

# Section 32 Report

## Frankton Flats Plan Change

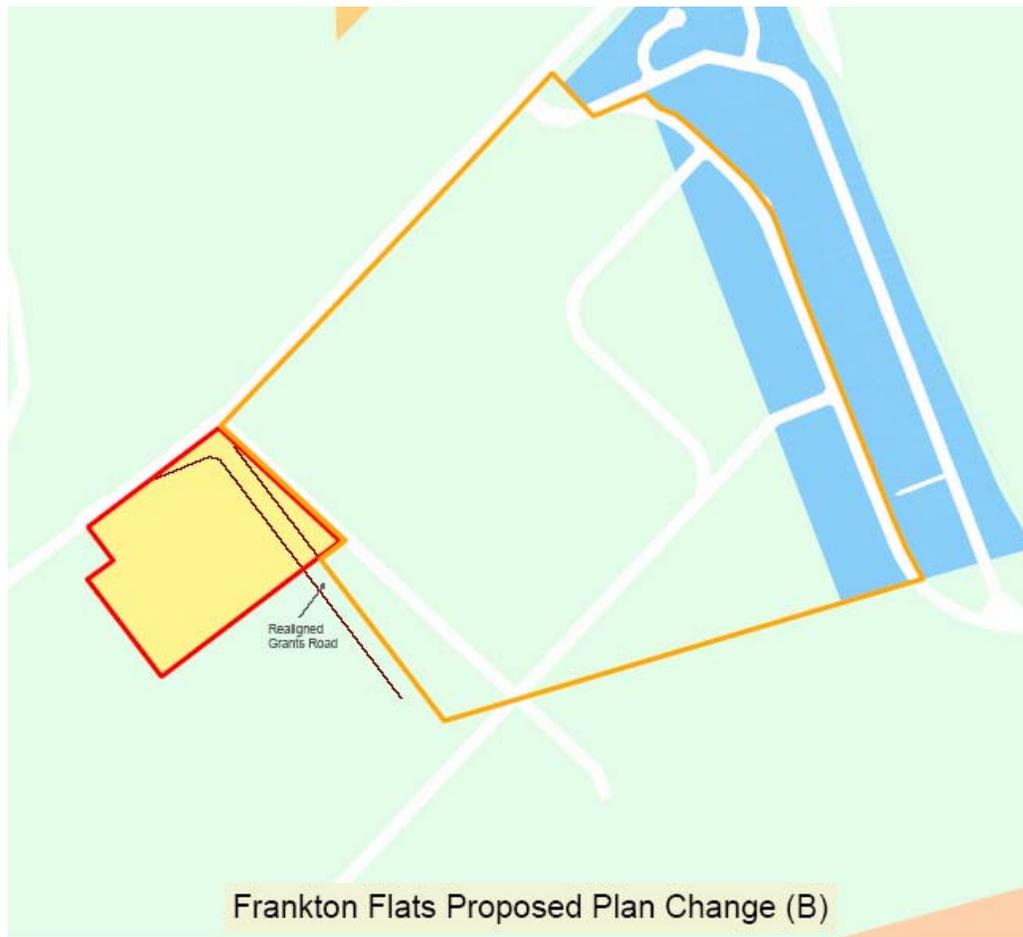


# Section 32 Report for the Frankton Flats Plan Change

## Executive Summary

Frankton Flats sits at the entrance to Queenstown, and is bordered by State Highway 6 on its northern edge, the airport on the southern boundary, the Frankton Industrial Zone to the east, and Queenstown’s events centre to the west. The area is located within Queenstown’s urban growth boundary, as defined through the Tomorrow’s Queenstown Community Workshop held in May 2002. Views from and across the site in the distance encompass the outstanding natural landscape of the Remarkables Range, Peninsula Hill (Deer Park Heights) and Walter and Cecil Peaks.

The boundary of the Plan Change is shown by Stage 2 of this map.



- Stage 1: Frankton Flats Special Zone (Already in the District Plan)
- Stage 2: Frankton Flats Special Zone (Proposed Plan Change area)

This Section 32 report assesses the effectiveness, costs and benefits, efficiency and appropriateness of a range of options for the future management of land at Frankton Flats. It has been informed by extensive public consultation, relevant statutory and non-statutory documents, and recent Environment Court decisions.

The Section 32 analysis reaches the conclusion that the creation of a mixed use zone for the Frankton Flats area is necessary to achieve the efficient utilisation of the last remaining greenfields site/s within the boundaries of the Queenstown urban area, while ensuring that as far as possible the views across the subject land are maintained.

There is also the need for the management of the transport effects of the site and for the design of the transport network to be integrated with the wider Wakatipu transportation network to achieve good connectivity. There is also a need for good pedestrian and cycle access to the site and within the site.

Having evaluated the costs and benefits of a range of options for this site, the Section 32 analysis finds that the creation of the Frankton Flats Special Zone (B) would enable the facilitation and establishment of a mixed use village or urban centre comprising a retail and business core, provision for residential activities (including affordable housing for the local work force), commercial activities, the extension of the existing Glenda Drive Industrial Zone and provision for educational facilities. Rules, policies and objectives provided as part of this Plan Change will need to be developed to ensure that a high quality urban environment can be established, enabling good design, and the creation of usable public open space.

It has also been determined that the proposed Plan Change should impose a development set back from the State Highway with appropriate landscaping to achieve a green corridor along this entrance to Queenstown. The setback also seeks to protect and afford views to the Remarkables and Peninsula Hill in the distance.

**Section 32 Report for Plan Change #19**  
**Queenstown Lakes Partially Operative District Plan**

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## **1 Purpose of Report**

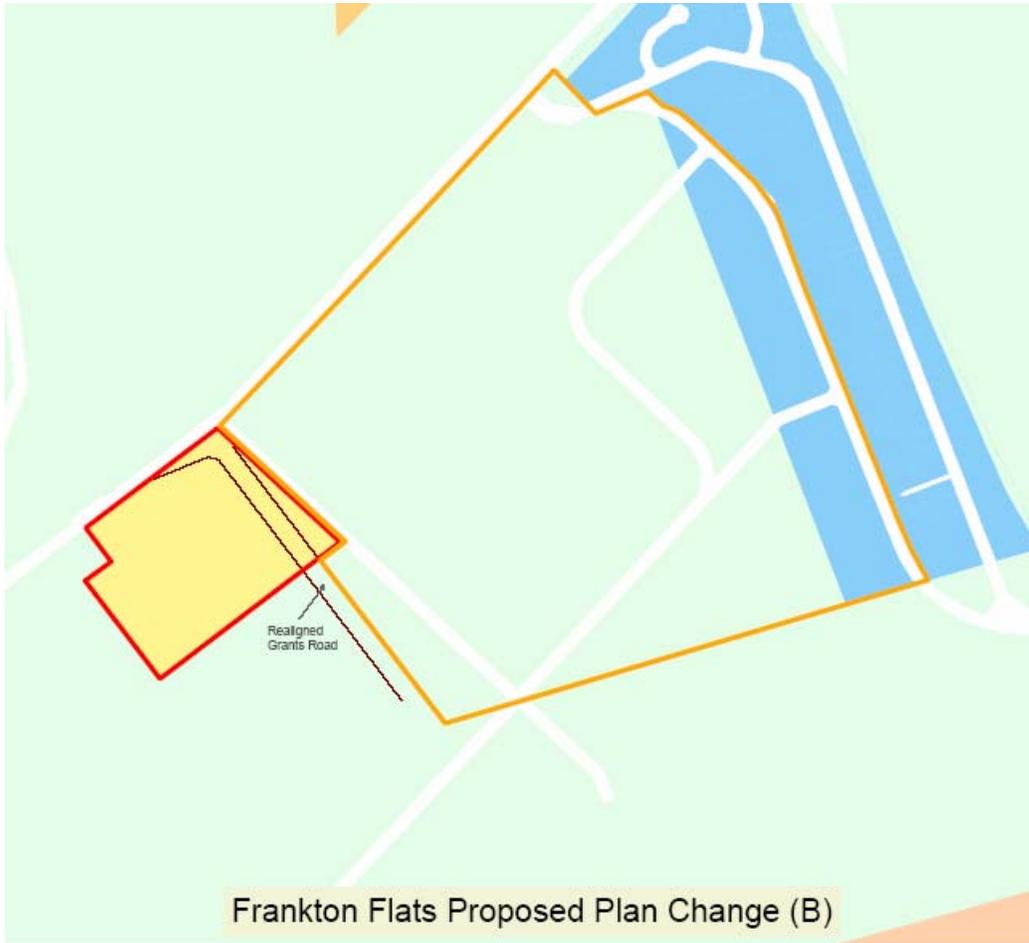
This report is provided by the Queenstown Lakes District Council in order to fulfil the statutory requirements of section 32 of the Resource Management Act (the Act of 2004 as amended). The report relates to the Council's proposal to enable mixed use development of the land known as the Frankton Flats in Queenstown.

In brief:

- Frankton Flats is located at the entrance to Queenstown, and is within the future urban growth boundary, as identified within Tomorrow's Queenstown;
- Frankton Flats is adjacent to the Queenstown international airport, the Frankton Industrial Zone, State Highway 6, and the Queenstown Events Centre;
- The Frankton Flats is currently zoned Rural General. The Queenstown Lakes District Council has identified that in order to provide for future growth, this land should be rezoned to provide a mixed use zone that enables high quality urban design, and a development setback from the State Highway to ensure views of the surrounding landscapes are maintained.

### **Scope of Plan Change**

The land subject to this Plan Change is known as Frankton Flats, and is located at the entrance to Queenstown. A location map is shown below, identifying the boundaries of the land subject to this analysis.



|                        |  |
|------------------------|--|
| Stage 1 (Small block): | Frankton Flats Special Zone (Already in the District Plan) |
| Stage 2 (Large block)  | Frankton Flats Special Zone (Proposed Plan Change B)       |

The Frankton Flats area is owned by a number of landowners as follows:

- Five Mile Holdings Limited
- Manapouri Beech Investments Limited
- Shotover Park Limited
- Remarkables Park Holdings Limited
- Grant Road Properties Limited
- Carhill Properties Limited
- Frankton Ventures Limited

## 2 Statutory Framework

### Resource Management Act 1991

Plan Changes to a District Plan are prepared under a framework provided by the Resource Management Act 1991 (and subsequent amendments).

This Plan Change has been prepared as a means of achieving the purpose of the Resource Management Act (the Act), which is expressed in **Section 5** as follows:

- (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 reasonably 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.*

The purpose of the Act is achieved by providing for future growth in a planned and comprehensive manner. It is predicted that Queenstown's high growth rate will continue, and in order to ensure that the reasonably foreseeable needs of the Queenstown community can be met, it is considered necessary that additional land is rezoned to provide for residential, commercial and industrial uses. Health and safety can be maintained through providing a high quality living environment, safe walking tracks, and policies to ensure crime prevention design is utilised. Through the adoption of effective objectives, policies and rules, the potential adverse effects on the environment can be avoided, remedied or mitigated through the adoption of a Plan Change.

Section 6 of the Act lists matters of national importance. The Frankton Flats area does not contain any of the attributes which require recognition of matters of national importance. However, the site provides the foreground to Outstanding Natural Landscapes, which are identified within Section 6(b). Maintenance of the views to the surrounding Outstanding Natural Landscape and Features can be achieved through ensuring that development is set back from key view points along the State Highway, ensuring that view corridors are created within future development, and ensuring that buildings are designed so that they are in harmony with the surrounding landscape and land uses.

Section 7 lists other matters to which the Council must have particular regard. Sections (b), (c), (f) and (g) are of particular relevance to this Plan Change, and read:

- (b) *The efficient use and development of natural and physical resources*
  - (ba) *The efficiency of the end use of energy*
- (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.*

Clause (b) 'The efficient use and development of natural and physical resources' is of particular relevance. Projected growth for the Queenstown Lakes District indicates that additional land for commercial, residential and industrial uses will be needed within the next 20 years. Because of the location of Frankton Flats, its topography, proximity to service connections, and the surrounding land uses, the rezoning of this land to enable a mix of development is considered an efficient use of the land resource.

Clause (ba) 'the efficiency of the end use of energy' is also of relevance. Because of the harsh winters in Queenstown, enabling residential development within an area that gains good solar access in the winter months is an effective way of achieving this clause. There are many opportunities within this development for sustainable options to be explored such as solar heating and additional insulation.

Clause (c) 'The maintenance and enhancement of amenity values' is important to consider when determining the most appropriate use for this land. Currently, the Frankton Flats area is zoned Rural General, and is predominately in pasture, providing amenity value as a foreground to the Remarkables and other surrounding outstanding natural landscapes, and a rural, pastoral environment. The Resource Management Act defines "Amenity Values" as:

*Means those natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes.*

The amenity value associated with the open pasture is predominately natural and can contribute to a person's appreciation of its pleasantness and aesthetic coherence. However, this must be considered in light of the land uses surrounding the site, which provide the context for the amenity values associated with the site.

Because the area is not known to be significant to Maori and is presently farmed its current use does not provide any cultural or recreational benefit. Therefore, this part of the definition of amenity values is not considered relevant.

Rezoning the site to enable development is likely to detract from the amenity values currently associated with the site. However, development of the site also has the ability to maintain or enhance the amenity values in a physical sense, by creating providing for social and economic wellbeing. Among these is the provision of much needed affordable community housing for the local work force. By adopting effective objectives, policies and methods, the future development can be undertaken in a manner that ensures high amenity values. Amenity values associated with the site can be those enjoyed from outside the site, for example, the provision of setbacks from the state highway, and the provision of view corridors through the site. Amenity values within the site can also be established through high quality urban design, ensuring an appropriate mix of uses, and adequate open space.

Clause 7(f) 'Maintenance and enhancement of the quality of the environment'. It is considered that the quality of the environment is more than just the Frankton Flats, but the wider environment. The use of the subject site can therefore be considered in the context of how it can contribute to the environment of Queenstown as a whole. For example, the consolidation of development within the urban boundary may reduce sprawl into the Wakatipu Basin, thus helping to maintain the overall quality of the Queenstown's natural and physical environment. An efficient public transport system may assist with people living in the area and commuting to Queenstown or

vice versa. This Plan Change also presents opportunities for residential and community housing to strengthen the community fabric of the special zone.

Clause (g) requires that particular regard must be had to 'Any finite characteristics of natural and physical resources'. The permeable surfaces associated with the subject land are a finite resource, and the rezoning of the subject land to enable a mixed range of uses will mean that the currently permeable surfaces will eventually be covered in buildings, roads, footpaths and car parks. It is therefore important that when considering the objectives, policies and methods for any future zone, the need to as far as possible retain permeable surfaces is recognised and provided for.

Section 31 of the Act sets out the functions of territorial authorities. This Plan Change relates specifically to Council's functions under Section 31(a) and (b), which read:

- (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..."*

Section 74 of the Act requires that the Plan Change be in accordance with the Council's functions under Section 31, the provisions of Part II, its duty under Section 32 and any regulations or bylaws.

Section 32 reads:

- (1) *In achieving the purpose of the Act, before a proposed plan, proposed policy statement, change or variation is publicly notified under section 48, or a regulation is made, an evaluation must be carried out by –*
  - (a) *the Minister, for a national policy statement or [[a national environmental standard]]; or*
  - (b) *the Minister of Conservation, for the New Zealand coastal policy statement; or*
  - (c) *the local authority, for a policy statement or plan (except for plan changes that have been requested and the request accepted under Clause 25(2)(b) of part 2 of Schedule 1); or*
  - (d) *the person who made the request, for plan changes that have been requested and the request accepted under clause 25(2)(b) of Part 2 of the 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; and*
  - (b) *the relevant Minister before issuing a national policy statement or New Zealand coastal policy statement.*
- (3) *An evaluation must examine-*

- (a) *the extent to which each objective is the most appropriate way to achieve this purpose of the Act; and*
- (b) *whether, having regard to their efficiency and effectiveness, the policies, rules or other methods are the most appropriate way for achieving the objectives.*

*[(3A) This subsection applies to a rule that imposes a greater prohibition or restriction on an activity to which a national environmental standard applies than any prohibition or restriction in the standard. The evaluation of such a rule must examine whether the prohibition or restriction it imposes is justified in the circumstances of the region or district.]*

- (4) *For the purposes of [[the examination referred to in subsections (3) and (3A)], 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 insignificant 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.]*

This report fulfils the requirements of Section 32, by providing an analysis of various options for the site (including an analysis of objectives, issues, policies and rules), and at a broader level, various options available to the Council to provide for projected growth within Queenstown.

## **Regional Policy Statement of Otago**

Section 75 specifies the contents of District Plans, and in clause (3)(c) specifies that the District Plan must give effect to any regional policy statement. The Regional Policy Statement for Otago (14 September 1998) provides the regional policy framework for the Queenstown Lakes District, and therefore is of relevance to this Plan Change. Relevant parts of this document have been identified as follows:

### **Objective 9.4.1**

*To promote the sustainable management of Otago's built environment to:*

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

**Policy 9.4.3**

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

**Policy 9.5.4**

*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 reduction in landscape qualities; and*
- (d) *Significant irreversible effects on:*
  - (i) *Otago community values; or*
  - (ii) *The creation of noise, vibration and dust; and*
  - (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.*

Methods to be utilised by Otago's territorial local authorities include the following:

- 9.6.9 *Consider the effects of extensions to existing infrastructure of new developments, and the adverse effects of subdivision, use and development of land on the safety and efficiency of regionally significant infrastructure.*

- 9.6.10 *Provide the means to protect significant landscapes within their district from inappropriate subdivision, use and development where those landscapes contribute to the quality of life for those within the built environment.*
- 9.6.11 *Use education programmes to improve community awareness and understanding of issues associated with the built environment and sustainable management in Otago.*
- 9.6.12 *Provide information on the adverse effects associated with activities in the built environment.*
- 9.6.13 *Recognise and encourage the role of community groups that promote sustainable management of the built environment and associated resources.*
- 9.6.14 *Promote codes of practice agreed to by industry, the Otago Regional Council, city and district councils and other interest groups as appropriate to avoid, remedy or mitigate the adverse effects of activities on the built environment.*

The above objective, policy and methods can be given effect to through the adoption of effective zone provisions for the site. Part 4 of the Partially Operative Queenstown Lakes District Plan provides a district wide policy framework which gives effect to the above policies.

The policies of the Regional Policy Statement that are of particular relevance are considered further:

Policy 9.4.1 (a) supports the need to provide a built environment for the present and future needs of Otago's people. The proposed plan change will achieve this while also providing for the needs of people on low incomes through the provision of community housing. Costs can also be lowered by allowing people to live close to their place of work, or near transport nodes to enable travel to other parts of the District.

Policy 9.4.3 can be given effect to through the adoption of objectives, policies and methods that ensure that future development is managed so that adverse effects on the surrounding environment are reduced as much as possible. This policy can also be given effect to by enabling development within an area where it can be absorbed, instead of allowing ad hoc development to occur in more sensitive areas of the District.

Policy 9.5.4 contains a number of subclauses. The following are of particular relevance:

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

- Discharges of contaminants to Otago's air, water or land.
- The creation of noise, vibration and dust
- Visual intrusion and the reduction in landscape qualities
- Significant irreversible effects on:
  - Otago community values
  - Amenity values

This policy can be given effect to through the inclusion of effective objectives, policies and methods within the District Plan. They direct us to consider how the discharges of contaminants can be avoided, remedied or mitigated. In order to give effect to this policy, it may be necessary to impose restrictions on solid fuel burners.

As stated above, the visual intrusion into the region's landscapes can be managed through the adoption of setbacks from the state highway, and adopting controls on future development to ensure that buildings do not detract from the views of the surrounding landscapes.

In summary, the Regional Policy Statement for Otago is given effect through the existing policies within Part 4 of the District Plan. A plan change to enable comprehensive development within the Frankton Flats can give effect by ensuring that the landscape values of the site and surrounds are maintained, and the objectives and policies of the Zone ensure high levels of amenity value through a high quality urban design. Restrictions on the type of heating methods used within the zone will assist in reducing discharges of contaminants to air.

### **Kai Tahu Ki Otago Natural Resource Management Plan 2005**

Section 74(2)(A) of the RMA requires that the District Council, when preparing a change to the District Plan, must 'take into account' any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its contents has a bearing on resource management issues of the District.

The Kai Tahu Ki Otago Natural Resources Management Plan (KTKO NRMP) has been developed to:

- *Provide the principal planning document for Kai Tahu ki Otago;*
- *Provide information, direction and a framework to achieve a greater understanding of the natural resource values, concerns and issues of Kai Tahu ki Otago;*
- *Provide a basis from which Kai Tahu ki Otago participation in the management of the natural, physical and historic resources of Otago is further developed;*
- *The KTKO NRMP 2005 shall provide the basis, but not substitute, for consultation and outline the consultation expectations of Kai Tahu ki Otago.*

Part 5 of the KTKO NRMP outlines the issues, objectives and policies for the entire Otago Region. An area of relevance to this proposed Plan Change is that relating to Cultural Landscapes. It is not known if the Frankton Flats area is such an area, as many are yet to be identified, however it is likely that some of the outstanding natural landscapes within the District such as the Remarkables Range may fall into this category.

The following issues are relevant to any new subdivisions:

25. *To discourage subdivisions and buildings in culturally significant and highly visible landscapes.*

26. *To encourage a holistic planning approach to subdivisions between the Local Government Agencies that takes into account the following:*
  - i. *All consents related to the subdivision to be sought at the same time.*
  - ii. *Protection of Kai Tahu ki Otago cultural values.*
  - iii. *Visual amenity.*
  - iv. *Water requirements.*
  - v. *Wastewater and storm water and disposal.*
  - vi. *Landscaping.*
  - vii. *Location of building platforms.*
27. *To require that where any earthworks are proposed as part of a subdivision activity, an accidental discovery protocol is to be signed between the affected papatipu Runaka and the Company*
28. *To require applicants, prior to applying for subdivisions consents, to contact Kai Tahu ki Otago to determine the proximity of the proposed subdivision to sites of significance identified in the resource inventory*
29. *To require public foot access along lakeshores and riverbanks within subdivisions.*

Part 10 of the KTKO NRMP outlines the issues and policies for the Clutha/Mata-au Catchments. Included in this chapter is a description of some of the Kai Tahu ki Otago values associated with the Clutha/Mata-au catchments. Part 10 does not address any specific issues, policies or objectives relating to the Frankton Flats area.

The Frankton Flats Plan Change is likely to increase the intensification of land use within the site, which will involve increased stormwater run-off, sewage disposal and water demand. These services can be provided for by the town's reticulation scheme, and any issues will be dealt with at the time of subdivision consent.

A cultural assessment report is included as an appendix 6 to this Section 32 report.

### **Historic Places Trust Register**

Section 74(2)(b)(ia) requires that in preparing any change to the District Plan, the territorial authority shall have regard to any relevant entry in the Historic Places Register.

The Historic Places Act 1993 requires the Historic Places Trust to establish a register of historic places, historic areas, wahi tapu and wahi tapu areas. The purposes of the Historic Places Trust Register are to inform the public about historic places, historic areas, wahi tapu areas, to notify owners for the purposes of the Historic Places Act 1993, and to assist in protection under the Resource Management Act 1991.

The Historic Places Register does not contain any items of heritage significance or wahi tapu areas within the Frankton Flats.

The Queenstown Lakes District Partially Operative District Plan does contain the following heritage items located adjacent to the Frankton Flats Plan Change area (within the Queenstown Airport Corporation Designation). These items are referenced under Number 119 on Map 33. These are category 2 under the Queenstown Lakes District Council categories and protect the McBrides Farm Buildings: consisting of Original Smithy and Dairy, 64 Grant Road, Frankton. Nothing within this proposed Plan Change seeks to alter these and their protection will be continued.

Additional items related to the McBrides Farm, also known as Aranmore Farm are the suggestion of Plan Change 3 (Heritage II) to the Partially operative District Plan. The Council decision on this Plan Change has been issued though the appeal period had not yet lapsed at the time of writing of this report.

### **Long Term Council Community Plan**

Section 74(2)(b) requires that in preparing any change to the District Plan, the territorial authority shall have regard to any management plans prepared under other Acts.

The Long Term Council Community Plan (LTCCP) has been prepared under the Local Government Act 2002, and outlines the community outcomes for the District. These community outcomes have been derived from the community workshops held in all communities during 2002 and 2003. Each community plan is different and identifies slightly different desired outcomes, but by looking at the different plans strong and repeated signals were identified.

The Queenstown Lakes District Council community outcomes are as follows:

1. *Sustainable growth management.*
2. *Quality landscapes and natural environment and enhanced public access.*
3. *A safe and healthy community that is strong, diverse and inclusive for people of all age groups and incomes.*
4. *Effective and efficient infrastructure that meets the needs of growth.*
5. *High quality urban environments respectful of the character of individual communities.*
6. *A strong and diverse economy.*
7. *Preservation and celebration of the district's local cultural heritage.*

The community outcomes of most relevance to the Frankton Flats Plan Change (B) are those numbered 1, 3, 4, 5 and 6.

Pages 64, 65 and 66 of Volume 2 of the Council Community Plan (CCP) discusses the District Plan and identifies it as the single most effective way the Council can

exert influence over growth. The combination of rapid community growth and a sensitive environment will result in the continuing evolution of the District Plan.

Page 4 of Volume 2 of the CCP notes the following:

*The District Plan is passive in the way that it facilitates social and economic well being (through, for example, providing adequate land use zoning for future development).*

- *Environmental*  
The District Plan is the Council's principal mechanism for ensuring that development will not have an effect on the environment which is more than minor.
  
- *Economic Development*  
Generally, the District Plan has a passive function in Council's role in economic development by establishing zones for alternative land uses. These zones will be changed over time to ensure that within the District there are adequate land stocks, a balance of land uses, and an increasingly diverse economy. Certainty and consistency are the two attributes most sought after as a basis for sound business decisions.

To ensure the community outcomes are met through the district planning process the following checks and measures are attributed to the community outcomes:

| <b>Community Outcome</b>   | <b>How the provision of the District Plan contributes</b>  | <b>Measure</b>                                      |
|--|--|---|
| Sustainable growth management.   | Providing for future growth within a framework which has assessed adverse effects and how they can be mitigated.   | Statutory regime for monitoring plan effectiveness. |
| Quality landscapes and natural environment and enhanced public access.                                       | By providing analysis, standards and assessment criteria which protect those aspects from adverse effects.<br><br>Implementation of trails strategy through the consent process. | Statutory regime for monitoring plan effectiveness. |
| A safe and healthy community that is strong, diverse and inclusive for people of all age groups and incomes. | By addressing the RMA effects (social and economic) relating to these aspects of the plan.   | Community satisfaction.                             |
| Effective and efficient infrastructure that meets the needs of growth.                                       | By ensuring that growth related infrastructure is provided by developers at time of consent.<br><br>Require financial contributions.   | Statutory regime for monitoring plan effectiveness. |
| High quality urban   | By requiring good urban  | Statutory regime for                                |

| Community Outcome  | How the provision of the District Plan contributes   | Measure   |
|--|--|---|
| Sustainable growth management.   | Providing for future growth within a framework which has assessed adverse effects and how they can be mitigated.   | Statutory regime for monitoring plan effectiveness.   |
| Quality landscapes and natural environment and enhanced public access.                                       | By providing analysis, standards and assessment criteria which protect those aspects from adverse effects.<br><br>Implementation of trails strategy through the consent process. | Statutory regime for monitoring plan effectiveness.   |
| A safe and healthy community that is strong, diverse and inclusive for people of all age groups and incomes. | By addressing the RMA effects (social and economic) relating to these aspects of the plan.   | Community satisfaction.   |
| Effective and efficient infrastructure that meets the needs of growth.                                       | By ensuring that growth related infrastructure is provided by developers at time of consent.<br><br>Require financial contributions.   | Statutory regime for monitoring plan effectiveness.   |
| Environments respectful of the character of individual communities.  | design at the time of consent.<br><br>Developing the District Plan to reflect community outcomes.  | monitoring plan effectiveness.  |
| A strong and diverse economy.  | By pursuing certainty and consistency in planning advice to development and by assessing the economic effects under the Resource Management Act.                                 | Community satisfaction.   |
| Preservation and celebration of the district's local cultural heritage.                                      | Ensure the plan addresses relevant issues including Maori and heritage.  | Community satisfaction.<br>Completion of heritage variations.<br>Development of Maori protocol. |

The section on demand management notes the following (Page 67):

*Plan changes will be processed in order to ensure that the District Plan is well aligned to this Community Plan and any growth management strategy that is adopted by the Council. In turn, the District Plan will become more consistent with the needs and aspirations of the community and be better able to keep pace with growth in a strategic way.*

The proposed Frankton Flats Plan Change is consistent with both the LTCCP and the Council Growth Management Strategy which seeks to consolidate growth within the identified Urban Growth Boundaries.

## **The Regional Land Transport Strategy for Otago 2005**

The Otago Regional Land Transport Strategy (RLTS) documents Otago's transportation needs and outlines the direction for development of the transport system until 2014. Within the RLTS, several objectives, policies and methods are related to this Plan Change, with Queenstown's transportation system specifically highlighted in a number of sections.

A section of the RLTS is devoted to the actual and perceived issues that Otago's transportation network has. Specific to the Frankton Flats area and Queenstown area, the following issues involving travel demand management and parking are highlighted. The issues are based on consultation feedback via council LTCCP and planning processes, Otago Forward stakeholder workshops, the business community, and arising out of specially commissioned reports.

### **4.3 Issues for Otago**

#### ***Economic wellbeing issues***

*Traffic congestion effects in Dunedin (morning peak northbound to the CBD) and Queenstown (Frankton Road) will increasingly interfere with efficient operation of these urban areas. The RLTS needs to ensure steps are taken to manage congestion to balance urban form and character requirements with impacts on network efficiency, particularly on Port Otago operations, access to Dunedin and Queenstown Airports, and into the CBD of Queenstown.*

#### ***Environmental wellbeing issues***

*In urban settings some balancing is required between managing for efficient regional transport links, while also enabling urban development potential to be maximised. This includes taking account of urban amenity and form outcomes. This is particularly relevant in Queenstown in relation to which transport modes are emphasised for gaining access to downtown Queenstown, and the character of the area that will result from this choice*

Within the RLTS key transport trends are also identified and those that are applicable to the Frankton Flats Area and Queenstown include increases in:

- ▶ Commuter volumes on specific routes within Dunedin and Queenstown (particularly the southern end of Dunedin's CBD, and Queenstown's Frankton Road).
- ▶ Cyclist use of a variety of routes throughout Otago (e.g. cycleways and trails within urban Dunedin and Queenstown and tourist cycling between centres).
- ▶ The potential for vehicle/pedestrian conflicts within urban areas due to population changes with increasing proportions of older residents.
- ▶ Level of service demands for public transport, pedestrian friendly footpath and walkway design, as well as increasing mobility assistance support affected by changes in the population profile (including ageing trends) and community aspirations.

- ▶ Ongoing subdivision and land use development pressures along strategic routes (e.g. wineries, traveller accommodation, tourist ventures).

To achieve the core elements of the document, targets to 2014 are provided for Road Efficiency, Safety and the Environment. The targets that apply to this Plan Change include:

- ▶ No congestion outside Queenstown or Dunedin City.
- ▶ No congestion within Queenstown or Dunedin City outside peak periods (7-9 am and 4-6 pm).
- ▶ Contain the amount of congested roads within Queenstown during peak periods to 2 lane kilometres or less (2001 = 1, predicted 2014 = 3)
- ▶ 15 % of all trips to work made by walking. (In 2001, 12% of trips were by foot).
- ▶ 6 % of all trips made by cycle. (In 2001, 3 % of total trips to work were made by cycle.)
- ▶ 4.5% of all trips made by public passenger transport. (In 2001, 3% of all trips to work were by public passenger transport.)

### **Transit New Zealand Planning Policy Manual (TNZPPM)**

Section 74(2)(b) of the RMA requires that regard is had to the Transit New Zealand Planning Policy Manual, which is prepared under the Land Transport Act 2003.

Relevant provisions are identified as follows:

Transit's five strategic goals are:

- Ensure state highway corridors make the optimum contribution to an integrated multi model land transport system.
- Provide safe state highway corridors for all users and affected communities.
- State highways will enable improved and more reliable access and mobility for people and freight.
- Improve the contribution of state highways to economic development.
- Improve the contribution of state highways to the environmental and social well-being of New Zealand, including energy efficiency and public health.

In having regard to these strategic goals, it is important that any development proposed within the Frankton Flats avoids additional access points onto the State Highway, and respects the efficient, effective and safe functioning of this as a key transport linkage.

Transit New Zealand have been involved in the drafting of this Section 32 document. Appendix 4 contains the Wakatipu Transportation Study which details the future direction for all forms of transportation within the area, especially the movement of people and traffic within the wider Frankton area and the links with the Queenstown Central Business District.

### **3 Background**

#### **Scope of the Plan Change “the Site”**

As shown in Section 1.1 of this report, the Frankton Flats area is located on the southern side of State Highway 6, west of Glenda Drive and on the northern boundary of the District’s airport. A map showing the extent of the Frankton Flats is included in Section 1.1 above.

#### **Background to planning the Frankton Flats area**

The planning for the Frankton Flats land has a long history, dating back to a proposed scheme change in 1994, and then submissions on the District Plan as notified in 1995. The following provides a background of the planning history of the site.

