and the built environment.

These challenges are not new and, despite numerous investigations being undertaken in the past, remain an obstacle to Cromwell achieving its full potential.

The concept of a masterplan has been promoted as a mechanism for integrating the numerous projects, strategic documents and regulatory plans that will influence the future of Cromwell. A masterplan will apply a fresh, holistic perspective to both the town centre and its surroundings, considering the opportunities and challenges it faces. It will also provide a framework for how growth will be provided for, reflecting the collective vision of the Council and community. This programme will run concurrently with the District Plan review, therefore, creating a transparent and collaborative environment underpinned by meaningful engagement with stakeholders and the community.

The first goal of the project will be establishing the combined vision and determining what is needed to support it. The intention is to engage an independent facilitator who has experience with town centre strategies to assist with two workshops with the Mayor, Councillors, Community Board members and informed participants to either update the existing vision(s) or create a new one for Cromwell.

The following preliminary masterplan programme objectives will be tested at the vision workshop:

1. We understand what the future holds for Cromwell and its surrounding areas.
2. Integration of the strategies, plans and projects to enable a sequencing of priorities.
3. Cromwell gets ahead of growth, identifies key spatial improvements, we plan for it and get on with it.



As each project has the potential to influence and impact on others, an integrated method is being proposed that aims to achieve the following:

- Show how land use, development, civic opportunities and infrastructure are sequenced for implementation.
- Involve investors, partners, stakeholders and the community at key points to test the options and flesh out the preferred way forward. It will be critical to engage with both the business community and the wider community, as each brings a differing perspective.
- Provide a framework that manages the tensions, tests and selects options, which results in a suite of projects that deliver on the Masterplan objectives.

The intent is to work quickly through the process to develop and finalise a masterplan, supported by a spatial framework, in order to keep pace with the District Plan review and build momentum. Once in place it will guide decision making and implementation programmes for key projects that will collectively shape the future of Cromwell.

The government has committed to enhancing the economic development of the regions, recognising that tools are needed to ensure those areas outside of the main centres are equipped to meet the challenges ahead. On 21 February 2018, Cabinet approved the Provisional Growth Fund (the Fund), the intent of which is to lift productivity potential in the provinces, based on three investment tiers (refer Figure 3 below). While Central Otago has not been identified as one of the areas prioritised for early investment, the fund is available to all provinces. Projects put forward for consideration for funding will be required to demonstrate clear merit and have strong business support and an understanding of the growth profile of the area. These principles are consistent with the BBC framework to be applied to the masterplan programme. As individual projects under the broader masterplan programme are progressed the criteria for investment, as set out under the Fund<sup>3</sup>, can be considered and assessed using the BBC model.



Figure 3: Provisional Growth Fund Investment Tiers (Source: Ministry of Business, Innovation and Employment)

The Government announced its urban growth agenda in November 2017. The purpose of the urban growth agenda is to achieve competitive urban land markets, where supply meets demand and prices cover the cost of growth. The five pillars to address this are:

1. Infrastructure funding and financing
2. A pro-growth planning system
3. Road pricing
4. Spatial planning by central and local government
5. Legislative reform of the Resource Management Act, Local Government Act and Land Transport Management Act.

There is a strong correlation between these components and the works programme. In particular (2) - pro-growth planning regime and (4) - spatial planning. There is little detail on how the urban growth agenda will

<sup>3</sup><http://www.mbie.govt.nz/info-services/sectors-industries/regions-cities/regional-economic-development/pdf-image-library/provincial-growth-fund.pdf>



be implemented or how the components relate to proposals put forward by the previous Government, such as the proposed Urban Development Authority legislation. As the agenda is further developed the project team will be able to determine the effect that this may have on the respective workstreams and respond accordingly.

## 1.2 Background

### 1.2.1 Strategic Documents

A high-level analysis of relevant strategic documents and regulatory plans has been undertaken. Many of the documents have been in effect for several years and are now in the process of being reviewed (such as the Economic Development, Infrastructure and Sustainability Strategies). A further suite of strategies have recently been updated or introduced including the Heritage Strategy and draft strategy for Regional Sport and Recreation Facilities.

These documents provide a solid foundation for continuing the conversation on what the future of Cromwell will look like. Several of the recommendations of the Cromwell Town Centre Plan (2010) have been implemented, including the fruit sculpture open space and Mall streetscape upgrade. Given the time that has elapsed since the preparation of this plan, it is appropriate to conduct a review of the completed and other initiatives to determine if they remain relevant. The outcome of this review, as part of a wider integrated process, will provide context and direction to shaping the way forward.

The District Plan review, together with proposed Plan Change 12 (see Wooing Tree Masterplan below) represent a change in the regulatory environment for Cromwell. The rule framework established under these documents will be the platform for determining how future growth is provided for and assessed. While a decision has recently been released on Plan Change 12 opening up further land for development<sup>4</sup> (24 February 2018), the District Plan review is in its infancy, with the next stage of public consultation to commence in late 2018. As the District Plan will be a key tool in the implementation of the spatial framework applying an integrated approach, ensuring alignment with the overarching objectives and vision for Cromwell is essential to the success of the programme. The investigations and research used to inform the masterplan can also be used to meet the Council's section 32 obligations under the RMA, particularly with respect to the assessment of costs, benefits and alternatives.



Figure 4: Wooing Tree Masterplan (Source: Plan Change 12)

The CODC Infrastructure Strategy, which sets out the infrastructure investment for the next 30 years, is to be renewed this year. One of the emerging issues is the pressure that population, visitor and economic

<sup>4</sup> Subject to the outcome of any appeals (appeal period closes end of March)

growth is having on Central Otago's larger town centres. The strategic response suggested in the draft strategy is to plan for future growth in the towns and utilise integrated approaches, such as that adopted for the Clyde Historic Precinct (which is similar to this process), to drive the improvement plan.

The revised Sustainability Strategy and the Economic Development Strategies (also in draft) seek to improve the economic performance of the district's towns in a sustainable manner. Initiatives agreed within these strategies will be integrated into the masterplan where relevant.

### 1.2.2 Vision Statements

The strategy documents reviewed each have their own vision statement or strategic objective of varying relevance to Cromwell, its town centre, and future growth.

CODC is responsible for managing the Central Otago regional identity. *Central Otago: 'A World of Difference'* provides a story differentiating Central Otago by defining the unique characteristics of the district and establishing a set of guiding values to support the promotion and enhancement of these. The values<sup>5</sup> resonate strongly with CODC's own strategic documents and feedback from the numerous consultation forums undertaken to date. As the gateway to Central Otago, it is important that any vision statement for Cromwell complements and is consistent with the direction of 'A World of Difference'.

At the local level, the Cromwell Community Plan (2013) was developed under a community-led process and produced a vision for Cromwell:

*"A vibrant, thriving community that retains its green space and naturalised open space values to enhance and maintain community wellbeing within carefully planned residential, commercial and light industrial development."*

While not a Council produced document, Council's role as an 'enabler' of the Community Plan involves assisting representative groups and organisations in achieving their collective goals and visions for the town.

Despite consideration in the past<sup>6</sup>, CODC has not established an overarching vision that sets the strategic direction for Cromwell, therefore, the town currently lacks a framework for co-ordinating decision-making, infrastructure, services and investment. As set out in this establishment report, there are a range of factors that have elevated the need to develop a clear vision and pathway to inform and guide the future of the town.

### 1.2.3 The National Context

At a national level, several significant changes have taken place in recent years that will influence future decision-making processes.

Amendments to the Resource Management Act 1991 mean that all councils must now establish, implement and review objectives, policy and methods to ensure that there is 'sufficient housing and business development capacity' to meet expected short-term, medium-term and long-term demand. These functions are supported by the National Policy Statement on Urban Development Capacity (NPS-UDC), which provides direction on how councils are to provide sufficient development capacity for current and future housing and business demand under the RMA.

While Central Otago district is not identified as a medium or high growth area under the NPS-UDC, the proximity to Queenstown-Lakes (being a high growth area) represents an opportunity to ensure planned growth is coordinated at a regional level. The increased demand for land in Cromwell for industrial purposes, as the town is recognised as a more affordable alternative to Queenstown, is an example of how being aware of, and having a clear plan to provide for growth, is necessary. Furthermore, as corresponding infrastructure requirements associated with the growth demands of the wider Central Otago area are realised (such as the need for a regional airport), opportunities can be identified, and an informed decision made on how to respond in the best interests of the district.

<sup>5</sup> <http://www.aworldofdifference.co.nz/our-values>

<sup>6</sup> <http://www.codc.govt.nz/your-council/news/Pages/Cromwell-brand.aspx>

The provision of National Planning Standards (Standards) was also introduced as part of the 2017 RMA amendments. The purpose of the Standards is to improve consistency in plan and policy statement structure, format and content so they are easier to prepare, understand, compare and comply with. The first set of standards are due to be publicly notified in April 2018. Requirements for incorporating content into the District Plan will vary from April 2019 - 2024. The District Plan review coincides with, and will be influenced by, the Standards.

As the Standards progress, further consideration will be required on how these are addressed as part of the wider strategic planning framework for the Central Otago district.

As identified above, the Government's urban growth agenda is likely to give rise to further changes to the national planning framework. Given the potential impact on workstreams over the longer term there is value in CODC in establishing regular dialogue with the Ministry for the Environment to ensure alignment.

#### 1.2.4 The Changing Environment

A significant change that has the potential to influence the future of Cromwell is the improved access to reliable, fast broadband as a result of the ultra-fast broadband (UFB) initiative. This comes in close succession to Spark's recent upgrade of the mobile infrastructure to 4.5G, which delivers more capacity and faster speeds. Access to a ubiquitous telecommunications network is a prerequisite for a smart city/town and supports and enables the social, economic and cultural wellbeing of a community.



Figure 5: Ultra-Fast Broadband coverage: Cromwell (source Chorus NZ<sup>7</sup>)

Improved access to broadband infrastructure within Cromwell has the potential to drive economic development and promote growth as it removes the traditional geographical barriers associated with working and living outside a main centre.

Consideration of the opportunities that the improved telecommunications network bring to Cromwell falls across numerous workstreams. An integrated approach will help to identify, and ultimately realise, the full potential this represents for the town and how it will influence future growth and economic development.

<sup>7</sup> <https://www.chorus.co.nz/tools-support/broadband-tools/broadband-map>

### **1.2.5 Delivery Challenge**

Figure 6 (below) depicts strategic and project documents already adopted that currently influence strategic direction and forward planning for Cromwell. The challenge within these documents is that, while the themes may be similar, the core components of land use, heritage, urban design and development, landscape and transport are not integrated in a way that contributes to a single, clear vision.

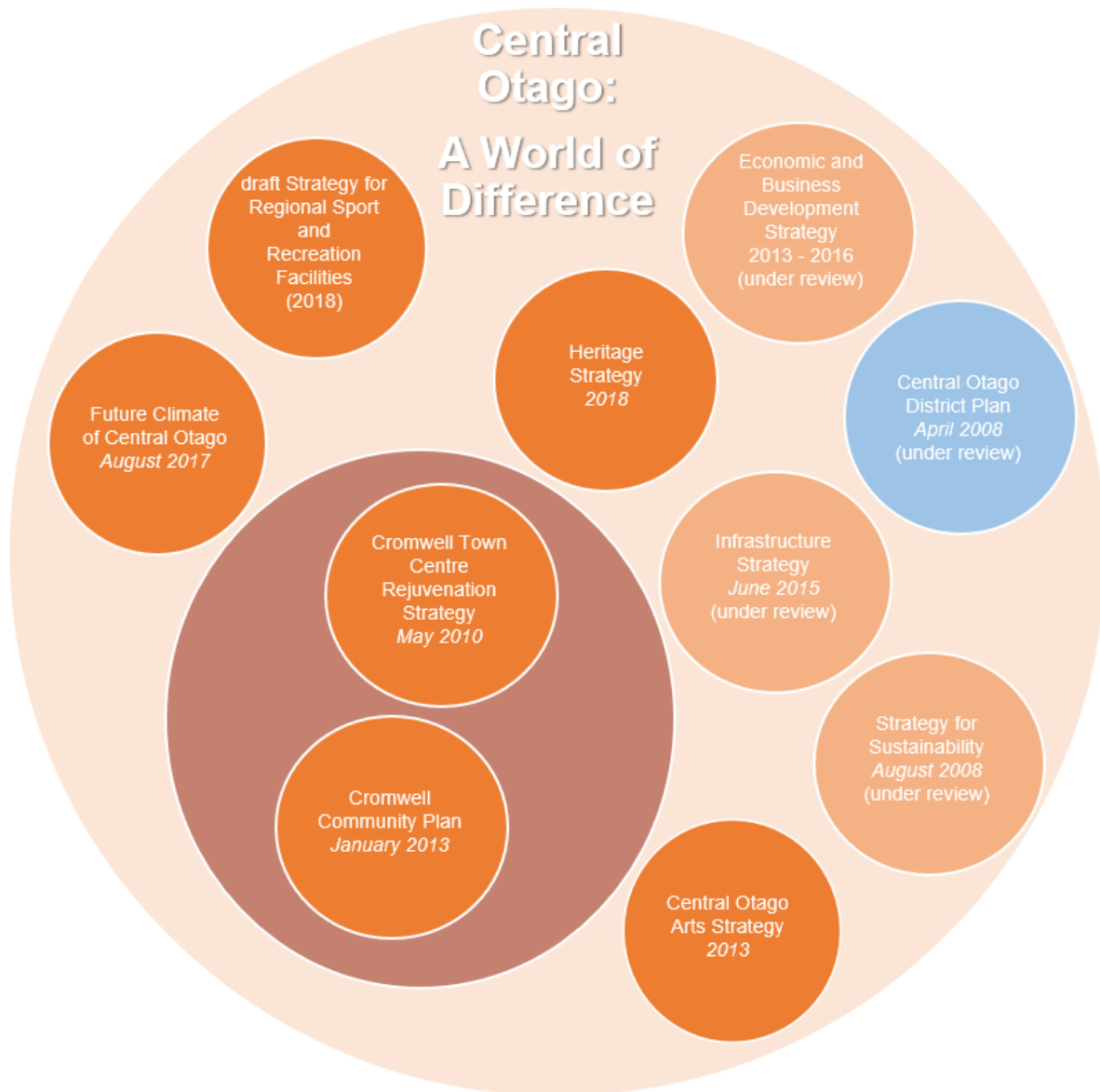


Figure 5: Strategic and project documents already adopted or being reviewed.

## 2 Taking a New Approach

It is recognised that considerable time and effort from CODC, the CCB, and the wider Cromwell community has been spent seeking to address the challenges faced by Cromwell. Further, several key initiatives are in the pipeline that will influence the future of the town and wider locality. There is a real risk to the success of these programmes and the opportunities they represent to the future of Cromwell if they are progressed in isolation without the guidance of a collective vision.

A new approach is needed that integrates planning for growth with all transport, public realm, living, civic and commercial projects into one comprehensive plan with integrated implementation plans. This prevents the silo approach of individual project stories not representing an integrated outcome, which investors struggle to buy into.

This complex and challenging piece of work needs to be undertaken to give investors, in both the public and private sector, strong evidence and justification that the options being recommended are well-considered across a wide range of criteria, and not just focussed on the lowest cost.

It is intended that the masterplan and associated projects be developed using the New Zealand Treasury Better Business Case (BBC) framework. The BBC framework is gaining wide acceptance as the preferred funding justification framework to enable local government to produce evidence-based and transparent decision making for delivery management and performance monitoring of any scheme.

The masterplan and associated project business cases must be confirmed by December 2018 to be considered for both the CODC Annual Plan or amendment to the Long-Term Plan. This is a challenging timeframe within which a highly integrated and compelling investment story must be achieved.

The key parts to taking on this new approach, which will be discussed in the remaining parts of the report, are:

- a) Programme integration
- b) Governance and decision making
- c) Specialist procurement
- d) Community engagement
- e) Stakeholder engagement
- f) Communications.



## 3 Programme Integration

The workstreams structure, shown later in this report, groups projects into core projects and dependencies both for CODC and private projects.

### 3.1 Core Projects

The following projects form the key work that will inform the masterplan. These concepts are indicative and will be explored further following the adoption of the Establishment Report. A summary of these projects is provided below.

#### 3.1.1 Cromwell Town Centre Spatial Framework

The spatial framework for the Cromwell town centre will cover the following:

- The bigger picture – where growth will be accommodated and enabled, providing the right balance of residential, business and industrial activity.
- The existing town precincts and how they can be enhanced.

The spatial framework presents the opportunity to ensure planning for the future of these precincts is coordinated, identifying where conflicts and synergies exist and responding to these in a way that is consistent with an overall vision for Cromwell.

The project objectives to be tested at the first workshop are:

1. We understand the demands of growth and the available capacity.
2. We understand what would improve the lives of Cromwell's of citizens and visitors.
3. Integration of the existing strategies, plans and projects.
4. The spatial framework supports the future planning of Cromwell and creates a place our residents can be proud of.

Developing key principles or assessment criteria to establish how these projects will be integrated is one of the primary drivers to the success of the spatial framework. A further critical component is ensuring that partners, stakeholders and the community have an opportunity to test and review the findings at key stages of its development. This will lead to a greater level of ownership of the strategic framework and ultimately the decisions on individual workstreams and projects this will influence. The outcome of the spatial framework may require CODC to revisit any current management plans applying to the town such as the Cromwell Sports Parks Reserve Management Plan (2015).

CODC is also considering whether there is housing affordability issue within its towns. The outcomes from this research and any resultant direction will also be relevant to the spatial framework.

The framework is contained within and is a component of the Cromwell Masterplan.

#### 3.1.2 Cromwell Town Centre(s) Indicative Business Case

The purpose, form and function of both the Cromwell Town Centre and the Cromwell Heritage Precinct together with how they inter-relate and support each other, can best be considered under an integrated framework. These factors will also be influence where future residential and business growth will be located. The two centres have very different offerings at present and are not well connected. It is proposed that this project will identify the form and function of the town centres and how they can grow and be improved upon to achieve maximum value.

The project objectives to be tested at the first workshop are:

1. Understand what the future holds for Cromwell Town Centre and Cromwell Heritage Precinct (Old Cromwell).
2. Integration of the various strategies, plans and projects.
3. We know what's needed, we plan for it and we get on with it.

### Cromwell Town Centre

The 2010 Rejuvenation Strategy for Cromwell Town Centre created seven moves to reinvigorate the town centre. These were as follows:

- 1) Improve the visual connection to Cromwell.
- 2) Connect more directly from SH8B.
- 3) Draw visitors into Cromwell and the Mall.
- 4) A vibrant front edge.
- 5) Attractors and showcasing.
- 6) Wayfinding and public spaces.
- 7) Town centre management.

At this early stage, the use of a challenge team is proposed to understand how well the town centre projects have delivered on the moves, including an evaluation of the 2010 Strategy. This will be assessed against the problems and benefits outlined in the recent ILM workshop (see Appendix 1). Working through the business case process will determine if there is a case for change and what options warrant further consideration by the CCB, Precinct Board, business owners and landlords.

### Cromwell Heritage Precinct (Old Cromwell)

The Cromwell Heritage Precinct has been developing organically following preservation of many of the historic buildings near the confluence of the Clutha and Kawarau Rivers. Its purpose and point of difference in relation to the town centre needs to be defined, and guidance needs to be developed on how it can continue to grow and prosper while maintaining and enhancing these features. As a popular tourist destination investigation into how to encourage visitor to the precinct to venture into the town centre should also be undertaken. The aim of this exercise will be to identify opportunities to leverage off the popularity of the precinct, while enhancing the visitor experience and maintaining its unique character.

#### **3.1.3 Civic Facilities Review Indicative Business Case**

The growth of the resident and visitor population has created new expectations for all Council and community facilities. An assessment of whether Cromwell's civic facilities are fit for purpose for the future and whether there is an opportunity to deliver these facilities and services in a more integrated and user-friendly way needs to be explored. This will be carried out before further investment on renewing or replacing assets occurs. There are agencies such as the Cromwell Primary School that have created new facilities recently and others, such as the Otago Polytechnic that are contemplating expansion. The review of civic facilities looking to a 2050 horizon, therefore, needs to stretch further than Council-owned facilities to capture the gaps and opportunities for all community groups, organisations and individuals.

The project objective to be tested at the first workshop is:

*Through a business case approach, identify the most effective benefit for cost options to provide civic facilities in Cromwell.*

The Council facilities included at this stage include the Council administration offices and library, museum, i-SITE and community resource centre. There could be additional facilities included once the initial community facilities and services audit in the first phase of the business case has been completed. If there was deemed to be strong case for change, options would be developed with stakeholders and then assessed under a multi-criteria analysis.

Some of the findings in the initial information gathering phase will assist the Cromwell Memorial Hall business case. At this stage, the two business cases have been kept separate owing to the hall's complexity and urgency to find a suitable resolution.



### 3.1.4 Cromwell Memorial Hall Indicative Business Case

It has long been recognised that the Cromwell Memorial Hall is no longer fit for purpose. A lack of investment in maintenance together with the changing needs of the community, has elevated the issue with CODC, the Community Board and the Cromwell community. This has promoted several investigations on refurbishment and replacement options. Unfortunately, this has been drawn out for many years with associated costs. The latest cost estimate (2016) to refurbish the facility together with completing a seismic upgrade is \$5.3M.

It is proposed that a business case approach be used to assess all existing options and new opportunities in relation to the overall masterplan.

The project objective to be tested at the first workshop is:

*Through a business case approach, confirm the appropriate location, community needs, user requirements and effective benefit for cost option for the Cromwell Memorial Hall.*

By utilising the previous investigations, defining the problems and benefits under a robust process will ensure that an integrated decision is achieved. The community is very keen to see a resolution resulting in the right community facility being created to take Cromwell into the future.

This business case will be mindful of other concurrent workstreams such as the civic facilities review, town centre and spatial framework.

## 4 Dependencies

### 4.1.1 Smart Cromwell

Land Information New Zealand (LINZ) ran a smart cities research project in 2016<sup>8</sup>. It concluded that smart city technologies can produce significant benefits for communities by creating better places to live and work.

The development of a smart city strategy, 'Smart Cromwell', aligns with both central and local government strategic directions and the principles can be applied through many of the core projects.

Recognising the changing environment expectations with the delivery of UFB to Cromwell and the opportunity this presents, a standby workstream project has been created that may need to be developed once there is clarity around the initiatives coming from other workstream elements. Smart city initiatives, while benefiting from a clear strategic direction, are not necessarily (or at least solely) a function of local government. Therefore, a flexible and adaptable approach is required to encourage innovation within the community and stakeholders.

The masterplan programme will need to recognise the increasing importance of data and how this can be used to respond to the pressures of growth and influence how the town functions. Smart Cromwell has the potential to enable CODC, utility providers, business owners and the community to make informed decisions on the better use of its facilities and infrastructure, and to be efficient and responsive in the way services are delivered to the community.

### 4.1.2 3 Waters Planning

CODC is progressing planning for 3 Waters infrastructure concurrently with the masterplan. This will be vital, especially in the provision and timing of growth areas identified within the spatial framework workstream.

### 4.1.3 Transport Planning

Transport planning for Cromwell is jointly provided by the Council and NZTA. At present, NZTA does not have any substantial projects or investment planned in Cromwell. Recent plan changes do require changes to the roading network, including walking and cycling connectivity. Transport planning will be required for new growth areas and how it connects into the existing town and satellite locations such as Bannockburn and Lowburn.

<sup>8</sup> <https://www.linz.govt.nz/about-linz/what-were-doing/projects/smart-cities>

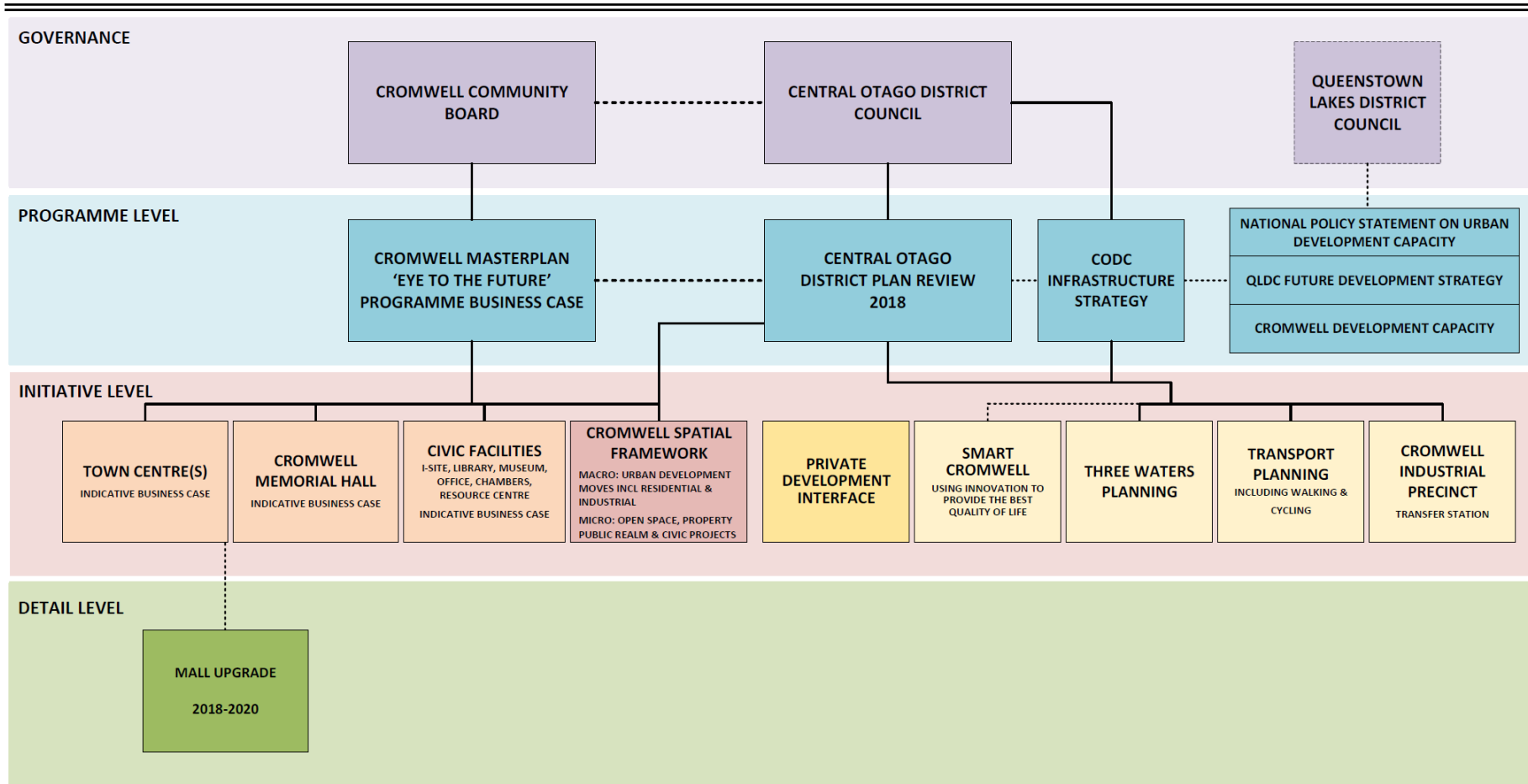
#### **4.1.4 Private Development Interface**

It is important to be aware of private development proposals that are at various stages of planning and feasibility assessment when considering large scale changes to Cromwell. The masterplan programme and associated projects will be mindful of the development landscape when considering all programmes of work.

## **4.2 Optioneering**

The programme integration will primarily occur at the optioneering stage. Separate facilitated workshops will aim to agree the optimal solution for each core dependency and then combine to provide an optimal solution at the masterplan level. There may be tensions and interface issues that need to be acknowledged and worked through at this 'first cut' stage. This allows CCB and CODC to assess whether the projects are an enduring solution or whether more ambitious options require consideration. A 'second cut' would then be developed, following stakeholder and public engagement, and presented in a final masterplan.

# CROMWELL WORKSTREAMS



- CORE PROJECTS
- KEY INTEGRATION PROJECTS
- DEPENDENCIES

## 5 Masterplan Preliminary Scope

The principal purpose of the masterplan is to allow CODC, its partners and stakeholders to develop a clear and holistic strategic vision for Cromwell to guide growth and investment decisions. The masterplan will involve integrating the numerous projects, strategic documents and regulatory plans under this vision to achieve alignment and consistency across these platforms while acknowledging and providing for the needs of an increasingly diverse population.

The masterplan will consider the town and its many functions, while recognising and demonstrating how the issues associated with prolonged growth can be responded to, in alignment with the strategic vision. It will also provide the foundation for a spatial framework, identifying how and where Cromwell is expected to grow, how much land and development capacity will be required, and the types and costs of infrastructure that will be needed to accommodate this growth.

The masterplanning process will investigate contextual, historical, heritage, cultural and development overlays and how these will inform current and further potential civic, land use, streetscape, infrastructure and development opportunities. The masterplan will provide a strong visual story (supported by the various business cases) illustrating why the various projects are a priority, how they are prioritised and sequenced for implementation.

The geographical scope (Figure 6) identifies where the primary focus for most of the initiatives, projects and key moves will be.



Figure 6: Cromwell Masterplan - Geographical Scope

## 6 Programme Governance and Decision-Making Structure

Programmes of this nature and complexity require a clear and well-structured governance or decision-making arrangement. The proposed decision structure set out in Figure 7 indicates the programme governance specific to Cromwell. The Political Governance level is the main forum for gateway and financial approvals. The Programme Governance level is the primary review and integration forum to ensure the implications are thought through at an organisational level.

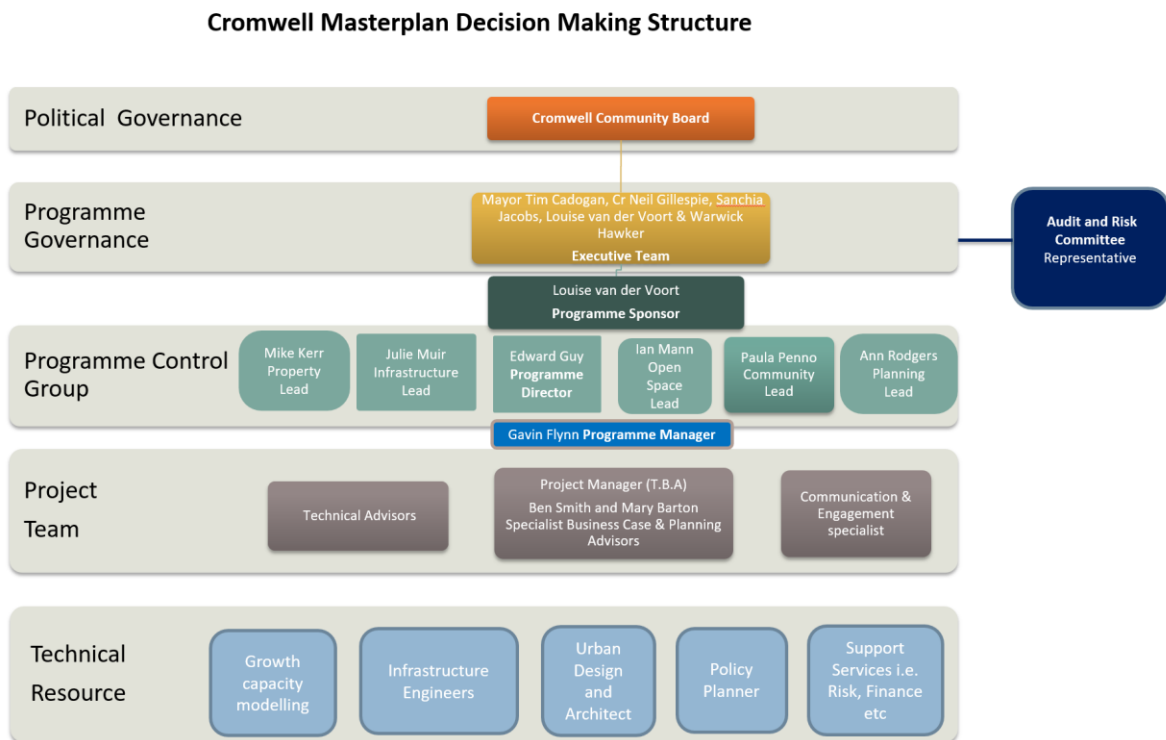


Figure 7: Cromwell Masterplan Decision Structure

## 7 Proposed Process and Programme

A process chart below has been created to show the Masterplan Programme Business Case process and the key Council approval meetings and workshops. It is intended that the first vision key outcomes workshop will be facilitated by an independent Investment Logic Map accredited facilitator and involve a selection of elected members, representatives from stakeholder groups, and observers.

