

Evaluation under section 32 of the Resource Management Act 1991
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1 INTRODUCTION

- 1.0 Remarkables Park Ltd (**RPL**) owns and manages the undeveloped areas of land within the Remarkables Park Special Zone (**RPZ** or the **Site**), being Parts 12.10 and 12.11 of the Queenstown Lakes Operative District Plan (the **District Plan**). The RPZ provides for a range of urban activities, managed by way of objectives and policies, a Structure Plan containing 8 Activity Areas (**AA**), and associated rules and assessment matters.
- 1.1 The development to date comprises low density residential development in AA1 and the commercial/retail centre in AA5. AA5 is the Wakatipu's main large format retail (**LFR**) centre, and is complemented with some smaller format retail, cafés and restaurants, carparking, service activities, offices, and landscaping.
- 1.2 The balance of the RPZ, some 100 hectares, is undeveloped. It is the District's largest area zoned to accommodate future urban growth, and it will be developed in stages over the next 10 – 20 years.
- 1.3 The population of and number of households within Queenstown-Lakes will continue to increase. The District has experienced high growth in the recent past, and continued growth in population and employment is expected. Market Economics Ltd (**ME**) has prepared household growth scenarios based on Statistics New Zealand medium and high projections. The ME report is contained in **ANNEXURE G**. For the Queenstown catchment, the number of households is projected to increase from around 7000 (2009) to 11,000 (medium growth scenario) or 12,500 (high growth scenario) by 2031¹. This represents a 57 – 78 percent increase in number of households.
- 1.4 As the population increases so too does the need for activities to support it, including the various forms of retail and commercial uses, and many other activities including educational, offices and other work places and activities, recreational and community facilities, and service activities.
- 1.5 District Plan zonings need to recognise growth patterns and the growing and changing needs and demands of the population. The District Plan needs to be able to respond and provide for the new opportunities and demands arising from growth. The existing RPZ provisions, while enabling a broad mix of urban activities, are in some respects now outdated and can be refined and improved so that the RPZ can better fulfil its role as a primary location for accommodating urban growth.
- 1.6 RPL's goal is therefore to promote certain changes to Parts 12.10 and 12.11 of the District Plan. The changes comprise 13 "components". The components can be broadly categorised as:
- Expansion of the commercial / retail centre in AA5 to enable further LFR development;
 - Better provide for activities in AAs to further enhance the mix of activities in the Zone;

¹ ME report, Annexure G, page 2 graphic

- To accommodate activities not otherwise foreseen when the RPZ was originally adopted;
- To correct various anomalies; and
- To otherwise up-date certain provisions of the RPZ.

1.7 The reasons for and evaluation of the 13 components are addressed throughout this report and are set out in detail in Part 5 below.

1.8 Various alternative planning methods are available to achieve these goals, including expanding the RPZ, changing the RPZ Structure Plan and promoting planning provisions that better enable certain activities.

1.9 The statutory process for a plan change request includes an evaluation under section 32 of the Resource Management Act 1991 (**the Act**). Section 32 states (underlining added):

32 Consideration of alternatives, benefits, and costs

(1) **In achieving the purpose of this Act, before a proposed plan, proposed policy statement, change, or variation is publicly notified ... an evaluation must be carried out by — ...**

(d) **the person who made the request, for plan changes that have been requested and the request accepted under clause 25(2)(b) of Schedule 1.**

(2) **A further evaluation must also be made by –**

(a) **a local authority before making a decision under clause 10 or clause 29(4) of the Schedule 1; ...**

(3) **An evaluation must examine—**

(a) **the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and**

(b) **whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.**

(4) **For the purposes of the examinations referred to in subsections (3) ... , an evaluation must take into account—**

(a) **the benefits and costs of policies, rules, or other methods; and**

(b) **the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.**

(5) **The person required to carry out an evaluation under subsection (1) must prepare a report summarising the evaluation and giving reasons for that evaluation.**

(6) **The report must be available for public inspection at the same time as the document to which the report relates is publicly notified or the regulation is made.**

1.10 The section 32 evaluation for RPL's requested plan change is presented in this document and is in accordance with RPL's duties under sections 32(1)(d) and 32(5). The evaluation anticipates that the request will be accepted by the Council under clause 25(2)(b) of Schedule 1 and that the plan change proceeds to public notification.

1.11 The evaluation is structured as follows:

- Part 2** describes the land subject to this plan change and the wider environs;
- Part 3** addresses the purpose and principles of the Act;
- Part 4** examines the planning objectives relevant to the plan change;
- Part 5** examines the efficiency and effectiveness of the relevant policies and rules, their respective benefits and costs, and whether they are the most appropriate for achieving the objectives;
- Part 6** summarises and concludes the evaluation.

1.12 The evaluation includes the assessments contained in the following attachments:

- Attachment 1** Frankton Flats Special (B) zone – Structure Plan (from the Council’s decisions version, October 2009)
- Attachment 2** Remarkables Park Zone – Structure Plan (operative DP version and as modified by RM090321)
- Attachment 3** Identification of the relevant objectives and policies from the Regional Policy Statement;
- Attachment 4** Assessment of the relevance of the Part 4 (District-wide) objectives and policies;
- Attachment 5** Evaluation of key options against the Part 4 (District-wide) objectives and policies;
- Attachment 6** Policies of the Remarkables Park Zone and the Frankton Flats Special (B) zone (proposed Plan Change 19).

2 DESCRIPTION OF THE LAND AND ENVIRONS, BACKGROUND TO THE PLAN CHANGE

2.0 INTRODUCTION

- 2.0.1 This section of the evaluation provides a description of the wider environs of the Frankton Flats, and of the RPZ land and zoning provisions.
- 2.0.2 The Frankton Flats area is shown on Figure 1 below which is the copy of part of planning map 31 showing operative zonings and proposed and requested plan changes. The Frankton Flats accommodates a wide range of activities. These are described in this section of the evaluation.

2.1 OPERATIVE ZONES

Rural General zone

- 2.1.1 The Rural General zone is located around the periphery of the Frankton Flats area, and is also the underlying zoning of the Airport and other designated land to the north of the RPZ. The purpose of the Rural General zone is to manage activities to protect landscape and conservation values, the life supporting capacity of soils and vegetation, recreational opportunities and general amenity values. It promotes farming, with non-farming activities or activities that change the landscape generally requiring resource consent.

Low Density Residential zone

- 2.1.2 The Low Density Residential zone is located to the west of the RPZ and extends from the Kawarau River in the south to Frankton Ladies Mile State Highway 6 (SH6) in the north. This zone provides for low density residential activities which can be characterised by low rise development, low building coverage and areas of open space. Other activities are generally only acceptable in the zone where they are compatible with residential activities.

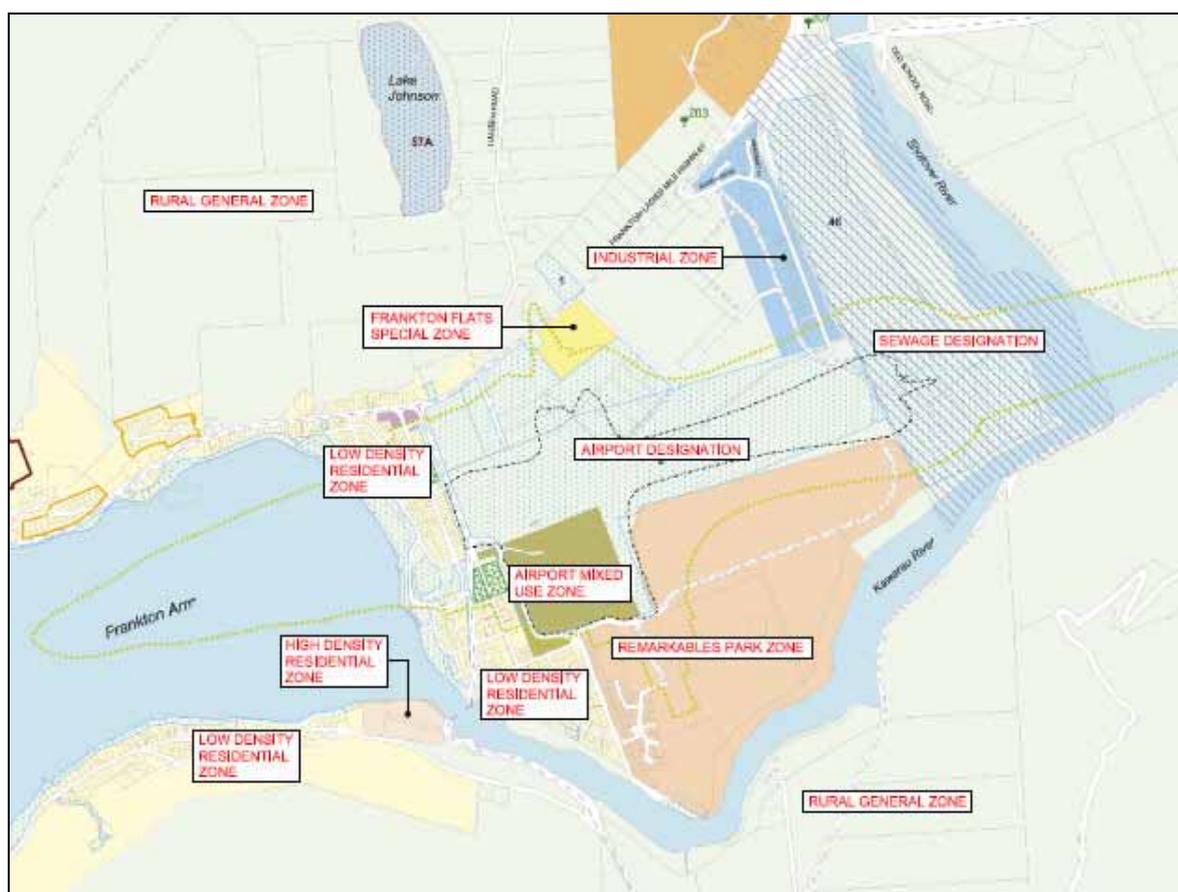


Figure 1: Part of Planning Map 31 showing operative zonings within and nearby the Frankton Flats

Frankton Corner Shopping Centre zone

- 2.1.3 The Frankton Corner Shopping zone is located on the southern side of the junction of SH6, where Frankton Ladies Mile SH6 and Kawarau SH6 meet. It provides for retail activities in the form of convenience goods stores to meet the day to day needs of the local surrounding community. Residential and office activities may also be appropriate, where these are at a modest scale and are in sync with the activity structure of the centre.
- 2.1.4 Development within this zone is to have regard to its location as a gateway entrance to Queenstown and Frankton and therefore open space and visual amenity values of the approach to Queenstown on SH6 are to be protected and enhanced.

Frankton Flats Special zone

- 2.1.5 The FFS(A) zone is located to the north of the Airport, adjacent to Frankton Ladies Mile SH6. It is around 7.8 hectares in area and provides for a shopping centre and offices, educational, accommodation and recreational activities.
- 2.1.6 Development (including landscaping) is guided by a structure plan that provides discrete areas for educational and recreational activities with other anticipated activities. Several consents have been issued since 2006 for subdivision, earthworks (including the excavation of an underground car park), landscaping within the 50 metre buffer strip of the zone and the adjacent Rural General zone, and to construct a supermarket, retail outlets and visitor accommodation. None of the consents have been fully implemented.
- 2.1.7 A resource consent application has recently been lodged (RM100654, application dated October 2010) for a large mixed use (predominantly retail) complex on the FFS(A) land, with ancillary activities including access, parking, earthworks and so on. That application provides for approximately 28,600 m² of retail space; approximately 75% of this (20,600 m²) is for LFR.

Industrial zone

- 2.1.8 The Industrial Zone is commonly referred to as the Glenda Drive Industrial Area and is located to the north-east of the Airport land and south of Frankton Ladies Mile SH6. It is the District's largest dedicated industrial area. Over the years through approved land use consents it has become a mix of business, industrial, manufacturing and live/work activities.

Queenstown Events Centre (QEC)

- 2.1.9 Land to the west of the FFS(A) zone is designated for the QEC, providing for indoor and outdoor recreation, cultural, entertainment, conference activities, and the Aquatic Centre, along with associated playing fields, childcare activities, pedestrian and cycle accessways, landscaping and car parking.

Frankton Golf Course

- 2.1.10 Land to the west of the QEC, between both Frankton Ladies Mile SH6 and Kawarau SH6 and to the north of the Airport is designated for recreational reserve. This land is used by Frankton Driving Range and Golf Course, which provides a 9 hole course and a driving range.

Queenstown Airport

- 2.1.11 The land to the south of the QEC and the FFS(A) zone contains and is designated for the Queenstown Airport, providing for aircraft traffic (domestic, international and private), aircraft servicing, runways, navigational equipment, the storage of fuel, buildings, infrastructure, car parking and other related activities where there is a need for an activity to be located within the designation.
- 2.1.12 To the east of the main runway the Airport Designation provides for the construction and operation of the RESA which is under construction and due to be completed prior to October 2011.

Airport Mixed Use zone (AMUZ)

- 2.1.13 Land in the south-western corner of the Queenstown Airport Designation is in the AMUZ and is, for the most part, included within the designation though there are three areas of land that are excluded (one of these areas, immediately north of AA5 of the RPZ, is included in PC34 to be rezoned AA5).
- 2.1.14 The purpose of the AMUZ is to provide for airport related activities in close proximity to the Airport that benefit from, and serve the day to day needs of the Airport. Such activities include the terminal building, shuttle services and freight businesses. Commercial activities and retail sales (that are not located within the airport terminal and are not goods that serve the needs of the travelling public) are non-complying activities within the zone.

Quail Rise zone

- 2.1.15 The Quail Rise zone is located on the northern side of Frankton Ladies Mile SH6, to the west of the Shotover River. This zone provides for both low density residential and rural residential activities and areas of open space activity, passive recreation and landscaping. The location of these activities is guided by a structure plan. Certain activities, such as visitor accommodation, commercial recreation facilities (limited to equestrian centre, stables and associated facilities) and commercial activities (except retail sales) are provided for as discretionary activities.

Shotover River designation

- 2.1.16 To the east of the Glenda Drive industrial area is a steep escarpment (height approximately 55 metres) down to the river flats of the Shotover River. Much of this land south of the SH6 bridge across the Shotover River is designated and used for sewage treatment, with an underlying zone of Rural General.

State Highway 6 / EAR intersection designation

- 2.1.17 SH6 is the main transport route serving Queenstown and through the District, linking the district south with Invercargill and east to Cromwell. It serves as the principal route through the Frankton Flats. A recent designation application (RM090808) has sought to provide for a new roundabout intersection for the linkage with the eastern arterial road, and for the initial northern part of the EAR, through the PC19 land. This notice of requirement is subject to appeal.

The Remarkables Park Special Zone

- 2.1.18 The RPZ comprises approximately 150 hectares located on the Frankton Flats south of Queenstown Airport and north of the Kawarau River. The RPZ provides for a range of activities including residential, commercial, community, educational, recreational, visitor accommodation and open space / reserves.
- 2.1.19 The RPZ contains a number of expansive terraces, separated by small sloping escarpments. It falls 44m in altitude from its northern end (at 355 metres above sea level) down to the Kawarau River to the south (at 311 masl). Much of the eastern boundary of the Site is separated from the river by a steep escarpment.
- 2.1.20 The developed parts of the RPZ include:
- Low density residential properties (approximately 100, gaining access from Riverside Road, Copper Beech Avenue, Elm Tree Avenue, Juniper Place and Magnolia Place); and
 - The commercial and retail centre, comprising large format retail activities, some smaller format retail, offices, a medical centre, cafés and restaurants, and related activities including carparking, access and servicing, and landscaped grounds.
- 2.1.21 The undeveloped part of the RPZ (approximately 110 hectares) is used currently as a deer farm. It contains a homestead, barns and equipment storage, shelter rows, a nursery, and a network of roads and farm trails. Southeast of the RPZ is a steep, bush-clad escarpment, containing a road designation, which separates the RPZ from the Kawarau River. A walking trail runs around the river's edge in this location. At the southern edge of the RPZ (the peninsula) the land flattens out adjacent to the River.
- 2.1.22 The RPZ provisions are described in more detail in part 2.3 below.
- 2.1.23 Various resource consents have been granted for activities within the RPZ. These consents are as follows:

RM090852, Sanctuary Residences Ltd

- 2.1.24 Consent was granted on 11 March 2010 for the construction and operation of a retirement village complex comprising of 132 apartments for elderly persons, two motel units, a swimming pool, gym, bowling green and studio. The complex is located within Activity Area 6 with development being able to be completed in up to four stages.

RM090852, Southern Cross Health Trust

- 2.1.25 Consent was granted on 13 March 2009 for the construction and operation of a hospital, medical centre, appearance medicine clinic, pharmacy and also for associated parking, landscaping and the storage of hazardous substances. This development is also located within Activity Area 6.

RM100273, Remarkables Park Limited

- 2.1.26 Consent was granted on 21 June 2010 to construct a building to be used for student accommodation in a flatting setting or residential or visitor accommodation, and a children's indoor playground with an adjoining café and outdoor terrace within the basement and ground floors of the four level building. This development is located within Activity Area 5.

RM090321, Remarkables Park Limited

- 2.1.27 Consent was granted on 24 September 2010 for the staged subdivision of the RPZ land into 83 lots, and for earthworks to facilitate the development of roads and contouring for future development but also to provide material for the development of the Queenstown Airport Runway Extension (**RESA**).
- 2.1.28 The application also modified the structure plan activity areas in accordance with a rule of the RPZ.
- 2.1.29 Condition (10) of this consent requires the consent holder to prepare and submit the Remarkables Park Amenities Strategy. This condition was subsequently varied by RM100391 on 9 July 2010 to extend the timeframe by nine months within which the strategy is to be submitted.

2.2 PROPOSED AND REQUESTED PLAN CHANGES

Plan Change 19 – Frankton Flats Special Zone (B)

- 2.2.1 The Frankton Flats Special Zone (B) (**FFS(B)** zone), proposed to be introduced by Proposed Plan Change 19 (**PC19**), covers approximately 60 hectares south of SH6 between the Industrial Zone to the east, the Queenstown Events Centre to the west and Queenstown Airport to the south.
- 2.2.2 PC19 seeks to provide for a range of activities including commercial, retail, heavier and yard-based industrial, light industrial, business, residential, visitor accommodation, education, community activities and recreation within a high density development. The location of these activities is guided by a Structure Plan which identifies activity areas and also by an Outline Development Plan process that is required to be prepared for several of the activity areas prior to development works commencing. The proposed Structure Plan, as contained in the Council's decisions version of PC19 (October 2009) is contained in **Attachment 1**.
- 2.2.3 PC19 promotes the Eastern Arterial Road, connecting State Highway 6 to the RPZ, with the route proceeding through the PC19 land and around the eastern end of the airport designation (across the RESA). The RESA construction will specifically provide for this routing.
- 2.2.4 PC19 is subject to appeal, and is mid-way through an evidence exchange timetable. The hearing was originally scheduled to commence in December 2010 but this has been adjourned pending the outcome of Plan Change 35 (**PC35**) (addressed below).

Plan Change 24 – Community and affordable housing

- 2.2.5 The purpose of Proposed Plan Change 24 (**PC24**) is to introduce affordable housing into the policies of the DP so that it can become a relevant matter when plan changes / variations are proposed, as well as when resource consent applications are considered, and where appropriate require the delivery of affordable housing.
- 2.2.6 The Council's decision, dated 9 December 2008, is subject to broad appeal, including by RPL. It is expected that the appeals will be heard in 2011. The decision is also subject to High Court proceedings. At this point, there is no certainty as to the outcomes of PC24 and it is very difficult to apply it to other plan changes. For these reasons, little weight can be afforded PC24.
- 2.2.7 The issues promoted in PC24 are therefore not further promoted as part of PC34.

- 2.2.8 The RPZ is an existing higher density urban zone that provides for a range of urban activities to be developed in a comprehensive and integrated manner. The changes promoted in PC34, while affecting some of the activities that may be undertaken in the zone, do not change the overall emphasis of the existing provisions; PC34 does not promote new areas for urban development.
- 2.2.9 Nevertheless, the vision for the RPZ includes provision, within the integrated environment – of student and staff accommodation in close proximity to education and commercial activities. This is recognised in PC34 as part of Component [4].

Plan Change 30 – Urban boundary framework

- 2.2.10 Proposed Plan Change 30 (**PC30**), notified in August 2009, promotes a framework for establishing urban boundaries within the District. The Commissioners' decision was notified on 10 November 2010. The decision simplifies the framework for imposing urban growth boundaries where and when they are needed, and provides a specific objective, and policies and methods (in Part 4.9 of the Plan) setting out the matters to take into account when defining urban growth boundaries through a plan change process.
- 2.2.11 The PC30 provisions require:
- That the scale and distribution of urban growth is managed so that urban development does not affect the natural, environment and landscape values of the District;
 - That urban development be maintained to meet the needs of the community without significant adverse effects;
 - That the majority of urban growth is provided in Queenstown and Wanaka; and
 - That ad-hoc urban growth is avoided in rural areas.
- 2.2.12 It is not yet known if the decisions on PC30 will be appealed.

Plan Change 35 – Queenstown Airport noise boundaries, and associated notices of requirement

- 2.2.13 PC35, a private change promoted by the Queenstown Airport Corporation (**QAC**) seeks to extend the existing contours (the Air Noise Boundary (**ANB**) and the Outer Control Boundary (**OCB**)), and includes new noise boundaries, being the Sound Insulation Boundary (**SIB**) and the Night-time Noise boundary (**NNB**). It promotes new objectives, policies, rules and other methods to manage land use in the vicinity of the Airport (including land within the Rural General, Industrial, Residential, Frankton Flats Special (A) and Remarkables Park zones) in conjunction with the amended (and new) noise boundaries.
- 2.2.14 Concurrently, a Notice of Requirement (**NOR**) is being progressed to alter the Aerodrome Designation to extend the hours of operation to allow for aircraft arrivals to 12am, to provide for noise controls, monitoring and engine testing and to provide for a Noise Management Plan for sites within the ANB and NNB. The requiring authority is the QAC.
- 2.2.15 The Commissioners' decision on PC35 was notified in November 2010. The decision approves the plan change, including the revised ANB and OCB locations (these affect the RPZ, and are discussed further in part 5.8 below), but not including provisions relating to the proposed extension of hours of operation and airport noise boundaries to enable scheduled arrivals between 10pm and midnight. The decision

also recommends that the proposed SIB and NNB contours and related provisions not be included in the District Plan and the relevant planning maps.

2.2.16 The decision recommends that the Council recommends to the QAC that the QAC's NOR is modified, and that the draft NMP is modified.

2.2.17 It is not known if the final decisions on PC35 and the NOR will be appealed.

Plan Change 37 – Quail Rise Zone

2.2.18 The Quail Rise zone on the northern side of SH6, opposite the Glenda Drive Industrial area, provides for low density residential and rural residential living. Plan Change 37 (**PC37**) seeks to rezone approximately 3.1 hectares of Rural General zone to the Quail Rise zone, and also to modify existing Activity Areas to increase the maximum number of residential dwellings from 183 to 234.

2.2.19 PC37 does not promote any new issues, objectives, or policies but modifies the existing rules and the Quail Rise zone Structure Plan. The Commissioners' recommendation has been adopted by the Council and decisions were notified on 22 December 2010.

Plan Change 41 – Shotover Country Special Zone

2.2.20 Plan Change 41 (PC41) affects around 120 hectares of Rural General land to the east of the Lower Shotover River and south of state highway 6. PC41 seeks to rezone land from Rural General to a new Special Zone (Chapter 12 of the District Plan). The Special Zone promotes new issues, objectives, policies, rules and assessment matters, and a Structure Plan.

2.2.21 PC41 promotes low and medium density residential accommodation (anticipated to be a total of approximately 758 dwellings), community, educational and convenience retail activities within a central precinct, open space areas, roading/pedestrian and cycleway access, a park and ride facility, heritage protection, and associated servicing.

2.2.22 PC41 was notified in July 2010. Hearings are scheduled for the first quarter of 2011.

2.3 RPZ – DESCRIPTION OF PLANNING PROVISIONS

2.3.1 This section of the evaluation summarises the planning provisions of the RPZ. The RPZ provisions are broadly summarised in clause 12.11.1 of the District Plan:

The purpose of the zone is to provide for a comprehensively managed and integrated high density development containing opportunities for a range of supporting and complementary activities. These include open space, visitor accommodation, transport, educational, recreational and commercial facilities.

In order to achieve a high standard of integrated development, sustainable management, building and open space design, the zone is subject to a Structure Plan, which details activity areas, and provides for a wide range of matters to be subject to Controlled Activity consent.

The zone seeks to achieve maximum flexibility within the parameters of the Structure Plan.

New commercial development for retailing and office activities is incorporated in the zone. The Commercial centre activities are to be designed around lanes and parking and be developed to minimise any adverse effects on the built environment, amenity and resources of the existing Queenstown Town Centre. The background issues,

resource evaluation, objectives, policies, explanation and principal reasons for adoption and environmental results anticipated give effect to the existing and future commercial development in Activity Area 5 of the Structure Plan for the Remarkables Park Zone.

- 2.3.2 The current Structure Plan for the RPZ, and the modifications approved in RM090321 are attached as **Attachment 2**. The explanation and principal reasons for adoption to Objective 2 of the RPZ provides a summary of the eight Activity Areas (and sub-areas) identified on the Structure Plan:

Activity Area 1 - Traditional Residential Development

Approximately 9 hectares of land on the western side of the block 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 public open space. This element of the southern Riverside Public Recreation area is the proposed river access area. This area would 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 a terminus 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. 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

The riverside apartment area situated on the river peninsula and adjoining the Riverside Public Recreation Area will enable development for condominiums, visitor facilities and visitor accommodation, church, plaza, restaurants, cafes and riverside facilities.

Activity Area 4 - Higher Density Housing

A significant proportion of this area is proposed to be devoted to higher density housing. Such housing will maximise views and sun and will be built at relatively high density.

Activity Area 5 - Commercial/Retail area

Within an area in the northwest part of Remarkables Park, land is available for future retail and other commercial activities including office and service activities. As the first of the Activity Areas reached when arriving in the Zone by road, a true mixed-use approach is found here, including opportunities for education, visitor accommodation and carefully designed higher density residential 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.

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 site offers spectacular views of 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

A significant "buffer" area of land formerly partly owned by Queenstown Airport Corporation Limited, this land is suitable for development for rural, recreational infrastructural 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.

- 2.3.3 The purpose of the commercial and retail centre in AA5 is to provide for retail based commercial activities. The explanation and principal reasons for adoption of Objective 7 of the RPZ identifies that:

The purpose of the commercial centre at Remarkables Park is to provide for a new retail based commercial centre. The proposed site is preferred for a number of resource management reasons including:

- *The site is close to and can be integrated with major existing and proposed residential areas, thus bringing convenience to residents and efficiency in terms of energy use by providing the opportunity for a range of transport modes, e.g. pedestrian, cycling, public transport.*
- *The site is well located in respect of a number of existing and proposed community facilities, e.g. church, hospitals, educational facilities. This creates the opportunity for multi-purpose trips.*
- *The site is sufficiently separated from the other main retail nodes to be able to develop a catchment population to support a range of shopping activities.*
- *The topography and location of the site provide for ease of vehicle access and infrastructure servicing.*

- 2.3.4 The explanation and principal reasons for adoption of Objective 8 of the RPZ identifies that the purpose of the RPZ Structure Plan is to assist in achieving the essential objectives for the RPZ, namely:

- *that the retail development contributes to an active public realm.*
- *that retail magnets such as department stores and supermarkets are distributed throughout the retail core.*
- *that retail development is integrated with other uses, rather than being isolated from the community or other activities.*
- *that there is a strong character in the commercial centre environment which is achieved through building design and high quality public open spaces.*

- 2.3.5 These matters are broadly addressed in the evaluation of PC34, in parts [3 – 6] below.

3 THE RESOURCE MANAGEMENT ACT 1991

3.0 INTRODUCTION

3.0.1 This part of the evaluation addresses the purpose of the Act and forms the basis of the remainder of the evaluation. The purpose of the Act (defined in section 5) is informed by the principles of the Act (in sections 6, 7 and 8), and these are addressed also.

3.1 PART 2 AND SECTION 32

3.1.1 The purpose of the Act is:

- (1) **The purpose of this Act is to promote the sustainable management of natural and physical resources.**
- (2) **In this Act, “sustainable management” means managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural wellbeing and for their health and safety while –**
 - (a) **sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonable foreseeable needs of future generations; and**
 - (b) **safeguarding the life-supporting capacity of air, water, soil and ecosystems; and**
 - (c) **avoiding, remedying or mitigating any adverse effects of activities on the environment.**

3.1.2 The purpose has two inter-related components: “enabling” and “regulatory”. When a person or community wishes to use resources to enable wellbeing, they must also ensure that the regulatory imperatives of section 5(2)(a)-(c) are achieved; that is, if the potential of that resource is sustained, its life-supporting capacity is safeguarded, and adverse effects on the environment are avoided, remedied or mitigated.

3.1.3 In relation to the subject matter of PC34, there is a recognised demand for further land for LFR activities in the Queenstown-Wakatipu. ME estimates that the demand for LFR activities in the Queenstown catchment is expected to increase by approximately 28,000 – 34,000 m² by 2021 (medium and high scenarios respectively) and approximately 50,000 – 63,000 m² by 2031². This demand is addressed in the ME report at [ANNEXURE G](#). There is also potential demand for other activities within certain activity areas of the RPZ, and other aspects of the RPZ that require updating in response to changed circumstances and new opportunities and demands since the RPZ was made operative in 1999, to accommodate activities not otherwise foreseen when the RPZ was proposed, and to correct various anomalies. (These issues are discussed in detail in the evaluation of the various components of the plan change, at Part 5 of this evaluation).

3.1.4 The purpose of the Act is achieved if the demand for LFR land in the Queenstown-Wakatipu is satisfied in a way that sustains the potential of resources to meet the reasonably foreseeable needs of future generations, safeguards the life-supporting capacity of air, water, soil and ecosystems, and avoids, remedies or mitigates adverse effects. Other modifications to the RPZ that respond to the specific needs of people and the community, must also achieve these statutory imperatives.

² ME report, Annexure G, page 3

- 3.1.5 The relevant matters of national importance under section 6 must be recognised and provided for, including, of particular relevance to the issues pertinent to PC34, the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development (section 6(b)).
- 3.1.6 Particular regard must be had for the matters in section 7 of the Act, including, of particular relevance to PC34:
- (b) The efficient use and development of natural and physical resources:**
 - (c) The maintenance and enhancement of amenity values:**
 - (f) Maintenance and enhancement of the quality of the environment:**
 - (g) Any finite characteristics of natural and physical resources:**
- 3.1.7 The key method by which regional and territorial authorities carry out their functions in order to achieve the purpose of the Act is by preparing, implementing and administering plans.
- 3.1.8 For regional councils, section 56 of the Act states that the purpose of a regional policy statement is to achieve the purpose of the Act by providing an overview of the resource management issues of the region and policies and methods to achieve integrated management of the natural and physical resources of the whole region. Section 63 states that the purpose of the preparation, implementation, and administration of regional plans is to assist a regional council to carry out any of its functions in order to achieve the purpose of this Act. Section 75(3)(c) of the Act requires that a district plan must give effect to any regional policy statement.
- 3.1.9 Section 31 sets out the functions of territorial authorities under the Act:
- (1) Every territorial authority shall have the following functions for the purpose of giving effect to this Act in its district:**
 - (a) the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:**
 - (b) the control of any actual or potential effects of the use, development, or protection of land, including for the purpose of—**
 - (i) the avoidance or mitigation of natural hazards; and**
 - (ii) the prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances; and**
 - (iia) the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land:**
 - (iii) the maintenance of indigenous biological diversity: ...**
 - (d) the control of the emission of noise and the mitigation of the effects of noise:**
 - (e) the control of any actual or potential effects of activities in relation to the surface of water in rivers and lakes:**
 - (f) any other functions specified in this Act.**
 - (2) The methods used to carry out any functions under subsection (1) may include the control of subdivision.**

- 3.1.10 Section 31(1)(a) requires “integrated management” of the effects of the use,, development or protection of resources. To achieve integrated management and the purpose of the Act, any requested or proposed change to a District Plan should be consistent with higher order objectives and policies – in this case with the objectives and policies of the Regional Policy Statement and regional plans, and with the District-wide objectives and policies of the operative District Plan. Further, modifications to specific RPZ policies and methods must be consistent with the RPZ objectives.
- 3.1.11 These matters are addressed in part 4 below with specific reference to the subject matter of PC34 and the location and context of the RPZ.

