

14 BUSINESS

14.1 RESOURCES, ACTIVITIES AND VALUES

The principal business centres within Waitaki District are located in Oamaru, Kurow, Palmerston, Otematata and Omarama. Within these centres, identifiable, separate areas contain a range of commercial, administrative, service and industrial activities, quite distinct from the predominantly residential areas. Pukeuri and Ngapara both contain an industry which has provided a basis for the settlement.

Oamaru

Oamaru is the largest business centre and provides a wide range of activities. These include retail shops, professional and administrative offices, civic and community facilities, personal and household services, entertainment, restaurants and industries. It represents the focus of business within the District and the activities reflect its role as a rural service centre. Many businesses provide services and equipment for farmers and are involved in the handling and processing of agricultural and horticultural produce. Oamaru also has a port. This is no longer used as a base for the shipping of freight with activities now relating mainly to fishing and recreation. The viewing of the blue penguins near the port has become a significant tourist attraction for both New Zealand and overseas visitors.

The majority of retail and administrative and professional services are provided within a central commercial area centred on Thames Street between Dee Street and Itchen Street. A mix of retail, service and light industrial uses surround this area and expands along Severn Street, Humber Street, the Railway line and the Port. An area of heavier industrial activities lies to the north and south of Oamaru along with pockets of activity along the coast. Suburban shops are located on State Highway 1 near Frome Street in the north and near the intersection of Severn and Wansbeck Streets in the south. Weston has a close physical relationship to Oamaru and its commercial area has the function and appearance of a small suburban shopping centre. In recent years there has been some redevelopment within Oamaru's business, residential and nearby rural areas.

Oamaru's business areas represent the District's largest existing investment in buildings and car-parking. Buildings are generally one to two storeys high within the central area and visually characterised by verandahs and display windows adjacent to the street frontage. The Council provides off-street parking areas for activities within this area, while elsewhere, businesses chose to provide for their own needs.

Oamaru's business area is also characterised by distinctive 19th century limestone commercial buildings which are constructed of Oamaru stone (locally quarried limestone). These buildings originally served a variety of commercial functions ranging from warehouses and stores to banks and hotels and are predominantly located in the Harbour-Tyne Street area. The majority of these buildings were built between 1870 and 1885 in the neo-classical style of architecture with significant ornamentation. A range of activities have established in these buildings, with a trend towards mixed industrial, commercial and visitor accommodation more recently. This Harbour-Tyne Street area has been defined as a unique group of buildings for their architectural, historic and aesthetic values and have been categorised as a conservation area by the New Zealand Historic Places in recognition of these qualities. The Business 1 Zone along Thames Street, south of Coquet and Severn Streets, and the Business 1A Zone land Humber Street south of Coquet Street, also has many buildings of historic value and the area collectively, as well as having its own heritage character, also provides an important link through to the Business H Zone.

Kurow

Kurow is located on State Highway 83. Its business activities are concentrated along two blocks with frontage to the State Highway providing basic services to travellers and a range of retail shops, services and community facilities for local residents and the farming community. In comparison with Oamaru the number and size of commercial buildings is smaller and there is a greater mix of community and service activities within a smaller area.

Otematata

Otematata's commercial shopping is currently limited to two shops on West Road which provide basic services for the local community. Other business activities include motels, a hotel and camping ground which front State Highway 83 providing accommodation for people who visit the area, often for recreation activities on the Waitaki Lakes. The Electricity Corporation of New Zealand also has office buildings and a transport depot which reflects the townships past as a state hydro village.

Omarama

Omarama's business areas are characterised by services and facilities for the travelling public with service stations, restaurants and travellers accommodation. This reflects its location at the junction of State Highways 8 and 83 and its role as a gateway to recreation areas and opportunities provided by Lakes Benmore and Ohau, the Ahuriri River and the Lindis Pass. Commercial facilities for the local community are limited to basic services for groceries and petrol.

Palmerston

Palmerston is also a rural service town that has grown at the junction of two State Highways, 1 and 85. Commercial and community activities occupy blocks with frontage to both state highways but are concentrated mainly to the north on State Highway 1. Palmerston contains an area of industrial uses that include a transport depot, contractors yards, sawmill and timber sales yard. The business activities of the town service the township and local farming community with a range of retail shops, community services and banks etc.