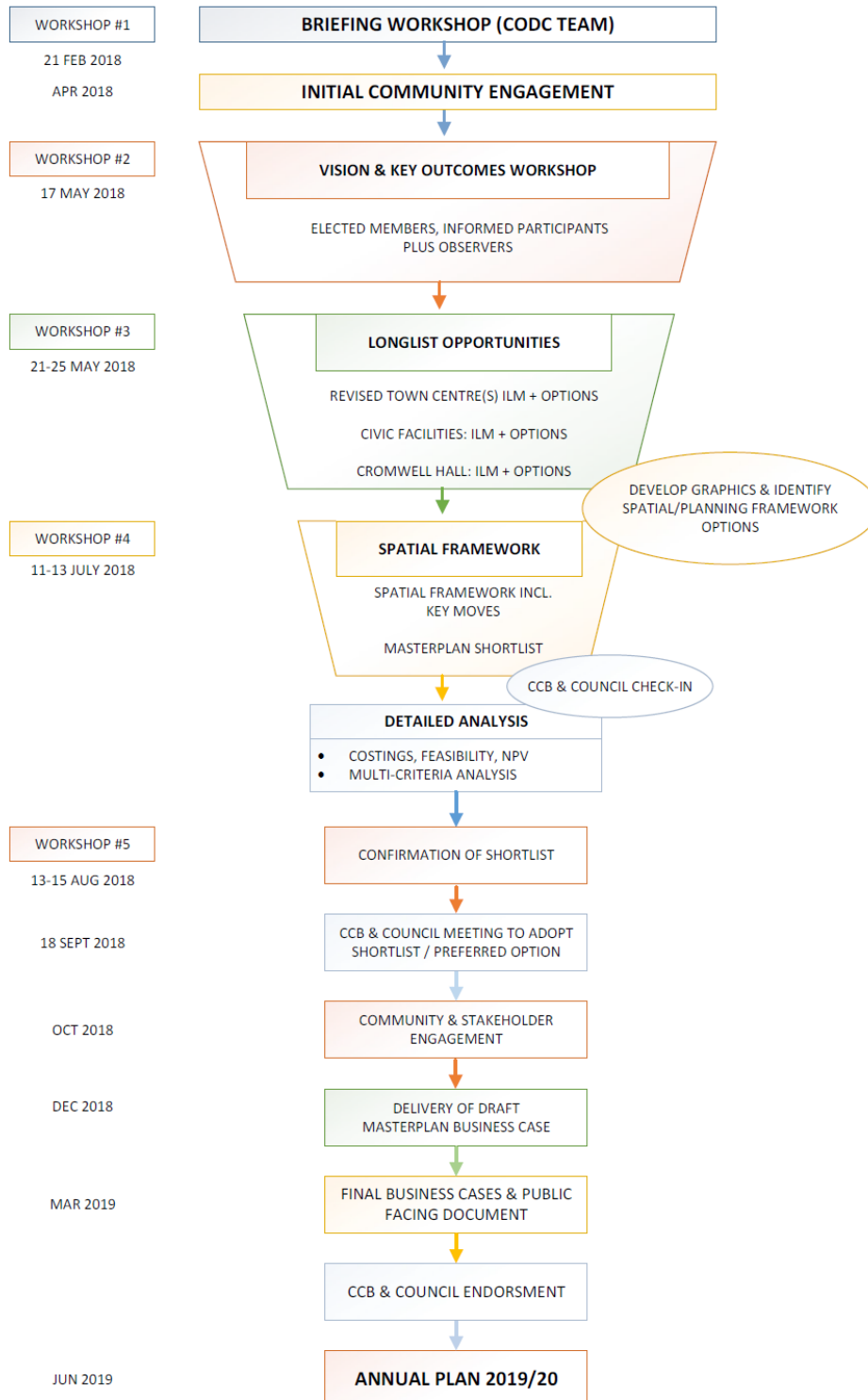


Figure 8: Cromwell Masterplan Process and Programme

## 8 Specialist Procurement

The primary procurement objective is to develop a series of integrated projects, at best value, and in time to populate the 2018/19 Annual Plan / amended Long Term Plan with a programme of investment-ready projects.

A key element of success is the development of the right procurement approach, which creates a highly cooperative team comprising internal and external specialists. This team must be focused and dedicated to hit the delivery dates in order to achieve the full benefit of the masterplan programme. For this scope of work, a diverse team including design, engineering, planning, finance, property, communication and project management professionals are required.

A two-fold procurement process is proposed, which is differentiated between the design-based disciplines and the non-design-based disciplines, to:

- optimise activity output within the limited delivery timeframe
- support a collaborative and integrated approach
- minimise the number of suppliers across the full programme
- ensure value for money.

For the design team members (e.g. masterplanner / architect / urban designer and engineers) it is proposed that a single multi-disciplinary team be procured through a single stage open tender process. This would be evaluated using either the Brooks Law method, which assesses proposals on the basis of technical merit, or the target-price model, which is useful when it is difficult to define the scope of the work in the tender documentation or in situations where the budget that is available is the main constraint<sup>9</sup>.

For the non-design team members (e.g. economics and data specialists) it is proposed these be procured through direct appointment engagements from existing approved suppliers. This is due to the low values of these contracts.

To manage this procurement process, and the team when they are in place, the intention is to engage a fixed term project manager who has significant experience with this type of engagement process and running integrated programmes.

The \$758,600 financial cost of the technical resources procurement programme is unbudgeted within the 2017/18 Annual Plan and 2018-2028 Draft Long Term Plan.

To align with the masterplan programme, \$270,000 from Infrastructure Services budgets will be utilised for additional transport and water infrastructure planning (including hydraulic modelling) to investigate the provision of growth-related infrastructure.

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<sup>9</sup> Procurement guidance for public entities - NZ Controller and Auditor General (<https://www.oag.govt.nz>)



## 9 Partner and Stakeholder Engagement

A preliminary stakeholder matrix that assesses the partner investors, external stakeholders and government ministers has been created for the masterplan. The intention is to involve the partner and stakeholders at key times to test and challenge the options in workshops and individual sessions. Each project will have its own stakeholder matrix to reflect the interest and influence for that specific scheme. A communication and engagement plan will be created that shows when and how the respective partners and stakeholder will be engaged with. Additional stakeholder groups may be identified through the workshops.

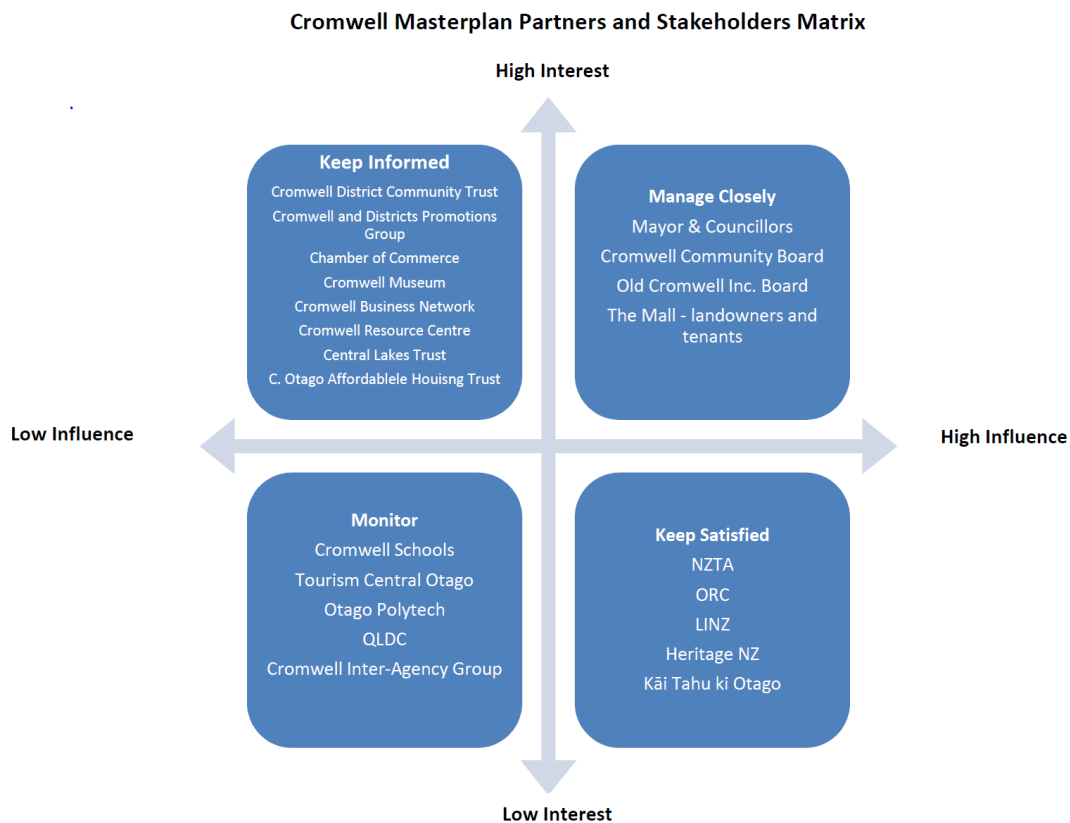


Figure 9: Cromwell Masterplan - Partner and Stakeholder Matrix

NB: this is not an exhaustive list; further stakeholders may be added as the programme progresses.



## 10 Community Engagement

Community engagement is a vital element that will contribute to the success of the masterplan and associated projects. The community wants to be involved in the future of their town and opportunities will be provided for community and stakeholder input at key stages throughout the development of the masterplan. The community includes new arrivals and absentee owners.

Given the high level of consultation and engagement that has been undertaken under various workstreams to date it will be important to ensure the purpose of the programme, namely adopting an integrated, higher level strategic direction, is clearly articulated. This will assist in distinguishing the programme from the previous and concurrent workstreams (such as the District Plan review), while providing the framework for a forward focussed discussion on the future of Cromwell.

Given the critical importance of input from the community and stakeholders, a communication and engagement plan will be prepared to support the programme. This will be developed by the CODC Communications team reflecting the principles of the Significance and Engagement Policy.

It is anticipated that a range of engagement activities and forums will be employed to allow the community to provide feedback and learn more about the process. Robust and genuine engagement will also help to foster a sense of ownership that will support the implementation of the masterplan and the projects that stem from it. Prior to commencing engagement, a stocktake exercise will be undertaken to understand the outcomes of previous engagement and consultation activities. This will identify any key findings that can be applied to the masterplan programme and ensure subsequent engagement is adding value and not going over old ground. The findings of the review will inform the communication and engagement plan and help to direct the type and extent of engagement required.

The first component of this programme is to undertake some initial community engagement. The intent is to inform people about the project, understand what could be better and their expectations of what good looks like. The information derived will be compared against previous Council and non-council community workshops. Key elements include marketing collateral, website, present to key community groups and being present in the community environment.

Engagement activities that could be undertaken, once the various shortlist options have been established, include an expo type event that is visual and interactive, held both in a town setting and amplified to a wider audience through sharing online via the Council website, social media and video sharing platforms. There is also proven benefit in being present and actively engaging with those living, working and visiting the town.

Finally, formal consultation will be undertaken as part of the Annual Plan or amended Long Term Plan (2018-2028) process in accordance with legislative requirements.

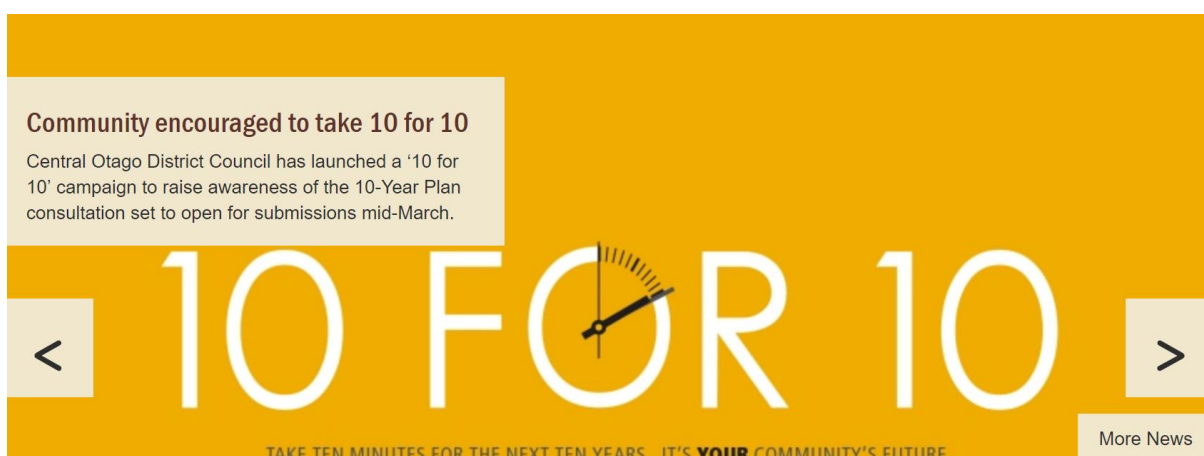


Figure 10: A recent example of the type of engagement campaign CODC provides to help the community understand a proposal.

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## 11 Communication

It is critically important to communicate the process, potential options and any proposed changes across a wide variety of media platforms to keep the community up to date and to seek their involvement. CODC has a toolbox of communications channels to reach a range of target audiences. The Communications and Engagement Plan will identify those that are most appropriate for each phase of this project, and how each will be employed.

## 12 Conclusion

The prolonged period of growth being experienced in Cromwell, together with a recognised need to address some of the challenges facing the town, have been a catalyst for CODC and the CCB to consider a fresh, integrated approach to planning for the future of the town. Analysis of previous strategic documents has shown that these were often undertaken as discrete projects, in isolation to each other, such that a single vision was not apparent to the community, investors or decision makers. With several of these strategies and statutory documents currently under review, it is an opportune time to achieve alignment and set a clear direction, based on a solid foundation of community engagement, for the future growth of Cromwell. The Central Otago “World of Difference” brand and associated values provides important context and will influence the themes of the masterplan. The masterplan and associated initiatives will complement and build on these themes, to ensure future planning facilitates a vibrant and highly functioning gateway to Central Otago.

The development of a well-evidenced and robust business case approach, and a public-facing spatial masterplan will provide the foundation to guide better investment decisions. The masterplan will also facilitate better integration between land use and infrastructure investment planning and contribute to the 10-year District Plan Review.

It will be important to work quickly in developing the masterplan and associated spatial framework, not only to achieve the full benefit of aligning key strategic documents and projects, but also maintain a strong level of focus and community engagement.

The success of the initiative as outlined in the report will be about creating the following strong building blocks of:

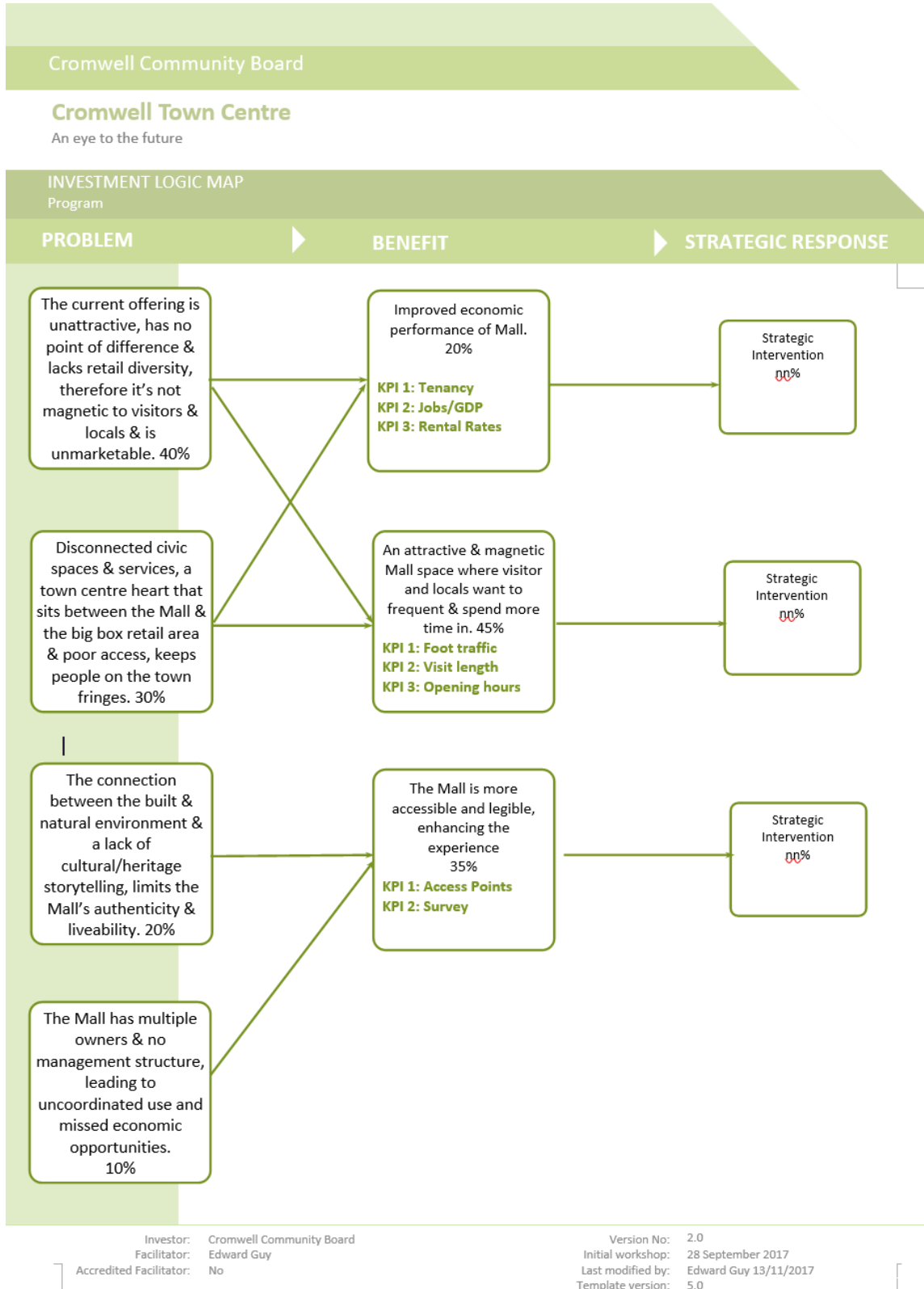
- programme governance
- programme integration
- developing specialist internal and external teams
- community engagement
- stakeholder engagement.
- innovative communications and multi-media tools.

## 13 Recommendations

It is recommended Cromwell Community Board and Central Otago District Council endorse the ‘new approach’, which includes the following arrangements:

1. Establishing a masterplan with an implementation plan including a suite of project business cases.
2. The involvement of partners, stakeholders and the community at key points throughout the development of the masterplan lifecycle.

# Appendix 1 – Town Centre Investment Logic Map





# Cromwell 'Eye to the Future' Masterplan Spatial Framework

## Stage 1: Spatial Plan

Urban Planning and Design Report: Part 1





## Foreword

The Spatial Framework was completed as part of the Eye to the Future Cromwell Masterplan (the Masterplan).

The focus of the Masterplan has been to address how and where to accommodate growth for the next 30 years (the Spatial Framework-Spatial Plan); the revitalisation and enhancement of the Mall and Civic Facilities within the Town Centre Precinct; and the future of the Cromwell Memorial Hall within the Arts and Culture Precinct.

Future planning and urban design work required to give effect to the Spatial Framework can progress without delay so for that reason the Spatial Framework-Spatial Plan: Stage 1 has been adopted by Council and the Cromwell Community Board separately from the full Masterplan.

Capital works projects and other components within the Town Centre and Arts and Culture Precincts however require full financial analysis in order to understand affordability, timing and funding opportunities. Following completion of the financial analysis the Cromwell Community Board and Council will be able to consider the Masterplan for adoption. At that stage, there will be consultation with the community on funding options for the work programme through the Long Term Plan process.

Louise van der Voort - Executive Manager  
Planning and Environment,  
Central Otago District Council



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## Acknowledgments

Report prepared for Central Otago District Council by NM Associates Ltd + Tract Consultants Pty Ltd.

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# Part 1: The Cromwell Masterplan and Vision



## 1.1 Executive Summary

Early in 2018 the Central Otago District Council embarked on a masterplanning programme for Cromwell to address how and where to accommodate growth over the next 3 decades (to 'Cromwell 2050') Within this timeframe Cromwell's population is expected to double in size.

The Vision for the Cromwell 'Eye to the Future' masterplan is to meet the challenge of future growth by:

***“Embracing opportunities that protect, share and enhance our ‘World of Difference’ values now and in the future”***

Aspirations within the Vision include:

- An attractive, vibrant and thriving heart for Cromwell,
- Accommodating growth in a way that delivers Cromwell's landscapes and visual amenity values,
- Enhancing how Cromwell functions,
- Housing is affordable and available and,
- [There is] a thriving and competitive local economy, supported by available resources.

This report provides a Spatial Plan to guide future land use in the context of the Vision, and its associated objectives, celebrating Cromwell's sense of identity and potential, and its strong and supportive community. The urban planning and design Brief is included at **Appendix 1**.

In accommodating growth there are exciting opportunities to build on Cromwell's many attributes to create an urban form and character that nestles within the Basin frame, is an easily accessible, walkable town with many features and facilities for its seasonal and permanent community, and visitors, and is a focus for the wider district and region.

The **Spatial Framework: Stage 1 Spatial Plan** is informed by a series of **key moves** that are a site, place and design-led response to the landscape setting, and Cromwell's economic, social and cultural context. The Framework reflects the preferred growth option as supported during phases of community engagement: refer **Appendix 2**.

The **key moves** cover delineating the urban area, accommodating residential growth, nodes, activity centres and connectivity, landscape and open space, Cromwell's outer settlements and industrial, recreation and community facilities.

A series of key moves also informs allied precinct planning for:

- The Town Centre and Civic Facilities, and for an
- Arts and Culture Precinct (focusing on the wider Old Cromwell area and Memorial Hall locale).

The Spatial Plan would be primarily implemented by Council-led Plan Changes and/or District Plan Review.



## 1.2 Introduction

### 1.2.1 Overview

The Cromwell 'Eye to the Future' Masterplan provides a clear framework for the future growth of Cromwell from a town of around 5,000 people to approximately 12,000. The Masterplan is guided by a Vision that aims to support sustainable growth of the town while retaining aspects of Cromwell's 'country town' character and the 'World of Difference' values, which are highly valued by the community.

This report addresses **The Spatial Framework: Stage 1 Spatial Plan** and enables the community's Vision for a future Cromwell to be met in a way that reflects and enhances the town's identity and character through sound planning, design and placemaking processes. The planning period addressed is a 'Cromwell 2050' horizon. During this period strategic decision-making to accommodate anticipated growth can be thought of as allied to the short, medium and longer term (or as Decade, 1 2 or 3). Within the Cromwell 2050 horizon, Cromwell will experience economic and environmental change as influenced by both;

- Global trends (e.g. climate change, market volatility, ongoing globalisation and technological advances, increased aversion to natural hazard risk, including extreme weather events, increased urbanisation) and,
- National and regional factors (e.g. changes in household sizes and housing affordability, altered demographics with a larger seniors age group, increased cultural diversity, growth in urban and tourism centres, an increased vulnerability of natural habitats and amenity environments, improved economic conditions/ productivity, increased visitor numbers, and the expected pursuit of more sustainable urban and rural futures).

These trends are already impacting within the wider Central Otago area. In planning for a future Cromwell therefore the overall objective is to accommodate growth via a consolidated, well designed and cohesive pattern of urban development and retaining rural productive areas as 'frame'.

In this way protecting sensitive landscapes and resources fundamental to the iconic Central Otago 'World of Difference' values, and recognizing the collateral relationship (both contextually and economically) between Cromwell and the wider Basin.

The 'Cromwell 2050' Spatial Framework has been developed as an integral component to the various stages of the Cromwell 'Eye to the Future' Masterplan project: through significant analysis, community and stakeholder engagement, and the testing and development of ideas and scenarios. This has occurred across a number of project phases.

The Spatial Framework: Spatial Plan report is divided into three separate parts each with a distinct focus.

#### PART 1 - THE CROMWELL MASTERPLAN AND VISION

Outlines the relationship of the Spatial Framework to the Cromwell 'Eye to the Future' Vision, Investment Logic Mapping ('ILM') and Better Business Case work streams.

#### PART 2 – STRATEGIC DIRECTIONS

Outlines the key community principles that underpin the Spatial Framework and key objectives in managing future growth.

#### PART 3 – THE SPATIAL PLAN

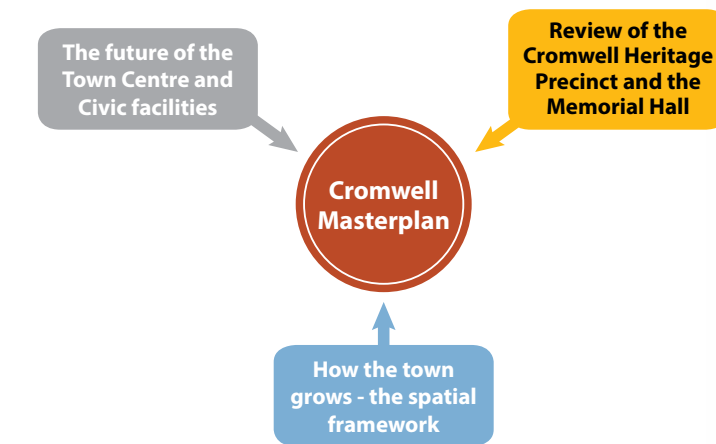
Provides a framework for Cromwell's future growth focusing on aspects such as future land uses, transport networks, infrastructure, open space and environmental features.

The Spatial Plan applies throughout the "Eye to the Future" study area and will guide the development of future zoning and District Plan changes, which will be prepared for identified growth areas in Cromwell.

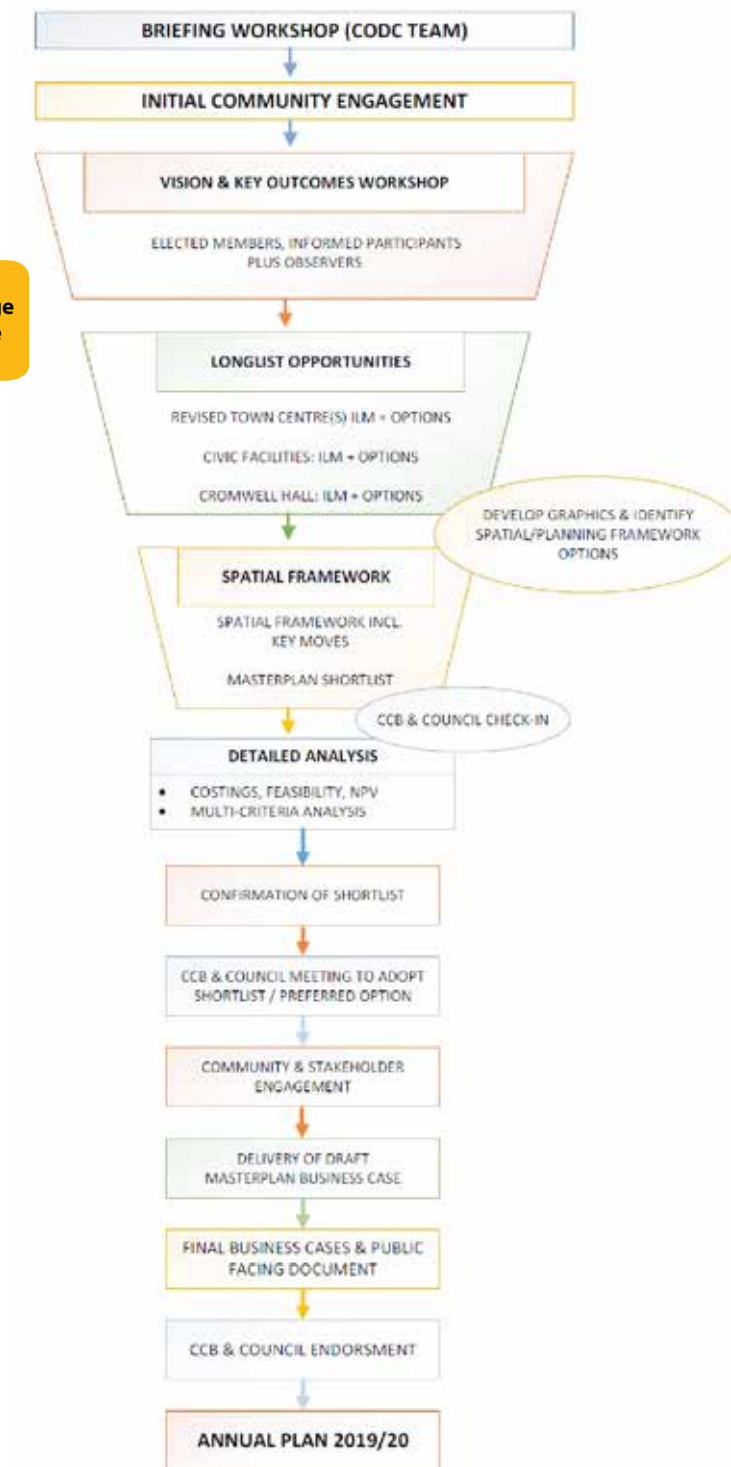
The Spatial Plan reflects the community's preferred option for "growth within existing Cromwell", and the inter-related options for growth options of a mixed use town centre and an arts and culture centre comprising multiple functions and attractions.

#### PART 4 - IMPLEMENTATION

Suggests a number of measures to give effect to the Cromwell 2050 Spatial Framework: Stage 1 Spatial Plan.



The Masterplan Workstreams Diagram



Project Steps Diagram



### 1.2.2 Why Prepare a Spatial Framework: Spatial Plan?

A Spatial Plan assists in identifying the types of changes necessary to strategically position Cromwell within the wider Central Otago region over the next 30 years. It provides a design and place-led understanding of the town's historical development, sense of place and identity of the town centre. This is captured in a series of 'key moves' intended to provide context to, and inform the development of, future public and private projects.

A Spatial Framework: Spatial Plan is an indicative plan of an area based on a strategic Vision (as a desired future) to assist in guiding and coordinating infrastructure, services and investment.

A Spatial Framework: Spatial Plan "illustrates an intended location, form and mix of residential, rural and business areas along with the critical transport and infrastructure required to service those areas together with any relevant environmental attributes and constraints".<sup>1</sup>

Key components of a Spatial Framework: Spatial Plan include:

- The types of development that should take place.
- The extent and density of development advised.
- A visual illustration of the intended future as to the location, form and mix of residential, rural and business areas along with the critical transport and infrastructure required to service these area and any relevant environmental constraints.

The objective: is to accommodate growth in a way that produces quality urban space/spaces, acknowledging the contextual environment. (i.e. a Spatial Plan should be aspirational and tested with reference to an agreed Vision).

A Spatial Plan should also consider the extent of land potentially necessary to accommodate future residential and business growth. This is a mandatory matter for territorial authorities where there is an urban environment of 10,000 or more persons; refer the *National Policy Statement on Urban Development*<sup>2</sup> Capacity 2016.

Cromwell's population is not currently at the level where the NPS UDC would apply, however may be so within the "Eye to the Future" planning period. The growth projections and anticipated land demand calculated on the basis of the UDC methodologies<sup>3</sup> are discussed in part 2.

In the context of the Cromwell 'Eye to the Future' Masterplan, the Spatial Framework: Spatial Plan can be used:

- To accommodate growth in accordance with desired environmental outcomes.
- As a basis for changes to the Central Otago District Plan.
- As a basis for provisions included to the Central Otago Long Term Plan, and Annual Plans.
- To develop and implement infrastructure programmes.
- To inform decision-making within both the public and private sector.

The Spatial Plan has been informed by consultation and engagement with the Cromwell community and other stakeholders within the context of the wider 'Eye to the Future' masterplan conducted by Central Otago District Council and consultants Rationale.

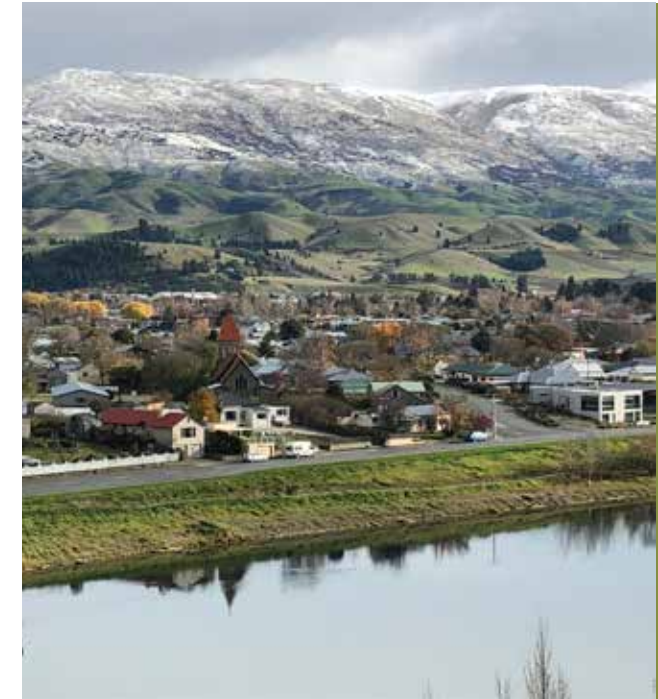
This took place in a number of stages over a number of weeks May to September 2018, to eventually consider three Short List options for growth overall, and also addressing options for the town centre and civic facilities, and the Memorial Hall. Refer Appendix 2.