4 RELEVANT PLANNING OBJECTIVES

4.0 INTRODUCTION

- 4.0.1 The objectives of the relevant operative planning documents (Regional Policy Statement and regional plans, and of the District Plan), are the means by which communities express the way by which the sustainable management purpose of the Act is achieved.
- 4.0.2 For any plan change, the duty under **section 32(3)(a)** is to examine the extent to which “each objective is the most appropriate way to achieve the purpose of the Act”. The subject matter of PC34 is:
- specific to certain activities; and
 - specific to a certain location within an existing zone and a small part of another zone.
- 4.0.3 Accordingly, for PC34 there is no necessity to modify any existing, or introduce any new, higher order regional or District-wide objectives.
- 4.0.4 The evaluation is therefore focused on the duty under **section 32(3)(b)**: whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.
- 4.0.5 The necessary examination is as follows:
- Step 1** identify, in relation to the relevant subject matter of the change, the settled higher order regional and district-wide objectives;
- Step 2** identify the operative zone-specific objectives and any other relevant district plan objectives;
- Step 3** identify the options relevant to the subject matter of the plan change;
- 4.0.6 The steps flow from a macro- (regional and district-wide) scale to a micro- (zone and local) scale. Once the relevant options are properly identified, they are further examined and shortlisted options are evaluated (**Step 4**) against the identified higher order and zone specific objectives (in Part 5 of this evaluation).

4.1 STEP 1: IDENTIFICATION OF RELEVANT HIGHER ORDER OBJECTIVES

OTAGO REGIONAL COUNCIL'S *Regional Policy Statement* (1998)

4.1.1 Section 60 of the Act requires the Otago Regional Council to prepare a Regional Policy Statement (**RPS**). The purpose of a RPS is to promote the sustainable management of natural and physical resources. Otago's RPS does this by giving an overview of the resource management issues facing Otago and by stating objectives, policies and methods to manage Otago's natural and physical resources. The RPS contains no rules.

4.1.2 Section 75(3)(c) of the Act requires that the District Plan give effect to the provisions of the RPS. The provisions of the RPS relevant to the consideration of PC34 are listed in **Attachment 3**.

4.1.3 In summary, the RPS contains objectives and policies that are intended to:

- Maintain and enhance the primary productive capacity and life supporting capacity of land resources (Objective 5.4.1).
- Meet the reasonably foreseeable needs of the Region's people and communities via development which is efficient and meets community's expectations regarding amenity values (Objective 9.4.1).
- Ensure efficiency of urban development and the efficient use of infrastructure by maximising the use of existing infrastructure (Policy 9.5.2).
- Minimise adverse effects of urban development and settlement on the Region's environment. Such effects include pollution, loss of productive land to urban development and increased energy consumption (Policy 9.5.4).
- Maintain and enhance the quality of life for people and communities, to be achieved through: the identification and provision of an acceptable level of amenity; avoiding, remedying or mitigating adverse effects on community health and safety and of subdivision, land use and development on landscape values (Policy 9.5.5).
- Maintain and enhance the natural character of areas with significant indigenous vegetation and/or fauna (Objective 10.4.3).
- Promote and encourage the retention, enhancement and re-establishment of indigenous ecosystems in the region (Policy 10.5.2).
- Avoid or mitigate the adverse effects of natural hazards and avoid or restrict development on hazard prone land (Policies 11.5.3 and 11.5.4).

4.1.4 These are, in various ways, relevant to the resource management issues of PC34, to the extent that new DP provisions promoted by PC34 would need to ensure that:

- The primary productive capacity of land is maintained and enhanced;
- Development promotes efficiencies;
- Development promotes the maintenance and enhancement of amenity values and quality of the environment, and the quality of life, and on health and safety;
- Development minimises adverse effects on the environment, in particular on natural character, indigenous ecosystems; and

- Development avoids natural hazards.

4.1.5 These regional imperatives are taken into account in the selection of relevant options to be assessed in the evaluation of PC34.

OTAGO REGIONAL COUNCIL'S REGIONAL PLANS

4.1.6 Section 75(4) (b) of the Act requires that any changes to the district plan must not be inconsistent with the provisions of a regional plan.

4.1.7 There are two relevant regional plans: the *Regional Plan: Water* (operative January 2004) (**Water Plan**) and the *Regional Plan: Air* (operative January 2003, and subsequent, now operative changes) (**Air Plan**).

4.1.8 The purpose of the Water Plan is to promote the sustainable management of Otago's water resources. To achieve this, the Water Plan contains provisions including rules to address issues of use, development and protection of Otago's freshwater resources, including the beds and margins of water bodies. The provisions relate to water quantity and water quality. Water quantity objectives relate to retaining flows in rivers such that their life-supporting capacity is maintained, while also providing for the water needs of the District. Water quality objectives relate to the maintenance or enhancement of the water in lakes, rivers and streams such that it is suitable to support their natural and human use values and people's use of water.

4.1.9 The Servicing Capability Report (**ANNEXURE I**), identifies that development resulting from PC34 can be connected to the reticulated services systems for water supply and wastewater, as is the case existing for development in the RPZ and wider urban environment. Stormwater is and will continue to be managed through on-site management systems, connecting to the stormwater systems proposed for the RPZ as a whole.

4.1.10 The Water Plan is therefore not relevant in identifying options to be addressed in this evaluation.

4.1.11 The Air Plan provides policy guidance and rules for the management of air quality within the Otago Region, and includes standards based on national environmental standards for air quality. The RPZ falls into Air Zone 2, and therefore any new woodburners must meet a particulate emission qualities and efficiencies.

4.1.12 The Air Plan is therefore not relevant in identifying options to be addressed in this evaluation.

KAI TAHU KI OTAGO RESOURCE MANAGEMENT PLAN (2005)

4.1.13 Section 74(2A)(a) of the Act requires that when preparing or changing the District Plan, the Council must:

Take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on resource management issues of the district;

4.1.14 The Kai Tahu Ki Otago Resource Management Plan (2005) (**NRMP**) is the principal planning document for Kai Tahu Ki Otago (Kai Tahu Ki Otago is used to describe the four Papatipu Runanga and associated whanau and ropu of the Otago Region).

- 4.1.15 Chapter 5 of the NRMP identifies issues, objectives and policies for the Otago Region as a whole. Chapter 10 identifies issues, objectives and policies for the Clutha Mata-au catchment, in which the RPZ is located.
- 4.1.16 Of relevance, Part 5 contains objectives and policies relating to cultural landscapes. The objectives and policies that are of relevance to the consideration of PC34 relate to:
- recognition of the relationship that Kai Tahu ki Otago has with land in all resource management activities and decisions;
 - the management of cultural landscapes;
 - the adoption of sound environmental practices where land use intensification occurs; and
 - the promotion of sustainable land use within the Clutha/Mata-au catchment.
- 4.1.17 The intended outcomes for PC34 involve, essentially, reconfiguration of development opportunities on land that is already zoned for intensive urban development, with existing development standards and regulations (such as engineering standards) that are not affected in any way by PC34. These achieve the NRMP objective for *adoption of sound environmental practices where land use intensification occurs*.

DISTRICT-WIDE OBJECTIVES OF THE DISTRICT PLAN (DP)

- 4.1.18 The existing and settled provisions of the DP are critical in identifying viable options for any plan change proposal. Part 4 of the DP sets out the District-wide objectives and policies. **Attachment 4** addresses the relevance of those District-wide objectives and policies. From that assessment, the following objectives are relevant to the identification of the options in this evaluation:

Part 4.2 Landscape and visual amenity

- *Subdivision, use and development being undertaken in the District in a manner which avoids, remedies or mitigates adverse effects on landscape and visual amenity values* (Objective 4.2.5).

Part 4.5 Energy

- *Efficiency - The conservation and efficient use of energy and the use of renewable energy resources* (Objective 1 of Part 4.5.3).

Part 4.9 Urban growth

- *Natural Environment and Landscape values - Growth and development consistent with the maintenance of the quality of the natural environment and landscape values* (Objective 1 of Part 4.9.3).
- *Existing Urban Areas and Communities - Urban growth which has regard for the built character and amenity values of the existing urban areas and enables people and communities to provide for their social, cultural and economic well being* (Objective 2 of Part 4.9.3).
- *Business Activity and Growth - A pattern of land use which promotes a close relationship and good access between living, working and leisure environments* (Objective 4 of Part 4.9.3).
- *Frankton - Integrated and attractive development of the Frankton flats locality providing for airport operations in association with residential, recreation, retail and industrial activity while retaining and enhancing the natural landscape approach to Frankton along State Highway No.6* (Objective 6 of Part 4.9.3).

4.1.19 From these higher order provisions it is clear that in determining options for the 13 components to be evaluated under PC34, the following must be taken into account to ensure that the higher order objectives are achieved:

- (a) The need to ensure that growth, use and development avoids, remedies or mitigates adverse effects on landscape, visual amenity values and natural character;
- (b) The need to enable people and communities to provide for their social, cultural and economic well being;
- (c) The need for the conservation and efficient use of energy and the use of renewable energy resources;
- (d) The need to have regard to the built character and amenity values of existing urban areas;
- (e) The need for integrated and attractive development in Frankton while retaining and enhancing the natural landscape approach;
- (f) The need to ensure that airport operations are not compromised;
- (g) The need for efficient urban development by maximising the use of existing infrastructure and through a pattern of land use which promotes a close relationship and good access between living, working and leisure environments.
- (h) Minimising adverse effects of urban development and settlement on nature conservation values.

4.2 STEP 2: IDENTIFICATION OF THE RELEVANT ZONE SPECIFIC OBJECTIVES OF THE DP

INTRODUCTION

4.2.1 Step 2 of the evaluation identifies the relevant zone specific objectives of the District Plan, and any other relevant DP objectives, to focus identification (in Step 3) of the various relevant options, and as the context of the later evaluation of those options (in Step 4).

4.2.2 In relation to all 13 components of PC34 (as set out in the application document), and in particular, for **Component [1]** (ascertaining options for the provision of LFR in the Queenstown-Wakatipu area), the relevant DP zones to consider are:

- the Rural General zone;
- the Town Centre zone;
- the Business and Industrial zones;
- the RPZ and the FFS(A) and FFS(B) zones; and
- the Airport Mixed Use zone.

The FFS(B) zone, although not operative, is also relevant because it provides for a large mixed use zone and has progressed to the stage of appeals being lodged with the Environment Court. It also provides for LFR activities.

4.2.3 The relevant zone specific objectives are set out below.

RURAL GENERAL ZONE

4.2.4 The key objectives of the Rural General zone are:

Objective 1 - Character and Landscape Value

To protect the character and landscape value of the rural area by promoting sustainable management of natural and physical resources and the control of adverse effects caused through inappropriate activities.

Objective 2 - Life Supporting Capacity of Soils

Retention of the life supporting capacity of soils and/or vegetation in the rural area so that they are safeguarded to meet the reasonably foreseeable needs of future generations.

Objective 3 - Rural Amenity

Avoiding, remedying or mitigating adverse effects of activities on rural amenity.

Objective 4 - Life Supporting Capacity of Water

To safeguard the life supporting capacity of water through the integrated management of the effects of activities

Objective 7 - Buffer Land for Airports

Retention of a greenfields area within an airport Outer Control Boundary to act as a buffer between airports and other land use activities.

TOWN CENTRE ZONES

4.2.5 The general objectives for town centre zones, from Part 10.1.3, are:

Objective 1 - Maintenance and Consolidation of the existing Town Centres and Activities Therein

Viable Town Centres which respond to new challenges and initiatives but which are compatible with the natural and physical environment.

Objective 2 – Amenity

Enhancement of the amenity, character, heritage, environmental quality and appearance of the town centres.

Objective 3 - Built Form

Maintenance and enhancement of a built form and style within each town centre that respects and enhances the existing character, quality and amenity values of each town centre and the needs of present and future activities.

Objective 4 - Town Centre and Building Appearance

Visually exciting and aesthetically pleasing town centres which reflect their physical and historical setting.

Objective 5 - Pedestrian and Amenity Linkages

An attractive, convenient and comprehensive network of pedestrian linkages within town centres.

4.2.6 The specific objectives for the Queenstown Town Centre Zone, from Part 10.2.4 are:

Objective 1 - Maintenance and Consolidation of the Town Centre

Maintenance and enhancement of the Queenstown Town Centre as the principal commercial, administration, cultural and visitor focus for the District.

Objective 2 - Character and Heritage

A town centre in which the built form, public space and linkages reflects, protects and enhances the distinctive built heritage and image which creates its essential character.

Objective 3 - Land Water Interface: Queenstown Bay

Integrated management of the land-water interface, the activities about this interface and the establishment of a dynamic and aesthetically pleasing environment for the benefit of the community and visitors.

Objective 4 – Accessibility and Parking

A town centre which is accessible to people.

4.2.7 The specific objective for the Arrowtown Town Centre Zone, from part 10.4.4 of the DP, is:

Objective 1 - Character and Heritage

Retention of the historic character of the Arrowtown Town Centre; compatibility and linkages of the built environment with the surrounding landscape; and maintenance and enhancement of low traffic volumes in the main street.

BUSINESS AND INDUSTRIAL ZONES

4.2.8 The specific objectives for the Business & Industrial Zone are:

Objective 1 - Business and Industrial Activity

A range of industrial locations which accommodate a variety of appropriate activities, including the maintenance and consolidation of existing business areas.

Objective 2 - Amenity within the Business and Industrial Areas

Areas of industrial and business activity which have a standard of amenity pleasant to visit and work within while recognising their function.

Objective 3 - Effect on Amenities

Minimisation of the effects of business and industrial activities on neighbours, other land use activities and on visual amenities.

REMARKABLES PARK SPECIAL ZONE

4.2.9 The objectives for the RPZ are:

Objective 1:

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

Objective 2: Development Form

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

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 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

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 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

Objective 7 - Future Retail and Related Activities

A new 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 eg hospitals, schools, recreation and leisure

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.

FRANKTON FLATS SPECIAL ZONE

4.2.10 There are no objectives for this zone.

AIRPORT MIXED USE ZONE

4.2.11 The objective of the AMUZ is:

Objective 1 – Airport Activities

To provide for airport related activities while maintaining the environmental quality of the area.

FRANKTON FLATS SPECIAL B ZONE (PC19)

4.2.12 The specific objectives for the proposed Frankton Flats (B) Zone (PC19) are:

Objective 1

To maintain connections to the Surrounding Landscape.

Objective 2

To enable the creation of a sustainable zone utilising a Structure Plan and an Outline Development Plan process to ensure high quality and comprehensive development.

Objective 3

To ensure that the Zone is connected to the surrounding community.

Objective 4

To achieve a high quality urban environment.

Objective 5 - Design and Implementation of Infrastructure and Utility Services

To connect streets, and locate and design public utilities in a manner that is efficient, and reinforces the function and amenity of the street.

Objective 6 - Open Space Buffer - Activity Area A

To create an area of open space adjacent to the State Highway for landscaping and a buffer to the development.

Objective 7 - Activity Area C

To create a vibrant, mixed use urban village offering a compatible range of intensive permanent living and working environments, with high standards of building design integrated with the public environment comprising high quality streetscape and open space.

Objective 8 - Industrial and Yard based activities – Activity Area D

To provide an area dedicated to industrial and yard based activities to meet and maintain the economic viability of these activities within the District - Activity Area D.

Objective 9 - Amenity within Industrial and Yard Based Activity Areas D and E1 and E2

Areas of industrial activities which have a standard of amenity pleasant to visit and work within while recognising their function.

Objective 10

To create additional zoning for light industry and related business activity within the Frankton Flats Special Zone (B) (Activity Areas E1 and E2).

Objective 11

To enable comprehensive mixed use development within the Zone while providing for travel demand management.

Objective 12

To ensure that the Zone is integrated with the surrounding uses and other Queenstown urban areas in terms of land use, public access, and transportation.

Objective 13

To ensure that the development of the Zone protects ongoing functioning of the Airport.

TRANSPORT

- 4.2.13 The objectives of Part 14 of the Plan, relating to Transport, are also relevant to Pc34 and in particular to the provision of new zoning for LFR. The relevant objectives are:

Objective 1 – Efficiency

Efficient use of the District's existing and future transportation resource and of fossil fuel usage associated with transportation.

Objective 2 - Safety and Accessibility

Maintenance and improvement of access, ease and safety of pedestrian and vehicle movement throughout the District.

Objective 3 - Environmental Effects of Transportation

Minimal adverse effects on the surrounding environment as a result of road construction and road traffic.

Objective 4 - Town Centre Accessibility and Car Parking

Town centres which are accessible to pedestrians and vehicles, and legible to all persons wishing to access them, commensurate with other town centre objectives and policies.

Objective 5 - Parking and Loading - General

Sufficient accessible parking and loading facilities to cater for the anticipated demands of activities while controlling adverse effects.

Objective 6 - Pedestrian and Cycle Transport

Recognise, encourage and provide for the safe movement of cyclists and pedestrians in a pleasant environment within the District.

Objective 7 - Public and Visitor Transport

Recognition of public transport needs of people and provision for meeting those needs.

Objective 8 - Air Transport

Effective and controlled airports for the District, which are able to be properly managed as a valuable community asset in the long term.

- 4.2.14 These District-wide and zone-specific objectives are relevant to determining the broad options relevant to the subject matter of this plan change. The options are identified and evaluated in Step 3, below.

4.3 STEP 3: IDENTIFICATION OF THE OPTIONS RELEVANT TO THE SUBJECT MATTER OF THE PLAN CHANGE

INTRODUCTION

4.3.1 In this section of the evaluation the options relevant to the subject matter of the plan change are identified, to enable focused evaluation in the context of the relevant objectives. The options are identified for each of the components of the plan change.

COMPONENT [1] - PROVISION OF LFR

4.3.2 From the foregoing assessment, the options for providing further land to meet the demand for LFR³ in the District are identified as:

- Option 1** To enable additional land for LFR in a greenfields location that is currently zoned Rural General;
- Option 2** To enable LFR to develop within established Town Centre Zones
- Option 3** To enable LFR to develop within the established Business & Industrial zones;
- Option 4** To enable additional LFR within the RPZ;
- Option 5** To enable LFR within the AMUZ;
- Option 6** To enable additional LFR within the Frankton Flats Special Zone (B), to the extent promoted in the QLDC's Frankton Flats Plan Change 19 (PC19), or otherwise to expand the FFSZ;
- Option 7** Do nothing.

4.3.3 These options are now evaluated in the context of the higher order regional and district-wide objectives and the specific objectives of the relevant zones.

Option 1: LFR in the Rural General zone

4.3.4 LFR is characterised by larger scale buildings, often of a more utilitarian design, and with necessary ancillary activities including access for large vehicles (for deliveries, rubbish removal and so on) and larger expanses of carparking areas. LFR is, typically, an intense urban activity.

4.3.5 Much of the Rural General zone is distant from the main urban areas. LFR located within the rural areas of the district would potentially be directly contrary to:

- the District-wide objectives for energy efficiency, and integration of urban activities and providing for a close relationship and good access between living, working and leisure environments, and
- the key transport objectives for efficiency of transportation and minimising adverse effects from road construction and road traffic.

³ LFR is generally regarded as retail stores with a retail area of greater than 500m²

4.3.6 The objectives for the Rural General zone do not encourage or support the urbanisation of rural land within the zone. Only in exceptional circumstances, being the characteristics of the specific land in question, would LFR on Rural General zoned land be potentially acceptable. In the great majority of cases, however, at least in the foreseeable future, LFR would likely be directly contrary to:

- the District-wide objectives relating to landscape and visual amenities and urban growth; and
- the specific Rural General objectives relating to rural character and landscape values, and rural amenity.

4.3.7 For these reasons, Option 1 is discounted and not further evaluated.

Option 2: LFR in Town Centre zones

4.3.8 The Queenstown Town Centre zone is very distinctive given the location adjacent to the lake, the smaller scale and form of many of the buildings, the pattern and rhythm of the buildings in the streetscape, the heritage values, the layout of the streets and pedestrian linkages, and the role of the town centre as a “people” place for workers, residents, and visitors. The Arrowtown Town Centre has very similar characteristics, in particular the very distinctive heritage values.

4.3.9 The Queenstown and Arrowtown Town Centres are zoned for commercial and retail activity generally, but their objectives seek protection and enhancement of the built form, public place, distinctive heritage and image. These objectives are not consistent with the provision and integration of LFR into the town centre environments. In order to enable LFR into the town centres, it is likely that significant modifications to the objectives would be required, and there is strong potential for the existing amenity and heritage values of those town centres to be diminished.

4.3.10 For these reasons Option 2 (addition of LFR in Queenstown or Arrowtown Town Centres) is discounted and not further evaluated.

Option 3: LFR in Business / Industrial zones

4.3.11 The objectives of the Business & Industrial zone address business activities generally but not specifically retailing. LFR has some synergies with Business and Industrial activities – generally where the LFR is specialised to serve trade, do-it-yourself and motor/boat industries.

4.3.12 The Business and Industrial zones have established a clear character, in which amenity values are typically less than in the town centre and other commercial zoned areas, and where heavy vehicles are dominant and pedestrian amenities are less prominent. Assimilating a higher quality retail function into the existing business and industrial areas may change the character and focus of those zones.

4.3.13 Further, the existing Business and Industrial zones are nearly at build out, and there is a demand for new industrial and business land⁴. Uptake of existing land in the Business and Industrial zones for LFR purposes would adversely affect the land availability for the zoned uses.

4.3.14 For these reasons Option 3 (addition of LFR into existing Business and Industrial zones) is discounted and not further evaluated.

⁴ Reference to the Industrial land needs study – QLDC 2006

Option 4: expanded LFR within the RPZ

- 4.3.15 The objectives for the RPZ promote an integrated urban environment and in particular for commercial and retail activities. The existing commercial and retail centre has developed in accordance with these objectives, within AA5 of the RPZ. Further retail development in AA3 will focus more on smaller scale retail in a true mixed-use environment (including residential, offices, visitor accommodation, cafés and restaurants) on land adjacent to the Kawarau River.
- 4.3.16 Expansion of AA5 west is not feasible due to the roading layout and residential area of Robertson Street and Riverside Road. Expansion south is limited by the residential area of AA1 and the potential effects at the interface with that low density residential environment. Expansion to the east, into AA6 and AA4, is physically feasible, provided that the area taken up by AA5 was not significant enough to compromise those activity areas (predominantly for higher density residential, community, and education activities).
- 4.3.17 Expansion north into AA8 was explored in a previous version of PC34 and was not pursued further by RPL due to the status of AA8 land and the potential for it to be used for other activities. Expansion of AA5 into AA8 is therefore not an option.
- 4.3.18 Expansion of AA5 north onto the AMUZ land is addressed in Option 5 below.
- 4.3.19 Intensification of the existing commercial / retail centre within AA5, to enable more floor area for retail (and other) activities is not a feasible option, for the following reasons:
- (a) Retail uses need to be, in most cases, at ground level with access directly from a street, carparking area or pedestrian lane. Intensifying retail within the existing buildings, by locating retail on above or below ground floors, is not viable for the retailer;
 - (b) The only areas of possible “infill” for further retail are the existing carpark areas within AA5. These have a combined area of approximately 8400m² (excluding the ingress/egress points for the parking), and the lost carparks would need to be placed underground. The area will not allow for sufficient expansion to meet the future LFR demand (as demonstrated by ME in [ANNEXURE G](#));
 - (c) The southern leg of AA8 has very few potential uses, one of which is carparking. The economic efficiency of using this land for carparking, to serve the adjacent commercial and retail uses in an expanded AA5, is significantly greater than requiring intensification of the existing AA5;
 - (d) The objectives and policies of the RPZ require that site and building design enhance public views and solar aspect. The existing development in AA5 achieves these objectives and policies. The intensification of the existing AA5 by infill of the parking areas may compromise the existing layout and design.
- 4.3.20 Overall, the expansion of AA5 east to enable more land for LFR activities is the preferred option as it can occur in a way that is fully consistent with:
- (a) the District-wide objectives and policies for landscape and visual amenity, given that the AA4 and AA6 areas are already zoned for intensive urban development;
 - (b) the District-wide objectives for energy efficiency, given that the AA5, AA4 and AA6 areas complement each other with related urban activities;

- (c) the District-wide objectives for urban growth, given that:
 - (i) the land for expanded LFR is within an existing urban zone;
 - (ii) expanded LFR can continue to maintain a close relationship and good access between living, working and leisure environments; and
 - (iii) expanded LFR in this location can continue to integrate with other land uses on the Frankton Flats while not affecting the natural landscape approach to Frankton along state highway 6.
- (d) the specific objectives for the RPZ, given that:
 - (i) the various land uses within the RPZ will continue to be integrated with each other, and are compatible with the airport operations;
 - (ii) the urban form can continue to protect and enhance the surrounding landscapes;
 - (iii) the area of expanded LFR is adjacent to the existing LFR precinct of AA5 and a coherent site layout can provide a pleasant, attractive and resource efficient environment, and buildings can (as is the case with the existing Remarkables Park commercial/retail centre) be sited and designed to create and preserve a high standard of amenity;
 - (iv) the area of expanded LFR is highly accessible to traffic, via the existing western arterial road (Lucas Place) and the future eastern arterial (to the east and north via the PC19 land);
 - (v) the expanded area can provide for some of the future retail needs of the District where it is convenient, accessible, and infrastructure efficient, and it can provide choice, maintain the distinct identity of the commercial/retail centre, and can relate well to other activities in AA4 and AA6;
 - (vi) the expanded area can provide pedestrian links, views to surrounding landscapes, and high quality building and townscape design.

4.3.21 The Transportation objectives with regard to the intended outcomes, are better achieved by providing for further LFR within an existing urban zone and adjacent to an established LFR centre, with established roading networks and suitable planned future expansion of this network.

4.3.22 For these reasons Option 4 (expanded LFR area within the RPZ) is evaluated further in this assessment.

Option 5: LFR in the AMUZ

4.3.23 The objective of the AMUZ is to provide for airport related activities while maintaining the environmental quality of the area. LFR activities allowing for general merchandising are not “airport related activities” and would be contrary to this objective.

4.3.24 The majority of the AMUZ is designated for airport purposes and is owned and administered by the QAC. However, there are some parcels of land within the AMUZ that are not within the designation and are not owned by the QAC. One such parcel (comprising 1.3 ha) is located directly north of RPZ AA5 and is owned by RPL, the applicant. Commercial activities are appropriate within this parcel, as they are an efficient use of this land given the proximity to the airport and the existing commercial/retail centre at Remarkables Park.

- 4.3.25 For this reason Option 5 (LFR expansion into the AMUZ) is further evaluated but only in respect of the small parcel of land immediately opposite and north of the AA5, which is not designated for airport purposes and is not owned by the QAC.

Option 6: LFR in the FFS(A) / FFS(B) zones

- 4.3.26 The FFSZ zone is currently subject to a resource consent application⁵ by Queenstown Gateway Ltd (lodged October 2010) to develop a shopping centre complex with a mix of commercial, retail, visitor accommodation and office activities. The application takes up the whole of the zone. The application provides for 28,000m² of commercial retail floor space, including around 20,600 m² LFR floor space.
- 4.3.27 The potential to provide for additional LFR in that zone is therefore minimal. For this reason the option of more LFR in the FFSZ is not further evaluated.
- 4.3.28 The objectives of the proposed FFSZ(B) (PC19) are subject to appeal. However, it is clear that the objectives (from the Council's decisions version of the change) provide for a range of urban activities, including commercial, retail, heavier and yard-based industrial, light industrial, business, residential, visitor accommodation, education, community activities and recreation. It is also clear that the continued use of this land for rural purposes (it is presently zoned Rural General) is not sustainable given its location, the growth pressures and the demand for land for industrial and business activities, LFR, residential, schools, and recreation.
- 4.3.29 LFR is a viable land use within this broad mix of activities, and LFR in the PC19 area, depending on the specific location, form, site and building design, landscaping and access, the relationship with adjoining activities, and taking into account the need for PC19 to provide for a wide range of other activities, can potentially achieve the higher order objectives of the District Plan relating to landscape, energy efficiency, and urban growth. The Transportation objectives can be achieved within the FFS(B) zone land due to the already established and future planned nature of the roading network.
- 4.3.30 Appeals to PC19 have sought LFR uses – in the order of 20 – 30,000m² – in specific parts of the FFS(B) land. The overall area of land within the FFSZ(B) taken up for LFR is limited by the need to zone land for other purposes (as discussed above), and by the outcomes sought in the appeals.
- 4.3.31 The FFS (B) is therefore viable for accommodating some of the anticipated LFR demand and therefore Option 6 (as it relates to the FFS(B) zone) is further evaluated as an option.

Option 7: Do nothing

- 4.3.32 The status quo is not a viable option given the clear finding by ME that additional LFR is required in the Queenstown-Wakatipu area. To not provide for the demand for LFR would be contrary to the higher order objectives and inconsistent with the purpose of the Act, in that it is not enabling people to provide for their social and economic well being. The do nothing option is a poor option when there is demonstrated demand.

⁵ Queenstown Gateway Ltd, *Application for landuse consent to establish site developments, street layout, open space network and earthworks*. John Edmonds & Associates, October 2010

Component [1] – Provision of LFR land: conclusion of assessment of options

4.3.33 From the above evaluation, it is clear that the potential options for providing land to satisfy the demand for LFR are:

Options 4 + 5 further LFR in the RPZ, and expansion of LFR into a part of the AMUZ that is not designated for airport purposes and is not owned by the QAC;

Option 6 LFR within the FFS(B).

4.3.34 These three shortlisted options are therefore subjected to further evaluation, in section 5 below.

COMPONENTS [2] – [12] – IDENTIFICATION OF OPTIONS

4.3.35 All of components [2] – [12] of PC34 concern the RPZ and the relevant objectives are those of the RPZ (although for some components other objectives of other zones are relevant, and these are identified in Part 5 of this evaluation). Consistency with the RPZ objectives should, by way of the hierarchy of objectives in the DP, ensure consistency with the District-wide objectives.

4.3.36 No changes to the RPZ objectives are necessary for PC34.

4.3.37 For each of Components [2] – [12], therefore, the necessary evaluation under section 32(3)(b) and 32(4) of the Act is a comparison of two (or three) possible options:

Option 1 the status quo (the existing RPZ provisions); and

Option 2 the provision(s) promoted in Components [2] – [12]; and, potentially

Option 3 any other provisions that achieve the intended goal of the respective component.

4.3.38 These options are evaluated in section 5 below.

5 APPROPRIATENESS OF POLICIES, RULES AND METHODS IN ACHIEVING THE OBJECTIVES

5.0 INTRODUCTION

5.0.1 This part of the section 32 evaluation (**Step 4**) focuses on section 32(3)(b) and 32(4): for the options identified in part 4 above for the components of PC34, it evaluates the efficiency and effectiveness of the relevant policies and rules, their respective benefits and costs, and whether they are the most appropriate for achieving the relevant zone objectives and the higher order objectives. The risk of acting or not acting in relation to the information available is also examined.

5.0.2 The evaluation below is undertaken for each component, in the order [1] – [12].

5.1 COMPONENT [1] – ADDITIONAL LAND FOR LFR ACTIVITIES

5.1.1 The options to be evaluated, as identified from the assessment in Steps 1 – 3 (in part 4 above), are:

Option 4 Further LFR in the RPZ;

Option 5 Expansion of LFR into a part of the AMUZ that is not designated for airport purposes and is not owned by the QAC; and

Option 6 LFR within the FFSZ(B) (PC19).

5.1.2 For each option, the evaluation first identifies the relevant policies, and the relevant rules, and these are evaluated with respect to:

- Their efficiency and effectiveness; and
- Their appropriateness for achieving the objectives.

