

S35 Monitoring Report Remarkables Park Special Zone

2025

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Executive Summary

The findings of this Monitoring Report are intended to inform potential future amendments to the Remarkables Park Special Zone provisions and mapping by monitoring the effectiveness and efficiency of the Zone in the Operative District Plan (ODP). The focus of this report is to determine whether the ODP provisions for the Zone are efficient and effective, whether the objectives and policies are being achieved, and help identify any resource management issues that have emerged. The findings of this report will help to inform the review of these Special Zones, and the wider review of the special zones of the ODP and fulfils the requirements of section 35(2)(b) of the Resource Management Act (1991).

Introduction - Requirements of the Resource Management Act (1991)

The RMA requires that the effectiveness and efficiency of a plan are assessed, with the findings then used to inform the process of reviewing a plan. This is focused on the efficiency and effectiveness of the plan's objectives, policies or methods (i.e., rules).

Section 35(2)(b) of the Resource Management Act (**RMA**) states that:

Every local authority shall monitor-

...[(b)] the efficiency and effectiveness of policies, rules, or other methods....

and take appropriate action (having regard to the methods available to it under this Act) where this is shown to be necessary.

This report fulfils the requirements of section 35(2)(b) in relation to the Zone and monitors the effectiveness and efficiency of the Zone's policies and rules. No 'other methods' are employed and is limited to monitoring the effectiveness and efficiency of the objectives, policies, and rules, and is not an urban design review of the development that has occurred.

District Plan Monitoring

Plan Effectiveness monitoring requires the Council to compare what is actually occurring under the District Plan provisions with the intentions of the Plan (as expressed through its objectives). This involves first identifying what the plan is trying to achieve for the Zone, and to then track how well it is achieving these objectives. Once an understanding of how well the objectives are being met, the next consideration is identify to what extent this can be attributed to the District Plan policies and rules and to what extent 'outside' influences may be affecting the ability of the Plan to achieve its objectives.

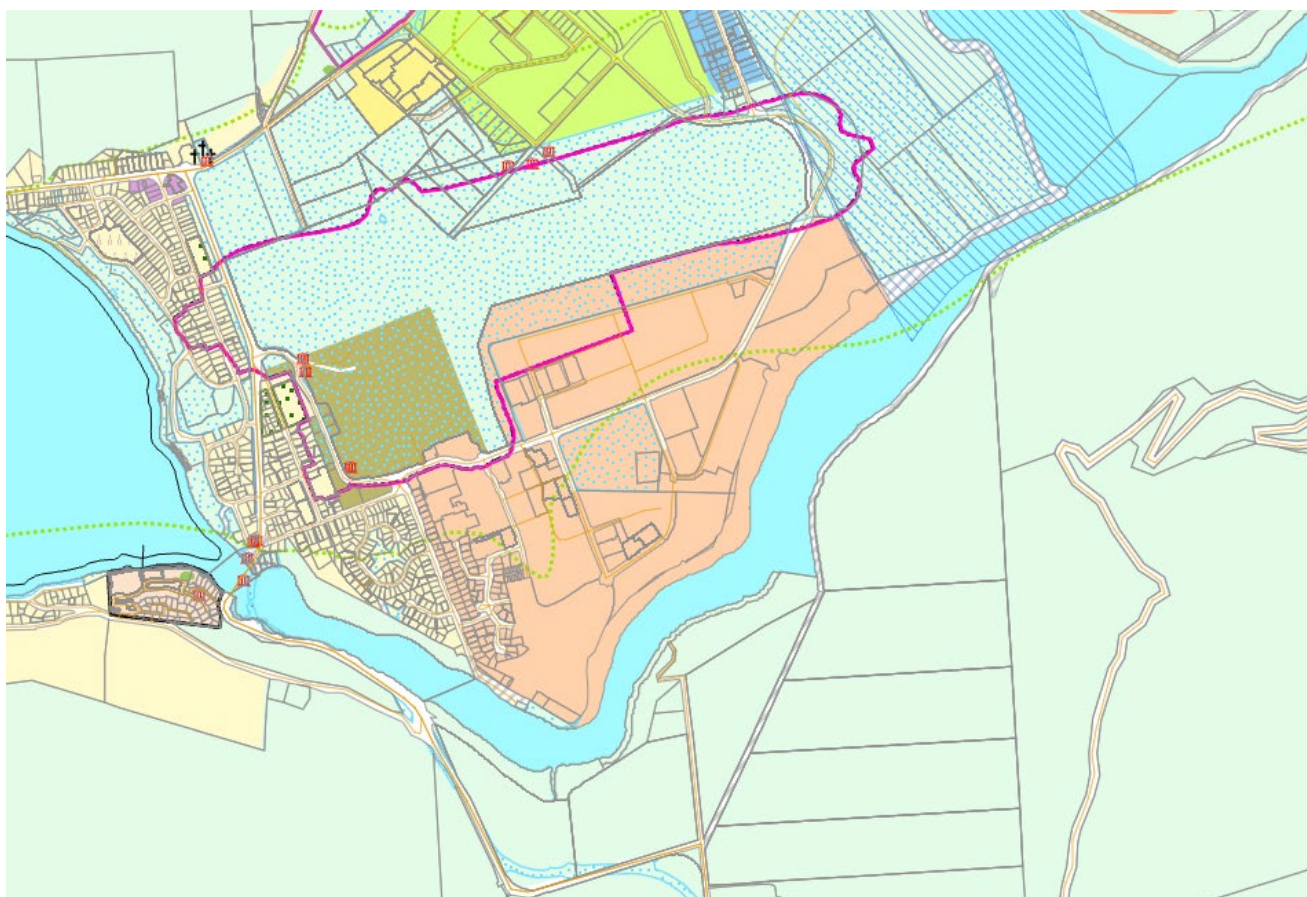
Plan Efficiency monitoring refers to comparing the costs of administering the Plan's provisions incurred by applicants, the Council and other parties compared to the outcomes or benefits achieved. It is noted here that determining what level of costs are acceptable is generally a subjective judgement and, as such, it is difficult to reach definitive conclusions. It is also considered that if anticipated development can be undertaken with no resource consent fees then that improves the efficiency of the Plan.

What is the Remarkables Park Special Zone?

The Zone encompasses approximately 150 hectares of land within Frankton, positioned 8km from the Queenstown Central Business District (CBD) and is adjacent to the Kawarau River. It is situated 1.5km from State Highways 6 and 6A and lies in close proximity to Queenstown Airport.

It has primarily been developed for mixed-use purposes, it features a commercial precinct known as The Remarkables Park Town Centre. This town centre is comprised of large format retail activities, some smaller format retail, healthcare facilities, offices, educational facilities, medical centres, cafés and restaurants, and related activities including carparking, access and servicing, and landscaped grounds. There is a low-density residential area located in the southeastern portion of the zone (approximately 100 dwellings, gaining access from Riverside Road, Copper Beech Avenue, Elm Tree Avenue, Juniper Place and Magnolia Place). Notably, Whakatipu High School, the sole state secondary educational institution within the district, is also situated within this zone.

Figure 1 Remarkables Park Special Zone (orange) within surrounding Frankton Area



How was the zone created?

The land within the contemporary Remarkables Park Special Zone was identified in the Transitional District Plan (under Section 7.6) as the 'Remarkables Park Area', which comprised of approximately 130 hectares (Zone contains 150 hectares as of this report). The area was identified as being appropriate for urban development and was previously zoned for partly rural and partly residential activities.

Urban development began in the area in 1992 following Plan Change 87 (Plan Change proposed in 1990), with this plan change providing for 'traditional residential zoning with accompanying roading, utility services and landscape'¹. The Transitional District Plan acknowledges 'that the outstanding physical resources and landscape value of the area' through identifying key natural features which were mostly carried over to the current iteration of The Zone (minor amendments were made to these features in a future plan change). These features are identified as:

1. Views of The Remarkables mountains to the south-east
2. Views of Coronet Peak to the North
3. Views of all other local hills and mountains
4. Clear terrain to the north providing for long winter sunshine hours
5. Views of, access to and general proximity to the Kawarau River
6. Extensive direct riverside access along the western, eastern and southern boundaries
7. Flat land to the north, encompassing farmland, the Frankton Shopping Centre, nine-hole golf course and proposed Queenstown Events Centre and the airport.
8. Proposed village centre on flat land to the north-west
9. Residential subdivision to the west
10. Lake Wakatipu to the west

It is acknowledged in Section 12.10. 1 Resources, Activities and Values of the ODP that the combined effects of these elements is such that the area provides Queenstown with a site which is well suited to higher density development comprising a mix of urban activities including residential, visitor accommodation, recreational, community, educational, commercial and retail activities.

The 1995 Proposed District Plan incorporated a Remarkables Park Zone which 'consisted of a mixed use urban zone covering all of Remarkables Park Limited (RPL)'². The proposed Remarkables Park Zone included within the 1995 Proposed District Plan was removed in the 1998 Revised Proposed District Plan, with the area being zoned within general residential and rural zones. Following this decision, several appeals were made by RPL to this decision, which were resolved through a consent order. The consent order directed the Council to modify the Proposed District Plan (2003) to incorporate a new special zone entitled 'Remarkables Park Zone', which, consequently led to a new section (12.10 and 12.11) being included within the proposed plan. A private Plan Change (Plan Change 34) request was made in 2008 and confirmed in 2010.

The current Objectives, Rules and Provisions of The Zone remain largely consistent with the requests contained in the 2010 Private Plan Change, with the Zone now covering approximately 150 hectares. The 2010 Plan Change sought changes to provide for further opportunity for large format retailing activities, to enhance the activity mix within the zone, to correct for various rule anomalies.³ The Private Plan Change was resolved through a consent order issued on 17/10/2012. There

doesn't appear to be an assessment against the original s32 or a s32AA analysis undertaken for the changes posed through this consent order.

What is the Remarkables Park Special Zone Trying to Achieve?

The Remarkables Park Special Zone has 8 objectives.

These objectives aim to ensure that the development within the Zone acknowledges the outstanding physical resources and landscape value of the land.

The Structure Plan is divided into eight Activity Areas (or AAs). These Activity Areas manage different types of activities, buildings and development, as set out in the Rules that follow. The strategy for development of the Remarkables Park Zone aims to establish a high quality of amenity which will enhance the value of and be maintained by later stages. The interdependence of buildings and streets will be recognised and facilitated with the role of streets to be appropriate to the nature of the activity they serve.

The intention is that development within the Remarkables Park Zone will be undertaken on an integrated basis. This means that the development of land and buildings will be planned together rather than separately. Such integrated planning and development of the land will ensure that the unique benefits which the location offers are developed to their best advantage and that a high standard of amenity is achieved.

The development anticipated in each of the Activity Areas are outlined in Objective 2, Policy 4. These have been summarised below.

Activity Area 1 - Traditional Residential Development

Approximately 9 hectares of land on the western side of the zone and adjoining the existing Riverside Road development will continue to be developed for traditional residential development. Section sizes will range from 600m² to 1100m² and will accommodate predominantly single family residential units. This pattern of development will integrate the existing level and pattern of settlement with the further range of development proposed for the Remarkables Park Zone.

Activity Area 2 - Riverside Public Recreation

Activity area 2a on the river peninsula adjoining the Kawarau River, to the south covers land owned by the Council and is proposed to be developed for predominantly public open space. This element of the southern Riverside Public Recreation area is the proposed River Access Area. This area will be a public place carefully located on the river's edge in order to take advantage of the opportunities of such a location for river access. It may provide stopping points and a terminal/ticketing facility for water transport between the Frankton locality, Queenstown and other parts of the District as well as focus for limited commercial uses, e.g. restaurants, ticketing facilities.

¹ From Section 7.6.1 of the 1995 Transitional District Plan

² 2008 Plan Change 34 Remarkables park Section 32 Report

³ Plan Change 34 (2007 Operative District Plan) Section 32 Report.

Activity Area 2b is a formed access strip joining two public streets. Area 2c is partly vested as a local purpose reserve and partly privately owned.

Activity Area 3 - Riverside Peninsula

This riverside development area situated on the river peninsula and adjoining the Riverside Public Recreation Area will enable development for commercial and retail activities, offices, apartments and condominiums, visitor facilities and visitor accommodation, church, plaza, restaurants and cafes, educational, recreational, and riverside facilities (including ferry-based transport). The intention is for the Riverside Peninsula area to develop as a vibrant mixed use precinct that includes vehicle access roads, pedestrian activities and shared pedestrian/vehicle environments within the Activity Area.

Activity Area 4 - Higher Density Accommodation

A significant proportion of this area is proposed to be devoted to higher density residential and visitor accommodation, including student and staff accommodation, educational, health and day care facilities and parking facilities. Units will be built at relatively high density and will have regard to sunlight access and views.

Activity Area 5 - Commercial/Retail Centre

This mixed use area comprises the established Remarkables Park commercial centre, which provides for retail and other commercial activities including office and service activities. Activity Area 5 also provides opportunities for education, visitor accommodation, carefully designed higher density residential activities, and for future expansion of the commercial centre, including for large format retail activities.

Activity Area 6 - North Urban Development Area

The building forms proposed for part of this area will secure a number of resource management outcomes including provision for higher density living and certain community activities utilising building designs which mitigate aircraft noise. This will enable close proximity for a significant number of residents to the Remarkables Park commercial centre and other activities within the wider Frankton locality. This mixed use activity area also provides for education, health and day care, hospitals, retirement villages, and visitor accommodation.