#### **The wider site**

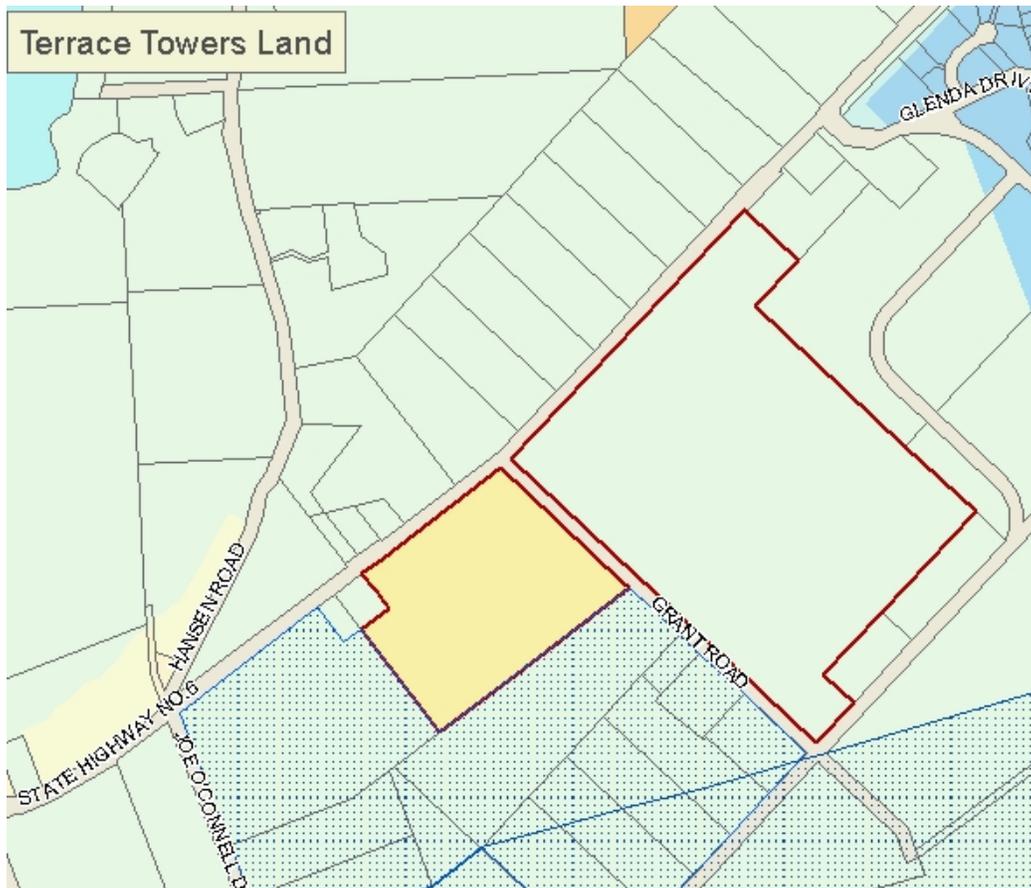
The Industrial Zone adjacent to Frankton Flats was zoned Industrial by the 1995 Proposed Plan.

The subject site was zoned Rural Downlands under the Plan as notified in 1995.

A submission was lodged by Kawarau Farm Park Limited requesting the extension of the Industrial Zone onto their land (adjacent to the existing industrial zone). However, in decisions on submissions, these submissions were declined, and instead, the land was zoned Rural General.

A submission was also lodged by Terrace Towers, who at this time owned two sites either side of Grant Road. It is relevant to provide the history of this site, given that its zoning (on one part of the site) has been changed through an Environment Court decision.

The sites known as Terrace Towers is shown below (outlined in red):



The Terrace Towers site was zoned Rural Downlands within the Proposed Plan as notified on 10 October 1995. It comprised two areas of land on either side of Grants Road and totalled 32 hectares in size. Submissions were lodged by the owners of the land (Terrace Towers Limited) opposing Rural Downlands zoning, and requesting instead commercial zoning.

The submission by Terrace Towers was declined by the Council. Instead, in the 1998 Plan following decisions on submissions the land was zoned Rural General. This decision was appealed to the Environment Court by Terrace Towers (Pty) Limited (RMA 1028/98). Other parties to the reference were the Wakatipu Environmental Society Inc, Foodstuffs (South Island), and Mr and Mrs Thompson. The original reference by Terrace Towers related to all of their land, whereas at the conclusion of the hearing the zoning of only the 7.8 hectare block on the western side of Grants Road was before the Court. Council at that stage was opposed to the proposed commercial use of that block and in particular the suggested plans that were before the Court.

The reference was heard in the Environment Court in August through September 1999 and continued again in January 2000. At this stage all additional parties to the reference had withdrawn their party status, leaving only the Council in opposition to the reference.

The Environment Court issued an interim decision in June 2000 (C111/2000) which effectively allowed the commercial zoning of the 7.8 hectare block. In making the decision, the Court stated:

*[58] Therefore we hold that the zoning proposed by Terrace Towers will meet the objective and policies in Part 4 of the revised Plan if rules are added to the effect that landscaped earth mounding is to ensure that all parts of the proposed development (including initial construction) below 9.1 metres (above ground level) cannot be seen from State Highway 6 (especially when looking down Grant Road frontage from the intersection with SH6) by anyone sitting with their eyes at 3m above ground level (and that the number and size of pinnacles above 9 metres may be limited). We regard rules giving effect to that approach as essential and non severable (and it may be that consequential elaborating rules are also necessary to achieve other aspects of good landscaping practice) to mitigate the effects of the Wintergarden Centre on this important visual amenity landscape. Rules may also need to be provided with respect to the provision of local pathways etc, but some cooperation from the Council as neighbouring landowners may be necessary to make such rules effective.*

*[59] Accordingly the reference is allowed and the decision of the Council is cancelled. We direct that:*

- (1) The zone objectives policies and rules attached to Mr Garland's evidence are to be included in the plan as a sub-zone for the site;*
- (2) A rule giving effect to our conclusion in the previous paragraph is to be inserted into the sub-zone rules;*
- (3) Leave is reserved to any party to apply;*
  - (a) To make any further changes to Mr Garland's proposed rules in order to correct mistakes and/or make them internally consistent with the spirit of this decision.*
  - (b) Under s 293 of the Act (we hope for formal consent orders) to make objective 4.9 of the revised plan consistent with the Queenstown landscape decision.*

This interim decision was not confirmed, leaving the reference unresolved. This gave the opportunity for the Section 293 application in 2004.

## **Woodbury Park Variation**

While the Environment Court decision was left unresolved, the Council notified the Woodbury Park Variation. This changed the zoning of both sites owned by Terrace Towers from Rural General to the Woodbury Park Special Zone. The purpose of the Woodbury Park Special Zone was to provide a comprehensively planned development enabling traditional low and high density residential development and some commercial development. The plans included a 30m wide buffer strip along the State Highway and extensive planting.

20 submissions were received to this Variation. However, prior to the notification of the summary of submissions, the Variation was put on hold by the Council's Strategy Committee to await the findings of the Tomorrow's Queenstown strategic planning exercise and the Queenstown Entrances Study. The Variation was then withdrawn on 24 August 2004 at the request of the Environment Court to allow the notification of the Frankton Flats Section 293 application.

### **Frankton Flats Section 293 Application**

Section 293 of the Resource Management Act allows the Environment Court to order a change to a policy statement or plan. The relevant part of the section (at that time) is included below:

- (1) On hearing the appeal against, or inquiry into, the provision of any policy statement or plan, the Environment Court may direct that changes be made to the policy statement or plan.*
- (2) If on hearing of any such appeal or inquiry, the Court considers that a reasonable case has been presented for changing or revoking any provision of a policy statement or plan, and that some opportunity should be given to interested parties to consider the proposed change or revocation, it may adjourn the hearing until such time as interested parties can be heard.*
- (3) As soon as reasonably practicable after adjourning a hearing under subsection (2), the Court shall –*
  - (a) Indicate the general nature of the change or revocation proposed and specify the persons who may make submissions; and*
  - (b) Indicate the manner in which those who make submissions should do so; and*
  - (c) Require the local authority concerned to give public notice of any change or revocation proposed and the opportunity being given to make submissions and be heard.*

Because the reference on the 7.8ha block of land was outstanding, there was an opportunity to use Section 293 to amend the zoning. The following provides an explanation of how the Section 293 application was first initiated and progressed.

The Terrace Towers land was sold in 2003 to developer Dave Henderson. His aspirations for the land were different than his predecessors (Terrace Towers). In early 2003 a working party was established to facilitate discussion between the landowner and the Council to identify potential and optimum long term uses of the site and surrounds. The working party was made up of Council representatives, Dave Henderson, and two other Queenstown professionals.

The working party considered the strategic outcomes identified in Tomorrow's Queenstown, including the proposed urban boundary and the long term needs of the Event's Centre, the golf course and the potential for a school on the Frankton Flats land. Following this analysis, it provided guidance to the Council in the preliminary stages of a Section 293 application under the Resource Management Act 1991. As

the original Terrace Towers reference had never been enacted the reference was effectively still “open” allowing the possibility of a section 293 application.

Dave Henderson (Property Ventures Limited, Gardez Investments Limited) then employed American and Australian planners and urban designers DPZ and Roberts Day Limited to hold a planning charette in Queenstown to design a new development for the Frankton Flats area, this focussed mainly on the land owned by Property Ventures. The charrette was held over 10 days in September 2003 with different sectors of the community such as planners, designers, commercial retailers, and business people taking part in discussion groups and providing input for the professional team. Members of the public were also invited to some of the sessions to voice their suggestions for the development of the area.

There was also the possibility of extending the area of the proposed Section 293 application to include most of the land zoned Rural General between the Queenstown Events Centre and the existing Glenda Drive industrial area. The Council saw the inclusion of the land as beneficial in terms of ensuring comprehensive development into the future. This increased the amount of land from 32 hectares (scope of original reference) to 69.16 hectares.

An application was made to the Environment Court by the three main parties; the Queenstown Lakes District Council, Gardez Investments Limited and Shotover Park Limited (who owned land adjacent to the existing Glenda Drive industrial area). This was accepted by the Environment Court and the Section 293 application was notified to the general public on 27 November 2004 with submissions closing on 24 December 2004. The Section 293 application and proposed amendments are attached in Appendix 5.

A total of 24 submissions were received, a summary is included as Appendix 6. Of particular relevance, a submission was lodged by Transit New Zealand challenging the legality of using the Section 293 process to rezone the land instead of using the variation or plan change process. Transit also submitted that the proposed development compromised the ability of the State Highway to perform effectively.

An Environment Court hearing as to the jurisdiction of the Section 293 application was heard on 28 February 2005 and a decision was issued by the Environment Court on 4 July 2005.

The relevant parts of the decision are as follows:

*[F] Outcome*

*[62] We hold that the Court has jurisdiction to consider an application under section 293 of the Act. However that application cannot exceed the subject matter of the originating reference which in this case is an area of 32 hectares. The joint application is therefore beyond the powers of the Court to consider and will be struck out.*

*[63] The proceeding is adjourned to a further pre hearing conference so the Court can hear the original parties on the appropriate rules to give effect to the substantive decision.*

*[64] The only way the Council can pursue its comprehensive structure plan for the Northern Frankton Flats is to promote a variation of the proposed plan, If it wishes to do so it should act with real urgency, because this*

*reference has been outstanding since 1998 and must either be resolved promptly or statutorily frozen by the variation process in Clause 16B of the First Schedule.*

As a result of this finding it has been recognised that in order to ensure the comprehensive development of that land known as Frankton Flats, to provide for Queenstown's future residential, commercial, industrial and educational demand, a Variation or Plan Change to the Partially Operative District Plan is necessary.

Given that the Section 293 application had failed, the outstanding reference on the 7.8ha block of land now owned by Dave Henderson (Property Ventures Limited and Gardez Investments Limited) remained outstanding, and therefore required resolution. On 22 November 2005, a memorandum from the parties to this reference was lodged with the Environment Court seeking consent to finalise the provisions as they relate to the Frankton Flats Special Zone (i.e. the small block). On 12 December 2005 a final decision was issued by the Court accepting the memorandum of the parties, and therefore confirming the rules for the Special Zone. These are attached as Appendix 12. They enable the development of the site for commercial purposes, while ensuring the important views from the State Highway are protected.

One of the key purposes of the new rules is to ensure that they link with the anticipated uses of the surrounding land. To this effect, the memorandum of the parties states:

*"The proposed development is also within keeping with the anticipated land uses proposed in the now obsolete Section 293 application. The proposed land uses will merge seamlessly with proposed development to the east- to be accommodated through a variation/plan change."*<sup>1</sup>

## **4 Relevant Non Statutory Documents**

### **Justification for the Variation and Relevant Supporting Documents**

The following documents are of particular relevance to the preparation of this Plan Change. They are not statutory documents, but have been prepared in order to provide the specific information required in those documents. For example, the Long Term Council Community Plan (LTCCP) discussed within Section 3 of this report has been prepared under the Local Government Act 2002, and is informed by Tomorrow's Queenstown and other community plans.

### **Tomorrows Queenstown (Final Report July 2002)**

In May and June 2002 strategic planning workshops were held in Wanaka and Queenstown respectively. Relevant findings of the Queenstown workshops, as reported in "*Tomorrow's Queenstown Quality or Chaos- Vision, issues and directions 7-11 July 2002 Final Report*" are included below, these provide guidance for the zoning of the Frankton Flats area.

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<sup>1</sup> Memorandum of referrer and respondent seeking consent order as to zone rules Frankton Flats Special Zone (22 November 2005) Paragraph 33, page 10.

The following priority issues that Queenstown faces were identified as:

1. *Managing population growth;*
2. *Protecting the landscape;*
3. *Managing visitor growth;*
4. *Building a sense of community;*
5. *Improving access and transport networks;*
6. *Infrastructure keeping pace with growth and higher environmental standards;*
7. *Matching growth with adequate community facilities;*
8. *How do we pay?*
9. *Planning our future;*
10. *An inclusive and caring community;*
11. *Building a sense of place;*
12. *Protecting the natural environment.*

The community identified that to achieve our vision and address our prioritised issues these strategic goals should be followed:

- *Managing growth in a sustainable way.*
- *Respecting the dominance of our magnificent mountain, lake and rural landscape.*
- *Building a strong diverse and inclusive community for people of all ages and income levels.*
- *Improving access to and throughout rural and urban areas with good roads, the green network, walkways and public transport.*
- *Providing infrastructure to keep pace with growth and protect the environment and health and safety.*
- *Creating high quality urban environments where safe healthy community life can flourish.*
- *Growing the strength and diversity of our economy.*

Five principles for growth management were created and are as follows:

1. *The landscape should be a key determining factor in all decisions about the physical form and physical growth of the Wakatipu Basin*

2. *Long term planning is a key tool for effective growth management. This includes quality information on growth demands and capacity, environmental and other constraints.*
3. *Efficient use of land resources is a key principle to protect the environment and the landscape from the effects of urban and rural sprawl.*
4. *The location of any new urban areas should be based on the principle of the Queenstown CBD as the heart of the community. Connectivity (including by public transport) and distance to the CBD is a key consideration.*
5. *New development must be accompanied or preceded by new and/or upgraded infrastructure to provide for increased demand and protect the environment.*

Growth Management Strategies achieve the following:

1. *Set the long term direction of urban growth (next 20 years plus) to give certainty for the community about its own future – including making plans for major infrastructure developments like new roads, bridges, new wharves and sewage disposal areas.*
2. *Contain urban development within defined boundaries. In general the landscape boundaries of rivers and mountains and the ability of the landscape to absorb development will be key determinants of the long term boundaries.*
3. *... (not relevant)*
4. *Staging of new urban growth areas is important. Further land and higher densities within the defined urban boundary should not be provided for unless there is a demand which cannot be met by existing capacity in urban and rural areas.*
5. *Increasing the achievable density of large areas within existing urban areas is a key part of making this strategy work. This means:*
  - *Identifying where and how the current high density areas can be further intensified. High density should be around community hubs of Queenstown and central Frankton, and where there is good access to frequent public transport including ferries.*
  - *Identifying where and how traditional residential areas within urban boundaries can be further intensified. This includes greenfield areas which may be otherwise developed for low density development.*
  - *Staging of further intensification will be partially driven by the ability of the infrastructure to support higher densities.*
6. *Support the viability of frequent public transport by concentrating higher density development including visitor accommodation along transport corridors like SH6A and also consider the lake as a potential high frequency public transport corridor using water borne public transport.*
7. *Ensure that the Council and the community have access to regularly updated high quality information as a core growth management tool.*

8. *Investigate the relationship between growth in the provision of visitor accommodation and population growth, to determine if controlling the rate of growth in visitor accommodation will be an effective growth management tool.*
9. ... (not relevant)

A map was drawn outlining the “Urban Growth Boundaries” identified as acceptable to the Queenstown community. This included the Frankton Flats area.

The findings clearly show that to achieve the growth strategies for Queenstown, Frankton Flats should be developed so that it provides for residential, commercial and industrial growth. Its close proximity to State Highway 6, Frankton and the airport all contribute to its importance as a future residential area that is well serviced, and efficient in terms of transport networks.

### **Growth Options Study (February 2004)**

The Growth Options study was completed for the Queenstown Lakes District Council on 6 February 2004. The study considers the growth pressures facing Wanaka and Queenstown, and identifies what is likely to occur under a business as usual scenario, i.e. no changes to the District Plan. Key growth management choices are then highlighted, and a number of options for how the community might respond to these choices are presented. Note: This study refers to the subject site as Woodbury Park.

The study identifies that in 2001, in the Queenstown study area:

- There were 12,000 permanent residents in Queenstown and the Wakatipu Basin, living in 4,800 dwellings. In addition to these occupied dwellings, there were also around 1,800 dwellings that were not occupied on a permanent basis, such as holiday homes and second homes.
- There were 7,300 full-time equivalent jobs in the area (full-time and part time jobs added together). Just over 2,000 of these jobs were located in the CBD. Included in this number would be around 800 to 1,000 short-term or casual workers, many of them from overseas, who would not be counted as permanent residents.
- On an average day there were likely to be around 8,000 visitors in town. About 5,000 of these people stay at commercial accommodation, with the balance staying in private homes. The commercial accommodation sector has a capacity of around 6,000 beds per night.
- Each day during winter there were around 200 airplane movements at the airport (take offs and landings) and around 2,800 passengers passed through the airport. During busy periods (summer and winter) the numbers of visitors would grow by at least 50%. So at the height of summer there may be more than 25,000 to 30,000 people (residents and visitors) in and around the settlement.

The report finds that there is little land remaining for services and light industry. The Gorge Road industrial area is heavily developed while the industrial area at Frankton is rapidly filling up. While there is still some business land at the airport, the use of the land is restricted to activities compatible with the airport location.

A comparison of the basic ratio between town centre-based jobs and the number of residents and visitors in the surrounding area suggests Frankton could sustain a larger retail centre.

Under the high growth projection developed by Statistics New Zealand for the Queenstown Lakes District Council area, the permanent population of the Queenstown study area will reach 22,000 people by 2021, up around 10,000 people from 2001.

The report then provides the following table showing Projected Growth.

|  | 2001   | 2006   | 2011   | 2016   | 2021   |
|--|--------|--------|--------|--------|--------|
| Statistics New Zealand resident population | 11,970 | 16,240 | 18,410 | 20,560 | 22,260 |
| Revised resident population estimate       | 11,960 | 14,963 | 18,996 | 23,830 | 29,826 |
| Visitors                                   | 8,067  | 10,174 | 12,678 | 15,611 | 18,993 |
| FTEs (jobs)                                | 7,295  | 9,095  | 11,429 | 14,191 | 17,580 |

Source: Table 5, Page 16, Queenstown and Wanaka Growth Options Study, Stage 1.

By 2021, it is assumed the average occupancy rate will be around 2.3 people per household, and for every 10 permanent households there will be 2.5 holiday or second homes. This means the expected 2021 usually resident population of 30,000 people will need to be housed in 13,000 permanently occupied homes, while there is likely to be around 3,000 holiday and second homes. This is a total of 16,000 dwellings or a demand for another 9,500 dwelling units between 2001 and 2021.

By 2021, if annual average growth rates remain at around 4% to 5% per year, then there are likely to be around 12,500 tourists looking to stay in commercial accommodation, not including camping grounds. As most visitor beds in commercial accommodation will be provided in the future in the form of rentable apartments, this means there will be demand for around 4,000 apartment type units between 2001 and 2021. A further 6,500 visitors will be staying with family, friends or in other forms of accommodation. The total stock of visitor beds will be around 16,000.

For people working in light industrial areas, 2,500 to 3,000 more people are likely to work there. There is space for about another 900 jobs in existing light industrial areas, leaving an unmet demand for about 50 to 60 ha of land for light industrial and service activities

The report then considers what is likely to happen under a business as usual future, considering separately visitors and visitor accommodation, business and employment, population and residential, and community facilities. Its findings are summarised in the following:

## Visitors and Visitor Accommodation

### 2001-2011

- Most new visitor accommodation will be built in and around the CBD in the form of rentable apartments, along with some new units along Frankton Road. Up to another 1,000 visitor units are likely to be added.

- Visitor accommodation is also likely to be provided at Jacks Point, Remarkables Park and in selected areas in the Wakatipu Basin, say a further 500 units.
- Tourist facilities and shops will continue to cluster in and around the CBD, expanding the edges of the centre but within the existing commercial zoning. Rents and land values in the CBD will continue to increase.

### **2011-2021**

- Visitor accommodation will continue to grow in and around the CBD along with significant growth along Frankton Road. Space is needed for a further 1,500 visitor units. This growth will displace some permanent residents and means that tourists will outnumber permanent residents in the CBD area.
- The balance of the demand for visitor accommodation units (1,000) will be met by further growth at Frankton Flats and in areas already zoned for accommodation in the Wakatipu Basin.
- High rents and land values in the CBD will also start to displace local retail and commercial activities (e.g. banks) out of the core of the CBD. The CBD will increasingly become devoted to serving the needs of tourists and become less of the “heart” of the community.

## **Business and employment**

### **2001-2011**

- Existing industrial areas will fill up.
- Further retail development will start at Remarkables Park and Frankton Flats – around 20,000 sqm of commercial floorspace may be added to areas already identified for commercial activities.
- Further business (office) and tourist-related retail development will occur on the fringes of the CBD, including the Gorge Road and Industrial Place areas, in accordance with their zoning. Around 10,000 to 20,000 sqm of floorspace needs to be added. This can occur within the current commercial zone.

### **2011-2021**

- There is little further development in the CBD's commercial zone as it will have nearly reached its capacity. There is demand for at least a further 15,000 to 20,000 sqm of floorspace to be added to this area – floorspace that cannot be accommodated in the CBD under current bulk and location rules.
- Pressure will mount to expand the current town centre. This process eats into the residential areas, creating concerns about loss of housing, as well as adverse effects on amenity. This would require relatively new (less than 20 year old) apartments to be demolished to make way for commercial expansion which will push up development costs.
- More industry is likely to be forced out of the Gorge Road area as pressure mounts for more commercial-related activities to locate in this area.
- A larger shopping area serving the day-to-day needs of the wider community is likely to develop at Frankton. Perhaps another 40,000 to 50,000 sqm of commercial floor space is likely to be added.
- Some businesses may begin to shift out of the CBD to Frankton in search of better
- parking and easier access.

- By the end of the period there is likely to be a severe shortage of industrial land. Approximately 40 to 50 ha of land is needed to meet demand, with no prospect of finding such an area within the current urban limits. The lack of industrial land may put a brake on economic growth. The costs of goods and services are likely to increase significantly as most goods will have to be trucked in.

## **Population and residential housing**

### **2001 – 2011**

- Frankton Flats will continue to be a popular housing area, along with Kelvin Heights, as people seek sunny, more open sites.
- Arrowtown will reach capacity and growth of the resorts, settlements and rural residential areas in the wider Basin will remain fast.
- Housing in the Queenstown Bay area does not grow much, as current trends favour housing for residents on the periphery of the settlement. What housing growth occurs is likely to be focused on rental accommodation, including some accommodation for short term workers.

### **2011-2021**

- Frankton Flats, Frankton Road and Sunshine Bay/Fernhill areas are likely to reach capacity.
- Kelvin Heights will continue to grow at a steady rate, with most sections in the 800 to 1000 sqm range.
- Growth of the settlements in the wider basin remains fast (within current special zoned areas, e.g. resort zones) but costs will rise as land becomes more scarce.
- Growth in residential units occurs in Queenstown Bay as it is one of the few areas left with spare capacity. All development is in the form of apartments and terrace housing. There is a shift towards units that meet the demand from families for housing. There will be pressure to increase the height of development. More housing in the area will put pressure on public spaces and assets in the area.

Between 2016 and 2021 the supply of land for more housing will become restricted. Affordable accommodation for workers and residents will become an even more significant issue than it is today. There is a lack of opportunity for this type of housing in all areas due to rising land values. Possible locations, such as Queenstown Bay and Frankton Flats, are likely to become uneconomic due to the growth of the visitor accommodation sector in these areas. As capacity within the existing urban area is rapidly taken up, pressure will build for a new settlement to be developed in the Wakatipu Basin, perhaps adding to the current development at Lake Hayes Estates (Carolina) or in another location. The principal issue is where such a settlement would have least visual impact, rather than transport, socio-economic or wider growth management issues.

## **Community facilities**

### **2001-2011**

- A new primary school will be built at Frankton Flats.
- The high school expands on its current site, offering more courses and attracting more staff.

- Expansion of health services and facilities is likely to occur on the Frankton hospital site. A greater number of GPs offering more choice for residents is also likely.
- Additional sportsfields will be developed at Frankton Flats.
- Demand will grow for more neighbourhood reserves in the Queenstown Bay area but land values mean it is very expensive to add to current stock. Some reserves will need to be upgraded instead.

#### **2011-2021**

- Pressure starts to build for a new high school as the existing school is likely to reach capacity on its current site, but there is limited land for this new school and no site has been reserved. Options include Frankton Flats or somewhere in the basin.
- Expansion of health services and facilities is likely to continue on the current Frankton site. It is possible that a private health care provider may also set up.
- Further sportsfields will be developed in Frankton Flats
- Demands on neighbourhood reserves in the Queenstown Bay area are now acute, but land values mean it is now very expensive to add to current stock. The inability to expand the stock of reserves reduces the quality of the area.
- Growth in the Frankton / Kelvin Heights area, coupled with increased traveling times into the CBD will create the need for a new branch library and community facility in the Frankton area.
- The newly commissioned civic facility in Queenstown CBD may only partly serve local needs because most community activity and shopping for locals is now in and around Frankton.
- The Queenstown Events Centre and Remarkables Community Centre will become increasingly economically viable and less reliant on commercial operations such as conferences.
- There is a need for better quality neighbourhood reserves in the Frankton area, as the population of the area grows. Jardine Park will need to be developed.

The report then considers possible strategies for the management of growth. These include slowing growth, satellite/township development, internalizing costs, and urban boundary/consolidating growth.

#### **Slow growth**

Overall, slow growth policies may help in planning for future problems, and there may be a role for some management of growth rates as part of a package of techniques, but slow growth policies will not solve the underlying problems. Slow growth may mean that the area will reach its current capacity in 2030, rather than 2020, but the current capacity will still be reached at some point, while growth pressures will remain.

#### **Satellite/township development**

Rather than slow the growth, growth could be directed to other localities, such as Glenorchy, Kingston or Cromwell. This might take pressure off the Queenstown/Wakatipu Basin area. Satellite development however, often results in mixed outcomes – people may end up living a long way from jobs and services, for example. In the case of Queenstown, satellite towns would have to be some distance away if they were not to be located in the Wakatipu Basin. Geography means that

current settlements which could act as satellite centres are all 45 to 60 minutes' drive away. Satellite towns are likely to become dormitory suburbs, if their development does not also include visitor accommodation and workplaces. Economic incentives like free land or no rates are likely to be needed to make this happen, without an undesirable lag time. They may not be big enough to support a range of social and community services. Distance and a limited range of services will mean people living in satellite areas will need to travel a lot to workplaces and to access medical, community and retail services in Queenstown. This will increase their cost of living, and therefore relative affordability.

**User pays – internalising the costs of new development**

By increasing the cost of developing in the Queenstown area, growth rates may be slowed, or more growth may be redirected to other localities.

**Urban growth boundary and more compact growth**

Under this strategy, an urban growth boundary would be established, and the District Plan would be changed to enable the more intensive use of some areas within this boundary. More growth within the current urban boundary means less pressure for outward expansion. Currently the District Plan allows for intensive housing development around the Queenstown CBD area, along Frankton Road and at Remarkables Park at Frankton Flats. This concept of intensification could be modified and extended to other areas. For example, the wider Frankton Flats area could be identified as an important area for more housing. This would involve extending the current higher density potential of Remarkables Park to Woodbury Park and the Frankton foreshore.

More housing at Frankton Flats would take pressure off both the Basin and the Queenstown CBD area, while increasing the total capacity of the current urban area to absorb more growth.

A critical issue for more compact development at Frankton Flats is the long-term development plans of the airport. If the airport needs to expand capacity by increasing the size of the air noise boundary, then this may stymie the ability to build up the population of the Frankton Flats area. This then creates a fundamental dilemma – if the airport expands and tourist numbers continue to grow, the population may not be able to expand in a way that meets community outcomes related to protecting the wider environment and supporting economic growth.

More development in the Frankton Flats area may also require a reassessment of the open spaces in the area. Land close to the airport needs to be used for business and industrial activities. The vacant land for future sportsfields at the events centre may be best devoted to housing development, with a new sportsfield hub developed somewhere in the basin, helping to retain a green belt in the area. Decisions about further sportsfields and open space needs must weigh up the benefits of accommodating more people in the Frankton area rather than see these people spread out into the basin.

The development of Frankton Flats as a second centre therefore requires the council to take a very proactive approach to its development. Significant issues arise around:

- Events centre and the surrounding land earmarked for sportsfields.
- Frankton foreshore.
- Airport mixed use zones.
- Noise attenuation related to the airport operation.

- Ferry terminals.

In summary, the report finds that further development of the Frankton Flats will:

- Help make development more sustainable by providing more options for business and commercial development.
- Help to protect the values associated with the CBD.
- May help increase diversity by increasing options and choices.
- Means that more activities at Frankton will support passenger transport and walking and cycling in the Frankton area.
- Improve the environment in Frankton, if new development is well designed. Demands on infrastructure can be spread between the CBD and Frankton area.
- Ensure there is space for more tourist accommodation and more businesses.

The report makes the following findings in terms of business and industrial land:

- More industrial land will be needed soon. This will have to be in the basin, outside the current urban area, unless land can be identified now in the Frankton Flats area, as all industrial land in the current urban area will soon be committed. New industrial areas in the Wakatipu Basin will obviously result in adverse effects on the rural character of the basin.
- Insufficient business land will harm the economy and people's living standards. A lack of land for services will put up the price of goods and services – more goods and services will have to be trucked in from other areas. The ability of the economy to develop a wider base will also be halted. Over time, this will reduce the diversity of the community.

## **Transportation Study**

Council's Transport and Parking Strategy entitled "Future Link" is a District wide study commissioned in order to provide solutions for the recognised parking and roading problems experienced in this District now and into the future. The study was undertaken for the Council by Montgomery Watson Harza New Zealand in association with Gabites Porter. The consultants have developed a computer based model and undertaken a wide range of research and investigation, which is summarised within the "Future Link" document. The study is growth focussed and has a 2021 horizon to link with Council's other strategic planning documents. The Future Link document was adopted by the Council in 2005.

It suggests that the opportunity should be taken to develop a strategic/arterial route through the Frankton Flats to provide a linkage around the airport between State Highway 6 and State Highway 6a. The route would also provide access between activity centres such as Queenstown Airport, Queenstown Events Centre, the proposed Queenstown Aquatic Centre and the Remarkables Park Zone. Appendix 4 provides a map illustrating the suggested location of this route.

The study identifies the following advantages of this internal link:

- Internal Frankton Flats circulation will minimise impacts on State Highways, particularly the key intersections which are expected to come under increasing pressure, potentially to the point of needing traffic signals.
- To be constructed during greenfields development, and ultimately connecting underneath the airport runway, once demand prevails.

Issues to be considered include:

- Linkages with surrounding local roads, State Highways and destinations including airport, commercial/retail centres.
- Designations through private land.

*The link is not a bypass, an alternative to the State Highway or to provide for “rat running” (driver behaviour attempts to avoid delays by using routes other than the primary one).*

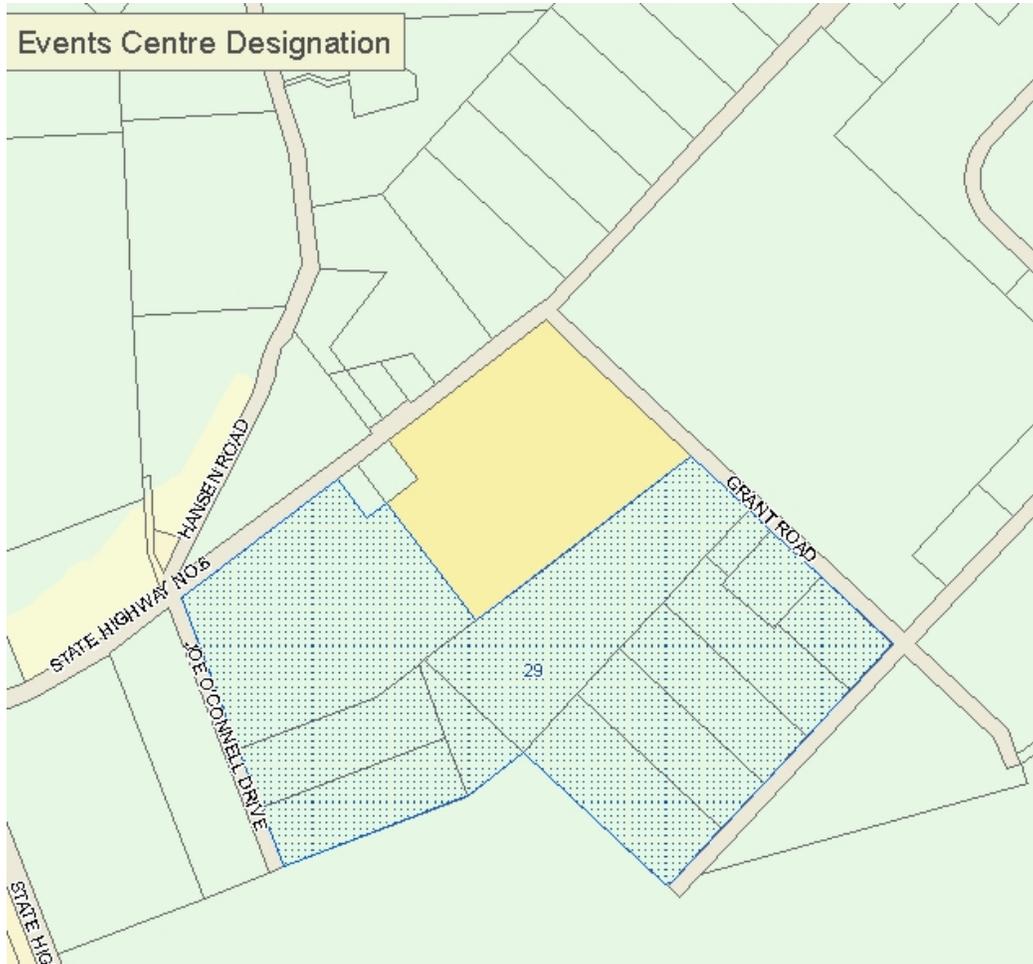
The implementation programme for the transportation component of this study allocates \$150,000 in 2005 to developing a “Frankton Flats Corridor Management Plan – State Highways, Local Roads, intersections, new corridors, designations, construction programme.