The results of the engagement process are comprehensively documented in the 'Let's Talk Options' engagement document, the 'Let's Talk Options Survey Analysis' (CODC Nov 2018) and the 'Business Case to the Masterplan'.



Implementation of a Spatial Framework: Spatial Plan occurs via strategic decisions:

- About zoning, Design Guidelines and other District Plan measures, and specific project and investment decisions made through the Long Term Plan and Annual Plan processes.
- By service and community agencies, and in a series of community initiatives (e.g. work by the Cromwell Housing Trust, the Rail Trail cycle projects, on-going community engagement).
- By 'layering up' activities and functions (locationally) using placemaking and tactical urbanism techniques (e.g. to achieve 10 things in one space rather than just 1 thing).
- By a programme of activations for an enhanced sense of community, sense of place.





### 1.3 Urban Planning and Design within the Cromwell Masterplan Context

The urban planning and design analysis for the Spatial Framework: Spatial Plan considered the 'wider frame' i.e. Cromwell within its regional and national setting, its economy and contributory growth factors, its unique natural and physical setting, and environmental values, and the community's aspirations for the future.

This correlated to the 'Eye to the Future' Masterplan 'Area of Study' and 'Area of Focus'.

Key considerations for each of the urban planning-design work streams were:

- Current zoning and land use, movement corridors, landscape features, connectivity, existing density of development and built form, entrance locations, image, public realm, options to accommodate future growth within the town and outlying settlements (including Lowburn, Bannockburn, Tarras and Pisa Moorings).
- The various options from minor upgrade to more extensive measures for the Mall and other nearby commercial activities, and as inter-related to the form and function of 'Old Cromwell' and the existing Heritage Precinct.
- Options and possibilities as to location, form and function of the Civic Administration building and spaces, Library and the Memorial Hall.
- The relationship of the town to Lake Dunstan.



Area of Study and Area of Focus Plan

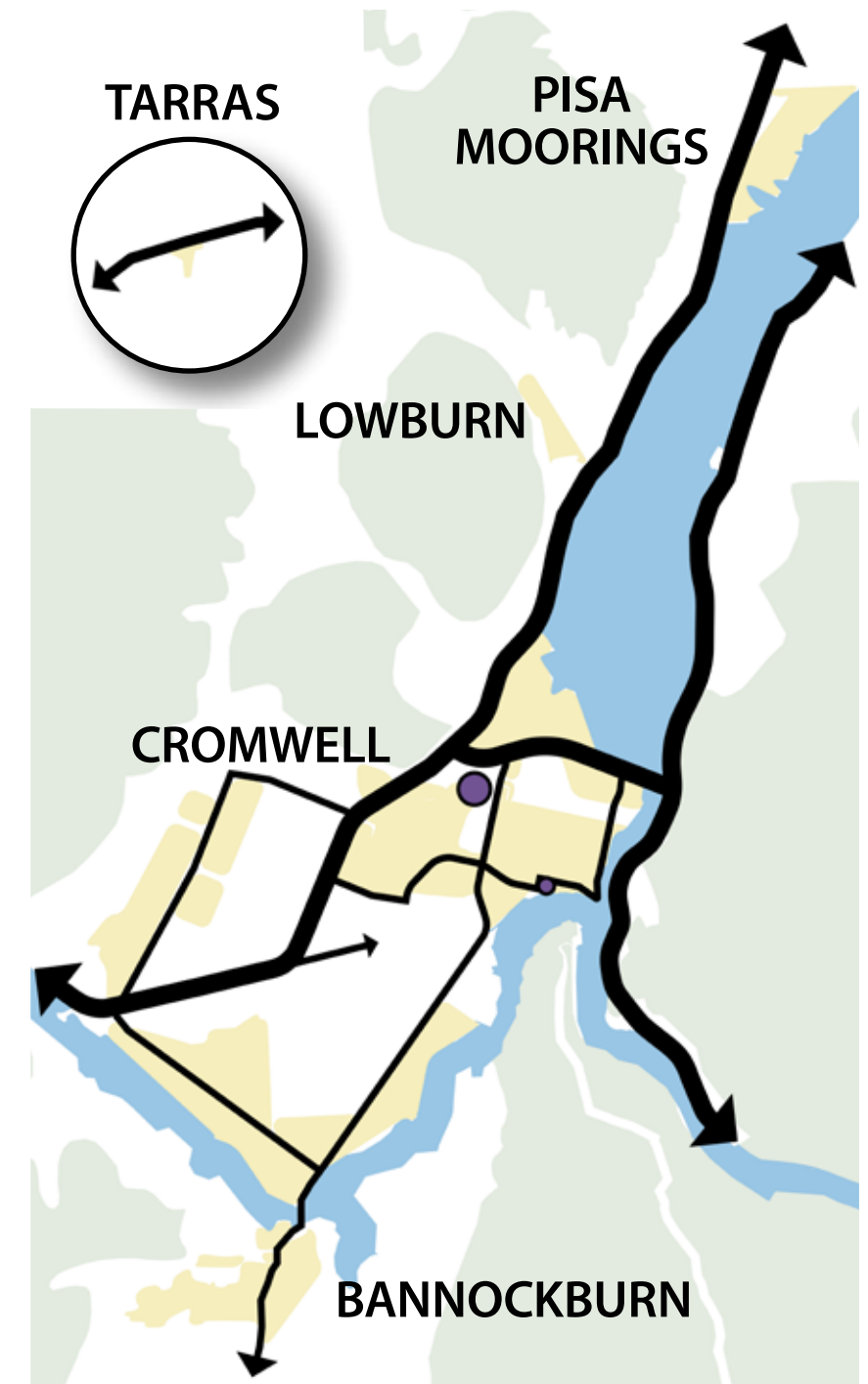


Diagram of Project Scope



## 1.4 Local and Historical Context

Cromwell's urban form and morphology reflects its development history<sup>4</sup> in three broad phases:

### Early wayfinding, junction and a country township

In addition to cultural beliefs as to land, landscapes and water resources Maori have had associations with the inland areas of Central Otago over hundreds of years<sup>5</sup>. These associations include a series of inland routes following Mata-au and the Kawarau:

- To access Pounamu from sources further to the west,
- For seasonal food resources including moa, eels, weka and water birds, and,
- For tool making using silcrete and porcellanite minerals occurring locally.

*"The Clutha/Mata-Au was used as a highway into the interior with numerous tauraka waka along it"*<sup>6</sup>

Over time tribal groups (Kati Mamoe, Kai Tahu)<sup>7</sup> moved into the area and inter-married with earlier peoples; the inland areas (whenua ki uta) continuing to be used in conjunction with coastal settlements.

These associations and kaitiaki obligations remain and are carried through the generations. The name 'Tirau', for the Cromwell area is understood to refer to plantings of cabbage trees introduced into the area as a means of wayfinding (which stand in stark contrast to the more arid/ alpine species typical of the area and for food)<sup>8</sup>. Kaiaka nohoaka were established as seasonal settlements, each situated near a particular resource to be worked<sup>9</sup>.

Mana whenua are today Kia Tahu, who comprise people of Kai Tahu, Mamoe and Waitaha descent.

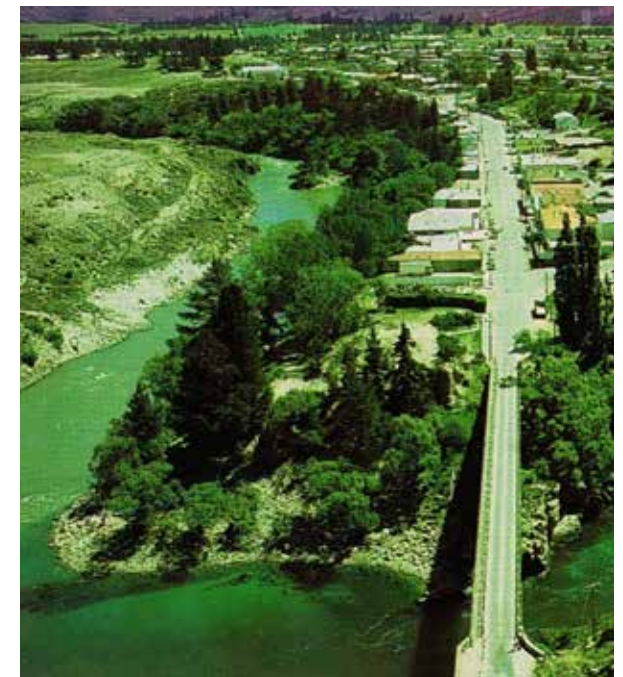
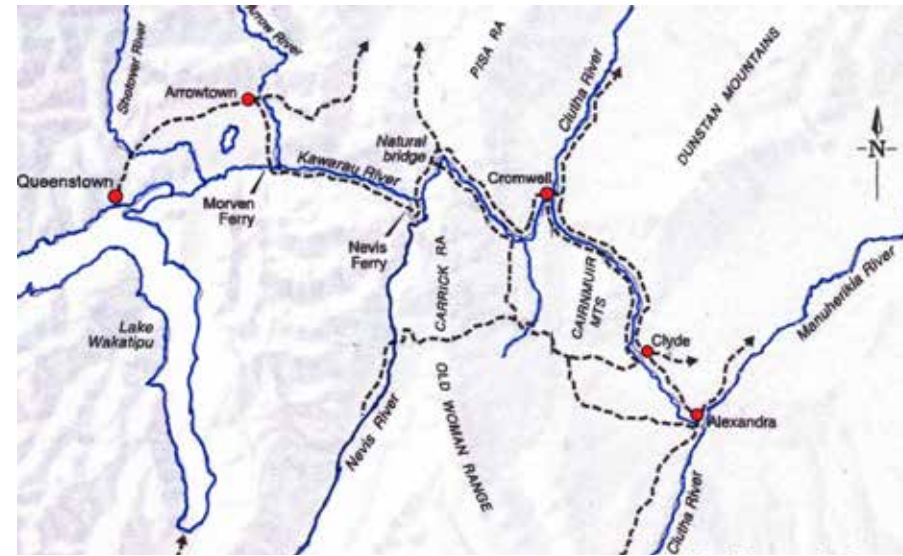
During European settlement the initial tracks used by surveyors and pastoralists appear to have generally followed Maori routes, including use of the natural rock bridge (an incomplete arch across the Kawarau River near Roaring Meg). Rivers were a formidable challenge to early development with punts, ferries and eventually bridges used to provide access to the interior.

Gold discoveries in the 1860s revealed rich veins within the Cromwell Gorge, Bendigo and other parts of the Cromwell Basin including Cornish Point and Logantown (along with other less successful locations), and brought thousands of miners to the area, primarily following on from the goldfields of California and Australia. The population of Central Otago more than doubled in 6 months between July and Dec 1861 (to reach 30,000) stimulating internal commerce and producing a new market for pastoral products. Concomitantly new opportunities arose for accommodation, packers and storekeepers<sup>10</sup>.

The initial township of Cromwell (at that time called 'The Junction' or "the Point"<sup>11</sup>), was first accessed across the Clutha River by a wooden bridge near Deadman's Point (1863). A replacement wooden bridge was built in 1891 and later upgraded to steel reconstruction. This entry point was aligned to Cromwell's main street Melmore Tce, its nearby cottages and the Chinese miner's settlement. Cromwell's gold mining history is also reflected in outlying settlements including Bannockburn, Carricktown, Northburn and Lowburn.

The Cromwell bridge, and areas at the lower/eastern end of Melmore Tce were flooded during the Clyde Dam development, creating Lake Dunstan<sup>12</sup>. A number of historic buildings were relocated to higher ground within the present Heritage Precinct.

Following the 1890s' exodus of population in the post gold rush period (and in fact through to the early 1970s) the population of Cromwell became relatively static at around 1000 people, boosted by an influx of holiday makers throughout the summer. In essence, Cromwell then became functioned as a small service centre for its surrounding sheep farming and orcharding areas, wheat, barley and grass seed production. Timber and large numbers of cattle from South Westland were brought over the Haast Pass to the railhead at Cromwell. The town had wool stores, a seed cleaning plant and busy sale yards.

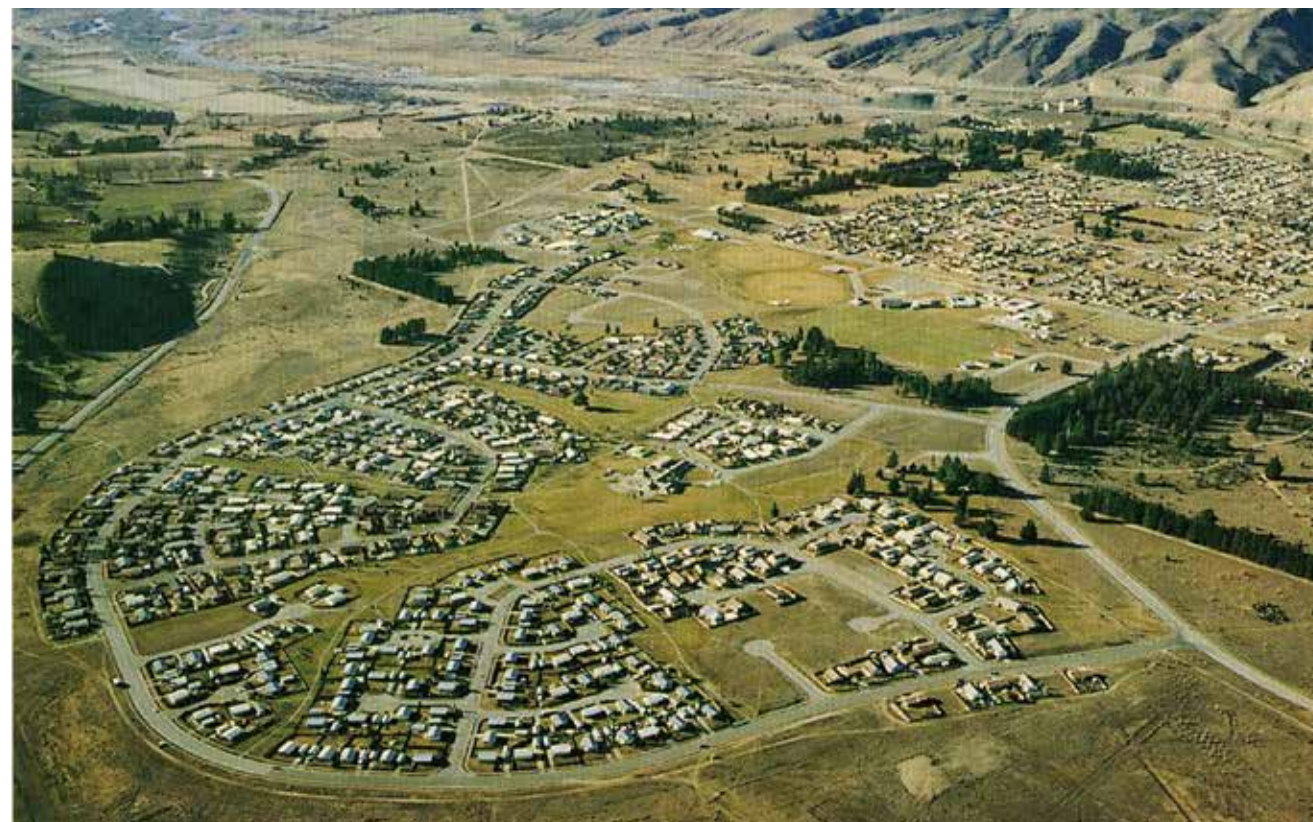




The distinctive grid-patterned streets of Cromwell associated with the initial phase of development extend between Neplusultra Street and Melmore Tce, Barry Avenue and Alpha Street i.e. 'Cromwell East'. Housing typologies generally remain that of single/detached dwellings, including infill development on titles subdivided to 250m<sup>2</sup>.

As referred above 'East Cromwell' covers an area of approximately 150 ha and has a density of approximately 8.5 dwellings/ha.

The Cromwell primary school is located at approximately mid -point to this 'original grid'. Prior to 1920 Victoria Park (in a more extensive configuration to its successor the Alpha St Recreation Reserve), was the main sporting area of Cromwell and home to rugby, soccer, tennis, croquet and bowling clubs. The Cromwell swimming pool, motor camp and a small mini golf course were also situated there.



### Hydro development phase

The Clyde Dam development<sup>13</sup> brought a re-orientation and reconfiguration of Cromwell, these changes in morphology between 'the old' and 'the new' readily apparent in aerial photographs taken at the time.

Project housing for dam employees was constructed as single family and semi-detached units, developed west of Barry Ave/Anderson Park and within the Waenga Drive crescent<sup>14</sup>.

A single men's camp was located at Bannockburn Road, outside Cromwell, and a contractor hostel and project office south of Waenga Drive<sup>15</sup>. As is apparent from the street pattern 'the new homes were grouped around small cul de sacs, with the emphasis on safe, traffic-free surroundings on spacious sections, most with direct access to greenways. The network of greenways and

*cycleways [enabled] safe playing areas for children with most youngsters having direct access to their school without having to cross a major roadway.'*

The Waenga Drive area, and more recent housing development to the south ('West Cromwell') has a density of approximately 4 dwellings/ha reflecting the urban form primarily based on the street pattern, section sizes and greenways described.



Other significant elements to Cromwell's development/Spatial Framework during this phase include:

- The Cromwell Mall - Opened in 1985 the Mall adjoins SH8B between the Luggate-Cromwell Rd (SH 6) and the new Cromwell Gorge Rd (SH 8). This route crosses the Clutha Arm to Lake Dunstan via a new bridge at Deadman's Point (replacing the bridge at the Rivers' confluence /Melmore Tce). The Mall was designed with modern retailing and office facilities, a centralized Post Office and supermarket<sup>16</sup> to replace the old commercial area with "modern shops and offices and feature(d) a small stream which winds its way through the pavelock central areas"<sup>17</sup>.





- Anderson Park sports fields, tennis and netball courts, indoor pool, and adjacent high school, gymnasium and auditorium “available for use by the community”. The park was conceived as a ‘linkage element’ “between the new and older parts of Cromwell at one end of which was the new college, and the other end of which was the public gardens with rose beds and a children’s playing area”<sup>18</sup>.
- Lake Dunstan - As a significant landscape and body of water providing an altered context to Cromwell’s environmental setting including that of a variety of ‘waterfront’ settings, views and recreational areas for camping, picnicking, boating, fishing and swimming.

By the end of this development phase Cromwell’s future was envisaged as a town offering full amenities to residents and tourists at convenient distance to local ski fields, Polytechnic facilities and an expanding economy, that included orcharding for the export market and a large industrial area.



### Current morphology

Since the 1980s, growth in Cromwell has principally occurred on the periphery of areas developed at ‘mid phase’, within the outer settlements or as consolidation and infill to the existing urban fabric. Described spatially this development has extended the urban frame:

- Within residentially zoned areas to the north of SH8B (predominantly in large titles with some slightly smaller lot sizes in the vicinity of Shortcut Rd). Typologies are predominantly single family homes. The recent ‘Wooing Tree Plan Change’ (Plan Change 12) enables a mix of site sizes for single family and attached dwellings together with an area for expanded wine tourism, retailing and visitor accommodation. Wooing Tree is not yet developed; however when subdivided urban development will then be consolidated on both sides of the main road. This will alter the ‘sense of openness/country side’ now observed north of the town centre.
- Infill to areas within ‘West Cromwell’, including the Gair Ave subdivision, housing north of McNulty Rd and as new cul de sacs within the southern sector of the Waenga Drive area. Other recent ‘infill’ locations are those of the northern Alpha St area, including the former camping ground, and the Sunhaven Cres vicinity.
- Within Bannockburn, Lowburn and Pisa Moorings.
- An area of retirement housing within the ‘Big Box’ area adjacent the town centre, east of SH6.
- Gradual redevelopment and infill as referred above.

For the most part development has occurred as single family typologies, at comparatively low densities and at increasing distance from the town centre and other ‘core amenities’.

Were this approach to be taken in the future, ongoing subdivision is unlikely to adequately meet the assessed future demand (in terms of number of dwelling units, typologies and affordability factors), with continued dispersal of housing at increasing distances from key facilities, existing infrastructure, and with continued reliance on car travel.

Other significant recent spatial elements include the extended Business area west of the Mall (to accommodate ‘Big Box retail’), and significant expansion of the industrial area south of McNulty’s Road. Development within the industrial zone (a ‘business/employment’ zone) has included a number of professional services and office leases. As noted above this trend is considered:

- Inter-related to the vacancy rates observed within the Mall with a reduced offer of services available within the town centre.
- Appears to compete for land appropriately serviced for trade and manufacturing activities (as correlated to Cromwell as a manufacturing, rural service and distribution hub).
- The services offered are reliant on customers using cars.
- May over time raise issues of reverse sensitivity to distribution and processing operations.



Within the wider town centre a notable feature is the ‘urban extension’ within the open space area and north-west of Murray Tce/ south of SH8B. This area includes a partial Big Box zone, extended parking to the Mall, a skate park, and a planned children’s playground. Further development has occurred within the Gate/ Harvest Hotel site for additional visitor accommodation and function room, ‘the Dunes’ residential development within the Golf Course site and other new housing east in the Mead Ave/Barry Ave vicinity.

Anderson Park has become a busy regional sports ‘hub’ for school aged and other codes. An all-weather hockey surface attracts visiting teams from elsewhere in New Zealand, and abroad.

Highlands Motorsport Park, located on the corner of SH6 and Sandflat Rd is a motor racing circuit. The Park was constructed as a commercial recreation facility in 2013 for a variety of motor sports, associated visitor and hosting facilities.

## Endnotes

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- 1 Refer Ministry of the Environment report Building Competitive Cities: Reform of the Urban and Infrastructure Planning System – a Discussion Document.p72, 2010.
- 2 Ministry of the Environment publication ME1276.
- 3 Rationale ‘Cromwell Housing and Business Development Capacity Assessment’, 2018.
- 4 This is documented in a variety of sources, including links via a World of Difference, Materials and other information held by the Museum and cadastral images.
- 5 Carbon dating suggests occupations during the mid-13th Century.
- 6 Kai Tahu Ki Otago Natural Resource Management Plan 2005.
- 7 Tangata whenua for Central Otago include people associated with Te Runanka o Otakou, Kati Huirapa Runaka ki Puketeraki and Te Runaka o Moeraki.
- 8 Stephenson et al ‘Bannockburn Heritage Landscape Study’. Science for Conservation 244. NZ Department of Conservation, September 2004.
- 9 Within the Area of Focus/Area of Study there are nohoaka sites near McNulty Inlet and near the Kawarau River locations.
- 10 Ibid. The information noted is that at one time Cromwell had nine hotels; Logantown “3 hotels, 4 general stores, 2 butchers, a bakery and a draper” (as described in the Walk Cromwell brochure).
- 11 Incorporated as a borough in 1866.
- 12 The formation of the lake affected 60 residences and 50 commercial premises (article entitled ‘Reflections on a Lake ’ by Shane Gilchrist, Otago Daily Times 2 January 2010.
- 13 Electricity Corporation of NZ Clyde Power Station, December 1989. Cromwell’s centrality was reflected in the government’s decision to develop employee housing: *chosen as accommodation base for the Clutha hydro projects because of its central location about 45 minutes or less drive from five proposed development sites including Queensbury and Luggate.*
- 14 *“More than 400 permanent new homes were built with an additional 85 houses relocated from Twizel. Construction included lightly clad houses with potential for removal, and masonry-clad dwellings”* Ibid Electricorp brochure.
- 15 Kinsella F ‘Fifty years of Construction Camps and Single Purpose Towns in the South’ Thesis, Victoria University of Wellington, 2012. ‘By 1984 some 511 houses were in place (including 88 temporary transportables from Twizel, 86 lightly clad houses with the potential for removal and 337 masonry clad houses). By 1986 the population of Cromwell was 3,500 (in comparison to a population of 1,200 in 1976). A standard three bedroom house [was] 106 m2 with a site of around 690m2, with a garage, fencing and individual title. The majority of houses were three bedrooms, with a minority having either two, four or five bedrooms. Transportables (also three bedroom) had a floor area of 68m2 and did not have individual title or fencing.”
- 16 Electricity Corporation of NZ ibid.
- 17 Gilchrist S ‘Reflections on Lake Dunstan ’Otago Daily Times, January 2010. In this article Peter Mead, a former Cromwell mayor, in reflecting on the Clyde project noted *“by and large most things have proved successful – the Mall would probably be the least so, and that’s because it was designed fundamentally around the principle that you had to have the post office in the middle so that it would generate foot traffic - back in those days there was a multitude of sins you could obtain at the PO. Then along came the Lange Government which effectively disestablished the post office and the cornerstone was no longer so . It was also intended that a supermarket anchor[ed] the Mall ... but ultimately we ended up with a supermarket just off the Mall so it hasn’t got the same anchor that maybe everyone hoped.”*
- 18 Electricity Corporation of NZ ibid.

# Part 2: Strategic Directions





## 2.1 Spatial Framework: Spatial Plan Strategic Directions

### 2.1.1 A World of Difference

The Spatial Framework: Spatial Plan and wider Cromwell Masterplan are grounded in the Vision, values and stories of the Central Otago 'A World of Difference'; this banner identifying and celebrating sense of place, and the region's unique strengths and qualities.

'A World of Difference' underpins the Vision and aspirations sought for the Spatial Framework: Spatial Plan.

The 'A World of Difference' regional identity encapsulates the authentic and local features residents love about living in Central Otago. 'World of Difference' touches on authenticity of landscapes and historic values, genuine local people and distinct climate.

Central Otago's recreational activities, entertainment events, motorsport, and its wine industry all draw visitors to the region. The premium productive horticultural industry provides opportunities for visitors to experience quality products within the natural growing environment.

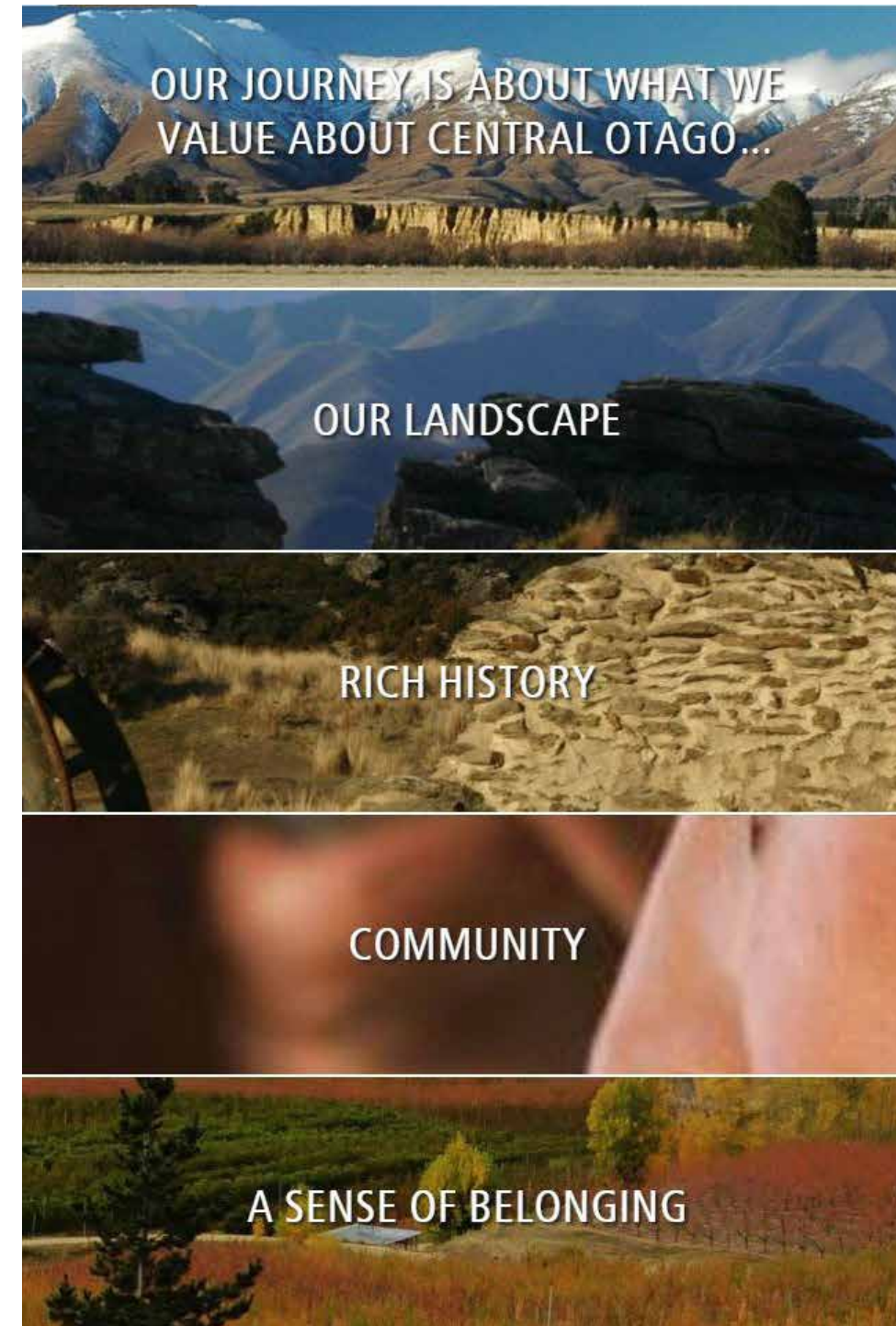
Cromwell's geographic proximity to Queenstown, an established and internationally recognised destination for visitors, enables local businesses to draw visitors seeking genuine experiences in a relaxed and authentic natural environment.

*"We know there is something special about Central Otago in a landscape sense and in a community sense. We want to protect and preserve these things we value and the quality of lives we are privileged to live."*



*"There are few places in the world which will leave you with a lasting sense of difference. Central Otago is undoubtedly one of them from its landscapes, its seasons, its people, its products and experiences. Moment by moment it will quietly reveal its differences to you in subtle and unexpected ways."*

For further detail, reference -  
[www.aworldofdifference.co.nz](http://www.aworldofdifference.co.nz)



'World of Difference' themes



2.1.2 The 'Eye to Future' Vision for Cromwell

The Vision is a statement of the preferred long term direction for Cromwell. The Vision is important as it sets out what Cromwell should be in the future and how the town will look, function and feel.

Underpinning the Vision are a series of desired outcomes:

- An attractive, vibrant and thriving heart, celebrating Cromwell's identity where people congregate, spend time and business engages and invests.
- Growth is accommodated, delivering on our landscapes and visual amenity values and enhancing how Cromwell functions.
- Housing is affordable and available to meet demand and meet the needs of a productive and strong community.
- A thriving and competitive local economy supported by available resources.

The Vision and associated outcomes are inter-related to the Investment Logic Mapping results, the multi-criteria analysis and Better Business Case work Streams. These are further described in Appendix 3.