Activity Area 7 - Visitor Accommodation and Eastern Perimeter High Density Residential

Within an area in the north-eastern portion of the Remarkables Park Zone, a sector is set aside for terrace houses, condominiums and visitor accommodation activities. This area offers spectacular views of The Remarkables, Coronet Peak, the Crown Range, and the Shotover and Kawarau Rivers.

The area is split into two terraces; the north-eastern terrace is elevated. Consequently, extra controls over height of buildings are provided for.

Activity Area 8 - Northern Perimeter Area

This is a significant “buffer” area of land adjacent to the Queenstown Airport. It is suitable for development for rural, recreational, infrastructural and parking facilities not of a noise sensitive nature. Much of it falls in close proximity to the airport and within higher noise control areas. As such residential activities, visitor accommodation and community activities are prohibited in this area within the Outer Control Boundary.

Under **12.10.2** the following **Issue** was identified in the Remarkables Park Special Zone

Development of the land in a way which provides for the District's economic and social needs while protecting the important natural and physical resources of the Frankton area and the wider community.

The principal resource management issue relates to the development of land in a way that protects and enhances the important natural and physical resources of the District, including the airport, while providing for appropriate development in order to meet the social and economic needs of the community.

Under **12.10.4** The following **environmental results** are anticipated in the Remarkables Park Special Zone:

- *The overall environmental quality of the Remarkables Park Zone and adjoining areas deriving character from the natural features of the zone and in particular the river setting.*
- *The development of the zone achieving a strongly urban and focused environment comprising a range of residential, visitor facilities and accommodation, commercial and community activities, education, recreation, and open space which is interesting, convenient and attractive for community use and enjoyment.*
- *Essential utility services provided within the zone as development proceeds.*
- *Land development process managed so that adverse effects of development are avoided, remedied or mitigated.*
- *Water quality of the Kawarau River being maintained at the best possible quality.*
- *Important natural features of significance are respected and preserved.*
- *A range of building forms being enabled so as to promote social and cultural diversity.*
- *The planning and design of all built structures taking account of the natural landforms of the District to achieve high standards of built environment in terms of streetscape, housing form and quality, convenience and security.*
- *Proposed reserves are set aside and developed in ways which are appropriate to the wider amenities of the District and the recreational needs of the community.*
- *The form of the development, with its transport linkages and easily located foci of activities reinforcing the development of a sense of community that encourages relatively high density development.*
- *The establishment and operation of non-residential activities within the low density residential area (Activity Area 1) of the Remarkables Park Zone being controlled so that the scale and appearance of buildings is in harmony with the residential character of the locality, adverse effects on residential amenity (including noise, intrusions on privacy, odours, smoke or smell) being avoided, the efficiency and safety of the local street and pathway systems maintained.*
- *Development incorporating early planting such that a substantial visual contribution to the landscape is achieved as quickly as possible.*
- *The development of new retail opportunities to meet the needs of residents and visitors.*
- *The development of a commercial centre which reflects the essential amenity values and character of the District, especially the views of the surrounding landscapes.*
- *An attractive shopping, working and recreational environment which relates well to views and sunlight.*
- *A commercial centre where the built design complements the surrounding alpine environment, relates well to people in terms of scale and is convenient for pedestrian and vehicle access.*
- *A commercial centre well located and designed to integrate with existing and proposed residential activity and providing for a high level of pedestrian convenience from the surrounding residential areas.*

-
- *A commercial centre which is well located and designed to include a range of activities including leisure, education and living environments.*
 - *A commercial centre which will promote and provide for multi-purpose trips and is thereby energy efficient.*
 - *Recognition of the Queenstown Airport operational requirements and buffering between the Airport and the development areas of the RPZ.*

There doesn't appear to be an obvious link how these environmental results link to the issues statement or objectives identified for the zone. This is most likely a reflection of the multiple consent orders that were involved in the establishment of the Zone.

Remarkables Park Amenity Strategy

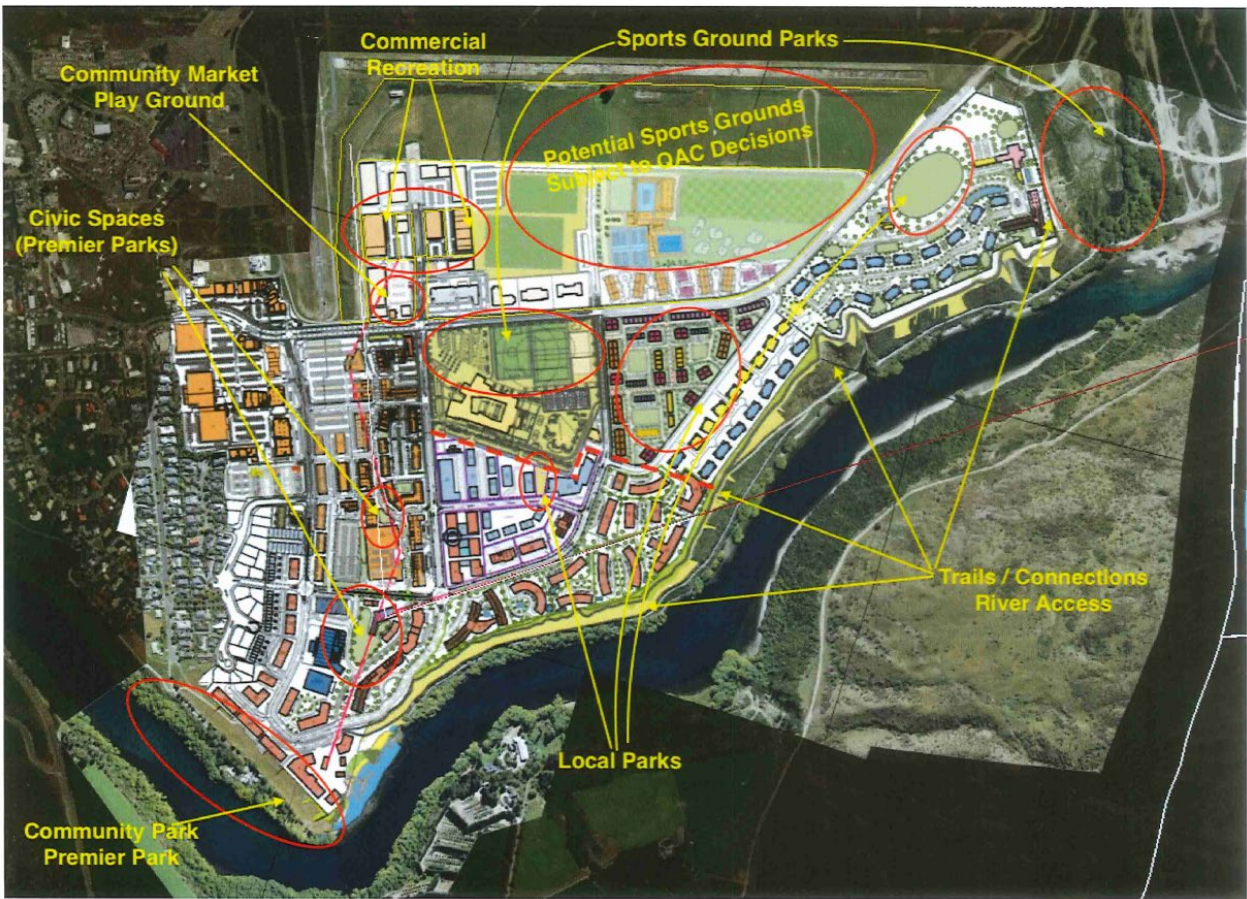
In 2018 a resource consent was granted RM171399 (application under Section 88 of the RMA 1991) for a subdivision to create 16 new development lots, 4 lots to vest as road, 1 lot to vest reserve and a 2 balance lot. A condition of this consent required that a Remarkables Park Amenities Strategy (RPAS) to be submitted council for approval.⁴

"The RPAS shall be prepared in consultation with Council's urban designers and parks manager and developed and produced in accordance with Council's current standards and clauses a-d of this condition."

From discussions with the Parks Team, it does not appear that the RPAS was ever reviewed and approved accordingly in line with this condition. There also doesn't appear to be any evidence that this was approved by Council's Urban Designer. Additionally, it should be noted that the consent data shows some significant deviations to what is shown on the RPAS, including the location of the potential sports ground, which has now been subdivided.

⁴ [RM171399 s95 Decision Reissue \(qldc.govt.nz\)](https://www.qldc.govt.nz/decisions/rm171399-s95-decision-reissue)

Figure 2 Remarkables Park Amenity Strategy



The “State” of the Remarkables Park Special Zone

To determine the state of the zone, three forms of data have been assessed. This allows for the analysis of both datasets to provide a clear picture of the development activity within the Zones. This includes:

- Resource Consent Data – This information has been drawn from granted data for Non-complying and Discretionary Resource Consents from TechOne and Geospatial data between the dates of 2003 and 2024.
- Building Consent Data – This information has been drawn from TechOne between the dates of 2003 and 2024.
- In person survey data undertaken between the dates of 31 May and 11 July 2023.

Resource Consents

A total of 258 resource consents have been approved for Remarkables Park Special Zone. See Table 3 below.

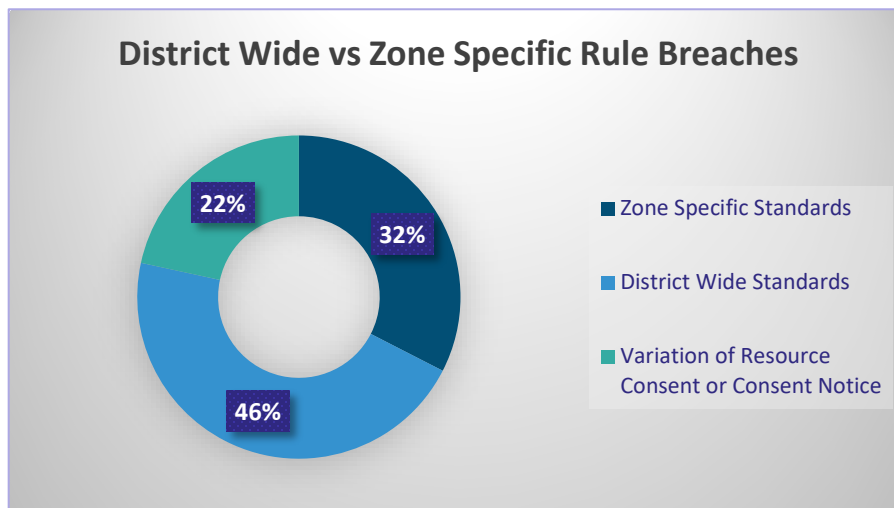
Table 3.

Activity Status	Controlled	Restricted Discretionary	Discretionary	Non-Complying	Designation / Outline Plan / NOR	Extension to Resource Consent
TOTAL 258	40	26	125	49	13	5

Due to the sheer volume of consent data available, only the breach data from the 49 non-complying and 125 discretionary resource consents have been analysed in detail. For these 174 resource consents, a total of 375 breaches were recorded, 122 being zone specific, 172 district wide rule standards and 81 were under S127 for a change of resource consent conditions or variation of a consent notice. Figure 3 Shows the percentage, the highest being district wide standards at 46%.

For the purpose of this report activities identified as Permitted, controlled and restricted discretionary have been considered as ‘anticipated’ in the respective Activity Areas.

Figure 3

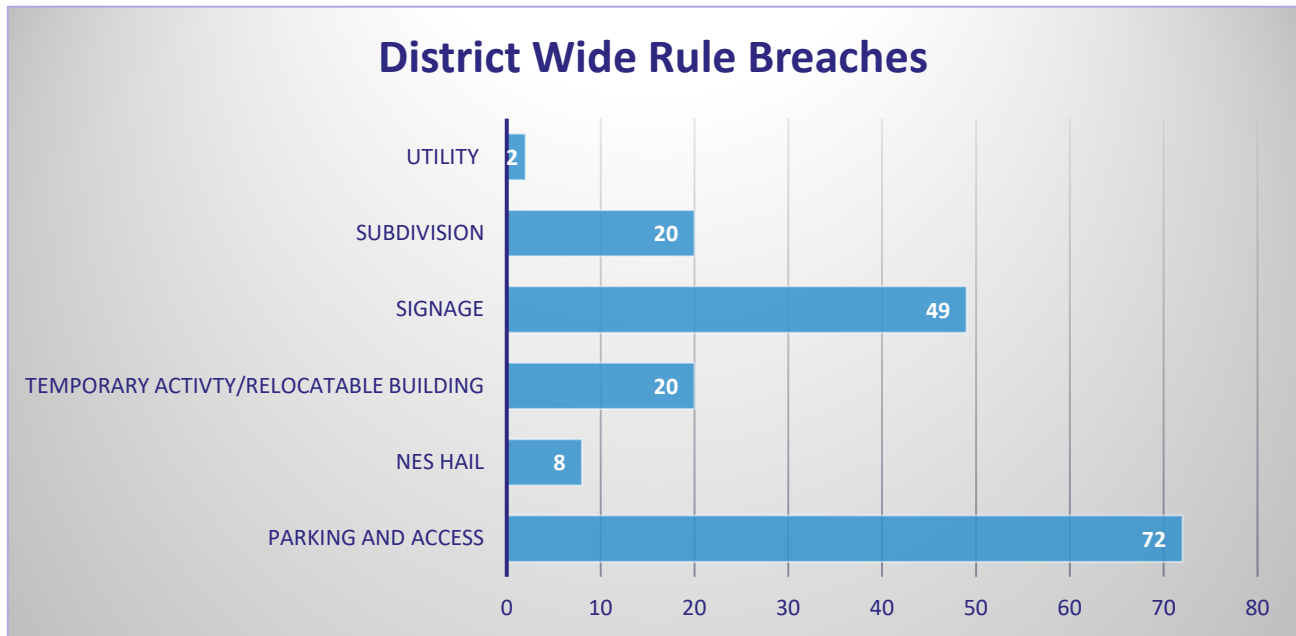


District Wide Standards

Figure 4 below breaks down these District Wide Standard breaches into the relevant ODP Chapters. This shows there are a significant number of breaches for signage and transport. The NES breaches for hail sites have been included within this analysis, despite not being a “District Wide Standard” but is useful to indicate that an area of this zone contains contaminated land.