Pukeuri and Ngapara

The meat processing works at Pukeuri is the dominant activity of the settlement, as is the flourmill at Ngapara. These activities have a significant impact on the local economy and employment. The buildings of these developments also dominate the local landscape.

Other

Small settlements such as Kakanui or Richmond also accommodate business activities. These are generally small businesses providing an essential service for residents or servicing visitors or travellers through the District.

Home-based businesses and occupations also occur throughout the residential and rural areas.

14.2 ISSUE 1 - Maintenance and Managed Growth of Business Areas

Inefficient use of resources and loss of amenity as a result of managed expansion of the business area.

14.2.1 Explanation

There has been some new investment in commercial activity in recent years within and outside of existing business zones. The consolidation of the existing areas encourages the efficient use of existing public and private resources such as roads and utility services. In addition, it will ensure that existing business areas are maintained as efficient and viable, and

create a degree of certainty for future growth and development. This, in turn, will assist the viability of business centres, particularly areas of retail activity. The exception to this situation is where there is a long-term strategy required to direct certain forms of business, such as heavy industry or large scale commercial activities to suitable locations. This is only likely to occur in Oamaru.

Given the central and/or convenient location of most business areas within the District, maintaining the general location of these areas can ensure convenient access is maintained. The Council can then maintain and provide efficient road networks and ensure car-parking is provided at convenient locations to serve those areas.

Town centres based on the business activities of the town are a source of identity for communities as they represent a meeting place for many people. Consolidating the area within which these activities take place will reinforce the community's perception of the character and form of its town and its identity.

The spread of business activities into residential areas may have an adverse effect on the amenities of those areas and their presence may fragment the residential community. However some commercial facilities within residential areas can provide convenient services for residents. As fewer Business zoned sites are available, the redevelopment of residential areas for commercial activities has become more common, particularly between Thames and Humber Streets. In addition, business expansion into rural areas has also occurred and become an established part of those environments.

14.2.2 Objective 1

Existing business areas which are maintained and consolidated with commercial and industrial growth in appropriate areas of Oamaru.

14.2.3 Policies

- 1 *To enable a broad range of activities throughout business areas to encourage the continuing occupation and development of sites.*
- 2 *To encourage redevelopment within existing business areas by consolidating the existing business areas.*
- 3 *To enable new industry to establish in Oamaru but at a location which ensures impacts to the roading network will be mitigated.*
- 4 *To recognise large-scale business activities existing within rural areas and settlements.*
- 5 *To ensure the road network provides adequate accessibility to existing business areas.*
- 6 *To ensure there is adequate and convenient car-parking provided in relation to business activities:*
 - i) *To provide car-parking on a community basis within the Oamaru inner commercial area.*
 - ii) *To encourage business activities in all areas, other than the Oamaru inner commercial area, to provide customer car-parking on-site.*
- 7 *To ensure that adequate provision is made for service lanes for the efficient operation of existing business areas.*

- 8 *To strictly limit the location, scale and nature of retail activities within defined business areas, to maintain and enhance the function, integrity, convenience and viability of the inner commercial areas of Oamaru, and the established suburban commercial centres of Oamaru.*
- 9 *To enable the establishment of retailing activities generating high volumes of traffic and requiring large areas of parking in locations, which do not detract from the amenity of adjoining areas, the safety and efficiency of the roading network, nor from the consolidation of the inner commercial areas of Oamaru.*

14.2.4 Implementation Methods

To achieve policies 1 to 9 through:

- 1 the use of rules, which are liberal in the range of activities provided for;
- 2 zoning, to control the outward spread of business activities and to recognise existing business within rural areas and settlements;
- 3 zoning for the managed expansion of the existing business zoning around Oamaru, to provide for a range of commercial and industrial activities subject to amenity and access controls limiting the impact of the zone on the State Highway;
- 4 the acquisition and development of land, as necessary, for roads, service lanes, or car-parking.

14.2.5 Explanation and Reasons

To maintain existing investment in infrastructure and encourage the on-going viability of existing buildings the Council wishes to consolidate the location of business areas and provide for a broad range of activities. This will have consequential effects on the community's perception of the character and identity of their commercial centres as prosperous and lively centres. To ensure activities can be maintained it is necessary to ensure they are accessible by road and that car-parking is convenient for customers and service lanes available for the use of businesses.