In 2006 \$50,000 is required for the Frankton Flats Investigation and Feasibility Project.

In the years to 2007 to 2014 \$34,500,000 is allocated towards SH6 upgrades, local road connectivity, airport access, southbound access, the Douglas street closure and the long term project to upgrade SH6, and reduce projected demand on SH6 by providing internal circulation and to feed SH6A alternative route.

### **Queenstown Events Centre Master Plan**

The Queenstown Events Centre (QEC) managed by the Queenstown Event Centre Trust, is located at Frankton Flats as shown in the map below (Designation number 29):



The master plan for the Queenstown Events Centre is relevant to the consideration of future management of the Frankton Flats as a whole. Currently, the Events Centre provides sport and event facilities for the community, and would effectively link with future educational, commercial and residential development within the Frankton Flats land subject to this Plan Change.

A number of proposals to expand the QEC, including establishing an aquatic centre and additional sports facilities are also under consideration. At the same time, QEC land has been identified as the site of a new primary school, effectively reducing the amount of space available for recreation and sport facilities.

Queenstown could have 50,000 residents and visitors by 2021, increasing to perhaps 65,000 during busy periods. This will generate a consequential demand for recreational and sport facilities.

Demand has been expressed by sporting groups for the following facilities at QEC:

- Aquatic Centre
- Two indoor sports courts
- Ice skating rink
- Additional playing fields and lighting
- Synthetic grass training pitch

- Additional tennis/netball hard courts
- Multi use hub building/s to service outdoor sports facilities.

Page vi of the Master Plan “Design Issues and Options” includes the following:

*Expansion to the south west is restricted as the land is privately owned. However, if a residential development eventually proceeds, it should be possible to integrate open space at QEC with that provided by RDF Developments (Stage one of Five Mile development) and swap land along Grant Road to form a more regular QEC site.*

Key features of the Master Plan are:

- Expansion of the Events Centre building through the construction of:
  - Two additional sports halls
  - Four squash courts
  - Aquatic centre
- Relocation of six netball/tennis courts and the addition of another six courts.
- Realignment of the playing fields north of the main oval to create a cricket oval on a north- south axis with a hard wicket, and two larger rectangular pitches and a junior or training pitch.
- Construction of an access road from Grant Road to SH6 Kawarau Road, connected to Joe O’Connell Drive.
- Construction of eight rugby pitches or cricket ovals.
- Construction of a Cricket/ Rugby Club pavilion at the northern end of the main oval.
- Construction of an outer Hub building, including change rooms and toilets.

Car parking areas to serve QEC, Aquatic Centre and each playing area.

These facilities are expected to cater for future demand until the year 2021.

### **Airport Master Plan**

The Airport Corporation is undertaking a Master Planning project for the airport and to cater for projected growth. The master plan also seeks to move some of the small planes and helicopter companies to the northern side of the airport within the airport designation.

As yet, the master plan has not been completed and adopted by the Council. It is important however to acknowledge the significance the Airport has to the regional economy and plan for it’s continued viability into the future. In this way it is important that growth around the airport does not compromise it’s ability to function. This Plan Change looks to locate suitable landuses such as industrial and business zoning adjacent to the airport boundary designation.

### **Housing our people in our Environment- The Queenstown Lakes District Affordable Housing Strategy, July 2005**

The Affordable Housing Strategy was adopted by the Council in July 2005. The Strategy identifies a range of actions that the Council is proposing to undertake over the next 5 to 10 years.

Of relevance to this plan change, the Strategy identifies the following actions

13. *Encourage developers to enter into voluntary agreements to provide affordable housing as part of larger scale subdivision and housing developments, and ensure that the affordability of any such housing is retained into the future.*
14. *Investigate the potential for the adoption of incentives such as density bonuses for affordable housing, in any proposals for up-zoning and particularly when zoning new urban areas and, if appropriate, include in the District Plan. Tie the provision of affordable housing to a suitable retention mechanism, and introduce location criteria to ensure affordable housing is located close to activities and transport.*
15. *Support increases in opportunities for affordable housing in lower density residential areas through the provisions for residential flats (for long term rental) in the District Plan.*
16. *Extend the current assessment criteria for comprehensive residential development in lower density residential areas to include the provision of affordable housing as consideration in whether to grant consent to the development. Improve the implementation of the assessment criteria, to ensure all criteria are assessed. Tie the provision of affordable housing to a suitable retention mechanism.*
17. *Identify any unnecessary constraints in the District Plan on non-traditional housing forms in locations that are otherwise appropriate for seasonal workers' housing, and, if so identified, work towards their removal.*
18. *Continue to improve the design standards of intensive housing developments so that they are attractive to permanent residents.*
19. *Introduce affordable housing into the policies of the District Plan so that it can become a relevant matter when plan changes/applications are considered, for example in relation to discretionary activities. This is so the impacts of planning changes on affordability, both positive and negative, are addressed.*

| HOPE Strategy Action# and Action Description   | Current Status as of May 2007   |
|--|---|
| 13. Encourage developers to enter into voluntary agreements to provide affordable housing as part of larger scale subdivision and housing developments, and ensure that the affordability of any such housing is retained into the future. | 4 Stakeholder deeds have been executed to date delivering approximately 72 sections to the Queenstown Lakes Community Housing Trust; another 4 are in progress, one of which is for Five Mile.<br><br>'While negotiations are underway between Five Mile and QLDC, Five Mile has offered a commitment of 900 affordable residential units via a long term headlease arrangement that would be consistent with the levels of affordability indicated by Council's Applicant Eligibility Criteria.' |
| 14. Investigate the potential for the adoption of incentives such as density bonuses for affordable housing, in any proposals for up-  | Council has initiated Proposed Plan Change 24: Community Housing, with a preferred direction for an objectives and policies plan change in the first  |

| HOPE Strategy Action# and Action Description  | Current Status as of May 2007   |
|---|---|
| <p>zoning and particularly when zoning new urban areas and, if appropriate, include in the District Plan. Tie the provision of affordable housing to a suitable retention mechanism, and introduce location criteria to ensure affordable housing is located close to activities and transport.</p>   | <p>instance. Current plans are to publicly notify such a plan change in August, 2007.</p> <p>Addressed through Community Housing Trust is the key retention mechanism in place to date; others, such as conditions of consent and covenants are undergoing further development'</p> |
| <p>15. Support increases in opportunities for affordable housing in lower density residential areas through the provisions for residential flats (for long term rental) in the District Plan.</p>   | <p>Addressed through Proposed Plan Change 24: Community Housing.</p> <p>Addressed through the revised "Definition of Residential Flat" as adopted August 2006.</p>  |
| <p>16. Extend the current assessment criteria for Comprehensive Residential Development in lower density residential areas to include the provision of affordable housing as consideration in whether to grant consent to the development. Improve the implementation of the assessment criteria, to ensure all criteria are assessed. Tie the provision of affordable housing to a suitable retention mechanism.</p> | <p>Addressed through Proposed Plan Change 24: Community Housing.</p>  |
| <p>17. Identify any unnecessary constraints in the District Plan on non-traditional housing forms in locations that are otherwise appropriate for seasonal workers' housing, and, if so identified, work towards their removal.</p>   | <p>Addressed through Proposed Plan Change 24: Community Housing.</p>  |
| <p>18. Continue to improve the design standards of intensive housing developments so that they are attractive to permanent residents.</p>   | <p>Addressed through 'Guidance for Developers' draft dated April 2007, which provides further information on the design and performance characteristics of affordable housing.</p>  |
| <p>19. Introduce affordable housing into the policies of the District Plan so that it can become a relevant matter when Plan Changes/ Variations are proposed, as well as when resource consent applications are considered, for example in relation to discretionary activities. This is so the impacts of planning changes on affordability, both positive and negative, are addressed.</p>                         | <p>Addressed through Proposed Plan Change 24: Community Housing.</p>  |

### Commercial Land Needs – Queenstown Lakes District (August 2006)

This report was commissioned by the Queenstown Lakes District Council to assess the future commercial and industrial land needs to 2026. The reports provides a basis for future Plan Changes by providing assumptions on the future needs of the District. The report is very relevant to the future development of the Frankton Flats

area via this Plan Change and provides a sound basis for the structure plan in terms areas set aside for industrial, mixed use and business needs.

The following are relevant paragraphs from the study. A full copy of this can be found in Appendix 11.

*The District's supply of commercial land is likely to be exhausted in the near future. Various rezoning proposals being considered in relation to land in the Frankton and Wanaka areas could provide additional land for commercial activities. To help shape these decisions, information is needed on how much land is required for what type of activities.*

*It is apparent that the District does not have an industrial base, and that most activities seek a town centre or mixed business location. The District Plan reflects this, with the Business and Industrial zones being very similar in nature. Within this overall picture, there are a range of transport and yard-based activities that service the local economy and which are likely to be "squeezed out" over time by rising land values should the current approach continue. While these activities could be located in Cromwell, their absence from the district is likely to harm the functioning of the local economy.*

*Assuming continued high rates of population and employment growth, and some diversification of the economy, it is estimated that in the Queenstown / Wakatipu area, there will be demand for up to 16,000 jobs to be located in commercial areas by 2026, and 4,500 jobs in commercial areas in the Wanaka area. Some employment growth in the secondary settlements can also be expected as they grow and develop.*

*Taking into account existing and planned developments in the Queenstown / Wakatipu area (including the further expansion of Remarkables Park, the Five Mile Village and Jacks Point), it is estimated that 10,000 jobs could be accommodated in town centre locations.*

*For the remaining 6,000 jobs, it is recommended that:*

- *An area (or areas totalling) of up to 30 ha is set aside for yard and transport-based activities. This area will provide a location for approximately 10% of employment that is likely to fall into these categories by 2026.*
- *A new mixed business area or areas (i.e. Business Zoned area) of a total of 28 to 30 ha be identified, and the Glenda Drive area be rezoned as Business (rather than industrial, once the new yard and transport-related area has been identified). Together, these three areas (Gorge Road, Glenda Drive, and the new business area or areas) should be able to accommodate 4,000 jobs.*
- *The balance of 1,500 jobs will be able to be accommodated in proposed mixed use areas (residential and small business areas).*
- *Introduce the new zonings, and rezone existing areas*
- *Limit the spread of retail activities out of town centres into existing and new Business zones. This is to help ensure town centre land is used*

*efficiently and that employment land is not used up by consumption-based activities*

- *Support retention of the new yard and transport-based areas for these activities through limits on building coverage and minimum site sizes*
- *Ensure mixed use development occurs in the appropriate areas.*

**Table 1 Land demands - trends scenario**

|                       | <b>Demand</b> | <b>Supply</b> | <b>% of supply</b> | <b>Excess demand</b> | <b>Density</b> | <b>Additional land (ha)-net</b> |
|-----------------------|---------------|---------------|--------------------|----------------------|----------------|---------------------------------|
| <i>Town Centres</i>   | 9037          | 10000         | 90%                | -963                 | 150            | -6                              |
| <i>Mixed Business</i> | 4275          | 1800          | 237%               | 2475                 | 55             | 45                              |
| <i>Industrial</i>     | 2790          | 900           | 310%               | 1890                 | 35             | 54                              |
| <i>Total</i>          |               |               |                    |                      |                | 99                              |

*Based on the assumptions listed, the Queenstown / Wakatipu area needs a further 99ha of business and industrial land. The analysis suggests a surplus of town centre land.*

**“True Industrial” land needs**

*A key issue is how to apportion future land between business uses and what may be called “true” industrial uses to avoid the current problems arising from a mixed approach. In particular is the issue of high land values “forcing out” land hungry activities. As discussed in Section 3.5.1, around 20% of currently developed land area, and perhaps 10 % of current employment in business and industrial areas is involved in yard-based and transport related activities that occupy a considerable amount of land, and are important to the functioning of the local economy.*

*An option open to the Council is to identify a new industrial area which is large enough to accommodate the majority of existing yard-based activities, as well as future anticipated activities in this category. Such an approach would recognise the likelihood that over time, there will be pressure for the current yard-based activities to relocate from both the Gorge Road and Glenda Drive areas. A new area that allowed for this to occur, as well as catering for future demand would be beneficial, in that the sites released by the current yard-based activities shifting from Gorge Rd and Glenda Drive would allow for them to be used more intensively for mixed business activities.*

*Two approaches can be used to determine how much land is needed. Both assume that the demand for yard and transport-based activities will grow in-line with the growth of the economy in general:*

- *Based on a land area approach (say 20% of business land), then of the 100ha of additional business land, 20 ha could be set aside for new yard-based and related activities. Added to this would be the 7ha of existing land occupied by yard and transport-based activities, providing a total of around 32 ha gross.*
- *Taking an employment based approach, 24 ha net (say 28ha gross) would need to be set aside for yard-based and transport related employment, based on the assumptions set out in Table 2.*

**Table 2 Area required for yard and transport-based activities**

|  |              |
|--|--------------|
| <i>Total employment demand for non-town centre land – 2026</i> | <i>6094</i>  |
| <i>% yard + transport based</i>                                | <i>10.0%</i> |
| <i>Employment demand</i>                                       | <i>609</i>   |
| <i>Assumed density (employees per ha)</i>                      | <i>25</i>    |
| <i>Area of land required (ha), net.</i>                        | <i>24</i>    |

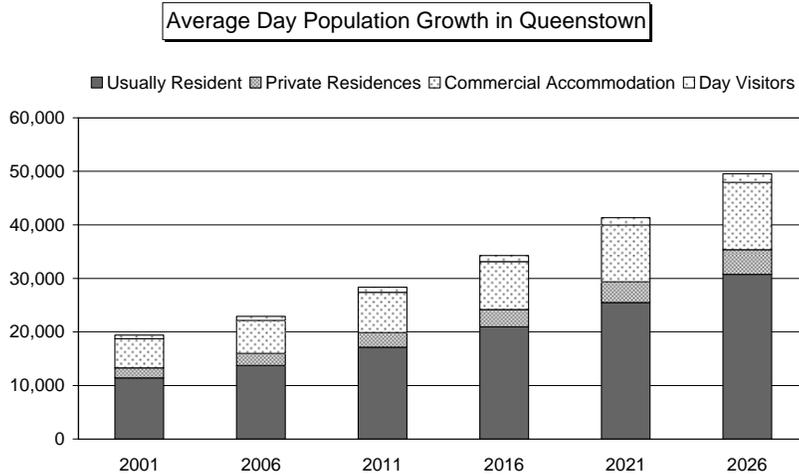
*Both these approaches suggest that at around 30 ha of land be identified for yard-based and transport-related activities. This is based on both the land-area and employment-based approaches, with a factor to account for a gross, rather than net area (that is a larger land area is required to take account of future roads that will reduce the developable area).*

*However this recommendation is based on the ability of the District Plan to provide a suitable “protection” mechanism. As is discussed below, the District Plan can only indirectly influence the land values and uses to which such an area will be put.*

*In the longer-term, it is possible that as the local economy matures, and the area becomes less dominated by the construction sector, land demands will change, and all or part of the proposed yard and transport-based area could be devoted to other employment activities. In this way the area could act as a land bank to provide for future changes.*

## Long Term Community Council Plan – Growth Figures

### The average day population projections for Queenstown

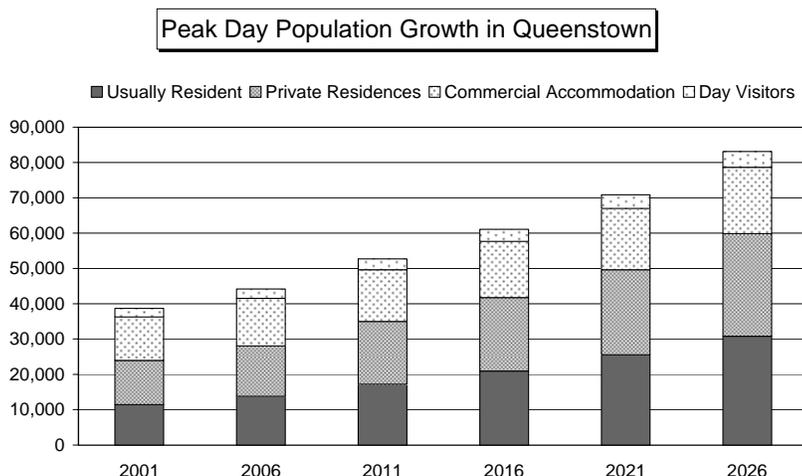


Note: where the above key refers to “Private Residences” and “Commercial Accommodation” it is referring to the number of visitors staying in the two respective types of accommodation. The number of visitors staying in “Private Residences” includes absentee owners staying in their holiday homes.

On an average day, the population in Queenstown is made up mainly of residents. The proportion of these various components is expected to stay relatively constant over time.

The areas with the most significant growth in the average day population are Frankton Flats, the Wakatipu Basin and Kelvin Heights. This is because of the relatively extensive areas of zoned land in those areas for growth and the lack of any other significant constraints on growth in these areas (in terms of roading and services).

## The peak day projections for Queenstown



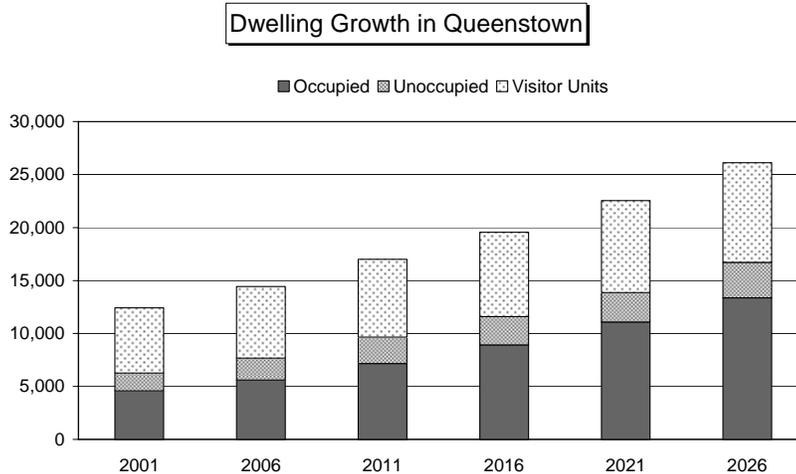
Note: where the above key refers to “Private Residences” and “Commercial Accommodation” it is referring to the number of visitors staying in the two respective types of accommodation. The number of visitors staying in “Private Residences” includes absentee owners staying in their holiday homes.

On the peak day, the population in Queenstown is mainly made up of people who are not permanent residents. Essentially, around 1/3 of all people in Queenstown will be permanent residents, 1/3 will be absentee owners and visitors (who may often be friends and family) staying in private residences, and 1/3 will be staying in commercial accommodation or day visitors.

That said, the greatest proportion of overnight visitors is expected to stay in private residences (i.e. in holiday homes or as guests of permanent residents). The average number of visitors and absentee owners staying in a private residence on the peak day is assumed to be 2 visitors per dwelling in 2001 reducing down to 1.74 by 2026. The number of visitors staying in commercial accommodation is based on the assumption of 100% occupancy of visitor units and 2 occupants per unit.

It is considered worthwhile to make the distinction between absentee owners and those staying in private residences and those true visitors who stay in commercial accommodation. For example, it is considered that absentee owners are likely to have quite a different relationship and impact on the local community, the economy, and the use of some services and often become an integral part of the peak community year after year.

## Dwelling and visitor accommodation growth projections for Queenstown



The proportion of visitor units to total dwellings is estimated to be 46.8% in 2006 reducing to 36.0% by 2026, based on an expectation that as the centres grow in size, more of the second homes will be taken up by permanent residents. This means that currently there is nearly one visitor unit for every residential dwelling. By 2026 the number of residential dwellings is expected to have increased at a higher rate than visitor units meaning that there will be nearly two residential dwellings for every visitor unit.

Once again the areas with the most significant growth in the number of dwellings are Frankton Flats, the Wakatipu Basin, and Kelvin Heights (for the reasons outlined on page 9).

It is projected that the percentage of unoccupied homes will decrease from 27% in 2006 to 20% in 2026 as a result of the trend away from holiday homes. Note that these are average day occupancy percentages.

### **Growth Management Strategy 2007**

The following are excerpts from the Growth Management Strategy that relate to the planning for the Frankton Flats area.

#### **Growth Pressures**

The Queenstown Lakes District area was the fastest growing area in New Zealand between 2001 and 2006. Census counts show that the population of the District has increased by 30% over the 5 years between 2001 and 2006. The number of occupied homes in the District has grown by the same amount. Employment has also grown fast, and this has benefited the overall economic and social wellbeing of the District, and the wider Central Otago area.

Many of the growth pressures that the Queenstown's Lakes District faces are driven by forces outside of the District. The District is an international tourism destination that supports economic growth across the southern part of the South Island. Located

in a nationally-significant landscape, the area draws in a large amount of investment (both local and international) in homes, services and visitor-related activities. The box below set out the expected growth in population, visitors, and jobs in the Queenstown. The Council's 2006 CCP contains more detailed projections.

In the Queenstown / Wakatipu area:

- The number of permanent residents will grow from 15,000 in 2006 to over 32,000 by 2026.
- The number of visitors will grow from 11,100 per day (on average) in 2006 to 21,500 by 2026
- The number of jobs will grow from 11,000 to 24,500 by 2026.

Principle 1: Growth is located in the right places

- 1a All settlements are to be compact with distinct urban edges and defined urban growth boundaries.
- 1f Greenfields development within the defined growth boundaries of the two main urban settlements (Queenstown and Wanaka), such as at Frankton Flats, is to be carefully managed to ensure that land is used to effectively promote the full range of desired community outcomes, and that a mix of activities can be accommodated. This includes encouraging a higher density form of development.
- 1g In Queenstown / Frankton and Wanaka, new centres are proposed in both settlements that can act as focal points for growth, with a mix of commercial, visitor accommodation and more intensive residential development in and around these centres, whilst ensuring that the two existing centres remain attractive, vibrant, and important places to residents by providing for a range of housing and business options that will sustain a resident population.
- 1h Green networks are developed to support settlements, helping to define edges, as well as linking activity areas within settlements, and helping to provide a respite to more intensive development.
- 1i New development avoids areas of recognised hazards (e.g. floodplains, instability) and development already within known hazard areas is managed so that hazards are not exacerbated.
- 1j The further growth of the Queenstown Airport should be co-ordinated with the development of the wider Frankton area to ensure that future conflicts between land use and airport activities are minimised. This is likely to involve some constraints on the operation of the airport (e.g. ensuring flight paths that minimise impacts on local amenity and restrictions on flights between 10pm and 6am), as well as constraints on adjacent activities (e.g. expanded noise contours and complementary land uses).

Principle 2: The type and mix of growth meets current and future needs

- 2b New town centres should only be considered where the type and scale of likely future growth in the two existing centres (Queenstown and Wanaka Central Business Districts) would result in the loss of essential qualities such as walkability, low-rise, compact neighbourhoods, a mix of residential opportunities, local retail stores, and view corridors to mountains and lake.
- 2f The diverse land needs of the business sector are to be understood and appropriate areas set aside for business uses, with more certainty about what types of activities can locate in the different business areas. In both Wanaka and Queenstown more space is to be provided for industrial and service activities, in separate areas, as well as mixed commercial and retail areas as part of new town centres, to a scale that ensures the existing centres remain viable and vibrant centres to residents and visitors.
- 2g The District Plan is to be amended to ensure that the functions of industrial areas are distinguished from mixed business areas, with policies reworded to provide a stronger direction on what type of activities should locate in the various zones

Principle 3: Infrastructure is provided which is sustainable and supports high quality development in the right places

- 3a The Council will invest in the development and promotion of sustainable infrastructure solutions which aim to reduce effects of growth on the environment and protect the character and amenity of both urban and rural areas in the District.
- 3b The local transport network should support the desired pattern of activities in the Queenstown and Wanaka areas through the following processes:
- development of a viable, effective public transportation network
  - high density areas located to support public transport and not located in areas difficult to serve with public transport
  - transport routes managed to fit in with communities, with connected roading patterns in newly developing areas providing for increased transport choices, including walkability
  - giving priority to public transport, walking and cycling over private cars and reducing car use to the main twin centres through controls on parking, and by not adding significant traffic capacity to the roading network
  - providing a high quality network of non-vehicular trails within and between settlements
  - increased walking and cycling options in other settlements.

- 3c In the Queenstown area, the State Highway network should be managed in a way that supports and facilitates the development of new activity centres in the Frankton area (providing for access and movement to and between these centres), while encouraging alternatives to private motor vehicles (such as public transport, walking and cycling) for travel between Frankton and Queenstown CBD.
- 3d Regionally-orientated infrastructure (including the airport and the State Highway network) should be planned to be sustainable and support the proposed pattern of development. Recognition should be given to protecting regionally significant transmission corridors and assets.

**Principle 5: The costs of development are made transparent, and economic signals encourage positive outcomes and discourage adverse effects**

- 5a Continue to use development and financial contributions to help fund infrastructure provision.
- 5b Continue to use price signals to influence market choices, such as targeted rates aimed at the visitor accommodation sector that ensure that this type of developments pays for relevant operational expenses.
- 5d Modify transport-related costs to promote alternatives to private vehicle use in the Queenstown / Wakatipu area and to reduce pressure for the outward expansion of urban areas.
- 5e Support public transport and other modes through the use of parking levies (which need to be applied to both the CBD and Frankton areas to ensure equitable outcomes).
- 5f Seek national funding (LTNZ) for travel demand management and coordination strategies (e.g. Travel Plans), in conjunction with large scale developments
- 5g Advocate for the introduction (at a national-level) of mechanisms that enable the capture of part of the value increases associated with rezoning proposals (e.g. a local value capture tax), and to use this funding to help provide more and better services in areas where growth should go.
- 5h Incorporate bonus provisions into the District Plan that provide an incentive for development to provide desired public good features (such as additional public spaces in town centres) and actively oppose developments that diminish the public good.
- 5i Mitigate the negative impacts of unconstrained growth on local amenity, including heritage and landscape protection through the purchase and covenanting of land where no other tools or options are available.

**Principle 6: Integrated planning**

6g Support and continue to undertake locally-based integrated planning exercises (such as Structure Plans) that:

- Look at the natural environment, land use, transport and infrastructure (hard and soft) in a holistic way
- Involve stakeholders and the community in all stages of the process
- Develop investment delivery plans for each settlement to help support desired outcomes, linked with funding tools like development and financial contributions.

6h Develop processes to better link policy decisions with implementation and operational policies and requirements.

The growth management strategy also contains a number of actions and monitoring to achieve these policies.

## 5 Consultation Process

Public consultation on the future management of the Frankton Flats has been ongoing. The following table summarises the consultation process and projects undertaken prior to the initiation of this Plan Change. A full Consultation report can be found in Appendix 3 of this report.

| Date   | Action  |
|--|---|
| 5 September 2001   | Public meeting to discuss the Woodbury Park Variation.  |
| September 2001   | Statutory Consultation undertaken with the Ministry for the Environment, Kai Tahu Ki Otago and Ngai Tahu Group, Wakatipu Environmental Society and the Frankton Residents Association.  |
| Workshops held 7-11 June 2002: Full report published July 2002 | Tomorrow's Queenstown 2020 Community Planning Exercise.   |
| 24 August – 2 September 2003                                   | Planning charrette held at the Events Centre, members of the public invited to take part. Approximately 100 people attended. While this concentrated on Henderson's land, it also considered the Frankton Flats area comprehensively. |
| 21 September 2004  | Meeting held between all parties (land owners) to Section 293 application   |
| 27 November 2004   | Section 293 application publicly notified.  |
| Scuttlebutt Summer Edition December 2004                       | Half page article and aerial photo of Frankton Flats in Scuttlebutt, Queenstown Lakes District Council's newsletter delivered to all households within the District.  |
| 6 December 2004  | Public consultation meeting held to discuss Section 293 application and provide information on how to lodge submissions to the Environment Court.   |
|  | Letter sent to interested parties and community associations.   |
| 3 August 2005  | Letter sent to statutory bodies (MfE, DoC, Ngai Tahu, other TLA's, Public Health South) the commencement of the Plan Change/Variation process.  |

Appendix 11 provides a summary of the submissions received to the Section 293 application. In total, 24 submissions were received. 6 were in opposition, 16 in support, and 2 unclear. The comments and suggestions made have, where possible, been endorsed in the drafting of this proposed Plan Change.

The submissions to the Section 293 application were specific to the proposals notified. Key points made with respect to the proposed Zone were:

- Concern that views towards the Remarkables would be obstructed;
- Concerns that the development is not necessary, and that there are servicing constraints;
- Concerns that the provision of large apartment buildings for student accommodation may create a ghetto environment;

- There is a need for more recreational land, rather than providing for residential;
- Concern that new commercial zoning in this location will adversely affect other existing commercial areas ;
- Identified the need for recognition and provision for community activities;
- Concern about the reverse sensitivity issues between the site development and the airport and state highway;
- Requested that additional land within the zone should be zoned for industrial purposes;
- Requested that there is a need to ensure provisions require site orientation for solar access, combining acoustic building specifications with energy efficiency specifications to all buildings;

The submissions also raise specific points with respect to the provisions that were notified as part of the Section 293 application.

## **6 The District Plan – (Queenstown Lakes Partially Operative District Plan)**

### **The current zoning for the Frankton Flats area.**

Most of the Frankton Flats area is currently zoned Rural General. Under the Rural General Zone provisions any subdivision or development is a discretionary activity, and is assessed against the District Wide objectives and policies, and more specifically, the Part 5 objectives and policies, site and zone standards and assessment matters seeking to protect rural amenity and landscape values of the site and its surroundings.

In addition, the small block of land owned by Dave Henderson (Property Ventures Limited) on the northern side of Grants Road is now subject to commercial zoning as a result of Environment Court decision C111/2000.

The following identifies the District wide objectives and policies that have relevance to the consideration of this Plan Change. They provide part of the framework under which the alternatives for the future management of the Frankton Flats will be considered.

Part 3 of the Partially Operative District Plan: Sustainable Management outlines a vision of community aspirations for a Sustainable District. The part of the first paragraph of most relevance to the proposed Frankton Flats Special Zone reads:

*A sustainable District is efficient in the way it uses resources. It is likely to have compact urban centres and strong town centres or retail centres. It has a quality environment where people feel safe, can access its various parts easily by forms of efficient road, public transport and pedestrian links and can orientate themselves through public views, landscape features and feature buildings. It is a District where people can identify with the cohesive urban form and the protection of the character of different areas such as the street*

*environment, use of open space, enhancement of the landscape and the external appearance of its buildings. Those elements of the District that contribute to its identity are supported and enhanced while others are added to increase the vibrancy and viability of the District, such as support for the promotion of relevant and appropriate urban designs.*

This vision relates well to the strategic goals of the community as identified through consultation on both Tomorrow's Queenstown, and the consultation undertaken specific to this site. This includes the wish to provide walkable streets, good public spaces, retention of views and landscape qualities and good urban design. The above statement also provides guidance when considering the type and form of development that should be allowed at Frankton Flats.

Part 4 of the Partially Operative District Plan includes a number of policies and objectives also relevant to the Rural General Area.

The present zoning of the land as Rural General does not provide for the level and intensity of development envisaged for the area by the Council. This has been endorsed by the community through the Tomorrow's Queenstown community planning exercise where the Shotover River was seen as an appropriate urban boundary. Appendix 8 contain the map showing the urban boundaries as identified by Tomorrow's Queenstown.

Part 4 of the Partially Operative District Plan contains the District Wide Issues, objectives and policies. The following details the provisions that are relevant to the consideration of the Frankton Flats.

Part 4.1 Natural Environment provides objectives and policies focussed on the management of nature conservation values. The Frankton Flats does not contain any significant ecological values. However, the following policy may be of relevance when considering whether methods should be adopted that ensure the avoidance of wilding spread:

**Policy 4.1.4(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.*

The Rural General Zone contains rules to implement this Policy. It is suggested that in order to achieve this Policy methods are adopted within any new zoning of the Frankton Flats that are consistent with those provisions of the Rural General Zone.

**Objective 4.1.4(2)Air Quality reads:**

*Maintenance and improvement of air quality.*

**The supporting Policy reads:**

*2.1 To ensure that land uses in both rural land urban areas are undertaken in a way which does not cause noxious, dangerous, offensive or objectionable emissions to air.*

To achieve consistency with this Policy, the Council needs to ensure that the provisions for the Frankton Flats land enable the avoidance of noxious, dangerous, offensive or objectionable emissions to air.

Section 4.2 Landscape and visual amenity contains a number of relevant objectives and policies.

**Objective 4.2.5 reads:**

*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.*

**Policies**

1. Future Development

- (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.*
- (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.*
- (c) *To ensure subdivision and/or development harmonises with local topography and ecological systems and other nature conservation values as far as possible.*

To achieve consistency with these policies, any development within the site must be located within areas where it can be absorbed, and where potential to degrade the landscape values can be avoided, remedied or mitigated. Reference to 'within the District' within Policies (a) and (b) requires the consideration of the site's ability to absorb development in comparison to other sites within the District. This will be considered further within the subsequent section of this analysis, where broad alternatives will be evaluated.

Policies 4.2.5(2) and (3) relate to the management of outstanding natural landscapes and outstanding natural features. A landscape analysis has been undertaken of the site, identifying that the Frankton Flats are within a Visual Amenity Landscape. This was also endorsed by the Environment Court in decision C111/2000. The relevant policies therefore read:

**4.2.4(4) Visual Amenity Landscapes**

- (a) *To avoid, remedy or mitigate the adverse effects of subdivision and development on the visual amenity landscapes which are:*
  - *highly visible from public places and other places which are frequented by the public generally; and*
  - *visible from public roads*
- (b) *To mitigate loss of or enhance natural character by appropriate planting and landscaping*
- (c) *To discourage linear tree planting along roads as a method of achieving (a) or (b) above.*

The location of the Frankton Flats means that it is highly visible from State Highway 6. Therefore, in considering the type and form of development appropriate for the site, the ability to remedy or mitigate the adverse effects of that development when

viewed from the State Highway must be determined, and provided for in order to achieve consistency with Policy (4)(a).