Policies

5.1.3 The policies relevant to this evaluation are:

- For **Option 4** and **Option 5**, the RPZ policies from Part 12, being the policies relevant to these options (taking into account that the AMUZ policies do not support the change, but the location of the particular parcel subject to this change means it can be absorbed into the RPZ AA5);
- For **Option 6**, the policies of proposed FFS (B) from the Council's decisions version of PC19.

5.1.4 **Attachment 5** sets out these policies and assesses the options.

5.1.5 The relevant RPZ policies serve the RPZ objectives which in turn serve the higher order objectives, the regional objectives and the purpose of the Act. In broad summary, the RPZ policies provide for:

- the integrated and efficient development of the zone (Policy 1 – 2 of Objective 1);
- to enable a broad mix of activities (Policy 1 of Objective 7);
- the inclusion of commercial activities and a new commercial centre appropriately integrated into the zone and surrounding community (Policy 6 of Objective 1 and Policy 7 of Objective 7);
- to ensure that development is complementary to the airport operations (Policy 4 of Objective 1);
- to provide for a Structure Plan for development (Policy 1 of Objective 2);
- to ensure appropriate land is provided for recreation and open space amenities (Policy 3 of Objective 3);
- to ensure high quality of urban design, site and building design, and attractive streetscapes (Policy 5 of Objective 4, Policy 1 of Objective 8, and Policy 2 of Objective 4);

5.1.6 The expansion of the commercial / retail centre in AA5 of the RPZ to enable more LFR activities, by reconfiguring the boundaries between AA4, AA5 and AA6, and the inclusion of the small block on the opposite side of Hawthorne Drive, is consistent with these policies; the boundary reconfigurations do not necessitate review of the RPZ policies, for the following reasons:

- The expansion in the manner sought in PC34 is consistent with policies enabling integrated and efficient development and a broad mix of activities in the RPZ;
- The reconfiguration of activity area boundaries does not affect the RPZ's complementarity to airport operations;
- The expansion does not affect the future provision of land for open space and recreation;
- The expansion does not affect the need for high quality urban design, site and building design and attractive streetscapes – these are all subject to future consents.

5.1.7 The relevant FFS (B) policies (from the Council's decisions version, October 2009) serve the various objectives for the proposed zone. The objectives and policies are subject to appeal. Although some appellants have sought different objectives and policies, the decisions version of the policies provide for (in summary):

- Protection of vistas of significant landscapes (Policy 1.1);
- Co-ordination of development by way of a structure plan to ensure that a wide range of activities are accommodated while ensuring that incompatible uses are suitably located to avoid effects on each other (Policy 2.1);
- To provide for local services and business activities including retailing, industrial, yard-based industrial, residential, educational, affordable housing and community housing, and a mix of other urban activities, and a mixed-use village (Policy 2.3);
- To ensure that development is compatible with the airport operations (Policy 2.5);
- To provide for high quality site and building design and streetscapes, and high quality landscaping (Policy 4.1);
- To provide for integrated traffic network and integration with the state highway (Policies 5.2, 5.12);
- To provide for retailing offering goods and services associated with vehicles, construction and home building, including showrooms, and premier light industrial premises (Policy 10.2).

5.1.8 The FFS (B) policies provide for a range of retailing opportunities, and in particular larger format retail associated with vehicles, construction and home building including showrooms.

Rules and other methods

5.1.9 The rules and other methods relevant to this evaluation are:

- For the RPZ and AMUZ parcel, the zoning maps, the Figure 1 structure plan, the activity and development standards and assessment matters in Part 12.11 of the DP;

- For the FFS (B), the structure plan and associated rules and assessment matters as contained in the Council's decisions version (October 2009).
- 5.1.10 The structure plans for the RPZ and FFS (B) are contained in **Attachments 1 and 2** respectively. The planning maps, rules and other relevant provisions are set out in the DP and are not repeated here.
- 5.1.11 For the RPZ, the key changes required to the rules, in respect of the LFR expansion, are:
- Modification to Planning maps 31, 31a and 33 to expand the RPZ to include CT338091; and
 - Modification to the RPZ Structure Plan (**Figure 1 – Activity Areas Structure Plan**) to the rules, with consequential amendments to Figures 2 and 3 in respect of the reconfiguration of the boundaries between AA4, AA5 and AA6, and the external expansion to include CT338091 into the RPZ AA5.
- 5.1.12 For the proposed FFS(B) zone, the policies, structure plan and rules provide for LFR activities for construction, trade, and motoring, and showroom retail, in specific parts of the zone. Appeals have sought that LFR be widened to include general merchandising LFR, and in specific parts of the zone, including a standalone precinct and as anchor facilities for main-street based small format retail areas, and to complement or adjoin the FFS(A) zone to the west.
- 5.1.13 The rules and other methods for providing LFR in the FFS(B) zone are at the present time somewhat inchoate, given the range of ways that rules can provide for LFR, and the range of locations within the FFS(B) zone area. The parties may work towards an agreed solution, or the Court will determine the structure plan boundaries, rules and other methods.
- 5.1.14 Although parts of some Activity Areas of the FFS(B) zone are not challenged, no firm conclusions can be drawn as to the final manner in which LFR can or will be provided for within the proposed FFS(B) zone. The only fair conclusion for this evaluation is that, within the wider expectation that the FFS(B) zone will accommodate a range of urban activities for which there is a proven demand for land, the zone is a suitable location for accommodating some of the demand for LFR within the Queenstown-Wakatipu area.

Evaluation

- 5.1.15 The purpose of the evaluation is to ascertain which policies, rules or other methods are the most appropriate for achieving the objectives. The relevant matters for this evaluation are:
- The evaluation must have regard to the efficiency and effectiveness of the policies and rules;
 - The evaluation must take into account the benefits and costs of the policies and rules; and the risk of acting or not acting if there is uncertain or insufficient information about the policies and rules.
- 5.1.16 The evaluation considers the two options in terms of:
- (a) their effectiveness and efficiency in achieving the relevant objectives;
 - (b) their benefits and costs;

- (c) the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules; and
- (d) whether they are the most appropriate for achieving the objectives.

5.1.17 This analysis will inform conclusions as to the appropriateness of each option in achieving the objectives.

Evaluation of Options 4 and 5: enable LFR within the RPZ and part of the AMUZ

5.1.18 This option involves amending the RPZ boundaries and Structure Plan so that it is able to accommodate additional LFR activities.

5.1.19 The area for expansion of AA5 can provide for a total floor area of 30,000 m² for LFR activities. This is addressed in the MEL report ([ANNEXURE G](#)). It provides for approximately half of the foreseeable demand for LFR in the Queenstown-Wakatipu.

5.1.20 Further expansion of AA5, above what is promoted in PC34, is not justified given that:

- AA8 is not available for LFR activities, and
- expansion into AA4 and AA6 must be suitably limited otherwise the purposes and function of those activity areas would be compromised.

5.1.21 The method of limitation, by the configuration of the Structure Plan, is suitable for this purpose.

5.1.22 In all other respects, the policies, rules and assessment matters applying to AA5 and to buildings generally throughout the RPZ are appropriate for addressing LFR activities in the expanded AA5. The height of buildings in AA5 is identical to that in AA4 and AA6. The height of buildings on the expanded area of AA5 into the parcel of land in the AMUZ is restricted by the height limits relating to airport surface controls.

(a) their effectiveness and efficiency in achieving the relevant objectives

5.1.23 [Attachment 5](#) evaluates the LFR expansion in the RPZ and identifies that this option is effective in achieving the relevant objectives (and policies) of Part 4 of the Plan, particularly those relating to landscape and visual amenity and urban growth. The option is consistent with the objectives of the RPZ, and with the transport objectives in Part 14 of the Plan.

5.1.24 Options 4 and 5 do not necessitate modifications to any objectives, and are therefore effective and efficient in achieving the objectives.

(b) their benefits and costs;

5.1.25 In respect of costs (other than direct costs of this plan change process) there are potential interface issues between LFR and neighbouring activities, however these can be avoided or mitigated by adjoining spaces created by streets and reserves, and by the existing assessment matters.

5.1.26 The policies, rules and other methods associated with Options 4 and 5 provide the following benefits:

- (a) They will enable the consolidation of commercial development within an established, compact urban area, creating efficiencies in terms of infrastructure provision and transportation;
- (b) They will enable further LFR activity to complement the existing LFR and other retail in the commercial retail centre;
- (c) The LFR enabled provides further employment opportunities in close proximity to future residential activities;
- (d) The options will provide for future growth where it can be absorbed without causing adverse effects on visual amenity values. The land provided for the additional LFR is zoned where it can already be developed to the same height limits, and under the same rules and assessment matters. Further, buildings would be viewed in the context of the built form in the foreground (i.e. Airport buildings) and the continuing development of the Events Centre, the FFS(A) zone and the proposed FFS(B) zone, as addressed in the landscape assessment ([ANNEXURE J](#));
- (e) Options 4 and 5 enable additional capacity of appropriately zoned land for LFR, which ensures that capacity tracks ahead of demand;
- (f) Increasing the size of existing commercial centres enables them to provide a wider variety of goods and services, offering more choice among outlets and attracting community and public facilities. Accordingly, larger centres provide a higher level of amenity than do smaller centres⁶;
- (g) Allowing for commercial expansion that caters for LFR floor space demand in an existing zone represents an efficient use of land resources, consolidating an existing commercial centre thereby facilitating improved traffic efficiencies;
- (h) The proposed location of LFR is adjacent to Activity Area 6, which can potentially contain staff accommodation and other community facilities, such as hospitals, medical centres and child care facilities. This creates efficiencies by reducing the need for vehicle trips and increasing walkability, and increasing live-work opportunities;
- (i) The RPZ is already zoned for commercial activities, and contains the existing commercial / retail centre. Options 4 and 5 reconfigure established zoning, rather than creating a new zone for a new purpose.

5.1.27 Options 4 and 5 therefore promote many benefits.

(c) *the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules*

5.1.28 All necessary information is available in material provided with this request, including in particular the specialist reports relating to LFR demand, servicing and traffic impacts.

⁶ ME Report ([ANNEXURE G](#)), Page 33

- 5.1.29 The risk of not acting is that existing zones will not provide adequately for LFR. An under-provision of commercial zoning can limit the ability of the District to attract new businesses or for existing businesses to expand, thereby limiting economic growth. It can also lead to greater pressure to locate in non-commercial zones (such as residential, or the existing industrial/business zones). Dispersing employment activity reduces urban efficiency, which is contrary to the District-wide urban growth objectives.

(d) whether they are the most appropriate for achieving the objectives

- 5.1.30 Given the growth projections and the foreseeable demand for land for LFR expansion, additional LFR in an existing zoned area in a location where it can be absorbed, connected and integrated with existing and future development, is appropriate for achieving the existing specific objectives of the RPZ, and the higher order District-wide and regional objectives.

Evaluation of Option 6: LFR within the proposed FFS(B) zone

- 5.1.31 As addressed above (paragraph 5.1.14), the FFS(B) zone has potential to accommodate demand for LFR. This is apparent from the various background documents, in the Council's decision version of PC19, and the evidence already circulated for the Environment Court hearing.

(a) their effectiveness and efficiency in achieving the relevant objectives

- 5.1.32 As discussed in above, the rules and other methods for providing LFR in the FFS(B) zone are not yet known, given the range of ways that rules can provide for LFR, and the range of locations within the FFS(B) zone area. Part of Activity Area E2, which is promoted for LFR activities, is not challenged (although specific rules promoted in this activity area are challenged). All other areas for which LFR is promoted are under challenge (jurisdiction and merits). For these reasons, no firm conclusions can be drawn as to the final manner in which LFR will be provided for within the proposed FFS(B) zone, as discussed in paragraph 5.1.14 above.
- 5.1.33 However, given that the zone is intended to accommodate a range of activities, including a variety of forms of retail (appellants are seeking small format, large format, showroom, general merchandising and specialist merchandising aimed at the DIY/trade/construction and motoring sectors), it is clear that parts of the FFS(B) zone are suitable for accommodating further LFR within the Queenstown-Wakatipu area.
- 5.1.34 The location and form of LFR, and all other development within the FFS(B) zone, must take into account the landscape and visual amenity values in the approach to Frankton along SH6 (from District-wide part 4.9, Objective 6):

Integrated and attractive development of the Frankton Flats locality providing for airport operations, in association with residential, recreation, retail and industrial activity while retaining and enhancing the natural landscape approach to Frankton along State Highway No. 6.

(b) their benefits and costs

- 5.1.35 The cost arising from this option is the potential for adverse effects on landscape values, particularly the visibility of large “utilitarian” LFR buildings in the iconic vista of The Remarkables when viewed from SH6. The proposed PC19 objectives and policies seek to maintain or enhance the visual amenity values associated with the entrance to Queenstown. However given the small setback between the SH6 and development, and the proposed PC19 provisions, the visual amenity values may be diminished without appropriate attention to setbacks, height controls, building design and external appearance, and site landscaping.
- 5.1.36 PC19 benefits future growth by enabling zoning for various urban activities for which there is demand, including LFR. However, there is need to provide land to satisfy demand for industrial/business, yard based industrial, residential, and other purposes, and there is a risk of over-supplying land for LFR and under-supplying land for other uses for which the FFS(B) zone has been identified as being suitable.
- 5.1.37 The PC19 rules would (in all likelihood) require resource consent for any building activity for the purpose of managing the effects of the building and related activities on wider landscape values and urban amenities. Rules requiring setbacks from the highway, height controls, external appearance, site design and landscaping contribute to establishing and maintaining an appropriate standard of urban amenity.

(c) *the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules*

- 5.1.38 Overall, there is a substantial information base on development of the FFS(B) zone, established through the PC19 process including, more recently, the evidence prepared for the Environment Court. However, there is still uncertainty as to the quantum, location and form of LFR in the FFS(B) zone. For the purposes of this evaluation for PC34, there is little risk in concluding, broadly, that PC19 is a viable option for accommodating some of the LFR demand, and there is no significant risk of acting or not acting on the basis of information about the policies or rules.

(d) *whether they are the most appropriate for achieving the objectives.*

- 5.1.39 Given that:

- the RPZ cannot be sufficiently expanded or reconfigured to provide land for all of the foreseeable demand for LFR; and
- the FFS(B) zone provides a substantial proposed area of land for urban development, and is intended to accommodate a wide range of activities, including LFR of different forms –

the FFS(B) zone’s policies, rules and other methods – to the extent that they can be relied on at this point in their genesis – are appropriate for achieving the higher order DP and regional objectives.

Summary / conclusion – evaluation of options regarding Component [1]

- 5.1.40 There is a demand for additional land that can accommodate LFR within the Queenstown-Wakatipu catchment. The foregoing evaluation has identified options to satisfy this demand, and three options have been evaluated further under sections 32(3) and (4) of the Act.

- 5.1.41 The evaluation recognises that the LFR demand can be accommodated by:
- Enabling limited expansion of the existing AA5 of the RPZ by reconfiguring the RPZ Structure Plan (**Option 4**) and a small expansion into land currently zoned AMUZ (**Option 5**); and
 - Enabling LFR within limited part(s) of the proposed FFS(B) zone (PC19) (**Option 6**).
- 5.1.42 For Options 4 and 5, part of the LFR demand can be satisfied in a manner that achieves specific operative zone-specific objectives, and higher order objectives of the District Plan, and the relevant regional objectives. It is therefore clear that Options 4 and 5 will achieve the purpose of the Act.
- 5.1.43 For Option 6, it is likely that some of the LFR demand can be satisfied in a manner that achieves the proposed objectives for the FFS(B) zone, and, depending on the outcomes of the PC19 process, it is likely that a limited amount of LFR can be accommodated, along with other activities for which there is a proven demand, in a manner that achieves the purpose of the Act.

5.2 COMPONENT [2] – REZONE PART OF ESCARPMENT FROM RG TO RPZ AA2a

Introduction

- 5.2.1 Most of the escarpment adjacent to the Kawarau River between the Remarkables Park peninsula and the Shotover Delta is within AA2a of the RPZ, but a small area of the escarpment, at the northeast part of the RPZ adjacent to AA7, is zoned Rural General. Component [2] of PC34 seeks to rezone this part of the escarpment from Rural General to the RPZ AA2a.
- 5.2.2 The land in question, as with the balance of the escarpment land including that zoned AA2a, is unformed legal road and is owned by the QLDC. Any works therein would therefore require a licence to occupy, or equivalent authorisation from the Council.

Component [2] – Options

- 5.2.3 The options to be evaluated, as identified from the assessment in Steps 1 – 3 (in part 4 above), are:
- Option 1** the status quo (the RG zone); or
- Option 2** the RPZ AA2a.
- 5.2.4 Given that much of the escarpment in the vicinity is zoned RPZ AA2a, there are no other options worth evaluating. The land in question is within an outstanding natural landscape (see Planning Maps Appendix 8A, Map 1).

Component [2] – Evaluation

5.2.5 The evaluation considers the two options in terms of:

- their effectiveness and efficiency in achieving the relevant objectives;
- their benefits and costs;
- the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules; and

5.2.6 This analysis will inform conclusions as to the appropriateness of each option in achieving the relevant objectives.

5.2.7 The relevant objectives are the District-wide objectives relating to landscape and visual amenity (Part 4.2); the RG zone objectives and the RPZ objectives.

5.2.8 The key District-wide objective for landscape and visual amenity was quoted above in paragraph 4.1.18.

5.2.9 The RG zone objectives of most relevance are:

Objective 1 *Character and Landscape Value: To protect the character and landscape value of the rural area by promoting sustainable management of natural and physical resources and the control of adverse effects caused through inappropriate activities.*

Objective 3 *Rural Amenity: Avoiding, remedying or mitigating adverse effects of activities on rural amenity.*

Objective 4 *Life Supporting Capacity of Water: To safeguard the life supporting capacity of water through the integrated management of the effects of activities*

5.2.10 The RPZ objectives of most relevance are:

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.

5.2.11 The relevant objectives of the RPZ are consistent with the higher order objectives particularly that of Part 4.2 of the Plan, and the outstanding natural landscape status of the land in question.

5.2.12 The policies relevant to this evaluation are all of the District-wide policies in Part 4.2, the RG policies related to the above objectives, and the RPZ policies related to Objective 3. None of these RPZ policies require to be changed as a result of Component [2] of PC34.

5.2.13 The more relevant RPZ policies seek:

- To enhance the quality of such areas by the carrying out of attractive landscaping and other works appropriate to the area (Policy 2 of Objective 3);
- To ensure that the potential or actual adverse effects of development on the natural environment are avoided, remedied or mitigated so as to maintain the quality of the environment of the zone and the locality (Policy 6 of Objective 3);
- To enhance public access to and along the Kawarau River (Policy 7 of Objective 3);
- To avoid any adverse effects of development on the river environment (Policy 8 of Objective 3).

5.2.14 The rules and other methods relevant to this evaluation are the existing rules and assessment matters of the RG zone and of the RPZ relevant to AA2a, and the proposed modification to the planning maps and the Structure Plan for the RPZ to change the zoning of the land from the RG zone to the RPZ AA2a.

5.2.15 The key differences between the zones, for the subject land, are:

For the RG zone:

- Buildings are a discretionary activity;
- Commercial activities would be non-complying;
- Jetties, wharves etc would be discretionary;
- Earthworks would be a controlled or a restricted discretionary activity.

For the RPZ AA2a:

- Buildings are a controlled activity;
- Commercial activities would be a discretionary activity;
- Commercial Recreation Activities would be a controlled activity;
- Earthworks would be a discretionary activity (unless part of a controlled activity consent for a building, or part of a controlled or discretionary subdivision);
- All other activities would be non-complying.

5.2.16 The AA2a area promotes walking trails and landscaping, and in part for remedying erosion. The land is very steep and is currently heavily vegetated in exotics. It is unlikely that the land would or could be used for any activities other than trails and landscaping. RPL wishes to construct walking trails and to comprehensively revegetate and rehabilitate the escarpment. This would be undertaken as part of the *Remarkables Park Amenities Strategy*, given effect to in condition 10 of RM090321 (which authorises the subdivision of the greater part of the RPZ).

5.2.17 Any works within the escarpment area would, in any case, require prior approval of the Council, due to the status of the land as unformed legal road.

Their effectiveness and efficiency in achieving the relevant objectives

- 5.2.18 The existing policies, rules and assessment matters (**Option 1**) can be said to be effective and efficient in achieving the respective objectives of the two different zones, in that any works within the escarpment would need to be consistent with the RG and/or the RPZ objectives. However, it will be more efficient if the whole escarpment area is contained in one zone and is dealt with comprehensively under one set of objectives, policies, rules and methods, as is the intended outcome of **Option 2**. Under a single zoning regime, the number and type of applications for works within the escarpment land is reduced, and the escarpment can be dealt with as a single entity under the *Remarkables Park Amenities Strategy*. The Wakatipu Trails Trust has endorsed, and is prepared to subsidise, works to create the trails on the escarpment, as part of the wider trails network and linking the RPZ with the Wakatipu Basin and Frankton.
- 5.2.19 Further, the AA2a objectives and policies, as quoted above, are focused specifically on outcomes for the escarpment face and the margins of the river, and are directly applicable to the land in question than the more general objectives and policies of the RG zone. This favours the rezoning of the land to AA2a.

Their benefits and costs

- 5.2.20 The costs of **Option 1** are:

- The status quo maintains the inconsistencies arising from two zones applying to a landscape feature which, topographically, is the same across the two zones;
- This creates costs in terms of approvals required for promoting positive outcomes for the land, including provision of walkways and landscaping.

- 5.2.21 The costs of **Option 2** are:

- The costs of changing the provisions of the RPZ to accommodate the subject matter of Component [2] (however such costs should be considered in the context that this component is one of a number of components addressed in PC34, and it is more cost-effective for the plan change to deal with all the issues in one process).

The benefits of **Option 2** are:

- The benefits are as stated in paragraph 5.2.18 – 5.2.19 above in relation to efficiency and effectiveness.

The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules

- 5.2.22 The information available on the subject matter of this component of PC34 is not uncertain and is not insufficient. There is therefore no risk of acting or not acting.

Component [2] – summary / conclusion – which option is the most appropriate for achieving the objectives

- 5.2.23 The evaluation of the effectiveness and efficiency and benefits and costs of the two relevant options indicates that **Option 2** – changing the zoning of the eastern part of the escarpment from RG to AA2a – is the most appropriate for achieving the relevant objectives of the RPZ and the relevant District-wide objectives.

5.3 COMPONENT [3] – RPZ ACTIVITY AREA 3

Introduction

- 5.3.1 Component [3] concerns the mix of activities in Activity Area 3, particularly the modification of the status of educational facilities, and remedying discrepancies between the policies (and associated explanation and reasons for adoption) and the rules.

Component [3] – Options

- 5.3.2 The relevant options for Component [3] are:

Option 1 the status quo (the existing RPZ policies, rules and other methods); or

Option 2 the changes sought, as follows:

- (a) *Under Objective 2 of Part 12.10.3 of the DP, change the Explanation and Principal Reasons for Adoption for AA3 to:*
- (i) *recognise that the commercial activities are controlled activities in the mix of activities within AA3;*
 - (ii) *recognise that development in AA3 will link directly with and complement the riverside facilities in adjacent AA2a for ferry transport; and*
 - (iii) *include education as one of the activities enabled within AA3.*

The specific changes are:

Activity Area 3 - Riverside Peninsula

~~The This riverside apartment development area situated on the river peninsula and adjoining the Riverside Public Recreation Area will enable development for commercial and retail activities, offices, 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 pedestrian activities.~~

- (b) *Under Objective 7 of Part 12.10.3 of the DP, change Policy 3 to better recognise the mix of uses in AA3 and its commercial/retail role being complementary to that of AA5. The specific changes are:*
- 3 *To enable the new-commercial/retail centre to function as the focal point for complement a range of nearby activities including community, recreation, education and residential, and the mixed use precinct in Activity Area 3.*
- (c) *Under Part 12.11.1 of the DP (Zone Purpose), in the last paragraph include reference to future commercial development in AA3 (in addition to AA5).*
- (d) *In Rule 12.11.3.6 (Table 1), change the activity status of Educational Facilities in AA3 from a discretionary activity (“DIS”) to a controlled activity (“CON”).*

Component [3] – Evaluation

5.3.3 The evaluation considers the two options in terms of:

- their effectiveness and efficiency in achieving the relevant objectives;
- their benefits and costs;
- the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules.

5.3.4 This analysis will inform conclusions as to the appropriateness of each option in achieving the relevant objectives.

5.3.5 As addressed in Part 4 above, the most relevant objectives are those of the RPZ, in particular:

Objective 1 *Integrated management of the effects of residential, recreation, commercial, community, visitor accommodation, educational and Queenstown Airport activities.*

Objective 7 *Future 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 eg hospitals, schools, recreation and leisure.*

5.3.6 The policies relevant to this evaluation are all of the policies of the RPZ. The RPZ policies were summarised in paragraph 5.1.5 above. The more relevant RPZ policies seek:

- the integrated and efficient development of the zone (Policies 1 – 2 of Objective 1);
- to enable a broad mix of activities (Policy 1 of Objective 7);
- To enable educational facilities and other non-residential activities in close proximity to the commercial / retail centre (Policy 6 of Objective 7);
- the inclusion of commercial activities and a new commercial centre appropriately integrated into the zone and surrounding community (Policy 6 of Objective 1, Policy 7 of Objective 7);

5.3.7 The rules and other methods relevant to this evaluation are the existing rules and assessment matters in the RPZ relevant to AA3, and the proposed modifications, as set out above.

Their effectiveness and efficiency in achieving the relevant objectives

5.3.8 The existing policies, rules and assessment matters (**Option 1**) are not effective in achieving the objectives – in particular Policy 3 of Objective 7 does not adequately establish the mix of uses in AA3. The proposed modifications to these provisions (**Option 2**) are more effective and efficient in achieving the objectives, for the following reasons:

- (a) The explanation and principal reasons for adoption properly recognise that commercial activities are expected (as controlled activities) in AA3 and that AA3 development can link with and complement the AA2a activities including ferry transport. This better achieves the objectives seeking the “integrated” development of the zone;

- (b) The amendments to Policy 3 of Objective 7 to the RPZ better recognise the pedestrian focused and mixed use precinct of AA3, and therefore more effectively establishes the type of development expected in AA3;
- (c) The existing discretionary status of educational facilities in AA3 would allow a robust examination of the effects of educational facilities in the zone. However, the proposed controlled status, along with the relevant assessment matters (including those to be introduced into the zone as part of Component [5] of PC34), are adequate for ensuring that educational facilities will be appropriate in the zone and will ensure that any adverse effects on the environment can be properly avoided or mitigated, by way of conditions of consents.
- (d) The inclusion of educational facilities as controlled activities, and not discretionary activities, provides more certainty in the forward planning of the mixed use environment of AA3. The existing discretionary status, while not inherently disabling, does not provide sufficient certainty; consent applications can be refused. The controlled status further improves the mixed use focus of AA3 and better achieves the objectives relating to integrated development in the zone.

Their benefits and costs

5.3.9 The costs of **Option 1** are:

- The status quo maintains the lack of recognition in the policies of the purpose and development form for AA3, and maintains the incongruity between the explanations and the rules; and
- The status quo does not adequately enable educational facilities in AA3.

5.3.10 The costs of **Option 2** are:

- The costs of the plan change, however such costs should be considered in the context that this component is one of a number of components addressed in PC34, and it is more cost-effective for the plan change to deal with all the issues in one process.

The benefits of **Option 2** are:

- The benefits are as stated in paragraph 5.3.8 (a) – (d) above in relation to efficiency and effectiveness; and
- The benefit of correcting an inconsistency within the RPZ provisions, to ensure that expected opportunities in AA3 are properly enabled.

The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules

5.3.11 The information available on the subject matter of this component of PC34 is not uncertain and is not insufficient. There is therefore no risk of acting or not acting.

Component [3] – summary / conclusion – which option is the most appropriate for achieving the objectives

- 5.3.12 The evaluation of the effectiveness and efficiency and benefits and costs of the two relevant options indicates that **Option 2** – promoting specific changes to policies and rules of the RPZ in respect of AA3 – is the most appropriate for achieving the relevant objectives of the RPZ.

5.4 COMPONENT [4] – MODIFICATIONS TO RPZ ACTIVITY AREA 4

Introduction

- 5.4.1 Component [4] concerns the type of and mix of residential activities in Activity Area 4, and the modification of the status of health and day care facilities.

Component [4] – Options

- 5.4.2 The relevant options for Component [4] are:

Option 1 the status quo (the existing RPZ policies, rules and other methods); or

Option 2 the changes sought, as follows:

- (a) *Under Objective 2 of Part 12.10.3 of the DP, change the Explanation and Principal Reasons for Adoption for AA4 to:*
- (i) *recognise that AA4 is appropriate for a wider range of residential opportunities and densities than is implied by the term “housing” in the title and text of the clause, and in particular recognise that the area is suitable for student and staff accommodation; and*
- (ii) *include health and day care facilities as one of the activities enabled in AA4.*
- (b) *In Rule 12.11.3.6 (Table 1), change the activity status of Health and/or Day Case Facilities in AA4 from a discretionary activity (“DIS”) to a controlled activity (“CON”).*

Component [4] – Evaluation

- 5.4.3 The evaluation considers the two options in terms of:

- their effectiveness and efficiency in achieving the relevant objectives;
- their benefits and costs;
- the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules; and

- 5.4.4 This analysis will inform conclusions as to the appropriateness of each option in achieving the relevant objectives.

5.4.5 As addressed in Part 4 above, the most relevant objectives are those of the RPZ, in particular:

Objective 1 *Integrated management of the effects of residential, recreation, commercial, community, visitor accommodation, educational and Queenstown Airport activities.*

Objective 2 *Development Form: Urban development in a form which protects and enhances the surrounding landscape and natural resources.*

Objective 7 *Future 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 eg hospitals, schools, recreation and leisure.*

5.4.6 The policies relevant to this evaluation are all of the policies of the RPZ. The RPZ policies were summarised in paragraph 5.1.5 above. The more relevant RPZ policies seek:

- the integrated and efficient development of the zone (Policies 1 – 2 of Objective 1);
- to enable a broad mix of activities (Policy 1 of Objective 7);
- To enable educational facilities and other non-residential activities in close proximity to the commercial / retail centre (Policy 6 of Objective 7).

5.4.7 The rules and other methods relevant to this evaluation are the existing rules and assessment matters in the RPZ relevant to AA4, and the proposed modifications, as set out above.

Their effectiveness and efficiency in achieving the relevant objectives

5.4.8 The existing policies, rules and assessment matters (**Option 1**) can be said to be effective and efficient in achieving the relevant objectives. However, the proposed modifications to these provisions (**Option 2**) are more effective and efficient in achieving the objectives, for the following reasons:

- (a) The explanation and principal reasons for adoption for RPZ Objective 2 and related policies properly recognise that residential activities are broader than implied by the term “housing”, and including student and staff accommodation within the higher density residential environment;
- (b) The explanation and principal reasons for adoption for Objective 2 and related policies recognise that educational and health and day care facilities are suitable in the mix of activities in AA4. The inclusion of “educational” and “visitor accommodation” in the clause makes the clause more consistent with the existing rules (educational facilities are a controlled activity in AA4);
- (c) The inclusion of health and day care facilities as controlled activities, and not discretionary activities in AA4, provides more certainty in the forward planning of AA4. The existing discretionary status, while not inherently disabling, does not provide sufficient certainty.

Their benefits and costs

5.4.9 The costs of **Option 1** are:

- The status quo maintains the lack of recognition in the explanation and principle reasons for adoption of the broader range of residential activities within AA4, and maintains the inconsistency between the explanation and the rules; and
- The status quo does not adequately enable health and day care facilities in AA4.

5.4.10 The costs of **Option 2** are:

- There are direct monetary costs associated with changing the provisions of the RPZ to accommodate the subject matter of Component [4] (however such costs should be considered in the context that this component is one of a number of components addressed in PC34, and it is more cost-effective for the plan change to deal with all the issues in one process).

The benefits of **Option 2** are:

- The benefits are as stated in paragraph 5.4.8 (a) – (c) above in relation to efficiency and effectiveness of this Option.

The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules

5.4.11 The information available on the subject matter of this component of PC34 is not uncertain and is not insufficient. There is therefore no risk of acting or not acting.