The Council is aware of a demand for heavier industrial sites and has chosen to provide for this demand by providing for an extension of the existing zoning north of Oamaru on the east side of State Highway 1. The area will be covered by a Business 3A and 4 zoning which will limit access to the zone to a single point from the State Highway and will require significant landscaping and set back from the State Highway to reduce the likely adverse visual impact of such development.

14.3 ISSUE 2 - Amenity

The establishment and operation of business activities can and do result in adverse effects on business areas and their surroundings, such as from noise, emissions, loss of visual amenity, lighting and traffic congestion.

14.3.1 Explanation

In addition to making business areas physically accessible to the public, it is also necessary to enhance their amenities to make them pleasant and enjoyable to visit and work within. The level of amenity will vary between different business areas.

Business areas are characterised by a concentration of people and activity. Therefore, they are likely to have lower standards of amenity than may be found in a residential environment and people have lower expectations of the level of amenity found within these areas. For example, people expect there to be more trucks and cars in business areas and therefore they tolerate more traffic noise and fumes than they would in their home environment. However, the Council wishes to ensure that the environment of business areas is not degraded so that they remain visually attractive to new businesses and are acceptable environments within which to work. Although market forces will determine business activity, the Council has the responsibility to establish the environmental parameters within which development may occur.

In addition to a basic environmental level within zones, the Council is concerned with the protection of amenity along the interface between business and living and recreation areas. The effects of business activity such as noise, glare, visual appearance and odour may lower the standard of amenity on adjoining sites and impact upon residential privacy and amenity. Often it is the scale of the activity involved which determines the extent of the effect.

Business areas may be broadly categorised into areas of commercial activity and areas of industrial activity. Commercial areas tend to accommodate retail and service activities, while industrial activities involve the processing, manufacturing or servicing of a product. Many of the characteristics of these environments and the effects of activities within them are, therefore, quite distinct.

Commercial Environment

Commercial Visual Amenity - The visual environment of commercial areas is characterised by one and two storey buildings built up to all boundaries, often with large display windows, verandahs and advertising signs. Important issues with regard to visual amenity are to:

- retain the existing scale and spatial distribution of buildings
- retain verandahs as a feature of the streetscape in central retail areas
- prevent the proliferation of advertising from detracting from amenities
- prevent the erection of large blank walls to the street
- prevent the creation of large sealed car-parking or display areas, particularly in central retailing areas.

In order to maintain a visual environment that is attractive to shoppers and maintains the existing form and identity of commercial areas. It is important that any new building does not significantly exceed existing heights or create large blank walls which have no visual interest or appeal. Large, open sealed areas also have little visual interest, fragment the continuity of buildings and may result in glare from parked cars. The proliferation of advertising is discussed as an issue in Part II, Section 7 (Signs). Verandahs are a traditional feature of New Zealand towns which provide a continuity to the street appearance as well as providing shelter from the weather.

The Business Heritage Zone, Business 1 Zone with frontage on to Thames Street south of Coquet Street and Severn Streets and the Business 1A Zone land Humber Street south of Coquet Street are significant areas in terms of the historical, architectural and cultural values of the buildings. It is therefore important to the amenity and integrity of Oamaru's Business District that these areas be preserved and that further development is managed in such a way that the character and values identified as important are not compromised. Important elements include the visual continuity of buildings as a whole and the retention of individual detail on buildings and refurbishment sympathetic to building style. Adjoining the Harbour-

Tyne Street area is the harbour and port frontage area. The future amenity of this area is important as it links the Harbour-Tyne areas with the Blue Penguin viewing area.

Traffic in Commercial Areas - Noise, fumes and congestion generated by traffic are expected to occur within commercial areas as people and goods must be transported to and from these areas for business to take place. However there is a need to ensure that public safety is not compromised by the conflict between pedestrians and vehicles, and that areas where there is a high concentration of pedestrians are kept as free as possible from traffic noise and fumes. In addition, traffic efficiency and safety should not be compromised by vehicular conflict. This is an issue of particular concern along State Highways which carry a large volume of through traffic which is not stopping to conduct business. The main commercial areas of the District, particularly those of Oamaru are centred on State Highways and few, if any, alternatives exist to provide a bypass for through traffic. However, there is potential to improve the design of the roads and associated footpaths, to facilitate a separation of local shopping pedestrians from through traffic.