Consistency with Policies 4(b) and 4(c) can be achieved through the use of setbacks between development and the State Highway, and the use of appropriate planting. While planting can be used to mitigate the adverse effects of development, it should not necessarily screen development completely. If development is done correctly, it can add to the amenity of a view, and therefore views of that development should not be obstructed completely. Therefore, in achieving these policies, the zoning needs to ensure that development is of a high quality that 'fits' within the surrounding landscape, provides view corridors through the site to the surrounding landscapes, and provides amenity values when viewed from the State Highway.

Policy 4.2.5 (5) Outstanding Natural Features is not relevant.

**Policy 4.2.5 (6) Urban Development reads:**

- (b) *To discourage urban subdivision and development in the other outstanding natural landscapes (and features) and in the visual amenity landscapes of the district.*
- (d) *To avoid remedy or mitigate the adverse effects of urban subdivision and development in visual amenity landscapes and by avoiding sprawling subdivision and development along roads.*

Policies 6(a) and 6(c) are not relevant to the Frankton Flats site, given that it is within VAL. Policy 6(b) discourages urban subdivision within the VAL of the District, and 6(d) is to avoid, remedy or mitigate the effects of urban subdivision by avoiding sprawling subdivision and development along roads.

These policies reinforce the need to treat the boundary of the site with the State Highway with care to ensure that future development does not appear to create sprawl along the highway. By including 'avoid, remedy or mitigate' within Policy (d), it is recognised that some urban development may occur, but if it does, its adverse effects must be avoided, remedied or mitigated.

**Policy 4.2.5 (7) Urban edges reads:**

*To identify clearly the edges of:*

- (a) *Existing urban areas; and*
- (b) *Any extensions to them; and*
- (c) *Any new urban areas:*
  - *By design solutions and to avoid sprawling development along the roads of the district.*

The Tomorrow's Queenstown Community Plan suggests that the urban boundary for this part of Queenstown is the Shotover Bridge. This means that the urban edge for Queenstown is the existing industrial zone along Glenda Drive. Frankton Flats is therefore contained within the urban boundary. To achieve consistency with this Policy, the edges of the existing and new urban edges need to be clearly identified. This is achieved through the use of the Shotover River as a hard physical edge to urban development.

**Policy 4.2.5(8) avoiding cumulative degradation reads:**

*In applying the policies above the Council's policy is:*

- (a) *To ensure that the density of subdivision and development does not increase to a point where the benefits of further planting and buildings are outweighed by the adverse effect on landscape values of over domestication of the landscape.*
- (b) *To encourage comprehensive and sympathetic development of rural areas.*

As stated above, it is believed that the Frankton Flats are located within an urban area. While it currently provides a rural character, it is surrounded on each side by urban development, and is located within the future urban boundary as identified by the community.

**Policy 4.2.5(9) Structures reads:**

*To preserve the visual coherence of:*

- (a) *outstanding natural landscapes and features and visual amenity landscapes by:*
  - *encouraging structures which are in harmony with the line and form of the landscape;*
  - *avoiding, remedying or mitigating any adverse effects of structures on the skyline, ridges and prominent slopes and hilltops;*
  - *encouraging the colour of buildings and structures to complement the dominant colours in the landscape;*
  - *encouraging placement of structures in locations where they are in harmony with the landscape;*
  - *promoting the use of local, natural materials in construction.*
- (b) *visual amenity landscapes*
  - *by screening structures from roads and other public places by vegetation whenever possible to maintain the naturalness of the environment; and*
- (c) *All rural landscapes by:*
  - *limiting the size of signs, corporate images and logos*
  - *providing for greater development setbacks from public roads to maintain and enhance amenity values associated with the views from public roads.*

Given that the site is located within VAL, policies (a) and (b) are relevant. Consistency with these policies can be achieved through the design of development, and is therefore considered further in subsequent parts of this analysis. It is important to note that emphasis is again placed on the relationship between the development and the state highway.

Policies 4.2.5(10) Utilities and 4.2.5(11) Forestry and Amenity Planting are not relevant.

**Policy 4.2.5(12) Transport Infrastructure reads:**

*To preserve the open nature of the rural landscape by:*

- *encouraging the location of roads, car parks and tracks along the edges of existing landforms and vegetation patterns.*
- *encouraging shoreline structures, such as jetties, to be located only where they are visually contained by the topography, e.g. coves or bays.*
- *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.*
- *discouraging roads and tracks on highly visible slopes.*
- *requiring that all construction be with minimum cut and fill batters and that all batters be shaped in sympathy with, existing landforms.*
- *Requiring that all disturbed areas be revegetated at the end of construction.*
- *Encouraging where appropriate car parks to be screened from view*
- *Requiring the adverse effects of large expanses of hard surface car parks to be avoided by planting and earthworks.*

These policies relate to the management of roads, car parks and tracks within the rural landscape. They would generally be considered at the time of subdivision, but are also useful to guide the structure and layout of any new zone.

Policies 4.2.5(13) Mining, (14) Soil Conservation Planting, (15) Retention of existing vegetation, and (16) Wilding Trees are not relevant.

**Policy (17) Land Use is of relevance, and reads:**

*To encourage land use in a manner which minimises adverse effects on the open character and visual coherence of the landscape.*

Consistency with this policy can be achieved through ensuring that the structure plan requires that future development will respect the surrounding landscape.

Section 4.3 of the Plan provides issues, objectives, policies, methods and anticipated environmental results relating to Takata Whenua.

The following provisions are considered relevant:

**Part 4.3: Takata Whenua**

**Objective 1 - Kaitiakitanga (Guardianship)**

*Recognition and provision for the role of Kai Tahu as customary Kaitiaki in the District.*

**Objective 2 - Cultural Proprietary Rights**

*The use and interpretation of Tribal history remaining under the kaitiakitanga of iwi, Kai Tahu.*

**Objective 3 - Waahi Tapu and Waahi Taoka**

*Recognition and protection of places of burial, other waahi tapu, and all waahi taoka, as places of cultural and traditional importance to Kai Tahu.*

**Objective(s) 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.*

**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.*

**Objective(s) 9 - Protection of Water Resources**

- 1 *The collection, treatment, storage and disposal of wastes in a way that minimises the adverse effects on the natural resources of the District.*
- 2 *Minimising the quantities of waste requiring disposal within the District.*
- 3 *To continue to implement programmes to reduce the discharge of untreated or partially treated waste to lakes and rivers.*
- 4 *To avoid, remedy or mitigate the adverse effects of eutrophication.*

Consultation has occurred with Kai Tahu ki Otago, and in addition, relevant provisions of the Kai Tahu Ki Otago Resource Management Plan have been considered in this analysis. The comments from Kai Tahu confirm that this area is not a Waahi Taoka. Resultant residential development within Frankton Flats would be serviced by a reticulated scheme; therefore waste discharges would be treated adequately to avoid degradation of water quality.

Part 4.4 Open Space and Recreation outlines objectives and policies providing for the provision and management of open space and recreational opportunities into the future.

**Objective 4.4.3(1) - Reserves Contributions**

*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.*

**Objective 4.4.3 (2) - Environmental Effects**

*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.*

**Objective 4.4.3 (3) - Effective Use**

*Effective use and functioning of open space and recreational areas in meeting the needs of the District's residents and visitors.*

Frankton Flats is located alongside the Queenstown Events Centre. Therefore to be consistent with these objectives and their associated policies, the relationship between any new development within Frankton Flats and the existing recreational facilities is key. Because of its location, enabling open space and recreational opportunities within the site that provide connection to existing facilities is important.

Section 4.5 Energy is of relevance, key objectives and policies read:

**Objective 4.5.3(1)- Efficiency**

*The conservation and efficient use of energy and the use of renewable energy sources.*

**Policies:**

- 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.*
- 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.*
- 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.*
- 1.4 *To control the location of buildings and outdoor living areas to reduce impediments to access to sunlight.*
- 1.5 *To encourage and support investigations into alternative and further public transport options both within the urban areas and throughout the District.*
- 1.6 *To promote increased awareness of the need for energy conservation and efficient use of energy resources, particularly solar energy, active and passive.*
- 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).*
- 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.*

These policies are relevant when considering the future zoning of the site. As discussed above, the site is contained within the urban growth boundary of Queenstown as outlined within the Urban Growth Strategy, and its development should ensure that it creates a compact urban form. Policies 1.1 and 1.2 promote a mixed use zone, enabling commercial, industrial, residential and recreational uses to co-exist so that vehicle trips are reduced or avoided. In addition to considering whether the site promotes a compact urban form, these policies direct us to consider the exposure of the site to sun, so that solar gains can be achieved. Frankton’s location and sun exposure is positive in this regard.

Sections 4.6 (Surface of Lakes and Rivers) and 4.7 (Solid and Hazardous Waste Management) are not relevant to the Frankton Flats.

Section 4.8 Natural Hazards is relevant. Objective (1) reads:

**4.8 Natural Hazards**

**Objective 4.8.3(1)**

*Avoid or mitigate loss of life, damage to assets or infrastructure, or disruption to the community of the District, from natural hazards.*

The hazard register shows no known hazards (flooding or subsidence) on the Frankton Flats site.

Section 4.9 Urban Growth is of particular relevance.

**Objective 4.9.3(1) – Natural Environment and Landscape Values**

*Growth and development consistent with the maintenance of the quality of the natural environment and landscape values.*

**Policies**

- *To ensure new growth occurs in a form which protects the visual amenity, avoids urbanisation of land which is of outstanding landscape quality, avoids urbanisation of land which is of outstanding landscape quality, ecologically significant, or which does not detract from the values of margins of lakes rivers and lakes.*
- *To ensure growth does not adversely affect the life supporting capacity of soils unless this protection is clearly outweighed by the protection of other natural or physical resources or important amenity values.*

These policies are important when considering the future management of this site. Policy 1.1 directs Council to ensure that urbanisation of land which is of outstanding landscape quality does not occur. Because of the size of the site and its location (surrounded by industrial zoning, recreational uses, and the airport), use of the site for rural purposes is not economically feasible and therefore Policy 1.2 is not overly relevant.

Objective 4.9.3(2) and its associated policies provides for growth within existing urban areas. Given that the Frankton Flats is a greenfield area, it is not relevant.

**Objective 4.9.3(3) – Residential Growth**

*Provision for residential growth sufficient to meet the District's needs:*

**Policies**

- 3.1 *To enable urban consolidation to occur where appropriate;*
- 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.*

This objective and associated policies provides clear guidance on the type and form of development that should be provided by the Frankton Flats if it is to be rezoned. In order to provide for Queenstown's projected growth the Council has recognised that land needs to be made available to enable the orderly development consolidated within the urban edge.

**Objective 4.9.3(4) – Business Activity and Growth**

*A pattern of land use which promotes a close relationship and good access between living, working and leisure environments.*

**Policies**

- 4.1 *To promote town centres, existing and proposed, as the principal foci for commercial, visitor and cultural activities.*

- 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.*

These policies are to be implemented through the identification of a land use pattern, existing and future, which supports a pattern of urban consolidation, and location of town centres convenient to living environments. In order to achieve consistency with these policies, when considering the future management of Frankton Flats, consideration will need to be given to its relationship to other commercial and business centres within Queenstown, and the ability to provide for a range of uses, including higher density living environments, commercial and educational facilities.

**Objective 4.9.3(5) – Visitor Accommodation Activities**

*To enable visitor accommodation activities to occur while ensuring any adverse effects are avoided, remedied or mitigated.*

**Policy**

- 5.1 *To manage visitor accommodation to avoid any adverse effects on the environment.*

Where visitor accommodation is proposed, this policy must be respected, and is relevant when considering the appropriate mix of activities that should be provided within the Frankton Flats.

**Objective 4.9.3 (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 6.*

**Policies**

- 6.1 *To provide for the efficient operation of the Queenstown airport and related activities in the Airport Mixed Use Zone.*
- 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.*

These provisions are obviously highly relevant to the consideration of the future management of the Frankton Flats. To ensure consistency with these policies, any new zoning within Frankton Flats needs to respect the current and future uses of the airport and the state highway.

**Objective 4.10.3(1) Earthworks**

*To avoid, remedy or mitigate the adverse effects from earthworks on:*

- (a) *Water bodies.*
- (b) *The nature and form of existing landscapes and landforms, particularly in areas of Outstanding Natural Landscapes and Outstanding Natural Features.*
- (c) *Land stability and flood potential of the site and neighbouring properties.*
- (d) *The amenity values of neighbourhoods.*
- (e) *Cultural heritage sites, including waahi tapu and waahi taoka and archaeological sites.*

(f) *The water quality of the aquifers.*

This objective and its associated policies is relevant when considering the earthworks that may be required if the site is rezoned for residential purposes. However, such consideration would be provided through the resource consent process when detail of the earthworks, and their associated effects could be assessed.

Part 5: Rural Areas identifies issues, objectives and policies and methods for the Rural General Zone. The relevant provisions are as follows:

**Objective 5.2(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.*

**Policies:**

- 1.1 *Consider fully the district wide landscape objectives and policies when considering subdivision, use and development in the Rural General Zone.*
- 1.2 *Allow for the establishment of a range of activities, which utilise the soil resource of the rural area in a sustainable manner.*
- 1.3 *Ensure land with potential value for rural productive activities is not compromised by the inappropriate location of other developments and buildings.*
- 1.4 *Ensure activities not based on the rural resources of the area occur only where the character of the rural area will not be adversely impacted.*
- 1.5 *Provide for a range of buildings allied to rural productive activity and worker accommodation.*
- 1.6 *Avoid, remedy or mitigate adverse effects of development on the landscape values of the District.*
- 1.7 *Preserve the visual coherence of the landscape by ensuring all structures are to be located in areas with the potential to absorb change.*
- 1.8 *Avoid remedy or mitigate the adverse effects of the location of structures and water tanks on skylines, ridges, hills and prominent slopes.*

Policy 1.1 refers us to the district wide landscape objectives and policies, which have been identified in earlier in the report.

These policies require a detailed consideration of the ability of a given landscape to absorb development and not impinge upon important or sensitive landscape values.

Given the size and location of this site, farming or other rural based activities are not economically viable, and therefore Policies 1.2 to 1.5 above are not considered relevant.

Policies 1.6, 1.7 and 1.8 reflect the District wide policies cited above.

**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.*

**Policies:**

- 2.1 Avoid, remedy or mitigate adverse effects of subdivision and development on the life-supporting capacity of the soils.
- 2.2 *Enable a range of activities to utilise the range of soil types and microclimates.*
- 2.3 *Encourage the long-term retention of the capabilities of the District's soils through research and dissemination of relevant information to the community.*
- 2.4 *Encourage land management practices and activities, which avoid, remedy or mitigate adverse effects on soil and vegetation cover.*
- 2.5 *Encourage land users to monitor the condition of vegetation on their land by providing information and assistance, where practicable.*

As stated above, the location and size of this site mean that retaining the site as a productive farming unit is not viable. A valuation report on the site has been commissioned from Moore and Percy Limited (Appendix 4). This identifies that the following factors contribute to the site being unsuitable for farming purposes:

- High land values and the high demand for lifestyle properties making farming businesses marginal to unviable.
- Sheep, beef or deer farming will not be financially viable due to the small area
- Soils would limit successful viticultural use
- The blocks could be cropped for grains or vegetables although the soils, drainage and size of the block would affect the viability of the business.

**Objective 3 - Rural Amenity**

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

- 3.1 *Recognise permitted activities in rural areas may result in effects such as noise, dust and traffic generation, which will be noticeable to residents in the rural areas.*
- 3.2 *Ensure a wide range of rural land uses and land management practices can be undertaken in the rural areas without increased potential for the loss of rural amenity values.*
- 3.3 *To avoid, remedy or mitigate adverse effects of activities located in rural areas.*
- 3.4 *To encourage intensive and factory farming away from Rural Residential, Rural Lifestyle, Urban, Residential, or Business Zones, in order to minimise the potential for conflict between these zones.*
- 3.5 *Ensure residential dwellings are setback from property boundaries, so as to avoid or mitigate adverse effects of activities on neighbouring properties.*
- 3.6 *To require acoustic insulation of buildings located within the airport Outer Control Boundary, that contain critical listening environments.*

These policies aim to ensure that the effects of rural activities are avoided, remedied or mitigated. Given the above findings with respect to the capability of this site to sustain agricultural uses, the policies associated with this objective are not considered relevant.

#### **Objective 4 - Life Supporting Capacity of Water**

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

#### **Policies**

4.1 *In conjunction with the Otago Regional Council:*

- *To encourage activities, which use water efficiently, thereby conserving water quality and quantity.*
- *To discourage activities, which adversely affect the life supporting capacity of water and associated ecosystems.*

4.2 *To encourage buildings, earthworks and landscaping to be located or carried out a sufficient distance from irrigation infrastructure.*

4.3 *To encourage the piping and filling of existing open channel irrigation races where there is potential for buildings, earthworks or landscaping to interfere with the irrigation infrastructure.*

Policy 4.1 is relevant when considering the form of development that should occur within the Frankton Flats site. However, these policies are focused on rural activities, and because of the limited ability for the Frankton Flats to provide for rural activities, they are not considered relevant.

## **7 Broad Alternatives**

This section of the analysis works through the general options for the site. This meets the requirements of Section 32(3) and 32(4) of the Act, which read:

- (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 this examination, 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.*

The first step in this evaluation is to identify the issue, and then determine whether:

- It is a resource management issue,
- It is significant for the District,
- Its being addressed will be effective in achieving the purpose of the Act, and
- The issue needs to be addressed through the District Plan.

### **Identification of the Issue**

As identified in the Growth Options Study (discussed in section 4 above), Queenstown is facing significant population growth pressure, which is predicted to continue into the future. As the population grows, so does the need for additional zoned land capable of providing for residential, commercial, recreational and industrial activities.

Frankton Flats is located within the Urban Growth Boundary, and surrounded by existing uses that make the development and use of the land for commercial, industrial and residential uses appropriate.

Instead of relying on the resource consent process to enable development to occur on an ad hoc basis, it is considered important that the whole of the Frankton Flats is planned for in a comprehensive manner.

### **Is this a resource management issue?**

This is a resource management issue; the management of growth into the future is important in order to achieve the purpose of the RMA.

### **Is it a significant issue for the District?**

Because of the forecasted growth for the District, this issue is significant for the Queenstown Lakes District. If growth is not provided for within the urban growth boundaries, pressure will be placed on other rural areas. Development of areas outside the urban growth boundary would be less efficient in terms of infrastructure provision, and would likely cause greater adverse effects by compromising landscape values.

The Frankton Flats is located at the entrance to Queenstown, and if developed, would contribute significantly to the supply of residential, commercial and industrial land needed to provide for Queenstown's future growth. It is the last remaining greenfields site within the Urban Growth Boundary. Therefore its future management is significant.

Addressing the issue through changes to the Plan would be effective. Changing zoning can ensure that growth is enabled in an area where it can be absorbed effectively, and where infrastructure can be provided in an efficient and effective manner. Zone provisions established within the Plan can ensure that a high quality urban environment is established, that enables a mix of uses that are complementary to each other.

## 8 The Purpose of The Plan Change

Given the above statutory framework, the relevant non-statutory documents, and the Environment Court proceedings, in order to provide for future residential, commercial and industrial activities within the urban growth boundary, a Plan Change should be considered. The objective of such a Plan Change can be summarised as follows:

*The purpose of this Plan Change is to provide for the comprehensive re-zoning of the land known as the Frankton Flats to enable the following activities:*

- *Educational;*
- *Residential;*
- *Visitor Accommodation*
- *Commercial;*
- *Industrial;*
- *Business;*
- *Recreational activities*
- *providing for future growth demand of the District within the urban boundary in a mixed use zone that affords high amenity values and visual and physical coherence, open space and reserves, while maintaining views of the surrounding outstanding natural landscape.*

Section 32(3)(a) requires that this evaluation must examine the extent to which the above objective is the most appropriate way to achieve the purpose of the Act. In determining whether this objective is the most appropriate, it is necessary to assess it against other options for the management of Queenstown's growth, and the management of the site.

The key alternatives for the site are:

- (1) Status quo - retain the current zoning
- (2) Do nothing - Delete the existing relevant provisions from the Plan and make no further amendments
- (3) Re-zoning the Frankton Flats area with a zone already provided for within the District Plan
- (4) Creation of a mixed use special zone.

In assessing these alternatives the following is assessed: statutory framework, relevant statutory and non-statutory documents, and the results of public consultation. Each option is assessed in terms of its necessity in achieving the purpose of the Act, effectiveness in achieving the efficiency, costs and benefits and appropriateness. Once a broad option is identified as the most appropriate, the more detailed mechanisms that could be inserted into the Plan will be assessed in turn.

## **(1) Status quo- retain current provisions**

### **Introduction**

This option involves retaining the current provisions for the Frankton Flats area with no amendments. Essentially the area would remain with Rural General zoning, apart from the small block previously known as Terrace Towers, which would be zoned for commercial purposes following Environment Court decision C111/2000.

For most of the site, any subdivision would be a discretionary activity and would be required to comply with stringent site and zone standards that are drafted to retain rural amenity. There are existing commercial uses (the garden centre) that would continue under existing use rights, and the two residential dwellings would probably remain.

### **Effectiveness**

The policies associated with this objective relate to the management of effects of agricultural use. Given the finding that this site is not suitable for agricultural use, achieving consistency with these policies is difficult.

The remaining objectives and policies relate to mining, ski area sub zones and the provision of buffer land for airports. Through this Plan Change a suitable landuse (industrial zoning) will be provided. This is considered a good neighbour for the airport. They are therefore not relevant.

In summary, retaining the Rural General Zoning of the land is likely to be effective in achieving those objectives and policies aimed at providing for the landscape values of the site. However, it is important to recognise that the policies relating to the ONL within the site may be better achieved through a rezoning that increases the level of protection over these sensitive areas.

This option would be effective in retaining the rural amenity of most of the Frankton Flats and the retention of the views through to the Remarkables and towards Peninsula Hill. The retention of rural zoning would prevent any development without at least discretionary activity resource consents.

It is likely that any such development on the rural zoned land would result in development occurring in an ad-hoc manner, potentially wasting valuable land.

The retention of Rural General zoning could lessen the need for traffic mitigation options which would be required should development occur on the land. The airport would continue to function without fear of reverse sensitivity issues arising from a dense population on the Frankton Flats area as long as the zoning and land use remains as under Rural General zoning. However, development may occur in an ad-hoc manner through discretionary or non-complying resource consents, this may also have detrimental effects on the State Highway access and traffic volumes potentially without appropriate treatment.

It would be difficult to apply the Rural General planning provisions to land that is adjacent to industrial, commercial, the events centre and the airport. Rural General zoning allows rural activities as of right, including intensive pig farming and the like.

However, this option would prevent the expansion of the industrial area and would not provide for additional residential and commercial uses, and a tertiary precinct would also not be created. Under this option the identified need for further zoned land would not be met, which may result in higher costs for available land and may act as a constraint on growth. This would not achieve the purpose of the Act in that communities need to provide for their social, economic, and cultural needs in a sustainable manner. The Frankton Flats area has been identified as being within the future urban growth boundary of Queenstown and as such, has been identified by the community as appropriate for development. Therefore should development occur it should be both sustainable and developed in such a way that is not wasteful or harmful to the environment.

### **Costs**

The costs will include potential costs to the community as the industrial area of Frankton is not able to expand. There is no additional industrial zoned land within the Queenstown area; industrial uses may move to other areas such as Wanaka and Cromwell.

Development may occur through non complying resource consents and may be in an ad-hoc manner; this is a cost to the community in not being able to look at the land comprehensively in terms of traffic generation, urban design and requirements for particular zonings within the Queenstown area.

Additional residential development at a suitable density to include important affordable housing may not be created, putting pressure on other areas within the Queenstown area including the Rural General Zone.

As shown by the Valuation report (Appendix 4) farming is an uneconomic use of the land. By the Council not undertaking a Plan Change for this area there is more chance of private plan changes being promoted over time. Private Plan changes may not put the same priorities on the provision of appropriate and required land uses that the Council does.

### **Benefits**

The present zoning is rural general and this promotes the area being utilised as it is presently, in pasture and farmland. This creates a pleasant entry in to Queenstown from the Wanaka and Cromwell areas and retains the views of the Remarkables, Peninsula Hill, and Cecil and Walter Peaks.

### **Recommendation**

*This method is effective in it retains important views of outstanding landscapes.*

*Retaining Rural General zoning within what is seen as a future urban boundary for Queenstown is seen as an in-efficient use of land and may result in additional pressure for other Rural General zoned land for development outside of the urban growth boundary.*

*For the above reasons, retaining the current provisions of Rural General zoning on the Frankton Flats is not considered effective in achieving the purpose of the Act.*

*To discard this option and assess alternative means of providing for the zoning of the remainder of the Frankton Flats within the Partially Operative District Plan.*

## **(2) Do nothing - Delete the existing relevant provisions from the Plan and make no further amendments**

### **Introduction**

This option involves deleting all relevant provisions from the Plan. This would have the effect of making all subdivision and land use a permitted activity in relation to the subject land.

### **Effectiveness**

Under this alternative Section 9 of the Resource Management Act would prevail in respect to land use and all rules restricting land use would be removed from the Plan. In accordance with Section 11 of the Act, the Council would then need to alter its District Plan to make subdivision a permitted activity.

Removal of controls would allow unfettered subdivision, land use and building, which may result in un-mitigated impacts on the environment. The land could be developed which may bring benefits to the community such as business opportunities without any compliance costs.

However, the importance of the Frankton Flats in term of its entrance into Queenstown and views to the Remarkables and Peninsula Hill make this option untenable. The purpose of the Act and the matters outlined in Section 6 and 7 of the Act would not be met if unregulated development was to occur.

Having considered the feedback from consultation, Environment Court decisions, and relevant statutory and non-statutory documents, it is considered inappropriate to delete all provisions relating to Frankton Flats from the Plan. Consequently, it is recommended that this option be discarded in its entirety.

### **Costs**

There would be a cost to the community in terms of protection of an important entrance into Queenstown. Unfettered development is not appropriate and is against the wishes of the community and the Council.

### **Benefits**

No compliance costs for the owners or developers.

### **Recommendation**

*To discard this option and assess alternative means of providing for Frankton Flats within the Partially Operative District Plan.*

### **(3) Re-zoning the Frankton Flats area with a zone already provided for within the District Plan**

#### **Introduction**

There are a number of zones contained within the District Plan that may be appropriate for the Frankton Flats site. These could include re-zoning of the whole of the zone or parts of it to one or a combination of the following existing zones: High Density Residential, Low Density Residential, Industrial, Business and Commercial, Rural Lifestyle, or Rural Residential.

#### **Effectiveness**

Rezoning the land to one or a number of existing zones would be effective in allowing development on the land. The existing Rural General Zoning is the least permissive of all zoning options within the Partially Operative District Plan so this re-zoning option would provide for additional development. However, the other zoning options are all relatively generic in their nature, (for example the high density rules for properties in Fernhill are the same for those in central Queenstown), this does not take into account the differences in views, amenity, or topography.

The next paragraphs discuss the options for re-zoning of Frankton Flats into existing zones under the Partially Operative District Plan:

Industrial: Additional industrial land is required within the Queenstown area though not in the quantity provided for by the entire Frankton Flats. Industrial buildings and uses are not generally the most aesthetically pleasing and the continuation of this zoning up to the Events Centre boundary is not considered appropriate. Land is required for activities such as yard based industrial activities, space for rental car companies and buses. These activities are necessary for the functioning of the Queenstown area into the future. Industrial land is generally a good neighbour for an Airport to provide a buffer to more town centre/residential landuses

Commercial: As the Urban Growth Study shows there is an existing surplus of commercial land that is not yet built, especially in the Remarkables Park Zones and Jacks Point Zones therefore rezoning of the entire Frankton Flats area is not required. There is however a requirement for some additional commercial zoning to meet demand in the long term.

Low Density Residential: There is also surplus residential zoning within the Queenstown area especially at Kelvin Heights at present. However as the Growth Options Study shows over time once existing zoning is utilised there will still be a demand to meet future requirements. If existing zoned areas are not being released to the market the Council may need to zone additional land to meet with unsatisfied demand. Low Density Residential may be appropriate to border on to the Events Centre but is not considered appropriate to border onto an established industrial area. Noise, smell and large vehicles may cause problems.

High Density Residential: The Frankton Flats area is a significant distance from the Queenstown town centre. Re-zoning nearly 70 hectares to High Density Residential zoning may have significant effects on infrastructure such as roading as there is

limited public transport at present. As the Frankton Flats area is an important entrance to Queenstown this zoning with its associated landscaping and density may not be appropriate.

Re-zoning the entire area would not contribute to a very pleasant living environment. No commercial zoning would mean that most people would need to have cars and drive to work, shops etc.

Mixed Use Zone (enabled through the creation of the Special Zone): Mixed use zoning could create a special zone with anticipated land uses such as industrial, commercial and residential in locations and at quantities that are appropriate for the area within the area of the proposed Frankton Flats. These areas can be planned so that they provide for the growth projections for the district.

The Frankton Flats area has been identified as an area of great importance to Queenstown and in that respect any re-zoning should be as specific as possible to the area; it would need to take into account the requirements of the area in terms of setbacks, greenspace, retention of views and high quality urban design. None of these issues can be provided for adequately by the use of generic zoning. However, the existing zoning can be used as a base for Frankton Flats, and be added to in order to provide for the specific values and needs of the site.

The traditional zoning model does not recognise mixed use areas of villages, such as what is envisaged for the Zone by the developers and the community. Traditional zoning normally requires the movement from one zone to another during the course of a day; for example to leave home in the morning from a residential zone, to work in an industrial or commercial zone, visit the shops in a business zone before going home again to a residential zone. In most cases the traditional zoning model promotes and encourages the use of a private vehicle by separating uses.

The creation of a mixed use zone where all such activities can be provided for, as long as they do not create adverse effects on each other, can lessen the need for the use of a private vehicle and result in environments that are vibrant and used at various times of the day or night. This could not be provided for by re-zoning the Frankton Flats area to either one or a combination of existing traditional District Plan zonings.

## **Costs**

The key costs are:

- A Plan Change or Variation is still required to change the zoning to a generic zoning.
- Loss of the ability to create an area of zoning that promotes a number of uses, therefore providing vibrancy.

## **Benefits**

The existing planning framework within the Plan can be utilised in any plan change. This would be cheaper and easier to implement than creating a new mixed use framework.

## **Recommendation**

*Having considered the feedback from consultation, Environment Court decisions, and relevant statutory and non-statutory documents, it is considered inappropriate to re-zone the Frankton Flats area with existing zones. Consequently, it is recommended that this option be discarded in its entirety. Consequently, no further analysis of the costs and benefits of this option have been undertaken.*

## **(4) Creation of a Special Zone to enable a mixture of uses**

### **Introduction**

This method would involve the drafting of new objectives, policies and rules to be inserted into the District Plan via a Plan Change to enable to creation of a mixed use zone.

### **Effectiveness**

Inserting new rules into the Plan would ultimately result in development which would compromise the existing status quo of Rural General Zoning. There would be loss of rural amenity and the loss of some views of the bottom slopes of the Remarkables and Peninsula Hill.

Development could occur in an integrated manner, resulting in utilisation of the available land in a comprehensive manner. Creating a new set of rules, policies and objectives can result in development occurring in a way that does not compromise the importance of the area. Strict controls can be placed on the height of buildings, their designs and ultimate uses. Rules for minimum permeable space can be created resulting in defined minimum landscaping and greenspace. Rules can be created similar to those in the Remarkables Park Zone and the Airport Zone which require minimum standards for insulation from noise effects from both the Airport and the State Highway.

The creation of a mixed use zone could result in a vibrant area utilised at all times of the day and evening that provides opportunities for the community to live, work and play in close proximity. The location of the Events centre, proposed Frankton Primary School and the community swimming pool are also positive factors in this.

### **Costs**

There are significant costs in drafting and implementing a mixed use zone. Mixed use zoning requires the creation of a structure plan to show the location of different uses. Mixed use zoning can be harder for members of the public to understand what can be undertaken via the planning framework within an area.

### **Benefits**

Benefits from the approach would include the ability to master plan the Frankton Flats area in terms of the need for different types of development and could mean the Council adopting a Structure Plan as part of the Plan Change. The areas that are

intended as setbacks from the State Highway for amenity purposes, landscaping and public open space could be set aside at the outset.

A framework of rules, policies and objectives can be created especially to suit the characteristics of the site. As this is adjacent to the State Highway and is a foreground to outstanding natural landscapes, setbacks and landscaping rules can be created to address this. Reverse sensitivity issues arising for the site and its location to the Airport and the State Highway can also be addressed through additional rules. Mixed use zoning allows the Council to create a specific planning framework which may not be possible by utilising generic zoning.

### **Recommendation**

Through assessing each option with respect to its effectiveness, costs and benefits, efficiency and appropriateness, it is considered that option 6.4 should be adopted. This involves the creation of new Special Zone to be located within Part 12 of the Partially Operative District Plan in relation to the Frankton Flats area.

## **9 Alternative Locations: A Mixed Use Zone**

### **Introduction**

The “Tomorrow’s Queenstown” community planning exercise defined the community’s aspirations for Queenstown including:

- What makes the area special,
- What is required for a growing community; and
- Where growth should occur within the “town boundaries”. The town boundaries were accepted as the Shotover Bridge (just east of Frankton Flats). This means that the Frankton Flats land is within the future urban Growth Boundary for Queenstown.

As mentioned in Part 4.2 of this Section 32 report, the Council has undertaken considerable analysis of growth and growth predictions for the community. This analysis has indicated the potential growth of the Queenstown area from 12,570 at the 2001 census to a potential population of 22,670 at 2021. For the community to grow at this fast rate there is the need to provide for the social, economic and cultural well being the community (purpose of the Act) through enabling/directing growth to locations where it can be absorbed in a manner that reduces adverse effects, and is efficient in terms of the provision of infrastructure.

People need a place to work, and require employment land; in basic terms commercial, business and industrial zoned land.

The following tables show possible alternatives for different zoning options within the Urban Growth Boundary of Queenstown and their suitability.

Note: Figures are taken from the following documents: “*Queenstown and Wanaka Growth Options Study*” Stage 1, Hill Young Cooper Ltd, 2004; and *Dwelling Capacity Queenstown Lakes District Council - Full report (revised May 2005)*.

**Industrial Land** – The purpose of this zone is to provide for the continued viability of industrial activities and services they provide for the social and economic wellbeing of the community.