Component [4] – summary / conclusion – which option is the most appropriate for achieving the objectives

5.4.12 The evaluation of the effectiveness and efficiency and benefits and costs of the two options indicates that **Option 2** – promoting specific changes to policies and rules of the RPZ in respect of AA4 – is the most appropriate for achieving the relevant objectives of the RPZ.

5.5 COMPONENT [5] – NATURE AND SCALE OF ACTIVITIES AND HOURS OF OPERATION

Introduction

5.5.1 The existing RPZ standards for nature and scale of activities and hours of operation limit the manner in which some non-residential activities can be undertaken, by restricting the number of persons who may be employed on the site, restricting the gross floor area that can be devoted to the activity, and restricting the hours of operation.

5.5.2 Although there are exceptions provided for in the introductory clauses of the standards, these apply to only some of the controlled activities and discretionary activities in the various activity areas of the zone. Any other proposed activity is restricted by the standards; any breach of the standards would require consent to a non-complying activity. It is possible that an otherwise controlled or discretionary activity (as listed in the activity table in rule 12.11.3.6) could be non-complying

because it could not comply with the zone standards. There is no rational basis for this disparate treatment of activities.

5.5.3 The activities exempted from the zone standards, and the activity status of those activities in Rule 12.11.3.6 (Table 1) are:

In AA4:

- Commercial recreational activities (controlled activity)
- Daytime health care facilities (discretionary)
- Educational facilities (controlled)
- Retirement villages (discretionary)

In AA6:

- Hospitals (controlled)
- Health and day care facilities (controlled)
- Educational facilities (controlled)
- Retirement villages (controlled)

In AA8:

- Commercial recreation activities (controlled)

5.5.4 The following controlled and discretionary activities listed in Rule 12.11.3.6 (Table 1) are required to comply with the Zone Standards and if not would be non-complying activities:

In AA2 (including activity areas 2a, 2b and 2c):

- Commercial activities (discretionary)
- Commercial recreational activities (controlled)

In AA4:

- Commercial activities (discretionary)
- Hospitals (discretionary)
- Health/Day Care Facilities (those not exempt, as described above) (discretionary)
- Visitor Accommodation (controlled)
- Premises licensed for the sale of liquor (discretionary)

In AA6:

- Commercial activities (discretionary)
- Commercial Recreational activities (controlled)
- Visitor Accommodation (controlled)
- Premises licensed for the sale of liquor (discretionary)

In AA7:

- Commercial activities (discretionary)
- Commercial recreational activities (controlled)
- Educational facilities (discretionary)
- Retirement villages (discretionary)
- Hospitals (discretionary)
- Health/Day Care Facilities (discretionary)
- Visitor Accommodation (controlled)
- Premises licensed for the sale of liquor (discretionary)

5.5.5 It is apparent that the activities provided for in the listed exemptions are few; many other activities provided for in the Table 1 of rule 12.11.3.6 are not exempted. Activities otherwise “enabled” in an activity area (by virtue of, particularly, the controlled activity status) are “disabled” by the zone standards. There is no indication provided in the RPZ – and no apparent resource management rationale – as to why some controlled or discretionary activities are exempted from these standards and others are not.

Component [5] – Options

5.5.6 The relevant options for Component [5] are:

Option 1 the status quo (the existing RPZ provisions); or

Option 2 the changes sought, as follows:

- (a) *Modify zone standard 12.11.5.2(vi) (nature and scale of activities) by deleting the exceptions in the introductory clause of the rule, to enable more flexibility in the mixed-use live-work activities within the RPZ, and to ensure that the standards only apply in the established low density residential precinct in AA1.*
- (b) *Modify zone standard 12.11.5.2(vii) (hours of operation) for the same reasons as in (a) above.*
- (c) *In Part 12.10.4 – Environmental Results Anticipated, change the 11th bullet point to clarify, as a result of the changes in (a) and (b) above, that the controls relating to scale and nature and hours of operation pertain to AA1 only.*

Component [5] – Evaluation

5.5.7 The evaluation considers these two options in terms of:

- their effectiveness and efficiency in achieving the relevant objectives;
- their benefits and costs;
- the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules; and

5.5.8 This analysis will inform conclusions as to the appropriateness of each option in achieving the relevant objectives.

5.5.9 As addressed in Part 4 above, the most relevant objectives are those of the RPZ, in particular:

Objective 1 *Integrated management of the effects of residential, recreation, commercial, community, visitor accommodation, educational and Queenstown Airport activities.*

5.5.10 The policies relevant to this evaluation are all of the policies of the RPZ. The RPZ policies were summarised in paragraph 5.1.5 above. The more relevant RPZ policies seek:

- The integrated and efficient development of the zone (Policies 1 – 2 of Objective 1);
- To enable a broad mix of activities (Policy 1 of Objective 7);
- To enable educational facilities and other non-residential activities in close proximity to the commercial / retail centre (Policy 6 of Objective 7);
- The inclusion of commercial activities and a new commercial centre appropriately integrated into the zone and surrounding community (Policy 6 of Objective 1 and Policy 7 of Objective 7).

5.5.11 The rules and other methods relevant to this evaluation are the existing rules and assessment matters in the RPZ, and the proposed modifications, as set out above.

Their effectiveness and efficiency in achieving the relevant objectives

5.5.12 The existing policies, rules and assessment matters (**Option 1**) are not effective and efficient in achieving the relevant objectives, because, notwithstanding other standards, the zone standards for nature and scale of activities and hours of operation actively discourage activities that are otherwise enabled in the zone. These activities are listed above. The discouragement is contrary to achieving the objectives for integrated management of the effects of development in the RPZ.

5.5.13 The proposed modifications to the zone standards for nature and scale of activities and hours of operation, and the introduction of new assessment matters for assessing non-residential activities (**Option 2**) would ensure that the rules and assessment matters are effective and efficient in achieving the objectives, for the following reasons:

- (a) The activities that are listed controlled and discretionary activities are not discouraged from locating in the RPZ; and
- (b) The assessment of the effects of the activity is guided by the specific assessment matters and the application can be granted with conditions or refused (if it relates to a discretionary activity) or conditions can be imposed (if it relates to a controlled activity);

Their benefits and costs

5.5.14 The costs of **Option 1** are:

- The status quo discourages specific activities and limits the range of non-residential activities in the RPZ, and maintains the inconsistency between the objectives and policies, which seek an integration of a wide range of suitable activities, and the rules; and

- The status quo maintains the internal inconsistency in the rules whereby listed controlled and discretionary activities become non-complying by virtue of the zone standards, and this inconsistency is contrary to the objectives and policies of the Zone, as discussed above.

5.5.15 The costs of **Option 2** are:

- There are direct monetary costs associated with changing the provisions of the RPZ to accommodate the subject matter of Component [5] (however such costs should be considered in the context that this component is one of a number of components addressed in PC34, and it is more cost-effective for the plan change to deal with all the issues in one process).

The benefits of **Option 2** are:

- Option 2 ensures that specific activities are enabled in the RPZ, and remedies the inconsistency between the objectives and policies and the rules; and
- Option 2 remedies the internal inconsistency in the rules whereby listed controlled and discretionary activities would not become non-complying by virtue of the zone standards.

The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules

5.5.16 The information available on the subject matter of this component of PC34 is not uncertain and is not insufficient. There is therefore no risk of acting or not acting.

Summary / conclusion – which option is the most appropriate for achieving the objectives

5.5.17 The evaluation of the effectiveness and efficiency and benefits and costs of the two options indicates that **Option 2** – promoting specific changes to the zone standards for nature and scale of activities and hours of operation in the RPZ, and introduction new assessment matters for the assessment of controlled and discretionary non-residential activities in the RPZ – is the most appropriate option for achieving the relevant objectives of the RPZ.

5.6 COMPONENT [6] – PARKING IN AA4 AND AA8

Introduction

5.6.1 Vehicle parking is generally provided for and required (by Part 14 of the Plan) in conjunction with developments that create a need for parking. However, there may be some situations where parking can be promoted for convenience and efficiency, and not necessarily in conjunction with specific proposed buildings and/or activities. In the RPZ such situations may arise in AA4 and AA8.

Options

5.6.2 The relevant options for Component [6] are:

Option 1 the status quo (the existing RPZ policies, rules and other methods); or

Option 2 the changes sought, as follows:

- (a) *Under Objective 2 of Part 12.10.3 of the DP, in the Explanation and Principle Reasons for Adoption for AA8, in the first paragraph add the words “and parking” after the word “infrastructure”.*
- (b) *In Rule 12.11.3.2(ii), after the words “Day Care Facilities” add the words “Parking Facilities”, and add a new matter of control, as follows:*
 - Landscaping within car parking areas
- (c) *In Rule 12.11.3.6 (Table 1), add a new row titled “Vehicle parking in Activity Areas 4 and 8” and add the controlled activity (“CON”) status in the columns for AA4 and AA8.*

5.6.3 The Option 2 changes would have the effect of allowing parking areas as a controlled activity in AA4 and AA8, without requiring the parking to be directly associated with specific buildings and activities.

Evaluation

5.6.4 The evaluation considers the two options in terms of:

- their effectiveness and efficiency in achieving the relevant objectives;
- their benefits and costs;
- the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules; and

5.6.5 This analysis will inform conclusions as to the appropriateness of each option in achieving the relevant objectives.

5.6.6 As addressed in Part 4 above, the most relevant objectives are those of the RPZ, in particular:

Objective 1 *Integrated management of the effects of residential, recreation, commercial, community, visitor accommodation, educational and Queenstown Airport activities.*

Objective 7 *Future 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 eg hospitals, schools, recreation and leisure.*

Objective 8 *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.*

5.6.7 The policies relevant to this evaluation are all of the policies of the RPZ. The RPZ policies were summarised in paragraph 5.1.5 above. The more relevant RPZ policies seek:

- The integrated and efficient development of the zone (Policies 1 – 2 of Objective 1);
- To enable a broad mix of activities (Policy 1 of Objective 7);

- To enable educational facilities and other non-residential activities in close proximity to the commercial / retail centre (Policy 6 of Objective 7).

5.6.8 The rules and other methods relevant to this evaluation are the existing rules and assessment matters in the RPZ relevant to AA4, and the proposed modifications, as set out above.

Their effectiveness and efficiency in achieving the relevant objectives

5.6.9 The existing policies, rules and assessment matters (**Option 1**) can be said to be effective and efficient in achieving the relevant objectives. However, the proposed modifications to these provisions (**Option 2**) are more effective and efficient in achieving the objectives, for the following reasons:

- (a) The southern leg of AA8 is located within the new proposed U-shaped AA5 (see Component [1] above). Given the location in relation to airport activities, this part of AA8 is not suitable for buildings and not suitable for any activities other than vehicle access and parking, pedestrian routes, and landscaping. It therefore has inherent capacity to provide for the parking needs generated by AA5. Directly enabling the use of this land for parking is efficient and effective in achieving the objectives.
- (b) Other parts of AA8 may also be appropriately used for carparking, particularly any “overflow” parking where it is not efficient to use land elsewhere in the zone for carparking, particularly if public transport and pedestrian routes provide suitable convenient access within the zone.
- (c) AA3 is a mixed use commercial retail precinct with a strong pedestrian focus, and it is not desirable to locate all required parking within AA3 either at grade, underground or within parking buildings. It is preferable that AA4 accommodates a central parking facility to support AA4 activities as well as AA3 activities, to promote “park and walk” for day to day visitors to AA3 and AA4 facilities, and to complement the public transport and pedestrian routes through the zone linking, in particular, AA3, AA4 and AA5. A central parking location, complemented by pedestrian routes and public transport, is a more efficient and effective method of enabling day to day visitor parking for a pedestrian-oriented mixed use commercial precinct than requiring all parking on site.

Their benefits and costs

5.6.10 The costs of **Option 1** are:

- The status quo does not enable vehicle parking except in association with specific buildings and activities, and it does not recognise that there are some circumstances where parking areas can be located in one activity area while serving activities in another activity area.

5.6.11 The costs of **Option 2** are:

- There are direct monetary costs associated with changing the provisions of the RPZ to accommodate the subject matter of Component [6] (however such costs should be considered in the context that this component is one of a number of components addressed in PC34, and it is more cost-effective for the plan change to deal with all the issues in one process).

The benefits of **Option 2** are:

- The benefits are as stated in paragraph 5.6.9 (a) – (c) above in relation to efficiency and effectiveness of this Option. In summary Option 2 enables carparking to be accommodated in an activity area while serving activities located nearby in other activity areas. This is beneficial to the overall integration of development in the RPZ.

The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules

- 5.6.12 The information available on the subject matter of this component of PC34 is not uncertain and is not insufficient. There is therefore no risk of acting or not acting.

Summary / conclusion – which option is the most appropriate for achieving the objectives

- 5.6.13 The evaluation of the effectiveness and efficiency and benefits and costs of the two options indicates that Option 2 – promoting specific changes to policies and rules of the RPZ in respect of carparking – is the most appropriate for achieving the relevant objectives of the RPZ.

5.7 COMPONENT [7] – PUBLIC PASSENGER FERRY TRANSPORT

Introduction

- 5.7.1 The RPZ provisions for AA2a anticipate river transport opportunities. The logical location for a passenger ferry terminal for linking the RPZ with other locations (particularly the Queenstown CBD and Frankton Arm locations) is near the tip of the peninsula of AA2a adjacent to the mixed use commercial and retail precinct of AA3. However, there are other opportunities for a secondary ferry stopping point further to the east (downstream), in AA2a adjacent to AA7.
- 5.7.2 The Component [7] modifications therefore recognise the opportunity for an additional ferry stopping point serving the RPZ.

Component [7] – Options

- 5.7.3 The options to be evaluated, as identified from the assessment in Steps 1 – 3 (in part 4 above), are:

Option 1 the status quo (the existing RPZ provisions); or

Option 2 the changes sought, as follows:

- (a) *Under Objective 2 of Part 12.10.3 of the DP, change the Explanation and Principal Reasons for Adoption for AA2 to recognise that water-based transport includes opportunities for passenger ferries in addition to water taxis.*

- (b) *Under Objective 2 of Part 12.10.3 of the DP, change the Explanation and Principal Reasons for Adoption for AA2 to recognise that there is potential for more than one stopping point for water-based ferry transport.*
- (c) *Under Objective 5 of Part 12.10.3 of the DP, change clause (b) of the Implementation Methods to recognise that there is potential for more than one staging point for water-based transport.*

Component [7] – Evaluation

5.7.4 The evaluation considers the two options in terms of:

- their effectiveness and efficiency in achieving the relevant objectives;
- their benefits and costs;
- the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules; and

5.7.5 This analysis will inform conclusions as to the appropriateness of each option in achieving the relevant objectives.

5.7.6 As addressed in Part 4 above, the most relevant objectives are those of the RPZ, in particular:

Objective 1 *Integrated management of the effects of residential, recreation, commercial, community, visitor accommodation, educational and Queenstown Airport activities.*

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 ...
Improved and generous public access to the Kawarau River.*

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 7 *Future 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 eg hospitals, schools, recreation and leisure.*

Objective 8 *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.*

5.7.7 The policies relevant to this evaluation are all of the policies of the RPZ. The RPZ policies were summarised in paragraph 5.1.5 above. The more relevant RPZ policies seek:

- the integrated and efficient development of the zone (Policies 1 – 2 of Objective 1);
- the inclusion of commercial activities and a new commercial centre appropriately integrated into the zone and surrounding community (Policy 6 of Objective 1, Policy 7 of Objective 7);

- use of the river and lake as an alternative transport network, connecting Queenstown, Frankton, and the RPZ (Policy 2 of Objective 5).

5.7.8 The rules and other methods relevant to this evaluation are the existing rules and assessment matters in the RPZ relevant to AA2a, and the proposed modifications, as set out above.

Their effectiveness and efficiency in achieving the relevant objectives

5.7.9 The existing policies, rules and assessment matters (**Option 1**) can be said to be effective and efficient in achieving the relevant objectives. However, the proposed modifications to these provisions (**Option 2**) are more effective and efficient in achieving the objectives, for the following reasons:

- (a) The provisions better recognise and give effect to the potential for passenger ferry based transport on the Kawarau River, linking with other points on the river and the lake. Any proposal for a ferry, or a terminal, would require resource consent under the AA2a provisions and/or the Rural General rules (given that the surface of water is predominantly within the RG zone). The specific location and form of the stopping point(s), and the ferry operation, and the associated effects on the environment including in particular effects on river safety, ecological values and amenity values, would be addressed in any such application.
- (b) The RPZ provisions enable significant density and mix of urban development across a wide area. There is potential for more than one ferry stopping point (subject to consent process(es) as discussed in (a) above) on the river adjacent to the RPZ, and Option 2 recognises this.

Their benefits and costs

5.7.10 The costs of **Option 1** are:

- The existing RPZ provisions do not adequately recognise the potential for more than one passenger ferry stopping point on the Kawarau River.

5.7.11 The costs of **Option 2** are:

- There are direct monetary costs associated with changing the provisions of the RPZ to accommodate the subject matter of Component [7] (however such costs should be considered in the context that this component is one of a number of components addressed in PC34, and it is more cost-effective for the plan change to deal with all the issues in one process).

The benefits of **Option 2** are:

- The benefits are as stated in paragraph 5.7.9 (a) and (b) above in relation to efficiency and effectiveness of this Option. In summary Option 2 better recognises and gives effect to the role that the RPZ can play in the effective provision of public passenger ferry transport linking the RPZ with other population centres around the Wakatipu.

The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules

- 5.7.12 The information available on the subject matter of this component of PC34 is not uncertain and is not insufficient. There is therefore no risk of acting or not acting.

Summary / conclusion – which option is the most appropriate for achieving the objectives

- 5.7.13 The evaluation of the effectiveness and efficiency and benefits and costs of the two options indicates that **Option 2** – promoting specific changes to the RPZ in respect of public passenger ferry transport – is the most appropriate for achieving the relevant objectives of the RPZ.

5.8 COMPONENT [8] – CHANGES TO AIRPORT-RELATED CONTROLS IN THE RPZ

Introduction

- 5.8.1 Item (i) under the table in Rule 12.11.5.2(ii) and Figure 3 (Height Restrictions Plan) to the RPZ together control the height of buildings in relation to the airport's cross-wind runway. RPL and the QAC agreed to changes to this zone standard, to simplify the method of implementation. The agreement is dated 27 January 2009. It records that amendments to the airport approach and land use controls in the RPZ relating to the cross-wind runway have been settled between the parties.
- 5.8.2 Also, the words in Rule 12.11.5.2(iv) (Airport Measures – Queenstown Airport) describing areas within Figure 2 – Airport Measures do not match the legend contained on Figure 2. Modifications are necessary for consistency between the Rule and the Figure.
- 5.8.3 PC35 (briefly described in part 2.2 above) affects the RPZ in the following ways:
- Expansion of the ANB around the airport, to include the north-western part of AA8 of the RPZ (the new proposed ANB is shown on the planning maps and on Figure 2 to the RPZ);
 - Expansion of the OCB around the airport, to include all of AA8, the north-eastern part of AA7 and larger areas of AA4, AA5 and AA6 (the new proposed OCB is shown on the planning maps and on Figure 2 to the RPZ);
 - Modification to the RPZ Part 12.10.3 – Implementation Methods to Objective 1 regarding inclusion of noise control and noise attenuation standards and identifying noise boundaries on the planning maps;
 - Modifications to RPZ Rule 12.11.3.6 Table 1 – deletion of “Residential, Visitor Accommodation and Community Activities” and replacement with “Activities Sensitive to Aircraft Noise” in two rows;
 - Deletion of Zone Standard 12.11.5.2(iv) and replacement with internal design sound level standards relating to the ANB and OCB.
- 5.8.4 There are similarities between some of the provisions promoted in PC35, as they affect the RPZ, and in PC34. The decisions on PC35 and associated designations may be subject to appeal. PC34 therefore focuses on the matters in the agreement dated 27 January 2009.

Component [8] – Options

5.8.5 The options to be evaluated, as identified from the assessment in Steps 1 – 3 (in part 4 above), are:

Option 1 the status quo (the existing RPZ provisions); or

Option 2 the changes sought, as follows:

- (a) *In Rule 12.11.5.2(ii), modify the table of maximum building heights as follows:*
 - (i) *In the first row entitled “Activity Areas 4, 5 and 6 ...”, delete the words “except within that area marked “A” on attached Figure 3” and replace with “except as provided in clause (i) below”; and*
 - (ii) *Delete the second row entitled “Activity Areas 4, 5 and 6 ...”.*
- (b) *In Rule 12.11.5.2(ii)(i), delete “5%” and replace with “10%”, and delete “1:7” and replace with “1:5”.*
- (c) *Modify Figure 3 – Height Restrictions Plan to reflect the changes in (a) and (b) above.*
- (d) *In Rule 12.11.3.6 (Table 1), modify the rows entitled “*Buildings within ...”, *Residential, Visitor Accommodation ...”, and “*Residential Activities, Visitor Accommodation ...” to ensure the descriptions of the coding of areas match the coding and legend on Figure 2 – Airport Measures.*
- (e) *Change Rule 12.11.5.2(iv) to ensure that the descriptions of coding of areas in the Rule match the coding and legend on Figure 2 – Airport Measures.*
- (f) *In Assessment Matter 12.11.6(m), change the heading to reflect the changes in (d) and (e) above.*

Component [8] – Evaluation

5.8.6 The evaluation considers the two options in terms of:

- their effectiveness and efficiency in achieving the relevant objectives;
- their benefits and costs;
- the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules; and

5.8.7 This analysis will inform conclusions as to the appropriateness of each option in achieving the relevant objectives.

5.8.8 As addressed in Part 4 above, the most relevant objectives are those of the RPZ, in particular:

Objective 1 *Integrated management of the effects of residential, recreation, commercial, community, visitor accommodation, educational and Queenstown Airport activities.*

5.8.9 There is also a District-wide objective relevant to this component, from Part 4.9 of the Plan:

Objective 6 *Frankton: Integrated and attractive development of the Frankton Flats locality providing for airport operations, in association with residential, recreation, retail and industrial activity while retaining and enhancing the natural landscape approach to Frankton along State Highway No. 6.*

5.8.10 Part 14 of the Plan (transport) contains the following objective:

Objective 8 *Air Transport: Effective and controlled airports for the District, which are able to be properly managed as a valuable community asset in the long term.*

5.8.11 The policies relevant to this evaluation are all of the policies of the RPZ and those policies related to Part 4.9, Objective 6. The RPZ policies were summarised in paragraph 5.1.5 above. The more relevant RPZ policies seek:

- the integrated and efficient development of the zone (Policies 1 – 2 of Objective 1);
- ensuring that development takes place in a manner complementary to the operational capability of Queenstown Airport (Policy 4 of Objective 1);
- to establish a buffer between the airport and noise sensitive activities in the RPZ (Policy 5 of Objective 1).

5.8.12 The District-wide policies seek to provide for the efficient operation of the Queenstown airport (Policy 2, Objective 6 of Part 4.9). The relevant transport policies seek to provide for appropriate growth and demand for air services for Queenstown and to avoid or mitigate any adverse environmental effects from airports on surrounding activities (policies 8.1 and 8.2, Part 14).

5.8.13 The rules and other methods relevant to this evaluation are the existing rules and assessment matters in the RPZ relevant to the airport-related controls, and the proposed modifications, as set out above.

Their effectiveness and efficiency in achieving the relevant objectives

5.8.14 RPL and the QAC have already recognised that the existing provisions can be refined – this is contained in the agreement dated 27 January 2009. Accordingly, the purpose of Component [8] of this plan change (**Option 2**) is implementation of the settled amendments.

5.8.15 Option 2 is therefore the only effective and efficient option in achieving the relevant RPZ objectives, and the relevant District-wide objectives relating to the airport, as outlined above.

Their benefits and costs

5.8.16 The costs of **Option 1** are:

- The existing RPZ provisions are out-dated and do not adequately provide for the management of activities at the interface between the airport and the RPZ.

5.8.17 The costs of **Option 2** are:

- There are direct monetary costs associated with changing the provisions of the RPZ to accommodate the subject matter of Component [8] (however such costs should be considered in the context that this component is one of a number of components addressed in PC34, and it is more cost-effective for the plan change to deal with all the issues in one process).

The benefits of **Option 2** are:

- The benefits are as stated in paragraph 5.8.14 – 15 above in relation to efficiency and effectiveness of this Option.

The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules

- 5.8.18 The information available on the subject matter of this component of PC34 is not uncertain and is not insufficient. There is therefore no risk of acting. There is risk of not acting, in that the plan provisions will be out-of-date with the necessities of managing activities at the airport interface.

Summary / conclusion – which option is the most appropriate for achieving the objectives

- 5.8.19 The evaluation of the effectiveness and efficiency and benefits and costs of the two options indicates that **Option 2** – promoting specific changes to the RPZ in respect of the airport interface – is the only appropriate option for achieving the relevant objectives of the RPZ and the relevant District-wide objectives.

5.9 COMPONENT [9] – NOISE CONTROLS WITHIN THE RPZ

Introduction

- 5.9.1 The RPZ Rule 12.11.5.2(iii)(a) (Noise) controls the noise from non-residential activities. The second item of Rule 12.11.5.2(iii)(a) provides some exceptions to the controls in the first item. Some non-residential activities are appropriate in AA2a, and AA6 anticipates certain non-residential activities, but these are not recognised in the second item. Component [9] seeks to remedy this.

Component [9] – Options

- 5.9.2 The options to be evaluated, as identified from the assessment in Steps 1 – 3 (in part 4 above), are:

Option 1 the status quo (the existing RPZ provisions); or

Option 2 Modify Rule 12.11.5.2(iii)(a), as follows:

...

Except

In Activity Areas 2a, 3, 4, 5, 6, and 7, non-residential activities may be conducted within the following noise limits so long as they are not exceeded at any point within the boundary of any other site within Activity Areas 2a, 3, 4, 5, 6, and 7: ...

Component [9] – Evaluation

5.9.3 The evaluation considers the two options in terms of:

- their effectiveness and efficiency in achieving the relevant objectives;
- their benefits and costs;
- the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules; and

5.9.4 This analysis will inform conclusions as to the appropriateness of each option in achieving the relevant objectives.

5.9.5 As addressed in Part 4 above, the most relevant objectives are those of the RPZ, in particular:

Objective 1 *Integrated management of the effects of residential, recreation, commercial, community, visitor accommodation, educational and Queenstown Airport activities.*

Objective 4 *Site layout, Orientation, Building Design and Streetscape: ... Buildings sites 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*

5.9.6 The policies relevant to this evaluation are all of the policies of the RPZ. The RPZ policies were summarised in paragraph 5.1.5 above. The more relevant RPZ policies seek:

- to require development to be undertaken in an integrated manner which maximises environmental and social benefits (Policy 1 of Objective 1);
- To enable the inclusion of commercial activities appropriately integrated into the RPZ (Policy 6 of Objective 1).

5.9.7 The rules and other methods relevant to this evaluation are the existing rules and assessment matters in the RPZ relevant to AA2a, and the proposed modifications, as set out above. Also relevant are the assessment matters introduced in Option 2 of Component [5] above, which relate (in part) to assessment of noise effects.

Their effectiveness and efficiency in achieving the relevant objectives

5.9.8 The existing policies, rules and assessment matters (**Option 1**) can be said to be effective and efficient in achieving the relevant objectives. However, the proposed modifications to these provisions (**Option 2**) are more effective and efficient in achieving the objectives, for the following reasons:

- (a) The RPZ provisions enable specific non-residential activities, as part of the overall goal of enabling an integrated mixed use urban environment. The existing zone standard 12.11.5.2(iii)(a) enables, in some activity areas, non-residential activities with a higher noise output than in other activity areas. Although it is appropriate that this is not the case in AA1 (being the existing low density residential environment), there is no apparent resource management reason to also exclude AA2a and AA6 from the exceptions in the zone standard. A range of non-residential activities are enabled in these activity areas, as is the case with the other activity areas (except AA1). Option 2, which remedies the problem, is therefore effective in achieving the relevant objectives in relation to integration of activities in the zone.

- (b) The management of the effects of noise of non-residential activities is promoted by the assessment matters in Part 12.11.6 (j). These require, for all controlled and discretionary non-residential activities in all activity areas, assessment of noise and other effects on the amenities of the area.

Their benefits and costs

5.9.9 The costs of **Option 1** are:

- The existing RPZ provisions do not recognise that non-residential activities in AA2a and AA6 are very similar (or identical) to the same activities in other activity areas, and there is a potential cost from disabling such activities in those activity areas.

5.9.10 The costs of **Option 2** are:

- There are direct monetary costs associated with changing the provisions of the RPZ to accommodate the subject matter of Component [9] (however such costs should be considered in the context that this component is one of a number of components addressed in PC34, and it is more cost-effective for the plan change to deal with all the issues in one process).

The benefits of **Option 2** are:

- The benefits are as stated in paragraph 5.9.8 (a) and (b) above in relation to efficiency and effectiveness of this Option. In summary Option 2 better recognises and gives effect to the non-residential activities anticipated (as controlled or discretionary activities) in AA2a and AA6.

The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules

5.9.11 The information available on the subject matter of this component of PC34 is not uncertain and is not insufficient. There is therefore no risk of acting or not acting.

Summary / conclusion – which option is the most appropriate for achieving the objectives

5.9.12 The evaluation of the effectiveness and efficiency and benefits and costs of the two options indicates that **Option 2** – promoting specific changes to the RPZ in respect of noise standards as they relate to AA2a and AA6 – is the most appropriate for achieving the relevant objectives of the RPZ.

5.10 COMPONENT [10] – CLARIFICATION IN RELATION TO PROHIBITED ACTIVITIES

Introduction

5.10.1 The RPZ Rule 12.11.3.6 (Table 1) lists some prohibited activities however some of these are undertaken as ancillary activities to permitted or controlled activities in the zone. For example, café's and restaurants in AA5 store empty bottles before disposal, and most shops store goods prior to display and sale. Also, various activities can be regarded as "service activities" but these are ancillary to the primary uses of any site. Component [10] of PC34 seeks to remedy these matters.

Component [10] – Options

5.10.2 The options to be evaluated, as identified from the assessment in Steps 1 – 3 (in part 4 above), are:

Option 1 the status quo (the existing RPZ provisions); or

Option 2 the changes sought, as follows:

- (a) *In Rule 12.11.3.6 (Table 1), modify the wording of the row commencing “Panelbeating ...” to clarify the rule, to add the words “bulk” and “processing” in relation to bottle and scrap storage.*
- (b) *In Rule 12.11.3.6 (Table 1), in the row commencing “Service Activities”, add the words “(unless ancillary to a permitted, controlled or discretionary activity)” to clarify that the activity status does not apply to service activities that are ancillary.*

Component [10] – Evaluation

5.10.3 The evaluation considers the two options in terms of:

- their effectiveness and efficiency in achieving the relevant objectives;
- their benefits and costs;
- the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules; and

5.10.4 This analysis will inform conclusions as to the appropriateness of each option in achieving the relevant objectives.

5.10.5 As addressed in Part 4 above, the most relevant objectives are those of the RPZ, in particular:

Objective 1 *Integrated management of the effects of residential, recreation, commercial, community, visitor accommodation, educational and Queenstown Airport activities.*

Objective 4 *Site layout, Orientation, Building Design and Streetscape: ... Buildings sites 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.*

Objective 7 *Future 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 eg hospitals, schools, recreation and leisure.*

5.10.6 The policies relevant to this evaluation are all of the policies of the RPZ. The RPZ policies were summarised in paragraph 5.1.5 above. The more relevant RPZ policies seek:

- to require development to be undertaken in an integrated manner which maximises environmental and social benefits (Policy 1 of Objective 1);
- To enable the inclusion of commercial activities appropriately integrated into the RPZ (Policy 6 of Objective 1).

5.10.7 The rules and other methods relevant to this evaluation are the existing rules setting out the prohibited activities, and the proposed modifications, as set out above.

Their effectiveness and efficiency in achieving the relevant objectives

5.10.8 The existing rules (**Option 1**) are not effective and efficient in achieving the relevant objectives because they would otherwise capture existing activities legitimately undertaken as part of the package of commercial activities normally undertaken in a commercial/retail centre.