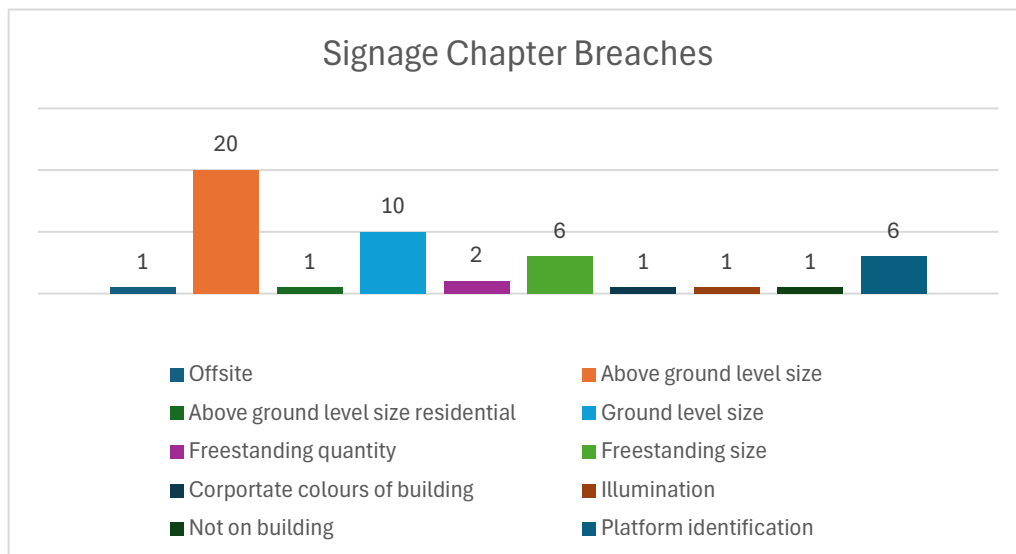
Unreviewed land is subject to the ODP district wide provisions. The ODP signage and transportation provisions have been reviewed and included in the PDP and subsequently the analysis of the effectiveness and efficiency of these ODP rules in regard to the RPSZ has not been undertaken in great detail.

Figure 4.



The breakdown of these 49 signage breaches from the ODP Signage Chapter can be seen in Figure 5. This ODP Signage Chapter 18 was subject to Plan Change 34, which was made operative on 15 November 2012. So only signage breaches post this date have been captured. All these breaches were Discretionary with the exception of Platform identification in Remarkables Park, which is Controlled.

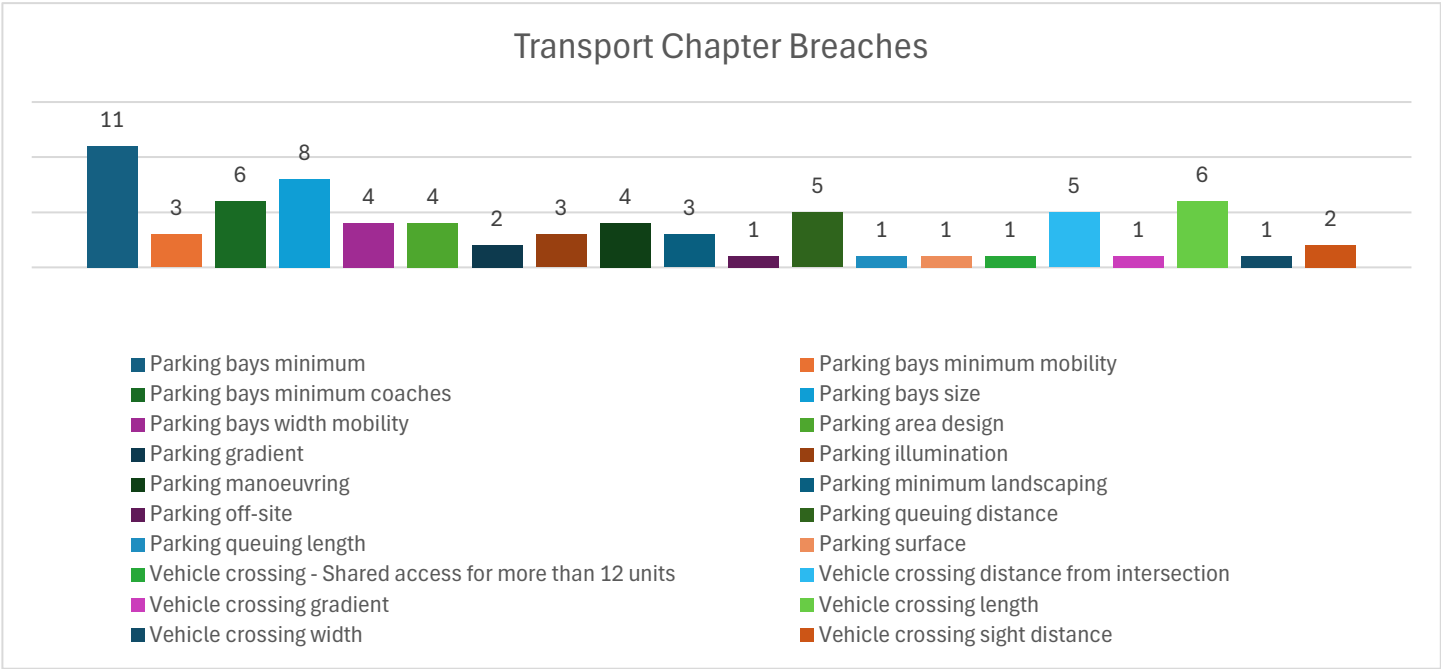
Figure 5.



Considering this is a commercial area, signage is accepted, however due to the high volume of breaches it indicates that there is a greater desire for larger signage platforms in the area. Plan Change 48 was made operative over ten years ago, which suggests that its provisions are outdated and once this zone is brought into the PDP following this review it will be subject to that the PDP District Wide Signs Chapter 31 instead.

The 72 breaches for the transport standards were all Discretionary and were from the ODP district wide Chapter 14, these are shown in Figure 6 below.

Figure 6.

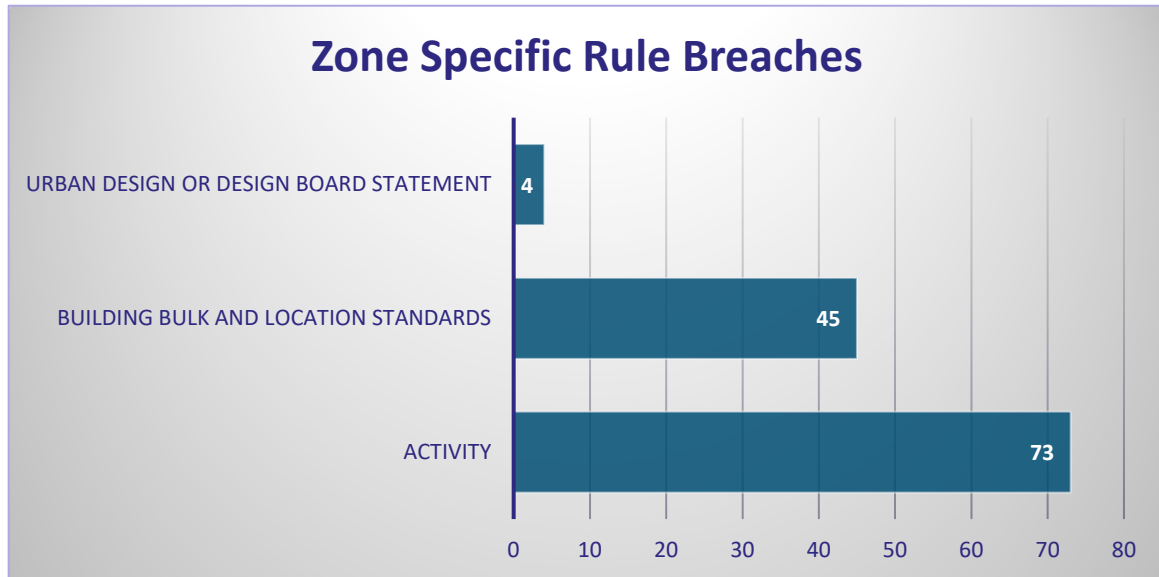


The most frequent breach was for not meeting the minimum parking bay requirements, totalling 20, which is interesting considering that the zone is heavily dominated by parking based on site survey and site visits.

Zone Specific Standards

Figure 7 provides an overview of the zone-specific standards that were breached in RPSZ, showing the greatest trigger was for Activity, which indicates deviations to the structure plan and activities occurring which were not provided for.

Figure 7.



These 122 zone specific standards have been further broken down into non-complying, discretionary, restricted discretionary and controlled breaches. See Table 3 for the numbers of breaches for each activity status. Given that there is a total of 122 breaches in total, the rule breaches have been put into categories to provide an overview of what is occurring within the RPS Zone.

Table 3.

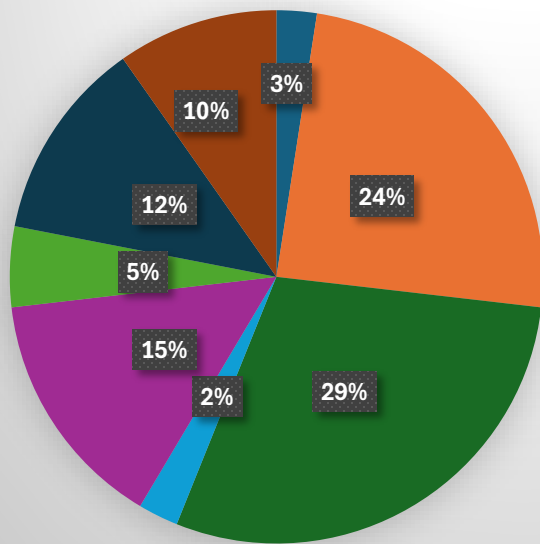
Non-complying	Discretionary	RD	Controlled
41	16	26	39

Non-complying Rule Breaches

Figure 8 below shows the number and percentage of the 41 non-complying rule breaches recorded.

Figure 8.

Non-Compliant Rule Breaches



- Arrival and Departure of Aircraft 1
- Height / Recession Plane 10
- Activity not in Accordance with Structure Plan 12
- Continuous Building Length 1
- Hours of Operation / Noise Standards 6
- Heavy vehicle storage overnight / No person engaged in the activity residing on the site 2
- AA1 Residential Units Site Density 5
- Urban Design or Design Board Statement 4

The greatest percentage for non-complying rule breaches was for Activities not in accordance with the Structure Plan. Table 4 below breaks down the activity types and the Activity Area they are located within.

Three of the height breaches were in AA7, the greatest being 5.5m over the 21m threshold for a viewing platform within a restaurant/bar which is part of a hotel development.⁵ The remaining were in AA5, where the threshold is 18m, the greatest being 2.57m over for the roof of a hotel complex.⁶ There was also a breach to the recession plane by 1m in AA5⁷ and another in AA1 for breaching the rule **12.11.5.2[xii]** which is subject to the residential standards outlined in the ODP Chapter 7 for Low Density Suburban Residential.

The breaches for site density were all for residential units located within AA1 under the Zone Standard **12.11.5.2[xiii]** which require compliance with the Zone Standards in the Low Density Residential Zone listed in Rule 7.5.5.2 under the ODP Chapter 7 for Residential areas.

All breaches in relation to Urban Design or Design Board Statement were in relation to rule **12.11.3.4[iii]** which requires that all applications for buildings⁸ be accompanied by a statement by the Remarkables Park Design Review Board or a report by a qualified urban design professional. These consents were for temporary buildings or activities occurring in existing building/structure and therefore not considered necessary⁹.