**Business Land** – The purpose of this zone is to provide for the continued viability of light industrial, processing, storage and retailing of bulky or larger goods plus the opportunity for vehicle orientated service and retail uses.

|                       | <i>Demand</i> | <i>Supply</i> | <i>% of supply</i> | <i>Excess demand</i> | <i>Density</i> | <i>Additional land (ha)- net</i> |
|-----------------------|---------------|---------------|--------------------|----------------------|----------------|----------------------------------|
| <i>Town Centres</i>   | 9037          | 10000         | 90%                | -963                 | 150            | -6                               |
| <i>Mixed Business</i> | 4275          | 1800          | 237%               | 2475                 | 55             | 45                               |
| <i>Industrial</i>     | 2790          | 900           | 310%               | 1890                 | 35             | 54                               |
| <i>Total</i>          |               |               |                    |                      |                | 99                               |

Based on the assumptions listed, the Queenstown / Wakatipu area needs a further 99ha of business and industrial land by 2024. The analysis suggests a surplus of town centre land.

Source: Commercial Land Needs – Queenstown Lakes District (August 2006) Hill Young Cooper.

**Remarkables Park (both industrial and business zoning)**

Industrial Activities are a prohibited activity in this zone and would be required to facilitate this.

However, some of the Zone is adjacent to the Airport (south side), and therefore some form of Business and Industrial zoning may be an appropriate neighbour to the airport. The land is flat and once there is an arterial road from the State Highway through to Remarkables Park (via Frankton flats) then the area will be able to be serviced by heavy vehicles.

Costs – A Plan Change is needed, timing.

Benefits – Industrial land is a good neighbour for an Airport.

*This option has not been considered further however it is recommended that the Council consider this area of land for rezoning when demand has been reached in existing zoned areas.*

Service Activities (typically facilitated by business

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|  | <p>zoning) are a prohibited activity in this zone and this would require a plan change to facilitate. However, some of Zone is adjacent to the Airport (south side), and therefore some form of Business and Industrial zoning may be an appropriate neighbour to the airport. The land is flat and once there is an arterial road from the State Highway through to Remarkables Park (via Frankton flats) then the area will be able to be serviced by heavy vehicles.</p> <p>Costs – A plan change would be required to facilitate this.</p> <p>Benefits – the land is flat and can be serviced, good neighbour for an airport.</p> <p><i>This option has not been considered further however it is recommended that the Council consider this area of land for rezoning when demand has been reached in existing zoned areas. .</i></p>   |
| <p><b>Jacks Point</b></p>                  | <p>This area has been master planned with significant detail to landscape values and views from the State Highway and the Lake. Because of the significant landscape values, industrial use is not considered appropriate. The distance from Queenstown and other industrial uses, as well as the visibility from Remarkables Road also contribute to the inappropriateness of industrial activities if this area.</p> <p>Costs – This area is sensitive in landscape terms, would require a further Plan Change.</p> <p>Benefits – Would provide additional employment land.</p> <p><i>Because this area is considered too sensitive for industrial use this option has not been considered further.</i></p>  |
| <p><b>Industrial Place, Gorge Road</b></p> | <p>This is the existing area for industrial activities within close proximity to the Queenstown CBD. It is zoned Business and does not encourage heavy industrial uses. It is presently at near capacity. The available land within this zone is not enough to meet the anticipated need for business zoned land (8,897 sqm by 2021). There is limited room for expansion of this zone.</p> <p>Enabling heavy industry in this area would require a plan change. The location of this area in terms of the proximity to main roads and access for trucks and heavy vehicles is not ideal for re-zoning.</p> <p>Costs – This area is nearly at capacity and it's ability to provide for additional industrial and business capacity is negligible. This area is surrounded by residential uses.</p> <p>Benefits – This area is seen as appropriate for industrial use and historically has provided for this</p> <p><i>This option has not been considered further.</i></p> |

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| <p><b>Glenda drive, Frankton</b></p> | <p>This is the main industrial area for Queenstown and covers 26.59 hectares. Presently the rules, policies and objectives for the industrial zone allow for other uses such as commercial and business zoning. There is at present minimal capacity within this zone. However it is predicted that an additional 50-60 hectares of land for industrial use will be required by 2021 (2.3.7 Growth Options Study).The extension of this zone is possible through the proposed Plan Change and creation of the Frankton Flats zone adjacent.</p> <p>Costs – Plan Change or Variation to facilitate further zoning of Rural General land.</p> <p>Benefits – The area of flat land is adjacent to an existing industrial area, can connect to infrastructure, and is adjacent to the airport (a good neighbour for industrial land)</p> <p><i>This option is to be considered further through this Plan Change.</i></p> |
| <p><b>Arrowtown</b></p>              | <p>There is presently 3.3636 hectares of Industrial zoned land west of Arrowtown. It is confined by the topography of the area and adjacent landuses. There is limited available space in this area.</p> <p>Costs – There is limited capacity, it is limited by it's topography and transport links.</p> <p>Benefits – If Arrowtown can provide for it's own industrial zoning and requirements then this may reduce pressure on other industrial zoning within the District.</p> <p><i>This option has not been further considered as it is too small to absorb the projected requirements for industrial zoning.</i></p>   |

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| <p><b>Low Density Residential Zone</b> - Provide for low density permanent living accommodation, maintaining a dominance of open space and low building coverage. The zone seeks to maintain and enhance the low density residential areas with ample open space, low rise development and minimal adverse effects experienced by residents.</p> |   |
| <p><b>Remarkables Park Zone</b></p>  | <p>The Remarkables Park Zone has already 99 existing low density dwellings and has the capacity for a further 1701 dwellings. These may either be high or low density or mixed density type housing.<br/>                 Costs – this land is already zoned for development. However consents for subdivision have not been lodged. The Council can not force the developer to release this land for development or determine the type of residential released through this development.<br/>                 Benefits – the land is zoned and is suitable for residential development. It is it predicted that eventually this land will be taken up.</p> |
| <p><b>Kelvin Heights</b></p>   | <p>Kelvin Heights has capacity for 1,769 additional dwellings dwellings. However, most of this capacity is in one ownership and has had this development potential for at least the past 10 years.<br/>                 Costs - this land is already zoned for development. However consents for subdivision have not been lodged. The Council can not force the owner to release this land for development.</p>  |
| <p><b>Arrowtown</b></p>  | <p>Arrowtown has the capacity for 192 additional dwellings.<br/>                 Costs – there are no costs to this land being developed and it is unlikely that any further land will be zoned within the Arrowtown area as it has reached its urban boundaries.<br/>                 Benefits – limited supply so there are no benefits to this option.</p>   |
| <p><b>Fernhill – Medium Density Residential</b></p>  | <p>There is capacity for an additional 304 residential units.<br/>                 The topography within this area is generally steep making development expensive; this area does not receive much sunlight in winter.<br/>                 Benefits – there is already some capacity in this location.<br/>                 Costs – the area is quite developed, much of the capacity may be relying on large sections being subdivided.</p>  |
| <p><b>Queenstown Hill - Medium Density Residential</b></p>   | <p>There is capacity for an additional 214 residential units.<br/>                 The topography is steep in the area, making the development expensive.<br/>                 Benefits – there is capacity within this location.<br/>                 Costs – Costs of building on a steep hill, views of the lake may make these sections expensive.</p>  |
| <p><b>Fernhill Low Density Residential</b></p>   | <p>There is capacity for an additional 52 residential units<br/>                 The topography within this area is generally steep making development expensive; this area does not receive much sunlight in winter.<br/>                 Benefits – there is already capacity in this location.<br/>                 Costs – the area is quite developed. Much of the capacity may be relying on large sections being subdivided.</p>   |
| <p><b>Queenstown Hill Low Density Residential</b></p>  | <p>There is capacity for an additional 569 residential units. Some of these sites may be difficult to build on.</p>   |
| <p><b>Frankton</b></p>   | <p>There is capacity for an additional 140 residential units. As most of the “old” Frankton area is developed, this additional capacity</p>   |

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|                           | may only be realised by people subdividing large established sections.  |
| <b>Arthurs Point</b>      | There is capacity for an additional 479 residential units   |
| <b>Lake Hayes</b>         | There is capacity for an additional 73 residential units  |
| <b>Lake Hayes Estate</b>  | There is capacity for an additional 148 residential units. This is a new area of low density residential zoning. All sections have been sold. |
| <b>Queenstown Heights</b> | There is capacity for an additional 237 residential units   |

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| <b>High Density Residential Zoning</b> – The purpose of this zone is to make provision of the continuation and establishment of higher density residential activity in recognition of these areas proximity to the town centres, entertainment, shopping facilities and the transport routes which provide a link to attractions elsewhere in the District. |   |
| <b>Remarkables Park Zone</b>  | The Remarkables Park Zone has the capacity for a further 1701 dwellings. These may either be high or low density or mixed density type housing.<br>Costs – this land is already zoned for development, however consents for subdivision have not been lodged, the Council can not force the developer to release this land for development.<br>Benefits – the land is zoned and is suitable for development, it is it predicted that eventually this land will be taken up. |
| <b>Jacks Point Zone</b>   | There is a potential for approximately 855 residential dwellings in the neighbourhoods areas as well as possible residential as part of the village within the Jacks Point Zone. The configuration of the type of dwellings, high, low density, apartments above businesses etc is not known as yet.  |
| <b>Queenstown High Density</b>  | Additional capacity for 2,466 dwellings. An unknown percentage may be used for the provision of visitor accommodation rather than providing for residential living.   |

## Educational Zoning

There is no specific land zoned for tertiary or educational use. This is generally dependant on the Ministry of Education using its status as a requiring authority to designate land for education purposes. For clarification, the following table shows the planning classification educational uses have within the existing planing framework of the District Plan.

Note – there are limited areas within the urban boundary that are suitable for schools within the District. The Ministry of Education is currently looking at sites for a new Primary School to service the Queenstown and Frankton area. The proposed site is presently within the Events Centre designation adjacent to the proposed Frankton Flats Special Zone (B).

|  |                     |
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| <b>Tertiary/Education Uses</b> – defined as a community activity. Covers the use of land and buildings for the primary purpose of health, welfare, care, safety education, culture and/or spiritual well being. Excludes recreational activities. A community activity includes schools, hospitals, doctors surgeries and other health professionals, churches, halls, libraries, community centres, police stations, fire stations, court houses, probation and detention centres, government and local government offices. |                     |
| <b>Low Density Residential</b>   | Controlled Activity |

|                                      |   |
|--------------------------------------|---|
| <b>Zone</b>                          |   |
| <b>High Density Residential Zone</b> | Controlled Activity.  |
| <b>Remarkables Park Zone</b>         | Educational Facilities are non complying activities in Activity Areas 1, 2a, 2b, 2c, and 8, a discretionary activity in activity areas 3 and 7, and a controlled activity in activity areas 4, 5 and 6. |
| <b>Jacks Point Zone</b>              | Discretionary Activity.   |

### **Greenfield's Sites within the Urban Boundary**

There are no other Greenfield's sites within the Urban Growth Boundary in the Queenstown area, making Frankton Flats and its zoning very important.

### **Summary**

- There is a need for additional industrial zoned land to be provided for within the Urban Growth Boundary of Queenstown
- There is capacity for additional residential dwellings in the District however in many cases this is based on owners of the land sub-dividing and developing their land.
- Education facilities are not practically provided for within existing zoning in the District.

## 10 Alternative Plan Provisions

The above analysis has determined that in order to meet the growth for Queenstown in a planned manner, it is necessary to rezone land at Frankton Flats as a mixed use zone to provide for a range of activities. As a result of the above findings, it is now necessary to consider the most effective means of providing for the Frankton Flats area.

The following section of this report analyses the alternative issues, objectives, policies, methods (including rules), based on the finding that it necessary to create a special zone for Frankton Flats.

Note: The objectives and policies are in the order of the resource management issues, therefore they are assessed out of order within this document.

In accordance with Ministry for Environment guidelines, the assessment of costs and benefits of the alternative objectives and policies (as stated below) was undertaken after the methods had been identified.

### Resource Management Issue - Visual Amenity

Frankton Flats is located at the entrance to Queenstown, and as such provides a first impression of the Queenstown urban environment. The Frankton Flats area adjoins the airport, the events centre, the industrial zone and, to the south of the airport runway, the Remarkables Park Zone and land to the north of State Highway 6.

It is recognised that any further development on the Frankton Flats must maintain and enhance the amenity of the approach to Frankton as well as accommodating the operational needs of the airport, the future needs of the events centre, and the projected land use requirements of the wider community.

To mitigate adverse effects on the amenities of the Frankton Flats, it is necessary to retain some areas of open space free from structures so that landscaping and tree planting can soften the views of the Frankton Flats development

#### Objective 1

##### ***Connection to the Surrounding Landscape.***

#### 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 views to the Remarkables, Cecil and Walter Peaks 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 soften development does not itself adversely affect background vistas or viewshafts to the Remarkables.*

- 1.4 *To soften the effects of buildings heights and bulk through screening by mature trees.*

## **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***

### **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, and Walter and Cecil Peaks.*

## **Appropriateness of the Objective**

The objectives are considered to be appropriate in that they seek to protect the important landscape and views during any development of the Frankton Flats area. Objective 1 seeks to protect the wider views of the Remarkables, Peninsula Hill (Deer Park Heights) and Walter and Cecil Peaks. The view from the State Highway when travelling into Queenstown is iconic to Queenstown and should be protected as much as possible. In this way it is appropriate that there are setbacks for development from the State Highway and that this area is in turn landscaped to act as a softened edge to the dense development.

It is acknowledged that any development of the Frankton Flats area will result in the erosion of the views presently enjoyed. However it is important that the need for additional zoning within the town boundary is provided, thus protecting the Wakatipu Basin as much as possible from the inappropriate location of development. Additional objectives and policies are within the Frankton Flats Plan Change to encourage innovation in design of roads and buildings to protect views. Any development as viewed from the road will be required to meet high urban design standards.

With supporting policies these objectives act to protect the iconic views from the State Highway and provide an area of green space to act as a buffer between the development and the State Highway.

## **Appropriateness**

The objectives and accompanying policies are appropriate in that they seek to protect views and an area of open space adjacent to the State Highway.

The policies seek to protect areas for open space as a buffer to development while ensuring that any planting and landscaping also does not affect the views detrimentally.

### **Effectiveness**

The policies will be effective in ensuring that consideration is given to view protection when the assessment of resource consents for development of the landscaped area within the zone is made.

When resource consents are applied for, the policies will dictate a high level of analysis addressing the appropriate location of buildings and development within the zone and the effects on iconic views of the Remarkables, Cecil and Walter Peaks and Peninsula Hill.

### **Efficiency**

Resource consents by their nature can be costly in terms of preparation, processing and general compliance. In the case of discretionary and non complying consents there is uncertainty of outcome. Given the location and nature of the this zone it is envisaged that the compliance cost of a regulatory regime led by policies promoting provision of greenspace and protection of views is warranted.

### **Risk of Acting or Not Acting**

The risk of not acting could include no significance being placed on the important landscape characteristics of the site. This poses significant risk to the views of outstanding natural landscapes, the entranceway into Queenstown and impact of the development on the surrounding environment. It is therefore important that the policy framework in place within the District Plan is backed up by a regulatory framework to protect views and ensure there is adequate open space adjacent to the State Highway.

### **Overall appropriateness**

The policies and objectives are appropriate in that they promote the protection of important views of outstanding natural landscapes from the entrance into Queenstown.

Through the analysis that the Council has undertake it is apparent that additional land is required to serve the commercial, industrial and residential needs of the community into the future. The Frankton Flats site has been identified as the only site within the urban boundary of Queenstown deemed appropriate to accommodate some of this anticipated growth. Therefore it is important the land is utilised in such a way that development causes the minimum impact of the surrounding landscape is as realistically possible while achieving a high density of development within the zone.

### **Resource Management Issue – Sustainable Development**

Frankton Flats is located adjacent to key transport links – the airport and State Highway 6. Any development within this area needs to recognise the importance of

maintaining their functions into the future while allowing the development of a Frankton Flats area as a mixed use zone.

The mixed use development enabled in this special zone will complement existing and proposed land uses and, accordingly, produce an integrated and coherent built environment with significant economic and social benefits for the District. Furthermore, the development proposed for the Frankton Flats Zone is appropriate within its environmental context with airport related controls for areas subject to possible airport effects

Effective management of adverse effects of the development on the state highway resource is a further requirement of ensuring that the development is appropriate within its environmental context. Also important is the management of reverse sensitivity issues (such as noise and vibration) in relation to the State Highway, the Airport and industrial activities.

## **Objective 2**

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

### ***Policies***

- 2.1 To ensure that development to be undertaken in accordance with a Structure Plan 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 with an emphasis on relatively high amenity and high density living environments;*
- 2.3 To provide for a mixture of residential dwelling types and densities including affordable community housing;*
- 2.4 To provide for a suitable range of local services and business activities including retailing, visitor accommodation, residential, tertiary 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;*
- 2.5 To ensure that the Zone remains predominantly commercial and educational uses with clear separation between residential and visitor accommodation and the services supporting and complementing these primary uses;*
- 2.6 To require in building and site design, compliance with performance standards to achieve specified acoustic and vibration insulation;*
- 2.7 To ensure that development is complementary to the operational capability of Queenstown Airport;*
- 2.8 To establish a buffer between the airport and noise-sensitive activities in the Frankton Flats Special Zone (B);*
- 2.9 To establish a buffer and set backs between the state highway and noise sensitive activities in the Frankton Flats Special Zone (B);*

2.10 *To ensure that commercial signage avoids adverse effects of visual clutter on the State Highway and traffic safety is not compromised.*

2.11 *To require all development to adopt energy efficient design*

### **Objective 3**

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

#### **Policies**

3.1 *To provide for a landscaped road carriageway along the arterial routes shown on the structure plan that is effective in maintaining an attractive amenity and streetscape, mitigating the effects of the industrial activities on that street;*

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, support pedestrian activity that facilitates physical and visual connections through the Zone. In particular, good visual connections should be provided through different parts of the Zone to the Events Centre;*

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 Zones, and between the Frankton Flats and 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 secure reserve contributions in land, money or a combination of land and money to fund the development of reserves;*

3.8 *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;*

3.9 *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.*

## **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.***

### **Policies**

- 5.1 *To provide a safe and pleasant street environment for residents and other users of adjoining properties;*
- 5.2 *To provide safe, sustainable and integrated connections to and from the State Highway in two locations agreed to with Transit New Zealand;*
- 5.2 *To encourage the majority of the heavy traffic entering the site to utilise Glenda Drive instead of Grants Road by traffic design measures.*
- 5.3 *To minimise the visual impact of carriageways on residents while accommodating public utility services and drainage systems;*
- 5.4 *To ensure that the design of the relevant street environment takes into account the operational requirements of providing for public transport infrastructure.*
- 5.5 *To promote an effective connection between Frankton Flats Special Zones and the Remarkables Park Special Zone.*
- 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 street layout in order to retain important views;*
- 5.9 *To provide for 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 9**

### ***Industrial and Yard based activities***

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

### **Policies**

- 9.1 *To provide specific areas for industrial uses that will be needed to support economic growth within the Queenstown District*

- 9.2 *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*
- 9.3 *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*
- 9.4 *To promote high quality design and layout of all sites within this activity area.*
- 9.5 *To exclude retailing of goods unless manufactured on site or directly connected to the industrial use of the site*
- 9.6 *To exclude activities (such as residential activities, custodial units and visitor accommodation) that conflict with the activities of the intended uses in the zone.*
- 9.7 *To ensure that the use of business areas is maximised by requiring large minimum lot sizes and excluding further subdivision.*
- 9.8 *To require buildings design to allow for future adaptive reuse and to ensure office spaces are insulated from noise from both industrial activities and the Airport.*
- 9.9 *To ensure land is used for its intended purpose within this activity area, any office space must be minor and directly ancillary to the principal use of the site.*
- 9.10 *To utilise Activity Area D for the promotion of transportation and distribution activities.*

## **Objective 10**

### ***Amenity within Industrial and Yard Based Activity Area E***

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

#### ***Policies***

- 10.1 *To enhance the industrial areas by minimising the adverse effects created by activities as a result of street appearance, noise, glare, traffic and dust within the activity area*
- 10.2 *By ensuring sites for industrial activity provide an attractive frontage to streets, public places and neighbours.*
- 10.3 *To ensure provision is made for adequate road access and on-site loading zones, for heavy vehicles and ensure that there is always sufficient area within all sites for large vehicles (truck and trailer) units to exit the site forwards.*
- 10.5 *To promote high quality design and layout of new business areas (consistent with the principles of comprehensive development) in a manner that is sensitive to the amenity of neighbouring activities.*
- 10.6 *To have regard to visual amenity (design and landscaping) of industrial sites which are within the Frankton Flats Special Zone (B).*

10.7 *To promote high quality design and layout of new business areas to ensure the adequate provision of public/employee car parking for all of the future uses within the Zone.*

10.8 *To promote pedestrian connections into adjacent activity areas and reserve areas*

#### **Objective 11**

##### ***To create additional industrial zoning for light industry within the Frankton Flats Special Zone (B) (Activity Area E)***

#### **Policies**

11.1 *To enable predominantly industrial and trade service activities within Activity Area E;*

11.2 *To enable the establishment of light industrial, showroom and service activities as well as low intensity commercial activities that require extensive land areas, such as bulk goods retailing*

11.3 *To provide for additional business zoned land in areas that will not adversely affect existing business activities, consistent with maintaining the standard of amenities in the area.*

11.4 *To ensure provision is made for adequate road access and on-site loading zones, particularly for heavy vehicles.*

11.5 *By ensuring sites for business activity, provide an attractive frontage to streets, public places and neighbours.*

11.6 *To exclude activities (such as residential activities and visitor accommodation) that conflict with the activities of the intended uses in the Zone.*

11.7 *To ensure that the use of business areas is maximised by ensuring adequate minimum lot sizes and building design to allow for future adaptive reuse.*

11.8 *To ensure provision is made for adequate employee and public car parking in the Business and Industrial Zones in the design and layout of new business areas as well as at the time of development.*

11.9 *To promote high quality design and layout of new business areas (consistent with the principles of comprehensive development) sensitive to the amenity of neighbouring activities.*

11.10 *To ensure the provision of adequate loading zones in the design and layout of new business areas as well as on site loading at the time of development.*

#### **Objective 14**

##### ***To ensure that the development of the Zone protects ongoing functioning of the Airport***

## **Policies**

- 14.1 To ensure that noise sensitive activities such as residential, visitor accommodation, community facilities, live/work units and educational establishments are located within Activity Area C.*
- 14.2 To ensure that buildings standards are high and protect against the effects of aircraft noise.*
- 14.3 To ensure outdoor open space areas are designed in such a way as to mitigate users from the effects of aircraft noise.*

## **Appropriateness of the Objectives**

The objectives above seek to achieve a high quality mixed use development. It is clear from the Growth Options Study and the Commercial Needs Analysis undertaken by the Council (addressed in Section 7 of this report) that additional land is necessary to cater for the future land requirements of Queenstown. This is especially apparent for commercial and industrial land. The present Queenstown town centre is confined by topography and protected growth for the area requires future employment land.

The Frankton Flats area is well placed to service some of the additional need anticipated. It is therefore appropriate that a set of objectives is created for the proposed Frankton Flats Special Zone (B) to create a mixed use development within this area is developed in an appropriate manner

The surrounding existing land uses comprise the Airport, the State Highway, an established industrial zone and the Queenstown Events Centre. For any development to occur within the area it is important that the effects on the existing activities are mitigated and that the new proposed zoning and uses are compatible. In order to achieve this the Frankton Flats area subject to re-zoning has been divided into Activity Areas. Each activity area has its own objective and supporting policies requiring appropriate uses within that Activity Area. This is then supported by rules if determined necessary.

It is appropriate to group activities with similar effects within the same area. For example, additional industrial land is zoned adjacent to the existing Glenda Drive area. Industrial zoning is also adjacent to the Airport designation boundary of the airport runway. The grouping of these activities will not result in reserve sensitivity issues. Within the heavy industrial area, residential uses are not promoted as the effects of industrial activities are not generally compatible with residential activities. The need for industrial zoning is such that compromising those uses by adding residential activities to this Activity Area is not appropriate.

The State Highway is integral to the efficiency of the transport network to and from the Queenstown area. It is important that any impact on the State Highway is minimised as far as possible though it is acknowledged that there will be an impact in terms of increased vehicle numbers. Transit New Zealand has the statutory authority to promote the sustainability of the roading network, this needs to be balanced with the Council's requirement to provide suitable zoning and community infrastructure for the future. It is therefore essential that there is consultation between parties and this is empathised in the policies.

Enabling the creation of a mixed use zone provides the mechanism to provide for people's "whole day" living in the residential part of the zone, working in a commercial or industrial zone, shopping within the commercial zone while also providing for leisure needs – all within walking distance. Mixed use zoning also promotes good use of space. For example of in the village centre activity area (C) will house shops and cafes on the ground floor, creating an active street frontage, while additional floors can house offices and residential apartments.

Travel within the Frankton Flats Special Zone (B) and to adjacent already zoned areas is very important. Within the objectives and subsequent policies there is an emphasis on connectivity especially via non-vehicular means – walking and cycling. Public transport will play an important role. There are opportunities for the Frankton Flats area to be hub for a transport interchange or park and ride facilities, Objective 3 and its strong wording (ensuring integration) will mean that when the outline development plan for any Activity Area is applied for, integration of all forms of transport will be assessed.

Within any development it is important that buildings are well designed. This is especially true for large format retail buildings, with premises accommodating high volume goods. By their nature these buildings can be dominating. The objectives and policies providing for them in the Frankton Flats Special Zone (B) area aim to require these buildings to be designed in such a way that their size is not as apparent from the State Highway and from within the zone. This can be done through design and changing facades along long walls. Another option is for smaller shops to be built in front of most of the large format retail building to create an engaging street frontage, masking the large building behind. This is encouraged through the objectives and policies within the zone.

### **Appropriateness**

Having well phrased and detailed policies and objectives provides guidance to applicants and processing planners as to the development envisaged within the zone and provide clear guidelines for its implementation. Having a controlled and discretionary regime for built form would result in the Council approving controlled activity consents as long as they meet the site and zone standards. The discretionary regime for more complex and detailed development gives the Council discretion to utilise other methods such as the Urban Design Panel to facilitate good urban design, or decline applications if they are not meeting the objectives and policies of the District Plan.

The policies will guide the planners in accessing any application to ensure that regard is had to issues such as urban design and reverse sensitivity. This is required to make this mixed use area viable.

### **Effectiveness**

Policies promoting a well defined structure plan, and the resulting planned landuses, will be effective in ensuring that the best use can be made of the Frankton Flats area while ensuring that any development is to a high standard and proposed landuses do not result in reverse sensitivity problems.

Effective use of the Frankton Flats is required as this is the last greenfields area within the urban boundary of Queenstown. It is integral that this area is developed to its full potential while minimising potential negative effects. If this land is not developed then there will be additional pressure on the Wakatipu Basin. This has been identified by the community as not suitable for intensive development.

The rules require the applicants to submit an outline plan to the Council before any consents are applied for. This will ensure that the Council has the opportunity to address the roading and walkway configuration, the layout of buildings, and the provision of open space and reserves.

The policies are effective in promoting the following:

- Interconnectivity of street layout, within the zone and across different ownerships;
- The layout of streets to provide view shafts towards the Remarkables and Peninsula Hill;
- The provision and location of reserves and open space. In some activity areas it is appropriate for the developer to provide open space communally rather than on a site by site basis; the communally provided reserve areas will be located in areas that can be utilised easily;
- The provision and location of walkways to provide non vehicular transport for pedestrians and cyclists to traverse the Zone and adjacent areas such as the Events Centre.
- Appropriate location of parking and loading areas within sites

The policies are also effective in contributing to a high quality built form. Examples of this include:

- Promoting high quality urban form suitable for uses that do not create reverse sensitivity effects for existing uses surrounding the zone (the State Highway and the Airport).
- Requiring mitigation of buildings with long facades to create interest at street level.
- Requirements for buildings to include acoustic insulation in all areas
- Encouragement of design of buildings and locations in ways that improve energy efficiency.
- Encouragement of comprehensive design of industrial activities to provide for parking and loading areas.

Some activities are not appropriate to be co-located in a mixed use environment. These include industrial and residential uses and residential and airport uses. Both the airport and industrial area create effects that may not be appropriately mitigated. Examples are noise, lighting, parking and loading areas and hours of operation.

It is important that people living within the Zone are protected as much as possible from these effects of the activities, and that the ongoing visibility of industrial and airport activities is protected.

### **Efficiency**

The objectives and policies promote the efficient use of space within the zone. Activities with similar effects such as industrial areas, and the Airport. Education activities are grouped together and are promoted within Activity Area C. This area is situated in close proximity to the Events Centre as these uses are complementary. The proposed industrial area is adjacent to the existing Glenda Drive industrial area and the Airport.

The use of a structure plan promotes efficiency of landuse. A variety of different land uses can be utilised within the Frankton Flats area through the use of the structure plan.

### **Risk of Acting or Not Acting**

The Frankton Flats area has been identified as suitable for providing for the additional growth anticipated within the Queenstown Area. It is located within the inner growth boundary as identified by the community during it's community planning exercise.

The risk of not acting would mean that the anticipated growth and need for additional commercial and industrial land can not occur within the Frankton Flats area. As there are no other greenfields areas within the Queenstown area, additional growth may need to take place within the Wakatipu Basin. This could potentially jeopardise the rural area which is renowned throughout the world for its special landscape qualities. Part 7 of this report outlined the requirements for further commercial and industrial land and how the current areas zoned will not fulfil future demand.

The Frankton Flats area is very important in terms of its ability to provide for additional required zoning for the Queenstown area. To not re-zone the Frankton Flats Zone would be a wasted opportunity and may result in cost increases over time for industrial and commercial land the current supply is not sufficient to meet future demand.

The objectives and policies seek to allow for re-zoning while ensuring the effects of that zoning are mitigated as far as possible. It is acknowledged that development within the zone will have an impact of views across the site. However, with appropriate controls on height, buildings, development and landscaping within the zone supported by the objectives and policies it is envisaged that the development of the zone will result in positive effects.

### **Overall Appropriateness**

It is appropriate to rezone the Frankton Flats area to create a dense mixed use zone to cater for a number of uses to provide for anticipated growth within the District into the future. The objectives and policies that have been drafted for this Special Zone will include the following sustainable outcomes:

- Provision of required land uses such as industrial and commercial
- Integration and connectivity between activity areas
- Provision of a mixture of dwelling types

- The provision of a commercial area that encourages educational uses
- Good connectivity within the zone and connections to other zones and the State Highway network.
- Provisions for green networks including reserves, landscaping and open space to serve the development of the zone
- Requirement of parking for staff and loading areas to be designed in such a way that they do not impact on the roading network within the zone.
- High quality built form within the Zone
- Provision for extra height within activity areas to provide for additional uses and a varied roofline
- Exclusion of activities within Activity Areas that may result in reverse sensitivity issues – such as residential and visitor accommodation activities occurring within industrial areas.

By having a strong set of rules, policies and objectives designed to create a high quality, high density urban area the Frankton Flats Zone will accommodate a number of uses in the sustainable manner. A framework to deliver a network of open space, well designed and positioned roads and high quality urban designed buildings will ensure that this proposed re-zoning is an appropriate use of the Frankton Flats area.

### **Resource Management Issues - High Quality Urban Environment**

There is a clear need to create a liveable community with quality urban design and sufficient open space to meet the needs of people living, working and visiting the Frankton Flats Special Zone (B).

#### **Objective 4**

***To achieve a high quality urban environment.***

#### **Policies**

- 4.1 *To ensure a high standard of building design, urban planning, and landscape treatment by requiring an urban design review of proposed development;*
- 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 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 7**

##### **Activity Area B – Limited Development Buffer**

***To create an area of limited development between the State Highway and intensive development within Frankton Flats***

##### **Policies**

- 7.1 *To control development within Activity Area B to provide for a transition zone between the State Highway open space buffer and the high density development beyond.*
- 7.2 *To require landscaping and quality urban design for the limited scale of development allowed within this buffer zone;*
- 7.3 *To ensure that the design, placement, and bulk of any buildings located within the limited development (Activity Area B) buffer is such that effects on the State Highway are avoided, and the amenity of the entrance to Queenstown is enhanced and the short, medium, and long range views of the mountains beyond are not compromised;*
- 7.4 *To require appropriate set back areas and buffer zones from the State Highway that are compatible with the posted speed environment.*

#### **Objective 8**

***To create an area to act as a village centre comprising commercial, educational and residential and visitor accommodation while providing high amenity and usable and liveable public realm (Activity Area C)***

##### **Policies**

- 8.1 *Within Activity Area C to enable commercial activities of all scales but predominately small to medium format retail, residential, visitor accommodation (above street level) educational activities and offices to provide a relatively high density mixed use “core” for the Zone;*

- 8.2 *To require a cohesive system of public realm spaces (the space between buildings owned by the community), the public realm shall be orientated to capture sun and avoid prevalent southerly winds.*
- 8.3 *Public realm spaces must reinforce the activities of the local community and provide focal elements that encourage a strong sense of identity (i.e libraries, child care centres, fire stations) and are to be located at central points of the Activity Area in highly visible locations.*
- 8.4 *In addition to the public realm spaces referred to in Policy 8.3, a network or neighbourhood reserves commensurate with densities will be required in Activity Area A, and linked by an open space network proving pedestrian and cycle linkages to Activity Areas A, B, D and E and adjacent zonings and the Events Centre.*
- 8.5 *To encourage the area to develop as a “mainstreet” village environment and the design of any large format retail to achieve this;*
- 8.6 *To encourage active street frontages by using windows and entrances to gain interest at ground level;*
- 8.7 *To incorporate landscaping within the streetscape to create a high amenity urban environment;*
- 8.8 *To require facade design of large format retail uses to mitigate its visual effects.*
- 8.9 *To encourage educational activities, with associated residential activities and short term (visitor) accommodation in close proximity to the Events Centre, in order to create an integrated sports and education precinct;*
- 8.10 *To enable the development of new education facilities and other associated non-residential activities.*
- 8.11 *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*
- 8.12 *To prevent residential and visitor accommodation activities from occurring within 25 metres of Activity Area D and E as these activities are not compatible with industrial landuses.*
- 8.13 *To control development to avoid the potential adverse effects of noise generating activities (such as industrial activities) on noise sensitive activities*
- 8.14 *To encourage active street frontages by requiring that residential and visitor accommodation are not located at street level.*

### **Appropriateness of the Objectives**

The objectives seek to ensure that any development within the Frankton Flats areas is to a high standard of design and is integrated with the surrounding landscape, both internally within the zone and within the wider landscape.