5.10.9 The proposed modifications to these provisions (**Option 2**) are effective and efficient in achieving the objectives, because:

- (a) The modifications remedy the anomaly created in the activity table between, on the one hand, activities normally associated with commercial and retail activities (as a permitted or controlled activity) and, on the other hand, the preclusion of these activities by wording used in the list of prohibited activities.
- (b) Remedying this anomaly better achieves the objectives in relation to integration of activities, and better promotes the efficient functioning of the commercial and retail centre by allowing shops to function without compromising fundamental aspects of their day to day operations, such as the storage of goods.
- (c) The proposed modifications to the wording of the rule still precludes the listed activities unless such activities are part of the normal, ancillary day to day operations of activities enabled as permitted or controlled activities.

Their benefits and costs

5.10.10 The costs of **Option 1** are:

- The existing RPZ provisions do not recognise that aspects of the prohibited activities are normally undertaken as part of the day-to-day operations of activities otherwise permitted or controlled in the zone. This internal inconsistency is not efficient or effective for operators.

5.10.11 The costs of **Option 2** are:

- There are direct monetary costs associated with changing the provisions of the RPZ to accommodate the subject matter of Component [10] (however such costs should be considered in the context that this component is one of a number of components addressed in PC34, and it is more cost-effective for the plan change to deal with all the issues in one process).

The benefits of **Option 2** are:

- The benefits are as stated in paragraph 5.10.8 – 9 (a) – (c) above in relation to efficiency and effectiveness of this Option. In summary Option 2 remedies an internal inconsistency in the activity status rules between permitted and controlled activities and the prohibited rules.

The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules

- 5.10.12 The information available on the subject matter of this component of PC34 is not uncertain and is not insufficient. There is therefore no risk of acting or not acting.

Summary / conclusion – which option is the most appropriate for achieving the objectives

- 5.10.13 The evaluation of the effectiveness and efficiency and benefits and costs of the two options indicates that **Option 2** – promoting specific changes to the RPZ in respect of prohibited activities – is the most appropriate for achieving the relevant objectives of the RPZ.

5.11 COMPONENT [11] – SITE AND BUILDING DESIGN

Introduction

- 5.11.1 The RPZ objectives and policies, rules, assessment matters and other methods promote high quality site and building design. However, some of the language used in these provisions is highly subjective and does not promote a clear, objective expression of how urban and building design should be undertaken or assessed. Component [11] of PC34 seeks to remedy this. The Remarkables Park Design Review Board is required to review applications for buildings that exceed the specified height. The Queenstown Urban Design Panel would in some cases review other applications. This duplication of responsibility is unnecessary and inefficient, and Component [11] seeks to remedy this also.

Component [11] – Options

- 5.11.2 The options to be evaluated, as identified from the assessment in Steps 1 – 3 (in part 4 above), are:

Option 1 the status quo (the existing RPZ provisions); or

Option 2 the changes sought, as follows:

(a) *Modify Policy 2 of Objective 4 in Part 12.10.3, as follows:*

2 *To ~~ensure that the~~ provide variety of built form, scale and height within the Zone built environment reflects the qualities of a mountain village, including pitched roofs and variety in form, scale and height of buildings.*

(b) *Delete Policy 3 of Objective 4, and renumber the subsequent policies.*

(c) *Modify Policy 3 (as renumbered) of Objective 4 as follows:*

4.3 *To encourage the use of colours and materials which are complementary to the local urban environment.*

- (d) In the Implementation Methods for Objective 4, modify clause (ii) (Other Methods) as follows:

~~A-The Remarkables Park Design Review Board shall be used to evaluate proposals for development exceeding the specified height limits (site standard) against the relevant assessment criteria, prior to lodgement of a resource consent application. The structure and protocol of the this Review Board will be determined by the Board. Liaison with the Design Review Board is encouraged early in the design process.~~

The Remarkables Park Design Review Board shall consider any other proposal for a development in the Remarkables Park Zone if requested by the applicant or if otherwise deemed necessary.

The Remarkables Park Design Review Board shall be established by the Council and shall consist of a panel of four independent members, agreed to by Council and Remarkables Park Limited, two members to be appointed by the Council and two members to be appointed by Remarkables Park Limited. This panel may include the following independent persons: architect/urban designer; resource management planner; landscape architect; developer. The reasonable costs of the Design Review Board shall be met by the applicant.

- (e) Modify Policy 2 of Objective 7 as follows:

2 To enable a consolidated medium density commercial/retail centre that can incorporate ~~ing~~ open space, shops opening onto streets, lanes and plazas, ~~and~~ higher density residential and visitor accommodation, and a consolidated urban form which increases the potential for multi purpose trips.

- (f) Modify Policy 5 of Objective 7 as follows:

5 To enable a built form which ~~reflects and is sympathetic~~ complementary to, and has regard to views of, the surrounding alpine landforms. ~~, lakes and views of both.~~

- (g) Modify Policy 5 of Objective 8 as follows:

5 To ensure landscaping ~~gives~~ contributes to a distinct ~~village town~~ identity, and ~~promotes the image of a consolidated commercial centre but does not destroy~~ has regard to important viewshafts from the centre.

- (h) In Site Standard 12.11.5.1(iii), modify the last clause by deleting the last two sentences (relating to the Remarkables Park Design Review Board) and insert a cross reference to the Implementation Methods for Objective 4.

- (i) In Part 12.11.6(b) (Assessment Matters – Private Open Space), modify the first bullet point as follows:

- Private open space for residential units is clearly defined for private use.

- (j) In Part 12.11.6(b) (Assessment Matters – Private Open Space), Modify the last clause by adding at the end of the clause: “or by student accommodation providing communal outdoor space.”

(k) Modify Part 12.11.6(b) (Assessment Matters – Building Design and Appearance) as follows:

d Building Design and Appearance

- ~~That the architectural style and building forms shall be evocative of a mountain region, building forms shall be~~ sympathetic-complementary to the mountain alpine setting and local context.
- ~~That the relationships between building forms has been considered with a village-like quality regard to the purpose of the Activity Area. the character and scale to be achieved.~~
- ~~That clusters and groupings of buildings are designed to fit the form and contour of the land.~~
- ~~That orientation of buildings optimises~~ has regard to views, ~~and~~ sun exposure and orientation to open space.
- ~~That buildings are an integral part of the landscape.~~
- Building facades shall help define and give character to open spaces, squares, streets, paths and parks.
- ~~That building materials are appropriate to the area and have an appropriate alpine character which has local application~~ local context including the purpose of the Activity Area.
- Roof colours and materials are such as to not result in an obtrusive impact when viewed from above.
- ~~That sloping roofs are strongly encouraged~~ where appropriate for variety and visual character, taking into account the purpose of the Activity Area, and to enhance snow removal ~~and for their visual character.~~

Component [11] – Evaluation

5.11.3 The evaluation considers the two options in terms of:

- their effectiveness and efficiency in achieving the relevant objectives;
- their benefits and costs;
- the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules; and

5.11.4 This analysis informs the conclusion as to the appropriateness of each option in achieving the relevant objectives.

5.11.5 As addressed in Part 4 above, the most relevant objectives are those of the RPZ, in particular:

Objective 1 *Integrated management of the effects of residential, recreation, commercial, community, visitor accommodation, educational and Queenstown Airport activities.*

Objective 2 *Development Form: Urban development in a form which protects and enhances the surrounding landscape and natural resources.*

Objective 4 *Site Layout, Orientation, Building Design and Streetscape: ... Buildings sites 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.*

Objective 8 *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.*

5.11.6 The policies relevant to this evaluation are all of the policies of the RPZ. The RPZ policies were summarised in paragraph 5.1.5 above. The more relevant RPZ policies seek:

- to provide variety in the form, scale and height of buildings (Policy 2 of Objective 4);
- to encourage the use of colours and materials which are complementary to the local environment (Policy 4 of Objective 4);
- To enable an preserve a high standard of urban and landscape design (Policy 7 of Objective 8);
- To encourage and promote design which reflects and acknowledges the surrounding topography (Policy 2 of Objective 8);
- To ensure that the design and appearance of buildings, structures and other elements of development are compatible with nearby residential and community uses (Policy 4 of Objective 8);
- To ensure landscaping contributes to a distinct built identity, and promotes the image of a consolidated commercial centre but does not destroy important views from the centre (Policy 5 of Objective 8).

5.11.7 The rules and other methods most relevant to this evaluation are the existing controlled activity status for buildings in all activity areas (except residential units in AA1) and the assessment matters. Rule 12.11.3.2 (Controlled activities) states that the Council has reserved control over the following matters for buildings:

- The external appearance of buildings;
- Relation to roads;
- Relation to internal boundaries;
- Height between 15 and 18 metres maximum height in Activity Area 7 north of the 345 metre contour line as shown on Figure 1;
- Effect on landscape and visual amenity values and view corridors;
- Vehicle access;
- Outdoor living space for residential activities;
- Street scene including landscaping;
- Provision for pedestrian and access linkages;
- The location, layout and landscaping of, and access to, off-street car-parks;
- Solar orientation and prevailing winds;
- Design and construction of buildings located within the grey shaded or grey hatched areas on Figure 2 to achieve insulation from aircraft noise.
- The scale and nature of the earthworks and the disposal of excess material.

5.11.8 The assessment is guided by the various assessment matters in Part 12.11.6.

Their effectiveness and efficiency in achieving the relevant objectives

5.11.9 The specific changes to the provisions, as set out in Option 2 above, are discussed⁷ as follows:

- Objective 4 Policies 2, 3** The use of the word clusters in the existing document implies a rural rather than urban setting. In order for buildings to be grouped in a cluster there must be open space at the perimeter. In an urban environment it is density, not the lack of it that is the essence of these places. Hence, the more general description is promoted by PC34.
- The term “qualities of a mountain village” in Policy 2 is unclear. In the New Zealand context, there are few (if any) mountain villages that can inform the vernacular of a higher density mixed use urban environment such as the RPZ. The essential (and less subjective) focus of Policy 2 is the need to promote variety of built form, scale and height.
- Objective 4 Policy 3** The word “complementary to the local environment” could be interpreted to mean only greys, greens and browns as this is the conventional wisdom when it comes to the rural environment. Hence the addition of the word “urban”, as the local RPZ and wider environment is primarily urban. This will allow a more interesting colour palette.
- Objective 7 Policies 2, 3** The modifications promote the potential for shops to open onto lanes and plazas as well as streets to promote more variety in urban design, and reinforce the role of AA3 as a mixed use precinct.
- Objective 7 Policy 5** Lake Wakatipu is not visible from ground level on the RPZ and the RPZ is far enough away from the lake to have little influence on it or from it.
- 12:11:6(b) 3rd bullet point** Rather than make a private individual provision for each student room it makes more sense to have a collective space for enjoyment of the outdoor environment. In the case of a student environment this adjustment brings the assessment matter into alignment with accepted practice elsewhere.
- 12:11:6(d) 1st bullet point** The phrase “evocative of a mountain region” is very difficult to interpret or administer and hence it is deleted from the text. The term “complementary”, meaning different but harmonious, is more appropriate than “sympathetic”.

⁷ The discussion here is predominantly authored by Michael Wyatt, architect, of Queenstown.

- 12:11:6(d) 2nd bullet point** In a discussion about the relationships between building forms the word “village” implies that all building types are small in scale. The scale varies widely and wording that recognises this is more useful. The relationship between buildings is in many ways a function of the purpose of the buildings and this directly relates to the purpose of their activity area.
- 12:11:6(d) 3rd bullet point** As discussed under Objective 4 Policies 2 and 3 above, “clusters” are a rural rather than urban grouping. Hence this assessment matter is sought to be deleted.
- 12:11:6(d) 4th bullet point** The word “*optimises*” directs the priority in design to be sun and views only. This is too prescriptive and does not allow for the many different types of buildings some of which may need to exclude sun. The adjustment to “*has regard to*” remedies this.
- 12:11:6(d) 5th bullet point** “*That buildings are an integral part of the landscape*” is an assessment direction more appropriate in a rural context. In an urban environment buildings are completely submerged within the environment of other buildings. Hence this point is deleted.
- 12:11:6(d) 6th bullet point** The change to “*local context*” and the deletion of “*appropriate alpine character which has local application*” does not change the meaning or intent but is much simpler.
- 12:11:6(d) 9th bullet point** The conventional wisdom about sloping roofs being in keeping with mountains has been somewhat challenged by more recent buildings particularly in the Queenstown Town Centre. Very large buildings with steep roofs can generate too much volume and height. A less prescriptive bullet point here is more appropriate.

5.11.10 For these reasons, the existing policies and assessment matters (**Option 1**) are less effective and efficient in achieving the relevant objectives. The proposed modifications to these provisions (**Option 2**) are more effective and efficient in achieving the objectives, for the reasons expressed above. Further, the revised wording is less subjective, and less open to interpretation (while still enabling artistic licence on the part of the designer) and are therefore more efficient in their implementation of the objectives.

5.11.11 Under Option 1, buildings that are above the specified height in the site standard rule 12.11.5.1(iii) are subject to review by the Remarkables Park Design Review Board (**RPDRB**). Other proposals which may need assessment would be reviewed by the Urban Design Panel, a different body than the RPDRB but with the same function. This duplication of responsibility is unnecessary and inefficient. It is more consistent for one body to undertake such review, and hence to place with the RPDRB the responsibility for review of urban and building design requiring assessment prior to (or in parallel with) the resource consent application. The modifications to the Implementation Methods for Objective 4 and associated policies (**Option 2**) achieve this.

Their benefits and costs

5.11.12 The costs of **Option 1** are:

- The existing RPZ provisions are very subjective and open to more interpretation that is necessary for site and building and design in the RPZ. This can lead to uncertainty on the part of the designer and in the assessment of applications, by the RPDRB and the Council.
- The situation of two separate bodies with responsibility for design review of urban and building design in the RPZ can lead to inconsistency between assessment of proposals.

5.11.13 The costs of **Option 2** are:

- There are direct monetary costs associated with changing the provisions of the RPZ to accommodate the subject matter of Component [11] (however such costs should be considered in the context that this component is one of a number of components addressed in PC34, and it is more cost-effective for the plan change to deal with all the issues in one process).

The benefits of **Option 2** are:

- The benefits are as stated in paragraphs 5.11.11 – 13 above and in relation to efficiency and effectiveness of this Option.

The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules

5.11.14 The information available on the subject matter of this component of PC34 is not uncertain and is not insufficient. There is therefore no risk of acting or not acting.

Summary / conclusion – which option is the most appropriate for achieving the objectives

5.11.15 The evaluation of the effectiveness and efficiency and benefits and costs of the two options indicates that **Option 2** – promoting specific changes to the RPZ in respect of design – is the most appropriate for achieving the relevant objectives of the RPZ.

5.12 COMPONENT [12] – HEIGHT OF BUILDINGS IN AA8

Introduction

5.12.1 The height of buildings in AA8 (except in the southern leg of AA8, adjacent to AA5, in which buildings are prohibited) is currently 7 metres (zone standard 12.11.5.2(ii)). The activities promoted in AA8 are commercial recreational activities. Therefore, buildings are likely to be associated with a golf course, a gymnasium, or indoor facilities for sports, to complement outdoor recreational facilities, and are likely to need to be higher than 7 metres. For commercial recreational facilities in AA8, a building height maximum of 18 metres is more suitable.

5.12.2 The effects of the increase in height on landscape values are assessed by Vivian + Espie Ltd ([ANNEXURE J](#))

- 5.12.3 Maximum height of buildings in the AMUZ is 9 metres. Nearby activity areas (5 and 6) in the RPZ have a maximum height of 18 metres. Proposed PC19, for land to the north of the airport, promotes building heights of between 10 and 18.5 metres. This PC19 land is more visible when viewed from the state highway in the forefront of the vistas to outstanding natural landscapes than AA8 land. Buildings up to 18 metres in AA8 are therefore appropriate in the context of landscape values.

Component [12] – Options

- 5.12.4 The options to be evaluated, as identified from the assessment in Steps 1 – 3 (in part 4 above), are:

Option 1 the status quo (the existing RPZ provisions); or

Option 2 the changes sought, as follows:

- (a) In Site Standard 12.11.5.1(iii) (building height), add a new bullet point as follows:

- Activity Area 8 9m

- (a) In Zone Standard 12.11.5.2(ii) (building height), in the row labelled “Activity Area 8”, delete “7m” and replace with “18m”.

Component [12] – Evaluation

- 5.12.5 The evaluation considers the two options in terms of:

- their effectiveness and efficiency in achieving the relevant objectives;
- their benefits and costs;
- the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules; and

- 5.12.6 This analysis will inform conclusions as to the appropriateness of each option in achieving the relevant objectives.

- 5.12.7 As addressed in Part 4 above, the most relevant objectives are those of the RPZ, in particular:

Objective 1 *Integrated management of the effects of residential, recreation, commercial, community, visitor accommodation, educational and Queenstown Airport activities.*

Objective 2 *Development Form: Urban development in a form which protects and enhances the surrounding landscape and natural resources.*

Objective 4 *Site Layout, Orientation, Building Design and Streetscape: ... Buildings sites 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.*

- 5.12.8 The policies relevant to this evaluation are all of the policies of the RPZ. The RPZ policies were summarised in paragraph 5.1.5 above. The more relevant RPZ policies seek:

- the integrated and efficient development of the zone (Policies 1 – 2 of Objective 1);

- ensuring that development takes place in a manner complementary to the operational capability of Queenstown Airport (Policy 4 of Objective 1);
- to establish a buffer between the airport and noise sensitive activities in the RPZ (Policy 5 of Objective 1).
- To provide adequate land for open space and recreational opportunities (Policy 3 of Objective 3).

5.12.9 The rules and other methods relevant to this evaluation are the existing rules for the height of buildings in AA8, and the proposed modifications, as set out above. AA8 is affected by airport controls, which are the subject of Component [8]. All of those controls over-ride the site and zone standards for the height of buildings.

5.12.10 Under the new rules, any proposed building in AA8 higher than 7 metres would require consent for a restricted discretionary activity, and require the review by the Remarkables Park Design Review Board.

Their effectiveness and efficiency in achieving the relevant objectives

5.12.11 Given the primary purpose of AA8 – recreational activities – it is likely that buildings may be higher than 7 metres. The existing rules (**Option 1**) are not effective and efficient in achieving the relevant objectives because they preclude opportunity for buildings that are higher than 7 metres in AA8.

5.12.12 The proposed modifications to these provisions (**Option 2**) are effective and efficient in achieving the objectives, because they better enable the opportunity for buildings that are higher than 7 metres for recreational purposes, such as for indoor sports, golf club house, fences around a driving range, and so on, to complement the potential for outdoor recreational activities and facilities. The structure of the rules requires that any application for a building higher than 9 metres (being the height in the adjacent AMUZ) up to the proposed maximum of 18 metres is a restricted discretionary activity and requires review by the Design Review Board.

5.12.13 Option 2 better achieves the relevant objectives in that it promotes recreational opportunities in the large AA8 area, to complement the outdoor recreational activities and facilities, and in so doing better promotes and integrates AA8 activities with the other activity areas. The restricted discretionary status, and necessary involvement by the Design Review Board, ensures that site layout and building design matters, and impacts on visual amenities, can be properly considered in any application.

Their benefits and costs

5.12.14 The costs of **Option 1** are:

- The existing height rule disables the realistic potential for higher buildings in AA8.

5.12.15 The costs of **Option 2** are:

- There are direct monetary costs associated with changing the provisions of the RPZ to accommodate the subject matter of Component [12] (however such costs should be considered in the context that this component is one of a number of components addressed in PC34, and it is more cost-effective for the plan change to deal with all the issues in one process).

The benefits of **Option 2** are:

- The benefits are as stated in paragraph 5.12.10 – 11 above in relation to efficiency and effectiveness of this Option. In summary Option 2 enables the potential for higher buildings for recreational purposes in AA8.

The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or rules

5.12.16 The information available on the subject matter of this component of PC34 is not uncertain and is not insufficient. There is therefore no risk of acting or not acting.

Summary / conclusion – which option is the most appropriate for achieving the objectives

5.12.17 The evaluation of the effectiveness and efficiency and benefits and costs of the two options indicates that **Option 2** – promoting rules to allow higher building height in AA8 – is the most appropriate for achieving the relevant objectives of the RPZ.

5.13 COMPONENT [13] – MISCELLANEOUS AMENDMENTS TO THE RPZ

Introduction

5.13.1 There are a number of miscellaneous changes required to correct anomalies, or to clarify wording, or to update the zone provisions. These are all covered by Component [13]. The amendments are set out in the tracked changes of Parts 12.10 and 12.11, attached. The following is a brief explanation of some of the changes, for clarification:

Structure Plans

Change Figure 1 – Activity Areas Structure Plan (with consequential changes to Figures 2 and 3) as follows:

- (i) Change the northern boundary of the RPZ to reflect ownership changes between the applicant and the QAC. The modification concerns 1.4 hectares. The changes are shown on [Figure 1](#);
- (ii) Change the boundaries of the activity areas to meet the proposed roading and bulk title configuration as approved by subdivision consent RM090321 (approved on 24 September 2009);
- (iii) Relocate the boundary between AA6 and AA8 north by 20 metres, due to the realignment of the (unformed) eastern access road 20 metres south (confirmed by QLDC resolution dated 25 August 2009).

Objective 2

In the *Explanation and Principal Reasons for Adoption* section, second paragraph, the words “*second home owners*” are added because there is already a large number of holiday homes in AA1.

Various places	In relation to the commercial/retail centre, the word “new” is removed because the centre in AA5 now exists.
Part 12.10.4	The words “commercial/retail” is added in relation to the “centre”, to clarify that the centre refers to the existing centre in AA5.
Rule 12.11.3.2(i)	In the 4 th bullet point, the heights are modified to ensure consistency with the specified and maximum heights set out in the specific site and zone standards (respectively) for building height.
Rule 12.11.3.6 (Table 1)	In the row “Health/Day Care Facilities”, insert “and/or” between “Health” and “Day” to clarify that the two activities can be dealt with separately.
Rule 12.11.5.1(iii)	Delete this rule (relating to lift towers) because it is inconsistent with Rule 12.11.5.2(ii)(iii). There is no resource management reason why only visitor accommodation facilities should have an additional assessment for a lift tower that exceeds the maximum height.
Rule 12.11.5.2(x)	There is no resource management why domestic pets cannot be kept in the activity areas that promote residential activities.
Part 12.11.6(a)	Fifth bullet point – modifications to ensure consistency with the equivalent rules for height of buildings.

5.13.2 None of the changes in any way substantively change the meaning of the respective provision. For this reason a comparison of options in the section 32 context (as has been undertaken in Components [1] – [12] above) is not necessary for the Component [13] changes.

6 CONCLUSION / PART 2 OF THE ACT

- 6.0 This section 32 evaluation has identified the higher order and zone-specific objectives relevant to the subject matter of PC34, has identified the relevant options and has evaluated the options in the context of the objectives.
- 6.1 No higher order or zone-specific objectives of the DP are proposed to be changed by PC34.
- 6.2 PC34 promotes a number of changes to the DP – these are all within or relate to the RPZ. The changes promote some modifications to policies, rules and methods of the RPZ.
- 6.3 The relevant options for each component have been identified and evaluated, in terms of their efficiency and effectiveness and their costs and benefits.
- 6.4 There is sufficient and certain information about the subject matter of PC34.

- 6.5 The analysis in parts 4 and 5 of this evaluation demonstrates that the RPZ provisions promoted by PC34 are the most appropriate for achieving the higher order and zone-specific objectives, and for the objectives of the RPZ.
- 6.6 The overall conclusion is that the provisions promoted in PC34 are the most appropriate and are necessary for achieving the purpose of the Resource Management Act 1991.

ANNEXURE E: ATTACHMENTS

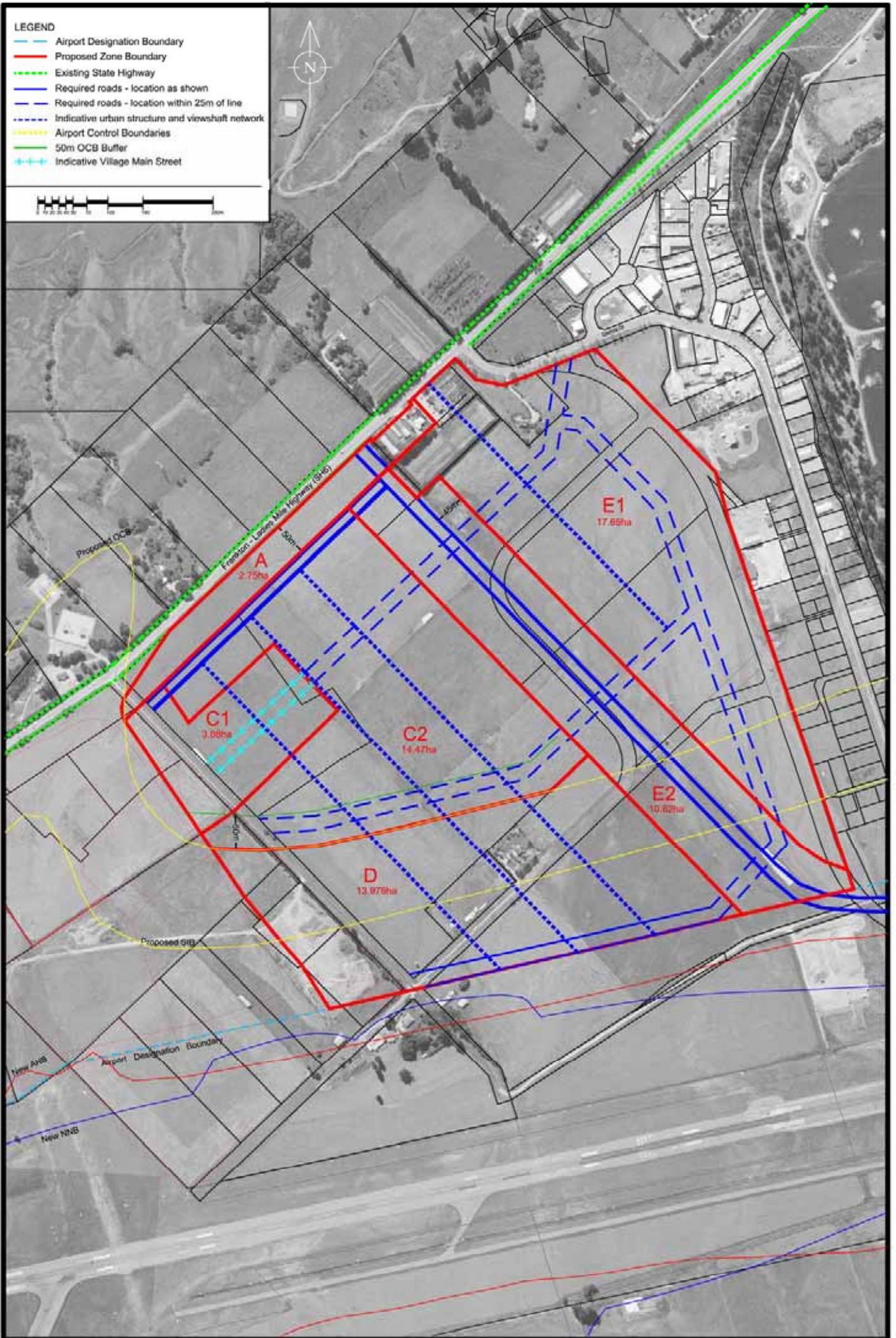
- Attachment 1** Frankton Flats Special (B) zone – Structure Plan (from the Council's decisions version, October 2009)
- Attachment 2** Remarkables Park Zone – Structure Plan (operative DP version and as modified by RM090321)
- Attachment 3** Identification of the relevant objectives and policies from the Regional Policy Statement;
- Attachment 4** Assessment of the relevance of the Part 4 (District-wide) objectives and policies;
- Attachment 5** Evaluation of key options against the Part 4 (District-wide) objectives and policies;
- Attachment 6** Policies of the Remarkables Park Zone and the Frankton Flats Special (B) zone (proposed Plan Change 19).