'Eye to the Future' Masterplan Vision  
**"Embracing opportunities that protect share and enhance our 'World of Difference' values now and in the future"**



<i>Cromwell lacks a heart that is magnetic with aesthetic appeal, limiting the ability to attract locals &amp; visitors, to create a place that is vibrant that residents are proud of. 20%</i>	<i>Rapid growth &amp; housing demand, with limited planning, is driving ad hoc development, not meeting community expectations, impacting on landscapes, appeal and junctionality. 40%</i>	<i>Resistance to change, driven by a desire to keep Cromwell as it is &amp; uncertainty about its future, reduces housing options &amp; affordability, distorting its socio-economic fabric. 30%</i>	<i>Limited business &amp; community cohesion &amp; understanding of resource constraints is limiting our ability to harness economic growth opportunities. 10%</i>
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Desired Outcomes



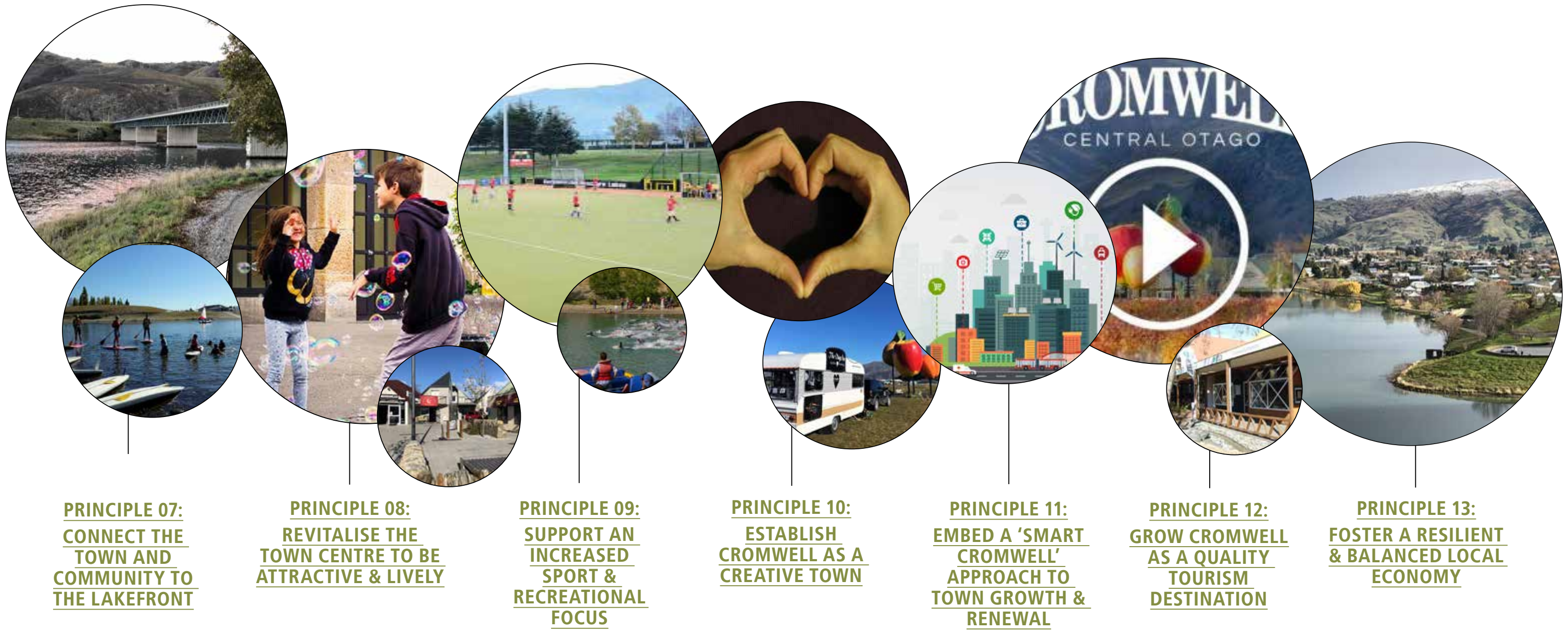
## 2.2 Key Principles of the Masterplan

The Vision for Cromwell 2050 leads us to articulate a series of key principles which underpin each element of the Spatial Framework: Spatial Plan. These are at the core of all key decisions regarding the future planning of the town. The key principles are consistent with the community's aspirations and are focused on creating good urban design outcomes aligning with Smart Growth and sustainable management.



Key Principles Diagram







## 2.3 Spatial Framework: Spatial Plan Strategic Objectives

### 2.3.1 Spatial Framework Objectives

The Spatial Framework objectives outlined below are a consolidation of the CMP Principles 1-13 in light of the community's aspirations and feedback.<sup>1</sup>

The objectives summarise 'common contextual elements' applicable to the Cromwell framework, the Town Centre and Arts and Culture Precincts, and are inter-related to;

- Recognised design principles, including the NZ Urban Design Protocol and other methodologies for sustainable communities.<sup>2</sup>
- Co-ordinated policy making and implementation factors for the CMP.
- Processes within the context of the Central Otago District Plan, Long Term and Annual Plans.

#### Objective 1: sense of place - protecting and celebrating Cromwell's valued landscape, conservation and heritage setting

- Enable consolidated urban development, predominantly accommodating future growth within existing Cromwell (including the town centre and nearby localities) at a higher density of development than is currently occurring.
- Use an identifiable and enduring urban boundary for Cromwell that recognises the valued productive and landscape setting, and protects the wider Basin from encroaching development.
- Plan for growth consistent with landscape, heritage and amenity values.
- Protect and reinforce key views within the surrounding landscapes and waterscapes.
- Provide a strong sense of arrival into the town along key road corridors.
- Acknowledge and communicate in a variety of ways the past and present 'story' of Cromwell (including the historical and contemporary associations of iwi, early wayfinding and trade routes, gold mining, and hydro development history, and associated patterns of settlement).

These factors acknowledge the significance of 'A World of Difference' values and sense of place derived from Cromwell's setting within the wider Basin, and the diversity inherent in the town's environmental context.

The Objective also references the significance of the rural sector to Cromwell's economy, the town's visual and tourism attributes, the significance to iwi of the Kawarau and Mata-Au River systems, associated cultural and spiritual resources and taonga, early food gathering, pounamu and trade routes and the town's distinctiveness. As also derived from:

- Its gold mining then hydro development past.
- As an important and strategically located service and distribution centre.

In combination these factors are reflected in significant potential for future growth, an increasingly resilient and balanced local economy, and a strong and innovative community.



**Objective 2: manage urban form and settlement to achieve an effective and efficient pattern of development**

- Manage urban growth consistent with the community's expressed preference for 'growth focused within existing Cromwell', in manner that promotes an accessible walking and cycling town with an increased/higher density of development within comfortable walking distance of the town centre and other community facilities and assets. A comfortable walking distance generally being 400-800m (about a 5-10 minute walk).
- Enable multi-use activities within the Town Centre and Arts and Culture precincts to build viability, vitality and diversity.
- Enable greenfield development and/or infill opportunities where consistent with a consolidated urban form and higher density objectives, in locations contiguous with existing subdivision and development and existing infrastructure.
- Retain the productive capacity of rural areas, protecting rural land around the town and within wider Basin in a considered and strategic manner, acknowledging the significance of climatic and other factors to localised growing environments, allied productivity outputs, and GDP.
- Manage development within industrial areas to encourage more intensive use of sites, and to retain land for core industrial purposes acknowledging Cromwell's significance as a transportation, processing and distribution hub/junction within the wider region.
- Retain outlying settlements primarily as per their existing extent, and to strengthen a compact pattern of development within existing Cromwell.
- Promote a high quality built environment and public realm and the enhancement and stewardship of the town and its setting, consistent with 'A World of Difference' values.
- Manage subdivision and land use development to an improved standard of amenity and design.
- Manage reverse sensitivity impacts by segregating polluting or noisy industrial and commercial recreation uses, farming activities and strategic infrastructure, from residential and commercial environments.

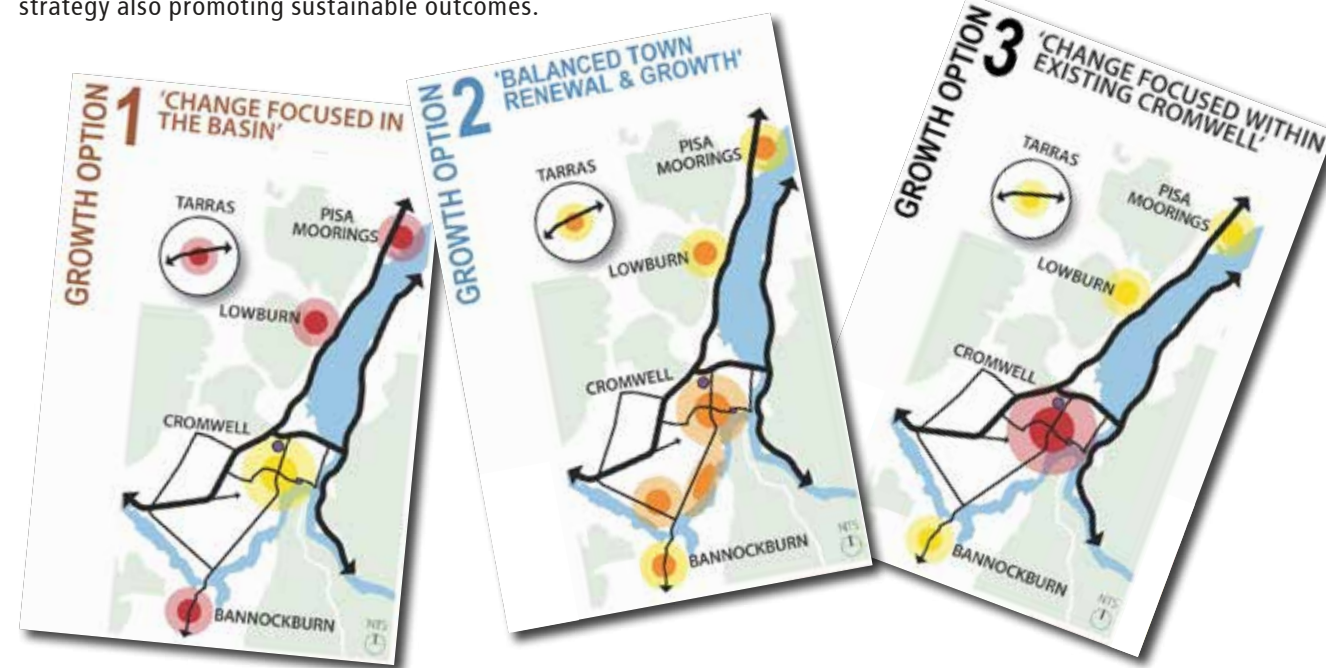
- Improve connectivity of the public realm within and beyond Cromwell, particularly to the water's edge and key open space nodes. These include McNulty's Inlet and the Alpha Street Reserve, the Walk Cromwell trials and planned extensions to Central Otago bike trails.

Three options for a future urban form were considered during the final community engagement phase of the Cromwell Master Plan project: refer Appendix 2. These options were:

- 'Change focused within the Basin'
- 'Balanced town renewal and growth'
- 'Growth focused within existing Cromwell'

A consolidated form of urban development including a 'mixed use town centre' was most favoured by respondents who also observed inter-related benefits to a revitalised town centre and as a means to retain the small, localised character of the outer settlements. These factors are thus reflected in Objective 2.

Objective 2 also aligns with promoting a livable community in an effective and efficient manner, effectively using (and strategically extending) urban development and key infrastructure. A strategy also promoting sustainable outcomes.



**Objective 3: active engagement and partnership with tangata whenua**

- Promote active engagement and partnership with Kai Tahu as tangata whenua including as associated with natural resources, cultural sites, historic and contemporary connections with land, water, taonga, and waihi tapu sites, and the mauri of land and water.
- Further discuss and explore with Kai Tahu agencies measures to recognise and facilitate incorporating Maori cultural values and mana whenua.
- Provide for whanaungatanga (social relationships) and cultural identity in urban design so that these values can be reflected in work, leisure and living environments, and within spaces within the public realm.
- Consider the Te Aranga Maori Cultural Landscapes Strategy<sup>3</sup> in the context of the implementation measures for the Spatial Framework.

Ongoing discussion and engagement with Kai Tahu agencies is envisaged to address:

- Measures and opportunities to further acknowledge, protect and enhance Maori cultural values within the Cromwell 'Eye to the Future' Masteplan (including development and articulation of physical and metaphysical cultural landscapes),
- Installations and other interpretive elements and,
- Potential investment and joint venture opportunities.



**Objective 4: acknowledging community, authentic local character and identity**

- Foster the strong sense of local community that Cromwell is well known for.
- Ensure all sectors of the community (young children, youth, families and seniors) are considered and planned for in the growth of the town.
- Address current challenges and perceptions of change to community identity by ongoing collaboration and support to community and public sector agencies.
- Provide places, public spaces and events that bring the community together and attracts visitors, capitalising on Cromwell's attributes including night skies, distinctive seasons, proximity to water/Lake Dunstan, horticultural and viticultural produce, Maori cultural and heritage values, widely promote and celebrate 'A World of Difference' values/ experience.
- Support a culture of local innovation.
- Ensure cultural and heritage values are appropriately recognised, retained and celebrated particularly those that allude to the evolution of Cromwell including early wayfinding, communities of interest and successive phases of settlement.

Cromwell has a strong sense of community and collaboration across educational, recreational and voluntary sector agencies. Objective 4 acknowledges the importance of these factors to the further development of the town, its resilience and to an innovative and collaborative future.



**Objective 5: residential development and amenity**

- Address current and future housing needs for all sectors of the community.
- Provide sufficient residential capacity to meet demand and housing choice as it arises including visitor and seasonal worker accommodation.
- Provide a wider range of housing types and sizes ('typologies') in order to ensure a greater choice of accommodation and livability for all segments of the Cromwell community.
- Retain, enhance and extend the greenways of Cromwell including within new residential developments and infill areas.
- Identify the design outcomes sought and where appropriate, create precinct-based design guidelines to promote considered development and a high quality of amenity.

Cromwell's current housing stock is largely that of single family homes. Objective 5 recognises the changing demographics in household size to more numerous smaller households, the likely increase of more family and flatting groups (allied to Cromwell's popularity and relative affordability within the Queenstown and wider Central Otago labour markets), the growing seasonal workforce, and increased demand for tourism and holiday accommodation. The evaluation of residential development proposals should therefore include consideration of availability, affordability and convenience, and mix of typologies proposed (as correlated to current and future local demand assessment). Significantly both infill and greenfield housing development/ redevelopment should also be assessed with regard to CMP objectives for a highly livable community.

Projected population and household growth within the planning period is discussed in more detail on the following pages. However, as intimated the 'CMP 2050' strategy for urban consolidation will require an increased density of residential development including for altered typologies that are attached and semi-detached dwellings and mixed use commercial/ residential development in the town centre. An increased density of housing is supported by;

- Improved accessibility to shops and services.
- Increased viability of the town centre and other 'nodes', including the Arts and Culture Precinct.

- Reduced demand for parking spaces.
- In the longer term improved access to public transport, less dependency on car travel and thus reduced pollution, and greater health benefits.

For residential locations aligning with the Masterplan it is important to acknowledge the desired 'yield' (as target densities) early to ensure that cumulatively the demand/supply factors are balanced so far as possible.

Once development is established at lower densities, it is often difficult to manage the transition to more intensive development and accommodate significant levels of growth via infill typologies. The Spatial Framework: Spatial Plan therefore identifies a number of greenfield locations close to the town centre as a cornerstone to 'Cromwell 2050', together with mixed use retail, commercial and residential development within the Town Centre Precinct itself.





### Objective 6: revitalise the town centre

- Plan for an attractive, vibrant and thriving heart that is Cromwell's principal commercial area, celebrating local identity and where people congregate and spend time, and business engages and invests.
- Strategise town centre revitalisation on the basis of a 'multi-functional centre' with a diverse range of activities, and spaces.
- Create improved internal and external access (and associated 'lines of sight') within the Mall and to its outer edges. These include the Big Fruit Reserve, Anderson Park, the supermarket/ Big Box locale west of Murray Tce, and residential areas east of Barry Ave.
- Undertake precinct planning on the basis of consolidation and infill primarily within the "ring road" comprised of Murray Tce, Waenga Drive and Barry Ave.
- Diversify and enhance the mix of retail, office, administration and professional services, multi-unit resident and visitor accommodation.
- Adopt a hierarchy of small, localised convenience centres for areas beyond the Town Centre Precinct, and beyond the 800m radius.

The Cromwell Mall and town centre was first developed in the 1970s, as associated with the Clyde Dam development. It is arguably the least modified of the various malls built in association with the North and South Island hydro projects of that period, and has a certain distinctiveness on that basis. However, as is characteristic of a number of retail environments elsewhere, the Mall and wider town centre has been negatively impacted by a period of relatively high vacancy rates and significant changes in shopping and purchasing habits, (including on-line shopping and Big Box development). Significantly new office development to the McNulty Rd industrial area, rather than within the town centre, is also considered a contributory factor to the changing commercial landscape of the Mall.

Revitalising the Mall and town centre to a definitive, co-ordinated strategy with a focus on multi-use retail, commercial and residential development is a key element to the Cromwell 2050 strategy ('growth focused within existing Cromwell, and 'a mixed use town centre'), and as allied to residential growth accommodated within a convenient walking distance. The multi-use strategy for the town centre also correlates with residential and visitor accommodation within the Town Centre Precinct, and allied 'attractors'.



Objective 6 is supported by;

- Excellent visibility and accessibility from State Highways 6 and 8B to the town centre and/reduced efficiencies for vehicular access,
- Improving amenity values of frontages to the distributor roads and,
- Designing new buildings and external spaces per site in an integrated way to achieve the more intensive use of sites.

A further factor for the town centre is the use of a number of industrial sites as professional offices and services (and the contemplation of residential/worker accommodation development). Cumulatively over time these factors:

- Impact on the supply of industrial land.
- Adversely affect the vitality and viability of the town centre.
- Are contrary to 'Cromwell 2050' objectives for a multi-functional town centre with increased office and professional services conveniently located to the surrounding population.





### Objective 7: rural productive environments, landscape and amenity values

- Provide for the efficient and effective functioning of rural areas within the Cromwell Basin.
- Manage the subdivision, use and development of rural land cognisant with the productive environment, and its associated operational and investment profile.
- Maintain and enhance areas and features of cultural, historical, landscape or ecological value.
- Ensure development is compatible with rural character and avoids reverse sensitivity impacts, including managing subdivision to avoid 'rural residential' or 'semi-urban' development/loss of resources created by fragmentation of productive land.
- Provide appropriate separation or buffering for environmental protection.
- Clearly demarcate rural and urban boundaries.
- Acknowledge the unique 'A World of Difference' values and resources within Cromwell's rural frame and manage in accordance with these attributes to defined environmental objectives (as correlated to the community's expressed preference to avoid urban sprawl, and to recognise and protect the significant investment, landscape and amenity values).

The amenity, visual, landscape and productive values associated with the land surrounding Cromwell are addressed above. The values and attributes of these areas/resources are considered strategically significant to the local and export economy (including tourism markets) and are a form of 'conservation' or 'special character' environments not able to be replicated elsewhere. They are also a key element to;

- The Spatial Framework: Spatial Plan and to the consolidation of urban growth within existing Cromwell.
- A sustainable and innovative economy.

Objective 7 therefore envisages that living opportunities within the outer Spatial Framework/rural environments should be limited to persons required to locate 'on-site' e.g. farmer owner, manager and worker accommodation. Options for rural residential living include the area to the south of Cromwell township and within R-R zones elsewhere within the District. Objective 7 also fosters efficiency in the supply of bulk services by avoiding potential future demand for supply of bulk services in the longer term to areas at some distance from the Cromwell urban area.

Objective 7 also enables offset to reverse sensitivity impacts such as noise from frost fighting installations, irrigation drift, daytime and night time cropping and harvesting activities and proximity to spraying operations.

### Objective 8: connectivity - a compact walking and cycling town

- Improve the legibility of the main routes and entry points to Cromwell including buffer and amenity and avenue plantings.
- Create additional gateway features within the primary entry to Cromwell, also celebrating the 'landmark' status of the Big Fruit.
- Identify key waterfront/and lakefront nodes of activity including Lowburn Inlet, McNulty Inlet, Alpha St Reserve, Anderson Park, the Arts and Culture Precinct, Kawarau River/Bannockburn Rd.
- Use a 'management strategy' approach to define an inter-related role and identity for each node e.g. pocket parks, swimming and other water sports and activities, active and passive recreation, interpretative information and tourism trails (biking hub vs coffee/ ice cream concession, E charging etc. Use placemaking principles encourage the cluster and proximity of potential activities within the same locality.
- Allow for easy accessibility and link these nodes meaningfully throughout the town to improve connectivity and wayfinding e.g. repeated design elements, lighting, paving, signage.
- Improve the 'legibility' of principal streets as connecting elements within the Spatial Framework e.g. Neplusultra St, Barry Ave - Melmore Tce, (N/S) Waenga Drive and Gair Ave.
- Use public art to emphasize key nodal points, landmarks and views and to improve orientation and wayfinding, reasons to visit or pass by.
- Support and grow the regional bike trail network as it relates to the Cromwell lakeshore and waterfront nodes, and links to existing walkways throughout Cromwell and wider Basin.
- Consider measures (e.g. using interpretive apps, public art and design) to tell stories of ancient and modern settlement, trading and resources and tourism information.
- Support public transport services and travel via concession arrangements including water taxi services, Park 'n' Ride, bike trail shuttle as some examples.

- Improved pedestrian paths and bike crossings, including within the Town Centre Precinct.
- Protect and enhance character features such as water races, provide overlook to gold mining sluicing, viticulture, celebrate distinctiveness e.g. the 45th Parallel.
- New development should provide for extended greenways, integrated with other open space/urban open space network:





Objective 8 is another 'cornerstone' to the Spatial Framework: Spatial Plan, and is inter-related to objectives for improved links between Cromwell, its outer settlements and Lake Dunstan.

Objective 8 also seeks to promote ease of access throughout the town by all sectors and age groups of the community (enhanced by its generally flat topography), and to discourage new development 'turning its back' and/or 'privatising' edges to major landscape features, including the lakeshore and associated open space.

The availability and use of existing and potential greenways is a significant element to Cromwell's connectivity within different areas and to key facilities such as schools, neighbourhoods, the local dairy and so on. They are a much valued feature of the town, and provide a degree of shelter to users during hot and/or windy days. The greenways also provide borrowed landscapes/ townscape, affording nearby and more distant views within most residential areas of Cromwell.

Objective 8 notes the desirability of extending these corridors within greenfield areas, linking to key nodes and community facilities. Presently mature plantings are mostly deciduous species. It would seem possible to trial some inter-plantings of native species to assist habitat values and as aligned with improved environmental sustainability.

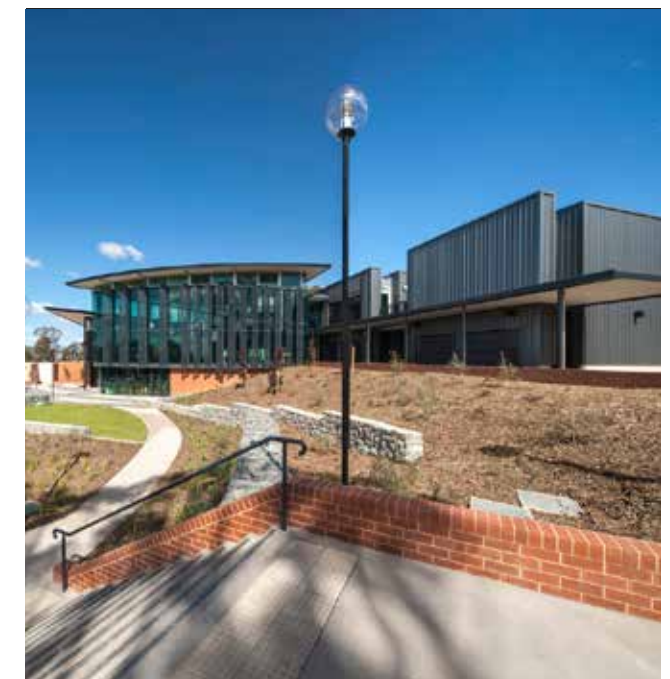
New and existing greenways are an important offset to an increased density of development facilitated by the Spatial Framework: Spatial Plan.

### Objective 9: sport, recreation and other community spaces and activities

- Encourage an increased sport and a recreational focus for the town.
- Retain and enhance key recreational assets such as Anderson Park, further investigate the Park's current and future role in meeting the recreational needs of the Cromwell and the wider community and any associated spatial planning requirements.
- Create the Alpha Street lakeshore vicinity as an iconic space and a key location within the 'necklace' of activity nodes close to the lake and water's edge; refer development objective 8.
- Provide for a diversity of recreational uses that meet the varying and changing needs of local and visitor population (including those of seasonal workers).
- Further investigate the wider role of Cromwell could potentially play as a sports and regional hub.
- Support the provision of additional 'active' open space e.g. ovals, expanded (possibly multi-functional) club facilities and/or indoor stadium facilities.
- Pursue opportunities for increased tertiary education facilities, and for higher order health services as appropriate.

The population projections for Cromwell anticipate that the community will an approximately double in size over the next 30 years. There will thus be further demand for recreational, educational and health services/facilities for residents and visitors, particularly if there is also significant tourism growth. Response to these factors will need to correlate with any regional proposals, and the intentions of outside agencies as service providers including the Ministry of Education and Ministry of Health.

The Spatial Framework: Spatial Plan acknowledges current locations of these facilities and what is presently known of agency plans. On-going communications and updates between CODC and these agencies will enable provision via District and Annual Plan processes.



## 2.4 Growth Projections

Population and growth projections for the Cromwell area have been analysed by Rationale<sup>4</sup>.

Over the 2014 to 2017 period the rate of population growth in the Cromwell Ward<sup>5</sup> increased from 2.4% to 4.8% per annum and was the highest growth area within Central Otago District<sup>6</sup>.

Population Growth Per Annum	2014	2015	2016	2017
Cromwell Ward	2.24%	3.28%	4.08%	4.80%
Central Otago District	1.89%	1.86%	2.60%	3.05%

This compares to growth within the Otago Region between 2013 -2016 at 1.6% per annum, and between 2016 to June 2017 at 2.3% per annum. The extent of District growth compared the national trends is shown in the data analysis by Infometrics; <https://ecoprofile.infometrics.co.nz/Otago>, alongside tourism, earning and housing affordability trends<sup>7</sup>.

The population forecasts for the Cromwell Ward 2018 – 2048, adopting the SNZ 2013 'high scenario' projections, are for a population of approximately 12,000 towards the end of the 'Cromwell 2050' planning period<sup>8</sup>. Statistics NZ regularly update the population projections and the implications for the CMP will be monitored over time by Central Otago District Council.

Forecast Future Population	2018	2028	2038	2048
Cromwell Ward Resident Population	7,750	9450	10,900	12,150
Population Increase per Decade	-	1,700 (170 p p/a)	1,450 (145 p p/a)	1,250 (125 p p/a)
Estimated Number of Households*	3,370	4,295	4,955	5,523
Household Increase Per Decade	-	925 (c.92 hhlds. p/a)	660 (c.66 hhlds. p/a)	568 (c.57 hhlds. p/a)

\*Based on a ratios of 2.3, 2.2 and 2.2 pp/household in 2018, 2028 and 2048 respectively.

The projections anticipate that the median age of residents will increase to 50 years and over for Central Otago (and within the Tasman, Marlborough Kaikoura, Waimate districts and Nelson City). More children are anticipated within Queenstown Lakes, Selwyn and various North Island districts, however this is not presently a feature associated with projection scenarios for the Central Otago District.

Anecdotal information from the Cromwell community and elsewhere<sup>9</sup> is that Cromwell's recent growth includes young families attracted by residential and lifestyle choice, and accessibility to the Wanaka and Queenstown markets. Other growth would appear to be inter-related with technology capabilities that enable considerable flexibility in locational choice/ work environments via internet (whether these work places correlate to local, regional or international markets, or all in combination).

The results of the 2018 Census are anticipated to show something of these trends, including changes in age group profiles and household compositions; all of which will impact on residential demand factors, employment growth and services provision within the next 3 decades. This may or may not alter the scenarios underlying the current projections for the District.

To accommodate growth the Spatial Framework: Spatial Plan provides for new greenfield areas and infill development within convenient distance to the town centre and nearby and a mixed use town centre, in a compact pattern of development.

The Cromwell 'Eye to the Future' Masterplan programme assists the Central Otago District Council in meeting statutory responsibilities under the Resource Management Act (1991) and the Local Government Act (2002) in terms of how it responds to and manages growth<sup>10</sup>.

A policy directive under the Resource Management Act in accommodating growth is that of the *National Policy Statement on Urban Development Capacity 2016* (NPS- UDC). In order to give effect to the NPS-UDC there must be sufficient, appropriately zoned land for housing, retail, commercial, and industrial purposes i.e. as enabling effective and efficient residential and business environments. The UDC includes an additional a 'buffer capacity' of calculated land area plus 15%.

The Cromwell Housing and Business Capacity Assessment<sup>11</sup> indicates sufficient capacity to meet the demand for housing out to 2048, including as provided within the town centre and nearby locations.

For business environments the Capacity Assessment shows a potential additional sufficiency level of between 3 (low) and c.100 ha (upper) demand: the greater part of that area as industrially-zoned land. The Assessment takes account of current employment ratios (which include a number of 'commercial office' activities which have established over time in the McNulty Rd vicinity). It also notes various scenario testing, in regard to this that "the status quo demonstrates that the employee land requirements at the current rates are not sustainable in the future, showing that a [hypothetical] 333 ha of land [would need] to be released to accommodate employment at the current densities. Land must therefore be used more efficiently and effectively to accommodate future trends. By shifting the [assessed] future office demand to the town centre [additional] land required in the town centre, [including the Big Box area] is 0.5 ha. There is sufficient industrial land provided currently for industrial activities" with a potential sufficiency of 30 ha 'as correlated to approximately 320 m<sup>2</sup>/person employed rather than the current 570m<sup>2</sup>/person employed).

Thus if current and new commercial development is attracted back to the town centre (in parallel with the recommended Spatial Framework: Spatial Plan and an altered permitting regime within the District Plan), then levels of sufficiency/increased land requirements for the industrial zone are anticipated to be significantly reduced impacting on the high scenario assessment. The ongoing monitoring of these factors to correlate development staging and infrastructure investment, and to promote consolidated development, will be important in meeting goals for sustainable management (including an appropriate vacancy rate)<sup>12</sup>.

The Capacity Assessment notes 'continuous monitoring of targets using the MBIE UDC Dashboard and CODC's own monitoring will ensure the commercial feasibility targets will provide sufficient capacity to meet demand'.

The NPS-UDC does not currently apply to the Cromwell township and will not do so until Cromwell's urban environment, as defined in the NPS, reaches 10,000 or more people.



## 2.5 Future Assessed Yield

The greater part of the Cromwell urban area is zoned 'Residential'. Typically the original properties within 'Cromwell East' (generally south of Neplusultra St) were approximately 1000m<sup>2</sup>; those in 'West Cromwell' (generally Waenga Drive and vicinity) are approximately 700-1000m<sup>2</sup>. The District Plan enables subdivision to 250m<sup>2</sup> per lot within 'East' and 'West' vicinities, thus a number of properties have been developed as infill housing.

In newer residential areas on the peripheries of existing development there are various densities /zones including:

- Residential Resource Area (RRA) 12 (including greenfield land west of Waenga Drive to SH6) 500m<sup>2</sup> 'inner area, 1000m<sup>2</sup> on the outer fringe.
- RRA 6 (including currently rural land east of SH6/ north of SH8B to McNulty Inlet) 4000 m<sup>2</sup>.
- RRA 3 (including currently rural land east of SH6 adjacent to McNulty Inlet) 1000 m<sup>2</sup>.
- The Wooing Tree property zone (Plan Change 12, north of SH8B) in a combination of larger and smaller lots, for an overall average approx.1200m<sup>2</sup>/ dwelling.
- Shortcut Rd vicinity (900-1,000m<sup>2</sup> sites set amongst a series of greenways).
- Lower density residential areas including RRA 2 and Rural Residential along the Bannockburn –Cromwell Rd areas ranging from 4,000m<sup>2</sup> up to 1.6ha.
- Rural areas along Pearson Rd (RU[RR]) ranging from approximately 1ha upwards.

Within the settlements beyond the Cromwell urban extent zones have a variety of site size requirements<sup>13</sup> :

- Bannockburn (RRA 4- min allotment size 1500m<sup>2</sup> with an average lot size of 2,000m<sup>2</sup>) with an existing density of c.1.4 dwellings/ha.
- Parts of Cairnmuir Peninsula (RRA 1 and RRA 2 - min allotment sizes of 3- 4000m<sup>2</sup> with an average lot size of 1ha) at similar at similar density to Bannockburn.
- Pisa Moorings (predominantly RRA 3, 11 and 13 with minimum allotment size of 1000m<sup>2</sup>, and minor areas of 300m<sup>2</sup> and 600m<sup>2</sup>) with an existing density of 6-7 dwellings/ha.
- Lowburn RRA 5; min allotment size 3000m<sup>2</sup>.
- Tarras RS- Rural Settlement area.

Estimated yields and churn factors are shown in the table below<sup>14</sup>.

The overall density for the Cromwell urban area is presently approximately 5.2 dwellings per ha, with the potential to intensify/increase densities to 10 dwellings per ha or greater by:

- Development of presently undeveloped residentially zoned areas,
- Intensification of existing developed area (churn and renewal) and,
- New development of 'greenfield' sites within the existing urban area.

The potential increase in density towards the end of the planning period (correlating with that shown in the 'possible churn/redevelopment figures) is indicative only, and is not based on concept design for greenfield locations or specific footprints within a mixed use town centre. The analysis assumes changes to the District Plan and/or other enabling measures.

The images on the following pages are examples of housing typologies at varying densities, photographed in Cromwell and elsewhere together with several hypothetical infill layouts, the later illustrating how this assists provision of additional dwellings.