They are appropriate in that they place an emphasis on creating a high quality urban environment. If this area is to be developed it is very important that it is developed to a high standard using the most appropriate urban design principles. These objectives would seek to guide the development of the zone to achieve a high quality living environment.

Activity Area B is the most important part of the zone in terms of development and achieving connections through the zone. By seeking minimal development within this Activity Area, this will give staggered edge buildings along the State Highway frontage that creates interest. There are opportunities for the landscaping with this area to connect to Activity Area A.

The second objective promotes the form of development ensuring that it is appropriate in the context of the surrounding environment. It is important that the development is framed by expansive views of the mountain ranges beyond as opposed to development that complies with the landscape. The landscape needs to be dominant.

### **Appropriateness**

The policies seek to address the issues of urban design and urban amenity. The proposed framework for the Frankton Flats Special Zone (B) including the activity areas and the activities that they allow will result in a relatively dense urban environment. It is therefore important that the rules and the objectives are guided by urban design principles through the policies. The Council wants to achieve a density of urban environment that is still inviting, with the open space and roadways within the environment acting as a contrast to the built form.

The encouragement of variations in heights, the use of materials complementary to the local environment and the use of crime prevention techniques in design will all assist in making the Frankton Flats Special Zone (B) vibrant. The village centre will be inviting, with shops and cafes opening on to well designed streets.

Underground car parking is promoted through policies within the Frankton Flats area. This will remove the need for large areas of at grade or elevated car parking, which, though a necessary partner to commercial areas, can detract from the overall enjoyment and functioning of an urban area.

### **Effectiveness**

The policies are effective in promoting good urban design principles. As the Frankton Flats site is important in terms of its location and ability to accommodate anticipated growth within the District, it is vital that high densities are achieved within this proposed Zone (Activity areas C and F). In achieving high densities, it is very important that good design, provision of reserves and walkways and compliance with an agreed structure plan are achieved.

The first objective and policy addresses the zone as a whole, in terms of making sure there are sufficient networks of streets, reserves and walkways. These policies will be especially relevant when assessing the outline plan showing the proposed development.

The second objective and subsequent policies focus on urban development and ensuring the design of buildings, and the relationship between buildings and the street frontages is of a high standard. The policies are effective in that they provide the developer and Council's planners assessing any resource consent application the requirements anticipated for development within this zone. These include high quality built form, the design and location of buildings, and the promotion of underground parking as both a design tool and to preserve space for building.

### **Efficiency**

The policies are efficient in that they show clearly the Council's intention for the zone in terms of the design and layout of the Zone. The policies will guide both the developer and the planners to the outcomes anticipated by the Council while still allowing and promoting individuality of design.

### **Risk of Acting or Not Acting**

The Frankton Flats zone is important to the Queenstown area in terms of its location at the entrance to the urban area as well as its ability to accommodate anticipated growth expected within the District. In this respect it is important that should development take place a set of objectives and policies are in place to guide the development. This risk of not acting is too great in respect of the proposed development.

### **Overall Appropriateness**

The objectives and policies are appropriate in promoting the intentions of the zone in terms of layout and urban design. The Frankton Flats zone is important in terms of its location and its ability to provide required capacity for additional zoning for growth anticipated within the District. The policies promote good urban design as well as the creation of a balanced high density development.

The density of the development needs to be balanced with the need to preserve the views of the outstanding natural landscapes, the requirement for reserves and pedestrian and cycleway linkages throughout the zone and a roading network which is both functional and adds to the amenity of the zone by way of design and the use of street trees and open space.

### **Transport Networks and Infrastructure**

#### **(iv) Integrating land use with transportation**

Development must provide for and manage demand for travel by private vehicles and it is important not to compromise the safety or effectiveness of the existing land transport system.

#### **(v) Transport Networks**

Efficient transport networks are important to sustainability of the Frankton Flats Zone and require careful management both internally and externally.

Creating a mixed use Frankton Flats Zone will have effects on both the external roading network (State Highway 6) and the internal roading network within the zone. An eastern arterial road to connect the Frankton Flats area to the Remarkables Park Zone is required to take pressure of the State Highway, this road will need to be wide to cater for large vehicles such as trucks carrying freight. This road should also be attractive with landscaping and the provision for walkways and cycle ways.

The roading network within the zone needs to provide access to all areas of the zone providing good connectivity. It is acknowledged that by creating a mixed use zone there will be an encouragement on people to walk around the zone rather than using vehicular transport. Roads should be designed with this in mind. The provision of utilities must be designed in such a way that they are unobtrusive.

### **Explanation and reasons for adoption**

While the Frankton Flats zone provides the opportunity for large scale mixed use development, there needs to be methods to promote travel by modes other than the private motor vehicle. Site design, parking provisions and travel demand management measures are necessary to ensure that this objective can be fulfilled while providing for a range of development opportunities.

### **Objective 12.**

***To enable comprehensive mixed use development within the Zone while providing for restraint on single occupancy private car use.***

#### **Policies**

*12.1 To provide a movement network which is highly permeable and provides a choice of routes and transport modes.*

*12.2 To ensure the layout of the Zone and urban blocks that make up the zone are attractive, landscaped and facilitate walking and cycling.*

*12.3 To promote and develop physical opportunities for better public transport within the development and between the development and Queenstown Town Centre.*

*12.4 To provide a safe, convenient network of transport routes.*

*12.5 To accommodate efficient and economic public utility services which are unobtrusive, and integrate with adjoining sites and development.*

*12.6 To provide for convenient and well located park and ride facilities for visitors to Queenstown.*

*12.7 To ensure that carparking is available consistent with a reduced reliance on the private car for travel.*

*12.8 To provide for methods of influencing travel behaviour change through non-infrastructure measures.*

### **Objective 13**

***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.***

### **Policies**

- 13.1 *To provide for a landscaped road carriageway for the Eastern Arterial route through the development that is effective in maintaining an attractive amenity and streetscape, mitigating the effects of the industrial activities on that street;*
- 13.2 *To require that the open space alongside State Highway 6 (Activity Area A) in front of Activity Area C is developed prior to any construction within the Zone;*
- 13.3 *To require that safe and effective connections to the site from State Highway 6 are in place prior to any construction within the Zone.*
- 13.4 *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, support pedestrian activity that facilitates physical and visual connections through the zone. In particular, good visual connections should be provided through different parts of the Zone to the Events Centre where possible;*
- 13.5 *To provide cycle and pedestrian routes that provide linkages within Frankton Flats, and between the Frankton Flats and Remarkables Park Zone, Queenstown, Kelvin Heights and the Wakatipu Basin;*
- 13.6 *To ensure that that an eastern road arterial connecting to the Remarkables Park Zone is provided for within the site.*
- 13.7 *To encourage the establishment of landscaping, open space and recreation activities where required in any of the Activity Areas;*
- 13.8 *To secure reserve contributions in land, money or a combination of land and money to fund the development of reserves;*
- 13.9 *To secure appropriate contributions for the upgrade of infrastructure required as a result of development;*
- 13.10 *To secure contributions for the establishment and operation of non infrastructural demand management measures;*
- 13.14 *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;*
- 13.15 *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.*
- 13.16 *To ensure through appropriate road network design, that the impact of commercial traffic on other activity areas within the Zone is minimised.*

### **Appropriateness of the Objectives**

The objectives are appropriate in that they aim to ensure the connection and layout of streets and utilities infrastructure. One of the most important parts of any urban area is the street layout and the functionality of the movement within the area. Vehicles need to be able to move from one area to another within an urban area without creating or contributing to hold ups or the failure of intersections.

Streets are also important as they provide the connection to commercial and residential activities, their margins provide for pedestrians and cyclists and therefore it important that their layout is well planned.

Streets also contain utilities either adjacent or within the fabric of the street. These utilities are important in that they can convey power, phone lines, water and sewerage. It is important that the design of these elements that are vital to the functioning of an urban centre are such that they do not detract from the Frankton Flats development.

### **Appropriateness**

Well designed streetscapes which can be developed in such a way that they are safe for vehicle traffic, bicycles as well as pedestrians on footpaths. In combination with landscaping, roads can be an integral part of the urban design of the zone.

The creation of a zone with high standards of amenity contributes to the cohesiveness and functioning of the zone. Having attractive roads and pedestrian access may encourage more people to walk or cycle, reducing vehicle emissions and other associated problems such as parking.

### **Effectiveness**

Cost to the applicant in terms of assessment by a planner against a lot of rules, policies and objectives may result in higher compliance costs. The cost of developing a large arterial road will be high but these costs will be outweighed by the decreased pressure on the State Highway.

Environmental costs will be the loss of permeable surfaces through the sealing of roads and footpaths. Good landscaping and the use of swales may mitigate this environmental cost.

It would be effective to have strong assessment criteria to be utilised within the Plan for when applications for subdivision or development occur. The developer for most of the land has already planned the roading component of land, this will be submitted to the Council as part of the subdivision or development consent process as an outline plan. As there are also other ownerships within the zone the inclusion of policies ensuring consistency between different ownerships and areas is important.

It would be effective for a transport node to be developed within the zone and the Frankton Flats has the potential to be transit point for vehicles travelling into Queenstown from the Wakatipu Basin and Arrowtown. Allowing a transport node to be developed as a permitted activity (as long as it complies with the site and zone standards) within the zone will assist in helping to facilitate this. Requiring the location of the transportation node at the time of the Outline Development Plan will assist in future planning.

### **Efficiency**

Having an efficient roading and transport system within and connecting to outside of the zone is important to the efficient working of the zone. In time as the traffic generation grows traffic enhancement mechanisms can be put in place to improve the efficiency of the State Highway and the roading network in general.

The monetary costs of the providing a high amenity streetscape and to provide for the location and design of public utilities may be more expensive than conventional methods, for example, a road with standard widths and carriageways may be less expensive to build than a road with multi-purpose carriageways and extensive landscaping.

### **Risk of Acting or Not Acting**

Having sufficient mechanisms within the proposed variation to regulate the provisions of efficient roading and transport systems are important to the functioning of the proposed zone. This regulatory approach is considered most appropriate.

It is appropriate to provide for an integrated development through the provision of rules in the District Plan promoting good design and the appropriate provision and location of network infrastructure. Good street design and network utility provision is essential to contributing to the amenity of an area.

### **Overall Appropriateness**

This objective and subsequent policies are appropriate to aid in assessment of the zone provisions as they relate to streets and utilities. They will act as assessment for both the developers and the planner assessing the application. The objectives and policies promote the creation of a roading network that supports the zone and the functioning of the street while contributing to the overall amenity of the zone. Public transport and the use of Traffic Demand Management is highlighted and supported through the objectives and policies.

**Map showing the location of Activity Areas within the Proposed Zone Change**



- Activity Area A – Open Space Buffer
- Activity Area B – Limited Development Buffer
- Activity Area C – Village Centre
- Activity Area D – Industrial and Yard Based Activities
- Activity Area E – Industrial Activities

**10 Regulatory Methods – Resource Consents**

The following table outlines the possible resource consent categories that can apply to different activities within the Frankton Flats Zone. These include: Permitted activities (do not required resource consent) and Controlled, Discretionary, Non Complying Activities (all requiring a resource consent) and Prohibited Activities (to which a resource consent can not be applied for). The table then outlines the possible costs, benefits, efficiency, effectiveness of the options and the Council’s recommendation.

**Buildings**

| Activity Area | Options    | Costs   | Benefits  | Efficiency  | Effectiveness  | Recommendation   |
|---------------|------------|---|---|---|--|--|
| A             | Permitted  | Activity Area A provides the foreground to the development beyond, and protects views of the outstanding natural landscapes. It is important that this area is kept free of built form and is landscaped to provide a green corridor adjacent to State Highway. Allowing building to be erected as permitted activities would severely compromise this. | There would be benefits to the owners of the land by allowing development within the OS area but not to travellers along the State Highway, the community or the Council.           | Buildings within this area of land would result in an efficient use of the land however this would be to the detriment of the open space area and views of the outstanding natural landscapes. Therefore, overall it is not considered efficient. | Permitted activity status for buildings within the open space area will not be effective in providing an open space landscaped buffer between the development and the State Highway. In fact allowing buildings within this area will severely compromise the open space area. | It is not appropriate for buildings within the Activity Area A to be a permitted activity. |
|               | Controlled | Activity Area A provides the foreground to the development beyond and protects views of the outstanding natural landscapes. It is important that this area is kept free of built form and is landscaped to provide a green corridor   | There would be benefits to the owners of the land by allowing development within the activity area but not to the travellers along the State Highway, the community or the Council. | Buildings within this area of land would result in an efficient use of the land however this would be to the detriment of the open space area and views of the outstanding natural landscapes. Therefore, overall it is not considered            | Controlled activity status for buildings within the open space area will not be effective in providing an open space landscaped buffer between the development and the State Highway, in fact allowing buildings within this area will   | It is not appropriate for buildings within Activity Area A to be a controlled activity.    |

| Activity Area | Options              | Costs  | Benefits  | Efficiency   | Effectiveness   | Recommendation  |
|---------------|----------------------|--|---|--|---|---|
|               |                      | <p>adjacent to State Highway.</p> <p>Controlled activity resource consents can not be declined as long as they meet the standards in the District Plan. Buildings within this area that can not effectively be declined would severely compromise this area.</p>   |   | <p>efficient.</p>  | <p>severely compromise the open space area</p>  |   |
|               | <p>Discretionary</p> | <p>Discretionary activity status requires a resource consent and the consent authority may or may not grant the resource consent, if the activity if is limited discretionary then the discretion is limited to the matters to which it has restricted its discretion.</p> <p>Discretionary activity resource consents add an element of uncertainty to the resource consent process as the council has the power to decline the consent. This is a potential cost to a submitter.</p> | <p>Discretionary activity status provides the Council and the community with some security that if an application does not meet the standards in the plan that it can be declined.</p> <p>The Council do not believe that any development within this area is appropriate therefore this is not a real benefit.</p> | <p>This process is more efficient that requiring non complying resource consents however does assume development is appropriate in some circumstances.</p> | <p>Requiring discretionary activity resource consents for building within Activity Area A is not an effective method pf protecting this area from development for landscaping purposes.</p> | <p>It is not appropriate for buildings within Activity Area A to be assessed as discretionary activities.</p> |
|               | <p>Non Complying</p> | <p>Compliance costs for developers requiring a resource consent for</p>  | <p>No benefits as the activity is not generally anticipated,.</p>   | <p>Non complying status is generally only used for activities that are</p>   | <p>Buildings are not anticipated within this activity area and</p>  | <p>Any buildings within OS activity would require non complying</p>   |

| Activity Area | Options    | Costs   | Benefits   | Efficiency   | Effectiveness   | Recommendation  |
|---------------|------------|---|--|--|---|---|
|               |            | the establishment of any building.  | It would be difficult to draft provisions that anticipate buildings when it is a non complying activity. | not anticipated, this is the case for buildings within the open space are.   | therefore the use of non complying activity status and the objectives and policies for this area reinforce this. However, should a building be planned that can meet this strict criteria then it is possible that consent could be granted. This is unlikely.  | resource consent.   |
|               | Prohibited | No buildings could be erected.<br><br>Resource consents for prohibited activities can not be applied for.   | No benefits, no development possible.  | Not efficient as can not be applied for.   | Not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances.<br><br>Under the definition of buildings within the District Plan a structure over 2m <sup>2</sup> is captured. There may be opportunities for art work, seating etc within this area that could not be provided under the prohibited status. | Any buildings within the Activity area A will not be a prohibited activity. |
| B             | Permitted  | Activity Areas B is important as this area provides a transition from the open space area to the built up area beyond.<br><br>As this is an important | No compliance costs for developers building within these activity areas.                                 | This option would be efficient in the sense that resource consents are not required, resulting in a saving in cost and time. This option | Permitted activity status for the erection of any buildings would not be effective in achieving good urban design, and may result in poor quality   | That buildings in Activity Area B are not a permitted activity.             |

| Activity Area | Options           | Costs  | Benefits  | Efficiency   | Effectiveness   | Recommendation   |
|---------------|-------------------|--|---|--|---|--|
|               |                   | <p>area and any built form requires a very high standard of design, having permitted activity status may result in the degradation of a visually important area.</p> <p>There may be costs to the environment as there will be no opportunity to control the potential effects of buildings, as in design, colours or situation.</p>   |   | <p>would not be efficient in ensuring a high quality built form as no controls are possible.</p>   | <p>buildings fronting a dense urban area. Would not support the objectives and policies for this area.</p> <p>This method is not effective in providing a high quality designed "face" to the development.</p>  |  |
|               | <p>Controlled</p> | <p>Compliance costs for developers requiring a resource consent for the establishment of any building.</p> <p>Costs to the community if buildings within this activity area can not be turned down. It is hard for the Council or a planner to judge what good urban design is and then draft rules to reflect this as urban design can be quite subjective. Therefore there is the possibility that the buildings in this activity area that are not of a high design standard can not be declined.</p> | <p>Security for developers in applying for resource consents within these activity areas as they can not be declined as long as the relevant thresholds are met.</p> <p>Does not provide any benefit to the Council that good quality urban buildings will provide the "face" to the development.</p> | <p>This option would be efficient for those developers who are planning buildings within these activity areas in terms of security and compliance costs.</p> | <p>This option would not be effective in ensuring good quality urban design and appropriate placement of buildings within these important activity areas. Resource consent for controlled activities can not be declined.</p> <p>No security is provided that this can be undertaken.</p> | <p>That buildings in areas B is not a controlled activity.</p> |

| Activity Area | Options       | Costs   | Benefits   | Efficiency  | Effectiveness  | Recommendation   |
|---------------|---------------|---|--|---|--|--|
|               | Discretionary | <p>Discretionary activity status requires a resource consent and the consent authority may or may not grant the resource consent. If the activity is limited discretionary then the Council discretion is limited to the matters to which it has restricted its discretion.</p> <p>Discretionary activity resource consents add an element of uncertainty to the resource consent process as the Council has the power to decline the consent. This is a potential cost to a submitter.</p> | Discretionary activity status provides the Council and the community with some security that if an application does not meet the standards in the District Plan then that application can be declined. | <p>This is not the most efficient process as it would require any building within these activity areas to obtain resource consent before construction.</p> <p>Limiting the matters to which the Council has discretion may assist the Council in limiting the cost and uncertainty for applicants while giving applicants more security than would be provided by a full discretionary consent.</p> | This is the most effective method of ensuring good design of buildings within the activity areas as it allows the Council to use its discretion and approve an application if the building meets the urban design criteria or, if not, decline the resource consent. | Those buildings in areas B are a discretionary activity with Council's discretion limited to certain attributes such as size, scale, and dominance from the State Highway. |
|               | Non Complying | Compliance costs for developers requiring a resource consent for the establishment of any building.   | No benefits as the activity is not generally anticipated, it would be difficult to draft provisions that anticipate buildings when it is a non complying activity.                                     | This is not an efficient option as non complying status is generally only used for activities that are not anticipated. Buildings are an anticipated use (although at a small density and scale) within this activity areas.  | Not effective.   | Those buildings in Activity Area B do not require non complying resource consent.  |
|               | Prohibited    | <p>No buildings could be erected.</p> <p>Resource consents for</p>  | No benefits, no development possible.  | Not efficient as consent can not be applied for.  | <p>Not effective.</p> <p>Prohibited activity status should only be</p>   | Those buildings in Activity Area B are not a prohibited activity   |

| Activity Area | Options       | Costs  | Benefits   | Efficiency  | Effectiveness   | Recommendation   |
|---------------|---------------|--|--|---|---|--|
|               |               | prohibited activities can not be applied for.  |  |   | used when the activity in question should not be contemplated in the relevant place, under any circumstances.   |  |
| C,D,E         | Permitted     | There may be costs to the environment as there will be no opportunity to control the potential effects of buildings, as in design, colours or situation. | There will be no costs to developers; this may assist businesses in starting up if they do not require the compliance costs of obtaining resource consent. | This would be efficient, as there would be no compliance costs, however this would be inefficient in terms of obtaining good environmental outcomes.  | This method would not be effective in achieving high quality urban form within the activity areas and would be contrary to the objectives and policies for this proposed zone.  | That buildings are not a permitted activity in areas C, D, E         |
|               | Controlled    | Compliance costs for developers requiring a resource consent for the establishment of any building.  | Would ensure that any building is subject to some form of scrutiny to make sure it is appropriate in terms of colour and design etc.                       | This is not the most efficient method as each building will require resource consent. However this is outweighed by the security offered by Council having some input – however controlled activity consents can not be declined providing that the building meets the required standards outlined in the Plan. | This is the most effective method to ensure good urban design for all buildings as it allows assessment under the District Plan. A controlled activity consent can not be declined providing it meets all of the standards outlined in the District Plan. | That buildings in activity areas C, D, E, are a controlled activity. |
|               | Discretionary | Compliance costs for developers requiring a resource consent for the establishment of any building.  | Discretionary status gives the Council the opportunity to decline resource consent if design is considered inappropriate.                                  | This is not an efficient option as discretionary activity consents are generally more expensive and do not offer any security that consent will be granted.   | Would be effective in ensuring good design of buildings. However in terms of function and costs uses such as industrial activities do not require a high level of urban design.   | That buildings are not a discretionary activity in areas C, D, E.    |
|               | Non Complying | Compliance costs for developers requiring a resource consent for   | No benefits as the activity is not generally anticipated.  | This is not an efficient option as non complying status is  | Not effective - will not achieve the purpose of the Variation.  | That buildings are not a non complying activity in areas C, D,       |

| Activity Area | Options    | Costs   | Benefits   | Efficiency   | Effectiveness  | Recommendation  |
|---------------|------------|---|--|--|--|---|
|               |            | the establishment of any building.  | It would be difficult to draft provisions that anticipate buildings when it is a non complying activity. | generally only used for activities that are not anticipated use within an activity area. |  | E.  |
|               | Prohibited | No buildings could be erected.<br><br>Resource consents for prohibited activities can not be applied for. | No benefits. No development possible.  | Not efficient as resource consents can not be applied for.                               | Not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. This would be contrary to the objectives and policies for this zone. | That buildings are activity areas C, D, E, are not a prohibited activity. |

**Landscaping**

| Activity Areas | Options       | Costs  | Benefits  | Efficiency   | Effectiveness   | Recommendation  |
|----------------|---------------|--|---|--|---|---|
| C, D, E,       | Permitted     | Landscaping is an important attribute to soften the dense environment. There are no costs associated with having landscaping as a permitted activity. However in these activity areas it is important that there is a level of landscaping to act as screening of the development beyond. Permitted activity status may not ensure that this is appropriate. | There are no compliance costs and resource consent is not needed for landscaping.   | This method is efficient as it encourages landscaping though there are no checks (though the resource consent process) that the landscaping is adequate. These activity areas are important in terms of their location and function. | Permitted activity status is not effective in ensuring that adequate provision for landscaping is maintained for development within these activity areas.   | That landscaping in activity areas C, D, E, are not permitted activities. |
|                | Controlled    | Controlled activity resource consents can not be declined though they give the Council the ability to undertake an assessment of landscaping to ensure that it's provision and location is appropriate. Costs will be to the developers in terms of compliance costs.  | Benefits of a controlled activity regime include the ability for the Council to assess the appropriateness of the location and function of the proposed landscaping to make sure that it meets its purpose within these activity areas. | This option is efficient in the sense that the Council has the ability to assess each application. It is not efficient in the sense that developers will require resource consent for landscaping.                                   | This option is effective in ensuring that activity areas requiring landscaping for screening and aesthetic purposes can undertaken with minimal compliance costs and the security that the resource consent can not be declined. However this option also gives the Council the opportunity to consider landscaping concepts to ensure that they meet their purposes. | That landscaping in activity areas C, D, E, are controlled activities.    |
|                | Discretionary | Landscaping is an important attribute to   | Security to the Council that any landscaping  | This is not an efficient option and would be   | This would be effective in resulting in   | That landscaping in activity areas C, D, E,                               |

| Activity Areas | Options       | Costs   | Benefits  | Efficiency   | Effectiveness   | Recommendation  |
|----------------|---------------|---|---|--|---|---|
|                |               | soften the dense environment. A discretionary activity consent can be approved or declined by the Council. This can be a huge compliance cost and potential risk to the submitter if the consent for landscaping is declined. | can be assessed as to its appropriateness.  | expensive.   | high quality landscaping but the threshold of discretionary activity consent may result in no voluntary landscaping.  | are not discretionary activities.   |
|                | Non Complying | Landscaping is an important attribute to soften the dense environment. Non complying status for landscaping would potentially result in no landscaping within these activity areas.   | There would be no benefits for this option.                                       | This option would not be efficient.  | This option would not be effective.   | That landscaping in activity areas C, D, E, are not non complying activities. |
|                | Prohibited    | No landscaping can be undertaken.<br><br>Resource consents for prohibited activities can not be applied for   | No benefits, no landscaping possible  | Not efficient as can not be applied for.   | Not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That landscaping in activity areas C, D, E, are not prohibited activities.    |
| A and B        | Permitted     | Landscaping is an important attribute to soften the effects of higher density developments. There are no costs associated with having landscaping as a permitted activity.  | There are no compliance costs and resource consent is not needed for landscaping. | This method is efficient as it is encourages landscaping though there are no checks (though the resource consent process) that the landscaping is adequate. Activity | Permitted activity status is not effective in ensuring that adequate provision for landscaping is maintained for the screening of the development beyond the A and B Activity | The landscaping in Activity Areas A and B are not a permitted activity.       |

| Activity Areas | Options              | Costs  | Benefits  | Efficiency   | Effectiveness  | Recommendation  |
|----------------|----------------------|--|---|--|--|---|
|                |                      | <p>However Activity Areas A and B are important in that they act to screen development beyond. Permitted activity status may not ensure that this is appropriate.</p>  |   | <p>Areas A and B are very important in their function to provide a buffer area and soften the area beyond. The location of plantings is also important to prevent screening of the outstanding natural landscapes beyond.</p>  | <p>Areas.</p>  |   |
|                | <p>Controlled</p>    | <p>Controlled activity resource consents can not be declined but they give the Council the ability to undertake an assessment of the provision of landscaping to ensure that it's provision and location is appropriate. Costs will be to the developers in terms of compliance costs.</p> | <p>Benefits of a controlled activity regime include the ability for the Council to assess the appropriateness of the location and function of the proposed landscaping to make sure that it meets it's purpose within these activity areas.</p> | <p>This is an efficient method of Council having an element of control over landscaping within this important area. However controlled activity status does not give the Council the ability to decline a resource consent if the proposed landscaping is not seen as appropriate for this sensitive area.</p> | <p>Having controlled activity status for landscaping in Activity Areas A and B is effective in having some control but may not be effective in giving the Council the ability to decline applications if they are not appropriate. This area is very important in respect to the whole development as it sets back the buildings and provides a green buffer between the road and the development. Controlled activity status does not give enough control to the Council.</p> | <p>The landscaping in Activity Areas A and B are not a controlled activity</p>      |
|                | <p>Discretionary</p> | <p>Landscaping is an important attribute to soften the dense environment. A discretionary activity consent can be approved or declined</p>   | <p>Discretionary activity status gives the Council the opportunity to assess the proposed landscaping in terms of its acceptability.</p>  | <p>This not the most efficient method, in terms of uncertainty and compliance costs, although it gives the Council the security that the appropriate</p>   | <p>This is the most effective method in ensuring that the landscaping for these important activity areas is appropriate, and meets the policies</p>  | <p>That landscaping in the Activity Areas A and B are a discretionary activity.</p> |

| Activity Areas | Options       | Costs   | Benefits  | Efficiency  | Effectiveness   | Recommendation   |
|----------------|---------------|---|---|---|---|--|
|                |               | by the Council. This gives uncertainty to the applicant and could have potentially high compliance costs.   | This is an important part of the zone and having discretionary status highlights the importance of the activity area. | level of assessment can be made and the consent declined if the landscaping is not appropriate. | and objectives for this area.   |  |
|                | Non Complying | Landscaping is an important attribute to soften the dense environment. Non complying status for landscaping would potentially result in no landscaping within these activity areas. However other rules could be introduced to require landscaping. | There would be no benefits for this option.   | This option would not be efficient.   | This option would not be efficient.   | That landscaping in the Activity Areas A and B are not non complying activities. |
|                | Prohibited    | No landscaping can be undertaken.<br><br>Resource consents for prohibited activities can not be applied for.  | No benefits. No landscaping possible  | Not efficient as can not be applied for.  | Not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That landscaping in Activity Areas A and B are not a prohibited activity.        |

**Residential Activities**

| Activity Area | Options       | Costs  | Benefits  | Efficiency  | Effectiveness   | Recommendation   |
|---------------|---------------|--|---|---|---|--|
| A             | Permitted     | Buildings are non complying in Activity Area A and are discretionary in Activity Area B. These areas are close to the State Highway and residents may be affected by traffic noise and vibration. Industrial activities and residents may not be compatible.                       | No compliance costs for this activity which can be seen as resulting in community benefit.                                    | This is an efficient option in providing for an activity which provides for public benefit. May result in a loss of amenity for residents in this area.   | This method would be effective in encouraging the provision of residential housing but is not effective in providing a high level of amenity for people living this close to the State Highway or an industrial area.                     | That residential activities are not a permitted activity.    |
|               | Controlled    | Buildings are non complying in Activity Area A and are discretionary in Activity Area B. These areas are close to the State Highway and residents may be affected by traffic noise and vibration. Residents in Activity Area E may be affected by complying industrial activities. | Few compliance costs for this activity which can be seen as resulting in community benefit.                                   | This is an efficient option in providing for an activity which provides for public benefit. Controlled activities could not be declined. May result in a loss of amenity for residents living in this area. | This method would be effective in encouraging the provision of affordable housing but is not effective in providing a high level of amenity for residents living this close to the State Highway and within the industrial activity area. | That residential activities are not a controlled activity.   |
|               | Discretionary | Discretionary activity consent can be approved or declined by the Council. This gives uncertainty to the applicant and could have potentially high compliance costs.   | Gives the opportunity for the Council to decline applications in situations that are not appropriate for staff accommodation. | This is not efficient as there would be an opportunity for resource consents to be applied for, however this would conflict with the objectives and policies for this zone.                                 | This is not effective in preventing reverse sensitivity effects from the State Highway and industrial areas.  | That residential activities are not a discretionary activity |
|               | Non Complying | Non complying activity status is a disincentive for applying for this  | This category shows that staff accommodation is not   | This method should be effective in deterring residential  | This is an effective method of residential activities within these  | That residential activities is a non complying activity.     |

| Activity Area | Options    | Costs   | Benefits   | Efficiency  | Effectiveness   | Recommendation   |
|---------------|------------|---|--|---|---|--|
|               |            | category of resource consent as it is not anticipated by the Council. This category would pose large challenges for anyone submitting consent for residential uses as the outcome is very uncertain.              | anticipated within these activity areas. Gives the opportunity for resource consent to be applied for though it is generally anticipated that these will not be granted. | activities within these activity areas. Non complying consent are uncertain and can be expensive. | Activity areas.   |  |
|               | Prohibited | Resource consents for prohibited activities can not be applied for.   | No staff accommodation could occur within these areas.   | Not efficient as can not be applied for.  | Not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That residential activities are not a prohibited activity. |
| B             | Permitted  | Buildings are discretionary in Activity Area B. This areas is close to the State Highway and residents may be affected by traffic noise and vibration. Industrial activities and residents may not be compatible. | No compliance costs for this activity which can be seen as resulting in community benefit.   | This is an efficient option in providing for an activity which provides for public benefit.       | This method would be effective in encouraging the provision of residential housing but is not effective in providing any control over residential activities.                 | That residential activities are not a permitted activity.  |
|               | Controlled | Buildings are discretionary in Activity Area B. This areas is close to the State Highway and residents may be affected by traffic noise and vibration. Industrial activities and residents may not                | This area is north facing and may offer high amenity to residents in the area.   | This is an efficient option in providing for an activity which provides for public benefit.       | This method is effective in providing for a use suited to this area – as long as there is sufficient insulation against noise from the State Highway.                         | That residential activities are a controlled activity.     |

| Activity Area | Options       | Costs  | Benefits  | Efficiency   | Effectiveness   | Recommendation  |
|---------------|---------------|--|---|--|---|---|
|               |               | be compatible.   |   |  |   |   |
|               | Discretionary | Discretionary activity consent can be approved or declined by the Council. This gives uncertainty to the applicant and could have potentially high compliance costs. | Gives the opportunity for the Council to decline applications in situations that are not appropriate for staff accommodation. | This is not an efficient method of providing control as all applications require a stringent assessment in terms of the District Plan and there is the opportunity for the Council to decline inappropriate consents. This consent level may act as a deterrent to the provision of residential accommodation in areas that may be able to accommodate it. | This method would not be effective in encouraging the provision of residential activities within these activity areas.  | That residential activities are not a discretionary activity. |
|               | Non complying | Non complying activity status would act as a disincentive for the provision of residential accommodation within this activity areas.                                 | There would be no benefits for this option.   | This option would not be efficient.  | This option would not be effective.   | That residential activities are not a non complying activity. |
|               | Prohibited    | No staff accommodation can be undertaken.<br><br>Resource consents for prohibited activities can not be applied for  | No benefits, no residential accommodation possible  | Not efficient as can not be applied for.   | Not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That residential activities are not a prohibited activity.    |
| C             | Permitted     | This would allow residential activities as a permitted activity.   | There would be no compliance costs for the establishment of residential accommodation.  | This is efficient as there are no compliance costs.  | This is effective for the provision of residential activities but is not effective in providing appropriate living environments and   | That residential activities are a permitted activity.         |

| Activity Area | Options       | Costs  | Benefits  | Efficiency   | Effectiveness  | Recommendation  |
|---------------|---------------|--|---|--|--|---|
|               |               |  |   |  | preventing reverse sensitivity issues.   |   |
|               | Controlled    | This would require any residential accommodation to obtain resource consent.   | There would be no benefits for this option.   | This is not efficient as resource consents would be required, residential activities are anticipated within these activity areas   | This is not effective as residential activities are anticipated within these activity areas.   | That residential activities are not a controlled activity.    |
|               | Discretionary | Discretionary activity consent can be approved or declined by the Council. This gives uncertainty to the applicant and could have potentially high compliance costs. | Gives the opportunity for the Council to decline applications in situations that are not appropriate for residential accommodation. | This is not an efficient method of providing control as all applications require a stringent assessment in terms of the District Plan and there is the opportunity for the Council to decline inappropriate consents. This consent level may act as a deterrent to the provision of residential accommodation in areas that may be able to accommodate it. | This method would not be effective in encouraging the provision of residential accommodation within these activity areas.                                      | That residential activities are not a discretionary activity  |
|               | Non Complying | Non complying activity status would act as a disincentive for the provision of residential accommodation within these activity areas.                                | There would be no benefits for this option.   | This option would not be efficient.  | This option would not be effective.  | That residential activities are not a non complying activity. |
|               | Prohibited    | No staff accommodation can be undertaken.<br><br>Resource consents for prohibited activities can not be applied for  | No benefits, no staff accommodation possible  | Not efficient as can not be applied for.   | Not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any | That residential activities are not a prohibited activity.    |

| Activity Area | Options       | Costs  | Benefits   | Efficiency  | Effectiveness  | Recommendation   |
|---------------|---------------|--|--|---|--|--|
| D and E       | Permitted     | This activity area is designated for heavy industrial activities, allowing residential uses as a permitted activity may give rise to reserve sensitivity issues, people living in this area permanently may have complain about excessive noise, dust, traffic movements etc which are inherent activities of heavy industrial zones.  | Increased opportunities for residential uses.  | This is not an efficient option as it may mean that heavy industrial activities could be compromised by permeant residents within the area. | This option would not be effective as it may compromise the future viability of the heavy industrial zone. | That residential activities in activity area D and E would not be a permitted activity.    |
|               | Controlled    | This activity area is designated for heavy industrial activities, allowing residential uses as a controlled activity may give rise to reserve sensitivity issues, people living in this area permanently may have complain about excessive noise, dust, traffic movements etc which are inherent activities of heavy industrial zones. | Increased opportunities for residential activities with a low level of compliance costs. | Increased opportunities for residential accommodation (affordable housing for workers) with a low level of compliance costs.                | Not effective in protecting this activity area from reserve sensitivity issues.                            | That residential activities in activity area D and E would not be a controlled activity.   |
|               | Discretionary | This activity area is designated for heavy industrial activities, allowing residential activities as a discretionary activity may give rise to   | Increased opportunities for staff accommodation (affordable housing for workers).        | This is not an efficient option as it may mean that heavy industrial activities could be compromised by permeant residents within the area. | This option would not be effective as it may compromise the future viability of the heavy industrial zone. | That residential activities in Activity Area D and E would not be a discretionary activity |

| Activity Area | Options              | Costs   | Benefits   | Efficiency   | Effectiveness   | Recommendation   |
|---------------|----------------------|---|--|--|---|--|
|               |                      | <p>reserve sensitivity issues, people living in this area permanently may have complain about excessive noise, dust, traffic movements etc which are inherent activities of heavy industrial zones. It would be difficult to draft assessment matters that would give the industrial activities future security without being compromised by residents living within this area.</p> |  |  |   |  |
|               | <p>Non Complying</p> | <p>Non complying activity status would act as a disincentive for the provision of staff accommodation within these activity areas.</p>  | <p>It would be very difficult for an applicant to establish that residential activities is appropriate without any effects on neighbouring heavy industrial activities. An applicant may try to convince the Council with covenants etc that staff accommodation would be appropriate.</p> | <p>This is not an efficient option as it may mean that heavy industrial activities could be compromised by permeant residents within the area.</p> | <p>This option would not be effective as it may compromise the future viability of the heavy industrial zone.</p>                             | <p>That residential activities in Activity Area D and E is not a non complying activity.</p> |
|               | <p>Prohibited</p>    | <p>No residential activities can be undertaken. Resource consents for prohibited activities can not be applied for</p>  | <p>No benefits, no residential activities possible. No possibilities for industrial activities to be comprised by people being affected</p>  | <p>This method is efficient in that industrial activities can be protected from the effects of people living in these Activity Areas.</p>          | <p>Efficient at protecting the functions of that Activity Area.<br/><br/>Prohibited activity status should only be used when the activity</p> | <p>That residential activities in Activity Area D and E is a prohibited activity.</p>        |

| Activity Area | Options | Costs | Benefits                  | Efficiency | Effectiveness  | Recommendation |
|---------------|---------|-------|---------------------------|------------|--|----------------|
|               |         |       | by industrial activities. |            | in question should not be contemplated in the relevant place, under any circumstances. To protect this important zoning this is warranted. |                |