ATTACHMENT 1

**FRANKTON FLATS SPECIAL (B) ZONE – STRUCTURE PLAN
(QLDC DECISIONS VERSION, OCTOBER 2009)**

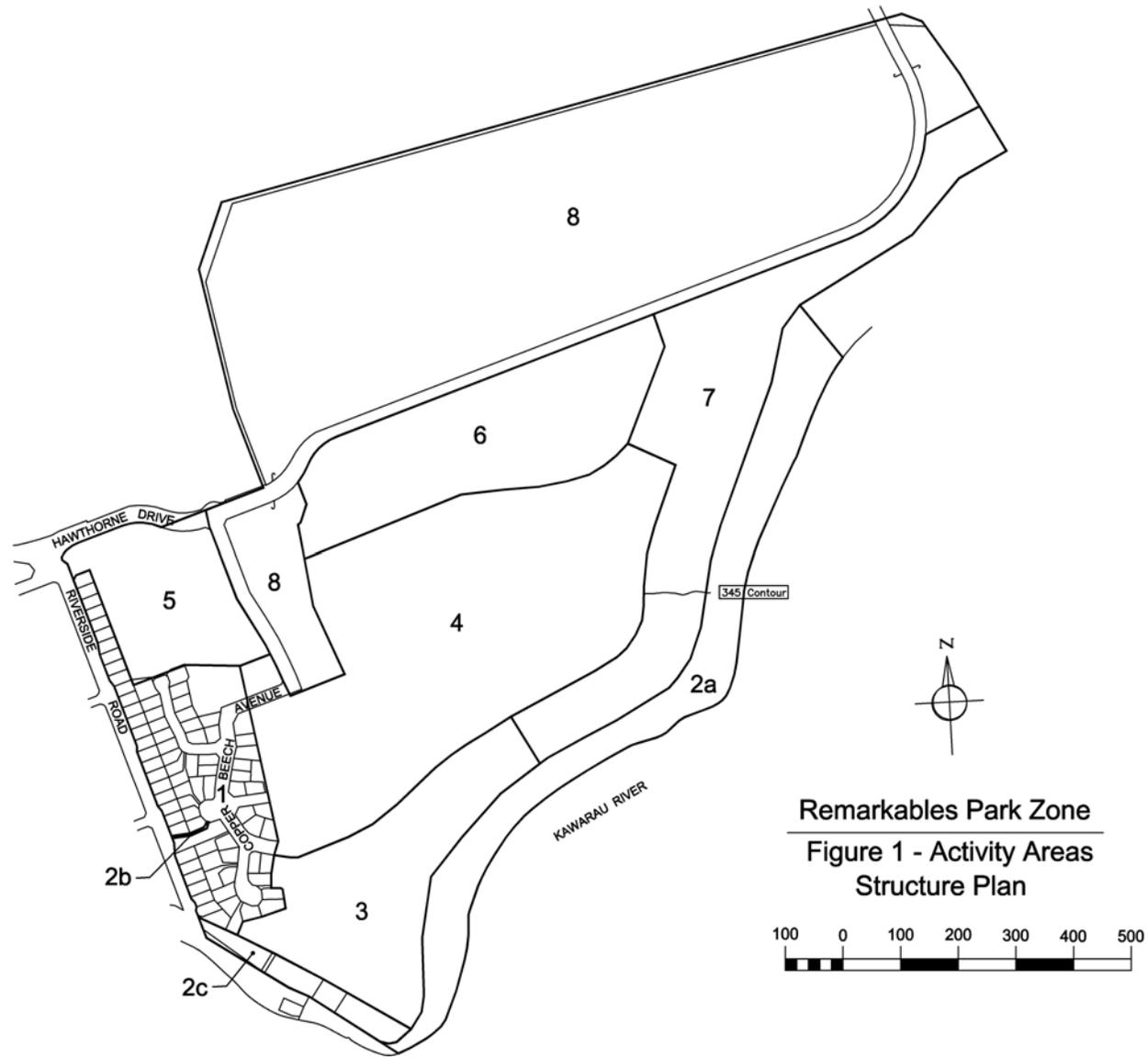
LEGEND

- Airport Designation Boundary
- Proposed Zone Boundary
- Existing State Highway
- Required roads - location as shown
- Required roads - location within 25m of line
- Indicative urban structure and viewshaft network
- Airport Control Boundaries
- 50m OCB Buffer
- Indicative Village Main Street

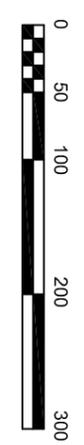
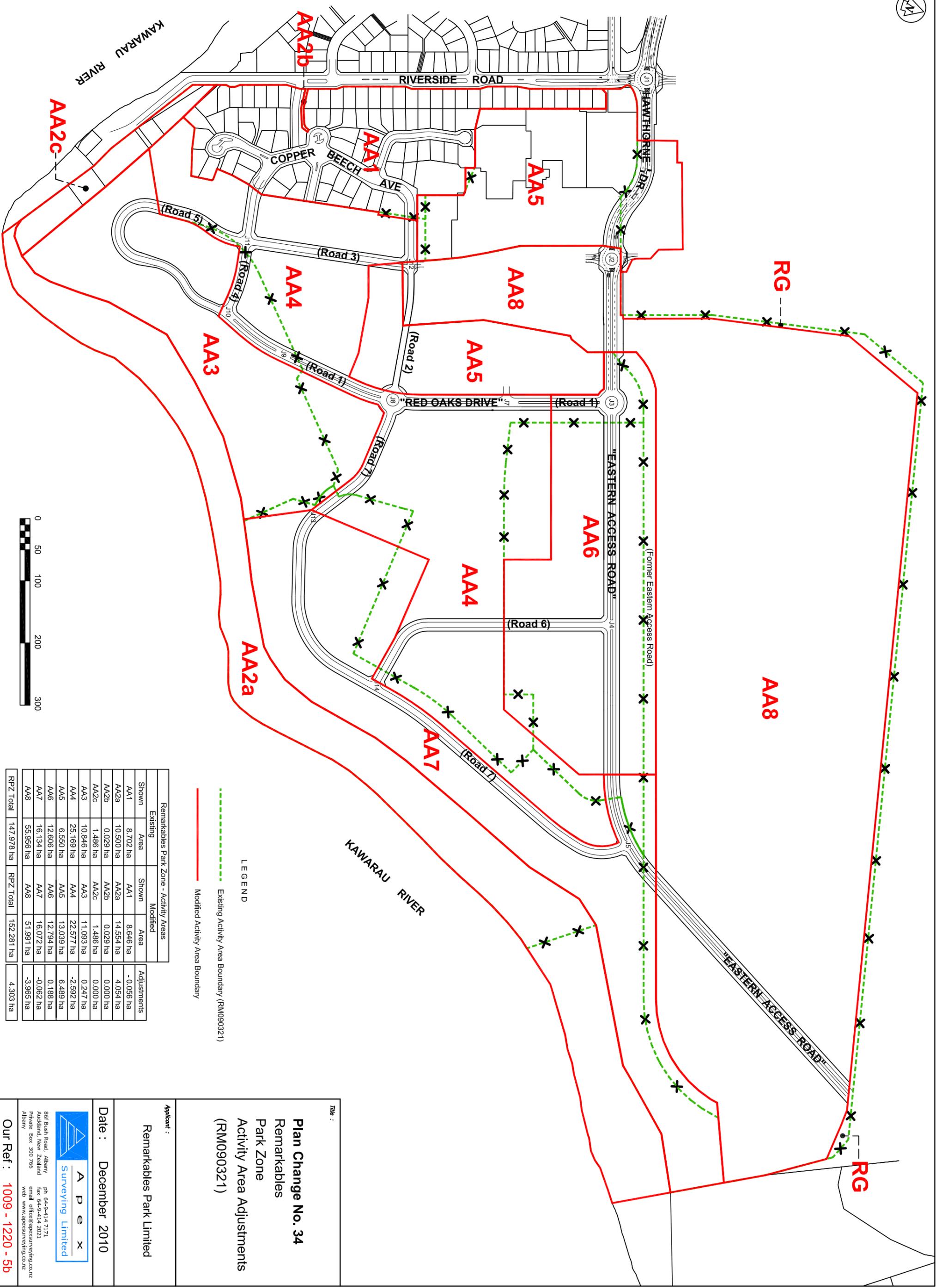


ATTACHMENT 2

REMARKABLES PARK ZONE – STRUCTURE PLAN
Plan 1: OPERATIVE PLAN
Plan 2: SHOWING AMENDMENTS FROM CONSENT RM090321



Remarkables Park Zone
Figure 1 - Activity Areas
Structure Plan



Remarkables Park Zone - Activity Areas			
Shown	Area	Shown	Area
AA1	8,702 ha	AA1	8,646 ha
AA2a	10,500 ha	AA2a	14,554 ha
AA2b	0,029 ha	AA2b	0,029 ha
AA2c	1,486 ha	AA2c	1,486 ha
AA3	10,846 ha	AA3	11,093 ha
AA4	25,169 ha	AA4	22,577 ha
AA5	6,550 ha	AA5	13,039 ha
AA6	12,606 ha	AA6	12,794 ha
AA7	16,134 ha	AA7	16,072 ha
AA8	55,956 ha	AA8	51,991 ha
RPZ Total	147,978 ha	RPZ Total	152,281 ha

LEGEND

--- Existing Activity Area Boundary (RM090321)

— Modified Activity Area Boundary

Title :

Plan Change No. 34

Remarkables

Park Zone

Activity Area Adjustments

(RM090321)

Applicant :

Remarkables Park Limited

Date : December 2010

Our Ref : 1009 - 1220 - 5b

Surveying Limited

86 Bush Road, Albany ph 64-9-414 7171
 Auckland, New Zealand fax 64-9-414 2021
 email office@apesurveying.co.nz
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RELEVANT PROVISIONS OF THE OTAGO REGIONAL POLICY STATEMENT

The following objectives and policies of the Otago Regional Council's Regional Policy Statement are relevant to the consideration of PC34:

5. Land

Objective 5.4.1 To promote the sustainable management of Otago's land resources in order:

- *To maintain and enhance the primary productive capacity and life-supporting capacity of land resources; and*
- *To meet the present and reasonably foreseeable needs of Otago's people and communities.*

Objective 5.4.2 To avoid, remedy or mitigate degradation of Otago's natural and physical resources resulting from activities utilising the land resource.

Objective 5.4.4 To ensure that public access opportunities exist in respect of activities utilising Otago's natural and physical land features.

Policy 5.5.4 To promote the diversification and use of Otago's land resource to achieve sustainable landuse and management systems for future generations.

6. Water

Objective 6.4.7 To maintain and enhance public access to and along the margins of Otago's water bodies.

Objective 6.4.8 To protect areas of natural character, outstanding natural features and landscapes and the associated values of Otago's wetlands, lakes, rivers and their margins.

7. Air

Objective 7.4.1 To maintain and enhance Otago's existing air quality, including visual appearance and odour.

9. Built Environment

Objective 9.4.1 To promote the sustainable management of Otago's built environment in order to:

- *Meet the present and reasonably foreseeable needs of Otago's people and communities; and*
- *Provide for amenity values; and*
- *Conserve and enhance environmental and landscape quality; and*

- *Recognise and protect heritage values.*

Objective 9.4.2 To promote the sustainable management of Otago's infrastructure to meet the present and reasonably foreseeable needs of Otago's communities.

Objective 9.4.3 To avoid, remedy or mitigate the adverse effects of Otago's built environment on Otago's natural and physical resources.

Policy 9.5.2 To promote and encourage efficiency in the development and use of Otago's infrastructure through:

- (a) Encouraging development that maximises the use of existing infrastructure while recognising the need for more appropriate technology; and*
- (b) Promoting co-ordination amongst network utility operators in the provision and maintenance of infrastructure; and*
- (c) Encouraging a reduction in the use of non-renewable resources while promoting the use of renewable resources in the construction, development and use of infrastructure; and*
- (d) Avoiding or mitigating the adverse effects of subdivision, use and development of land on the safety and efficiency of regional infrastructure.*

Policy 9.5.3 To promote and encourage the sustainable management of Otago's transport network through:

- (a) Promoting the use of fuel efficient modes of transport; and*
- (b) Encouraging a reduction in the use of fuels which produce emissions harmful to the environment; and*
- (c) Promoting a safer transport system; and*
- (d) Promoting the protection of transport infrastructure from the adverse effects of landuse activities and natural hazards.*

Policy 9.5.4 To minimise the adverse effects of urban development and settlement, including structures, on Otago's environment through avoiding, remedying or mitigating:

- (a) Discharges of contaminants to Otago's air, water or land; and*
- (b) The creation of noise, vibration and dust; and*
- (c) Visual intrusion and a reduction in landscape qualities; and*
- (d) Significant irreversible effects on:*
 - (i) Otago community values; or*
 - (ii) Kai Tahu cultural and spiritual values; or*
 - (iii) The natural character of water bodies and the coastal environment; or*
 - (iv) Habitats of indigenous fauna; or*
 - (v) Heritage values; or*
 - (vi) Amenity values; or*
 - (vii) Intrinsic values of ecosystems; or*
 - (viii) Salmon or trout habitat.*

Policy 9.5.5 To maintain and, where practicable, enhance the quality of life for people and communities within Otago's built environment through:

- (a) Promoting the identification and provision of a level of amenity which is acceptable to the community; and*
- (b) Avoiding, remedying or mitigating the adverse effects on community health and safety resulting from the use, development and protection of Otago's natural and physical resources; and*
- (c) Avoiding, remedying or mitigating the adverse effects of subdivision, landuse and development on landscape values.*

12 Energy

Objective 12.4.1 To avoid, remedy or mitigate the adverse effects on Otago's communities and environment resulting from the production and use of energy

Objective 12.4.2 To sustainably and efficiently produce and use energy taking into account community values and expectations.

Policy 12.5.3 To promote improved energy efficiency within Otago through:

- (a) encouraging the use of energy efficient technology and architecture; and*
- (b) educating the public about energy efficiency; and*
- (c) encouraging energy efficiency in all industry sectors; and*
- (d) encouraging energy efficient transport modes in Otago*

<p>ASSESSMENT OF THE RELEVANCE OF DISTRICT-WIDE OBJECTIVES AND POLICIES (PART 4 OF THE DISTRICT PLAN)</p>
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In this attachment, the District-wide objectives and policies from Part 4 of the District Plan are listed and their relevant to PC34 examined. The relevant objectives and policies are further considered in [Attachment 5](#), and in Parts 4 and 5 of the section 32 evaluation.

Part 4.1 – Natural Environment

Objective 1: Nature Conservation Values

The objectives and policies associated with the objective for nature conservation values are listed in the table below. The RPZ is zoned for higher density urban activities. It does not contain areas of high ecological or scenic values. Component [2] of PC34 seeks to change the zoning of part of the escarpment above the Kawarau River from Rural General to RPZ AA2a. The land affected is unformed legal road, and is within an outstanding natural landscape (see Planning Maps Appendix 8A, Map 1) but contains mainly exotic species. It does not contain any ecological values of significance.

Objectives	Relevance
<i>The protection and enhancement of indigenous ecosystem functioning and sufficient viable habitats to maintain the communities and the diversity of indigenous flora and fauna within the District.</i>	No. The RPZ is an existing urban zone, and the undeveloped land has been farmed for many decades; it does not contain any remaining ecological values or habitats. The RPZ and riverside escarpment area contain almost exclusively exotic species.
<i>Improved opportunity for linkages between the habitat communities.</i>	No. As above.
<i>The preservation of the remaining natural character of the District's lakes, rivers, wetlands and their margins.</i>	No. PC34 does not affect the natural character of the margins of the Kawarau River. Any effects arising in respect of Component [7] would be addressed in any consent application.
<i>The protection of outstanding natural features and natural landscapes.</i>	No, for the existing RPZ. Yes , for the RG zoned area (Component [2]) which is within the ONL. The landscape issues are addressed in more detail under the Part 4.2 objectives and policies.
<i>The management of the land resources of the District in such a way as to maintain and, where possible, enhance the quality and quantity of water in the lakes, rivers and wetlands.</i>	No. While the provision of additional development capacity as promoted by PC34 has the potential to create additional stormwater runoff which would be discharged (after treatment) to the Kawarau River, this discharge would be managed so that it did not affect water quality and is a resource consent issue rather than a matter for consideration of PC34.
<i>The protection of the habitat of trout and salmon.</i>	No. There would be no effects on the habitat of trout and salmon from the consideration of PC34.
Policies	Relevance
<i>1.1 To encourage the long-term protection of indigenous ecosystems and geological features.</i>	No. There are no indigenous ecosystems or geological features associated with the PC34 land.
<i>1.2 To promote the long term protection of sites and areas with significant nature conservation values.</i>	No. The PC34 land does not contain significant nature conservation values.
<i>1.3 To manage the sensitive alpine environments from the adverse effects of development.</i>	No. The PC34 land is not within a sensitive alpine environment.

1.4 To encourage the protection of sites having indigenous plants or animals or geological or geomorphological features of significant value.	No. As above. As identified above, there are no features of significant value associated with the RPZ.
1.5 To avoid the establishment of, or ensure the appropriate location, design and management of, introduced vegetation with the potential to spread and naturalise; and to encourage the removal or management of existing vegetation with this potential and prevent its further spread	No. This is not relevant to the consideration of PC34.
1.6 To allow development which maintains or enhances the quality of the environment in areas identified as having rare, endangered, or vulnerable species of plants or animals of national significance, or indigenous plant or animal communities that are of outstanding significance to the nation.	No. The RPZ does not contain these elements.
1.7 To avoid any adverse effects of activities on the natural character of the District's environment and on indigenous ecosystems; by ensuring that opportunities are taken to promote the protection of indigenous ecosystems, including at the time of resource consents.	No. As above, the RPZ does not contain indigenous ecosystems.
1.8 To avoid unnecessary duplication of resource consent procedures between the Council and the Otago Regional Council.	No. Not relevant to the consideration of PC34.
1.9 To encourage the provision of information about the District's indigenous ecosystems, in order to increase the appreciation and understanding of the District's indigenous ecosystems by both residents and visitors.	No. The RPZ does not contain indigenous ecosystems.
1.10 To maintain and, if possible, enhance the survival chances of rare, vulnerable or endangered species in the District.	No. The RPZ does not contain rare, vulnerable or endangered species.
1.11 Encouraging the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna.	No. There are no areas of significant indigenous vegetation or significant habitats of indigenous fauna within the RPZ.
1.12 To maintain the site-specific, geological and geomorphological features that are of scientific importance.	No. Not relevant in the consideration of PC34.
1.13 To maintain or enhance the natural character and nature conservation values of the beds and margins of the lakes, rivers and wetlands.	No. This policy would be relevant at the time of any application for resource consent (with respect to Component [7] of PC34 regarding passenger ferry transport.
1.14 To consider taking appropriate esplanade reserves of adequate width to protect the natural character and nature conservation values around the margins of any of the District's rivers, lakes, wetlands and streams should any subdivision occur of small lots or any development for residential, recreational or commercial purposes.	No. PC34 does not involve the subdivision of land.
1.15 To identify areas, in co-operation with land occupiers and owners, the Regional Council, conservation and recreation organisations, for the setting aside of esplanade reserves or strips.	No. As above.
1.16 To encourage and promote the regeneration and reinstatement of indigenous ecosystems on the margins of lakes, rivers and wetlands.	No. While part of the RPZ (AA2a) is adjacent to the river margins, PC34 does not affect the manner by which this policy can be achieved.
1.17 To encourage the retention and planting of trees, and their appropriate maintenance.	No. Not relevant to the consideration of PC34 as this is a matter to be considered in any relevant resource consent.
1.18 To manage and protect the sensitive alpine environments by avoiding, remedying or mitigating any adverse effects of development.	No. Not relevant to the consideration of PC34 – the RPZ is not within a sensitive alpine environment.
1.19 To identify for inclusion in Appendix 5, areas of significant indigenous vegetation and significant habitats of indigenous fauna.	No. There are no areas of significant indigenous vegetation within the sites being considered.
1.20 That following the completion of a schedule of areas of significant indigenous vegetation and significant habitats of indigenous fauna, and its formal inclusion within the Plan, there will be a review of site standards (a) (i), (ii) and (iii) of Rule 5.3.5.1(x) to determine whether or not these standards within the Rule are required in all the circumstances	No. As above.

Objective 2: Air Quality

Objective	Relevance
<i>The maintenance and improvement of air quality</i>	No. This is a resource consent matter and is not relevant to the subject matter of PC34.
Policies	Relevance
<i>2.1 To ensure that land uses in both rural and urban areas are undertaken in a way which does not cause noxious, dangerous, offensive or objectionable emissions to air.</i>	No. As above.

Part 4.2 - Landscape and visual amenity

Objective	Relevance
<i>Subdivision, use and development being undertaken in the District in a manner which avoids, remedies or mitigates adverse effects on landscape and visual amenity values.</i>	Yes , but limited relevance given that the RPZ is an existing urban zone. Some relevance to Component [2] of PC34.
Policies	Relevance
<p>1. <i>Future Development</i></p> <p>(a) <i>To avoid, remedy or mitigate the adverse effects of development and/or subdivision in those areas of the District where the landscape and visual amenity values are vulnerable to degradation.</i></p> <p>(b) <i>To encourage development and/or subdivision to occur in those areas of the District with greater potential to absorb change without detracting from landscape and visual amenity values.</i></p> <p>(c) <i>To ensure subdivision and/or development harmonises with local topography and ecological systems and other nature conservation values as far as possible.</i></p>	Yes , but limited relevance to an existing urban zone. The RPZ is suitable for development without detracting from landscape and visual amenity values.
<p>2. <i>Outstanding Natural Landscapes (District-wide/Greater Wakatipu)</i></p> <p>(a) <i>To maintain the openness of those outstanding natural landscapes and features which have an open character at present.</i></p> <p>(b) <i>To avoid subdivision and development in those parts of the outstanding natural landscapes with little or no capacity to absorb change.</i></p> <p>(c) <i>To allow limited subdivision and development in those areas with higher potential to absorb change.</i></p> <p>(d) <i>To recognise and provide for the importance of protecting the naturalness and enhancing amenity values of views from public roads.</i></p>	Yes . The RPZ is not located within an ONL however the RG area (Component [2]) is located within the ONL(WB).
<p>3. <i>Outstanding Natural Landscapes (Wakatipu Basin)</i></p> <p>(a) <i>To avoid subdivision and development on the outstanding natural landscapes and features of the Wakatipu Basin unless the subdivision and/or development will not result in adverse effects which will be more than minor on:</i></p> <p>(i) <i>Landscape values and natural character; and</i></p> <p>(ii) <i>Visual amenity values</i></p> <p>- <i>recognising and providing for:</i></p> <p>(iii) <i>The desirability of ensuring that buildings and structures and associated roading plans and boundary developments have a visual impact which will be no more than minor, which in the context of the landscapes of the Wakatipu basin means reasonably difficult to see;</i></p> <p>(iv) <i>The need to avoid further cumulative deterioration of the Wakatipu basin's outstanding natural landscapes;</i></p> <p>(v) <i>The importance of protecting the naturalness and enhancing the amenity values of views from public places and public roads.</i></p>	Yes . As above, for Component [2] only.

<p>(vi) The essential importance in this area of protecting and enhancing the naturalness of the landscape.</p> <p>(b) To maintain the openness of those outstanding natural landscapes and features which have an open character at present.</p> <p>(c) To remedy or mitigate the continuing effects of past inappropriate subdivision and/or development.</p>	
<p>4. Visual Amenity Landscapes</p> <p>(a) To avoid, remedy or mitigate the adverse effects of subdivision and development on the visual amenity landscapes which are:</p> <ul style="list-style-type: none"> • highly visible from public places and other places which are frequented by members of the public generally; and • visible from public roads. <p>(b) To mitigate loss of or enhance natural character by appropriate planting and landscaping.</p> <p>(c) To discourage linear tree planting along roads as a method of achieving (a) or (b) above.</p>	No. PC34 does not affect land within a Visual Amenity Landscape.
<p>5. Outstanding Natural Features</p> <p>To avoid subdivision and/or development on and in the vicinity of distinctive landforms and landscape features, including:</p> <p>(a) in Wakatipu; the Kawarau, Arrow and Shotover Gorges; Peninsula, Queenstown, Ferry, Morven and Slope hills; Lake Hayes; Hillocks; Camp Hill; Mt Alfred; Pig, Pigeon and Tree Islands;</p> <p>- unless the subdivision and/or development will not result in adverse effects which will be more than minor on:</p> <ul style="list-style-type: none"> (i) Landscape values and natural character; and (ii) Visual amenity values <p>- recognising and providing for:</p> <ul style="list-style-type: none"> (iii) The desirability of ensuring that buildings and structures and associated roading plans and boundary developments have a visual impact which will be no more than minor in the context of the outstanding natural feature, that is, the building etc is reasonably difficult to see; (iv) The need to avoid further cumulative deterioration of the outstanding natural features; (v) The importance of protecting the naturalness and enhancing the amenity values of views from public places and public roads; (vi) The essential importance in this area of protecting and enhancing the naturalness of the landscape. 	No. PC34 does not affect any outstanding natural feature.
<p>6. Urban Development</p> <p>(a) To avoid new urban development in the outstanding natural landscapes of Wakatipu basin.</p> <p>(b) To discourage urban subdivision and development in the other outstanding natural landscapes (and features) and in the visual amenity landscapes of the district.</p> <p>(c) To avoid remedy and mitigate the adverse effects of urban subdivision and development where it does occur in the other outstanding natural landscapes of the district by:</p> <ul style="list-style-type: none"> - maintaining the open character of those outstanding natural landscapes which are open at the date this plan becomes operative; - ensuring that the subdivision and development does not sprawl along roads. <p>(d) To avoid remedy and mitigate the adverse effects of urban subdivision and development in visual amenity landscapes by avoiding sprawling subdivision and development along roads.</p>	No. PC34 does not affect any VAL or ORL. The Rural General land is within an ONL (WB) but PC34 Component [2] does not enable new urban development on this land (AA2a).
<p>7. Urban Edges</p> <p>To identify clearly the edges of:</p> <ul style="list-style-type: none"> (a) Existing urban areas; (b) Any extensions to them; and (c) Any new urban areas <ul style="list-style-type: none"> • by design solutions and to avoid sprawling development along the roads of the district. 	Yes , but limited relevance as PC34 does not affect the urban edge as the RPZ is an existing urban zone.

<p>8. <i>Avoiding Cumulative Degradation</i> <i>In applying the policies above the Council's policy is:</i> <i>(a) to ensure that the density of subdivision and development does not increase to a point where the benefits of further planting and building are outweighed by the adverse effect on landscape values of over domestication of the landscape.</i> <i>(b) to encourage comprehensive and sympathetic development of rural areas.</i></p>	<p>No. The RPZ is an existing urban zone. Component [2], which affects RG land, does not enable subdivision or development that could lead to domestication of any kind.</p>
<p>9. <i>Structures</i> <i>To preserve the visual coherence of:</i> <i>(a) outstanding natural landscapes and features and visual amenity landscapes by:</i></p> <ul style="list-style-type: none"> • <i>encouraging structures which are in harmony with the line and form of the landscape;</i> • <i>avoiding, remedying or mitigating any adverse effects of structures on the skyline, ridges and prominent slopes and hilltops;</i> • <i>encouraging the colour of buildings and structures to complement the dominant colours in the landscape;</i> • <i>encouraging placement of structures in locations where they are in harmony with the landscape;</i> • <i>promoting the use of local, natural materials in construction.</i> <p><i>(b) visual amenity landscapes</i></p> <ul style="list-style-type: none"> • <i>by screening structures from roads and other public places by vegetation whenever possible to maintain and enhance the naturalness of the environment; and</i> <p><i>(c) All Rural Landscapes by</i></p> <ul style="list-style-type: none"> • <i>limiting the size of signs, corporate images and logos</i> • <i>providing for greater development setbacks from public roads to maintain and enhance amenity values associated with the views from public roads.</i> 	<p>No. PC34 affects land within an ONL (Component [2]), although the proposed provisions (AA2a of the RPZ) do not readily enable structures; in any case the land is unformed legal road.</p>
<p>10. <i>Utilities</i> <i>To avoid, remedy or mitigate the adverse effects of utilities on the landscapes of the district by:</i></p> <ul style="list-style-type: none"> • <i>avoiding siting utilities in outstanding natural landscapes or features in the Wakatipu Basin (except on Slope Hill in the vicinity of the current utilities)</i> • <i>encouraging utilities to be sited away from skylines, ridgelines, prominent locations, and landscape features</i> • <i>encouraging utilities to be co-located wherever possible</i> • <i>encouraging utilities to be located along the edges of landforms and vegetation patterns</i> • <i>encouraging or requiring the alignment and/or location of utilities to be based on the dominant lines in the landscape</i> • <i>requiring that structures be as unobtrusive as is practicable with forms appropriate for the landscape and finished in low reflective colours derived from the background landscape</i> • <i>requiring that transmission lines (where technically and economically feasible) be placed underground.</i> 	<p>No. Utilities are managed through a separate section of the DP, and therefore the consideration of PC34 will not alter the ability to achieve this policy.</p>
<p>11. <i>Forestry and Amenity Planting</i> <i>Subject to policy 16, to maintain the existing character of openness in the relevant outstanding natural landscapes and features of the district by:</i> <i>(a) encouraging forestry and amenity planting to be consistent with patterns, topography and ecology of the immediate landscape.</i> <i>(b) encouraging planting to be located so that vegetation will not obstruct views from public roads and to discourage linear planting near boundaries of public roads.</i></p>	<p>No. PC34 does not affect forestry or amenity planting. The policy is likely to be relevant to any resource consent application involving AA2a.</p>

<p>12. <i>Transport Infrastructure</i> <i>To preserve the open nature of the rural landscape by:</i></p> <ul style="list-style-type: none"> • <i>encouraging the location of roads, car parks and tracks along the edges of existing landforms and vegetation patterns.</i> • <i>encouraging shoreline structures, such as jetties, to be located only where they are visually contained by the topography, e.g. coves or bays.</i> • <i>by encouraging imaginative roading designs including a range of carriageway widths, different surface materials, grass berms and protection of existing mature trees where these can enhance the quality of design and the visual experience.</i> • <i>discouraging roads and tracks on highly visible slopes.</i> • <i>requiring that all construction be with minimum cut and fill batters and that all batters be shaped in sympathy with, existing landforms.</i> • <i>requiring that all disturbed areas be revegetated at the end of construction.</i> • <i>encouraging where appropriate car parks to be screened from view.</i> • <i>requiring the adverse effects of large expanses of hard surface car parks be avoided by planting and earthworks.</i> 	<p>No. Any shoreline structure as part of Component [7] will be subject to future resource consent application.</p>
<p>13. <i>Mining</i> <i>To maintain the rural or natural qualities of the landscape by:</i></p> <ul style="list-style-type: none"> • <i>placing a limit on the size of the open area of any quarry, landfill site, refuse dump, or extraction site.</i> • <i>encouraging the activity in suitable areas away from any visually sensitive locations.</i> • <i>requiring that the area be progressively restored during the life of the operation.</i> • <i>controlling the form of the open area and of any waste heaps or long term stockpiles to ensure that they are compatible with the forms in the landscape.</i> • <i>requiring restoration to be finished to a contour sympathetic to the surrounding topography and revegetated with a cover appropriate for the site and setting.</i> 	<p>No. PC34 does not relate to mining.</p>
<p>14. <i>Soil Conservation Planting</i> <i>To minimise any adverse effects on the visual amenity by:</i></p> <ul style="list-style-type: none"> • <i>encouraging the use of a limited range of species for soil conservation and planting.</i> • <i>encouraging the use of existing native species for soil conservation and planting.</i> 	<p>No. Any soil conservation planting necessary would be the subject of conditions of any relevant resource consent application.</p>
<p>15. <i>Retention of existing vegetation</i> <i>To maintain the visual coherence of the landscape and to protect the existing levels of natural character by:</i> <i>(a) Encouraging the retention of existing indigenous vegetation in gullies and along watercourses;</i> <i>(b) Encouraging maintenance of tussock grass-lands and other nature ecosystems³ in outstanding natural landscapes.</i> ³ <i>to Section 4.1 on nature conservation values.</i></p>	<p>No. The RPZ or RG land affected by PC34 do not contain significant indigenous vegetation or tussock grasslands, and any retention, maintenance or enhancement would be the subject of resource consent conditions.</p>
<p>16. <i>Wilding Trees</i> <i>To minimise the adverse effect of wilding trees on the landscape by:</i></p> <ul style="list-style-type: none"> • <i>supporting and encouraging co-ordinated action to control existing wilding trees and prevent further spread.</i> 	<p>No. Not relevant to the consideration of the PC34. This is a relevant assessment matter for certain resource consents.</p>
<p>17. <i>Land use</i> <i>To encourage land use in a manner which minimises adverse effects on the open character and visual coherence of the landscape.</i></p>	<p>Yes. This is relevant in that the RPZ, and PC34, consolidate an existing urban zone and assist in minimising pressure on other areas to accommodate growth, and resultant effects on open character and visual coherence of the landscape.</p>

Part 4.3- Takata Whenua

The Cultural Values Report ([ANNEXURE K](#)) for the Frankton Flats does not identify any sites of cultural significance within this area.

Objective	Relevance
<p><i>Objective 1- Kaitiakitanga</i> <i>Recognition and provision for the role of Kai Tahu as customary Kaitiaki in the District.</i></p>	No. While recognition and provision for the role of Kaitiaki is important, it is not relevant to determining the most appropriate location for LFR activities, nor the other matters promoted by PC34, particularly given that a Cultural Values Report has been provided which identifies that the Frankton Flats area (including RPZ) does not contain any cultural values of significance.
Policies	Relevance
<p><i>1.1 To ensure the kaitiaki role of iwi, via the appropriate Runanga, is achieved through on-going consultation on policy development relating to the natural and physical resources of the District.</i></p>	No. While the consultation process must ensure involvement of the Runanga, this is not a relevant consideration when determining the matters promoted by PC34.
<p><i>1.2 To incorporate communication protocols for ensuring appropriate kaitiaki runanga are consulted on all relevant cultural matters in the District in accordance with Section 93 of the Act.</i></p>	No. Not relevant to the consideration of the PC34.
<p><i>1.3 To recognise the "Kai Tahu Ki Otago: Natural Resource Management Plan" as a resource which can form the basis for consultation between Kai Tahu Runanga and Council (Section 74 of the Act).</i></p>	No. While the Natural Resource Management Plan is taken into account when considering the PC34, (refer to Section 4.1 of the Section 32 Evaluation, ANNEXURE E) this Policy is not relevant given that it refers to the consultation to be undertaken; this does not affect the consideration of alternative zoning options.
Objective	Relevance
<p><i>Objective 2- Cultural Propriety rights</i> <i>The use and interpretation of Tribal history remaining under the kaitiakitanga of iwi, Kai Tahu.</i></p>	No. Not relevant to the consideration of the PC34.
Policies	Relevance
<p><i>2.1 To undertake consultation with the appropriate Kai Tahu authority or Runanga, when matters of interpretation of Kai Tahu histories for either commercial or public use are being considered.</i></p>	No. The consideration of the PC34 does not involve matters of interpretation of Kai Tahu histories for either commercial or public use.
Objective	Relevance
<p><i>Objective 3 - Waahi Tapu and Waahi Taoka</i> <i>Recognition and protection of places of burial, other waahi tapu, and all waahi taoka, as places of cultural and traditional importance to Kai Tahu.</i></p>	No. There are no known waahi tapu or waahi taoka within or near the Site. It is noted however that the earthworks provisions of the Plan require that the accidental discovery protocol is implemented should any remains be found during excavation and this would be managed through the resource consent process by conditions of consent. Accordingly, this does not affect the consideration of PC34.
Policies	Relevance
<p><i>3.1 To recognise waahi tapu and waahi taoka, and protect them from disturbance and interference from modification through earthworks, mining, and other development</i></p>	No. As above.
<p><i>3.2 Should any koiwi takata (Maori bone remains) be unearthed, to implement procedures for the management of such finds and unearthings consistent with the Kai Tahu policy for the management of koiwi takata.</i></p>	No. The earthworks provisions apply in such situations, and would not be affected by consideration of PC34.
<p><i>3.3 To establish appropriate communication contact points between the Council and the kaitiaki runanga for the District to ensure information and consultation occurs.</i></p>	No. Not relevant to the consideration of PC34.
<p><i>3.4 To recognise cultural sites where traditional stone resources, such as pounamu, were collected as waahi tapu</i></p>	No. No such cultural sites are recorded within the Site.