The densities and typologies envisaged for the Spatial Framework: Spatial Plan are similar to those planned for a number of rural and satellite centres throughout New Zealand as many territorial authorities adopt a 'vibrant, walkable' methodology for urban form to foster community and manage sufficiency targets in response to changing housing needs and increased resident and visitor growth.

Cromwell 2050 - Estimated Residential Yields

	Residential Site	Gross Area (Ha)	Efficiencies (varies approx. 75-80%)	Densities (Dwellings/Ha.)		Possible Yield	
				Low	High	Low	High
Existing Consents	Top 10 Holiday Park	12.6	10.1	actual 180		180	180
	Wooing Tree Vineyard	25.5	20.4	actual 210	(15)	210	(400)
New Greenfield	Golf Course	46	34	15	20	510	680
	Freeway Orchard	8.8	7	10	15	70	106
	Sew Hoy Estate	27.5	22	15	20	330	440
	Gair Ave –Final Stage	5	4	10	15	40	60
	The Chalets	4	3.2	10	15	32	48
Town Centre Area	North Cromwell	20	15	10	15	150	225
	The Gate-Harvest Hotel	1.5	1.2	30	40	36	48
	Western Sector	1	0.8	60	80	48	64
	Bow Tie Mixed Use	1	0.8	60	80	48	64
<b>Subtotal</b>						<b>1,654</b>	<b>2,125</b>
Possible Churn/ Redevelopment to 2050	East Cromwell	140	105@20%	15	20	315	420
	West Cromwell	120	90@20%	15	20	270	360
	North Cromwell	60	45@20%	10	15	90	135
<b>Subtotal</b>						<b>675</b>	<b>915</b>
Settlements (Est. undeveloped residential areas)	Bannockburn	35	28	4	5	110	140
	Pisa Moorings	8.5	6.8	10	15	70	100
	Lowburn	10	8	3	3.5	25	30
<b>Subtotal</b>						<b>205</b>	<b>270</b>
<b>Totals</b>						<b>2,534</b>	<b>3,310</b>

## DENSITY 1 - 5 DW/HA

<b>TYPICAL HOUSING TYPES</b>	Detached house on a large section
<b>TYPICAL SECTION SIZES</b>	2,000 - 10,000 plus sq.m
<b>TYPICAL BUILDING HEIGHTS</b>	1 - 2 storeys, mostly single storey.
<b>WHO DOES THIS HOUSING TYPE BEST SUIT?</b>	Suited to: <ul style="list-style-type: none"> <li>■ Couples without dependents.</li> <li>■ Couples with dependents/families.</li> <li>■ Group households/other families.</li> <li>■ Rural producers.</li> <li>■ Retirees (tree changers).</li> </ul>
<b>LOCATIONAL CONSIDERATIONS</b>	Close proximity and safe access to: <ul style="list-style-type: none"> <li>■ Walking trails and open spaces i.e. lifestyle.</li> </ul>
<b>LOCAL EXAMPLES</b>	<ul style="list-style-type: none"> <li>■ Lowburn.</li> <li>■ Bannockburn.</li> <li>■ Waterfront east of McNulty's Inlet.</li> </ul>



## DENSITY 5 - 10 DW/HA

<b>TYPICAL HOUSING TYPES</b>	Detached House
<b>TYPICAL SECTION SIZES</b>	700 - 2,000sq.m
<b>TYPICAL BUILDING HEIGHTS</b>	1 - 2 storeys, mostly single storey.
<b>WHO DOES THIS HOUSING TYPE BEST SUIT?</b>	Suited to: <ul style="list-style-type: none"> <li>■ Couples without dependents.</li> <li>■ Couples with dependents/families.</li> <li>■ Families.</li> <li>■ Group households/other families.</li> </ul>
<b>LOCATIONAL CONSIDERATIONS</b>	Close proximity and safe access to: <ul style="list-style-type: none"> <li>■ Walking trails and open spaces i.e. lifestyle.</li> </ul>
<b>LOCAL EXAMPLES</b>	<ul style="list-style-type: none"> <li>■ Cromwell West.</li> <li>■ Cromwell East.</li> </ul>



## DENSITY 10 - 15 DW/HA

<b>TYPICAL HOUSING TYPES</b>	Detached House Semi Detached Houses
<b>TYPICAL SECTION SIZES</b>	500 - 700sq.m
<b>TYPICAL BUILDING HEIGHTS</b>	1 - 2 storeys
<b>WHO DOES THIS HOUSING TYPE BEST SUIT?</b>	Suited to: <ul style="list-style-type: none"> <li>■ Couples without dependents.</li> <li>■ Group households / other families / share houses.</li> <li>■ Families.</li> </ul>
<b>LOCATIONAL CONSIDERATIONS</b>	Close proximity and safe access to: <ul style="list-style-type: none"> <li>■ Employment areas/jobs.</li> <li>■ Shops.</li> <li>■ Medical facilities/community facilities.</li> <li>■ Schools.</li> <li>■ Walking trails and open spaces i.e. lifestyle.</li> <li>■ Public transport.</li> </ul>
<b>LOCAL EXAMPLES</b>	<ul style="list-style-type: none"> <li>■ Cromwell East (smaller infill development).</li> </ul>



## DENSITY 15 - 20 DW/HA

<b>TYPICAL HOUSING TYPES</b>	Detached House Semi Attached Terraces Houses Villa Units Duplexes
<b>TYPICAL SECTION SIZES</b>	300sq.m - 500sq.m
<b>TYPICAL BUILDING HEIGHTS</b>	1 - 3 storeys
<b>WHO DOES THIS HOUSING TYPE BEST SUIT?</b>	Suited to: <ul style="list-style-type: none"> <li>■ Couples without dependents.</li> <li>■ Group households/other families/share houses.</li> <li>■ Families.</li> </ul>
<b>LOCATIONAL CONSIDERATIONS</b>	Close proximity and safe access to: <ul style="list-style-type: none"> <li>■ Employment areas/jobs.</li> <li>■ Shops.</li> <li>■ Medical facilities/community facilities.</li> <li>■ Schools.</li> <li>■ Walking trails and open spaces i.e. lifestyle.</li> <li>■ Public transport.</li> </ul>
<b>LOCAL EXAMPLES</b>	<ul style="list-style-type: none"> <li>■ Pisa Moorings.</li> <li>■ Golden View Lifestyle Village.</li> <li>■ Cromwell East (black units on Melmore Tce).</li> </ul>



Housing Density Examples



## DENSITY 20 - 25 DW/HA

<b>TYPICAL HOUSING TYPES</b>	Semi Attached Terrace Houses Attached Terrace Houses Villa Units Duplexes
<b>TYPICAL SECTION SIZES</b>	less than 300sq.m
<b>TYPICAL BUILDING HEIGHTS</b>	1 - 3 storeys
<b>WHO DOES THIS HOUSING TYPE BEST SUIT?</b>	Suited to: <ul style="list-style-type: none"> <li>■ Lone person households i.e. students, older people.</li> <li>■ Couples without dependents.</li> <li>■ Couples with dependents/families.</li> </ul>
<b>LOCATIONAL CONSIDERATIONS</b>	Close proximity and safe access to: <ul style="list-style-type: none"> <li>■ Employment areas/jobs.</li> <li>■ Shops.</li> <li>■ Medical facilities/community facilities.</li> <li>■ Schools.</li> <li>■ Walking trails and open spaces i.e. lifestyle.</li> <li>■ Public transport.</li> </ul>
<b>LOCAL EXAMPLES</b>	■ Limited - Queenstown and Wanaka.



## DENSITY 25 - 30 DW/HA

<b>TYPICAL HOUSING TYPES</b>	Semi Attached Terraces Houses Villa Units Duplexes Low Rise / Walk Up Apartments (3-4 storey)
<b>TYPICAL SECTION SIZES</b>	less than 300sq.m (not applicable to apartments)
<b>TYPICAL BUILDING HEIGHTS</b>	2 - 3 storeys
<b>WHO DOES THIS HOUSING TYPE BEST SUIT?</b>	Suited to: <ul style="list-style-type: none"> <li>■ Lone person households i.e. students, older people.</li> <li>■ Couples without dependents.</li> <li>■ Couples with dependents/families.</li> </ul>
<b>LOCATIONAL CONSIDERATIONS</b>	Close proximity and safe access to: <ul style="list-style-type: none"> <li>■ Employment areas/jobs.</li> <li>■ Shops.</li> <li>■ Medical facilities/community facilities.</li> <li>■ Schools.</li> <li>■ Walking trails and open spaces i.e. lifestyle.</li> <li>■ Public transport..</li> </ul>
<b>LOCAL EXAMPLES</b>	■ Limited - Queenstown and Wanaka.



## DENSITY 30 - 40 DW/HA

<b>TYPICAL HOUSING TYPES</b>	Apartments Shop Top within Town Centre
<b>TYPICAL SECTION SIZES</b>	N/A - Integrated Development
<b>TYPICAL BUILDING HEIGHTS</b>	3 - 4 storeys
<b>WHO DOES THIS HOUSING TYPE BEST SUIT?</b>	Suited to: <ul style="list-style-type: none"> <li>■ Lone person households e.g. students.</li> <li>■ Couples without dependents.</li> <li>■ Short Stay Accommodation.</li> <li>■ Tourism / Air BNB.</li> <li>■ Seasonal Workers.</li> </ul>
<b>LOCATIONAL CONSIDERATIONS</b>	Close proximity and safe access to: <ul style="list-style-type: none"> <li>■ Employment areas/jobs.</li> <li>■ Shops/community facilities.</li> <li>■ Walking trails and open spaces i.e. lifestyle.</li> <li>■ Public transport.</li> </ul>
<b>LOCAL EXAMPLES</b>	■ N/A

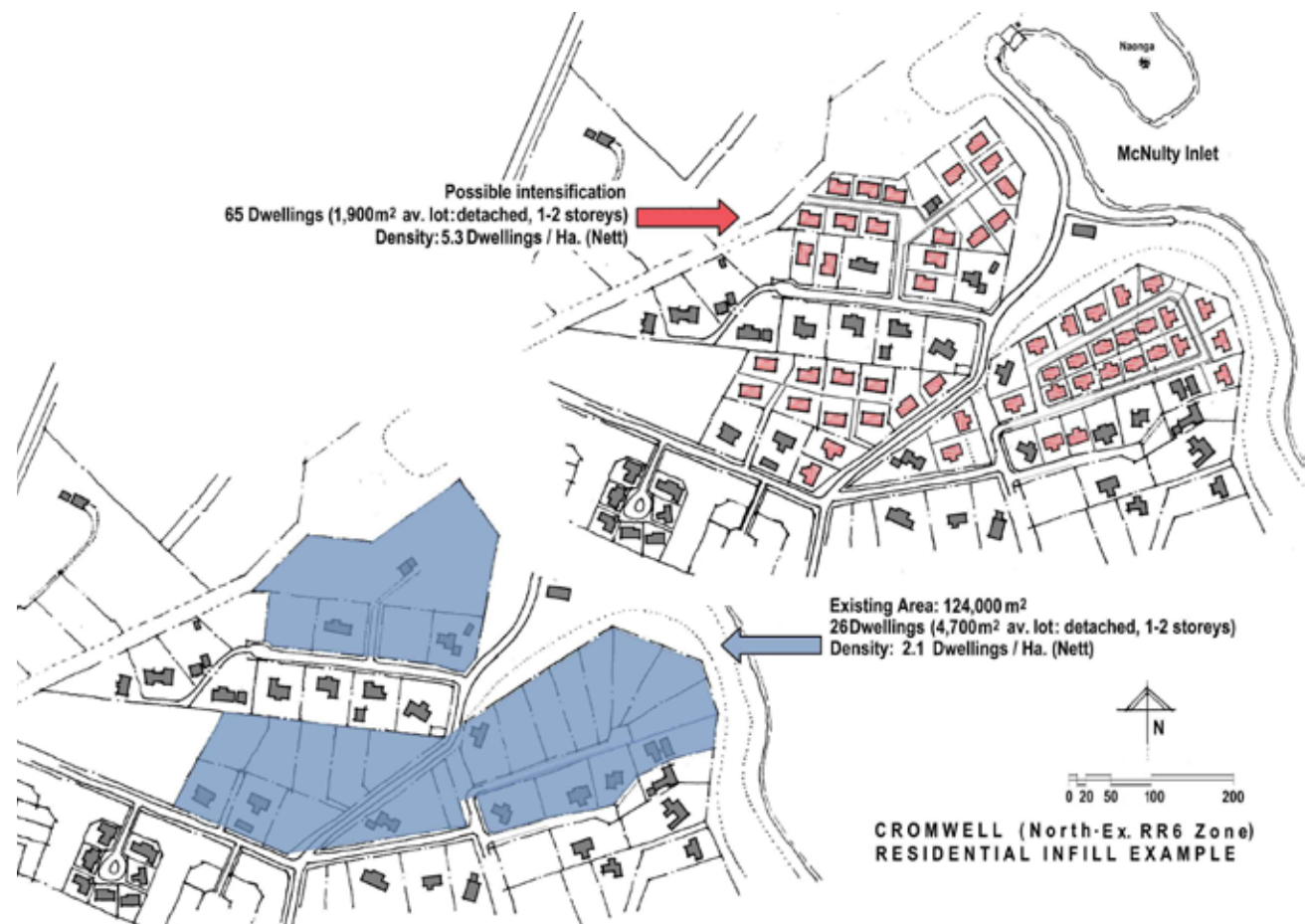
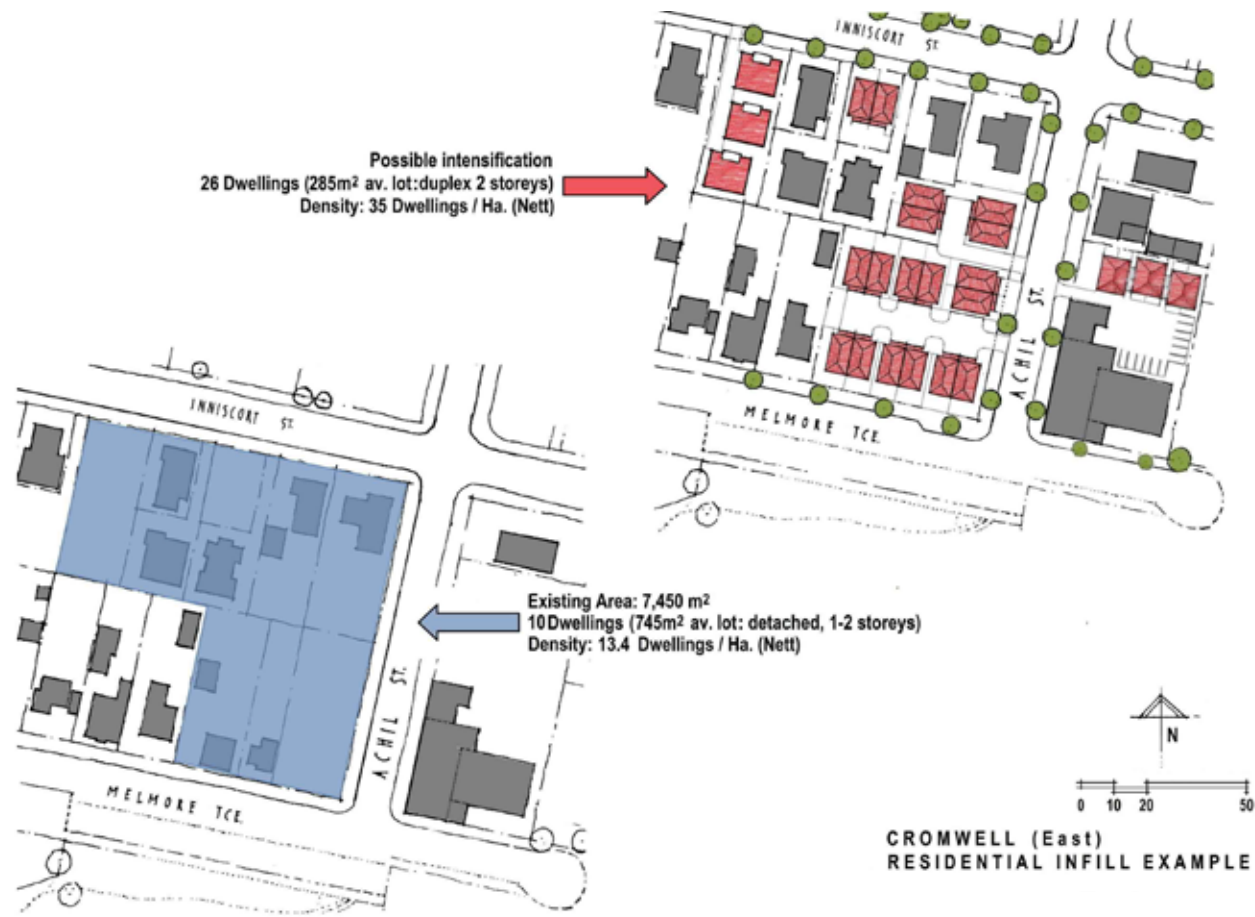


## DENSITY 40+ DW/HA

<b>TYPICAL HOUSING TYPES</b>	Apartments Shop Top in Town Centre Visitor Accommodation
<b>TYPICAL SECTION SIZES</b>	N/A
<b>TYPICAL BUILDING HEIGHTS</b>	4 storeys +
<b>WHO DOES THIS HOUSING TYPE BEST SUIT?</b>	Suited to: <ul style="list-style-type: none"> <li>■ Lone person households i.e. students.</li> <li>■ Couples without dependents.</li> <li>■ Temporary/short term residents.</li> <li>■ Tourism accommodation.</li> </ul>
<b>LOCATIONAL CONSIDERATIONS</b>	Close proximity and safe access to: <ul style="list-style-type: none"> <li>■ Employment areas/jobs.</li> <li>■ Shops/community facilities</li> <li>■ Walking trails and open spaces i.e. lifestyle.</li> <li>■ Public transport.</li> </ul>
<b>LOCAL EXAMPLES</b>	■ N/A







Residential Infill Examples

## Endnotes

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- 1 Central Otago District Council Cromwell Masterplan Let's Talk Options; Survey Analysis November 2018.
- 2 Ministry for the Environment, March 2005 Publication ME 579
  - The Protocol notes seven criteria to guide sustainable design.
  - Context (understanding the evolving social, cultural and economic context, as well as physical elements and the wider environment).
  - Character (reflecting and enhancing the unique character and features of a town).
  - Choice (a diversity and range of living and working spaces).
  - Connections (attractive and secure pathways and links between centres, landmarks and neighbourhoods).
  - Creativity (innovative and imaginative solutions which enable creative thinking and adaptation to change).
  - Guardianship (stewardship, and the concept of kaitiakitanga to create enjoyable, safe public spaces, a quality environment that is cared for, and a sense of ownership and responsibility in all residents and visitors).
  - Collaboration (supports a common Vision that can be achieved over time using a collaborative approach to that acknowledges the contributions of many different disciplines and perspectives).
- 3 Te Aranga Maori Cultural Landscape Strategy April 2008.
- 4 Rationale 'Cromwell Housing and Business Capacity Draft Assessment' for Central Otago District Council, October 2018.
- 5 Comprising the Cromwell Census Area Unit ("CAU"), Outer Cromwell and Cromwell Rural ; ibid at page 9.
- 6 Source: SNZ Subnational Population Estimates 2013-2017.
- 7 Source: Infometrics Central Otago District Profile Infometrics <https://ecoprofile.infometrics.co.nz/OtagoDistrict/infographics/Overview>.
- 8 Rationale ibid. The projections will be further assessed based on the 2018 census results, due for release in April this year.
- 9 See for instance <https://www.stuff.co.nz/the-press/news/98049118/wanakas-rich-white-growing-pains>.
- 10 The Local Government Act emphasises local decision making on behalf of its communities, meeting needs of good quality infrastructure, prudent public service and performance of regulatory functions. The Act includes processes for Long Term Plans and Annual Plans, among other matters. The Resource Management Act directs the sustainable management of natural and physical resources, and has the purpose of providing for social, economic and cultural wellbeing, and managing adverse effects of development. Under the RMA there is a hierarchy of Regional Policy Statement, Regional Plans and the District Plan: The District Plan and strategic management processes within the Long Term Plan are key implementation tools for the Cromwell Masterplan.
- 11 Rationale ibid.
- 12 The NPS-UDC does not apply to Cromwell at its present population. Note also that the NPS-UDC defines urban environment as "an area of land containing, or intended to contain a concentrated settlement of 10,000 people or more and any associated business land, irrespective of local authority or statistical boundaries."
- 13 For full details see the Central Otago District Plan.
- 14 NB Indicative only.

# Part 3: The Spatial Framework: Spatial Plan





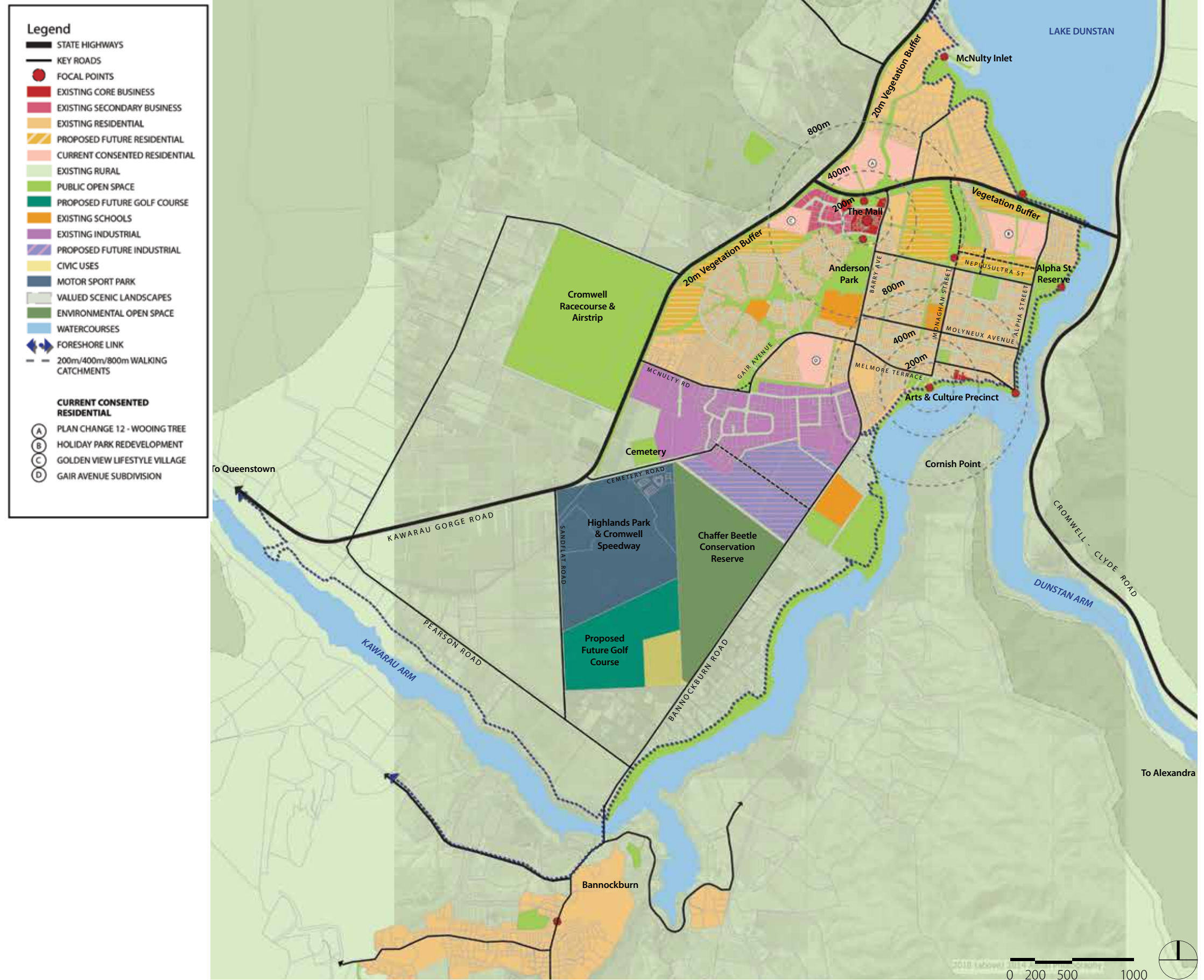


### 3.1 The Spatial Framework: Spatial Plan

The Spatial Framework: Spatial Plan provides for a co-ordinated and sustainable approach to growth management throughout the planning period ('Cromwell 2050').

The Spatial Plan reflects the community's preferred option for 'growth focused within existing Cromwell' and it includes the following;

- A precinct-based approach to group areas based around character, land use, buildings, and open spaces, landscapes,
- A focus on creating and activating 'places for people' which responds to the Vision for Cromwell and the Key Principles adopted by the community,
- An emphasis on good connectivity across Cromwell, to prioritise a walkable town that is easy to get around,
- An range of housing types and residential densities appropriate to the different areas, and sub-precincts of the town, which responds to the community desire for affordable and available housing meeting the needs of Cromwell,
- Consideration and planning for growth in commercial, business, educational, recreational and rural productive environments.



The Spatial Framework Plan





Zoom in of the Spatial Framework Plan



## 3.2 Precincts within the Spatial Framework: Spatial Plan

### 3.2.1 Precinct Framework

The precinct-based approach in the Spatial Plan, responds to community feedback and aspirations by:

- Concentrating activity within clearly defined centres or activity nodes,
- Creating a place-based approach to growth and densification which focuses on these centres,
- Outlining where key land-uses should be located, and supported within Cromwell,
- Creating clear guidance for zoning changes for Cromwell.

The precincts have been identified based on character attributes, the form and function of different areas throughout the town, and responding to existing and projected future needs. The growth projections for residential, commercial/mixed use, industrial environments, and rural productive areas have also been considered.

### 3.2.2 The Benefits of a Precinct-Based Approach

- A precinct approach accommodates growth in a considered and managed way, enabling an integrated approach to planning, development, and strategic investment over time
- Precincts are created in a manner that is 'fit for purpose' in order to encourage and foster new business, development and investment in appropriate locations and enabling aspirations to be met
- Development is encouraged as aligned with recognised 'placemaking' measures: to enhance living, business and working environments.

Responding to this approach, the further detail is outlined for the following key precincts:

#### Town Centre/Civic Facilities precinct

- Mixed use -retail/office business residential zone.
- Design Guidelines.

#### Arts and Culture precinct

- Special purpose zone, character overlay, heritage, arts, tourism and other activities.
- Design Guidelines.

#### Residential localities

- Residential zones at a variety of densities.
- Housing typologies and amenity factors are addressed via zone standards.
- Design Guidelines for subdivision and residential development.
- Recreational and community facilities.

#### Industrial precinct

- Distribution, service, manufacturing zone.
- Design Guidelines.

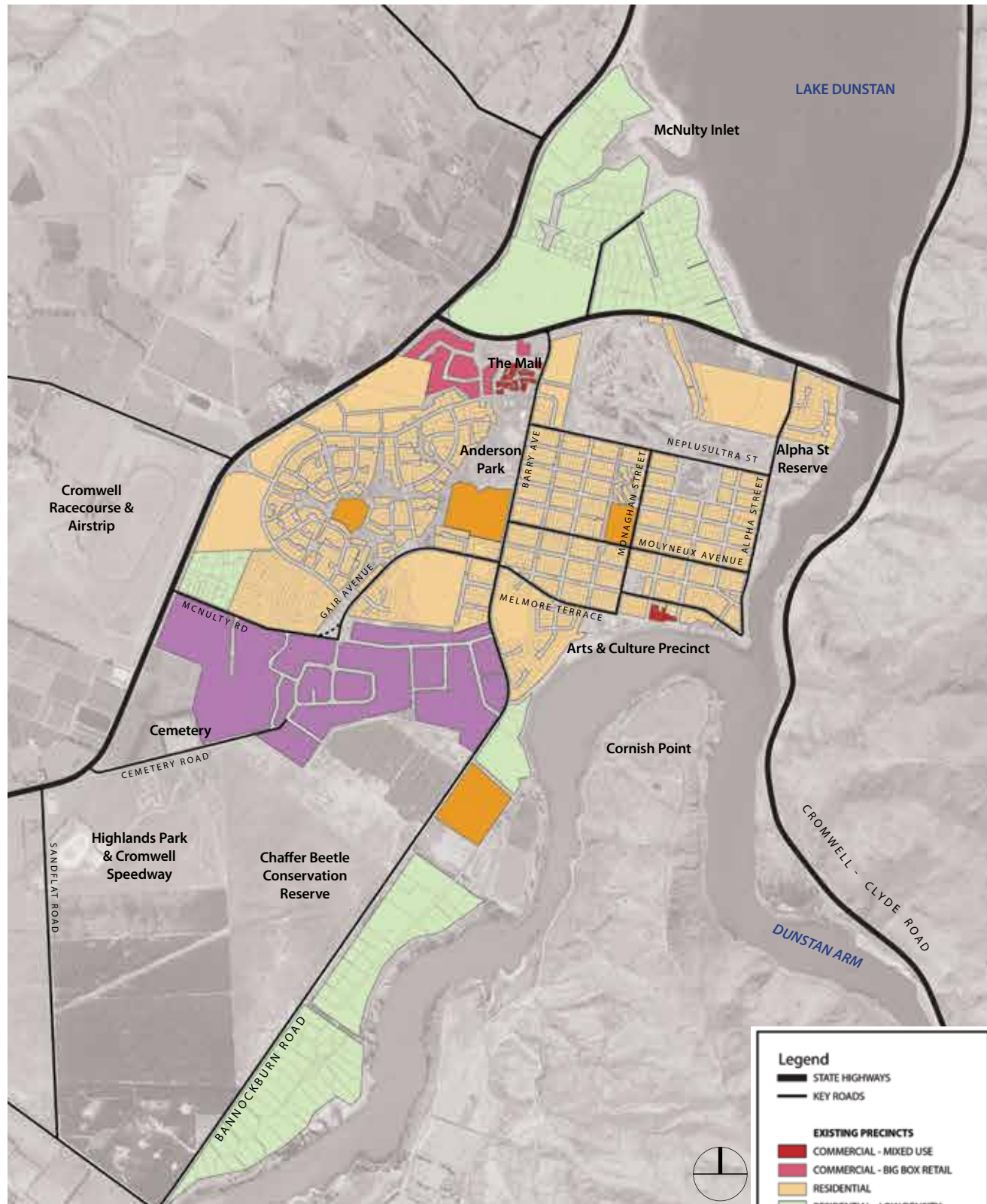
Cromwell's spatial framework today and as compared to that within the 30 year planning horizon is shown opposite.

See also to the walkable distances and Framework detail shown previously.