**Commercial Activities with a gross floor area greater than 500m<sup>2</sup> per retail outlet**

| Activity Area | Options       | Costs  | Benefits  | Efficiency  | Effectiveness   | Recommendation  |
|---------------|---------------|--|---|---|---|---|
| C             | Permitted     | Can encourage large format retail stores which have impacts such as the large scale of the building and high volumes of traffic.   | The village areas will require anchor tenants such as supermarket. Permitted activity status will let them occur as of right. There are other rules within the proposed special zone structure such as mitigation against long facades, and all buildings require resource consent. | This method is efficient as it allows these activities to occur as of right without any additional compliance costs.  | This method is effective as it encourages these activities to occur in within these Activity areas (village centre/commercial areas). As the bulk of these buildings can be large it is anticipated that the Council should have some control over the design of the buildings. Some large stores generate large traffic volumes which may need assessment. | Those commercial Activities with a gross floor area greater than 500m <sup>2</sup> per retail outlet are not a permitted activity in Activity Area C. |
|               | Controlled    | Can encourage large format retail stores which have impacts such as the large scale of the building and high volumes of traffic. The Council does not have the ability to decline resource consents for controlled activities. | Would give the Council some ability to control the effects of these activities if they are not already controlled through some other method.  | This is not the most efficient method is it requires that the developer to apply for resource consents for the activities to be carried out – these consents can not be declined by the Council. May be an efficient method for the Council to assess consents in terms of traffic volumes and parking and loading areas. | This method is effective. Commercial activities of this size are anticipated within these activity areas however it may be appropriate for Council to have control to assess the effects of these activities. .   | That commercial Activities with a gross floor area greater than 500m <sup>2</sup> per retail outlet are a controlled activity in Activity Area C.     |
|               | Discretionary | May discourage these activities from occurring within these activity areas and the   | Would give the Council the ability to assess these activities; however the  | This is not an efficient method and could be uncertain and costly for the applicant and   | This method as it does not encourage these activities form locating within these  | Those commercial Activities with a gross floor area greater than 500m <sup>2</sup> per retail outlet  |

| Activity Area | Options       | Costs  | Benefits   | Efficiency  | Effectiveness   | Recommendation   |
|---------------|---------------|--|--|---|---|--|
|               |               | compliance costs and uncertainty may discourage large commercial activities from occurring.  | effects can already be assessed through other rules within the special zone rules.               | create double-ups of work for the Council in terms of assessment.   | activity areas.   | are not a discretionary activity in Activity Areas C.  |
|               | Non Complying | Will discourage these activities from occurring within these activity areas.   | No benefits and it would discourage these activities from occurring within these activity areas. | Not an efficient method as these activity areas were created to support these uses.   | This method as it does not encourage these activities form locating within these activity areas.  | Those commercial Activities with a gross floor area greater than 500m <sup>2</sup> per retail outlet are not a non complying activity in Activity C.             |
|               | Prohibited    | Resource consents for prohibited activities can not be applied for.  | There are no benefits.   | Not efficient as can not be applied for, there may be circumstances where it may be appropriate that consent could be granted.  | Not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That commercial Activities with a gross floor area greater than 500m <sup>2</sup> per retail outlet are not a prohibited activity in Activity Areas C.           |
| B, D, E,      | Permitted     | These activity areas were not created to provide for large format retail activities, as the effects on these activity areas will be more than minor.<br>There is a preference for the industrial activity areas to be reserved for industrial activities, the open space area is not appropriate for any development and areas B and G are in close proximity to the | No compliance costs for the applicants.  | Not efficient, a structure plan outlining activity areas has been created to group activities according to their effects. This makes the best use of the Frankton Flats area. | This method is not effective as it may result in effects that are inappropriate and more than minor in nature.  | Those commercial activities with a gross floor area greater than 500m <sup>2</sup> per retail outlet are not a permitted activity in activity areas B, D, and E. |

| Activity Area | Options       | Costs   | Benefits  | Efficiency  | Effectiveness  | Recommendation  |
|---------------|---------------|---|---|---|--|---|
|               |               | State Highway and are inappropriate because of the effects on views.  |   |   |  |   |
|               | Controlled    | These activity areas were not created to provide for large format retail activities, as the effects on these activity areas will be more than minor.<br>There is a preference for the industrial activity areas to be reserved for industrial activities, the open space area is not appropriate for any development and areas B and G are in close proximity to the State Highway and are inappropriate because of the effects on views. Controlled activity consents can not be declined. | Consents can not be declined, security for applicants in this regard.   | Not efficient, a structure plan outlining activity areas has been created to group activities according to their effects. This makes the best use of the Frankton Flats area.                               | This method is not effective as it may result in effects that are inappropriate and more than minor in nature.   | Those commercial activities with a gross floor area greater than 500m <sup>2</sup> per retail outlet are not a controlled activity in activity areas B, D and E.    |
|               | Discretionary | These activity areas were not created to provide for large format retail activities, as the effects on these activity areas will be more than minor.<br>There is a preference for the industrial activity areas to be reserved for industrial activities, the open  | The Council has the ability to assess the effects of any application and has the ability to decline the resource consent if the effects are determined to be more than minor. | This method is efficient and it allows the Council to assess each application on its merits, however, it is more appropriate for this to be assessed at the time of the structure plan for the entire area. | This method is not effective as it may result in effects that are inappropriate and more than minor in nature. Discretionary status for these activities indicates that these activities are anticipated within these activity areas, which is not the case. | That commercial activities with a gross floor area greater than 500m <sup>2</sup> per retail outlet are not a discretionary activity in activity areas B, D, and E. |

| Activity Area | Options              | Costs   | Benefits  | Efficiency  | Effectiveness   | Recommendation   |
|---------------|----------------------|---|---|---|---|--|
|               |                      | <p>space area is not appropriate for any development and areas B and G are in close proximity to the State Highway and are inappropriate because of the effects on views. The Council has the ability to either approve or decline an application for discretionary resource consent.</p>   |   |   |   |  |
|               | <p>Non Complying</p> | <p>These activity areas were not created to provide for large format retail activities, as the effects on these activity areas will be more than minor. There is a preference for the industrial activity areas to be reserved for industrial activities, the open space area is not appropriate for any development and areas B and G are in close proximity to the State Highway and are inappropriate because of the effects on views. Non complying activity status means that these activities are not appropriate unless there are exceptional circumstances.</p> | <p>Provides the opportunity for a consent to be approved if it can be proved (against the policies and objectives) that the activity is appropriate within that circumstance.</p> | <p>This is the most efficient option as it allows for the opportunities for when these activities may be appropriate.</p> | <p>This is the most effective method as it allows for the opportunities for when these activities may be appropriate.</p> | <p>That commercial activities with a gross floor area greater than 500m<sup>2</sup> per retail outlet are non complying activities in activity areas B, D and E.</p> |

| Activity Area | Options    | Costs   | Benefits               | Efficiency   | Effectiveness   | Recommendation   |
|---------------|------------|---|------------------------|--|---|--|
|               | Prohibited | Resource consents for prohibited activities can not be applied for. | There are no benefits. | Not efficient as can not be applied for, there may be circumstances where it may be appropriate that consent could be granted. | Not effective.<br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That commercial activities with a gross floor area greater than 500m <sup>2</sup> per retail outlet are not prohibited activities in activity areas B, D, and E. |

**Commercial Activities with a gross floor area less than 500m<sup>2</sup> per retail outlet**

| Activity Area | Options       | Costs  | Benefits  | Efficiency  | Effectiveness   | Recommendation  |
|---------------|---------------|--|---|---|---|---|
| B and C       | Permitted     | No ability for the Council to assess the suitability of these activities occurring.  | This method does not result in any compliance costs for the Council or the applicant. As these activity areas are promoted to act as a village core for the proposed Frankton Flats zoning they are anticipated and therefore are appropriate as having permitted activity status. The buildings in which the activities will exist are subject to resource as to their design. | This option is the most efficient as it does not place costs in terms monetary and time on either the applicant or the Council. | This option is the most effective in terms of promoting these activities within this activity area.   | That commercial Activities with a gross floor area less than 500m <sup>2</sup> per retail outlet are a permitted activity.      |
|               | Controlled    | Any commercial activity with a gross floor area of less than 500m <sup>2</sup> would require a controlled activity resource consent. The consent could not be declined but places unnecessary compliance costs on an anticipated use. The effects of the activities such as parking can be assessed under other rules. | Does give the Council some opportunity to assess the effects; however it is unclear what other effects that may need to be mitigated within this activity area that could not be mitigated under other rules within the Special Zone.   | This is not the most efficient option and will result in unnecessary costs for the applicant.                                   | This method is not effective as it requires costs for the applicant for an activity that is anticipated by the Council in this activity area. | That commercial Activities with a gross floor area less than 500m <sup>2</sup> per retail outlet are not a controlled activity. |
|               | Discretionary | High compliance costs and uncertainty for applicants for an activity that is   | Would give the Council the opportunity to assess applications; however  | This is not the most efficient option and will result in unnecessary costs for  | This method is not effective as it requires costs for the applicant for an activity that is   | That commercial Activities with a gross floor area less than 500m <sup>2</sup> per retail outlet                                |

| Activity Area | Options       | Costs   | Benefits  | Efficiency   | Effectiveness   | Recommendation  |
|---------------|---------------|---|---|--|---|---|
|               |               | anticipated by the Council within these activity areas.   | is it negligible that there are any proposed effects can not be assessed or met by other rules. | the applicant.   | anticipated by the Council in this activity area.   | are not discretionary activities.   |
|               | Non Complying | High compliance costs and uncertainty for applicants for an activity that is anticipated by the Council within these activity areas.                                | There are no benefits for this option.  | This is not the most efficient option and will result in unnecessary costs for the applicant.  | This method is not effective as it requires costs for the applicant for an activity that is anticipated by the Council in this activity area.                               | That commercial Activities with a gross floor area less than 500m <sup>2</sup> per retail outlet are not non complying activities.                        |
|               | Prohibited    | Resource consents for prohibited activities can not be applied for.   | There are no benefits.  | Not efficient as can not be applied for, there may be circumstances where it may be appropriate that consent could be granted.   | Not effective.<br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances.   | That commercial Activities with a gross floor area less than 500m <sup>2</sup> per retail outlet are not prohibited activities.                           |
| D and E       | Permitted     | These activity areas are anticipated to be used for industrial activities, their use as a controlled activity for commercial activities would not promote that use. | Would allow these activities to occur without any compliance costs.                             | This is an efficient option in the sense of removing any need for compliance costs however does not allow the Council the opportunity to assess any application in terms of its effects.                               | This is not the most effective option – the commercial activity has the potential to undermine the objectives of these activity areas – to provide for industrial purposes. | That commercial Activities with a gross floor area less than 500m <sup>2</sup> per retail outlet are not permitted activities in activity areas D and E.  |
|               | Controlled    | Would require resource consent to be lodged for these activities to occur.  | Allows the council to assess the impacts of these activities within these activity areas.       | This option is efficient as it gives the Council the opportunity to assess any potential effects of these activities while still giving security to the consent holder. Not efficient in providing land for industrial | This is not the most effective option – the commercial activity has the potential to undermine the objectives of these activity areas – to provide for industrial purposes. | That commercial Activities with a gross floor area less than 500m <sup>2</sup> per retail outlet are not controlled activities in activity areas D and F. |

| Activity Area | Options       | Costs   | Benefits  | Efficiency   | Effectiveness   | Recommendation   |
|---------------|---------------|---|---|--|---|--|
|               | Discretionary | Would require resource consent to be lodged for these activities to occur and there is the possibility that the consent could be declined by the Council. | Would give the Council opportunity to assess any application and has the opportunity to decline if necessary.                       | This option is not efficient as it gives the landowner an anticipation that this use may be anticipated within this activity area. | This option is not effective as it does deter these activities from occurring.  | That commercial Activities with a gross floor area less than 500m <sup>2</sup> per retail outlet are not discretionary activities in activity areas D and F. |
|               | Non Complying | High compliance costs and uncertainty for applicants.   | These activity areas are reserved for industrial activities, making commercial activities a non complying activity reinforces this. | This is an efficient option as it does not encourage activities that are not anticipated.  | This method is not effective as it reinforces that commercial activities are not anticipated within these activity areas.   | That commercial Activities with a gross floor area less than 500m <sup>2</sup> per retail outlet are non complying activities in activity areas D and F.     |
|               | Prohibited    | Resource consents for prohibited activities can not be applied for.   | Resource consents for these activities can not be applied for.  | Not efficient as can not be applied for, there may be circumstances where it may be appropriate that consent could be granted.     | Not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That commercial Activities with a gross floor area less than 500m <sup>2</sup> per retail outlet are not prohibited activities in activity areas D and F.    |

**Commercial Activities (including home occupations) ancillary to any Permitted or Controlled Activity**

| Activity Area   | Options       | Costs  | Benefits   | Efficiency   | Effectiveness   | Recommendation   |
|-----------------|---------------|--|--|--|---|--|
| B, C, D, and E. | Permitted     | Does not give the Council the opportunity to assess any effects.   | No compliance costs for activities that would have been assessed by other rules within the framework of the Special Zone. Any activity already having permitted or controlled status will already be an activity envisaged to occur within that activity area. | This is the most efficient option as it does not duplicate the requirements of other rules within the Frankton Flats Special Zone (B). | This is the most effective option as it provides for the framework of rules within the Frankton Flats special zone. It removes compliance costs and the duplication of assessment for activities. | That commercial activities (including home occupations) ancillary to any permitted or controlled activity are permitted activities within activity areas B, C, D, and E.         |
|                 | Controlled    | This option will require applicants to apply for resource consents for activities that are envisaged by the activity areas. This is a duplication of assessment. | Would give some control, however as the original activities are already either permitted or controlled this may be a duplication.  | This option is not efficient and will result in duplication of costs.  | This option is not effective and should not be considered.  | That commercial activities (including home occupations) ancillary to any permitted or controlled activity not controlled activities within activity areas B, C, D, and E.        |
|                 | Discretionary | This option will require applicants to apply for resource consents for activities that are envisaged by the activity areas. This is a duplication of assessment. | No benefits, would encourage additional unnecessary compliance costs.  | This option is not efficient and will result in duplication of costs   | This option is not effective and should not be considered.  | That commercial activities (including home occupations) ancillary to any permitted or controlled activity are not discretionary activities within activity areas B, C, D, and E. |
|                 | Non Complying | This option will require applicants to apply for resource consents for activities that are envisaged by the activity areas. This is a duplication of assessment. | No benefits would encourage additional unnecessary compliance costs.   | This option is not efficient and will result in duplication of costs   | This option is not effective and should not be considered.  | That commercial activities (including home occupations) ancillary to any permitted or controlled activity are not non complying activities within activity areas B, C, D, and E. |

| Activity Area | Options    | Costs   | Benefits               | Efficiency   | Effectiveness   | Recommendation  |
|---------------|------------|---|------------------------|--|---|---|
|               | Prohibited | Resource consents for prohibited activities can not be applied for. | There are no benefits. | Not efficient as can not be applied for, there may be circumstances where it may be appropriate that consent could be granted. | Not effective.<br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That commercial activities (including home occupations) ancillary to any permitted or controlled activity are not prohibited activities within activity areas B, C, D, and E. |

**Community Facilities**

| Activity Area | Options       | Costs  | Benefits  | Efficiency   | Effectiveness   | Recommendation  |
|---------------|---------------|--|---|--|---|---|
| B and C.      | Permitted     | Does not give the Council the opportunity to assess any effects.   | No compliance costs for activities that would have been assessed by other rules within the framework of the Special Zone. Effects such as noise, traffic, etc will be assessed under other rules. | This is the most efficient option as it does not duplicate the requirements of other rules within the Frankton Flats Special Zone (B). | This is the most effective option as it provides for the framework of rules within the Frankton Flats special zone (B). It removes compliance costs and the duplication of assessment for activities. | That community facilities are permitted activities in activity areas B and C.       |
|               | Controlled    | This option will require applicants to apply for resource consents for activities that are envisaged by the activity areas. This is a duplication of assessment. | Would give some control, however the effects of these activities can be assessed under other parts of the Frankton Flats rules framework.   | This option is not efficient and will result in duplication of costs.  | This option is not effective and should not be considered.  | That community facilities are not controlled activity in activity areas B and C.    |
|               | Discretionary | This option will require applicants to apply for resource consents for activities that are envisaged by the activity areas. This is a duplication of assessment. | Would give some control, however the effects of these activities can be assessed under other parts of the Frankton Flats rules framework.   | This option is not efficient and will result in duplication of costs.  | This option is not effective and should not be considered.  | That community facilities are not discretionary activity in activity areas B and C. |
|               | Non Complying | This option will require applicants to apply for resource consents for activities that are envisaged by the activity areas. This is a duplication of assessment. | Would give some control, however the effects of these activities can be assessed under other parts of the Frankton Flats rules framework.   | This option is not efficient and will result in duplication of costs.  | This option is not effective and should not be considered.  | That community facilities are not non complying activity in activity areas B and C. |
|               | Prohibited    | Resource consents for prohibited activities can not be applied for.  | There are no benefits.  | Not efficient as can not be applied for, there may be circumstances where  | Not effective.<br>Prohibited activity status should only be   | That community facilities are not prohibited activity in activity areas B, and      |

| Activity Area | Options       | Costs   | Benefits  | Efficiency  | Effectiveness  | Recommendation  |
|---------------|---------------|---|---|---|--|---|
|               |               |   |   | it may be appropriate that consent could be granted.  | used when the activity in question should not be contemplated in the relevant place, under any circumstances.  | C.  |
| D and E       | Permitted     | Community activities may not be appropriate to neighbours to industrial areas.  | Would promote these activities.                   | Not efficient as activities such as play centres could be permitted next to heavy industrial areas.   | Not an effective option.   | That community facilities are not a permitted activity in activity areas D and E.         |
|               | Controlled    | These activity areas are designated for industrial activities, allowing community facilities as a controlled activity may give rise to reverse sensitivity issues, people may complain about excessive noise, dust, traffic movements etc which are inherent activities of industrial zones.    | Increased opportunities for community facilities. | Increased opportunities for community facilities with low compliance costs. Not efficient in protection of these zones for industrial purposes. | This option would not be effective as it may compromise the future viability of the industrial zone.   | That community facilities in activity areas D and E would not be a controlled activity.   |
|               | Discretionary | These activity areas are designated for industrial activities, allowing community facilities as a discretionary activity may give rise to reverse sensitivity issues, people may complain about excessive noise, dust, traffic movements etc which are inherent activities of industrial zones. | Increased opportunities for community facilities. | Increased opportunities for community facilities with low compliance costs. Not efficient in protection of these zones for industrial purposes  | This option would be effective as discourages community facilities in these activity areas. However, this category still contemplates circumstances where they may be appropriate. | That community facilities in activity areas D and E would not be a discretionary activity |
|               | Non Complying | Non complying activity  | It would be very                                  | This is not an efficient  | This option would be   | That community  |

| Activity Area | Options           | Costs   | Benefits  | Efficiency  | Effectiveness  | Recommendation  |
|---------------|-------------------|---|---|---|--|---|
|               |                   | <p>status would act as a disincentive for community facilities to be promoted within this activity area.</p>          | <p>difficult for an applicant to establish that community facilities are appropriate without any effects on neighbouring industrial activities. An applicant may try to convince the Council with covenants etc that community facilities may be appropriate.</p> | <p>option as it may mean that industrial activities could be compromised by permeant residents within the area.</p>   | <p>effective would allow these activities to occur if they can prove through the non complying resource consent process that their activity is appropriate.</p>  | <p>facilities in activity areas D and E are a non complying activity.</p>                 |
|               | <p>Prohibited</p> | <p>No community facilities can be established. Resource consents for prohibited activities can not be applied for</p> | <p>No possibilities for industrial activities to be comprised by people being effected by industrial activities.</p>  | <p>This method is efficient in that industrial activities can be protected from the effects community facilities.</p> | <p>Efficient at protecting the functions of that Activity Area.<br/><br/>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. To protect this important zoning this is warranted.</p> | <p>That community facilities in activity areas D and E are not a prohibited activity.</p> |

**Educational Facilities**

| <b>Activity Area</b> | <b>Options</b> | <b>Costs</b>  | <b>Benefits</b>  | <b>Efficiency</b>  | <b>Effectiveness</b>   | <b>Recommendation</b>   |
|----------------------|----------------|---|--|--|--|---|
| B, and C             | Permitted      | Does not allow any assessment of the effects of educational activities.   | These activity areas are being promoted as being suitable for educational uses. Factors such as proximity to the Events Centre and the proposed swimming pool are supporting factors in this.  | This method is efficient in that it allows educational activities to occur without additional compliance costs.  | This method is effective, this activity area is well positioned for educational activities occurring because of its proximity to the Events Centre and the proposed swimming pool. | That educational facilities are permitted activities within activity areas B and C.         |
|                      | Controlled     | Requires resource consent though as long as the certain thresholds are met the Council is unable to refuse consent. Results in high compliance costs.   | Allows the Council the opportunity to assess the application however many of the possible effects of educational activities within this area can be assessed under other rules such as those for transport or the erection of buildings. | This is not an efficient method as it requires the duplication of compliance costs for the applicant. The effects of the activity can be assessed through other rules.   | This method is not the most effective and would result in duplication of costs which can be assessed under other rules.  | That educational facilities are not controlled activities within activity areas B, C.       |
|                      | Discretionary  | Require resource consent and these can be declined by the Council. These activity areas is promoted as being suitable for educational activities, and as such should not be discouraged by requiring discretionary consent. | Allows the assessment of the educational facilities, although the likely effect within these activity areas can be addressed through other rules.  | This is not an efficient method as it requires the duplication of compliance costs and uncertainty for the applicant. These activity areas are envisaged to provide for educational activities. The effects of the activity can be assessed through other rules. | This method is not the most effective and would result in duplication of costs which can be assessed under other rules.  | That educational facilities are not discretionary activities within activity areas B and C. |
|                      | Non Complying  | Requires resource consent and these can be declined by the Council. These activity areas are promoted   | There are no benefits as educational activities would not be anticipated with this option.   | This option is not efficient. This activity area is envisaged to provide for educational activities.   | This option is not effective. This activity area is envisaged to provide for educational activities.   | That educational facilities are not non complying activities within activity areas B and C. |

| Activity Area | Options       | Costs  | Benefits  | Efficiency  | Effectiveness   | Recommendation   |
|---------------|---------------|--|---|---|---|--|
|               |               | as being suitable for educational activities, and as such should not be discouraged by requiring non complying consent.  |   |   |   |  |
|               | Prohibited    | Resource consents for prohibited activities can not be applied for.  | There are no benefits.  | Not efficient as can not be applied for, there may be circumstances where it may be appropriate that consent could be granted.  | Not effective.<br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That educational facilities are not prohibited activities within activity areas B and C. |
| D and E       | Permitted     | This method would not allow the Council to assess educational facilities within these activity areas   | Another activity area which allows educational activities as permitted would be advantageous.   | There are other activity areas that are anticipated as being very suitable for educational activities. It is anticipated that these activity areas are required to meet the communities industrial needs.   | Permitted activity status is not effective and as it does not allow the Council any opportunity to assess any effects.  | That educational facilities are not permitted activities within activity areas D and E.  |
|               | Controlled    | This method would allow the Council to assess the possible impact of neighbouring uses and the airport, noise, nature and scale of activities. Does not allow the activities to occur as of right. | This method would give the Council the opportunity to assess any effects while giving assurance that educational activities are anticipated within this zone too. | This is an efficient method as it gives security to both the applicant that providing that a number of controlled activities conditions are met then the resource consent will be granted and to the Council that any effects can be controlled or mitigated. | This method is not effective as it would promote these activity areas for inappropriate uses.   | That educational facilities are not controlled in Activity Areas D and E.                |
|               | Discretionary | There would be   | Would give the  | This method is not  | This is not the most  | That educational   |

| Activity Area | Options       | Costs  | Benefits   | Efficiency   | Effectiveness  | Recommendation  |
|---------------|---------------|--|--|--|--|---|
|               |               | potential costs and uncertainty arising from this option.  | Council the opportunity to thoroughly assess any resource consent and has the opportunity to either approve or decline it. Does not encourage educational activities to occur within these activity areas. | efficient as it requires discretionary consent which can be uncertain..  | effective method. Discretionary activity status does not encourage these activities from occurring.  | facilities are not discretionary activities within activity area D and E.               |
|               | Non Complying | This category of resource consent would not encourage educational activities from occurring, could be expensive and uncertain. | Would protect these areas from activities that may compromise the viabilities of the industrial zones.   | This option is efficient. Consents for this activity would be costly and uncertain.  | This option is effective.  | That educational facilities are non complying activities within activity area D and E.  |
|               | Prohibited    | Resource consents for prohibited activities can not be applied for.  | Protects the industrial activity areas.  | Not efficient as can not be applied for, there may be circumstances where it may be appropriate that consent could be granted. | Not effective. Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That educational facilities are not prohibited activities within activity area D and E. |

**Industrial Activities**

| Activity Area | Options       | Costs   | Benefits   | Efficiency  | Effectiveness   | Recommendation   |
|---------------|---------------|---|--|---|---|--|
| D and E.      | Permitted     | There are no costs associated with having industrial activities as permitted within these activity areas. | These zones are adjacent to an existing established industrial area (Glenda Drive) and the Airport. Therefore it is unlikely that these activity areas will cause reverse sensitivity issues with these existing uses. The Commercial Needs Analysis undertaken by the Council notes that additional industrial land is required within the Queenstown area to cater for the anticipated growth. No compliance costs encourages these activities to be based within an activity area designed for their use. | This is an efficient option as locating the existing industrial and proposed industrial together is sensible. Industrial uses are generally have the most effects on other land uses, for instance, noise, traffic, heavy machinery use. Locating a new industrial area adjacent to an existing areas and an airport is sensible. The established garden centre has commercial/industrial uses and its continued viability should be protected. | Having permitted activity status for industrial uses within these activity areas will be an effective way of encouraging them to locate there as there will no additional compliance costs. Locating complementary uses together is an effective planning tool to prevent reverse sensitivity issues. | That industrial activity are permitted activities within activity areas D and E.           |
|               | Controlled    | There are compliance costs associated with this category as resource consents are required.               | Gives the Council the opportunity to assess any effects.   | This option is efficient as it gives security to the applicant while giving the Council the opportunity to address any effects. Controlled activity consents can not be declined however.   | This method is not effective as it may discourage industrial uses through the requirement for controlled activity resource consents.  | That industrial activities are not controlled activities within activity areas D and E.    |
|               | Discretionary | There are compliance costs associated with this category as resource consents are required. The Council   | Gives the Council the opportunity to assess any effects. The Council has the ability to decline resource   | This option is not efficient as it would be expensive and time consuming for the applicants. Resource   | This method is not effective as it may discourage industrial uses through the requirement for   | That industrial activities are not discretionary activities within activity areas D and E. |

| Activity Area | Options       | Costs  | Benefits   | Efficiency  | Effectiveness  | Recommendation   |
|---------------|---------------|--|--|---|--|--|
|               |               | has the ability to decline resource consents.  | consents.  | consents for discretionary activities can be declined.  | discretionary activity resource consents.  |  |
|               | Non Complying | There are compliance costs associated with this category as resource consents are required.  | Gives the Council the opportunity to assess any effects.   | This option is not efficient as it would be expensive and time consuming for the applicants. Resource consents for non complying activities can be declined.  | This method is not effective as it may discourage industrial uses through the requirement for non complying activity resource consents.                                | That industrial activities are not non complying activities within activity areas D and E. |
|               | Prohibited    | Resource consents for prohibited activities can not be applied for   | No benefits – these activities have been located and designed so as to provide additional zoning for required industrial activities. | Not an efficient option as these activity areas are positioned in such a way that they are adjacent to an existing industrial area or adjacent to the airport.  | Not effective. Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That industrial activities are not prohibited activities within activity D and E.          |
| B and C       | Permitted     | Possible environment degradation. The effects of industrial activities are not appropriate to be scattered amongst residential, open space and commercial areas.   | No environmental benefits. No compliance costs for applicants.   | This option is efficient from the point of view of the less compliance costs but not efficient in terms of mitigating environmental effects.  | This option is not effective and should not be considered. These activity areas are not considered appropriate for industrial activities.                              | That industrial activities are not permitted activities in activity areas B and C.         |
|               | Controlled    | Possible environment degradation. The effects of industrial activities are not appropriate to be scattered amongst residential, open space and commercial areas. Controlled activity consents can not be declined. | No environmental benefits. Benefits to applicants in terms of less compliance costs.   | This option is not efficient. Two industrial activity areas have been created as part of the this zone change to cater for the required future industrial zoning. It is more efficient to group industrial uses within these zonings. | This option is not effective as it does not protect areas for residential use for commercial use.  | That industrial activities are not controlled activities in activity areas B and C.        |

| Activity Area | Options       | Costs   | Benefits   | Efficiency   | Effectiveness  | Recommendation  |
|---------------|---------------|---|--|--|--|---|
|               | Discretionary | Possible environment degradation. The effects of industrial activities are not appropriate to be scattered amongst residential, open space and commercial areas | There are no benefits associated with this option.   | This option is not efficient. Two industrial activity areas have been created as part of the zone change to cater for the required future industrial zoning. It is more efficient to group industrial uses within these zonings.   | This option is not effective as it does not protect areas for residential or commercial use.   | That industrial activities are not controlled activities in activity areas B and C. |
|               | Non Complying | High compliance costs for applicants with a low chance of approval as the policies and objectives for all other activity areas are not supportive of this use.  | There are no benefits associated with this option.   | This option is efficient as it allows the opportunity for this activity to occur only if supported by the policies and objectives and only if the effects are less than minor. However, the activity category sends a clear message that these activities are not anticipated. | This is the most effective method as it allows for the rare opportunity that an industrial activities appropriate, however the policies and objectives show that they are not supported or encouraged. | That industrial activities are non complying activities in activity areas B and C.  |
|               | Prohibited    | Resource consents for prohibited activities can not be applied for  | No benefits – these activity areas have been located and designed so as to provide additional zoning for required industrial activities. | Not an efficient option as these activity areas are positioned in such a way that they are adjacent to an existing industrial area or adjacent to the airport.   | Effective. Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances.                                     | That industrial activities are not prohibited activities in activity areas B and C. |