⁵ [RM180848 s95 & Decision.pdf](#)

⁶ [RM191016 s95 & Decision.pdf](#)

⁷ [RM171085 s95 & Decision](#)

⁸ With the exemption for new buildings that are small in scale (one storey only, with a floor plate of less than 500 m²), or if the modification to the existing building does not increase the height of the building or the volume of the building by more than 10 percent

⁹ [RM170314 s95 & Decision](#) , [RM190963 s95 & Decision](#) , [RM210839 s95 & Decision](#) , [RM211024 s95 & Decision](#)

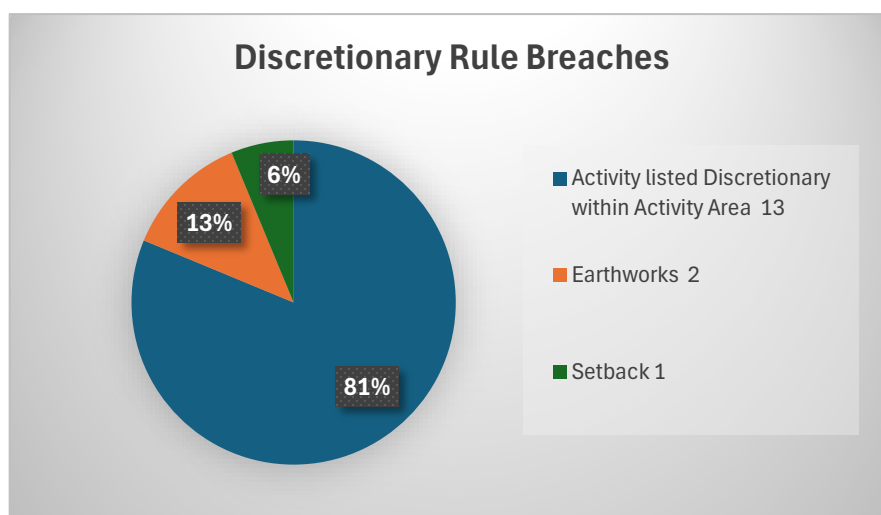
Whilst the Zone Standard 12.11.5.2[vii] limits hours of operation for AA1 between 730-1930, there have been two non-complying breaches triggered for activities in different activity areas (AA4 and AA5)¹⁰ which suggests that this rules has been incorrectly applied.

The four noise standard breaches were also in relation to 12.11.5.2[iii](a) for activities likely to breach these decibel standards beyond 10pm, examples being a temporary three-day music festival in AA6 and another for the noise generated from a Blues Bar in AA8.¹¹

Discretionary Rule Breaches

Figure 9 below shows the number and percentage of the 16 Restricted Discretionary rule breaches recorded.

Figure 9.



There were only two discretionary breaches for earthworks, the majority were Restricted Discretionary, the distinguishing factor being rule **12.11.3.3[iii]** which states any earthworks are Discretionary with the exception of those works approved under a resource or building consent or that form part of Plantation Forestry. It is unclear of the benefit of this rule since if there is deviation to earthworks plans consented under an existing consent, it would require a discretionary consent for under s221 of the RMA to vary conditions.

The highest number of breaches resulting in for Discretionary activities not provided for within the Activity Areas. Table 4 below combines the Non-Complying and Discretionary breaches for activities listed within **Table 1** under **12.11.3.6** and their associated Activity Area location.

Table 4.

¹⁰[RM100602 APPROVAL](#), [RM030722 APPROVAL](#)

¹¹ [RM230491 s95 & Decision](#), [RM221135 s95 & Decision](#)

Type of Activity / Activity Area	AA1	AA4	AA5	AA6	AA7	AA8
Commercial	1	2		1		7
Commercial Carpark						2
Healthcare			2		1	2
Offices					1	
VA	1					
Premises licensed for the sale of Liquor						6
Total	2	2	2	1	2	17

AA8 had the greatest number of activities not necessarily anticipated by the Structure Plan, with 7 non-complying consents granted for commercial activity, examples being a music store, campervan sales, a photography studio, a brewery and an outdoor market. The healthcare facility in AA8 (non-complying activity) was for a temporary radiology facility which was then extended for another four years.¹²

There were 6 discretionary consents granted for Premises licensed for the sale of Liquor in AA8 which could suggest that these are considered a suitable activity in this AA given its location furthest away from residential activity, potentially allowing later opening hours and breaches to noise standards from amplified music and associated adverse effects caused by activities associated with the sale of liquor.

The only other non-complying breach was for a commercial activity within AA1 (Traditional Residential area) for a car park associated with motor vehicle sales adjacent to the site, located in AA5 (Commercial area). This consent required written approval from the adjacent residential property.¹³

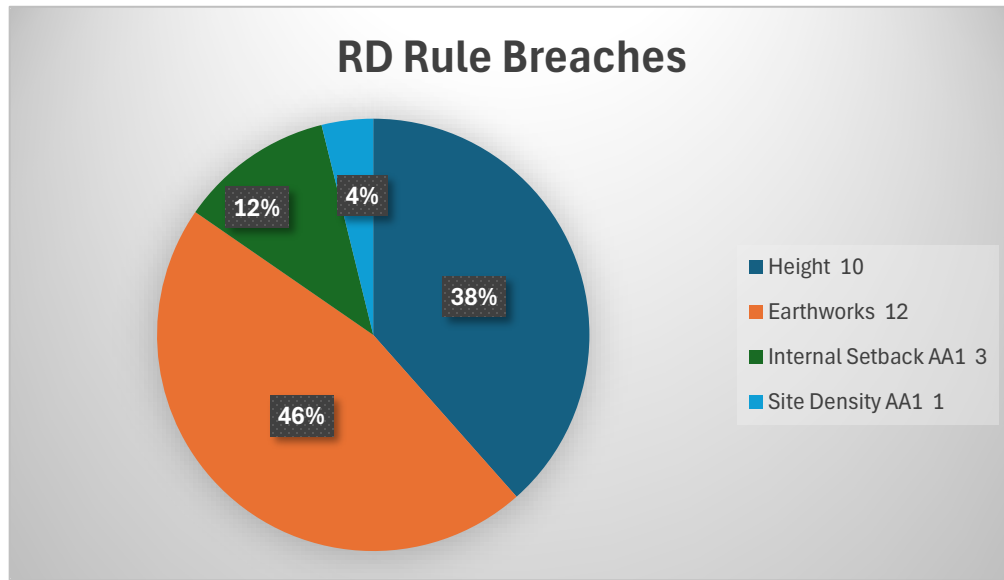
Restricted Discretionary Rule Breaches

Figure 10 below shows the number and percentage of the 26 Restricted Discretionary rule breaches recorded.

¹² [RM190963 s95 & Decision](#)

¹³ [RM110573 Decision](#)

Figure 10.



The highest number of Restricted Discretionary breaches were for Earthworks, which is unsurprising considering that “Any earthworks (as defined in this plan)” is an activity triggered under **12.11.3.3[iii]**.

Following earthworks, there were ten breaches for height. There are two height limits outlined within RPSZ Chapter, which can be considered an unnecessary complexity. Any building that does not comply with **Site Standard 12.11.5.1[iii]**, see below:

<ul style="list-style-type: none"> Activity Areas 3 and 7 	15 m
<ul style="list-style-type: none"> Activity Areas 4, 5 and 6 	12 m
<ul style="list-style-type: none"> Activity Area 8 	9 m

But then complies with **Zone Standard 12.11.5.2[ii]** and the subclauses i-iii¹⁴, which reference the Figure 3 Height Restrictions Plan (in relation to flight path and take off), recession planes and height of lift towers, it is then Restricted Discretionary.

Activity Area	Maximum height
Activity Area 1	7m
Activity Area 2a (less than 20 metres from the Activity 2a Activity Area boundary), 2b and 2c	7m
Activity Area 2a greater than 20 metres from the Activity Area 2a boundary	10m
Activity Area 3	21m
Activity Areas 4, 5 and 6 (except as provided in clause (i) below).	18m
Activity Area 7 south of the 345m contour line	21m
Activity Area 7 north of the 345m contour line	18m
Activity Area 8	18m

The RD Height breaches (for zone standards) trigger the assessment matters listed in **12.11.6 [o]**, which include consideration of the building's height and roof form against the surrounding urban environment, character of neighborhood, and whether the façade creates a varied and positive interface with regard to colours, glazing and balconies and so forth.

There doesn't appear to be a reason on why there is a duplication of height standards, contained in both site standards and zone standards. This could be simplified to just having height standards for each specific Activity Area within the Zone Standards, since a large number of the Assessment matters in **12.11.6 [o]** assess effects wider than just height breaches and likely to be assessed by the Remarkables Park Design Review Board as required for all buildings¹⁵.

Controlled Rule Breaches

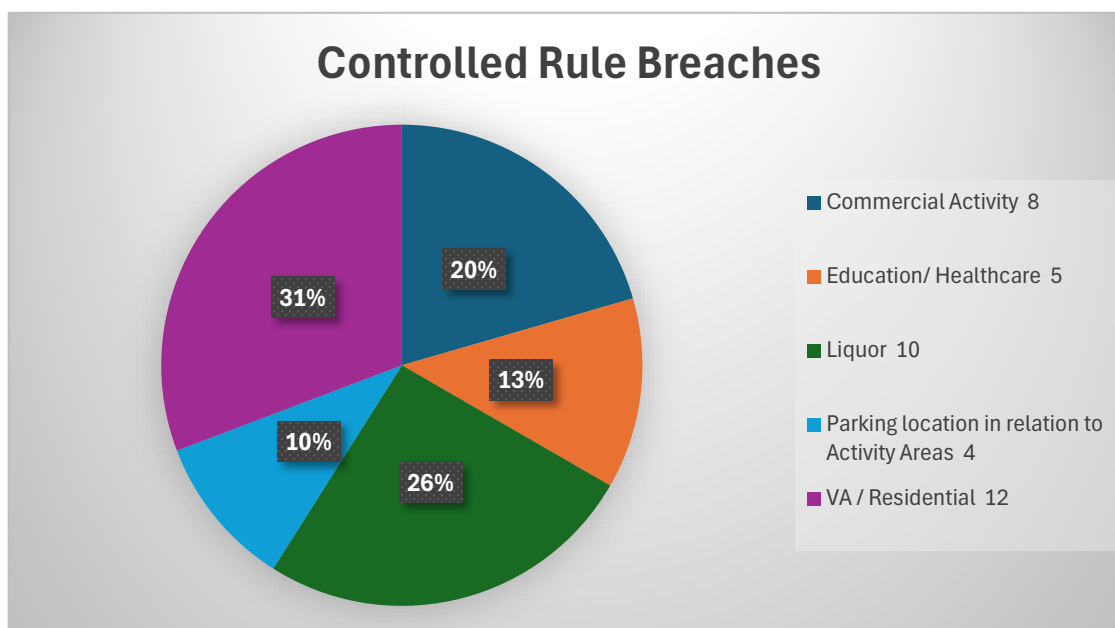
Figure 16 below shows the number and percentage of the 39 controlled rule breaches recorded.

¹⁴ Provided that:

- i. No part of any [building](#) shall protrude through either a [height](#) of RL353m under the surface of a 1:20 upslope fan with a 10% divergence angle originating from the 14/32 southern runway threshold or a transitional side surface plane of 1:5, all as shown on Remarkables Park Zone – [Figure 3 Height Restrictions Plan](#).
- ii. No part of any [building](#) in Activity Area 3, 4 or 5 shall protrude through a [recession line](#) inclined towards the [site](#) at an angle of 25 degrees and commencing at 2.5 metres above [ground level](#) at any given point on the [site boundary](#) of a [residential](#) property within Activity Area 1 unless and to the extent that the written approval of the owner of that property has been obtained.
- iii. Subject to proviso (i) above, this rule shall not limit any [lift tower](#) in Activity Areas 3, 4, 5, 6 and 7 which exceeds the maximum [height](#) allowed by this rule by no more than three metres.

¹⁵ With the exemption for new buildings that are small in scale (one storey only, with a floor plate of less than 500 m2), or if the modification to the existing building does not increase the height of the building or the volume of the building by more than 10 percent

Figure 11.



All of these Controlled consents were for Activities listed as Controlled within **12.11.3.6 Table 1** and complied with the relevant zone standards.

Average Cost & Processing Time of Resource Consents

This data is sourced from Resource Consents from TechOne dated between July 2017 till May 2023 which has been produced due to reporting requirements for the Ministry for the Environment (MfE). It should be noted that it does not match the exact number of resource consent data that has been provided in the previous sections of this report, but instead provides a more recent snapshot of approximate average costing and processing time of resource consents on land within the zone.

For comparison purposes data from the Frankton Flats Special Zones have also been included since they are mixed-use zones within the same area. See Table 5 below.

Table 5.

Special Zone	Total Consents from MfE Data	Average Processing Time	Consents Processed over 20 Working Days	Highest Consenting Fee	Average Consenting Fee
Frankton Flats A	14	20	2	\$42,828	\$9,716
Frankton Flats B	84	19	14	\$102,861	\$5,865
Remarkables Park	105	18	20	\$27,438	\$4,148

Overall, this data suggests that the current provisions for the RPSZ are inefficient and have resulted in twenty consents not being processed within the statutory requirement of 20 working days. Additionally, the consenting fees are higher than the average consenting costs in NZ from 2014-2023, being \$3,062.¹⁶ However, when comparing to Frankton Flats Special Zones, the RPSZ has significantly lower average consenting fees. A reason for this may be that Remarkables Park has a large volume of single lot residential dwellings located in AA 1, and these consents may be considered less complex when compared to establishing mixed use in Frankton Flats.

Building Consents

In total 224 building consents were processed within the Zone, see Table 6 below to show the recorded Activity Types against the consents. This data supports the general trends expected within the zone, with the majority being for commercial buildings or residential buildings with associated activities such as ancillary or outbuildings.

Table 6.