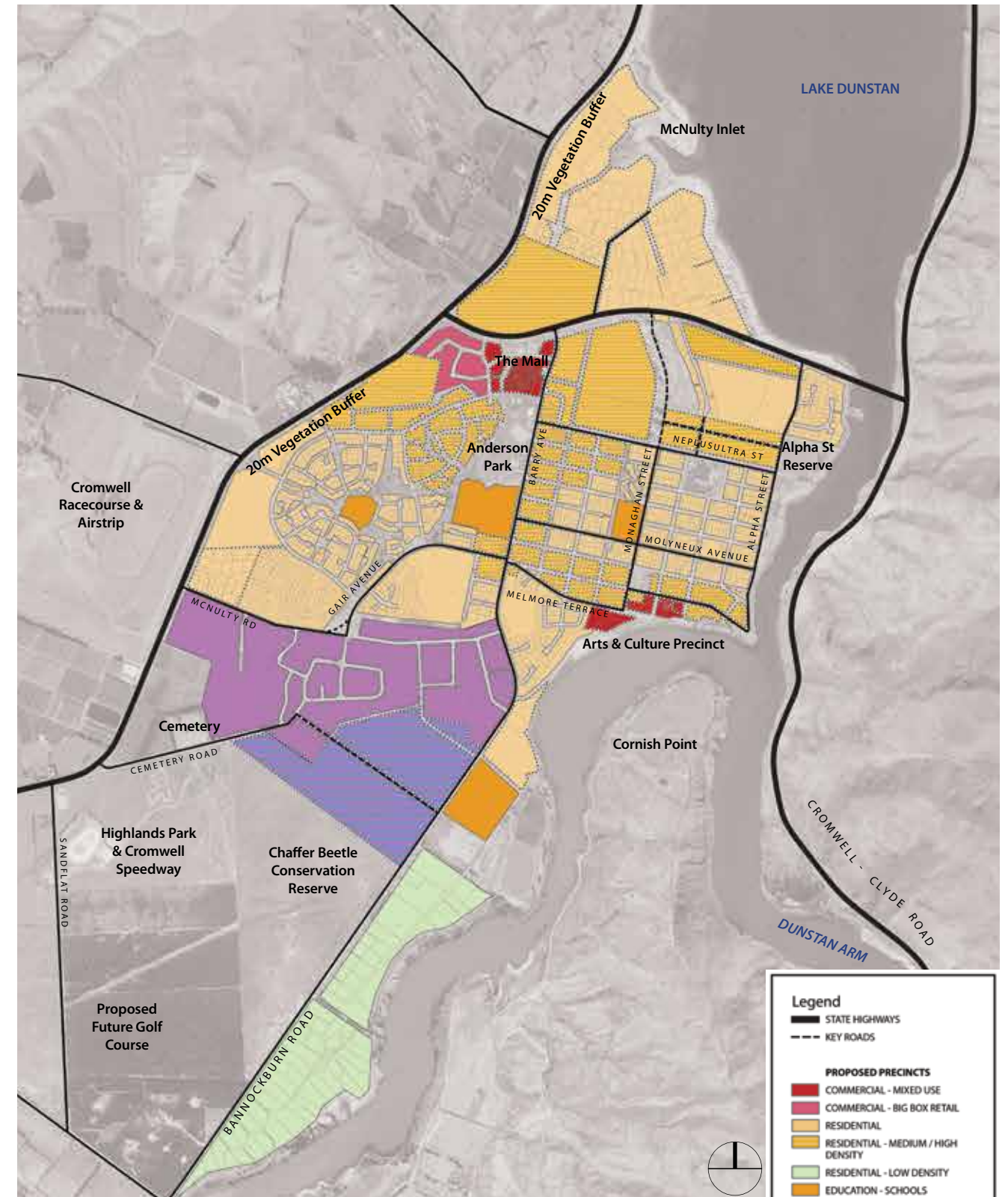


Precinct Aerial





Existing Land Use



Future Land Use



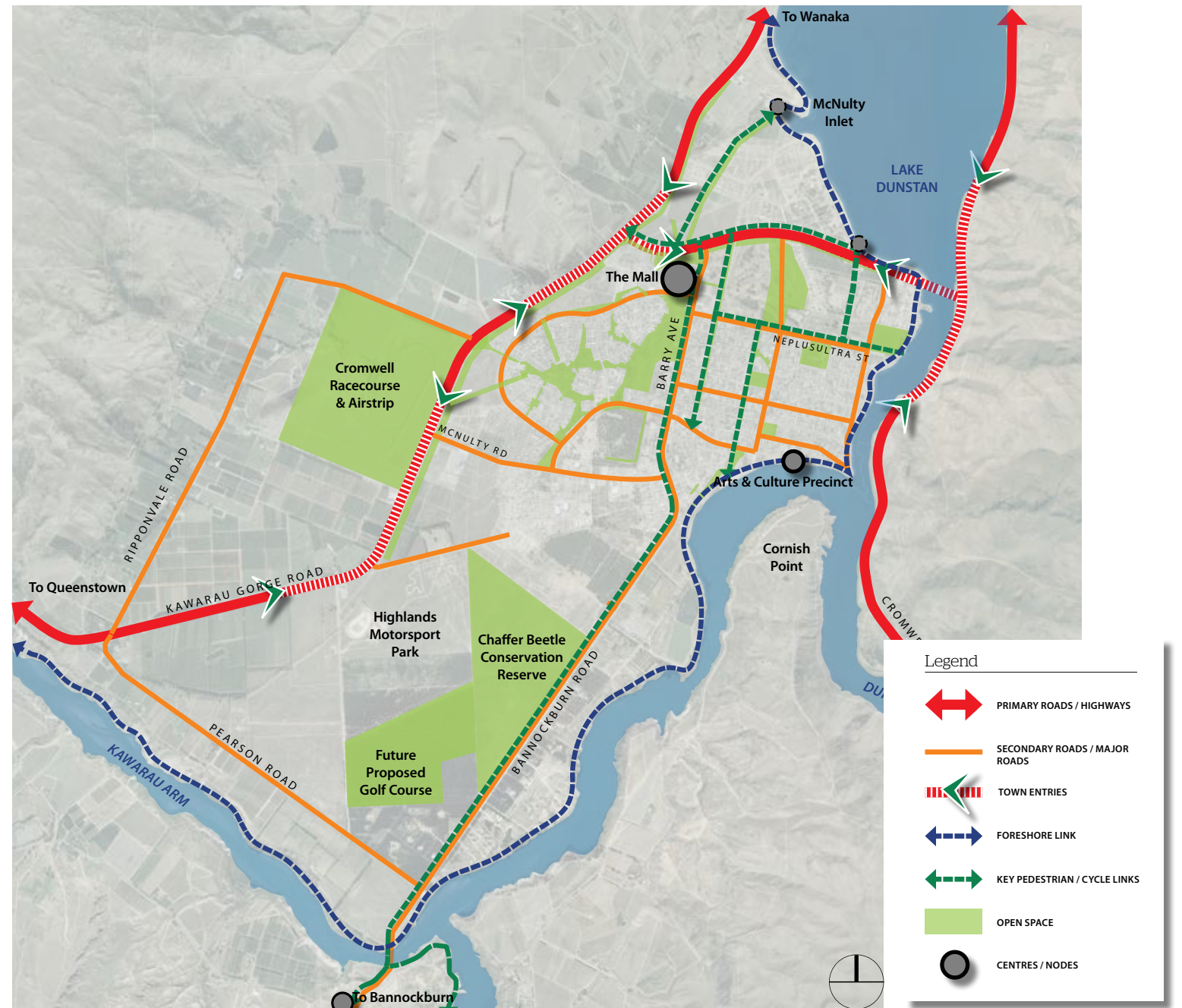
### 3.3 Key Moves within the Spatial Framework: Spatial Plan

#### 3.3.1 Delineating the Urban Area

- SH6 delineates the outer (western) frame to the urban area.
- The principal entrance to Cromwell would be via SH8B. McNulty Rd, Pearson Rd and Bannockburn Rd remain significant to the roading hierarchy and as connecting routes.
- Amenity planting within a vegetation buffer on the eastern side of SH6 between Cemetery Rd and McNulty inlet visually link to the wider landscape, and reinforce as an 'edge' (also assisting noise attenuation within the urban areas adjacent to the east).
- A vegetation buffer is also included to the southern and where possible, northern sides of SH8, continuing the theme of "containment", 'a town within the landscape' and referencing the significant 'wider Cromwell Basin context'.
- The township approaches also signal pending arrival into Cromwell, traditionally framed by vertical mature plantings, orchards and vineyards and celebrated at the "Big Fruit".
- The other major defining element to Cromwell's urban form is of course Lake Dunstan. Here delineation occurs not only as significant waterscapes and outward/inward views but also by the open space setback/operating easement, walking and cycling trails and associated access points.
- West of SH6 rural productive environments are retained and appropriately zoned in recognition of their 'special character', economic significance, landscape values, reverse sensitivity factors, and as allied to a sustainable, diversified future.

#### 3.3.2 Key Nodes, Activity Centres and Connectivity

- A cluster of key amenities and services create destinations for residents, and respond to the life and activity of the town.
- Over time the town will develop additional nodes to support community facilities, visitor attractors and urban services.
- Key destinations are linked by an integrated network of shared paths.
- The overall objective for 'Cromwell 2050' is a well-connected town with good accessibility for all age groups, in a mix of vehicular and walking/cycling active travel networks.
- Pedestrians and cyclists connect throughout the town and the outlying settlements, to and from the town centre, the Arts, Culture and Heritage Precinct and McNulty Inlet, and other lakeshore areas, and to community facilities.
- Cromwell is a well-connected town for accessibility and getting around, balancing vehicular and walking/cycling active travel networks.
- There are shared paths for both pedestrians and cyclists, which connect throughout the town, generous greenways and informal waterfront paths.
- Existing greenways are retained and further extended, and replicated within new development areas as an iconic feature of Cromwell that is highly valued by residents.
- Within Cromwell connections exist to the lakefront but are not yet fully celebrated, prioritised or promoted.
- Regional cycle trails (and associated tourism) will shortly be extended, providing improved connectivity to Wanaka, Queenstown, and Clyde and beyond.

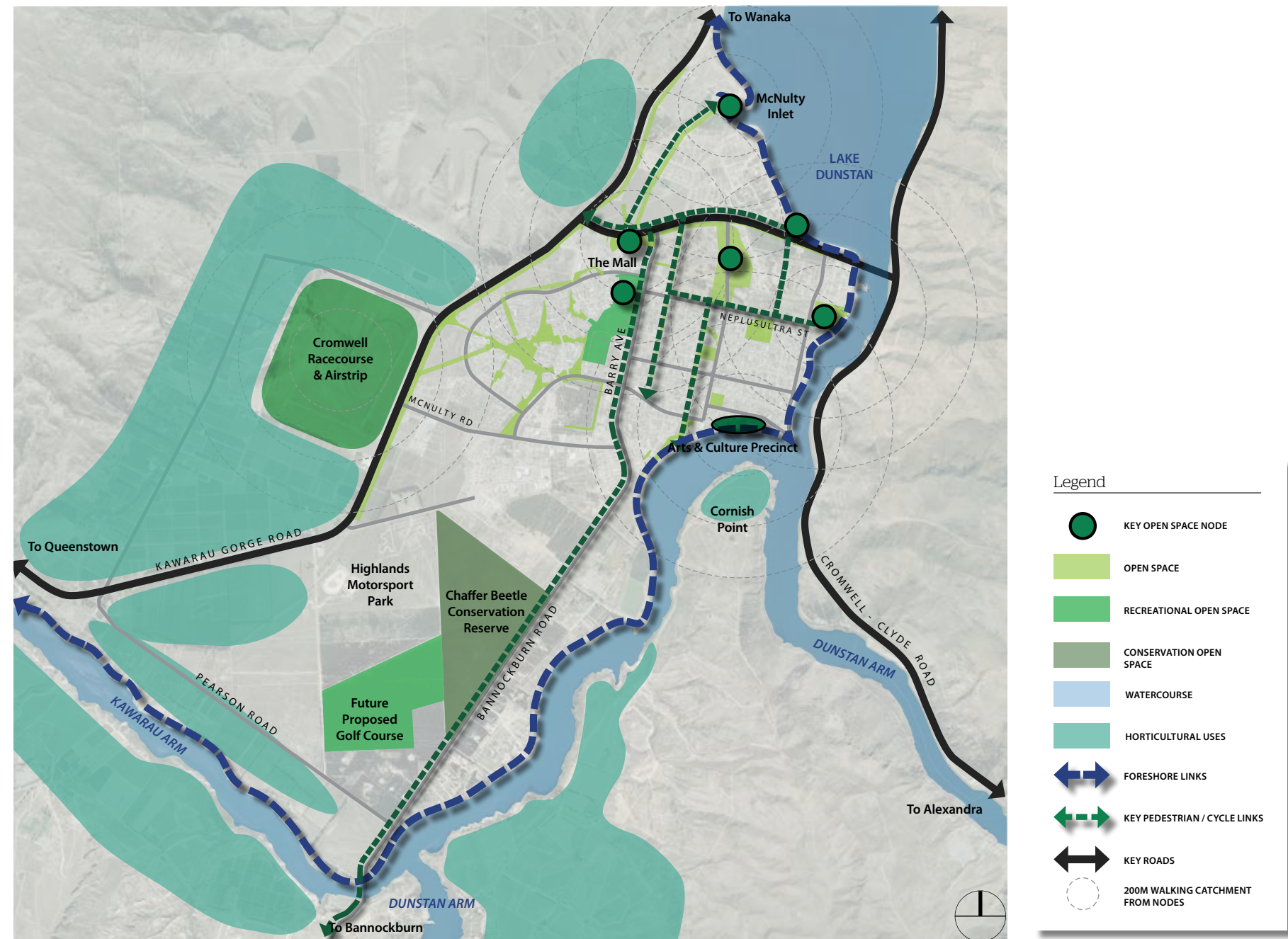


Key Node, Activity Centre and Connectivity Features



### 3.3.3 Landscape and Open Space

- There is an integrated open space network that retains and enhances the key features of Cromwell and defines its urban structure.
- Use a variety of measures to strengthen connection to the water – lakefront, riverfront, confluence and ‘water story’.
- Streets and public realm are designed to capture views to open space and distant ranges.
- The network of greenways is maintained and extended throughout new development areas, recognising that these pathways are one of Cromwell’s most significant features, and are highly valued by the community.
- A ‘necklace’ of areas is created at key points around the lakeshore (including at McNulty Inlet and within the Arts and Culture Precinct) and as associated with new bike trails linking to Wanaka, Queenstown and Clyde, and within Cromwell.
- Use placemaking principles in the design and development of the nodes enabling numerous activities/diversity.
- An open space network that enables strong connections to the town centre, outlying settlements, Lake Dunstan, parks and reserves, and other community facilities.
- Create improved linkages to the lake (especially to key ‘waterfront’ locale), the Kawarau and Clutha confluence, and two rivers acknowledging the significance of these features, and associated views and landscapes to Cromwell’s ‘sense of place’.
- Lake Dunstan and its associated river system are key public space destinations with the identification of nodes of activity interrelated to the open space network within Cromwell and the wider Basin.
- Open space reserves are located centrally within neighbourhoods. They are safe, walkable and easily accessible to residents (c.200m walking distance).
- Drainage requirements are planned and designed as integral elements of the open space network, also recognising that these areas can also be ecological corridors for fauna and flora.
- Streets and cycle ways are designed to capture views to the lake and surrounding landscapes. Significant viewshafts within the Basin are retained, protected and enhanced.

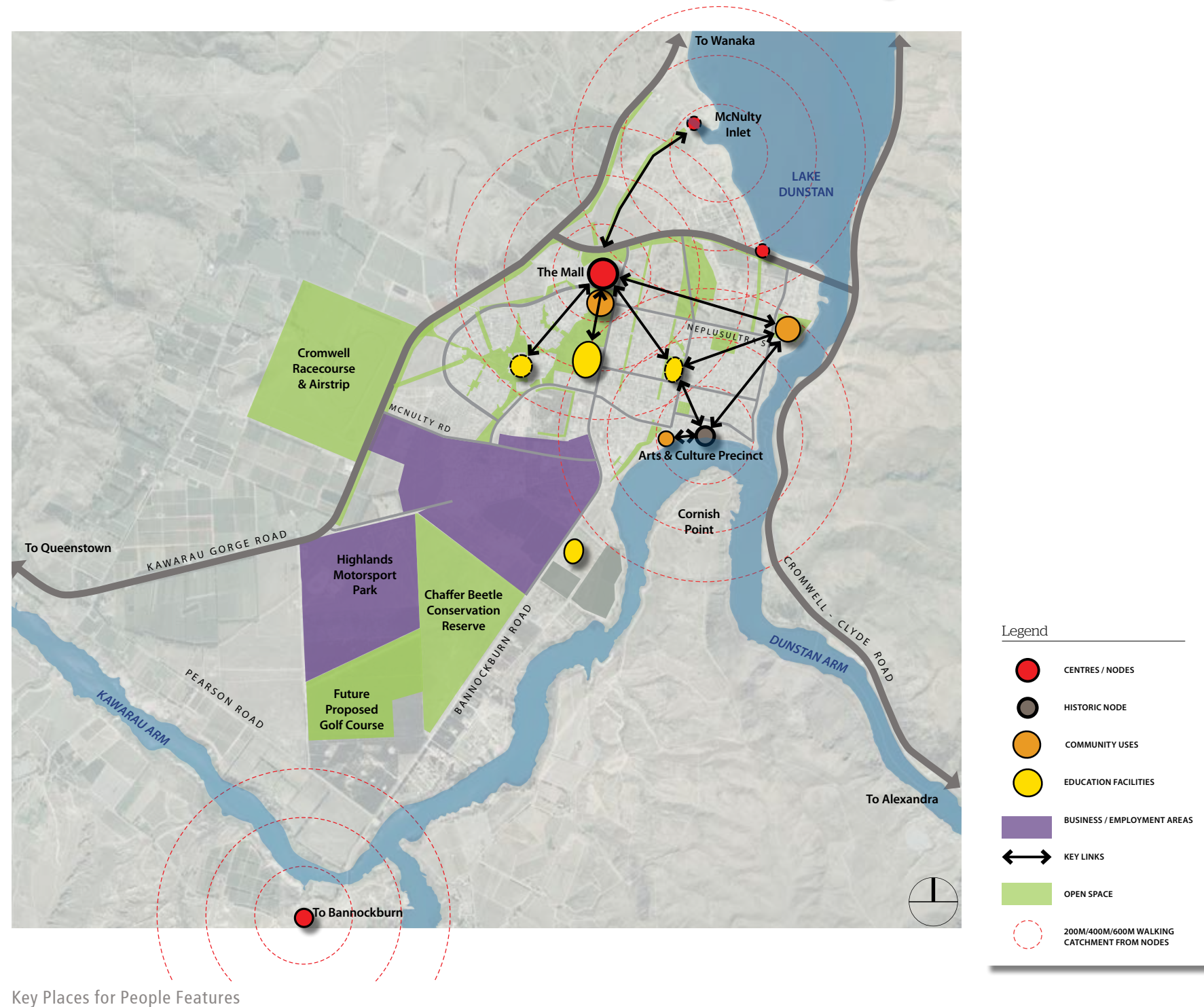


Key Landscape and Open Space Features



### 3.3.4 Places for People

- Key amenities and services are clustered and organised to create a number of destinations for residents and visitors alike.
- A range of activities, places and spaces are created providing opportunity for the community to mix and mingle.
- In areas of new and infill developments existing topography and natural elements are embraced and integrated as valuable features to facilitate an authentic and unique sense of place.
- Key destinations e.g. the town centre, schools and Polytech campus, the waterfront/lakeshore, heritage features, are linked by an integrated network of shared trails.
- Retain the town centre within its current location, acknowledging also that there are significant opportunities to reinforce, improve and revitalise the Mall and nearby areas as the 'heart of Cromwell'.
- Over time the town can and will develop new nodes to support inter-related community facilities, visitor attractions and town services.
- There should be a network/hierarchy of 'places for people' planned as nodes that respond to the life and activity of the town and its outlying settlements.





### 3.3.5 Accommodating New Residential Growth

- An appropriate mix of dwelling size, type and affordability to meet the changing composition of housing needs and lifestyles.
- 'Growth focused within existing Cromwell' and a 'mixed use town centre' enables new development, redevelopment and infill to areas that are substantially within or nearby an 800m radius from the town centre.
- The Spatial Framework: Spatial Plan correlates with:
  - An increased density of development /more efficient use of land per dwelling unit and site-by- site.
  - Typologies would include town houses, terrace housing and apartments including visitor accommodation and 'top shop' dwelling units, converted premises and/or multi-use development.
- This will enable more people to live within easy walking distance of shops, services and community facilities, add 'critical mass' to the town centre, support employment (including office employment) and tourism opportunities, assist in achieving more activity and diversity within the wider town centre.
- Within greenfield and town centre sites masterplanning/concept design should have regard to the densities and yield factors previously discussed.
- A combination of zoning measures and design guidelines would address built form, residential amenity and privacy factors (per dwelling unit and one to another) in terms of sunlight, shadow, overlook, setbacks, avoiding frontages dominated by garaging and so on.
- Development of greenfield sites and 'key/landmark' sites within the town centre should be progressed by way of comprehensive masterplanning and expert design evaluation: to ensure pleasant living environments, adequate provision for open space, connectivity and outcomes that are innovative and sense- of- place appropriate.
- Higher quality urban design and architecture, as well as a mix of uses will provide desirable locations for those that do not require substantial properties.

### 3.3.6 Town Centre and Arts and Culture Precinct Key Moves

These Precincts are further described below.



### 3.3.7 Industrial Land Key Moves

- Demand for business land is an important consideration in planning for growth.
- The Spatial Plan includes an industrial precinct substantially as presently zoned, within the area south of McNulty Road, with provision (in the longer term) for possible extensions east to Bannockburn Road (c 34ha) and to a lesser extent east of SH 6 (c10ha). These areas are envisaged as a deferred zoning, subject to the outcome of further research noted below.
- Cromwell's industrial area is characterised by:
  - A relatively low level of usage /lack of integrated development on a number of sites and lack of consolidated development.
  - Relatively high employment levels (m<sup>2</sup> space per employee) as compared to other rural sub-regional centres: this likely correlated with the extent of professional services/office occupancy as 'primary use' on a number of sites. These activities are more conventionally situated within, and valuable to town centre environments, adding 'footfall' and 'reasons to visit'.
- Ongoing investment/efficiencies for the industrial sector are typically impacted where industrial activity is slowly displaced by commercial activity (which generally provides higher commercial return for property investors).
- To better inform future spatial requirements for core industrial/processing activities, expert property economics research is advised as to:
  - The occupancy/vacancy rates of the existing zoned area, trends in building consents and locational preferences,
  - Regional synopsis, market demographics, employment composition and trends, gross floor area/site requirements, economic viability, allotment configuration,
  - A review of the zoning/permitting regime to evaluate and/or incentivise office employment/professional services locating within the town centre, and
  - Measures to facilitate consolidation of existing development /usage of sites and to promote efficiencies in the use and development of infrastructure.

### 3.3.8 Recreation and Other Community Facilities

- The Spatial Framework reflects the current location of these core services and community facilities.
- The effects of change within Cromwell, societal change generally and changing recreational interests.
- Diversity of recreational and educational interests) are on-going considerations throughout the planning period.
- Additional recreation and tourism destinations, are envisaged within the nodal network described above.
- The Town Centre and Arts and Culture Precincts envisage significant investment in upgrading a number of community facilities to enable 'fit for purpose' over the next three decades.
- Central Otago District Council will continue to co-ordinate with Government agencies for health and education services.





## 3.4 Settlements within the Basin

### 3.4.1 Overview

The settlements of the wider Cromwell Basin include Bannockburn to the south of the Cromwell township, Lowburn and Pisa Moorings to the west of Lake Dunstan, and Tarras further to the north. These settlements are a distinctive feature of the Spatial Framework, much valued by the community for their rural setting within the wider Basin. Most have their origins in the small localised settlements of early Central Otago's farming and mining history.

Key features of the Spatial Framework response for the settlements include:

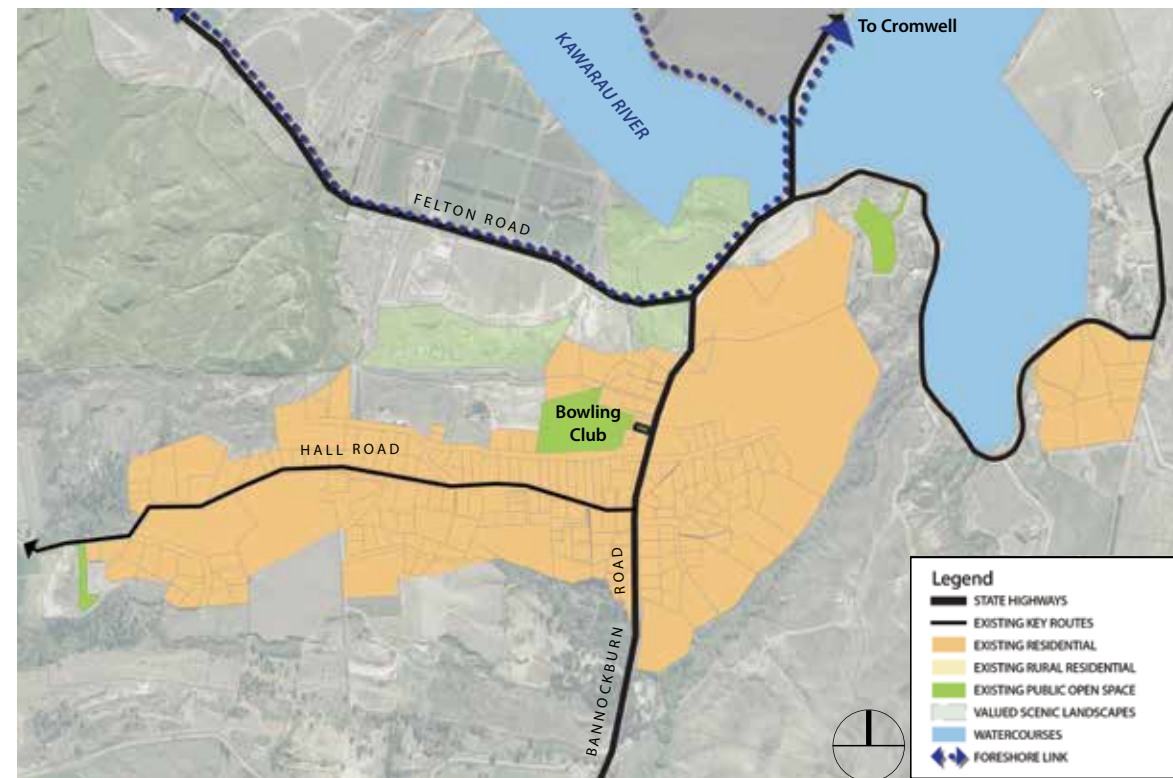
- Adopting the growth plan for Cromwell 2050 with 'growth focused within existing Cromwell', which retains the existing pattern of development and 'countryside' living amenity and landscape values of the settlements,
- Supporting gradual infill housing within the extent of current zones, generally at lower densities to consolidate residential development and retain the local character of the settlement,
- Supporting the incremental establishment of small local convenience offering or amenity node consistent with community services, and appropriate to each individual settlement and its character,
- Protecting and celebrating the landscape values of the wider Basin, which responds to the feedback from the community,
- Creating development objectives for each settlement to support containment of urban development, and protection and support for the rural productive environment and uses.

### 3.4.2 Bannockburn

Bannockburn is a small historic mining town, across the Kawarau River from Cromwell on the road to Nevis Valley. It takes in expansive views of the Kawarau River, Pisa Range, Lake Dunstan, and the Dunstan Mountains.

As a successful mining settlement through the mid 1800s, some of the buildings from the early times remain today, including a historic hotel building, a former post office, Stewart's store and a number of local historic houses.

Bannockburn now supports a range of larger -section housing, a variety of artists and small galleries as well as a well regarded range of wineries and cellar door businesses. It is expected to experience some further growth as an 'urban village', bringing additional convenience retail/ tourism/hospitality activities, (appropriate to a "Village Centre" zone) on Bannockburn Rd/Domain Rd. This node recognises the ongoing viticulture investment, increased visitor and resident numbers, including seasonal employment and camping.



Bannockburn Spatial Framework Plan

Key challenges and opportunities:

- It currently lacks a 'heart' to the town,
- It needs a centrally located convenience retail outlet e.g a general store, produce market of similar,
- It has limited recreational or public green space, visible and accessible from Bannockburn Road,
- There is an opportunity to establish the heart of the town around the Domain Road, Bannockburn Road intersection, building upon the General Store, Bowling Club, Black Rabbit.

Key Moves:

- Coordinate, over time, a local convenience offering to the Main Street of Bannockburn,
- Support growth of housing balanced with the current section sizes and retaining the character of the local streets,
- Undertaken strategic studies in to establish the best location for a town centre green space.



Bannockburn Village Centre

### 3.4.3 Lowburn

Lowburn is situated off SH6 on the west side of Lake Dunstan, just five kilometres north from the Cromwell township. It is predominantly larger-section housing located either side of the Lowburn valley, with views to Lake Dunstan.

The Lowburn inlet was reconfigured during Clyde Dam development. The Church and the hall were relocated to a higher site, which is now central to the settlement at the head of the Lowburn inlet, and includes the Lowburn Community Hall and Playground. The balance of the Lowburn settlement is residential sections.

The Lowburn settlement is also experiencing pressure to accommodate camping and seasonal workers. Further research on the options to accommodate this demand, and as to consolidation of 'Village Green' nodal zone.

#### Key Moves:

- Support growth of housing balanced with the current section sizes and retaining the landscape character of the Lowburn valley and surrounding slopes,
- Undertake further investigation on the provision of freedom camping areas, and how this offering interacts with Lowburn,
- There is the opportunity to provide a more definitive arrangement to community activities within the Lowburn public realm and potentially to include a small convenience store, coffee/hospitality concession.



Lowburn Spatial Framework Plan

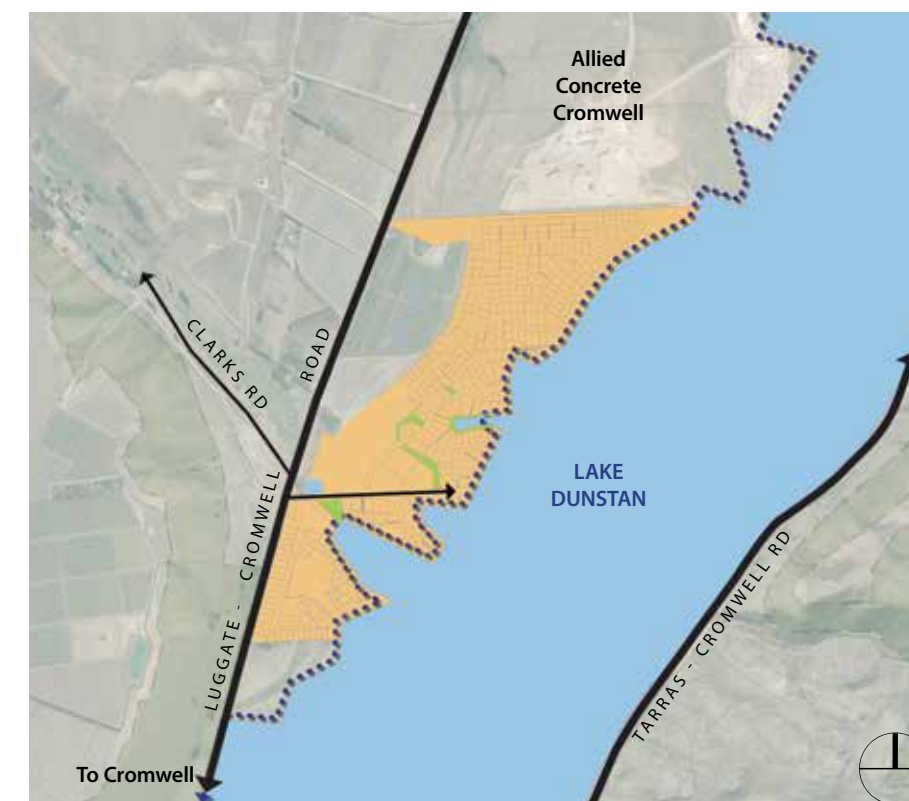
### 3.4.4 Pisa Moorings

Pisa Moorings, Pisa Village and Pisa Cove are relatively new residential areas situated 10km north of Cromwell between Lake Dunstan and SH6. Like Lowburn, residents of Pisa Moorings rely on Cromwell for their convenience, retail, and service needs.

As most of the housing stock is predominantly recent, little change ('churn') is anticipated in this locality.

#### Key Moves:

- Clearly delineate the areas of Pisa Moorings to be zoned for residential development, cognisant of the quarry area immediately north of the subdivision,
- Support infill housing within zoned areas balanced with the current section sizes and retaining the valued character of Pisa Moorings and the lakefront.



Pisa Moorings Spatial Framework Plan



## 3.5 Spatial Plan: Town Centre Precinct

### 3.5.1 Design Intent: The Town Centre Precinct

The design intent for the Town Centre/Civic Facilities Precinct is for a vibrant, rejuvenated and 'fit for purpose' community heart. The town centre is:

- A 'signature environment' that is both a 'welcome to Cromwell' and a destination for residents and visitors alike.
- A mixed use retail/office and residential precinct with quality urban spaces and buildings.
- A 'community heart' that is enhanced, vibrant and activated, encouraging people to stay for longer.
- An urban setting and neighbourhood hub.
- A centre for employment with well-supported local businesses where administrative offices and community services are easily found and accessed.
- Full of attractive places that locals are proud of, delivered through coordinated public and private investment.
- Commercially diverse attracting more local businesses and economic activity.

There are attractive spaces for shopping and conducting business, for events and activations and meeting colleagues and friends. Enhanced transitional spaces, views inward and outward, improved accessibility and wayfinding provide connectivity between the town centre and wider surrounds.

The Town Centre needs to play a key role as a community gathering place, in attracting visitors, and in meeting Cromwell's commercial and civic needs. The subject of a number of previous urban design evaluations improvements to the town centre/Mall and wider area have been a priority for some time.

The Cromwell 2050 Spatial Framework: Spatial Plan considered earlier studies and the public realm improvements recently put in place, and also whether the town centre should be relocated elsewhere. Our assessment revealed the existing location of the Town Centre to be:

- Convenient and central to the town and future intensified residential development,
- An appropriate location for retail/commercial development close to recreational and other community facilities; all with excellent access to the state highways network and passing traffic, and
- A location in which urban efficiencies can be achieved in a sustainable way.