Industrial Environment

Industrial areas do not attract the same number of people to visit, as do commercial areas. They are less involved with direct selling to the public or providing public facilities or entertainment so that generally only those people who work or need to conduct business will travel to an industrial area. This factor combined with the nature of the activities means that people are less concerned with amenities in industrial areas and expect them to be noisier, dustier and less visually pleasant than other areas.

Industrial areas can be divided into two categories. There are those which provide for manufacturing, processing and storage activities only, and those areas which also combine service and retail activities. Some industries do not require amenity to attract business and the nature of their operations makes it difficult for them to conform to the higher standards required in some business areas. In fact, compliance with a higher environmental standard could be prohibitive to their ability to operate. Such industries, therefore, require specific sites or separation from areas of higher amenity. Lighter industrial activities also occur in the Business H Zone and these often have a retail component.

Industrial Visual Amenity - Industrial areas are characterised by large utilitarian buildings built up to internal boundaries with a minimum setback from roads. Buildings are often enclosed by security fencing with signs displayed in conjunction with a business. Land surrounding buildings may be used for car-parking and outdoor storage and may or may not be sealed. Industrial areas with on-site development related only to the operational needs of the business are not therefore areas of high visual amenity. Accepting the functional requirements of industrial areas, the Council sees a need to improve the amenity of all parts of the District. Although the number of visitors to industrial areas may be smaller than to commercial areas, the industrial areas within the District would benefit from their street appearance being upgraded.

Traffic in Industrial Areas - Within industrial areas there is more heavy traffic than occurs elsewhere in the District. As there is not a concentration of retail activities, there is not a significant potential for conflict between vehicles and pedestrians. However, where practicable service activities which do attract traffic are best not located along main thoroughfares where there is a potential for vehicular conflict.

Industrial Air Pollution - Industrial activities may produce air emissions which have the potential to pollute the environment. Such discharges may require the consent of the Regional Council and are not subject to control through the District Plan. The creation of odours and dust as a result of emissions is however a concern to the Council. There are currently no practical methods by which the Council can measure odour and this effect can

only be addressed by changing the process or management which results in the odour or requiring a separation distance between the source of the odour and residential areas, for example.

Retailing from Industrial Areas

The types of activities undertaken from industrial areas has changed in recent years in response to an economic decline and the need to diversify business. Industrial areas are no longer primarily areas of processing and manufacturing. Services and retailing are becoming increasingly significant as complementary activities. In the past there has been limited provision for retailing activity from industrial areas. However, it is acknowledged that the distinction between industrial and commercial activities has blurred and there needs to be provision for a mix of uses. Such a provision will, however, require checks on scale to ensure there is not a general dispersion of retailing from the central commercial areas, which would undermine the integrity and form of business areas. The Business 3A Zone allows for large scale retailing that would otherwise not establish in the Inner Commercial or Mixed Business areas of Oamaru.

Travellers Accommodation

The provision of accommodation facilities for travellers and visitors is distinctive from other commercial activities as it generally represents short-term and temporary residential activity rather than the sale or servicing of a product. The buildings used for this purpose, therefore, often more closely resemble residential units and have landscaped surrounds that are distinctly different from the appearance of a retail shop. Travellers' accommodation may also be provided in camping grounds where there is little building development and is an open area dominated by tents and caravans.

Travellers' accommodation facilities also tend to establish in distinct locations along state highways and close to popular tourist and visitor attractions. This results in, for example, a cluster of motels or a camping ground in one area creating a distinctive character for the locality. Due to the nature of travellers' accommodation activity, the buildings that are established for this purpose and the importance of location and accessibility to the travelling public, it is not always appropriate to apply the same standards as those applied to other business activities.

14.3.2 Objective 2 (a)

Areas of business activity which have a standard of amenity pleasant to visit and work within.