Activity Type	Count
Commercial Building	129
Amendment to Commercial Building	53
Multi-Unit Dwelling	5
Amendment to Multi-Unit Dwelling	6
New Residential Dwelling	12
Alteration to Dwelling	13
Ancillary Building	5
Outbuilding	1
Total	224

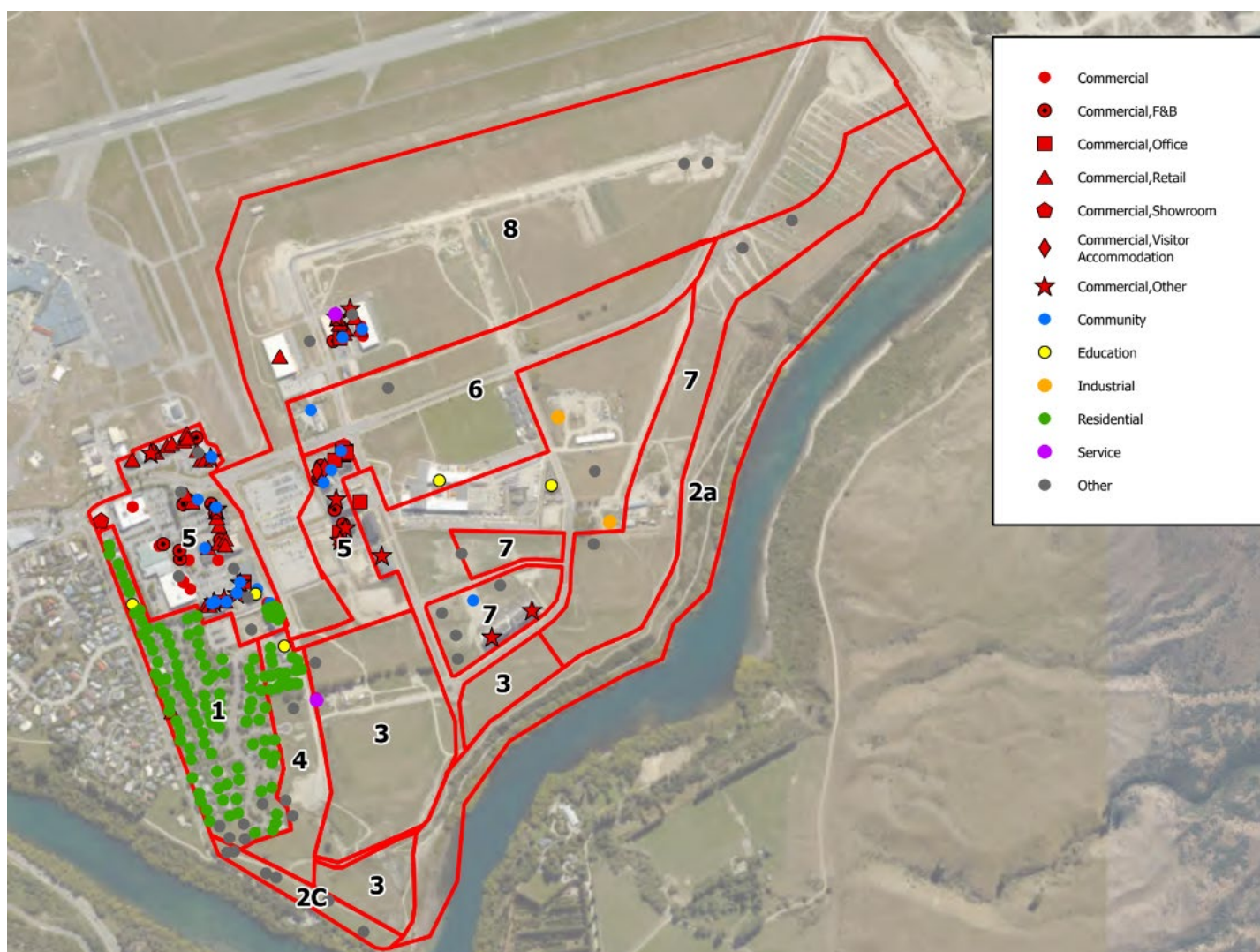
¹⁶ Data sourced from the Ministry for Environment [Browse GIS data](#) | [MfE Data Service](#)

In person survey

In addition to Building Consents, an in-person survey was undertaken between the dates of 31 May and 11 July 2023 which included a walk around and recording activities that were taking place within the zone.

Figure 12 below provides a snapshot of the activities occurring in each of the AAs. The results from this survey have been used to inform the objectives and policies analysis as well as the effectiveness of the rules and overall findings.

Figure 12. In Person Survey Data Results



Overview of Regulatory Complaints within the Zones

The complaints data we have available for this zone is from August 2022 to date. Whilst this data only captures a short time frame, it has been deemed appropriate to ensure the accurate recording of these complaints. There have been 17 complaints lodged within the zone. 7 of these are Resource Management related and are summarised below:

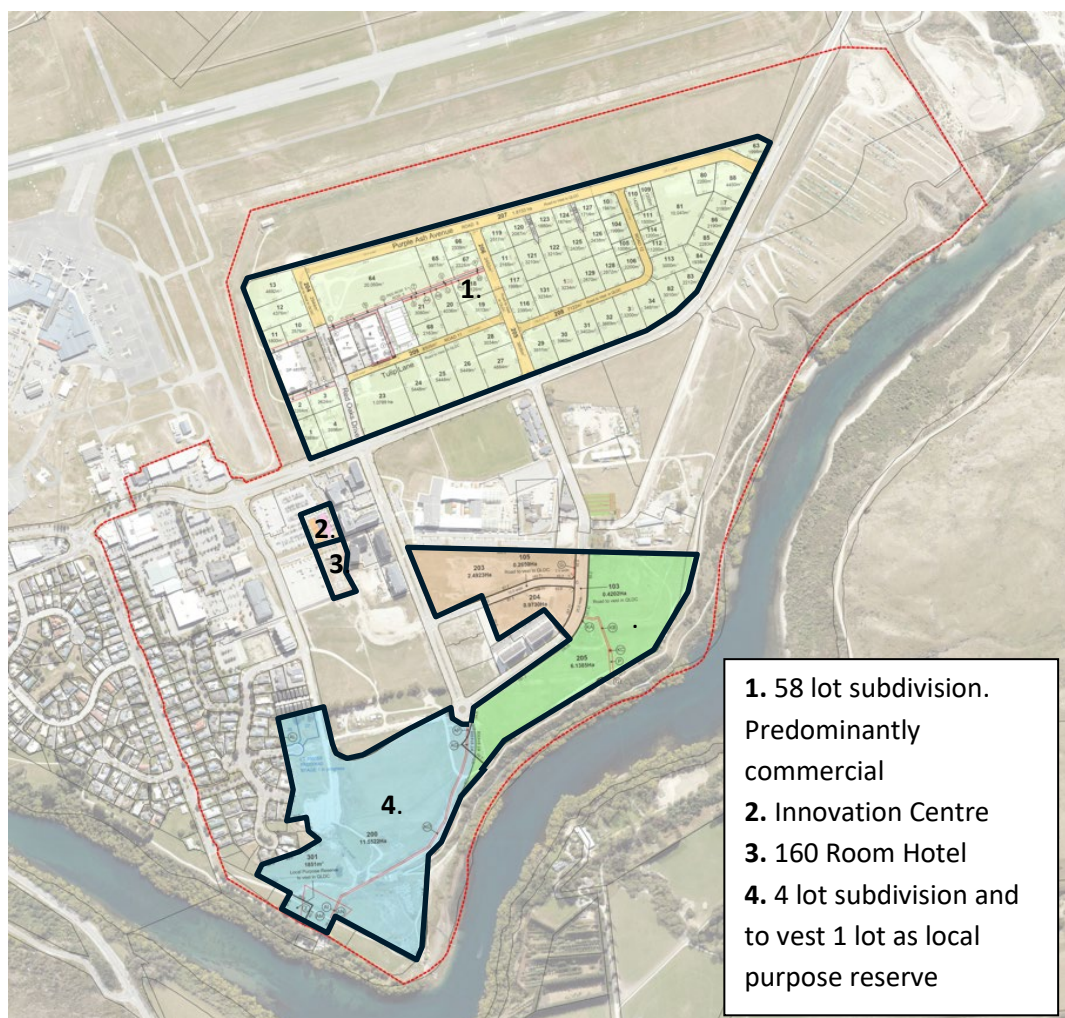
- 1x traffic management (forklift)
- 1x commercial activities (jetboat)
- 1x drainage
- 1x signage
- 1x earthworks
- 2x noise (1x from the school and 1x from waste trucks)

Majority of these complaints may highlight non-compliances with the current plan provisions, or the conditions outlined within their resource consents. Overall, the small number of Resource Management complaints lodged suggests that generally the zone has been functioning well.

How much development does the Zone enable?

Figure 13 below shows the existing developed environment, as well as sites where resource consent has recently been approved but construction has not yet started. This shows that a large portion of the zone is still vacant or under construction, so there is significant opportunity for further development within the zone under the current planning provisions.

Figure 13 - Areas of proposed consented development within the Zone.



Infrastructure analysis

Water supply for the Frankton Flats and Remarkables Park area is provided from 2 directions, west from the Queenstown Town Centre and east from the Shotover Country Bore Field. A number of upgrades are planned for the future to support growth in this area including additional reservoir storage and increased capacity at the Shotover Bore Field. If this area were to support higher intensification, the currently planned upgrades would need further assessment to ensure their size and timing are still appropriate.

The available capacity within the local distribution network differs across the area and would need to be assessed on a case-by-case basis as the developments are applied for, any development specific upgrades required would fall on that developer to provide.

The wastewater in the Frankton Flats and Remarkables Park area drains to a number of pumpstations that pump to the Shotover Wastewater Treatment Plant. Further assessment of the infrastructure across the Frankton Flats would need to be undertaken to ensure the limitations of this infrastructure with the increased demand are known this will then inform any proposed upgrades to this area are sized and timed appropriately.

The available capacity within the local wastewater collection network differs across the area and would need to be assessed on a case-by-case basis as the developments are applied for, any development specific upgrades required would fall on that developer to provide.

How Effective are the Remarkables Park Special Zone Objectives, Policies and Rules?

Effectiveness of the Objectives and Policies

The District Plan groups policies under a relevant objective. As the purpose of these policies is to give effect to the associated objective, it is appropriate to consider them in this context. The effectiveness of the policies needs to be considered in relation to both how they achieve the objective and how they support the associated rules and other methods.

The Remarkables Park Special Zone has eight listed Objectives which relate to: integrated management, development form, site layout and building design, transport networks, infrastructure and utility services, retail and related activities, amenity and character.

Objective 1

Integrated management of the effects of residential, recreation, commercial, community, visitor accommodation, educational and Queenstown Airport activities.

Objective 1 ensures that the District Plan provisions provide a mix of development opportunities encompassing residential, recreational, educational, commercial and visitor accommodation activities that have regard to and be complementary to the landscape qualities and amenity of the locality.

The overall assessment has found that majority of Objective 1 Policies have been met and the development which has occurred includes a mixed range of residential, educational, commercial and visitor accommodation in the zone.

The location of the Activity Areas as identified on the Structure Plan, and zone rules have helped to retain control over the interface between the different activities within the zone as well as the interface with the adjoining Airport. Table 1 in 12.11.3.6 allows for flexibility through the resource consent process for activities which may not necessarily be anticipated

in the Structure Plan (i.e. Permitted, Controlled or Restricted Discretionary activity status) but where there has been an integrated management of the effects and considered appropriate. This is demonstrated by Table 4 where 26 consents have been approved for discretionary and non-complying activity breaches. The controls ensure that all development is assessed on an integrated basis and incorporates significant landscaping of a type and scale appropriate to the built and natural environment to which it is related. The Objective also recognises and embraces the presence of the Kawarau River and that it is an important component of the local landscape and has the potential to be a significant beneficial aspect of future development. A large portion of the zone, particularly AA 2a, 3 and 7 that adjoin or are in close proximity to the Kawarau River, are still largely vacant and therefore it is not possible to determine the effectiveness of this part of the objective and how the built environment recognises and embraces the presence of the River.

The integrated management of the effects of residential, recreation, commercial, community, visitor accommodation, educational with Queenstown Airport activities are managed through activity status and zone controls, particularly AA 8 that acts as a buffer between the Airport and other Remarkables Park Zone Activity Areas, as well as application of the Outer Control Boundary (OCB). The OCB shown on the Planning Maps does not trigger any land use restrictions within the Remarkables Park Zone except for limited controls on residential activities and visitor accommodation within Activity Areas 6 and 7 identified in [yellow] and on any Educational Facilities within Activity Areas 4 and 6 identified in [green] on Figure 2 – Airport Measures in the District Planning Maps.

Table 7 provides an assessment of the effectiveness of the policies which aim to meet this objective.

Table 7.