Context Aerial of the Town Centre Precinct



**Legend**

- EXISTING RETAIL BUILDINGS
- POSSIBLE EXISTING RETAIL BUILDINGS TO BE REMOVED
- EXISTING MIXED USE BUILDINGS
- POSSIBLE FUTURE MIXED USE BUILDINGS
- FUTURE PUBLIC SPACE IMPROVEMENTS
- POSSIBLE NEW ROUNDABOUT
- POSSIBLE NEW AND EXISTING PEDESTRIAN CROSSINGS
- PEDESTRIAN CONNECTIONS
- EXISTING RING ROAD
- PROPOSED 'LINK LANE'
- PUBLIC REALM LANDSCAPE WORKS
- WATER FEATURE
- GREEN LINKS
- 200m/400m WALKING CATCHMENTS
- FOCAL POINT



The Town Centre Precinct Spatial Plan



### 3.5.2 Overview of the Town Centre Sub-Precincts

#### Features of the **Town Centre Precinct** as a whole include:

- A core retail, office and residential mixed use area is consolidated within the 'ring road' created by Barry Avenue, Waenga Drive and Murray Terrace.
- The open reserve spaces to the north (sometimes denoted as 'the Bow Tie') are significant as 'introduction' and 'welcome'. The 'Big Fruit' landmark sculpture sits within a "front lawn" that is part of the township approaches. Possible development for office/residential sites are included at the eastern and western ends of the 'Bow Tie'. (also subject to specific design requirements and specification for quality of delivery. These buildings are envisaged for occupancy primarily as office and residential accommodation, to three floors (13m in height).
- In the outer spaces to the Mall, significant intensification for consolidated, mixed use development is envisaged. This includes office space, and higher density residential typologies including apartments, town houses, and visitor and worker accommodation.
- New and infill residential development would also occur within the residential zones adjacent the town centre in locations to the north, south, east and west. This correlates with the overall intent of the Cromwell 2050 'walkable community' objective, and focusing higher increased densities where conveniently located within an 800m radius of the town centre.
- Improved connectivity within and adjoining the Mall, including to Anderson Park and the greenways further afield, to the Arts and Culture Precinct, and the lakeshore nodes.
- With consented and projected residential development occurring on both sides of SH8B this road will essentially become an urban through route. As such it is anticipated that the speed limit will be 50Km/hr, perhaps lower, for the overall distance between the Cromwell Bridge and SH6.

- A possible roundabout at the intersection of SH8B and Barry Ave accommodates traffic proceeding east/west and north/south. Possible at grade pedestrian crossings across SH8B are shown to the east and west of the roundabout, linking the Mall/ Big Fruit walkway with the Wooing Tree reserve and greenway areas (these measures would require discussion with NZTA and traffic engineering input).
- The opportunity exists to further upgrade the public realm, including creating a town square civic plaza and pedestrian pathways, with spaces that are attractive, permeable and legible. Street design within the town centre includes various traffic calming measures, and is people friendly.
- Pedestrian priority crossings improve the links between the Mall and Big Box.
- A parking strategy is adopted consistent with a 'Cromwell 2050' pedestrian- friendly mixed use retail, office and residential environment. The strategy includes rationalised on-street parking provision and reduced carriageways in appropriate locations.
- Addressing 'fronts' and backs of buildings, and service lanes.

#### Activities and spaces within the Town Centre Precinct are configured as five sub-precincts:

- The Gateway Precinct.
- The Mall Precinct.
- Northwest Precinct.
- Civic Facilities and Community Precinct.
- Big Box Precinct.



Create a public realm that is attractive, permeable and full of legible spaces.



Broader public space improvements, including on The Mall edges, and safer pedestrian and cycle connections to the Anderson Park recreation space.

### 3.5.3 A Multi-Functional Centre

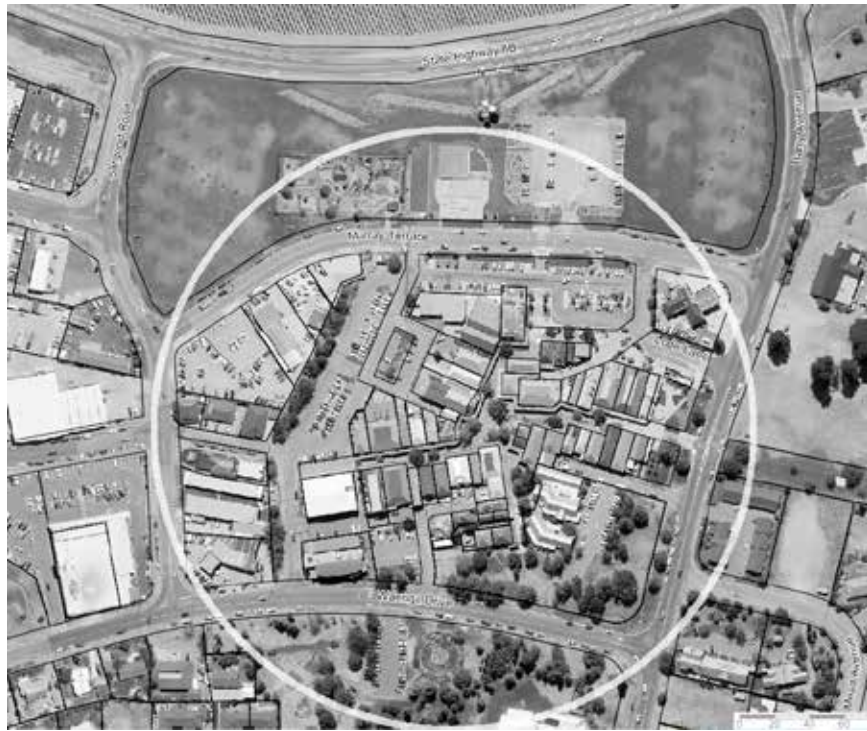
The Town Centre Precinct is configured on a 'place-based' philosophy that Cromwell is a 'contemporary urban village', where people live, work and play. New and infill development within and nearby the town centre supports retail and commercial activities, professional services, visitor accommodation, information and IT services, and leisure.

The Spatial Plan thus responds to changes in shopping habits and the role of images to compose people and place identities, reinforcing that commercial activities are increasingly viewed as urban leisure/social environments.

Accordingly the town centre's role as Cromwell's **primary retail centre** is maintained and enhanced to:

- Stimulate investment as a multi-functional business, residential and recreational environment.
- Provide for increased footfall<sup>1</sup>.
- Provide an improved experience for shoppers, workers, residents and visitors.
- Provide physical regeneration to address gaps and add diversity, improve sight lines into and out of the Mall, thus strengthening vitality and viability.
- Enable adaptability over time e.g. building footprints that can accommodate a range of formats and occupancies for short or longer periods.
- Accommodate changing societal needs and interests - this includes convenience culture that is technology-driven and time poor and increasingly conscious of local economies and sustainability, and a healthier techno-savvy older generation (and their associated spending power, including for wellness services), and the development of other niche markets and retail formats that accommodate lifestyle and consumer preferences<sup>2</sup>.
- Promote collaborative actions across numerous stakeholders including event promotion and marketing.
- Better respond to visitor needs tourism<sup>3</sup>.





1 Town Centre Precinct and Big Fruit Reserve - A Walkable Town



2 The Core to the Town Centre is Consolidated within the 'Ring Road', Shared Vehicle and Pedestrian Zone



3 Proposed New Link Lane and Connection Via People Friendly Access Way



4 Primary Pedestrian Pathways and Expanded Mall Area



5 New Civic Facilities Precinct



6 Possible Future Mixed-Use Development



Town Centre Key Move Diagrams



### 3.5.4 The Gateway Precinct

The principal elements of the **Gateway Precinct** are:

- The open space reserve surrounding the Big Fruit, to denote spaciousness and welcome, as an amenity setback to SH8B, and to define and delineate the town centre 'outer frame'.
- The opportunity exists for a 'World of Difference gateway park' adjacent the 'Big Fruit' also denoting place and welcome, and to formalize 'destination' and use of this space.
- Specific landscape design with reference to the Central Otago/Cromwell Basin and countryside context.
- Improved connectivity to the pedestrian connections within the Mall, defined pathways also link to the perimeter of the park, areas to the west and east and across SH8B, to Anderson Park and greenways.
- At either end of the 'Bow Tie' outer perimeter two significant 'outer perimeter signature' sites. Subject to specific design requirements and specification for quality of delivery. These buildings are envisaged for occupancy primarily as office and residential accommodation, to three floors (13m in height).



A new 'World of Difference' gateway park adjacent to the 'Big Fruit'.

### 3.5.5 The Mall Precinct

The principal elements of the **Mall Precinct** include:

- The Mall is the primary retail spine where ground floor activities provide 'active edge' at to the Mall so that people are invited in among shops, restaurants and cafes, offices and services ,and to enjoy events and prom.
- Amenity improvements to the public realm reduce clutter and enable people and activities to spill into outdoor spaces. Spaces support interaction and encounter, and the day and night time economy.
- Built form and massing of buildings within the Mall/ adjacent the retail spine preserves the pedestrian scale, prevents or mitigated winter shadow and exposure during cold weather, and wind effects.
- The stream within the Mall is retained<sup>4</sup>, new paving, planting and lighting are complementary to updated, more legible pathways to shops, services and facilities. There is a consolidated palette of materials, street furniture and lighting.
- Verandahs to new and existing buildings provide for improve light to shop fronts and entrances and winter shelter.
- Over time new offices, apartments and tourist accommodation is developed, principally at first and second floor levels.'Shop top' spaces and tenancies are envisaged as including small commercial tenancies, offices, studios and apartments in similar typologies to Wanaka and Queenstown. Facilitate the use of balconies and/or airspace in the context of an outline architectural strategy.
- Subject to discussions with landowners possible improvements could include improved connectivity and lines of sight into the Mall on all sides i.e. to/ from Murray Tce, Waenga Drive and Anderson park to the south and the supermarket and Big Box to the west.
- A town square ('Cromwell Square') is a central element to the public realm, developed in conjunction with connectivity improvements. The Square becomes a key social, recreational and event destination.
- Infill development to outer sites to the Mall, within the ring road, add GFA and critical mass, and are primarily envisaged as office/residential accommodation.



Create a new Civic Square for Cromwell at the heart of the mall area.

- Explore opportunities for heritage stories within streetscape components.
- The contours in the vicinity of the Service Centre would enable new underground parking for the town centre where above-ground could be upgraded, and include shared walking/biking facilities.
- Possible amenity and functionality improvements to service lane areas, including paving and rear entries, and day- to- day management of e.g. discarded commercial packaging, waste collection and informal parking.
- Acknowledge and facilitate collaborative actions by landowners, tenants, business owners, enterprise and service agencies, and the wider community alike to:
  - Improve and activate spaces, and support occupation,
  - Grow Cromwell's urban economy and
  - The role of activities within the Mall Precinct in assisting urban sustainability.



Complete a street upgrade and consider possible future retail development.

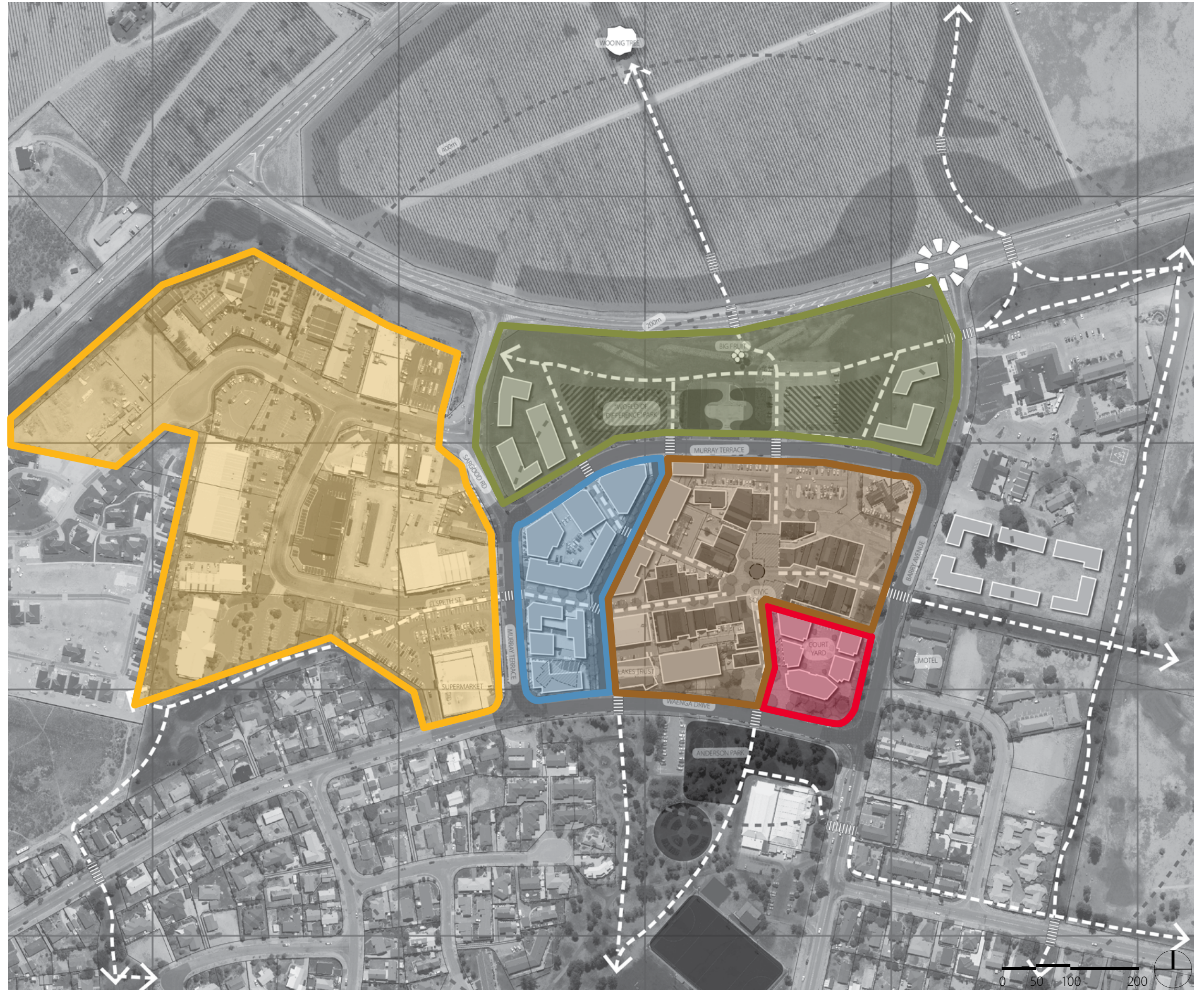


Public spaces that host a variety of events.



Legend

- THE GATEWAY PRECINCT
- THE MALL PRECINCT
- NORTH WEST PRECINCT
- CIVIC FACILITIES AND COMMUNITY PRECINCT
- BIG BOX PRECINCT



Sub-Precinct Plan of the Town Centre



### 3.5.6 Northwest Precinct

The principal elements of the **Northwest Precinct** may include:

- Proposed consolidation of development within the Ring Road, aligned to 'link lane'; for shared pedestrian/vehicle access connectivity.
- 'Link Lane' is significant public realm within the Northwest sector and outdoor environment to office occupants, residents and visitors. Connectivity to the east and west occurs via pathways to Big Box and the Gateway precincts and throughout the Mall.
- Infill structures assist consolidation of the 'inner' town centre with office and residential tenancies bringing more people and improved footfall, as correlated with the town centre strategy for a multi-functional centre.
- Sites are relatively significant visually therefore creative and innovative design should be explored appropriate to location and use. Design should include addressing both 'fronts and backs' of buildings to achieve a high standard of amenity to Murray Tce and surrounds, the Gateway and Mall Precincts and to 'Link Lane'. Address orientation for views and sunlight, provision for balconies above ground level. Built form to 13m.
- Subject to traffic engineering appraisal as to intersection location with Murray Tce, detail design considerations for the pathway crossings and if more appropriately configured as a northern and southern cul de sac, each terminating at the west pathway link.
- Design upgrade for Ring Road with paving or other surface 'texture' as traffic calming.
- There is an opportunity to use a 'smart Cromwell' approach including solar paving tiles within the ring road surfacing.



Include a future mixed-use development site with office space as the primary activity.



New development within the Ring Road with better pedestrian connectivity to Big Box precinct.



Implement traffic calming measures with opportunities to include WSUD.



Create diversity of work choices with smaller tenancy office and studio spaces.



Provide commercial tenancies with residential tenancies on upper levels.



Provide significant public realm spaces within the 'Link Lane'.



### 3.5.7 Civic Facilities and Community Precinct

An important and strategic precinct within the town centre, and to the realisation of the Cromwell community's objectives for a revitalised and vibrant town centre/community heart; **the Civic Facilities and Community Precinct** is located to the southeast of the Mall, on the northern side of Waenga Drive and the western side of Barry Ave.

Future opportunities associated with the library, museum, service centre and Memorial Hall are being addressed in the wider Eye to the Future Cromwell Masterplan. These opportunities include investigations to provide improved facilities with capacity to meet the community's future governance and services needs over the Cromwell 2050 planning horizon.

### 3.5.8 Big Box Precinct

Located on the western side of Murray Tce Sargood Rd the **Big Box Precinct** is characterised by large format structures and associated extensive areas of parking:

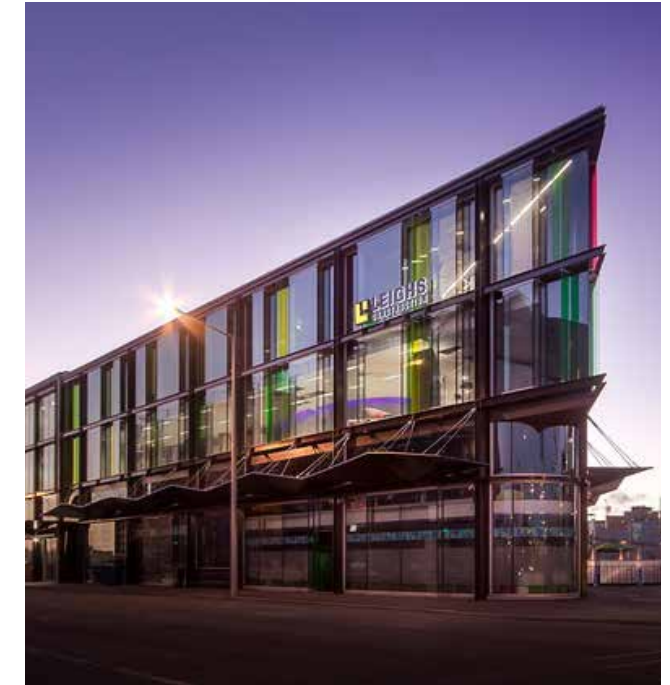
- The Spatial Framework proposes possible future upgrades, including a key upgrade to pedestrian connectivity between the supermarket area and the Mall via the Northwest sector.
- Detailed design solutions are required for this E/W pathway and to improve the amenity of the western perimeter of Murray Tce/Sargood Rd.
- Similarly for the Waenga Drive/Murray Tce intersection as this is the intersect between the supermarket, Rose Garden and Children's play area within Anderson Park,



Opportunity for a new Civic building that includes a integrated library, resource centre and expanded administration spaces, as well as commercial tenancies (cafe, retail)



Opportunity for a new central Civic Plaza surrounded by the new Civic buildings.



Possible commercial development on prominent corner sites.



Better pedestrian connectivity to supermarket.



Periphery planting to screen carparks.



Improved amenity of pedestrian connections.



## 3.6 The Arts and Culture Precinct

### 3.6.1 Strategic Objectives of the Arts and Culture Precinct

Within this significant area of Cromwell there is the opportunity to create more connected and vibrant spaces to link the Memorial Hall area with existing Old Cromwell, the lakeshore and immediate area. Bringing additional visitors and providing community attractions for local events, and to host arts and cultural events and community gatherings; celebrating a 'World of Difference'.

The **Arts and Culture Precinct** includes the wider Melmore Tce/Butcher Drive area, 'Old Cromwell' and the existing Heritage Precinct<sup>5</sup>. The Precinct extends west to the Down St steps<sup>6</sup>, north to Donegal Street and east to Alpha St. It also includes the nearby sweep of the Kawarau Arm and its confluence with the Clutha/Matau Arm.

The Arts and Culture Precinct acknowledges and updates the heritage, history, recreational and leisure 'offer' to residents and visitors, as a pivotal location and tourism attractor within Cromwell. Existing heritage resources and values present within the Precinct are acknowledged and celebrated. New facilities enable year-round diversity and vitality, with spaces and activities enjoyed to a programme of formal and informal events and activations. Activities grow both the day and night time economy and add identity and sense of place.

The Spatial Plan links new and old such that the Precinct extends beyond the Melmore Terrace route (i.e. the signed access to 'Old Cromwell') to include heritage and amenity values within the wider area. These include significant 'landmark' structures and trees in the Donegal St vicinity.

By addressing the present challenges of the Arts and Culture precinct, the Spatial Plan enables:

- Additional choices for indoor and outdoor events, shows and conferences.
- Increased use of these facilities through improved functionality.
- A vibrant area that attracts more people and activity.
- Celebration of our heritage, landscapes and significant amenity values present.

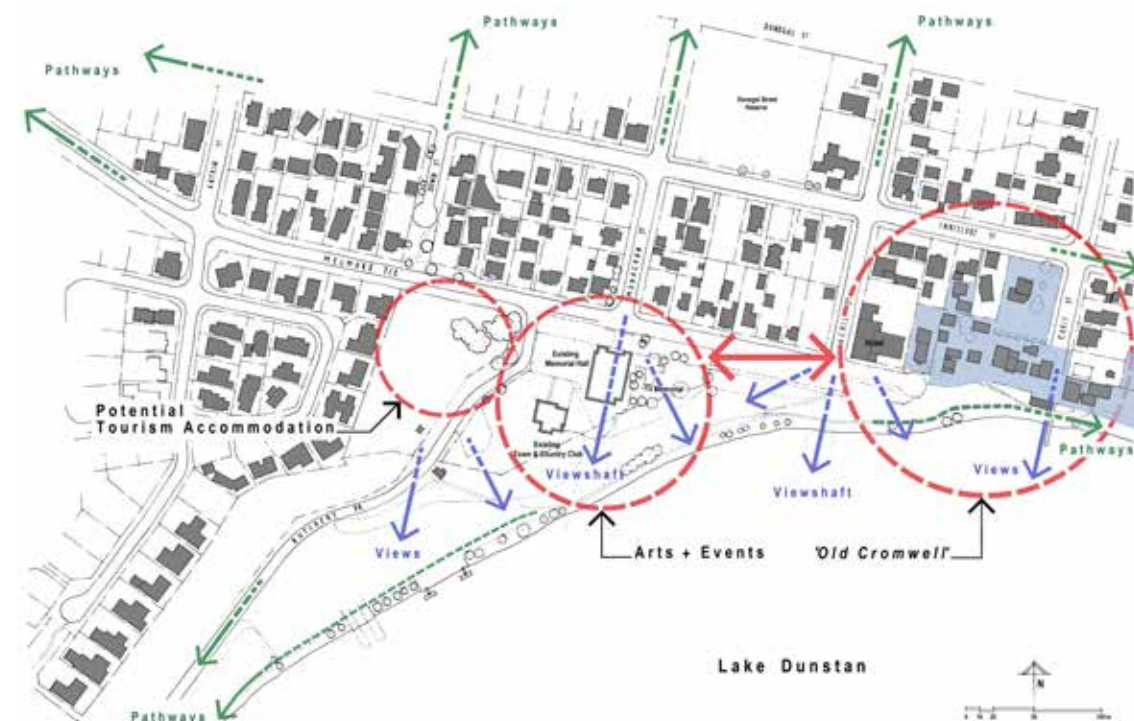
The immediacy and overlook to the lake is such that the Precinct is principally conceived as 'waterfront' with landmark status accorded by:

- Maori cultural associations.
- Its gold mining and civic history, including the Chinese settlement and old workings.
- Views from the Cromwell Gorge, Gairnmuir Peninsula and Bannockburn.
- The presence and attractions of Old Cromwell.
- The community's association with the Memorial Hall, Anzac Memorial, summer market, bike path, jetty access kayaking and other water sports.
- The sweep of contour and overlook gained from the Melmore Tce rise, the north/south axis and view corridors associated with Achil, Erris, Monaghan and Down Streets.
- Proximity to the water's edge.

Within the Precinct, future opportunities for an events centre, a museum/gallery and/or visitor accommodation will be explored through the wider Cromwell 'Eye to the Future' Masterplan.

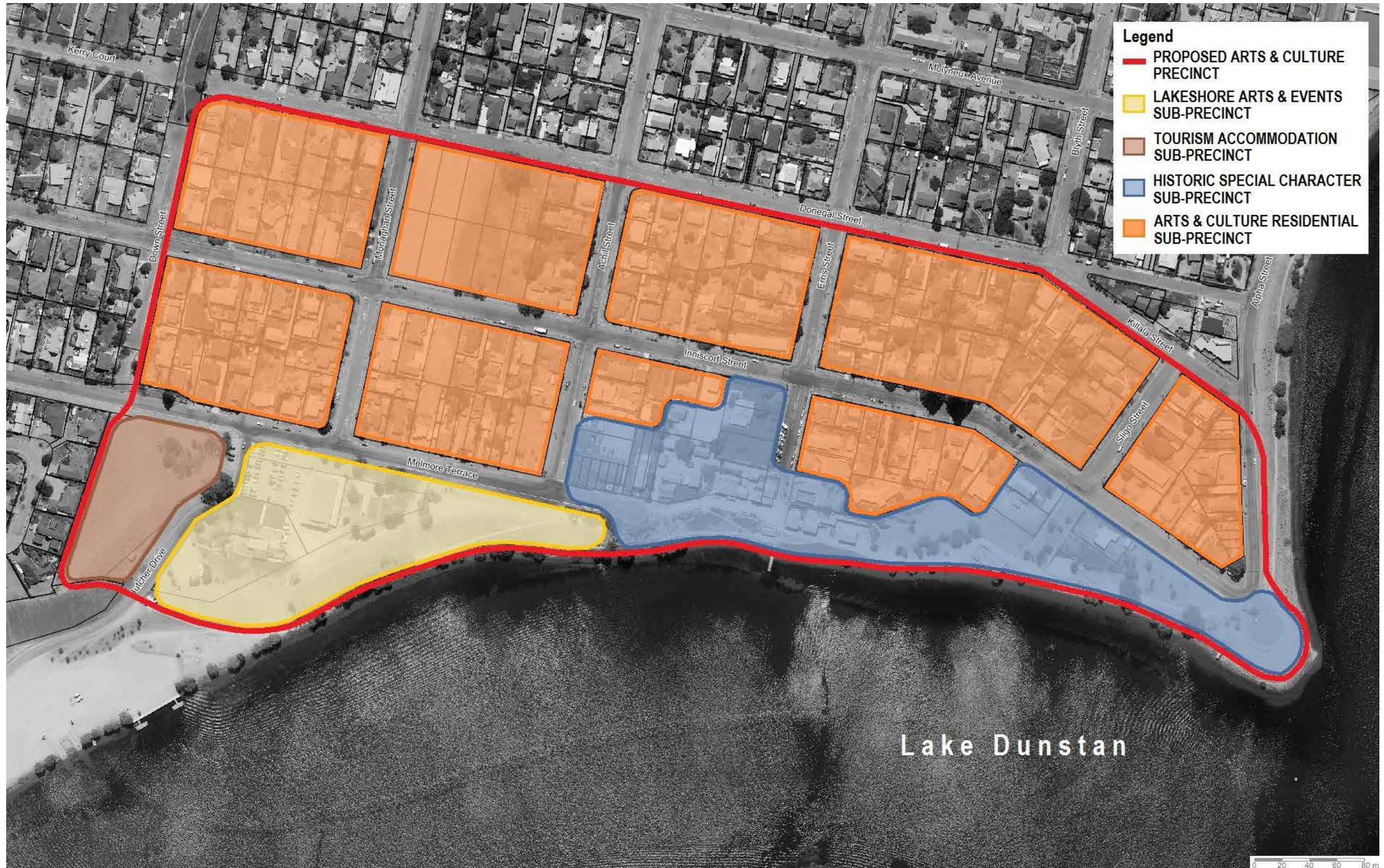


Context Aerial of the Arts and Culture Precinct



Connectivity and Opportunities Map





The Arts and Culture Precinct Spatial Plan



### 3.6.2 Arts and Culture Precinct Key Moves

The key moves for the **Arts and Culture Precinct** include:

- Further develop the leisure and culture offer of Cromwell recognising the contextual setting, heritage and landscape values present and proximity to Lake Dunstan.
- A series of possible future new facilities is envisaged to support 'a diverse and welcoming community', 'reinforce an authentic local character and identity', 'protect and celebrate valued landscape, conservation and heritage setting'.
- Increase vibrancy, footfall and placemaking, an enhanced visitor experience.
- Curate as an aspirational regional centre that invites visitors from throughout NZ and internationally potentially as also associated with visitors to Queenstown.
- Within other parts of the Precinct:
  - Boost activity in spaces around buildings.
  - A potential venue for dark sky and Matariki observation tours.
  - Formalize parking along the Melmore Tce spine, add concessions e.g. bike hub, recreation concessions/equipment, Similarly formalize offset parking associated with the AC centre, and near jetty locations.
  - Upgrade connectivity between the Precinct, other activity nodes around the lake and to the town centre, improve the legibility and permeability of these links.
  - Within the upper contour area of 'Old Cromwell' consider the outer side of the buildings cluster to address improved connectivity to shop fronts and the lake.
- Recognise the heritage and amenity values of dwellings and other structures Donegal St/Alpha perimeter. Design Guidelines address contextual matters where infill residential development is proposed. Integrate complementary built form and associated parking provision.
- Create a seamless/'joined up' public realm and waterfront foreshore throughout the Precinct also taking account of the planned Bike Trail extensions.
- Enhance the recreational experience of the Precinct by providing new opportunities for exercise, and exploration for residents and visitors of all ages.
- Improve the shoreline area adjacent the existing carpark to upgrade the amenity and activation.



Opportunities exist for a new Arts and Culture Centre to be built (comprising of a hall and events facility, museum, gallery, theatre and meeting spaces).



There is the potential for a landmark structure and private investment is encourage in visitor or hotel accommodation.



The lakefront area is upgraded with safer, better pedestrian and cycle connections to the wider town and space for buses and water taxis.



Small, flexible concessions along the trail to Melmore Pde.



## Endnotes

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- 1 A measure of the presence of people/occupancy within a shopping/commercial area that reflects the collective offer that is attracting people for comparison, holiday, and specialty retail and community services that is evidence – based. Footfall can be supported by a programme of events which enables retailers and others to ‘convert’ this into sales. Building footfall can be a marketing objective for a shopping centre and town centre management. For Cromwell increased footfall would appear to equate with more local spending/ increased capture of money now spent elsewhere.
- 2 While a comparatively recent addition to ‘the retail/ services offer’ the Big Box sector is experiencing change in much the same way as other commercial sectors. For example where ‘on-line shopping for groceries enables ‘pick up purchase and home delivery’ options, the construction-industry ‘delivery to site’ and garden centres ‘plants by courier’. These trends are expected to reduce demand for both gross floor area (‘GFA’) and parking, also enabling re-use of internal spaces now used for shop front display and promotional marketing.
- 3 ‘In this regard response to Bike Trail and seasonal worker arrivals present opportunities to acknowledge and celebrate local and international cultures e.g. a summer start’ event with food stalls, music and art, themed children’s activities.
- 4 MWD Landscape architecture report on the original Mall.
- 5 District Plan Map 16.
- 6 And the associated greenway link to Neplusultra St and town centre.
- 7 CMP principles 1, 4 and 5.