14.3.3 Policies

- 1 *To enhance the business environment by avoiding, remedying or mitigating adverse effects created by activities such as noise, glare, dust and car-parking or visual impacts.*
 - i) *To ensure all parking and vehicle manoeuvring areas to have an all-weather surface minimising the creation of dust nuisance.*
 - ii) *To ensure the frontages of sites for industrial and service activities present an attractive planted aspect to the street.*
 - iii) *To ensure noise levels within business areas enable the functioning of anticipated activities, whilst remaining pleasant to visit and work within.*

- 7 *To maintain and enhance public open spaces within business areas, and to provide public facilities and street furniture for the enjoyment and convenience of persons within business areas.*

14.3.4 Implementation Methods

To achieve policies 1 to 7 through:

- 1 the use of rules to put in place performance standards for street appearance (setback, height and landscaping), noise, dust, access and car-parking;
- 2 the use of zoning to separate activities which generate traffic and pedestrians and to separate activities which may create noxious effects such as odour and noise.
- 3 continuing to provide finance and initiate projects for street and open space enhancement and the provision of public facilities and conveniences.

14.3.5 Explanation and Reasons

The viability of commercial areas depends on their ability to attract customers. It is therefore important to ensure that the environment has high standards of amenity to encourage people to visit and to provide for the well-being of people working within business areas. Environmental amenity is a result of undertaking works to enhance the environment, minimising adverse effects and separating activities which are incompatible. The policies provide direction on how Council will maintain and improve the amenity and quality of its business environments.

14.3.6 Objective 2 (b)

Areas of business activity which do not detract from the standard of amenity in adjoining areas.

14.3.7 Policies

- 1 *At the interface between business and residential areas, to protect living environments from unacceptable noise, odour, shading, traffic, glare or visual amenity.*
 - i) *To impose the residential standards for height and admission of sunlight to buildings on sites adjoining residential areas.*
 - ii) *To impose the residential standard for noise on activities adjoining residential areas.*
 - iii) *To require landscape planting along the boundaries of business sites adjacent to residential sites to protect the visual amenity of the residential areas.*
- 2 *To limit the location of and access to business activities generating high volumes of traffic along the State Highways, to minimise vehicle conflict and protect traffic safety and efficiency.*

14.3.8 Implementation Methods

To achieve policies 1 and 2 through:

- 1 the use of rules to set down performance standards for activities adjacent to residential areas and to control residential activity within business areas;

14.3.9 Explanation and Reasons

These policies seek to avoid, remedy or mitigate adverse effects on the surrounding environment created by business activities. Of particular concern is the effect that business activities may have on lowering the quality of living environments both adjacent to and within the business area itself. The policies address the business/residential interface and limit residential occupation within the business area.

The remainder of the policies address the interrelationship between the location of business activities and the road network. Businesses are dependent on vehicles for the transporting of goods and customers. However, transport needs are to be provided for in such a way that the safety and efficiency of roads is not compromised. In addition, pedestrian movement across main roads should not be encouraged to ensure the safety of people and motorists.

14.4 ENVIRONMENTAL RESULTS ANTICIPATED

- Enhancement or retention of the vitality, convenience, accessibility and pleasantness of the towns' central commercial areas.
- Retention of the existing scale of commercial buildings.
- Continuous verandah coverage in central commercial areas.
- Adequate car-parking in relation to a business activity.
- The minimisation of air-borne dust nuisance.
- Minimal noise disturbance within the business environment.
- The spatial separation of business activities into defined zones.
- Pedestrian areas with minimal exposure to traffic noise and fumes.
- Enhanced street appearance through landscaping.
- Enhanced public spaces.
- Adequate public facilities such as street seats, public toilets, rubbish bins, directional signs.
- Traffic and pedestrian generating activities located away from residential areas.
- Avoidance of direct access onto the State Highways from businesses which generate high volumes of traffic.
- Preservation of the living environment adjacent to business areas in terms of light admission, noise and odour.
- Limited residential occupation of buildings within business areas.
- Maintenance of visual amenity on residential sites adjacent to business sites.
- A wide range of business activities within defined locations.

- High customer use of convenient car-parking.
- Efficient loading and unloading of goods and convenient access to business.
- Continuing operation of existing businesses in rural areas and settlements.
- Continued use of historic buildings in the Tyne-Harbour Street heritage area.
- Refurbishment of existing buildings and new buildings in the heritage area and the adjacent Business 1 and Business 1A Zones which retain the characteristic features of the existing heritage buildings.