Objective 1 Policies	Effectiveness Assessment
<p><i>1.1 To require development to be undertaken in an integrated manner which maximises environmental and social benefits.</i></p>	<p>This policy is found to be mostly effective. The Remarkables Park Zone includes a structure plan which provide for a variety of commercial, retail, community, education, recreation, residential and visitor accommodation activities and pedestrian and transport connectivity. The structure plan seeks to ensure that activities are located in appropriate activity areas within the zone in an integrated manner.</p> <p>Some NC activity status breach for ‘hours of operation’ as well as the ‘arrival and departure of aircraft’ are found to be against the social and environmental outcomes as well as the breaches around discretionary activities (temporary events) and controlled activity breaches (liquor), healthcare facilities in buffer area 8 are some examples where the socio-economic benefits may have been weighed against the environmental impacts anticipated.</p>
<p><i>1.2 To provide for an efficient pattern of activities in a manner which is safe and convenient for vehicle and pedestrian traffic.</i></p>	<p>The Structure Plan and zone rules have helped to provide an efficient pattern of activities, and the location of Activity Areas promote safe and convenient for vehicle and pedestrian traffic e.g. location of Residential areas (AA1 and AA4) next to Commercial/Retail Centre (AA 5 and AA 3).</p>

1.3 To achieve higher density residential development.	<p>It is difficult to determine the effectiveness of this policy given that higher density development is anticipated in AA4, AA7, and AA6, which are still largely vacant. However, noting that even though the policy seeks to achieve higher density residential development, there are no standards controlling density, outside AA1 which is consistent with the Low Density Residential Zone.</p> <p>There have been five non-complying breaches for site density breaches in AA1 (containing established low density residential). Additionally, there have been five building consents for Multi-Unit Dwellings within the zone suggesting higher density has somewhat been achieved.</p>
1.4 To ensure that development takes place in a manner complementary to the operational capability of Queenstown Airport.	<p>These policies have been generally effective.</p> <p>The application of both Outer Control Boundary and AA 8 with bespoke provisions function as a buffer zone enabling activities compatible with the airport and other RPSZ Activity areas.</p>
1.5 To establish a buffer between the airport and noise sensitive activities in the Remarkables Park Zone.	<p><i>Figure 2 – Airport Measures and Activity Areas</i> in Chapter 12 alongside the Activity Table in 12.11.3.6 limits controls on residential, visitor accommodation and community activities in parts of AA 8 and educational facilities in parts of AA 6.</p> <p>The on-site survey and consent information indicates that there are no residential or Visitor Accommodation occurring in AA8. However, there have been 7 consents approved for non-complying breaches for commercial activity and two for health care in AA 8 (buffer). It should be noted that the healthcare consents were for just one facility on a temporary basis which was subsequently extended again on a temporary basis.</p>
1.6 To enable the inclusion of commercial activities appropriately integrated into the Remarkables Park Zone.	<p>Commercial activities are enabled as a controlled activity in AA3 and permitted in AA5 (south of Hawthorne Drive).</p> <p>Twelve consents have been approved for commercial activities outside of these AA's which suggests that this policy has not been effective.</p>
1.7 To enable visitor accommodation to be appropriately integrated into the Remarkables Park Zone.	<p>This policy has been effective as visitor accommodation has been established in AA5 and AA7. Nine consents have been approved for Visitor Accommodation in the zone, all of which were for a controlled activity, which indicates that these have been established in areas anticipated by the Structure Plan.</p>
1.8 To ensure that the activity areas of the Remarkables Park Zone collectively enable a town to be established including a variety of commercial, retail, community, education, recreation, residential and	<p>This policy has been effective. AA 5 has been developed as mixed-use area and comprises the established Remarkables Park commercial centre, which provides for retail and other commercial</p>

<i>visitor accommodation activities and pedestrian and transport connectivity, to serve the local, district and regional populations.</i>	activities including office, community (such as the Te Ata Mira Arts Centre) ¹⁷ and service activities.
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Objective 2

Urban development in a form which protects and enhances the surrounding landscape and natural resources.

Objective 2 seeks to develop a community neighbourhood rich in those images which can combine to create a sense of community identity. Priority is given to open spaces which help create community identity and the building design within the area will capture and emphasise the views of the mountains in the background. Focus will also be on accessibility, within the development, to other parts of Frankton and further.

As above, a large portion of the zone, is still largely vacant it is not possible to determine the effectiveness of whether the urban development protects and enhances the surrounding natural resources, particularly the Kawerau River. However, development has generally occurred in accordance with the structure plan (with the exception of AA 8), and even though there have been 10 height breaches, the surrounding landscaping and views to the Remarkables is still apparent throughout the zone.

Table 8 provides an assessment of the effectiveness of the policies which aim to meet this objective. The overall assessment has found that there is a lack of open spaces and recreation activities and high density residential. These may occur through further development.

Table 8.

Objective 2 Policies	Effectiveness Assessment
<i>2.1 To require development to be undertaken in accordance with a Structure Plan.</i>	This policy has generally been effective. Development has generally occurred in accordance with the structure plan with the exception of AA 8 where there have been 11 non-complying rule breaches for activities not anticipated in the Activity Area. (7x commercial activity, 2x commercial carpark and 2x Healthcare).
<i>2.2 To control the density of residential development.</i>	This policy has been partially effective. 5 non-complying breaches have been consented in AA1 due to breaching the Zone Standard 12.11.5.2 [xiii], where low density residential activities are anticipated. However, there are no other rules within the chapter which have the capacity to control density within the other Activity Areas and therefore difficult to assess.
<i>2.3 To enable the establishment of open space and recreation activities</i>	This policy has been found to be not effective.

¹⁷ <https://www.teatamira.nz/>

<p><i>in any of Activity Areas 2a, 2c, 3, 4, 6, 7 and 8.</i></p>	<p>Even though a large portion of AA 2a and 2c, adjoining Kowarau River, has been vested to the council, these are for informal recreation purposes only.</p> <p>There are no reserves on the Activity Areas 3, 4, 6, 7 and 8 and there appears to be a lack of open spaces providing for community purposes or recreation. This may occur as the zone continues to develop, however it should be acknowledged that there are no rules or methods requiring this.</p>
<p><i>2.4 To provide for a number of identified Activity Areas within the Structure Plan as follows:</i></p>	<p>See assessment below.</p>
<p><i>Activity Area 1</i></p> <ul style="list-style-type: none"> <i>To continue the development of low density residential activities in Activity Area 1.</i> 	<p>This policy has generally been effective. There have been five non-complying and one restricted discretionary breaches consented for density rules in AA1, which is relatively low given the large number of residential units that have been established in the Activity Area.</p>
<p><i>Activity Area 2</i></p> <ul style="list-style-type: none"> <i>To develop and enhance the Riverside Public Recreation Activity Area at the location and to the extent shown on the Structure Plan and in a comprehensive and integrated manner.</i> <i>To continue, in general terms, the reserve provisions already in force in relation to land in the southern portion of the Remarkables Park Zone, being Activity Areas 2a, 2b and 2c.</i> 	<p>This policy does not appear to be effective. This may be due to a large portion of the zone still being vacant or under development.</p> <p>The river and its margins continue to be under-utilised in terms of public access and enjoyment, however there is opportunity to improve access to Twin Rivers Trail and subsequent direct riverside access with future development in Activity Areas 2a and 4.</p>
<p><i>Activity Areas 3, 4, 5, 6, 7 and 8</i></p> <ul style="list-style-type: none"> <i>To require landscaping as part of any development.</i> <i>To require the provision of open space as part of any development.</i> <i>To control the bulk and location of buildings.</i> <i>To provide for certain community activities and educational facilities in Activity Areas 4,5 and 6.</i> 	<p>This policy has been partially effective.</p> <p>There is no specific rule requiring landscaping or an open space per each development, this is assessed as a matter of discretionary for controlled and restricted discretionary activities. Site visits suggest that there are different levels of landscaping provided, dependent on the type of activity. But generally, there appears to be a high level of landscaping provided in most activity areas.</p> <p>All buildings are listed as a controlled activity under 12.11.3.2[i] and grants Council reserved control over matters such as their external appearance, their relation to roads & boundaries and their relationship with the adjoining street and possible anticipated future boundaries.</p>

	The In Person Survey Data, see Figure 12, shows that community and educational facilities have been recorded in Activity Areas 4,5 and 6. The most significant being the Wakatipu High School in AA 6.
<p>Activity Area 8</p> <ul style="list-style-type: none"> <i>To enable the establishment of activities of a rural/recreational nature, infrastructural utilities and parking, which are not sensitive to nearby airport operations.</i> 	<p>This policy has been partially effective. Residential, Visitor Accommodation and Community Activities are prohibited within majority of the AA8, directly adjoining the airport.</p> <p>Definition of activity sensitive to aircraft noise in the ODP <i>‘Means any residential activity, visitor accommodation, community activity and day care facility as defined in this District Plan including all outdoor spaces associated with any educational facility but excludes police stations, fire stations, courthouses, probation and detention centres, government and local government offices.’</i></p> <p>Nine non-complying consents have been granted for commercial activity (7) and health care (2) in AA8.</p> <p>The definition of Community activity includes hospitals, doctors surgeries and other health professionals. RM170314 was to construct and operate a temporary radiology facility. RM190963 was for continued temporary operation of this operation.</p>

Objective 3

Open Space, Conservation and River Access. Protection of areas of important vegetation, and land form in close proximity to the river from development.

Sufficient areas of land to provide for local active and passive recreational needs.

Protection of those features of the natural environment including vegetation, landform and landscape that:

- contribute significantly to amenity values*
- assist in preventing land instability and erosion*
- contribute to ecological diversity and sustainability.*

Improved and generous public access to the Kawarau River.

Objective 3 seeks to retain a significant area of reserve land for public open space and recreational facilities. It acknowledges that the Kawarau River and its margins are significant components of the overall landscape within the zone.

The overall assessment has found that majority of Objective 3 Policies have not been met and that there is not sufficient publicly accessible open space vested in Council that provide for local active and passive recreational needs. There is opportunity to ensure future developments are staged to ensure that public recreation facilities are developed. Further landscaping is also required to enhance quality of reserves to meet Policy 2.

The river and its margins continue to be under-utilised in terms of public access and enjoyment. There is significance opportunity through appropriate design and location of structures of future development adjoining the Kawarau River to

enhance the amenity and capitalise on the location of the Zone and creation of public access. This would contribute to achieving the outcomes of Objective 3.

Matters of Control for activities in the Zone include assessment of the extent to which the design and appearance of structures is compatible with the river environment, and whether the activity will avoid, remedy or mitigate potential effects on the amenity values of adjoining areas. These matters along with location of activity areas, particularly 2a and 2C, provide a buffer from development adjoining the river. Further development in the Zone, particularly activity areas 3 and 7, provide opportunity to enhance and strengthen public access to the Kawarau River and the Twin Rivers Trail.

Table 9 provides an assessment of the effectiveness of the policies which aim to meet this objective.

Table 9.

Objective 3 Policies	Effectiveness Assessment
3.1 To secure reserve contributions in land, cash or works or development of activities on reserves.	These policies have not been effective. Other than parts of AA 2c, there are no other publicly accessibly reserve land that has been vested in Council.
3.2 To enhance the quality of such areas by the carrying out of attractive landscaping and other works appropriate to the area.	<p>Whilst other areas, such as Wakatipu High school, provides open space, this is technically private and therefore there is no protection of this land. This Zone currently does not comply with the current Park Strategy.</p> <p>In regard to the vested land in AA 2A, this contains the existing walk/cycle path and grass verge. There is no attractive landscaping apparent in this location.</p>
3.3 To provide appropriate land for open space and recreational opportunities.	These policies have not been effective other than in Activity Areas 2c which has been vested to the Council for informal recreation purpose.
3.4 To ensure that reserves of appropriate quality and quantity are provided in convenient locations to meet the needs of the community.	The Level of open space provision does not comply with the Parks Strategy. The zone does not provide for a range of recreation reserves.
3.5 To provide for development to be staged to ensure that areas of open space are set aside and recreation facilities developed as the development of the Remarkables Park Zone proceeds.	Area 2c is partly vested as a local purpose reserve and partly privately owned.
3.6 To ensure that the potential or actual adverse effects of development on the natural environment are avoided, remedied or mitigated so as to maintain	<p>It is difficult to assess whether this policy has been effective.</p> <p>The objective provides some guidance on what is meant by maintaining the quality of environment, including protection of vegetation, landform and landscape.</p>

<i>the quality of the environment of the zone and the locality.</i>	Aside from the environmental protection controls required during earthworks, there are no provisions (rules, standards or matters of control) in Chapter 12 that relates to the quality of the environment of the zone.
<i>3.7 To enhance public access to and along the Kawarau River.</i>	This policy has been somewhat effective. There appears to be access to the Twin River Trail and River. There is opportunity to strengthen this through future development.
<i>3.8 To avoid any adverse effects of development on the river environment.</i>	<p>It is difficult to assess whether this policy has been effective. Matters of Control for activities in the Zone include assessment of the extent to which the design and appearance of structures is compatible with the river environment, and whether the activity will avoid, remedy or mitigate potential effects on the amenity values of adjoining areas. These matters along with location of activity areas, particularly 2a and 2C, provide a buffer from development adjoining the river to meet the objectives of Policies 6 and 8.</p> <p>Avoid is very strong language. This is somewhat reflected in the rules where majority of activities, other than commercial recreational activities, are non-complying or prohibited in activity areas 2a and 2c that adjoin the Kawarau River. Commercial Activities and Vehicle Parking are Discretionary. No development has occurred in these Activity Areas to date.</p>

Objective 4

Site Layout, Orientation, Building Design and Streetscape

A coherent site layout that provides a pleasant, attractive and resource efficient environment

Buildings sited and designed to create and preserve a high standard of environmental amenity reflecting the surrounding streetscape and building design which enhances public views from and to the streets

The Zone provides for a number of different activity areas with distinct outcomes. Matters of Control for activities in the Zone include assessment of the extent to which the design and appearance of structures is compatible with the river environment, and whether the activity will avoid, remedy or mitigate potential effects on the amenity values of adjoining areas.