# Part 4: Implementation



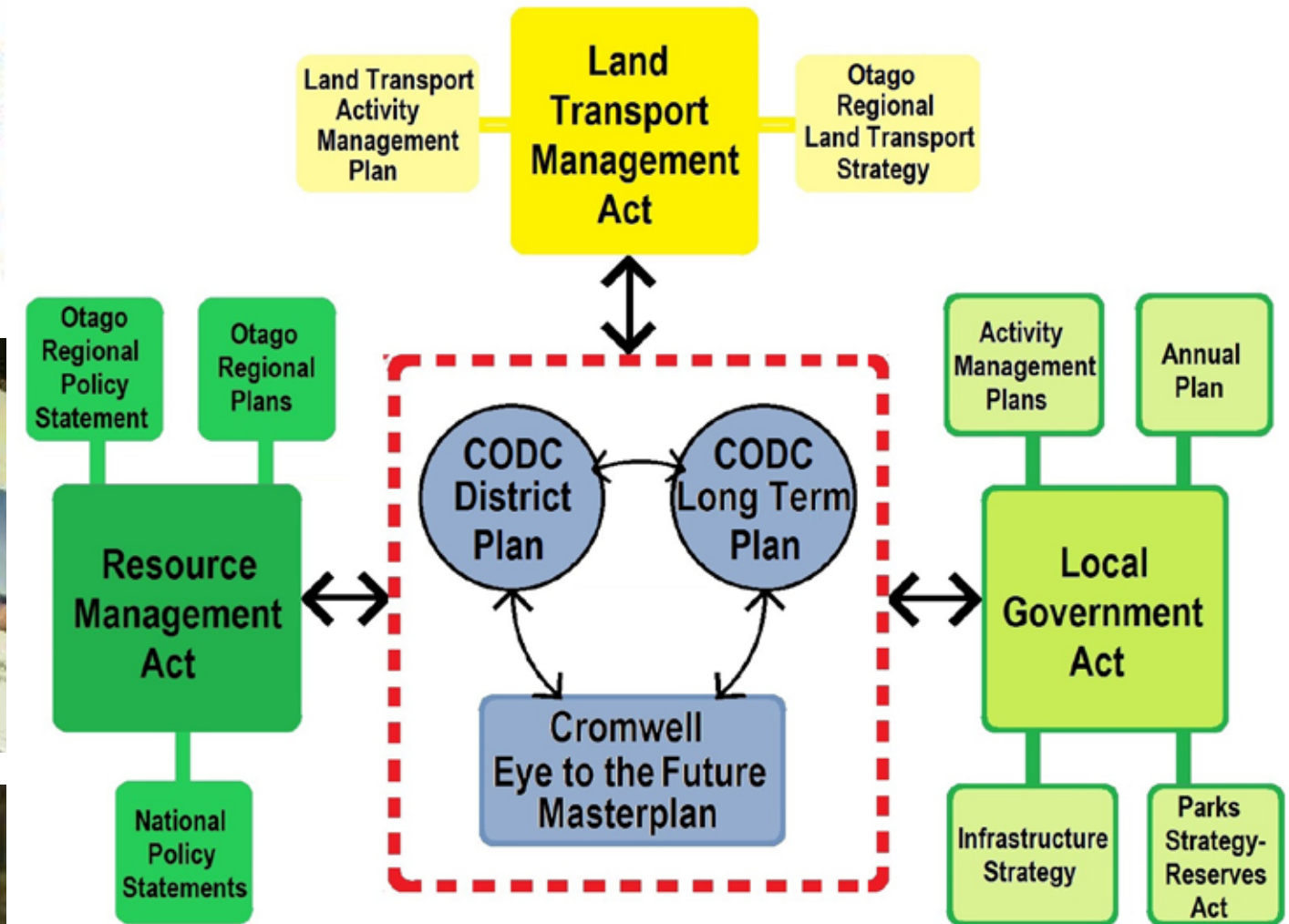
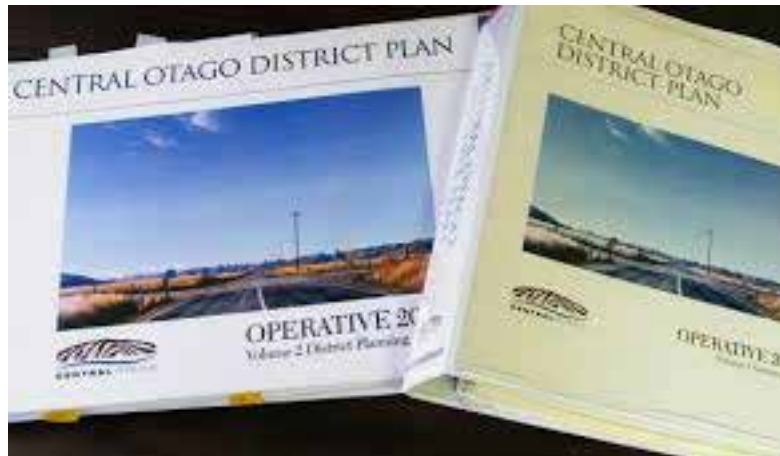


## 4.1 Implementation Pathways

### 4.1.1 Spatial Framework: Spatial Plan Implementation

The Cromwell Masterplan and associated Spatial Framework: Spatial Plan is a Council document to assist strategic decision-making over the next 30 years. Measures to implement the CMP include:

- Governance and stewardship in providing clear direction for growth and community certainty.
- The District Plan and statutory planning, and allied processes under the Resource Management Act 1991.
- The Long Term Plan and associated Annual Plan processes under the Local Government Act 2002.
- Investment in land, infrastructure and Council-owned facilities and services to facilitate and support growth, including funding committed to projects within the CMP Better Business Case.
- Collaboration with partners and agencies including Kai Tahu, the Otago Regional Council, Land Information New Zealand, Contact Energy, Department of Conservation, Heritage New Zealand, Central Otago Lakes Trust, other community and sector agencies, health, education transport and recreational sectors.
- Initiatives and activation by Council, community agencies, and individuals aligned with the Cromwell 2050 Vision, its principles and allied development objectives.
- Market participation either directly or with public and private sector investors, for example on catalyst sites, and/or as 'example' housing projects and business incubator hubs.
- Other direct actions such as ongoing monitoring and appraisal, investigating proposals, developing guidelines and standards, operational policies, applications for funding and grants e.g. for regional and tourism development.
- Council assisting indirectly such as coordinating, liaising, promoting or facilitating actions by others.
- Actions that may be taken by other parties for their own reasons.



Implementation Chart:-  
Cromwell 'Eye to the Future' Masterplan



Key Moves	Implementation Measures	Agencies and Interest Groups	Relevant CMP Principles
Further consult with Ngai Tahu as mana whenua, and associated agencies.	<p>Ongoing discussion is advised on agreed items and strategies. These may include:</p> <ul style="list-style-type: none"> <li>Ways to acknowledge Maori cultural values, landscapes and objectives set out in Te Poha o Tahu Raumati (Environmental Management Plan) and,</li> <li>Measures and opportunities to integrate design/development within the CMP to the Te Aranga Maori Cultural Landscapes Strategy.</li> </ul>	Iwi, Ngai Tahu agencies, CODC.	1,4,5
<p>Demarcating rural and urban development.</p> <p>Promoting a more cohesive and consolidated development pattern.</p> <p>Sustainable management of the rural environment, including significant natural and productive resources, landscapes and amenity values, reverse sensitivity factors.</p>	<p>Alter the District Plan to reflect the Spatial Framework: Spatial Plan, and for a consolidated pattern of development within Cromwell and rural/urban containment within the Basin.</p> <p>Zoning provisions include those for:</p> <ul style="list-style-type: none"> <li>Rural productive environments.</li> <li>'Countryside living'/outer settlement and associated visual and amenity values, including as appropriate; measures to manage commercial signage within rural and urban environments.</li> <li>Residential environments to promote attached and detached residential typologies, increased density within Cromwell East and West, particularly within 800 m radius of town centre and vicinity.</li> </ul> <p>Urban Design Guides for Infill and Medium Density Housing(including heritage values), Subdivision and Large Lot Subdivision.</p> <p>Further consider measures to:</p> <ul style="list-style-type: none"> <li>Promote and achieve sufficient residential yield.</li> <li>A more consolidated form of development within the Industrial precinct.</li> <li>Mechanisms for affordable housing.</li> </ul> <p>Obtain expert advice on land development, property trends and 'drivers' within the industrial area and town centre.</p> <p>Adopt a roading hierarchy for the urban Cromwell and outlying settlements.</p> <p>Adopt management strategies and design guidance for the public realm including landscape and open space, connectivity elements, nodes, the public realm, pedestrian, bus and cycle links, and water transport. Identify key view corridors.</p> <p>Further research the take-up and typologies of the existing Residential (R) Zones as to the effectiveness of the 250m2 minimum site size relative to multi-unit typologies.</p> <p>Undertake detailed concept planning for greenfield sites within the 800m radius from the town centre to assess potential yield and to promote quality design/development outcomes.</p>	<p>CODC, NZTA and Otago Regional Council, LINZ, other statutory agencies, utility providers.</p> <p>Interest groups may include community Trusts and agencies, sector interests and industry community of interest groups.</p> <p>Landowner and stakeholders.</p>	1-3,6-7,12,13
<p>Improve connectivity between and among key features and destinations within the Spatial Framework.</p> <p>Cluster key amenities and services to create a destination for residents and visitors to engage in a range of indoor and outdoor activities, and establish a network of shared walking and cycle pathways between these nodes.</p>	<p>Use placemaking, tactical urbanism and activation techniques in pre-planning stages to assist appropriate design outcomes for facilities and activities within the public realm.</p> <p>Concept planning and outline specification for:</p> <ul style="list-style-type: none"> <li>Spaces within the town centre (refer below),</li> <li>Foreshore nodes beyond the Town Centre and Arts Culture and Heritage Precinct, including McNulty Inlet and Alpha St Reserve, Anderson Park, and inter-connecting elements,</li> <li>The "World of Difference" Gateway Park and Cromwell Botanic Garden,</li> <li>Further investigate future recreation needs, including a possible indoor stadium west of Bannockburn Rd to ensure the site area required is not dissipated in the interim.</li> </ul>	CODC, community agencies and groups.	4,6,7,11,12,13
Implement growth locations and sequencing within existing and new areas, consistent with the Spatial Framework.	<p>Property acquisition and arrangements as necessary.</p> <p>Amend LTP to also align with the Spatial Framework.</p> <p>Prioritise actions firstly on sites located within or nearby the 800m radius of the town centre, and secondly within the Arts and Culture Precinct.</p>	CODC.	1-13 as to Smart Growth
A retail, office and residential mixed use town centre.	<p>Updated District Plan provisions, LTP including:</p> <ul style="list-style-type: none"> <li>Amend and consolidate mixed use zonings for the Town Centre Precincts, adjust affected CODC designations where necessary, enable higher density residential development within the town centre walkable catchment.</li> <li>A programme of collaborative actions by the public and private sector.</li> </ul>	CODC, building owner occupants, and the wider Cromwell community.	3,4,5,6,8

Key Moves	Implementation Measures	Agencies and Interest Groups	Relevant CMP Principles
Built form strategy.	<ul style="list-style-type: none"> <li>■ Built form strategy, allied District Plan and Design Guidelines addressing the town centre and contributory spaces.</li> <li>■ Specific Guidelines for 'signature; and 'catalyst' sites within the Gateway, Northwest and Civic Precincts, elevation typologies at ground level and above fronting the Mall, Square and Plaza, pleasant working and living environments, sunlight access, height, bulk and massing, shelter, addressing street and lane environments as shared space, mitigation of shadow and wind exposure effects, verandahs, and building rooftops, fronts and backs.</li> </ul>	CODC.	1,3-6
An Arts and Culture Precinct extending between the lakeshore, Donegal St, Down St steps and Alpha St.	<p>Updated District Plan and LTP including for:</p> <ul style="list-style-type: none"> <li>■ An AC precinct as a character zone or overlay to recognise heritage and amenity values present, promote an integrated approach to future development, Design Guidelines (principally to address new buildings and scale of residential infill and contextual matters).</li> <li>■ Enable higher density residential development within the 800m radius to AC Precinct '400m and 800m' walkable catchment.</li> </ul>	CODC, LINZ, Heritage NZ, Old Cromwell Inc, Contact Energy, DOC.	
Strategic approach.	<ul style="list-style-type: none"> <li>■ Undertake further concept design for the Precinct to address the integration of heritage residential, open space, and public realm, lakeshore and the future facilities, and to activity nodes beyond.</li> <li>■ Develop an integrated place and activation strategy which combines art, design and interpretation, including local story telling and wayfinding elements.</li> <li>■ Consider the feasibility of use of temporary boardwalks/platforms within the Operating Easement.</li> </ul>	CODC, business owners and operators, recreational users and agencies, tourism agencies, LINZ, Contact Energy, other community groups, World of Difference representatives, DOC.	





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## Appendix 1 Consultant Brief for Urban Planning and Design Professional Services

### Background

“Cromwell is experiencing a period of prolonged growth. This has been fueled by a range of factors including:

- The thriving viticulture and horticulture industries.
- Its position as a strategic hub for distribution and tourism.
- The local construction industry, which accounts for just under half the building consents issued in Central Otago.
- A development and construction boom in Queenstown and Wanaka.

In the last five years, the resident population has increased by 18%, school rolls by 15%, and the visitor population by 33% (Source: Statistics NZ). The establishment of a second supermarket and the expansion of the town boundary, allowing additional residential land for development, are all positive signs that this gateway town to Central Otago is thriving.

It has long been recognised and documented that the Cromwell town centre, a product of the Ministry of Works planning regime, is tired, dated and not fulfilling its purpose as a vibrant economic and social hub of a growing community. While several initiatives set out under the 2010 Cromwell Town Centre Rejuvenation Strategy have been implemented, the growth experienced since this strategy was adopted is placing further pressure on the town, giving rise to a number of challenges. These include how to grow the town in a balanced manner, improving the form and function of the town centre(s) and future proofing the civic facilities that provide the social fabric that binds the increasingly diverse community.

The Central Otago District Council (CODC), the Cromwell Community Board (CCB) and their community partners have identified a need to consider the future of Cromwell using an integrated planning approach. The approach will acknowledge and complement the Central Otago “World of Difference” brand. This will be achieved by incorporating the relevant themes and values promoted through the brand into the development of the masterplan and then into individual projects.

This integrated planning approach seeks to create a masterplan programme using the New Zealand Treasury Better Business Case (BBC) framework. The BBC framework is gaining wide acceptance as the preferred funding justification framework

to enable local government to produce evidence-based and transparent decision making for delivery management and performance monitoring of any scheme. The principles of the BBC framework are consistent with the approach required when making an application for funding under the government’s recently established Provincial Growth Fund.

The masterplan programme is described under the Programme Integration section. It includes a series of project business cases that feed into the Spatial Framework and are justified within an overall Masterplan Programme Business Case. This approach has recently been applied to the Queenstown town centre, where a significant integrated investment programme has now been agreed. In turn, the Spatial Framework is the coordinating instrument that links the strategic Vision of the masterplan with the design and implementation of specific projects. This Spatial Framework is a vital tool that provides a visual illustration of the intended future location, form and mix of land uses, along with the critical transport and infrastructure required to service those areas in addition to identifying any relevant environmental constraints.

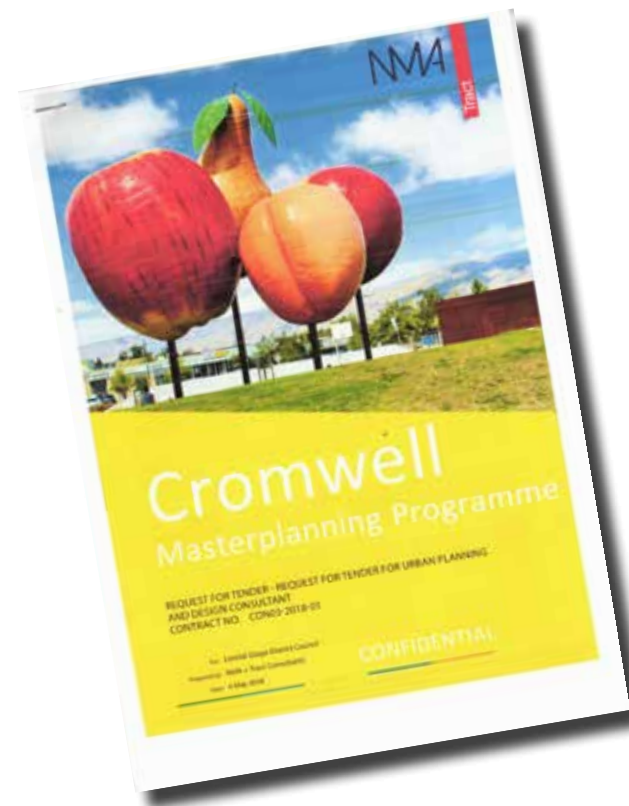
Many of the CODC and Cromwell town’s strategic documents and projects are currently under review, with the timing also coinciding with the 10-year District Plan review. This presents an opportunity to integrate these key strategies and review opportunities to shape the form and function of future development for the next 30 years and support this with infrastructure that is fit for purpose and affordable.

The masterplan programme aims to be highly collaborative with transparent community engagement when shortlist options have been established (scheduled for September 2018), and then as formal public consultation through the preparation of the 2018/19 Annual Plan.

The timeframe for delivering this programme is ambitious and will require a strong and dedicated team of specialists to ensure it achieves the objectives and keeps pace with the District Plan review.

The masterplan will guide interventions designed to grow and enhance the town in the following ways:

- Delivering a clear Vision to guide planning and investment decisions.
- Identifying and differentiating the existing precincts and defining the future aesthetics of these precincts.
- Informing where growth will be accommodated and enabled, providing the right balance of residential, business, recreation/open space and industrial activity.
- Informing the type and location of civic facilities that are required to support and integrate with a vibrant and thriving town centre.
- Able to attract Provincial Growth Fund investment via the BBC approach.”



### Purpose and Objectives

“To create a place-based Cromwell Masterplan, the first goal is to determine the collective Vision and what is needed to support it. The intention is to engage an independent facilitator who has experience with town strategies to assist with a workshop with the Mayor, Councilors and informed participants to either update the existing Vision(s) or create a new one for Cromwell.

The following preliminary masterplan programme objectives will be tested at the Vision workshop:

1. **We understand what the future holds for Cromwell and its surrounding areas.**
2. **Integration of the strategies, plans and projects to enable a sequencing of priorities.**
3. **Cromwell gets ahead of growth, identifies key spatial improvements, we plan for it and get on with it.**

As each project has the potential to influence and impact on others, an integrated method is being proposed that aims to achieve the following:

- Demonstrate how land use, development, civic opportunities and infrastructure are sequenced for implementation.
- Involve investors, partners, stakeholders and the community at key points to test the options and champion the preferred way forward.
- Provide a framework that manages the tensions, tests and selects options, which results in a suite of projects that deliver on the Masterplan objectives.”

## Masterplan Purpose and General Scope

“Central Otago District Council (CODC) wish to procure a suite of design-led technical resources to assist with implementing a new Vision for Cromwell and to provide integrated design solutions for several town centre and civic facilities projects. It is intended that the following four projects, currently being developed using the Better Business Case framework, would feed into a new Cromwell Masterplan:

1. **Spatial Framework.**
2. **Town Centre(s) Indicative Business Case.**
3. **Civic Facilities Review Indicative Business Case.**
4. **Cromwell Memorial Hall Indicative Business Case.**

The principal purpose of the masterplan is to allow CODC, its partners and stakeholders to develop a clear and holistic strategic Vision for Cromwell to guide growth and investment decisions. The masterplan will involve integrating the numerous projects, strategic documents and regulatory plans under this Vision to achieve alignment and consistency across these platforms while acknowledging and providing for the needs of an increasingly diverse population.

The masterplan will consider the town and its many functions, while recognising and demonstrating how the issues associated with prolonged growth can be responded to, in alignment with the strategic Vision. It will also provide the foundation for a Spatial Framework, identifying how and where Cromwell is expected to grow, how much land and development capacity will be required, and the types and costs of infrastructure that will be needed to accommodate this growth.

The masterplanning process will investigate contextual, historical, heritage, cultural and development overlays and how these will inform current and further potential civic, land use, streetscape, infrastructure and development opportunities. The masterplan will provide a strong visual story (supported by the various business cases) illustrating why the various projects are a priority, how they are prioritised and sequenced for implementation.

The masterplan will have a focus on integrating the physical interventions fed by the business case projects with urban design considerations. This will reveal opportunities to connect the existing residential, commercial and industrial land use with potential new areas including recent plan changes and future urban land zones.

Further opportunities will need to be investigated to improve the liveability of Cromwell through:

- How growth areas can contribute to the vibrancy and viability of the town centres.
- Initiatives in the public realm.
- Enhancing walkability.
- Cycle-friendly and more attractive streets.
- Encouraging better use of the variety of open spaces, access to water and recreation facilities.
- Environmental considerations including habitat restoration and where best to locate key infrastructure assets.
- Unlock the potential of some key civic facilities projects.

The masterplanning process will investigate contextual, historical, heritage, cultural, environmental and development overlays and how these inform current and potential civic, land use, streetscape, open spaces, transportation and development opportunities. This will be achieved through the following methods:

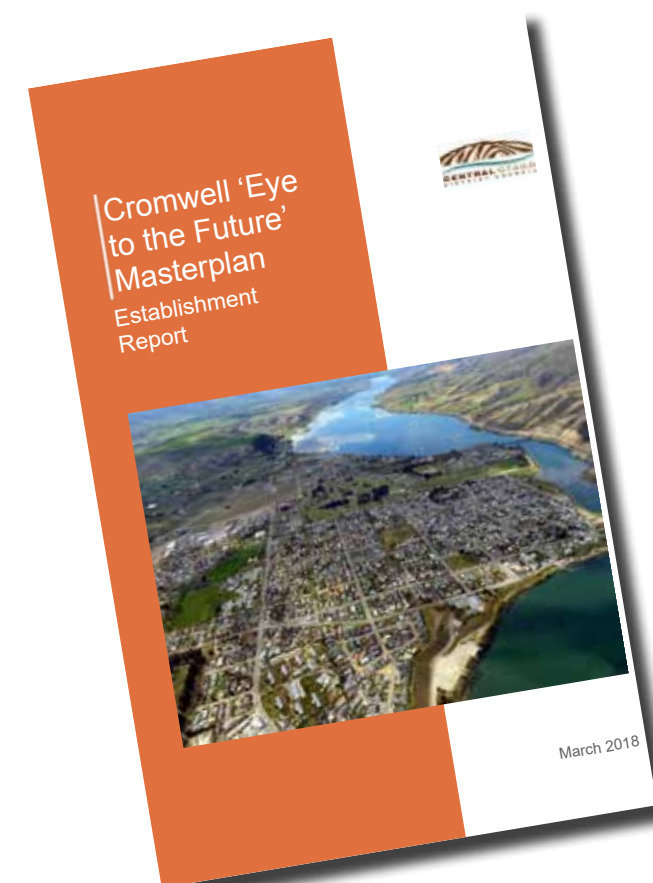
- Investment Logic Map (ILM) and long list workshop.
- Optioneering.
- Compiling of a short-list options.
- Multi Criteria Analysis (MCA).

Rationale Ltd (business case advisors) will be leading this work but will require a strong collaborative approach from the multi-disciplinary team particularly in the evaluation of options.

The masterplan and Spatial Framework will provide a strong visual story (supported by the various business cases), illustrating why projects are a priority, how they are prioritised and sequenced for implementation.

The masterplan will need to achieve the following:

- Recognise and celebrate the distinctive precincts and what their future look and feel will be.
- Show the big spatial moves needed to deliver the aspirations and Vision for the town centre.
- Enable quality space and priority for more walkable and cycle friendly town centres.
- Give direction for future land use and development patterns through sound urban design principles.
- Provide a focus on providing a range of residential choice, to address affordability and introducing the incentives/levers for greater density of living close to town centre nodes.
- Give high level concepts for future aspirations of key civic spaces and assets.”





## Appendix 2 Community Engagement Outcomes

### Overview

A significant community consultation and engagement process was undertaken to underpin the principles, direction and feedback to the Spatial Framework – in fact the largest community consultation process ever undertaken across Central Otago. The engagement covered the breadth of project investigations, and sought to interact with multiple differing segments of the Cromwell business and residential community. The engagement activities were undertaken by CODC in conjunction with Rationale, and NMA/ Tract across a number of months.

Community feedback was gathered at drop-in sessions, a community survey and through other channels, that informed a comprehensive understanding of what locals think and value about their place, of what's happening now in the Cromwell Basin and of what the future might hold. At the drop-in sessions common themes were the love of the town's greenways and its friendly, community feel. They also said they wanted a better shopping area, more indoor and outdoor recreational facilities and proactive planning and design in developments. They wanted Cromwell to primarily be known in the future for its horticulture and viticulture, and being able to offer a range of outdoor activities.

### Spatial Framework - Options for Growth

Three strategic growth options were shortlisted for discussion and feedback from the community. Each shows a different way to plan for and manage future growth in the Cromwell Basin. Each of the options has a different emphasis on where future population growth could happen.

#### Change Focused in the Basin

- This option is based on residential growth being spread across the Cromwell Basin's smaller settlements and in Cromwell's existing residential areas over the next 30 years.

#### Balanced Town Renewal and Growth

- This option would see increased concentrations of houses and residential growth incrementally expanding to the south of Cromwell over the next 30 years.

#### Growth Focused Within Existing Cromwell

- This option would enable a greater concentration of housing in Cromwell over the next 30 years.

### Town Centre – Growth Options

Community discussions in early engagement sessions confirmed that people want the following things from our Town Centre:

- A vibrant atmosphere that encourages people to visit and stay longer.
- Attractive places that locals are proud of, delivered through coordinated public and private investment.
- More businesses are attracted to the Town Centre, bringing greater commercial diversity and more economic activity

Three growth options were also shortlisted for discussion and feedback from the community on the Town Centre. Each shows a different way to plan for and manage future growth in the Cromwell Town Centre.

#### Upgrade Existing Mall

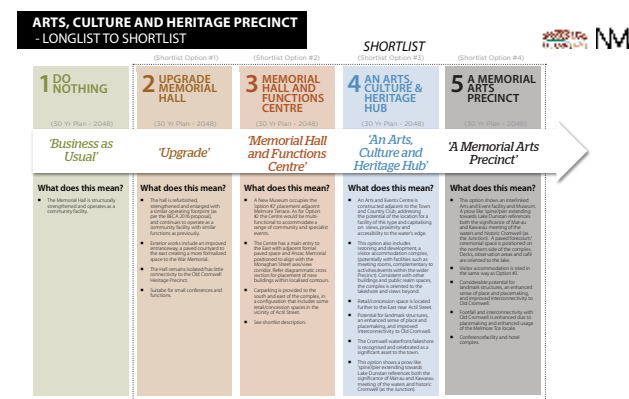
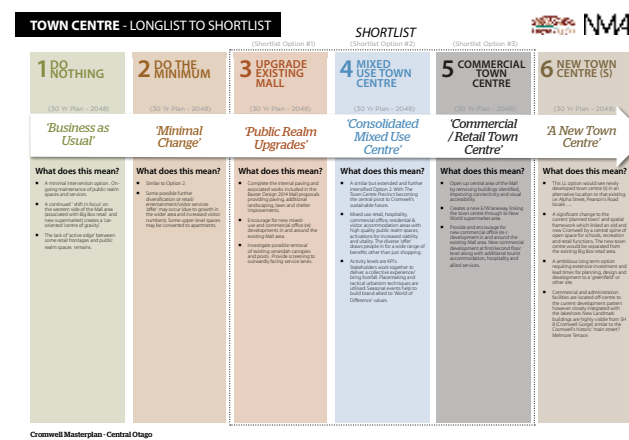
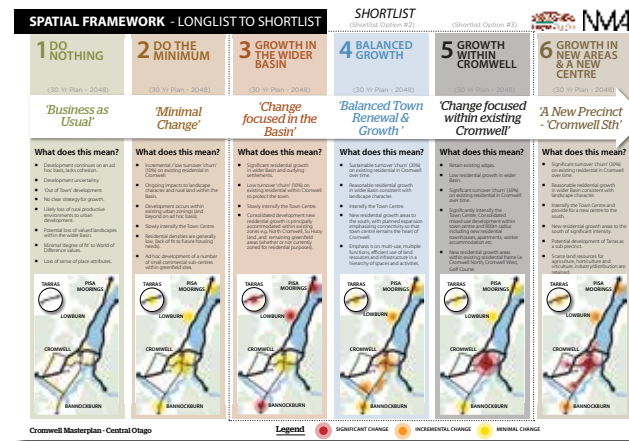
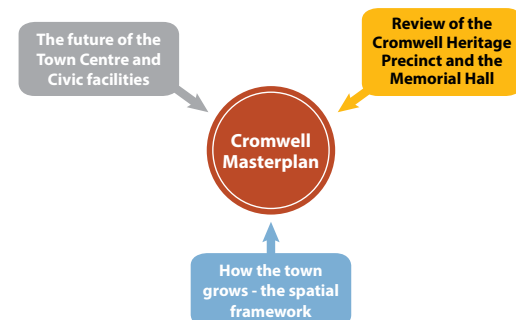
- This option's primary focus is on continuing the streetscape upgrade programme and working more closely with Town Centre landowners to collectively manage and promote more activity in the Town Centre.

#### Mixed-Use Town Centre

- This option aims to change the layout of The Mall to encourage retail and residential mixed-use development using the Council's new Civic buildings as a catalyst. It includes removing some buildings.

#### Commercial Town Centre

- This option also aims to change The Mall layout and proposes larger, more ambitious Civic buildings that would bring increased retail capacity. It also includes upgrades to public areas. This could enable further private mixed-use development using Council land and support.



### Arts and Culture Precinct – Growth Options

#### Upgrade the Memorial Hall and Improve the Access to the Heritage Precinct

- This option would continue with the existing upgrade plans for the Memorial Hall and include better access to the Heritage Precinct.

#### Create a Memorial Hall and Functions Centre More Connected to the Lakefront

- This option would create a new multi-functional centre with improved lakefront amenities and a new site for the Cromwell Museum.

#### Create an Arts and Culture Centre with Potential Visitor Accommodation

- This option envisions an Arts and Culture Centre comprising multiple functions and attractions for residents and visitors. It also places greater emphasis on upgrades to the lakefront area.



### Outcomes and Findings of Stage 1

The community was asked what big ideas they had for the future of Cromwell. This stage of the engagement process helped to create the 13 guiding principles of the master plan as explained further in section 2.2

From feedback gathered at drop-in sessions, a community survey and through other channels, an understanding was achieved of what locals think and value about their place, of what's happening now in the Cromwell Basin and of what the future might hold. At the drop-in sessions people told us how they love the town's greenways and its friendly, community feel. They also said they wanted a better shopping area, more indoor and outdoor recreational facilities and proactive planning and design in developments. They wanted Cromwell to primarily be known in the future for its horticulture and viticulture, and being able to offer a range of outdoor activities.

The community survey of Cromwell Basin residents and property owners told us what the community liked about this place and wanted for its future. The survey was conducted by Connect Cromwell and 461 people took part.

The results are summarised as:

1. What do people like about the Cromwell area?
  - Community and lifestyle was the top reason that people like Cromwell, making up 46%.
  - Recreation amenities and facilities were popular, making up 36%,
  - The natural environment was well supported, making up 33%.
2. What is the one thing you would like to change about the Cromwell area?
  - The one thing that people surveyed want to change about Cromwell is better shopping areas making up at 36%,
  - Better control of development was also well supported with 26%.

The top answer for what people want Cromwell to be known for is as a great place to live (56%). This was followed by fruit and wine (25%), scenery and natural environment (21%) and a great place to holiday or visit (21%).



### Outcomes and Findings of Stage 2

The second stage of the consultation process invited the community to comment on the three options put forward for the masterplan through the 'Let's Talk Options' document.

These three options looked at how Cromwell could grow in the form of a Spatial Framework, framework for the town centre and civic facilities a review of the arts, culture, heritage precinct.

A survey to provide comment on this document was public from 19th October - 19th November 2018. It was available online via the CODC website, from 48 The Mall, Cromwell Service Centre, New World and at locations in the outlying areas.

477 responses were received, with a majority coming from local Cromwell residents.

**For the Spatial Framework, 49% of the responses preferred Option 3 - Growth focused within existing Cromwell. This was mainly due to it encouraging a vibrant town centre and offering high density housing options.**

**For the Town Centre, 43% of the responses preferred Option 3 - a commercial Town Centre. The main reasoning behind this was because it creates a commercial and retail hub, represents significant change and opens up the Mall.**

**For the Arts and Culture Precinct, the preferred option was Option 3 - Create an Arts and Culture hub with potential visitor accommodation, by 57%. This option was chosen because it provides possible visitor accommodation and the community believed it utilised the lakefront the best of the options provided.**



## Appendix 3 A ' Better Business Case' - Investment Logic Maps

The Cromwell 'Eye to Future' Masterplan has been developed using a Better Business Case (BBC) process. This process, as recommended by the Treasury, is used to manage and justify large and complex projects.

The objective of the BBC is to:

1. Provide objective analysis and consistent information to decision-makers,
2. Enable them to make smart investment decisions for public value.

Investment Logic Mapping (ILM) is a technique to ensure that robust discussion and thinking is done up-front, resulting in a sound problem definition, before solutions are identified and before any investment decision is made.

It is a technique to ensure the 'story' about any proposed investment makes sense (the 'logic' part of ILM) and to test and confirm that the rationale for a proposed investment is evidence-based and sufficiently compelling to convince decision makers to commit to invest in further investigation and planning.

Initial stages of the Cromwell Masterplan were being developed with four work streams feeding into the Programme Business case; the Spatial Framework, Town Centre(s), Civic Facilities and Cromwell Memorial Hall.

As work continued these work streams were consolidated as:

- The Spatial Framework,
- The Town Centre and Civic Facilities and,
- The Arts and Culture Precinct.