3.5 To make provision for the use of the site location tables in the Kai Tahu ki Otago: Natural Resource Management Plan in the management and protection of waahi tapu.	No. Not relevant to the consideration of PC34.
3.6 To develop a listing of waahi taoka known to iwi in consultation with relevant Kai Tahu runanga.	No. As above.
Objective	Relevance
Objective 4 Mahika Kai 1 The retention of the high quality of the mountain waters, and the retention and improvement of the water quality of the tributaries and water bodies of the District through appropriate land management and use. 2 The limitation of the spread of weeds, such as wilding trees.	No. This objective is not relevant when considering zoning options as PC34 does not directly affect water quality. The limitation of the spread of weeds is not a relevant matter for consideration of PC34 – this matter is a resource consent issue and there are relevant assessment matters within the RPZ rules that relate to this issue.
Policies	Relevance
4.1 To recognise, by Council policy and decision-making, the importance of mahika kai to the culture and relationship Kai Tahu share with the indigenous resources traditionally gathered in the District.	No. PC34 does not affect water resources.
4.2 To adopt performance standards for land use activities, including mining, which minimise their adverse effects on the landscape.	No. Not relevant to the consideration of PC34.
4.3 To encourage the protection of indigenous ecosystems, by assisting in the provision of information to the community, recreationalists, land managers and local landholder groups concerning the location of significant areas of indigenous vegetation and habitat and the appropriateness of land management practices.	No. There are no indigenous ecosystems including indigenous vegetation or habitat located within the subject areas.
4.4 To encourage land uses and management practices which ensure the vegetation cover is maintained in order to assist in sustaining the life supporting capacity of the soil.	No. For the most part, PC34 land subject to this consideration has been used for agricultural purposes and is within an existing urban zone.
4.5 To encourage control of noxious plants.	No. Not relevant to the consideration of PC34.
4.6 To encourage fish enhancement programmes that lead to the restocking of indigenous fish species in the lakes and rivers of the District.	No. Not relevant to the consideration of PC34.
4.7 To promote the monitoring and development of measures that control the spread of harmful organisms through the waters of the District	No. Not relevant to the consideration of PC34.
4.8 To maintain and enhance public access to the District's public forests and lakes and rivers and wetlands, having regard to their traditional importance as mahika kai.	No. Not relevant to the consideration of PC34.
Objective	Relevance
Objective 5- Wai (Water) The management of the land resource and associated waste discharges in such a way as to protect the quality and quantity of water in the District to a standard consistent with the human consumption of fish, swimming and protects the mauri (life force) of the lakes and rivers.	No. Development enabled by PC34 would be connected to the reticulated water and sewage systems of the District. Stormwater, although ultimately intended to be discharged to Kawarau River would be managed through the resource consent process to ensure the quality of the water is not compromised.
Policies	Relevance
5.1 To recognise the importance of the concept of mauri (life force) as it applies to lakes and rivers.	No. PC34 does not affect water resources.
5.2 In the development and upgrading of public sewage treatment and disposal systems and in the development of new and extended settlements.	No. While the sewage, water and stormwater systems will require upgrading to provide for the additional development being considered, this is not relevant to the consideration of the PC34.
5.3 To adopt performance standards or require resource consents for land use activities, including mining, in order to minimise the adverse effects on the quality of the District's water resources and associated habitat.	No. Not relevant to the consideration of the PC34.
5.4 To encourage, where appropriate, the creation and enhancement of wetlands.	No. PC34 does not affect any wetland.

Objective	Relevance
<i>Objective 6- Repo Raupo (wetlands) The maintenance and enhancement of existing wetlands and their re-establishment, where practicable.</i>	No. PC34 does not affect any wetland.
Policies	Relevance
6.1 <i>To recognise the important part wetlands play in maintaining the health of lakes and rivers and habitat for plant and fish life.</i> 6.2 <i>To encourage the re-establishment of wetlands where practicable.</i>	No. As above.
Objective	Relevance
<i>Objective 7- Ingoa Rarangi (Place Names) The continued and enhanced use of traditional kai tahu place names as an educational resource to explain the cultural and historical relationship of kai tahu to the environment.</i>	No. Consideration of place names is not relevant to consideration of zoning, and the subject matter of PC34.
Policies	Relevance
7.1 <i>When the use of the Maori language is being considered for streets or places, to consult and involve Kai Tahu in the process.</i>	No. As above.
7.2 <i>To broaden the interpretation of "heritage" values to include traditional Maori place names.</i>	No. As above.
7.3 <i>To give consideration to the recognition of traditional place names.</i>	No. As above.
Objective	Relevance
<i>Objective 8- Rakau (trees) The protection of specific native trees that are of cultural importance to kai tahu.</i>	No. The cultural values report does not identify any specific native trees of cultural importance within the Frankton Flats.
Policies	Relevance
8.1 <i>To recognise that some specific native tree or trees may be of cultural significance to Kai Tahu.</i>	No. As above.
Objective	Relevance
<i>Objective(s) 9- Protection of water resources</i> 1. <i>The collection, treatment, storage and disposal of wastes in a way that minimizes the adverse effects on the natural resources of the District</i> 2. <i>Minimising the quantities of waste requiring disposal within the District</i> 3. <i>To continue to implement programmes to reduce the discharge of untreated or partially treated waste to lakes and rivers.</i> 4. <i>To avoid, remedy or mitigate the adverse effects of eutrophication.</i>	No. This is not relevant to the consideration of the PC34; given that the ability to achieve this policy is not affected by the different options being considered.
Policies	Relevance
9.1 <i>To consult with the appropriate Kai Tahu Runanga when developing waste management strategies for the District.</i> 9.2 <i>To ensure all waste is treated to a high standard.</i> 9.3 <i>To recognise and promote land use regimes that do not contribute to the eutrophication of the District's lakes and rivers.</i>	No. PC34 does not involve the development of waste management strategies and the ability to achieve this policy is not affected by the different options being considered.

Part 4.4 – Open space and recreation

Objective	Relevance
<p><i>Objective 1- Provision of Reserves</i> <i>Avoid, remedy or mitigate the adverse effects on public open spaces and recreational areas from residential growth and expansion, and from the development of visitor facilities.</i></p>	<p>No. Protecting open space/recreational areas from residential growth and visitor facilities is not relevant to PC34.</p>
Policies	Relevance
<p><i>1.1 To require provision of public open space and recreation reserves through subdivision and development by the imposition of development contributions via the Council's Long Term Community Plan Development Contributions Policy.</i> <i>(i) additional neighbourhood parks, District sportsfields and active recreation areas (including waterfront areas, walkways and cycle ways) needed as a result of additional household, visitor accommodation and business growth across the District,</i> <i>(ii) additional open space needed for visual relief and plantings among the built environment and for the leisure requirements of people to the District's town centres and business areas.</i></p> <p><i>1.2 To ensure that, where a subdivision or development creates a site on either side of Oban Street south of Mull Street a 5 metre wide strip of land shall be taken adjacent to the road (allowing for an accessway) as Local Purpose Reserve, except that:</i> <i>Where a Local Purpose Reserve has already been taken as part of a previous subdivision, no further land shall be taken from those sites as a part of any further subdivision or development</i> <i>And Where a beautification strip is provided within the Glenorchy Township Zone at the time of subdivision or development, the Council shall offset the value of this land against the development contribution payable under the Local Government Act 2002.</i></p>	<p>No. The consideration of PC34 does not include the subdivision or specific development of any land. The policy is more appropriately dealt with through the resource consent process.</p>
Objective	Relevance
<p><i>Objective 2- Environmental effects</i> <i>Recreational activities and facilities undertaken in a way which avoids, remedies or mitigates significant adverse effects on the environment or on the recreation opportunities available within the District.</i></p>	<p>No. This objective is not relevant to the PC34 land subject to this consideration. PC34 does not affect the ability of the RPZ to provide for recreation opportunities.</p>
Policies	Relevance
<p><i>2.1 To avoid, remedy or mitigate the adverse effects of commercial recreational activities on the natural character, peace and tranquility of the District.</i></p>	<p>No. PC34 does not propose to change any provisions as they relate to commercial recreation activities.</p>
<p><i>2.2 To ensure the scale and location of buildings, noise and lighting associated with recreational activities are consistent with the level of amenity anticipated in the surrounding environment.</i></p>	<p>No. The policy is not relevant to PC34.</p>
<p><i>2.3 To ensure the adverse effects of the development of buildings and other structures, earthworks and plantings in areas of open space or recreation on the District's outstanding natural features and landscapes or significant natural conservation values are avoided, remedied or mitigated.</i></p>	<p>No. As above.</p>
<p><i>2.4 To avoid, remedy or mitigate any adverse effects commercial recreation may have on the range of recreational activities available in the District and the quality of the experience of people partaking of these opportunities.</i></p>	<p>No. As above.</p>
<p><i>2.5 To ensure the development and use of open space and recreational facilities does not detract from a safe and efficient system for the movement of people and goods or the amenity of adjoining roads.</i></p>	<p>No. As above.</p>

2.6 To maintain and enhance open space and recreational areas so as to avoid, remedy or mitigate any adverse effects on the visual amenity of the surrounding environment, including its natural, scenic and heritage values.	No. As above.
2.7 To avoid, remedy or mitigate the adverse effects of commercial recreation activities on the District's indigenous vegetation.	No. As above.
Objective	Relevance
Objective 3- Effective use <i>Effective use and functioning of open space and recreational areas in meeting the needs of the District's residents and visitors.</i>	No. This is not relevant to the consideration of PC34.
Policies	Relevance
3.1 To recognise and avoid, remedy or mitigate conflicts between different types of recreational activities, whilst at the same time encouraging multiple use of public open space and recreational areas wherever possible and practicable.	No. As above.
3.2 To ascertain and incorporate the needs of communities by encouraging effective public participation in the design, development and management of public open space and recreational areas.	No. As above.
3.3 To encourage and support increased use of private open space and recreational facilities in order to help meet the recreational needs of the District's residents and visitors, subject to meeting policies relating to the environmental effects of recreational activities and facilities.	No. While PC34 modifies the boundaries of some of the activity areas, generally commercial recreation activities would be controlled activities (except for AA1) therefore the boundary changes are of little consequence in terms of restricting recreational facilities and activities on private land.
Objective	Relevance
Objective 4 - Esplanade Access <i>A level of public access to and along the District's rivers, lakes and wetlands, adequate to provide for the current and foreseeable recreational and leisure needs of residents and visitors to the District.</i>	Yes, for the part of the Site zoned Rural General that is adjacent to Kawarau River, but that land is unformed legal road and AA2a promotes public access.
Policies	Relevance
4.1 To negotiate access strips to lakes and rivers. 4.2 To acquire, where practicable, at the time of subdivision or other appropriate opportunity, esplanade reserves of adequate width to provide for public access and the protection of water quality and nature conservation values. 4.3 To take, where practicable, esplanade reserves of adequate width to provide for public access and the protection of conservation values along the margins of any of the District's lakes, wetlands, rivers and streams should any subdivision occur of lots of less than 4 hectares in area or any development for residential, recreational or commercial purposes. 4.4 To consider, where practicable, the setting aside of esplanade strips, for the purpose of public access, where practicable, whenever subdivision occurs of lots of more than 4 hectares in area, along the margins of lakes and rivers. 4.5 To have regard to any adverse effects along the margins of the District's lakes, rivers and wetlands when considering resource consents. 4.6 To recognise that public access to lakes and rivers in some exceptional circumstances may not always be possible, including access to areas of waahi tapu or areas of mahika kai value or access to defence areas during temporary military training activities.	No. Not relevant as these policies relate to the subdivision of land which is not a relevant matter for consideration.

4.7 To consider the need for vehicle parking at public access points along esplanade reserves, esplanade strips, marginal strips and access strips when the purpose of those reserves and strips is for public access or recreation and are adjacent to arterial roads.	
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Part 4.5- Energy

Objective	Relevance
Objective 1- Efficiency The conservation and efficient use of energy and the use of renewable energy resources.	Yes. PC34 better integrates and consolidates activities within the RPZ.
Policies	Relevance
1.1 To promote compact urban forms, which reduce the length of and need for vehicle trips and increase the use of public or shared transport.	Yes, as above.
1.2 To promote the compact location of community, commercial, service and industrial activities within urban areas, which reduce the length of and need for vehicle trips.	Yes, as above.
1.3 To encourage residential sites to be large enough to enable buildings to be constructed to take the greatest advantage of solar energy for heating, both active and passive.	No. PC34 does not affect the provisions for residential activities within the RPZ.
1.4 To control the location of buildings and outdoor living areas to reduce impediments to access to sunlight.	No. As above.
1.5 To encourage and support investigations into alternative and further public transport options both within the urban areas and throughout the District.	Yes. PC34 further promotes opportunities for river based public transport.
1.6 To promote increased awareness of the need for energy conservation and efficient use of energy resources, particularly solar energy, active and passive.	No. As above.
1.7 To encourage the use of energy efficient and non-air polluting heat sources in existing and new dwellings and workplaces (e.g. solar energy, effluent enclosed fireboxes).	No. The PC34 does not alter provisions for use of energy efficient materials.
1.8 To promote "carbon sinks" by encouraging the retention of remaining areas of indigenous forest vegetation and minimising the restrictions on the plantings of exotic trees to those necessary to avoid any significant adverse visual effects on the environment.	No. The site does not contain indigenous vegetation.
Objective	Relevance
Objective 2 - Hydro-Electricity Recognise existing hydro-electricity facilities and enable future hydro-electricity facilities to be considered while ensuring protection for the environmental quality and amenity values of the surrounding land resources, visual amenity, rivers and riverbeds.	No. This is not relevant to PC34.
Policies	Relevance
2.1 To recognise and protect the water and recreation resource of the major lakes and rivers in the District. 2.2 Subject to 1 above, and having regard to the important visual and recreational values of the major lakes and rivers, to recognise the strategic location of the District for the generation of hydro-electricity and to plan in a positive manner for existing and future activities related to electricity generation. 2.3 To make specific provision in the District Plan for the power stations and control structures at Lake Hawea, Roaring Meg (Kawarau River), Glenorchy and Wye Creek.	No. As above.

<p>2.4 To enable the establishment of hydro-electricity developments, subject to plan change and or resource consent procedures and taking into account:</p> <ul style="list-style-type: none"> • effects relating to the amenity, character and value of the water resource for other activities; • effects relating to the natural and physical environment; • the social and economic effects of energy development; • the provision of infrastructure to support energy developments; • the values of the takata whenua. 	
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Section 4.6- Surface of Lakes and Rivers

Objective	Relevance
<p>Recreational activities undertaken in a manner which avoids, remedies or mitigates, their potential adverse effects on:</p> <ul style="list-style-type: none"> • natural conservation values and wildlife habitats, • other recreational values, • public health and safety, • takata whenua values, and • general amenity values. 	<p>No. The consideration of recreational activities on the surface of lakes and rivers is not relevant to the consideration of PC34. In respect of river-based passenger transport, issues of nature conservation values, recreational values, takata whenua values, amenity values and in particular public health and safety, would be considered in detail in any resource consent application.</p>
Policies	Relevance
<p>1 To identify the different types of lakes and rivers in the District and the different recreational experiences offered by these lakes and rivers, in terms of:</p> <p>(a) outstanding natural characteristics, wild and scenic beauty, aesthetic coherence, biological diversity, ecosystem form, function and integrity, sense of isolation and recreational amenity;</p> <p>(b) multiple use and proximity to population centres.</p>	<p>No. As above.</p>
<p>2 To enable people to have access to a wide range of recreation experiences on the lakes and rivers, based on the identified characteristics and environmental limits of the various parts of each lake and river.</p>	<p>No. As above.</p>
<p>3 On each lake and river, to provide for the range of recreational experiences and activities which are most suited to and benefit from the particular natural characteristics.</p>	<p>No. As above.</p>
<p>4 To avoid or mitigate the adverse effects of frequent, large-scale or intrusive activities such as those with high levels of noise, vibration, speed and wash.</p>	<p>No. As above.</p>
<p>5 To avoid the adverse effects of motorised craft in areas of high passive recreational use, significant nature conservation values and wildlife habitat</p>	<p>No. As above.</p>
<p>6 To ensure that any controls that are imposed on recreational activities through the District Plan are certain, understandable and enforceable, given the transient nature of many of the people undertaking activities on the District's lakes and rivers and the brief, peak period of private recreational activity.</p>	<p>No. As above.</p>
<p>7 To avoid and protect the environment from the adverse noise effects of motorised watercraft.</p>	<p>No. As above.</p>
<p>8 To avoid the adverse effects of activities by discouraging their development on:</p> <ul style="list-style-type: none"> • Von, Lochy, Greenstone and Caples Rivers • Timaru Creek and Dingle Burn • Hunter River • Young River 	<p>No. As above.</p>
<p>9 To recognise the whitewater values of the District's lakes and rivers and, in particular, the values of the Kawarau River as one of the few remaining major unmodified whitewater rivers in New Zealand, and to support any measures to protect this characteristic of rivers.</p>	<p>No. The whitewater stretches of the Kawarau River are several kilometers downstream of the RPZ.</p>

<i>10 To protect the special qualities of the Clutha River upstream of Albert Town bridge and those recreational activities which benefit from those characteristics.</i>	No. As above.
<i>11 To reduce the adverse effects of noise and intrusion on the remote characteristics of the Dart/Rees tramping track and to retain safe operating conditions between river users on the upper reaches of the Dart River.</i>	No. As above.
<i>12 To avoid adverse effects on the public availability and enjoyment of the margins of the lakes and rivers.</i>	No. The change of zoning of the RG land to RPZ AA2a (Component [2]) does not affect public availability and enjoyment of the margin of the Kawarau River in this location.
<i>13 To ensure that the location, design and use of structures and facilities which pass across or through the surface of any lake and river or are attached to the bank of any lake and river, are such that any adverse effects on visual qualities, safety and conflicts with recreational and other activities on the lakes and rivers are avoided or mitigated.</i>	No. Component [7] of PC34 relates to public passenger transport, but the policy issues are more appropriately to be addressed at the resource consent stage.
<i>14 To ensure the availability of the Shotover River for private craft with regard to commercial operations and safety issues.</i>	No. The consideration of recreational activities on the surface of the Shotover River is not relevant to the consideration of PC34.
<i>15 To avoid unnecessary duplication of resource consent procedures between the District and Regional Councils.</i>	No. This is not a relevant matter for the consideration of PC34.
<i>16 To encourage the use and development of marinas and marina activities in a way which avoids and, where necessary, remedies and mitigates adverse effects resulting from marina activities on the environment.</i>	No. Component [7] of Pc34 recognises the opportunity for an additional ferry stopping point serving the RPZ however, the effects of the ferry stopping points would be considered at the resource consent stage.
<i>17 To ensure that the number of commercial boating operators and/or boats on waterbodies does not exceed levels where the safety of passengers cannot be assured.</i>	No. Navigational safety is very important but this issue is not directly affected by PC34; rather, it is a significant matter to be addressed at the resource consent stage.

Section 4.7- Solid and Hazardous Waste Management

Section 4.7 provides policy guidance for the management of waste within the District. In particular, it provides guidance for the Council in terms of providing appropriate facilities for the collection, disposal and storage of waste. These provisions are not relevant to the consideration of the PC34, given that the Council's work programme will not be altered as a result of the PC34.

Section 4.8- Natural Hazards

The following table identifies the policy provisions relating to natural hazards and identifies whether they are relevant to the consideration of the PC34.

Objective	Relevance
Objective 1- <i>Avoid or mitigate loss of life, damage to assets or infrastructure, or disruption to the community of the District, from natural hazards.</i>	No. None of the land subject to the PC34 is at significant risk from natural hazards.
Policies	Relevance
<i>1.1 To increase community awareness of the potential risk of natural hazards, and the necessary emergency responses to natural hazard events.</i>	No. Council initiatives to improve awareness will not be affected by a change in zoning.
<i>1.2 To continually develop and refine a hazards register in conjunction with the Otago Regional Council, as a basis for Council decisions regarding subdivision and building development.</i>	No. As above.
<i>1.3 In conjunction with the Otago Regional Council to continually assess the need for additional protection measures either through the District Plan or as protection works.</i>	No. As above.

1.4 To ensure buildings and developments are constructed and located so as to avoid or mitigate the potential risk of damage to human life, property or other aspects of the environment.	No. None of the land subject to PC34 is at significant risk from natural hazards.
1.5 To ensure that within the consent process any proposed developments have an adequate assessment completed to identify any natural hazards and the methods used to avoid or mitigate a hazard risk.	No. The PC34 does not change provisions as they relate to natural hazards.
1.6 To discourage subdivision in areas where there is a high probability that a natural hazard may destroy or damage human life, property or other aspects of the environment.	No. As above; None of the land subject to PC34 is at significant risk from natural hazards.
1.7 To avoid or mitigate the likelihood of destruction or damage to residential units and other buildings constructed or relocated into flood risk areas.	No. The PC34 does not involve the relocation of construction of buildings within a flood risk area.

Section 4.9- Urban Growth

Objective	Relevance
Objective 1- Natural Environment and Landscape Values <i>Growth and development consistent with the maintenance of the quality of the natural environment and landscape values.</i>	Yes. Consolidation of the existing urban zone assists in reducing pressure for growth in areas where the maintenance of the quality of the natural environment and landscape values are important.
Policies	Relevance
1.1 To ensure new growth occurs in a form which protects the visual amenity, avoids urbanisation of land which is of outstanding landscape quality, ecologically significant, or which does not detract from the values of margins of rivers and lakes.	Yes. The RPZ is already zoned for urban purposes and avoids urbanisation of such land.
1.2 To ensure growth does not adversely affect the life supporting capacity of soils unless the need for this protection is clearly outweighed by the protection of other natural or physical resources or important amenity values.	No. The RPZ is already zoned for urban activities.
Objective	Relevance
Objective 2: Existing urban areas and communities <i>Urban growth which has regard for the built character and amenity values of the existing urban areas and enables people and communities to provide for their social, cultural and economic wellbeing.</i>	Yes. The RPZ and PC34 enable wellbeing in this regard.
Policies	Relevance
2.1 To ensure new growth and development in existing urban areas takes place in a manner, form and location which protects or enhances the built character and amenity of the existing residential areas and small townships.	Yes. The RPZ and PC34 can ensure this.
2.2 To cluster growth of visitor accommodation in certain locations so as to preserve other areas for residential development.	No. PC34 does not affect visitor accommodation activities within the RPZ.
2.3 To protect the living environments of existing low-density residential areas by limiting higher density development opportunities within these areas.	No. Activity Area 1 of the RPZ contains existing low density residential development and the promoted provisions of PC34 do not affect this.
Objective	Relevance
Objective 3: Residential Growth <i>Provision for residential growth sufficient to meet the District's needs.</i>	No. RPZ is already a locality for significant residential growth. PC34 does not affect the RPZ's ability to provide for residential growth.

Policies	Relevance
3.1 To enable urban consolidation to occur where appropriate.	Yes. PC34 promotes urban consolidation.
3.2 To encourage new urban development, particularly residential and commercial development, in a form, character and scale which provides for higher density living environments and is imaginative in terms of urban design and provides for an integration of different activities, e.g. residential, schools, shopping.	Yes. PC34 promotes better integration of activities within the RPZ.
Objective	Relevance
Objective 4: Business Activity and Growth A pattern of land use which promotes a close relationship and good access between living, working and leisure environments.	Yes. PC34 better integrates urban activities within the RPZ.
Policies	Relevance
4.1 To promote town centres, existing and proposed, as the principal foci for commercial, visitor and cultural activities.	Yes. This policy is relevant to most components of PC34.
4.2 To promote and enhance a network of compact commercial centres which are easily accessible to, and meet the regular needs of, the surrounding residential environments.	Yes. This policy is relevant to most components of PC34.
4.3 To recognise and promote the established commercial character of the Commercial Precinct which contributes to its ability to undertake commercial, health care and community activities without adversely affecting the character and amenity of the surrounding environment.	Yes. This policy is relevant to most components of PC34.
Objective	Relevance
Objective 5: Visitor Accommodation Activities To enable visitor accommodation activities to occur while ensuring any adverse effects are avoided, remedied or mitigated.	No. PC34 does not affect the provisions that provide for visitor accommodation within the RPZ.
Policies	Relevance
5.1 To manage visitor accommodation to avoid any adverse effects on the environment.	No. As above. This is also more relevant to the consideration of a resource consent.
5.2 To avoid, remedy or mitigate adverse effects of letting of residential units for short-term accommodation on residential coherence and amenity through a registration process and standards.	No. As above.
5.3 To ensure that the costs and regulatory obligations of visitor accommodation activities are appropriately borne and complied with by visitor accommodation providers.	No. As above.
Objective	Relevance
Objective 6: Frankton Integrated and attractive development of the Frankton Flats locality providing for airport operations, in association with residential, recreation, retail and industrial activity while retaining and enhancing the natural landscape approach to Frankton along State Highway No. 6.	Yes. The RPZ is a major method for achieving this objective. Modifications to the RPZ must achieve this objective.
Policies	Relevance
6.1 To provide for the efficient operation of the Queenstown airport and related activities in the Airport Mixed Use Zone.	Yes. PC34 must ensure that the RPZ continues to provide for the efficient operation of the airport and the AMUZ.
6.2 To provide for expansion of the Industrial Zone at Frankton, away from State Highway No. 6 so protecting and enhancing the open space and rural landscape approach to Frankton and Queenstown.	Yes. Although PC34 does not involve or promote provisions for the existing Industrial Zone, the consideration of alternatives (FFS(B) zone) necessitates consideration of this policy.

Section 4.10- Earthworks

Section 4.10 provides policy guidance for the management of the effects of earthworks within the District. Earthworks are then managed through a series of rules throughout the Plan. Accordingly, these provisions are not relevant to the consideration of the PC34.

Section 4.11- Monitoring, Review and Enforcement

Section 4.11 guides the District Council in meeting the requirements of the RMA to monitor the effectiveness of DP provisions and resource consents. The policy provisions of this section are not relevant to the consideration of the PC34.

**PC34 – s32 EVALUATION – COMPONENT [1]
EVALUATION OF OPTIONS 4, 5 and 6 AGAINST THE RELEVANT
DISTRICT-WIDE OBJECTIVES AND POLICIES OF THE DISTRICT PLAN**

The following table identifies the Part 4 District-wide objectives and policies that are relevant to the consideration of Plan Change 34. The “shortlisted” options (as evaluated in parts 4 and 5 of [ANNEXURE E](#)), are evaluated in terms of their effectiveness in achieving each objective or policy. The options are:

- **Option 4:** expanded LFR within the RPZ and **Option 5:** LFR in the AMUZ; and
- **Option 6:** LFR in the FFSZ(B) (provisions of the Council Decision, version October 2009)

Objective / policy of Part 4 of the District Plan	Option 6: LFR in the FFSZ(B)	Options 4 and 5: expansion of AA5 of the RPZ within the RPZ (Option 4) and into part of the AMUZ (Option 5)
<i>Part 4.2 - Landscape and Visual amenity</i>		
<p>Objective: <i>Subdivision, use and development being undertaken in the District in a manner which avoids, remedies or mitigates adverse effects on landscape and visual amenity values.</i></p>	<p>The FFS(B) is a proposed urban zone and is suitable for development subject to configuration of development and the bulk and location of buildings, with respect to the effects of development on landscape and visual amenity values.</p> <p>The FFS(B) zone is located adjacent to the main entrance to Queenstown. The policy provisions in the Zone recognise the importance of this view corridor, for instance, Policy 1.1 reads:</p> <p style="padding-left: 20px;"><i>To ensure a buffer area is maintained between SH6 and any built development so that views are maintained. To give primacy to the protection of the significant landscape values and views of the landscape as they relate to this land.</i></p> <p>The specific landscape and visual amenity issues that are likely to influence the final location and form of development include:</p> <ul style="list-style-type: none"> • The entrance to Queenstown; • The potential impact on key vistas from SH6 to iconic landscapes; • Management of their effects in relation to other uses. <p>Overall, subject to these issues and location and form of development being confirmed, the FFS(B) zone can provide for future growth where it can be absorbed without causing adverse effects on landscape and visual amenity values.</p> <p>Partially effective</p>	<p>This policy has limited relevance as the RPZ is an existing urban zone, and the AMUZ provides for large scale buildings and non-rural activities.</p> <p>PC34 will expand the existing retail and commercial area to the north and east but does not change the existing heights of buildings allowed in these activity areas, and under the same rules and assessment matters for built development.</p> <p>The existing controlled activity rules and site and zone standards for the RPZ would be applied to any new development within AA5, (including the former AMUZ portion), ensuring that any potential adverse effects can be avoided, remedied or mitigated, and are effective in achieving the objective.</p> <p>Effective</p>

<p>Policy 1: Future Development</p>		
<p>(a) To avoid, remedy or mitigate the adverse effects of development and/or subdivision in those areas of the District where the landscape and visual amenity values are vulnerable to degradation.</p>	<p>There are known landscape and visual amenity values that could be affected by development within the FFS(B) (some of which are identified above) however, subject to these issues and location and form of development being confirmed the FFS(B) can provide for future growth in a manner that can avoid, remedy or mitigate any adverse effects on landscape and visual amenity values which are vulnerable to degradation.</p> <p>Partially effective</p>	<p>As per above, this policy has limited relevance as the RPZ is an existing high density urban zone suitable for the intended development and avoids adverse effects on landscape and visual amenity values that are vulnerable to degradation.</p> <p>Effective</p>
<p>(b) To encourage development and/or subdivision to occur in those areas of the District with greater potential to absorb change without detracting from landscape and visual amenity values.</p>	<p>The FFS(B) is an urban zone and subject to the identified issues (above) and location and form of development being confirmed, the FFS(B) zone can provide for future growth where it has the potential to be absorbed without significantly detracting from landscape and visual amenity values.</p> <p>Partially effective</p>	<p>Encouraging consolidation of commercial development within the RPZ is effective in achieving this Policy, as the RPZ is an existing urban zone and the changes will not detract from landscape and visual amenity values.</p> <p>Effective</p>
<p>(c) To ensure subdivision and/or development harmonises with local topography and ecological systems and other nature conservation values as far as possible.</p>	<p>There are limited ecological values contained within the FFS(B), and the site is flat.</p> <p>Development can harmonise with the local topography.</p> <p>Effective</p>	<p>There are limited ecological values contained within the RPZ. Future buildings enabled by the PC34 will be contained within the local topography, as is the case with the existing development.</p> <p>Effective</p>
<p>Policy 7: Urban Edges</p> <p>To identify clearly the edges of:</p> <p>(a) Existing urban areas;</p> <p>(b) Any extensions to them; and</p> <p>(c) Any new urban areas</p> <p>• by design solutions and to avoid sprawling development along the roads of the district.</p>	<p>The FFS(B) zone is bounded by the industrial zone to the east, the airport to the south, the Frankton Flats (A) site and the Queenstown Events Centre to the west, and SH6 to the north. SH6 separates the site from existing rural/rural residential land sited on its northern side. Accordingly, the FFS(B) is essentially within an urban edge.</p> <p>Final design solutions are needed to ensure that development does not appear to sprawl along SH6, given the existing development on either side of the site.</p> <p>Effective</p>	<p>PC34 does not affect urban edges. The RPZ is an existing urban zone.</p> <p>Effective</p>
<p>Policy 8: Avoiding Cumulative Degradation</p> <p>In applying the policies above the Council's policy is:</p> <p>(a) to ensure that the density of subdivision and development does not increase to a point where the benefits of further planting and building are outweighed by the adverse effect on landscape values of over domestication of the landscape.</p> <p>(b) to encourage comprehensive and sympathetic development of rural areas</p>	<p>The FFS(B) is a proposed urban zone that is intended to accommodate growth in many economic sectors. Subject to location and form controls that are yet to be determined, development within the zone is likely to be appropriate from a landscape perspective. The development has the potential to be comprehensive and sympathetic.</p> <p>Partially Effective</p>	<p>PC34 primarily amends internal boundaries within the RPZ, while retaining most of the external boundaries and existing provisions. The RPZ can absorb urban development, and ensures that development is undertaken in a comprehensive manner.</p> <p>The area within which additional development is proposed can absorb development from a landscape perspective.</p> <p>Effective</p>