Alongside the District Plan, the Remarkables Park Design Review Board evaluates proposals for development and redevelopment within the Remarkables Park Zone. The purpose of the Remarkables Park Design Review Board is to review and provide recommendations on development and redevelopment proposals within the Remarkables Park Zone. However, it is unclear how successful the review board has been improving the quality of the of the development proposals reviewed by the Board. This is partly due to the activity status (a controlled activity) for new buildings within the special zone and it's unclear what criteria the proposals are assessed against and what happens if the Board doesn't agree with the design proposition it is considering.

The Report and Recommendations of the Independent Commissioner for Plan Change 34: Remarkables Park Zone¹⁸ considered at the time that there was benefit in expanding the role of the Remarkables Park Design Review Board to avoid unnecessary duplication and inefficiencies with regards to the use of the Queenstown Urban Design Panel while also recognising the potential overlap in membership between the two design boards. The Commission considers that there is benefit in having a single Design Review Board which focuses on design matters in the context of the RPZ. While the Commission is not endorsing the Indicative Master Plan it is recognised that this plan does exist (albeit in a draft form) and that it reflects the most recent integrated planning for land in the RPZ undertaken by the land owner which is consistent with the Structure Plan as proposed in PC 34. In this regard, the Indicative Master Plan is a useful tool for the Remarkables Park Design Review Board to refine as appropriate and to refer to when assessing proposed developments particularly with regards to how a proposal might integrate with adjoining undeveloped land. It is noted that this Master Plan was never formally adopted by Council or included as reference in the District Plan and therefore holds very little weighting.

Table 10 provides an assessment of the effectiveness of the policies which aim to meet this objective. The overall assessment has found on the whole that the zone has provided for a range of difference uses and building heights and did create a number of positive urban design outcomes, including creating a positive relationship with the street scene. However, there are questions surrounding the relationship with the primary streets and the architectural consistency using certain parts of the special zone, especially in the Remarkables Park commercial area.

Table 10.

Objective 4 Policies	Effectiveness Assessment
<i>4.1 To ensure that subdivision design and the location of buildings on the sites is undertaken to maximise views, solar aspect and enhance street frontage and amenity.</i>	These results are varied. With this there have been a number of resource consents which have varied the location and orientation of buildings away from the intent of the original structure plan and draft master plan. The buildings have been oriented to maximise solar radiation and views, which has at times occurred at the expense of street frontage and amenity.
<i>4.2 To provide variety of built form, scale and height within the Remarkables Park Zone that has regard to development within the locality.</i>	<p>There has been, and this is reflected in the level of resources applications received and approved, a variation in building height throughout the zone, with some exceeding the height limits. However, in some cases there has actually been a reduction in the possible height leading to an underutilization of development potential.</p> <p>There is a varied and mixed range of building forms and architectural styles expressed within the zone. However, there are some questions over the architectural choices and their consistency used to create a coherent structure within parts of zone including in the Activity Area 5 (Remarkable Parks</p>

¹⁸ file:///C:/Users/corinnef/Downloads/pc34_ratified_council_decision_web%20(1).pdf

	commercial area). On the whole this policy could be said to have been achieved.
<i>4.3 To encourage the use of colours and materials which are complementary to the local environment.</i>	The current design of the centre does not appear to have a consistent theme or identify when considering design, colours and material.
<i>4.4 To provide for attractive streetscapes appropriate to the primary street functions of adjoining buildings or activities.</i>	There has been a successful introduction of street trees into the primary and secondary street network within the zone and on the whole does create a positive relationship between the built form and street. See Figure 14 below. However, it appears that some of the primary street (e.g. Hawthorne Drive) transportation efficiency has come at the expense of buildings relationships with the buildings is set back behind car parking failing to create a positive relationship with the street scene.
<i>4.5 To ensure that, when viewed from a public street, the external design of buildings is visually compatible with the surrounding development and with the identified future character of the locality.</i>	<p>On the whole this has been achieved in the zone. However, there are questions about how effective this approach has been in the Remarkable Park commercial area especially in terms of the layout and the ease of pedestrian movement within the commercial area.</p> <p>There is a clear understanding of the different types of uses and building responses as you move through the different activity areas. There has been significant improvement in design quality in the newer areas of development within the special zone.</p>
<i>4.6 To ensure that proposals for development or redevelopment in the Zone are reviewed by the Remarkables Park Design Review Board, to promote a consistent approach to urban design, site planning, and building design in the Remarkables Park Zone,</i>	Four NC breaches have occurred where an application has not been accompanied by a statement by the Remarkables Park Design Review Board or a report by a qualified urban design professional. This again raises questions over the efficiency and effectiveness of the review board.

Figure 14 – Building interface with the street



Objective 5 – Transport Networks

High levels of accessibility, safety and convenience for all persons travelling to, from, or within the zone by a wide range of transport modes while ensuring acceptable levels of amenity

Objective 5 acknowledges that Frankton Road is currently the only transport link between Queenstown and the Frankton Flats and is already under pressure and this will increase with further development.

The overall assessment has found that Objective 5 has generally been met and there is a network of walkways and on road cycleways connecting the established areas of the Zone, particularly the traditional residential (AA 1) and Remarkable Park town centre with the education facilities and along Hawthorne Drive to Frankton Flats. Some of the newer roads, such as Red Oaks Drive and Pin Oak Ave, incorporate landscaping along identified cycle ways. There is the expectation that this will carry on as new roads and development occurs in the area, particularly in residential and commercial/retail areas.

Remarkables Town Centre is very vehicle centric, with the buildings being oriented around a central car park, making the levels of accessibility and safety for pedestrians and cyclists within the centre relatively low. Furthermore, the permeability between the Remarkable Park Town Centre and the northern portion of the centre, containing additional retail and food and beverage options, requires crossing a busy Arterial Road (Hawthorne Drive).

Table 11 provides an assessment of the effectiveness of the policies which aim to meet this objective.

Table 11.

Objective 5 Policies	Effectiveness Assessment
<i>5.1 To provide a network of streets and accessways based on function, convenience, traffic volumes, vehicle speeds, public safety and amenity.</i>	<p>This policy has been generally effective. The roads that have been developed have been in general accordance with the connections and alignment shown on the Structure Plan.</p> <p>The function and convenience of the roads within the zone vary, Hawthorne Drive which has the role of a connector between Frankton Flats and Remarkables Park has greater traffic volumes and speeds, versus Riverside Road in the residential neighbourhood which has higher amenity, lower speed, with a landscaped median strip to support pedestrian crossing and therefore greater public safety.</p>
<i>5.2 To encourage use of the river and lake as an alternative transport network, connecting Queenstown, Frankton, and the Remarkables Park Zone.</i>	<p>This policy has not been effective yet. There is an existing ferry between Frankton and Queenstown, but there is no connection to Remarkables Park zone via the river.</p>
<i>5.3 To provide appropriate and attractive landscaped areas and routes within the Remarkables Park Zone for cycle and pedestrian movement, and an ability to link these with accessways between Frankton and Queenstown.</i>	<p>This policy has been effective. Majority of the roads in the zone contain cycleways and footpaths with street trees and landscaping creating attractive routes within the Zone for cycle and pedestrian movement.</p>
<i>5.4 To provide a safe and convenient pathway system for pedestrians, cyclists and in-line skaters for access to and within the zone and for recreational purposes.</i>	<p>These policies have generally been effective. The Twin Rivers Trail provides an interesting and accessible alternative active travel transport network, connecting Queenstown, Frankton, and the Remarkables Park Zone.</p>
<i>5.5 To promote walking and cycling as ways of carrying out daily activities.</i>	<p>Currently this route would be more appealing for recreation users, particularly as it does not provide the most direct route from areas further beyond the site like Lake Hayes and Lower Shotover, neither does it contain any lighting and therefore unlikely to be appealing for commuters, especially over winter months.</p>

Objective 6 - Design and Implementation of Infrastructure and Utility Services

Street design for safe and convenient movement of vehicles, cyclists and pedestrians.

Street construction which reinforces the function and amenity of streets.

Public utilities located and designed in a manner which is efficient and unobtrusive to the visual amenities of the area

This Objective acknowledges the need to integrate development and to seek imaginative and attractive designs which not only provide for the proper functioning of the street or utility but also have important regard to visual impact, surrounding activities and alternative functions. The design of the street network should reflect its function in order to ensure the network better relates to other activities and amenities. Landscaping is an important element to street design.

The overall assessment has found that majority of Objective 6 Policies have been met, most streets have footpaths on both side with established landscaping including street trees. Cycleways are also evident on most roads. Street construction and landscaping reinforces the function and amenity of the streets within the zone, i.e. Hawthorne Drive having a wider carriageway reinforcing the higher traffic volumes and speeds with more residential streets having raised median strips and landscaping to promote slower vehicle speed and higher amenity environments. The newer streets, particularly Red Oak Drive also contain rain gardens providing stormwater attenuation with additional landscaping to contribute to the visual amenities of the area.

There are multiple access points from which the Zone can be accessed, from Lucas Place or Humphrey Street off State Highway 6 from the West, or through Frankton Flats from the North via Hawthorne Drive. The Zone contains two Arterial Roads (Hawthorne Drive, Lucas Place) and a selection of Collector Roads to facilitate travel within the zone, with additional local roads and accessways forming as the Zone continues to develop.

Table 12 provides an assessment of the effectiveness of the policies which aim to meet this objective.

Table 12.

Objective 6 Policies	Effectiveness Assessment
<i>6.1 To provide a safe and pleasant street environment for residents and other users of adjoining properties.</i>	This policy has been generally effective. Residential streets have footpaths on both sides, with a raised median strip to emphasise residential and pedestrian amenity and to support a slower speed environment.
<i>6.2 To minimise the carriageway's visual impact on residents while accommodating public utility services and drainage systems.</i>	This policy has been found effective as a large portion of the streets in the Zone contain raised median strips, containing either grass or trees, with additional street trees on either side. The newer streets, particularly Red Oak Drive also contain rain gardens providing stormwater attenuation with additional landscaping.
<i>6.3 To minimise street construction and maintenance costs, without compromising other objectives.</i>	Maintaining the strips in grass with mature trees also provides greenery and minimise street construction and maintenance costs to achieve policy 6.3.
<i>6.4 To provide street geometry which is consistent with the needs of the streets</i>	There is no rule in the zone chapter requiring this.

<i>functions and which emphasises residential and pedestrian amenity.</i>	These policies appear to have been effective. There is no consent data or other information to suggest otherwise.
<i>6.5 To provide street pavements and edges that reinforce the function and amenity of streets, and in particular to use pavement materials that reinforce their residential functions where appropriate.</i>	
<i>6.6 To provide a pavement edge that is appropriate for the control of vehicle movements, performs any required drainage function and is structurally adequate.</i>	
<i>6.7 To encourage the provision of landscaping as an integral part of street network design.</i>	<p>This policy has been found to be generally effective.</p> <p>There is no rule in the zone chapter requiring this, however it is apparent that landscaping has been incorporated into the street design, with the incorporation of street trees and wide street berms, particularly along Hawthorne Drive, Red Oaks Drive, and Riverside Road.</p>

Objective 7 - Retail and Related Activities

An integrated street-based commercial centre to provide for the future retail needs of the District in a manner which promotes convenience for residents, vehicle accessibility, choice, a distinct identity, is infrastructure efficient, and relates well to other community activities e.g. hospitals, schools, recreation and leisure

The purpose of the commercial centre at Remarkables Park is to provide for a retail based commercial centre. Objective 7 recognises that the design of the centre is a critical element and all development within the centre will be assessed in terms of design, appearance, relationship to existing or proposed road networks or pedestrian links, open space opportunities, the manner in which buildings are designed having regard to their relationship to street frontages, pedestrian access, car-parking areas, and the compatibility of the design with the general alpine topography of the surrounding landscape including views of the mountains and the lake.

The core of the centre remains consolidated in AA 5 with opportunity for additional commercial activities in adjoining activity areas 3 and 5 for supporting commercial activities through a resource consent. The Activity Areas promote a large range of activities within the wider area and integration between the centre and surrounding community and activities. Currently Activity Areas 1 (residential) and Activity Area 5 (Commercial/retail) are the only areas currently established; further development of the Zone will allow for more accurate monitoring of developments that have taken place within the Zone. The Centre is largely single storey and thereby providing views of the surrounding alpine landforms. The location of the centre within the Zone and residential zones promote convenience to residents and visitors by providing the opportunity for a range of active transport modes, e.g. pedestrian, cycling, e-scooters.

The businesses located within the Remarkables Park Town Centre border and face inwards onto a large carpark. There is no relationship with street frontage to Hawthorne Road or internal road off Hawthorne. The Centre does not offer any useable Open Space, amenity or outdoor activity that could be expected from a town centre. The design and layout of the Remarkables Park commercial favours car movements over pedestrian movement. There is also issues of legibility and wayfinding between other parts of the special zone and the other commercial elements especially on the other side of Hawthorne Dr. There is also a question of the consistency of the design response throughout the commercial area. As considered above the design and layout of the shopping centre does not favour pedestrian interaction between the built form in a strong and positive fashion. There are small elements that enable this but this has not been achieved consistently across the overall development.

Table 13 provides an assessment of the effectiveness of the policies which aim to meet this objective.

Table 13.

Objective 7 Policies	Effectiveness Assessment
<i>7.1 To zone sufficient land to provide for an integrated commercial centre accommodating a range of activities.</i>	This policy appears to have been effective.
<i>7.2 To enable a consolidated medium density commercial centre that incorporates open space, shops opening onto streets, lanes and plazas, higher density residential and visitor accommodation, and a consolidated urban form which increases the potential for multi purpose trips.</i>	On the whole this has been achieved in part as there a range of commercial, retail and visitor accommodation and higher residential densities options provided. However, there is a lack of public open space and there are significant questions about the relationship between these options and how pedestrian movement is achieved, including wayfinding and legibility. The design and layout favours car movement and is not pedestrian friendly. It is difficult to navigate between the different parts of the special zone especially between the commercial, visitor accommodation and other retail elements. So there are question over whether it has led to a truly consolidated urban form that has reduced travel demand and led to the potential for multipurpose trips generation.
<i>7.3 To enable the commercial centre in Activity Area 5 to complement a range of nearby activities including community, recreation, education and residential, and the mixed-use precinct in Activity Area 3.</i>	Given that AA3 is still largely vacant and undeveloped, it is difficult to determine the effectiveness of this policy.
<i>7.4 To enable and enhance a distinctive outdoor character and image for the commercial centre by way of design and</i>	Again, the commercial area provides a range of different architectural styles which are which could be argued lack consistency. The design layout also favours cars over the of a pedestrian movement and it appears very difficult to navigate between the different elements of the

<i>appearance guidelines and reference to building character and styles.</i>	commercial zone on foot. It is also unclear how the development of the commercial centre followed design and appearance guidelines.
<i>7.5 To enable a built form which is complementary to, and has regard to views of the surrounding alpine landforms. .</i>	Again, the commercial area provides a range of different architectural styles which could be argued lack consistency. Some of the architectural responses do have a clear expression that could be seen as supporting the surrounding Alpine forms and others do not.
<i>7.6 To enable the development of education facilities and other non-residential activities in close proximity to the commercial centre.</i>	This policy has been effective. The onsite survey indicated that there are a number of education and community facilities located within close proximity to the commercial centre.
<i>7.7 To provide a commercial centre which is integrated with the surrounding community and activities and which provides the opportunity for a variety of efficient infrastructure services including environmentally sensitive transport links and modes within the locality and to other areas of the District.</i>	The provision of a high frequency bus service throughout the special zone linking it to the Queenstown's town centre (and beyond) is a positive contribution and enabling more sustainable transportation option to be achieved. However, as considered in section 7.1 above, the design and layout of the commercial centre still favours car movements over pedestrian movements and there are significant questions over the ability to navigate between the different parts of the special zone especially between the commercial, visitor accommodation and other retail elements (in the Remarkables Park commercial area).
<i>7.8 To enable large format retail and supporting activities in Activity Area 5.</i>	This policy has been effective. There are a number of large format retail and supporting activities located within the Remarkables Park Centre (Activity Area 5).

Objective 8 - Amenity, Image, Character and Design

An integrated commercial centre where open space and pedestrian links, views of the surrounding mountain landscapes extensive planting, and high quality building and townscape design reflecting the surrounding topography, are paramount.

As assessed under Objective 7 above, some elements of the built form of the town centre emphasise the important views and acknowledge the surrounding landscape. There appears to be two pedestrian links linking to the residential areas to the south, via Elm Tree Ave and Copper Beech Ave, however there is no connection The Town Centre still appears to be lacking areas of open space, pedestrian links and landscaping to contribute to a distinct town centre, identity and amenity.

Table 14 provides an assessment of the effectiveness of the policies which aim to meet this objective.

Table 14.

Objective 8 Policies	Effectiveness Assessment
8.1 <i>To enable and preserve a high standard of urban and landscape design through the use of the Controlled Activities rules.</i>	It's unclear whether this has been achieved. Analysis of a number of the resource consent enabling development showed that a range of urban design issues were considered as part of the application process. However, all of the applications considered were not for controlled activities but contained elements with raised the activity statuses and it's unclear whether this higher activity status enabled the ability for council officers to require a higher level of urban design outcomes than would have been possible under controlled activity status. Acknowledging that the controlled activity cannot be refused consent, and it is difficult to impose design changes through conditions of consent.
8.2 <i>To encourage and promote design which reflects and acknowledges the surrounding topography.</i>	It appears that this policy approach has been achieved as they as the design responses required limited earthworks and do relate to the topography
8.3 <i>To require resource consent applications so that areas of open space, pedestrian links and important views can be identified, protected, enhanced and become an essential part of the Remarkables Park Commercial Centre image and amenity.</i>	There are questions over whether this has been achieved given the lack of public open space provided and whether this was considered as part of the resource consent process.
8.4 <i>To ensure that the design and appearance of buildings, structures and other elements of development are compatible with nearby residential and community uses.</i>	It appears that this policy approach has been achieved as there is a sense of cohesion and clear demarcation between the different uses within the activity areas. The building responses especially in the visitor accommodation and residential areas do create a design and appearance that is compatible with the adjacent land use activities.
8.5 <i>To ensure landscaping contributes to a distinct town centre, identity, and has regard to important viewshafts.</i>	The provision of street trees and street furniture in certain locations has been successful. However, with the lack of public open space/civic space provision these elements have not been continued to create a distinct town centre.

Effectiveness of the Rules

The effectiveness of the Rules of the Zone has been established through an analysis of the recorded activities taking place, which in turn is through analysing the general trends of the Zone Specific breaches that are occurring within the Zone. It is noted that there are a high percentage of district wide rule breaches. However, there are no rules to specify specific

signage controls other than matters of discretion. Therefore, the implementation methods rely on district wide controls which are contained within other chapters of the ODP.

The most useful information gained from the rule breaches have been in relation to activities occurring in Activity Areas within RPSZ, which are not in accordance with the Structure Plan. Referring to Table 4, it shows that there are a high number of commercial activities and premises which are licensed for the sale of liquor within AA8. This is largely because of its location within the OCB and therefore results in more stringent requirements for types of activities that can occur to make sure they do not compromise the function of the airport. The high level of discretionary and non-complying activity applications imply that the zone is currently not achieving its outcomes.

The Activity Table in 12.11.3.6. is very restrictive on the activities that are enabled in this AA, Commercial Recreation Activities, Vehicle parking for activities outside the Activity Area within which the vehicle parking is located as controlled, and Premises licensed for the sale of liquor as Discretionary. The remaining activities are non-complying or prohibited. This suggests that the rule provisions for activities here do not match what is desired in this area, which appears to be more generally commercial rather than activities for rural, recreation, infrastructure and parking facilities not of a noise sensitive nature.

Premises licensed for the sale of liquor are provided for as a controlled activity in AA3 and AA5, the matters to which control is restricted in terms of Rule 12.11.3.2iii includes the scale of activity, carparking, retention of amenity, noise and hours of operation. Given that a large number of these consents have been granted and the effects are understood, it may provide an opportunity to reconsider the discretionary activity status for these activities in this area to be more enabling (such as Restricted discretionary).

There may also be scope for being more permissive, having a discretionary or controlled status for commercial activities rather than non-complying especially considering its distance from residential areas which could still allow council some control over the insulation of these buildings against noise generated from the nearby airport. Aside from AA8 it appears that all the other Activity Areas generally have activities occurring in accordance with the structure plan with only one or two discretionary or non-complying consents granted for activities within them, with the remaining either being controlled or permitted activities, showing that these rules have been somewhat more effective.

The non-complying height breaches suggest that there is a demand for greater heights to enable higher densities than what is currently provided for especially within AA7 and AA5. Majority of these consents have been for residential or visitor accommodation. Despite even a 5.5m breach to the 21m threshold by one consent, it appears that the viewshaft to the Remarkables has generally been retained. The existing road network layout also help to contribute to retention of views to the surrounding landscapes. To date, the construction of these higher density residential and visitor accommodation complexes has been quite sporadic this may have been due to complexity of the requirements for Restricted Discretionary height breaches under the Site Standards 12.11.5.1[iii]. It is also very difficult to tell whether the controlled activity status has actually led to improved urban design outcomes in terms of design, appearance and urban form. This is based on the resource consent analysis suggesting that this activity status is not appropriate and that possibly a higher activity status should be assigned to achieve the urban design outcomes sought by zone.

There are also questions over the design and layout of the building forms and how they relate to each other in a coherent way. There's also questions how the design and layout of the Remarkable Park commercial area relates to the other

elements within the special zone. It favours car movements over pedestrian movements and creates issues of legibility and conductivity between the different parts of the zone. There should be stronger focus on pedestrian movement, better relationship with the street and conductivity between (and within) the different parts of the special zone to achieve the urban design outcomes sought. There are also concerns over the lack of public open space that has been provided.

Another trend is the large number of breaches for earthworks. This suggests that the current threshold for “Any Earthworks” is potentially too stringent. Although, this earthworks activity trigger has likely contributed to Objective 2 and 3, which both aim to protect and enhance the surrounding landscape and natural resources since council then has discretion over earthworks in regards to the environmental effects such as sediment run-off, instability, erosion and so forth. This is especially important considering that the southern portion of the zone is in close proximity to the Kawarau River. Aside from this aspect, there is nothing unique about the RPSZ which justifies why it has its own bespoke earthworks rules within its chapter when there is already a district wide chapter that has appropriate rules to manage the environmental effects of earthworks. Once being brought into the PDP, the zone will be subject to the PDP Earthworks Chapter instead, making the current rules irrelevant and an unnecessary double up.

Findings

Overall, the majority of the objectives and policies have been effective. Although a challenge that has been found when applying the s35 criteria is that a large portion of the zone is currently under development or still vacant and therefore not all of the policies were able to be assessed.

The Policy framework for Remarkables Park provides two sets of standards, site standards as well as zone standards with a duplication of standards, this is especially apparent concerning height. This creates unnecessary duplications and confusion for plan users. In parts the objectives and policies appear to be in conflict with each other and it's difficult to determine which one takes priority over the other. For instance, there appears to be conflict between the transportation sections and the design section, and it appears through this evaluation (and an examination of the resource consent applications) that the transportation issues have been favoured over the design sections. It is recommended in the next plan review that a clear hierarchy of policy approach is taken to address this issue

Table 1 in 12.11.3.6 specifies that all buildings except Residential Units in Activity Area 1 require resource consent for controlled activity. The assessment matters identified in 12.11.3.2 are extensive. This is in addition to requiring a statement from the Remarkables Park Design Review Board, or if the modification to the existing building does not increase the height or the volume of the building by more than 10 percent, then a report by a qualified urban designer is required. There is no clear guidance or indication whether the Remarkables Park Design Review Board correlate with the assessment criteria identified in the plan or what actual standards they must meet since they do not provide a guidance document for consent applicants.

Controlled activities have insufficient control over the nature of activities or the design of buildings, and therefore makes it difficult to decline a consent should the proposal be considered inappropriate and and it is recommended that this activity status be changed to at least restricted discretionary activities to ensure these urban design outcomes are achieved. There were questions over the design and appearance and coherence of the architectural responses especially in the Remarkables Park commercial centre.

Zone Standard 12.11.5.2(v) allows for modifications to the internal boundaries of the Activity Areas as shown on the Structure Plan. A maximum of 2.5% of the land area for Activity Areas 1, 2a, 2b, and 2c, and maximum of 7.5% of the land area for Activity Areas 3, 4, 5, 6, and 7. Any person modifying the boundaries of an Activity Area shall inform the Council of the extent of that modification when applying for a resource consent or within ten working days of commencing the permitted activity to which the modification relates. This does not give Council the ability to assess the new boundaries of the Structure Plan areas, and therefore could result in inconsistencies with the overall objectives and policies. For example, if there is an existing building and the Activity Area boundary is adjusted, it may result in additional non-compliances through these internal boundary adjustments that were not assessed, such as height.

There is strong direction in the objectives and policies for providing open spaces and sufficient areas of land to provide for local active and passive recreational needs. It has been found that the provision of open space does not comply with the Parks Strategy. The zone does not provide for a range of recreation reserves Other than parts of AA 2c, there are no other publicly accessible reserve land that have been vested to Council. There are other areas, such as Wakatipu High school, which arguably provide open space, however this is technically private and not accessible during school hours. Aside from this, there are no other publicly accessible open spaces or reserves located within the zone. A wider range of reserves and open spaces should be provided to meet the overall objectives for the zone. Further development in AA 3, 4, 6 and 7 (where residential activities are permitted activities) may result in additional private outdoor living areas which are required for residential activities. But these would likely not be vested in Council or be publicly available.

This suggests that there is no clear nexus between the objectives and policies as there is no obvious requirement for open space in the rules, other than Site Standard 12.11.5.1(i) which requires staging of Open Space and Reserves, however the wording of the standard (see below) is not directive or prescriptive and therefore difficult to implement.

As development proceeds generally through the Activity Areas, it shall be a requirement that a mix of open spaces, reserves, community facilities, and/or recreational facilities shall be developed at the same proportionate pace. This shall be encouraged by the Council giving close attention to the type of reserve contributions ordered to be made as conditions on subdivision consents, in particular the use of conditions requiring works to be carried out on public areas and facilities in lieu of land or cash contributions.

The findings of this report indicate that the suite of policies and methods for the Zone have been moderately effective in achieving the Objective for the Zone.