<p>Policy 17: Land use</p> <p><i>To encourage land use in a manner which minimises adverse effects on the open character and visual coherence of the landscape.</i></p>	<p>The FFS(B) is a proposed urban zone and, subject to the location and form of development being confirmed, the FFSZ(B) zone can provide for future growth where adverse effects on the open character and visual coherence of the landscape can be minimised.</p> <p>Partially effective</p>	<p>The RPZ is an existing high density urban zone. Development of the zone decreases pressure for development in other areas which have open character and more valuable visual coherence.</p> <p>Effective</p>
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Objective/Policy of Part 4 of the District Plan	Option 6: LFR in the FFSZ/FFSZ(B)	Options 4 and 5: expansion of AA5 of the RPZ within the RPZ (Option 4) and into part of the AMUZ (Option 5)
Part 4.5.3 Energy		
<p>Objective 1- Efficiency</p> <p><i>The conservation and efficient use of energy and the use of renewable energy resources.</i></p>	<p>Policy 4(4.4) of the FFS(B) recognises the need to provide for solar aspect. Likewise, Policy 4.8 reads:</p> <p><i>To attain benchmark energy efficiency goals throughout the entire development.</i></p> <p>Policy 2.10 reads:</p> <p><i>To require all development to adopt energy efficient design.</i></p> <p>The matters over which control is reserved for buildings includes:</p> <p><i>Solar orientation and orientation of buildings in relation to the prevailing winds and sunlight.</i></p> <p>These are effective in achieving the objective.</p> <p>PC19 seeks to promote an integrated comprehensive urban zone, with a wide mix of uses and with transport efficiencies.</p> <p>Effective</p>	<p>PC34 retains the RPZ provisions relating to solar aspect and design, and by enabling LFR, the PC34 assists in creating a Zone that provides for energy efficiency through creating a walkable, live-work environment where commercial activities are consolidated.</p> <p>This consolidation results in a more efficient urban form because of increased opportunities for multi-purpose trips as well as efficiencies in terms of infrastructure.</p> <p>PC34 will enable further LFR activity to complement the existing LFR and other retail in the commercial retail centre and will provide further employment opportunities in reasonable proximity to existing and future residential and community activities.</p> <p>Overall, PC34 better integrates activities within the RPZ leading to better energy efficiency.</p> <p>Effective</p>
<p><i>Policy 1.1: To promote compact urban forms, which reduce the length of and need for vehicle trips and increase the use of public or shared transport.</i></p>	<p>The FFS(B) promotes a compact urban form and, subject to the final form and location of development being confirmed, has the potential to reduce the length and need for vehicle trips and increase the use of public or shared transport.</p> <p>Effective</p>	<p>PC34 provides additional land to meet a strong demand for LFR and greater live-work opportunities in the adjoining activity areas. This builds on the services already provided within the Zone, ensuring that it is truly a live-work destination, and that land uses intensify within an existing zone, consolidating uses and thereby creating transport efficiencies.</p> <p>Overall, PC34 better provides for the consolidation and integration of commercial development within a compact urban zoned area, with improved transportation efficiencies.</p> <p>Effective</p>

<p><i>Policy 1.2: To promote the compact location of community, commercial, service and industrial activities within urban areas, which reduce the length of and need for vehicle trips.</i></p>	<p>The FFS(B) provides for a range of activities, including services, industrial, commercial and community activities in a compact urban form, subject to the final form and location of development, and can assist in promoting transportation efficiencies.</p> <p>Effective</p>	<p>PC34 is a reconfiguration and consolidation of an existing and established centre. The plan change promotes further LFR activity to complement the existing LFR and other retail and commercial activities within the commercial retail centre.</p> <p>Providing for future growth for LFR and live-work opportunities within an area already providing key facilities and activities better achieves compact urban form.</p> <p>Overall, PC34 provides for the consolidation of commercial development within a compact urban zoned area, creating efficiencies in terms of transportation.</p> <p>Effective</p>
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Objective/Policy of Part 4 of the District Plan	Option 6: LFR in the FFSZ/FFSZ(B)	Options 4 and 5: expansion of AA5 of the RPZ within the RPZ (Option 4) and into part of the AMUZ (Option 5)
<p>Part 4.9.3 Urban Growth</p>		
<p>Objective 1: Growth and development consistent with the maintenance of the quality of the natural environment and landscape values</p>	<p>The FFS(B) is a proposed urban zone that provides for some future LFR growth and subject to the location and form of development being confirmed, the FFS(B) zone can accommodate future growth in a manner that maintains the quality of the natural environment and landscape values.</p> <p>Partially effective</p>	<p>The RPZ is an existing high density urban zone. PC34 increases the capacity of the RPZ to accommodate future LFR growth. The site into which additional development potential would be provided is not sensitive in landscape terms, and any development will maintain the quality of the natural environment and landscape values.</p> <p>Effective</p>
<p><i>Policy 1.1: To ensure new growth occurs in a form which protects the visual amenity, avoids urbanisation of land which is of outstanding landscape quality, ecologically significant, or which does not detract from the values of margins of rivers and lakes.</i></p>	<p>PC19 proposes development within a key location at the entrance to Queenstown. The importance of this site from a visual amenity perspective is recognised in the proposed resource management issues, which read:</p> <p><i>Frankton Flats is located in a wider area of high landscape value. Development of Frankton Flats must enhance the quality of the approach to Queenstown ...The Frankton Flats is located in the foreground to Queenstown iconic mountain range, the Remarkables ... it is important that development within the Frankton Flats Zone is subservient to the landscape.</i></p> <p>Subject to the location and form of development, the FFS(B) zone can provide for future growth where it can protect visual amenity.</p> <p>Effective</p>	<p>The RPZ is already zoned for urban purposes.</p> <p>The PC34 enables new growth in an appropriate zoned location, ensuring that amenity values are protected, without adverse effects on an ONL or land of high ecological values.</p> <p>Effective</p>

Existing urban areas and communities		
Objective 2: Urban growth which has regard for the built character and amenity values of the existing urban areas and enables people and communities to provide for their social, cultural and economic wellbeing.	The provisions of the proposed FFS(B) zone are potentially suitable in ensuring that the urban development has regard to existing urban areas. It is generally recognised that the zone is necessary to accommodate some of the District's growth, and can therefore assist in enabling the community to provide for its social, cultural and economic wellbeing. Effective	PC34 enables the appropriate location of LFR within the RPZ and enables more live-work opportunities adjacent to the LFR area. The existing provisions for built development will be ensure that the development promoted by PC34 has regard to the surrounding urban land uses. In enabling some of the LFR demand to be accommodated in a location that consolidates an existing commercial centre, PC34 enables the community to provide for their social, cultural and economic wellbeing. Effective
<i>Policy 2.1: To ensure new growth and development in existing urban areas takes place in a manner, form and location which protects or enhances the built character and amenity of the existing residential areas and small townships.</i>	Subject to the form and location of development being confirmed, the proposed FFS(B) is able to provide for new growth in a manner that protects the built character and amenity of the existing residential areas. Effective	PC34 retains the controlled activity status for all buildings. Coupled with the revised structure plan these provisions ensure that the additional development enabled by the PC34 is in an appropriate location and of an appropriate form that protects the built character and amenity of the existing residential areas. RPZ provisions ensure future buildings, particularly those providing for LFR, do not adversely affect surrounding activities. Effective
Residential Growth		
Objective 3: Provision for residential growth sufficient to meet the District's needs.	FFS(B) is able to provide for some of the future residential growth. Effective	PC34 does not promote additional residential growth however, the RPZ is already a location for significant higher density residential growth. Effective
<i>Policy 3.1: To enable urban consolidation to occur where appropriate.</i>	Subject to the form and location of development being confirmed, FFS(B) is able to provide for some of the future residential growth and LFR growth therefore providing for future growth through urban consolidation. Effective	PC34 provides for future growth of LFR activities within an existing urban zone which accommodates residential and commercial activities, thus providing for future growth through urban consolidation. Effective
<i>Policy 3.2: To encourage new urban development, particularly residential and commercial development, in a form, character and scale which provides for higher density living environments and is imaginative in terms of urban design and provides for an integration of different activities, e.g. residential, schools, shopping.</i>	FFS(B) provides urban development that enables a mix of uses, including LFR and higher density living environments, and a range of other urban activities. Subject to the form and location of development being confirmed, FFS(B) can appropriately provide for an integration of different activities. Effective	PC34 builds on the established centre within the RPZ, ensuring integration of higher density living environments and commercial activities, as well as a wide range of other suitable urban activities. Effective

Business Activity and Growth		
Objective 4: A pattern of land use which promotes a close relationship and good access between living, working and leisure environments.	FFS(B) is a mixed use zone, and therefore provides a range of activities enabling the potential for a live-work environment. Effective	The location of the LFR connects existing and future commercial activities in a location that is in close proximity to residential, cultural and educational facilities. PC34 better integrates urban activities within the RPZ. Effective
<i>Policy 4.1: To promote town centres, existing and proposed, as the principal foci for commercial, visitor and cultural activities.</i>	The proposed FFS(B) zone is a mixed use zone that enables commercial and visitor activities in addition to the existing town centres in central Queenstown and at the RPZ. Partially effective	The PC34 builds further on the ability of the RPZ to provide a principle focus for a range of activities. As increasing the size of the existing commercial centres enables it to provide a wider variety of goods and services, offering more choice and a greater chance of attracting further activities. Effective
<i>Policy 4.2: To promote and enhance a network of compact commercial centres which are easily accessible to, and meet the regular needs of, the surrounding residential environments.</i>	Subject to the form and location of the FFS(B), the zone can provide an additional mixed use centre, alongside the existing undeveloped FFS(A) zone, which provides walking and cycling as well as public transport connections to the RPZ and Queenstown. Partially effective	The RPZ is an existing centre PC34 retains the compact urban form of the RPZ, while being accessible to, and meeting the needs of, the surrounding residential environments and wider population of the District. Effective
Frankton		
Objective 6: Integrated and attractive development of the Frankton Flats locality providing for airport operations, in association with residential, recreation, retail and industrial activity while retaining and enhancing the natural landscape approach to Frankton along State Highway No. 6.	The proposed FFS(B) provides for industrial activities, integrating with the existing industrial zone and provides for residential, recreation and retail activities including LFR, all subject to the final form and location of development being confirmed to ensure that the natural landscape approach to Frankton along SH6 is retained and enhanced. The proposed provisions and structure plan endeavour to respect the ongoing operations of the Airport. Effective / Partially effective	The PC34 increases the capacity of the RPZ commercial/retail centre to provide for additional LFR demand, in a location that ensures compatibility and integration with the existing RPZ activities and the airport, By providing LFR within the RPZ, pressure for these activities to be located elsewhere where they may be inappropriate can be avoided. The controlled activity status for buildings ensures attractive development can be achieved. Development is setback a long distance from SH6 where it could affect the natural landscape approach to Frankton. Overall, the RPZ is a major and significant method for achieving this objective. Effective
<i>Policy 6.1: To provide for the efficient operation of the Queenstown airport and related activities in the Airport Mixed Use Zone.</i>	Subject to the final location and form of development being confirmed, the proposed FFS(B) can provide for the efficient operation of the Airport. Effective	PC34 maintains the buffer between the Airport and noise sensitive activities and provides for the continued efficient operation of the Airport. Effective

POLICIES OF THE REMARKABLES PARK ZONE AND POLICIES OF THE FRANKTON FLATS SPECIAL (B) ZONE (PC19)

The Remarkables Park Special Zone

Objective 1 - Policies:

1. *To require development to be undertaken in an integrated manner which maximises environmental and social benefits.*
2. *To provide for an efficient pattern of activities in a manner which is safe and convenient for vehicle and pedestrian traffic.*
3. *To achieve higher density residential development.*
4. *To ensure that development takes place in a manner complementary to the operational capability of Queenstown Airport.*
5. *To establish a buffer between the airport and noise sensitive activities in the Remarkables Park Zone.*
6. *To enable the inclusion of commercial activities appropriately integrated into the Remarkables Park Zone.*
7. *To enable visitor accommodation to be appropriately integrated into the Remarkables Park Zone.*

Objective 2 - Policies:

1. *To require development to be undertaken in accordance with a Structure Plan.*
2. *To control the density of residential development.*
3. *To enable the establishment of open space and recreation activities in any of Activity Areas 2a, 2c, 3, 4, 6, 7 and 8.*
4. *To provide for a number of identified Activity Areas within the Structure Plan as follows:*

Activity Area 1

- *To continue the development of low density residential activities in Activity Area 1.*

Activity Area 2

- *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.*
- *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.*

Activity Areas 3, 4, 5, 6, 7 and 8

- *To require landscaping as part of any development.*
- *To require the provision of open space as part of any development.*
- *To control the bulk and location of buildings.*
- *To provide for certain community activities and educational facilities in Activity Areas 4,5 and 6.*

Activity Area 8

- *To enable the establishment of activities of a rural/recreational nature, infrastructural utilities and parking, which are not sensitive to nearby airport operations.*

Objective 3 - Policies:

1. *To secure reserve contributions in land, cash or works or development of activities on reserves.*
2. *To enhance the quality of such areas by the carrying out of attractive landscaping and other works appropriate to the area.*
3. *To provide appropriate land for open space and recreational opportunities.*
4. *To ensure that reserves of appropriate quality and quantity are provided in convenient locations to meet the needs of the community.*
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.*
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 the quality of the environment of the zone and the locality.*
7. *To enhance public access to and along the Kawarau River.*
8. *To avoid any adverse effects of development on the river environment.*

Objective 4 - Policies:

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.*
2. *To ensure that the built environment reflects the qualities of a mountain village, including pitched roofs and variety in form, scale and height of buildings.*
3. *To enable clusters of buildings and structures to be developed.*
4. *To encourage the use of colours and materials which are complementary to the local environment.*
5. *To provide for attractive streetscapes appropriate to the primary street functions adjoining buildings or activities.*
6. *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.*

Objective 5 - Policies:

1. *To provide a network of streets and accessways with physical distinctions between each, based on function, convenience, traffic volumes, vehicle speeds, public safety and amenity.*
2. *To encourage use of the river and lake as an alternative transport network, connecting Queenstown, Frankton, and the Remarkables Park Zone.*
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.*
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.*
5. *To promote walking and cycling as ways of carrying out daily activities.*

Objective 6 - Policies:

1. *To provide a safe and pleasant street environment for residents and other users of adjoining properties.*
2. *To minimise the carriageway's visual impact on residents while accommodating public utility services and drainage systems.*
3. *To minimise street construction and maintenance costs, without compromising other objectives.*
4. *To provide street geometry which is consistent with the needs of the streets functions and which emphasises residential and pedestrian amenity.*
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.*
6. *To provide a pavement edge that is appropriate for the control of vehicle movements, performs any required drainage function and is structurally adequate.*
7. *To encourage the provision of landscaping as an integral part of street network design.*

Objective 7 - Policies:

1. *To zone sufficient land to provide for an integrated commercial centre accommodating a range of activities.*
2. *To enable a consolidated medium density commercial centre incorporating open space, shops opening onto streets and, higher density residential and visitor accommodation and a consolidated urban form which increases the potential for multi purpose trips.*
3. *To enable the new commercial centre to function as the focal point for a range of activities including community, education and residential.*
4. *To enable and enhance a distinctive outdoor street character and image for the commercial centre by way of design and appearance guidelines and reference to building character and styles.*

5. *To enable a built form which reflects and is sympathetic to the surrounding alpine landforms, lakes and views of both.*
6. *To enable the development of new education facilities and other nonresidential activities in close proximity to the new commercial centre.*
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.*

Objective 8 - Policies:

1. *To enable and preserve a high standard of urban and landscape design through the use of the Controlled Activities rules.*
2. *To encourage and promote design which reflects and acknowledges the surrounding topography.*
3. *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.*
4. *To ensure that the design and appearance of buildings, structures and other elements of development are compatible with nearby residential and community uses.*
5. *To ensure landscaping gives a distinct village identity, and promotes the image of a consolidated commercial centre but does not destroy important views from the centre.*

Frankton Flats (B) Zone (PC19):

Objective 1 - Policies

- 1.1 *To ensure a buffer area is maintained between SH6 and any built development so that views are maintained. To give primacy to the protection of the significant landscape values and views of the landscape as they relate to this land.*
- 1.2 *To position the built form and open space areas in such a way that appropriate views to the Remarkables, Cecil and Walter Peaks, Ferry Hill, K Number 2, Queenstown Hill and Peninsula Hill area are maintained from the State Highway and from within the zone.*
- 1.3 *To ensure that the nature and location of landscaping proposed to complement development does not itself adversely affect background vistas or viewshafts to the Remarkables.*
- 1.4 *To complement the appearance of buildings through the judicious placement of mature trees so building bulk and height is less apparent.*

Objective 2 - Policies

- 2.1 *To ensure that development is undertaken in accordance with a Structure Plan and Outline Development Plans in Activity Areas C1, C2, and E2, so that a wide range of urban activities can be accommodated within the Zone while ensuring that incompatible uses are located so that they can function without causing reverse sensitivity issues;*

- 2.2 *To enable a range of residential housing including community housing with an emphasis on relatively high amenity and high density living environments;*
- 2.3 *To provide for a suitable range of local services and business activities including retailing, visitor accommodation, residential, education and associated commercial and short term residential uses, affordable housing, mixed live/work units, business, and both light and heavier industrial uses which provides for projected land use requirements;*
- 2.4 *To require in building and site design, compliance with performance standards to achieve specified acoustic and vibration insulation;*
- 2.5 *To ensure that development is complementary to the current and reasonably foreseeable future operational capability of Queenstown Airport;*
- 2.6 *To ensure that development will not adversely affect the existing and reasonably foreseeable future operational capability and capacity of Queenstown Airport and to avoid the establishment of activities sensitive to aircraft noise (ASAN) in locations where reverse sensitivity effects may constrain the existing and future operational capacity of Queenstown Airport.*
- 2.7 *To establish a buffer between the airport and noise-sensitive activities in the Frankton Flats Special Zone (B);*
- 2.8 *To establish a buffer and set backs between the state highway and noise sensitive activities in the Frankton Flats Special Zone (B);*
- 2.9 *To ensure that commercial signage avoids adverse effects of visual clutter on the State Highway and traffic safety is not compromised.*
- 2.10 *To require all development to adopt energy efficient design*

Objective 3 - Policies

- 3.1 *To provide for a landscaped road corridor along the arterial and collector routes shown on the structure plan that is effective in maintaining an attractive amenity and streetscape.*
- 3.2 *To require that the open space alongside State Highway 6 is developed prior to any construction within the Zone;*
- 3.3 *To ensure the establishment of a network of well located and well designed open spaces and connections within and between Activity Areas that complement surrounding activities, and support pedestrian activity that facilitates physical and visual connections through the Zone.*
- 3.4 *To provide a movement network which is highly permeable and provides a choice of routes and transport modes.*
- 3.5 *To provide cycle and pedestrian routes that provide linkages within Frankton Flats Special Zone, and between the Frankton Flats and the Events Centre, Remarkables Park Zone, Queenstown, Kelvin Heights, Arrowtown and the Wakatipu Basin;*
- 3.6 *To require the establishment of landscaping, open space and recreation activities where required in any of the Activity Areas;*
- 3.7 *To ensure that reserves of quality, quantity, and function are provided in convenient locations to meet the active and passive recreational needs of the resident, working, and visiting community;*

- 3.8 *To require that a mix of open spaces, reserves, community facilities, and recreational facilities be developed in a staged manner that keeps pace with development.*
- 3.9 *To promote an effective connection between Frankton Flats Special Zones and the Remarkables Park Special Zone.*

Objective 4 - Policies

- 4.1 *To ensure a high standard of building design, urban planning, and landscape treatment including amenity planting.*
- 4.2 *To encourage variations in building height in order to create interesting streetscapes and variety in form, scale and height of buildings;*
- 4.3 *To encourage underground private car parking in order to contribute to the visual amenity of the zone;*
- 4.4 *To ensure that subdivision design and the location of buildings on the sites is undertaken to maximise views, solar aspect and enhance street frontage, street presence, and amenity;*
- 4.5 *To encourage the use of colours and materials that are complementary to the surrounding landscape character;*
- 4.6 *To ensure that crime prevention techniques are incorporated in the design of buildings (including parking areas), public and semi-public spaces, landscaping, and in the location of compatible uses;*
- 4.7 *To ensure that in building and site design, that there is compliance with performance standards to achieve specified acoustic and vibration insulation.*
- 4.8 *To attain benchmark energy efficiency goals throughout the entire development*
- 4.9 *To design for flexible reuse of buildings and spaces*
- 4.10 *To provide for a range of public outdoor activities to occur in open spaces, including places to meet, to shelter, to sit and to rest.*

Objective 5 - Policies

- 5.1 *To provide a safe and pleasant street environment for residents and other users of adjoining properties which contributes to identity and amenity, and which contributes to a connected series of viewshafts through the Zone towards the Remarkables Range;*
- 5.2 *To provide safe, sustainable and integrated connections to and from the State Highway in locations agreed to with Transit New Zealand. These shall be all-access roads at Grants Road and a new Eastern Arterial Road, and limited access at Glenda Drive;*
- 5.3 *To encourage the majority of the heavy traffic entering the site to utilize the Eastern Arterial Road instead of Grants Road by traffic design measures.*
- 5.4 *To minimise the visual impact of carriageways on residents while accommodating public utility services and drainage systems;*
- 5.5 *To ensure that the design of the relevant street environment take into account the operational requirements of providing for public transport infrastructure.*

- 5.6 *To ensure that carparking is only of a number necessary to service the development and the reasonable needs of future residents.*
- 5.7 *To require the provision of landscaping as an integral part of street network design;*
- 5.8 *To design a street layout in order to take advantage of views of Remarkables Range, Peninsula Hill, Ferry Hill, K Number 2, Queenstown Hill and Walter and Cecil Peaks.*
- 5.9 *To enable a transport node/terminal, which can provide a linkage for private and public transport between rural areas, Frankton and Queenstown;*
- 5.10 *To provide suitable and convenient, safe and accessible areas for car parking on site rather than on the street;*
- 5.11 *To ensure businesses provide safe and functional loading zones on site to ensure the effects of trucks unloading do not compromise the effective functioning of the road network;*
- 5.12 *To provide a network of streets and accessways, appropriately orientated and integrated with the State Highway with physical distinctions between each, based on function, convenience, traffic volumes, vehicle speeds, public safety and amenity.*
- 5.13 *To ensure through appropriate road network design, that the impact of commercial traffic on other activity areas within the Zone is minimised.*

Objective 6 - Policies

- 6.1 *To provide an attractive landscaped buffer between the State Highway and the developed areas of the zone;*
- 6.2 *To create an area that provides a landscaped buffer that is free from built form to act as a balance to the intensity of the zoning beyond;*
- 6.3 *To provide a setback to the development to allow views of the Remarkables Range, Peninsula Hill, Ferry Hill, K Number 2, Queenstown Hill and Walter and Cecil Peaks.*
- 6.4 *To encourage the use of the open space buffer to establish and maintain pedestrian and cycleway connections to the Queenstown Events Centre.*
- 6.5 *To promote vehicular, pedestrian and cycleway connectivity with the Queenstown Events Centre*

Objective 7 - Policies

- 7.1 *Within Activity Area C1, a range of retail, commercial, residential and visitor accommodation activities are to be provided to form a village core centred on a new main street environment that complements and integrates with the adjacent Frankton Flats Special Zone. Residential activities in this Activity Area should not be located on the ground floor.*
- 7.2 *Within Activity Area C2, an environment conducive to the development of a permanent residential neighbourhood should be provided, with retail, commercial and visitor accommodation activities limited to smaller scale convenience stores, workplaces and developments.*
- 7.3 *To encourage a cohesive system of public open space areas and reserves which are orientated to maximise solar efficiency and shield from the prevalent southerly winds.*

- 7.4 *To encourage the area to develop around and sustain a “mainstreet” village environment with any buildings including large format retail designed to contribute to this;*
- 7.5 *To encourage active street frontages by using windows and entrances and discouraging visitor accommodation and residential activities to locate at ground level within Activity Area C1;*
- 7.6 *To incorporate landscaping within the streetscape to create a high amenity urban environment;*
- 7.7 *To require facade design of large format retail uses to mitigate its adverse visual effects by requiring the sleeving of large buildings with smaller buildings and requiring variation of street frontages.*
- 7.8 *To encourage educational activities, with associated residential activities and short term (visitor) accommodation in close proximity to the Events Centre (avoiding Activity Area D) and other activities with which co-location is appropriate in order to create integrated precincts of complimentary activity.*
- 7.9 *To require additional levels of insulation than what is normally required within residential and business zones to avoid the adverse effects of noise generated from industrial activities, the State Highway and the Airport, including reasonably foreseeable future effects primarily related to increases in transport intensity, noise, and possible emissions.*
- 7.10 *To manage the design of residential and visitor accommodation activities within 50 metres of the Airport Outer Control Boundary and Activity Area D to ensure that these activities are compatible with industrial land uses and the operation of the Airport.*
- 7.11 *To control development to avoid the potential adverse effects of noise generating activities (such as industrial activities) on noise sensitive activities*
- 7.12 *To encourage the development of a fine grained street network based on a grid pattern.*
- 7.13 *Retail activities should be located in Area C1 where they can support the development of a mainstreet town centre, complementing and extending the commercial activities within Frankton Flats Special Zone.*
- 7.14 *Within Activity Area C2, retail activities should be limited to small scale activities compatible with a residential environment, providing for day to day goods and services to residents.*

Objective 8 - Policies

- 8.1 *To provide specific areas for industrial uses that will be needed to support economic growth within the Queenstown district.*
- 8.2 *To ensure that developed industrial and yard based sites are not compromised over time, by requiring appropriate building coverage and large areas for parking, on site manoeuvring and storage of goods*
- 8.3 *To require all parking, loading and turning of vehicles that are based in, or service, industrial areas to be contained internally within each industrial site*
- 8.4 *To promote high quality design and layout of all sites within this activity area.*
- 8.5 *To exclude retailing of goods unless manufactured on site or directly connected to the industrial use of the site*

- 8.6 *To exclude activities (such as residential activities, custodial units and visitor accommodation) that conflict with the activities of the intended uses in the Zone, and which would otherwise not be appropriate in such proximity to the Airport.*
- 8.7 *To ensure that the use of industrial areas is maximised by requiring large minimum lot sizes and excluding further subdivision.*
- 8.8 *To require buildings design to allow for future adaptive reuse and to ensure office spaces are insulated from noise from industrial activities.*
- 8.9 *To ensure land is used for its intended purpose within this activity area, any office space and retail activities must be directly ancillary and minimal in comparison to the principal use of the site.*
- 8.10 *To utilise Activity Area D for yard based activities.*

Objective 9 - Policies

- 9.1 *To enhance the industrial and business areas by minimising the adverse effects created by activities as a result of street appearance, noise, glare, traffic and dust within the activity area*
- 9.2 *By ensuring sites for industrial and business activity provide an attractive frontage to streets, public places and neighbours.*
- 9.3 *To ensure provision is made for adequate road access and on-site loading and manoeuvring areas , for heavy vehicles and to ensure that there is always sufficient area within all sites for large vehicles (truck and trailer units) to exit the site forwards.*
- 9.4 *To promote high quality design and layout of new industrial and business areas (consistent with the principles of comprehensive development) in a manner that is sensitive to the amenity of neighbouring activities.*
- 9.5 *To have regard to visual amenity (design and landscaping) of industrial and business sites which are within the Frankton Flats Special Zone (B) within Activity Areas D and E.*
- 9.6 *To promote high quality design and layout of new industrial and business areas to ensure the adequate provision of public/employee car parking for all of the future uses within the Zone.*
- 9.7 *To promote pedestrian connections into adjacent activity areas and reserve areas*

Objective 10 - Policies

- 10.1 *To enable predominantly industrial and trade service activities within Activity Area E1;*
- 10.2 *To enable high quality activities which benefit from visual exposure and passing trade, and which can contribute to a high quality streetscape, to locate along the Eastern Arterial Road within Activity Area E2. These include activities such as retailing inappropriate for location within Activity Areas C1 and C2. These tend to be single purpose destinations offering goods and services associated with vehicles, construction and home building. Showrooms, and premier light industrial premises are also anticipated.*
- 10.3 *To ensure provision is made for adequate road access and on-site loading zones, particularly for heavy vehicles.*

- 10.4 *By ensuring sites for industrial and business activity, provide an attractive frontage to streets, public places and neighbours.*
- 10.5 *To exclude activities (such as residential activities, non showroom retail and visitor accommodation) that conflict with the activities of the intended uses in the Zone.*
- 10.6 *To ensure that the use of industrial and business areas is maximised by ensuring adequate minimum lot sizes and building design to allow for future adaptive reuse.*
- 10.7 *To ensure provision is made for adequate employee and public car parking in this Activity Area in the design and layout of new business areas as well as at the time of development.*
- 10.8 *To promote high quality design and layout of new industrial and business areas (consistent with the principles of comprehensive development) sensitive to the amenity of neighbouring activities.*
- 10.9 *To ensure the provision of adequate loading zones in the design and layout of new industrial areas as well as on site loading at the time of development.*
- 10.10 *To require the screening of outdoor storage areas from public roads and spaces to contribute to an industrial area with high amenity values.*
- 10.11 *To ensure land is used for its intended purpose, any office space and/or retail in Activity Area E1 must be minimal and ancillary to the principal use of the site.*

Objective 11 - Policies

- 11.1 *To provide a movement network which is highly permeable and provides a choice of routes and transport modes.*
- 11.2 *To ensure the layout of the Zone and urban blocks that make up the Zone are attractive, landscaped and facilitate walking and cycling.*
- 11.3 *To promote and develop physical opportunities for better public transport within the development and between the development and Queenstown Town Centre.*
- 11.4 *To provide a safe, convenient network of transport routes.*
- 11.5 *To provide for convenient and well located park and ride facilities for visitors to Queenstown.*
- 11.6 *To ensure that carparking is available consistent with a reduced reliance on the private car for travel.*
- 11.7 *To provide for methods of influencing travel behaviour change through non-infrastructure measures.*
- 11.8 *To discourage single occupancy private car use*
- 11.9 *To require on the Zone structure plan a hierarchy of roads including those which are required in accordance with the location shown on that structure plan; those which are required but over which up to 25m of location flexibility is appropriate; and those which are required but which are shown only in indicative locations on the structure plan for the purposes of creating continuous view shafts, a north-south bias in block structure for solar access, and a permeable, connected network.*

Objective 12 - Policies

- 12.1 To provide for a landscaped road corridor for the Eastern Arterial Road through the development (Activity Area E2) that is effective in maintaining an attractive amenity and streetscape, mitigating the effects of the industrial activities on that street;*
- 12.2 To require that the open space alongside State Highway 6 (Activity Area A) adjacent to Activity Area C is developed prior to any construction within the Zone;*
- 12.3 To require that safe and effective connections to the site from State Highway 6 are constructed prior to any development being occupied within the Zone*
- 12.4 To ensure the establishment of a network of well located and well designed open spaces and connections within and between Activity Areas that complement surrounding activities, and support pedestrian activity that facilitates physical and visual connections through the Zone.*
- 12.5 To provide cycle and pedestrian routes that provide linkages within Frankton Flats, and between the Frankton Flats and Remarkables Park Zone, Queenstown, Arrowtown, Kelvin Heights and the Wakatipu Basin;*
- 12.6 To ensure that an Eastern Arterial Road connecting to the Remarkables Park Zone is provided for within the site.*

Objective 13 - Policies

- 13.1 By using a structure plan which distributes Activity Areas and development opportunities in locations most appropriate to their needs and also which will best provide for the existing and reasonably foreseeable future operational capability of the Airport. Activities sensitive to aircraft noise (ASAN) are most appropriate within Activity Areas C1 and C2, and are not at all appropriate within Activity Area D or otherwise within the Airport Outer Control Boundary.*
- 13.2 To ensure that the design and standard of construction of buildings takes into account existing and reasonably foreseeable future aircraft noise while achieving and maintaining appropriate indoor noise levels.*
- 13.3 To prohibit activities sensitive to aircraft noise (ASAN) within the Outer Control Boundary relating to the Queenstown Airport*