**Health and Day Care Facilities**

| Activity Area | Options       | Costs   | Benefits   | Efficiency  | Effectiveness   | Recommendation  |
|---------------|---------------|---|--|---|---|---|
| B and C       | Permitted     | This option would not allow proper assessment of the activity.  | Gives more opportunities for more locations for these activities to occur.                       | This method is efficient as it promotes these activities.   | This method is considered appropriate.  | That health and day-care facilities are permitted activities in activity areas B and C          |
|               | Controlled    | Would present another layer of consents, consents are already required for buildings, parking, servicing etc.   | Promotes these activities however they do require consent. These consents could not be declined. | This method is not efficient, parking, loading and design of building are already addressed.                              | This method is not considered appropriate.  | That health and day-care facilities are not controlled activities in activity areas B and C     |
|               | Discretionary | The Council is able to either approve or decline discretionary activity resource consents. There is potential uncertainty and costs involved in applying for discretionary activity resource consents. Council is able decline consent. | This method allows the Council to assess the effects of an activity and decline if necessary.    | This is not the most efficient method.  | This method is not appropriate as it does not show that these activities are anticipated within this activity area.   | That health and day-care facilities are not discretionary activities in activity areas B and C  |
|               | Non Complying | High compliance costs for applicants with a low chance of approval as the policies and objectives for these activity areas are not supportive of this use.  | There are no benefits associated with this option.   | This option is not efficient in promoting these activities.   | This is not the most effective method does not encourage these activities to occur.   | That health and day-care facilities are not non complying activities in activity areas B and C. |
|               | Prohibited    | Resource consents for prohibited activities can not be applied for  | Would not allow these activities to occur within these activity areas.                           | Not an efficient option as it does not allow for any instances where it may be appropriate for these activities to occur. | This method is not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, | That health and day-care facilities are not prohibited activities in activity areas B and C     |

| Activity Area | Options       | Costs   | Benefits   | Efficiency  | Effectiveness  | Recommendation   |
|---------------|---------------|---|--|---|--|--|
|               |               |   |  |   | under any circumstances.   |  |
| D and E       | Permitted     | This option would not allow proper assessment of the activity. The industrial activity areas are to cater for industrial activities, health and day-care uses are not anticipated.  | Gives more opportunities for more locations for these activities to occur.   | This method is not efficient as it does not allow for possible cross boundary issues that may arise between activities.                                   | This method is not considered appropriate.   | That health and day-care facilities are not permitted activities in activity areas D and E     |
|               | Controlled    | This option would not allow proper assessment of the activity. Controlled activity resource consents can not be declined.   | Gives more opportunities for additional locations for these activities to occur. Gives the Council some ability to control the effects of the activity; however controlled activities can not be declined. | This method is not efficient as it does not allow for possible cross boundary issues that may arise between activities.                                   | This method is not considered appropriate.   | That health and day-care facilities are not controlled activities in activity areas D and E    |
|               | Discretionary | The Council is able to either approve or decline discretionary activity resource consents. There is potential uncertainty and costs involved in applying for discretionary activity resource consents. Contemplates these activities being appropriate. | This method allows the Council to assess the effects of an activity and decline if necessary.  | This is not the most efficient method of ensuring that cross boundary issues are considered.  | This method is not appropriate as it does not show that these activities are not anticipated or appropriate within this activity area. | That health and day-care facilities are not discretionary activities in activity areas D and E |
|               | Non Complying | High compliance costs for applicants with a low chance of approval as the policies and objectives for these activity areas are not supportive of  | There are no benefits associated with this option.   | This option is efficient as it allows the opportunity for this activity to occur only if supported by the policies and objectives and only if the effects | This method is effective in discouraging these activities from occurring however discretionary status should be more                   | That health and day-care facilities are not non complying in activity areas D and E            |

| Activity Area | Options    | Costs  | Benefits   | Efficiency  | Effectiveness  | Recommendation   |
|---------------|------------|--|--|---|--|--|
|               |            | this use.  |  | are less than minor. However, the activity category sends a clear message that these activities are not anticipated.      | suitable given that the buildings themselves will be the subject of strict analysis through the rules already.   |  |
|               | Prohibited | Resource consents for prohibited activities can not be applied for | Would not allow these activities to occur within these activity areas. | Not an efficient option as it does not allow for any instances where it may be appropriate for these activities to occur. | This method is not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That health and day-care facilities are not prohibited in activity areas D and E |

**Visitor Accommodation (including short term accommodation of less than 3 months)**

| Activity Area | Options       | Costs   | Benefits   | Efficiency  | Effectiveness  | Recommendation  |
|---------------|---------------|---|--|---|--|---|
| C             | Permitted     | Would not allow the Council to assess the effects of this type of activity that may differ from residential accommodation – i.e. coach parking  | Would not have any compliance costs.   | No compliance costs would encourage this activity however this option would not allow the assessment of some of the effects of this type of activity – traffic movements, coach parking and un-loading. | This option is not the most effective method, does not allow the opportunity for this activity to be tested via the resource consent process.            | That visitor accommodation is not a permitted activity within this activity areas.    |
|               | Controlled    | This option would not allow proper assessment of the activity. Controlled activity resource consents can not be declined.   | Allows the Council the opportunity to assess applications, and gives the applicant the assurance that the consent will be granted as long as all controls are met. | This is an efficient methods and gives security to both parties.  | This is an effective method of assessing the effects of this activity while giving security to applicants that this use is anticipated within this zone. | That visitor accommodation is a controlled activity within this activity area.        |
|               | Discretionary | The Council is able to either approve or decline discretionary activity resource consents. There is potential uncertainty and costs involved in applying for discretionary activity resource consents. Council is able decline consent. | This method allows the Council to assess the effects of an activity and decline if necessary.  | This is not the most efficient method considering that these uses are anticipated.  | This method is not appropriate as it does not show that these activities are anticipated as appropriate within this activity area.                       | That visitor accommodation is not a discretionary activity within this activity area. |
|               | Non Complying | High compliance costs for applicants with a low chance of approval as the policies and objectives for these activity areas are not supportive of this use.  | There are no benefits associated with this option.   | This option is efficient as it allows the opportunity for this activity to occur only if supported by the policies and objectives and only if the effects are less than minor. However, the activity    | This method is not effective given that these activities are anticipated within these activity areas.  | That visitor accommodation is not a non complying activity within this activity area. |

| Activity Area | Options    | Costs  | Benefits   | Efficiency  | Effectiveness  | Recommendation   |
|---------------|------------|--|--|---|--|--|
|               |            |  |  | category sends a clear message that these activities are not anticipated.   |  |  |
|               | Prohibited | Resource consents for prohibited activities can not be applied for   | Would not allow these activities to occur within these activity areas.   | Not an efficient option as it does not allow for any instances where it may be appropriate for these activities to occur.         | This method is not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That visitor accommodation is not a non complying activity within this activity area.    |
| D, E          | Permitted  | This activity area is designated for heavy industrial activities, allowing visitor accommodation as a permitted activity may give rise to reserve sensitivity issues, people living in this area permanently may have complain about excessive noise, dust, traffic movements etc which are inherent activities of heavy industrial zones. | Increased opportunities for visitor accommodation.   | This is not an efficient option as it may mean that heavy industrial activities could be compromised by visitors within the area. | This option would not be effective as it may compromise the future viability of the industrial zone.   | That visitor accommodation in activity areas D and E would not be a permitted activity.  |
|               | Controlled | This activity area is designated for heavy industrial activities, allowing staff accommodation as a controlled activity may give rise to reserve sensitivity issues, people living in this area permanently may  | Increased opportunities for staff accommodation (affordable housing for workers) with a low level of compliance costs. | Increased opportunities for staff accommodation (affordable housing for workers) with a low level of compliance costs.            | This option would not be effective as it may compromise the future viability of the heavy industrial zone.   | That visitor accommodation in activity areas D and E would not be a controlled activity. |

| Activity Area | Options              | Costs   | Benefits  | Efficiency   | Effectiveness   | Recommendation  |
|---------------|----------------------|---|---|--|---|---|
|               |                      | <p>have complain about excessive noise, dust, traffic movements etc which are inherent activities of heavy industrial zones.</p>  |   |  |   |   |
|               | <p>Discretionary</p> | <p>These activity areas are designated for industrial activities, allowing visitor accommodation as a discretionary activity may give rise to reserve sensitivity issues, people staying in this area permanently may have complain about excessive noise, dust, traffic movements etc which are inherent activities of industrial zones. It would be difficult to draft assessment matters that would give the industrial activities future security without being compromised by residents living within this area.</p> | <p>Increased opportunities for visitor accommodation.</p>   | <p>This is not an efficient option as it may mean that industrial activities could be compromised by permeant residents within the area.</p> | <p>This option would not be effective as it may compromise the future viability of the industrial zones.</p>      | <p>That visitor accommodation in activity areas D and E would not be a discretionary activity</p> |
|               | <p>Non Complying</p> | <p>Non complying activity status would act as a disincentive for the provision of visitor accommodation within these activity areas.</p>  | <p>It would be very difficult for an applicant to establish that visitor accommodation is appropriate without any effects on neighbouring heavy industrial activities. An</p> | <p>This is not an efficient option as it may mean that industrial activities could be compromised by permeant residents within the area.</p> | <p>This option would not be effective as it may compromise the future viability of the heavy industrial zone.</p> | <p>That visitor accommodation in activity areas D and E is not a non complying activity.</p>      |

| Activity Area | Options           | Costs   | Benefits   | Efficiency  | Effectiveness  | Recommendation   |
|---------------|-------------------|---|--|---|--|--|
|               |                   |   | <p>applicant may try to convince the Council with covenants etc that visitor accommodation would be appropriate.</p> |   |  |  |
|               | <p>Prohibited</p> | <p>No visitor accommodation can be undertaken. Resource consents for prohibited activities can not be applied for</p> | <p>No possibilities for industrial activities to be comprised by people being effected by industrial activities.</p> | <p>This method is efficient in that industrial activities can be protected from the effects of people trying to live/stay in visitor accommodation in this Activity Area.</p> | <p>Efficient at protecting the functions of that Activity Area.</p> <p>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. To protect this important zoning this is warranted.</p> | <p>That staff accommodation in activity areas D and E are a prohibited activity.</p> |

**Premises licensed for the sale and consumption of liquor**

| Activity Area | Options       | Costs  | Benefits   | Efficiency  | Effectiveness   | Recommendation  |
|---------------|---------------|--|--|---|---|---|
| B and C       | Permitted     | There is no ability for any assessment as to the appropriateness of these activities in terms of scale, parking, noise, outdoor areas etc.   | No compliance costs for the applicant. These zones are appropriate for restaurants, bars etc and having a permitted activity status will ensure that enable this to occur. | This is not an efficient option as it does not allow the Council any opportunity to assess applications as to their suitability.  | This is not the most efficient method as it does not give the Council opportunities to assess applications. However not having permitted activity status may act as a deterrent for some businesses establishing within this area.                          | That premises licensed for the sale and consumption of liquor are not a permitted activity within activity areas B and C      |
|               | Controlled    | All businesses wanting to undertake sale and consumption of liquor activities are to apply for a resource consent creating compliance costs. | Gives the Council the opportunity to have control over the matters listed in 12.17.3.2 (ii) in the assessment of any controlled activity consent.                          | Having controlled activity status for this activity is an efficient method of controlling the effects that these activities may have, for instance compatibility with surrounding landuse, character and amenity while giving security to the applicant as controlled activities can not be declined. | This is the most effective option as it allows the Council to retain control over the effects of the activity while giving security to that the activity can take place.  | That premises licensed for the sale and consumption of liquor are controlled activities within activity areas B and C.        |
|               | Discretionary | Higher compliance costs and potential uncertainty for applicants and the Council has the discretion to decline the application for consent.  | Gives the Council the opportunity to assess the application and decline if necessary – the effects being more than minor.  | Not an efficient method considering and uncertainty and potential costs.  | These activity areas are designed to work as a village centre area, with shops and activates frontages to create interest. Restaurants and bars will add to this vibrancy and are an anticipated use. Requiring a discretionary resource consents for these | That premises licensed for the sale and consumption of liquor are not a discretionary activity within activity areas B and C. |

| Activity Area | Options       | Costs   | Benefits  | Efficiency   | Effectiveness   | Recommendation  |
|---------------|---------------|---|---|--|---|---|
|               |               |   |   |  | activities is not effective.  |   |
|               | Non Complying | Higher compliance costs and potential uncertainty for applicants and the Council has the discretion to decline the application for consent. | Non complying status assumes that these activities would not be appropriate in the majority of circumstances. | Not an efficient method considering and uncertainty and potential costs.   | These activity areas are designed to work as a village centre area, with shops and active frontages to create interest. Restaurants and bars will add to this vibrancy and are an anticipated use. Requiring a non-complying resource consents for these activities is not effective. | That premises licensed for the sale and consumption of liquor are not a non complying activity within activity areas B and C. |
|               | Prohibited    | Resource consents for prohibited activities can not be applied for.   | There are no benefits.  | Not efficient as can not be applied for, there may be circumstances where it may be appropriate that consent could be granted.   | Not effective.<br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances.   | That premises licensed for the sale and consumption of liquor are not a prohibited activity within activity areas B and C.    |
| D and E       | Permitted     | There is no ability for any assessment as to the appropriateness of these activities in terms of scale, parking, noise, outdoor areas etc.  | No compliance costs for the applicant.  | This is not an efficient option as it does not allow the Council any opportunity to assess applications as to their suitability. | This is not the most efficient method as it does not give the Council opportunities to assess applications. These activity areas are not considered appropriate for these sorts of activities.  | That premises licensed for the sale and consumption of liquor are not a permitted activity within activity areas D and E      |
|               | Controlled    | All businesses wanting to undertake sale and consumption of liquor activities are   | Gives the Council the opportunity to have control over the matters listed in                                  | Having controlled activity status for this activity is an efficient method of controlling  | This is not the most effective option as it does not take in account surrounding  | That premises licensed for the sale and consumption of liquor are not a   |

| Activity Area | Options       | Costs   | Benefits  | Efficiency  | Effectiveness   | Recommendation   |
|---------------|---------------|---|---|---|---|--|
|               |               | to apply for a resource consent creating compliance costs. These activities are not considered appropriate in these activity areas.   | 12.17.3.2 (ii) in the assessment of any controlled activity consent.  | the effects that these activities may have, for instance compatibility with surrounding landuse, character and amenity while giving security to the applicant as controlled activities can not be declined. However, as these activities areas are predominately industrial in nature or not suitable for development at all then this category is considered too permissive and therefore not effective. | landuses and the potential incapability of this with premises licensed for the sale and consumption of liquor.  | controlled activity within activity areas D and E  |
|               | Discretionary | Higher compliance costs and potential uncertainty for applicants and the Council has the discretion to decline the application for consent.   | Gives the Council the opportunity to assess the application and decline if necessary – the effects being more than minor.                     | Not an efficient method as it does not discourage this activity from these activity areas.  | Not an efficient option as this method does not discourage the use of these activities areas for these activities. May need greater control to discourage these activities. | That premises licensed for the sale and consumption of liquor are not a discretionary activity within activity areas D and E |
|               | Non Complying | Higher compliance costs and potential uncertainty for applicants and the Council has the discretion to decline the application for consent. Non complying activities are not generally anticipated unless exceptional | Shows that these activities are not anticipated within these activity areas but there is an opportunity if the circumstances are appropriate. | This is an efficient method non complying status shows that these activities are not anticipated within these activity areas. There will be high compliance costs associated with this option however these are outweighed by the   | This method is effective as it discourages these activities from occurring within these activities areas.   | That premises licensed for the sale and consumption of liquor are a non complying activity within activity areas D and E     |

| Activity Area | Options    | Costs   | Benefits               | Efficiency   | Effectiveness   | Recommendation   |
|---------------|------------|---|------------------------|--|---|--|
|               |            | circumstances occur.  |                        | knowledge that these activities are not envisaged and therefore can be assessed accordingly.                                   |   |  |
|               | Prohibited | Resource consents for prohibited activities can not be applied for. | There are no benefits. | Not efficient as can not be applied for, there may be circumstances where it may be appropriate that consent could be granted. | Not effective.<br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That premises licensed for the sale and consumption of liquor are not a prohibited activity within activity areas D and E. |

**Factory Farming, Forestry Activities, Mining**

| Activity Area  | Options    | Costs   | Benefits   | Efficiency  | Effectiveness   | Recommendation  |
|----------------|------------|---|--|---|---|---|
| A, B, C, D, E. | Permitted  | <p>The environmental costs for these activities these activities are such that they are not appropriate in a dense urban environment. Forestry activities are and the planting of trees with wilding potential already require a discretionary activity under the rest of the District Plan, it would be inappropriate for the Frankton Flats area to allow these activities as of right.</p> <p>The Frankton Flats area is important in location within the Queenstown area, it is appropriate that the proposed development potential of the site is utilised, allowing these activities would constitute a waste of this land, and may potentially result in reserve sensitivity issues with neighbouring developed sites.</p> | There are no benefits for the Frankton Flats in allowing these activities. | It is not considered efficient to undertake these activities within the Frankton Flats area. As a greenfields site the area is too important to the area to allow these activities with potential environmental impacts to occur. | It would not be an effective use of the Frankton Flats land to allow these activities to occur as of right. | That Factory Farming, Forestry Activities, Mining are not permitted activities within activity areas A, B, C, D, E. |
|                | Controlled | Forestry activities are and the planting of trees with wilding  | There are no benefits for the Frankton Flats in allowing these             | It is not considered efficient to undertake these activities within   | There are no benefits for the Frankton Flats in allowing these  | That Factory Farming, Forestry Activities, Mining are not   |

| Activity Area | Options              | Costs  | Benefits  | Efficiency   | Effectiveness   | Recommendation   |
|---------------|----------------------|--|---|--|---|--|
|               |                      | <p>potential already require a discretionary activity under the rest of the District Plan, it would be inappropriate for the Frankton Flats area to allow these activities under a controlled activity regime.</p> <p>The Frankton Flats area is important in location within the Queenstown area, it is appropriate that the proposed development potential of the site is utilised, allowing these activities would constitute a waste of this land, and may potentially result in reserve sensitive issues with neighbouring developed sites.</p> | <p>activities as controlled activities.</p>   | <p>the Frankton Flats area. As a greenfields site the area is too important to the area to allow these activities with potential environmental impacts to occur.</p>   | <p>activities as a controlled activity.</p>   | <p>controlled activities within activity areas A, B, C, D, E.</p>  |
|               | <p>Discretionary</p> | <p>The Frankton Flats area is important in location within the Queenstown area, it is appropriate that the proposed development potential of the site is utilised, allowing these activities would constitute a waste of this land, and may potentially result in reserve sensitivity issues with</p>  | <p>There are no benefits for the Frankton Flats in allowing these activities as discretionary as these uses are not anticipated at all.</p> | <p>It is not considered efficient to undertake these activities within the Frankton Flats area. As a greenfields site the area is too important to the area to allow these activities with potential environmental impacts to occur.</p> | <p>There are no benefits for the Frankton Flats in allowing these activities as discretionary activities.</p> | <p>That Factory Farming, Forestry Activities, Mining are not discretionary activities within activity areas A, B, C, D, E.</p> |

| Activity Area | Options       | Costs  | Benefits  | Efficiency   | Effectiveness   | Recommendation   |
|---------------|---------------|--|---|--|---|--|
|               |               | neighbouring developed sites. These activities are not encouraged or envisaged within this area. |   |  |   |  |
|               | Non Complying | Non complying activities are those activities that are not generally anticipated within an area. | Non complying activity status is strong and can act as a disincentive to the establishment of these activities. There would be strong compliance costs for establishment of any of these activities within the Frankton Flats area. | This is an efficient option as if it was established that one of these activities was appropriate in an activity area then consent can be applied for. However non complying status is strong and it is anticipated that consent will not be granted for these activities. | Non complying status is an effective planning tool to discourage the establishment of these activities.   | The factory farming, forestry activities and mining are non complying activities within activity areas A, B, C, D, E.  |
|               | Prohibited    | Resource consents for prohibited activities can not be applied for                               | The Frankton Flats area is not appropriate for these activities.  | Not efficient as can not be applied for.   | Not effective. Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. There may be instances where small scale factory farming may take place in the heavy industrial area and not compromise adjacent activities. | The factory farming, forestry activities and mining are not prohibited activities within activity areas A, B, C, D, E. |

**Offices ancillary to any permitted or controlled activity**

| Activity Area | Options       | Costs  | Benefits   | Efficiency   | Effectiveness   | Recommendation  |
|---------------|---------------|--|--|--|---|---|
| B, C, D, E.   | Permitted     | Permitted activity status does not allow the assessment of any possible effects of offices within these activities area. | Offices generally require a building to perform their functions; all buildings require at least controlled activity resource consent already. As the effects of these will have been assessed at that time, along with parking and loading etc, to save doubling up permitted activity status for offices ancillary to any permitted or controlled activity is sensible. | This option is efficient as it allows saves on costs and compliance. The effects of any building would have already been assessed through another process, permitted activity status is therefore appropriate. | This method is effective as the effects of any activity can be assessed through other resource consent processes. | That offices ancillary to any permitted or controlled activity are a permitted activity within activity areas B, C, D, E.         |
|               | Controlled    | Un-necessary compliance costs as all buildings within the zone require at least a controlled activity resource consent.  | The effects of offices can be assessed; however it would be difficult to differentiate between the effects of the building or the effects of the activity.   | This not an efficient option as it may result in increased compliance costs and replication of assessment.   | This method is not effective.   | That offices ancillary to any permitted or controlled activity are not a controlled activity within activity areas B, C, D, E.    |
|               | Discretionary | Un-necessary compliance costs as all buildings within the zone require at least a controlled activity resource consent.  | The effects of offices can be assessed; however it would be difficult to differentiate between the effects of the building or the effects of the activity.   | This not an efficient option as it may result in increased compliance costs and replication of assessment.   | This method is not effective.   | That offices ancillary to any permitted or controlled activity are not a discretionary activity within activity areas B, C, D, E. |
|               | Non Complying | Un-necessary compliance costs as all buildings within the zone require at least a controlled activity resource consent.  | The effects of offices can be assessed; however it would be difficult to differentiate between the effects of the building or the effects of the activity.   | This not an efficient option as it may result in increased compliance costs and replication of assessment.   | This method is not effective.   | That offices ancillary to any permitted or controlled activity are not a non complying activity within activity areas B, C, D, E. |

| Activity Area | Options    | Costs  | Benefits                              | Efficiency                               | Effectiveness   | Recommendation  |
|---------------|------------|--|---------------------------------------|--|---|---|
|               | Prohibited | Resource consents for prohibited activities can not be applied for | There are no benefits to this option. | Not efficient as can not be applied for. | Not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. | That offices ancillary to any permitted or controlled activity are not a prohibited activity within activity areas B, C, D, E.. |

**Offices**

| <b>Activity Area</b> | <b>Options</b> | <b>Costs</b>   | <b>Benefits</b>  | <b>Efficiency</b>   | <b>Effectiveness</b>   | <b>Recommendation</b>   |
|----------------------|----------------|--|--|---|--|---|
| B, C.                | Permitted      | Does not give the Council the opportunity to assess the effects of offices within these activity areas.  | No compliance costs, offices are anticipated uses within these activity areas.   | This option is efficient for these activity areas as it does not require additional resource consent for these activities to take place.  | This method is effective, offices, and office use are anticipated uses within these activity areas.                                      | That offices are a permitted activity within activity areas B, C.         |
|                      | Controlled     | Increased compliance costs as resource consent applications are required for offices within these activity areas.  | Gives the Council the opportunity to assess the potential effects of offices within these activity areas.  | Not an efficient option as resource consents are required to undertake these activities. Offices are an anticipated use within activity areas B, C, F,G   | This method is not effective as it may result increased compliance costs for anticipated uses.   | That offices are not a controlled activity within activity areas B, C.    |
|                      | Discretionary  | Increased compliance costs as resource consent applications are required for offices within these activity areas. Uncertainty for applicants as the resource consent may be turned down. | Gives the Council the opportunity to assess the potential effects of offices within these activity areas.  | Not an efficient option as resource consents are required to undertake these activities. Offices are an anticipated use within activity areas B, C, F, G. Discretionary activity status is uncertain as the application may be declined by the Council. | This method is not effective as it may result increased compliance costs for anticipated uses as well as uncertainty as to the outcome.  | That offices are not a discretionary activity within activity areas B, C. |
|                      | Non Complying  | Increased compliance costs as resource consent applications are required for offices within these activity areas. Uncertainty for applicants as the resource consent may be turned down. | Gives the Council the opportunity to assess the potential effects of offices within these activity areas. Gives the indication that offices are not an anticipated use within these areas. | Not an efficient option as resource consents are required to undertake these activities. Offices are an anticipated use within activity areas B, C, F, G. Discretionary activity status is uncertain as the application may be                          | This method is not effective as it will result increased compliance costs for anticipated uses as well as uncertainty as to the outcome. | That offices are not a non complying activity within activity areas B, C. |

| Activity Area | Options       | Costs   | Benefits  | Efficiency  | Effectiveness   | Recommendation   |
|---------------|---------------|---|---|---|---|--|
|               |               |   |   | declined by the Council.  |   |  |
|               | Prohibited    | Resource consents for prohibited activities can not be applied for  | There are no benefits to this option.   | Not efficient as can not be applied for.  | Not effective. Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances.  | That offices are not a prohibited activity within activity areas B, C.       |
| D and E       | Permitted     | Does not allow the Council any opportunity to assess applications for offices.  | No compliance costs for applicants.   | Not efficient as there is no opportunity for the Council to assess applications.  | Not effective, the industrial area is not appropriate for offices as a permitted activity.  | That offices are not a permitted activity within Activity Areas D and E      |
|               | Controlled    | The Council is not able to decline offices in circumstances where they may not be appropriate. This may be as a result of reverse sensitivity issues as well. | This option would give the Council some element of control over possible effects from the effects of offices.                     | This is an efficient option as it allows the Council the ability to control the possible effects of the activity. However this status does not allow the Council the ability to decline the consent application.  | This method is not effective as it does not give the Council the opportunity to decline the resource consent application if the effects are considered more than minor.   | That offices are not a controlled activity within Activity Area D and E      |
|               | Discretionary | Compliance costs as the resource consent being granted is uncertain.  | Allows the Council the opportunity to assess the application and it the effects are more than minor then decline the application. | Offices are not considered to be appropriate if these offices are not associated with heavy industrial activities due to issues of noise and other effects. Discretionary activity status is uncertain as the application may be declined by the Council. | This method is effective as it gives the Council to the ability to assess the effects of offices in activity areas which may not be entirely suitable. This method does not indicate that these activities are not appropriate. | That offices are not a discretionary activity within Activity Areas D and E. |
|               | Non Complying | Compliance costs as the resource consent  | Gives the Council the opportunity to assess   | Offices are not a anticipated use within  | This method is effective as it will   | That offices in activity area D and E are a                                  |

| Activity Area | Options    | Costs  | Benefits   | Efficiency  | Effectiveness  | Recommendation  |
|---------------|------------|--|--|---|--|---|
|               |            | being granted is uncertain.  | the potential effects of offices within this activity area. Non complying status gives the indication that offices are not an anticipated use within this activity area. | this activity areas due to the potential for cross boundary issues. | discourage these activities within this activity area due to the high compliance costs and uncertainty of the result. However, should an office be appropriate within this activity area then there is the opportunity for the consent to be assessed. | non complying activity.   |
|               | Prohibited | Resource consents for prohibited activities can not be applied for | There are no benefits to this option.  | Not efficient as can not be applied for.                            | Not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances.  | That offices within activity areas D and E are not a prohibited activities. |

**Take-off or landing for aircraft other than for emergency landings and rescues or fire fighting**

| Activity Area  | Options       | Costs   | Benefits  | Efficiency   | Effectiveness  | Recommendation  |
|----------------|---------------|---|---|--|--|---|
| A, B, C, D, E. | Permitted     | The Frankton Flats area is adjacent to the airport, it is appropriate that any takeoff or landing of aircrafts takes place in within the airport designation not within the proposed zone. Using the area as a de-facto airport except for emergencies will result in adjacent land being inappropriate for development because of height and noise issues. | There would not be any benefits for the zone allowing unmitigated landing and taking of from within the zone other than for emergency purposes.                   | Allowing the Zone to function as a de-facto airport is not an efficient use of the area, especially as the Zone is adjacent to a functioning designated airport. | This is not an effective options for the utilisation of the zone.                | That the take-off or landing for aircraft other than for emergency landings and rescues or fire-fighting is not a permitted activity in activity areas A, B, C, D, E.     |
|                | Controlled    | The Frankton Flats area is adjacent to the airport, it is appropriate that any takeoff or landing of aircraft takes place in within the airport designation not within the proposed zone.   | Using the area as a de-facto airport except for emergencies, will result in adjacent land being inappropriate for development because of height and noise issues. | Allowing the Zone to function as a de-facto airport is not an efficient use of the area, especially as the Zone is adjacent to a functioning designated airport. | This is not an effective option for the utilisation of the zone.                 | That the take-off or landing for aircraft other than for emergency landings and rescues or fire-fighting is not a controlled activity in activity areas A, B, C, D, E.    |
|                | Discretionary | The Frankton Flats area is adjacent to the airport, it is appropriate that any takeoff or landing of aircraft takes place in within the airport designation not within the proposed zone.   | Using the area as a de-facto airport except for emergencies will result in adjacent land being inappropriate for development because of height and noise issues.  | Allowing the Zone to function as a de-facto airport is not an efficient use of the area, especially as the Zone is adjacent to a functioning designated airport. | This is not an effective option for the utilisation of the zone.                 | That the take-off or landing for aircraft other than for emergency landings and rescues or fire-fighting is not a discretionary activity in activity areas A, B, C, D, E. |
|                | Non Complying | The Frankton Flats area is adjacent to the airport, it is appropriate that any  | The non complying tests will discourage resource consent applications for   | Non complying status is an efficient way of ensuring that an activity is not   | This is the most effective method of discouraging aircraft take-offs and landing | That the take-off or landing for aircraft other than for emergency landings   |

| Activity Area | Options           | Costs  | Benefits   | Efficiency  | Effectiveness   | Recommendation  |
|---------------|-------------------|--|--|---|---|---|
|               |                   | <p>takeoff or landing of aircraft takes place in within the airport designation not within the proposed zone. Though given the proximity to the existing airport there may be rare instances where it aircraft movements may be possible, ie. Adjacent to the airport designation.</p> | <p>landings and take-offs. However, if there is an opportunity for these activities with less than minor effects there is an opportunity for resource consent to be applied for.</p> | <p>anticipated by a rule. This status means that if it is possible that there is a situation where aircraft take offs or landings are possible then this can be considered.</p> | <p>but provides the opportunity for a resource consent to be applied for if ever required.</p>  | <p>and rescues or fire-fighting is a non complying activity in activity areas A, B, C, D, E.</p>  |
|               | <p>Prohibited</p> | <p>Resource consents for prohibited activities can not be applied for</p>  | <p>The Frankton Flats area is not appropriate for these activities as the airport is adjacent.</p>   | <p>Not efficient as can not be applied for.</p>   | <p>Not effective.<br/><br/>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. There may be instances where small scale landing and take-offs may be appropriate adjacent to the airport designation.</p> | <p>That the take-off or landing for aircraft other than for emergency landings and rescues or fire-fighting is not a prohibited activity in activity areas A, B, C, D, E.</p> |

**Planting of any wilding species (as identified in Part 5 of the District Plan)**

| Activity Area  | Options       | Costs  | Benefits   | Efficiencies  | Effectiveness  | Recommendations   |
|----------------|---------------|--|--|---|--|---|
| A, B, C, D, E. | Permitted     | Possible environmental degradation as a result of wilding spread.  | No benefits for the planting of wilding species within the Frankton Flats area as a permitted activity.  | Not an efficient option.  | Not an effective option.   | That the planting of any wilding species (as identified in Part 5 of the District Plan) are not permitted activities in activity areas A, B, C, D, E.     |
|                | Controlled    | Possible environmental degradation as a result of wilding spread.  | No benefits for the planting of wilding species within the Frankton Flats area as a controlled activity. The Council is unable to decline resource consents for controlled activities. . | Not an efficient option.  | Not an effective option.   | That the planting of any wilding species (as identified in Part 5 of the District Plan) are not controlled activities in activity areas A, B, C, D, E.    |
|                | Discretionary | Possible environmental degradation as a result of wilding spread.  | No benefits for the planting of wilding species within the Frankton Flats area as a discretionary activity.  | Not an efficient option.  | Not an effective option.   | That the planting of any wilding species (as identified in Part 5 of the District Plan) are not discretionary activities in activity areas A, B, C, D, E. |
|                | Non Complying | Possible environmental degradation as a result of wilding spread.  | If there is an opportunity for the planting of a wilding species without adverse effects then this can be considered by the Council.   | This option is efficient as it allows the opportunity for the Council to assess any application as to it's suitability. However, it is very unlikely that such as consent would be granted. | This option is effective as it does provide the opportunity for consent to be granted if it can be demonstrated that the effects can be mitigated. | That the planting of any wilding species (as identified in Part 5 of the District Plan) are non complying activities in activity areas A, B, C, D, E.     |
|                | Prohibited    | Resource consents for prohibited activities can not be applied for | The Frankton Flats area is not appropriate for the planting of wilding species.  | Not efficient as can not be applied for.  | Not effective.<br>Prohibited activity status should only be used when the activity in question should not  | That the planting of any wilding species (as identified in Part 5 of the District Plan) are not prohibited activities in activity                         |

| Activity Area | Options | Costs | Benefits | Efficiencies | Effectiveness   | Recommendations      |
|---------------|---------|-------|----------|--------------|---|----------------------|
|               |         |       |          |              | be contemplated in the relevant place, under any circumstances. | areas A, B, C, D, E. |

**Panel beating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, and motor body building**

| Activity Area | Options       | Costs   | Benefits   | Efficiency   | Effectiveness   | Recommendation   |
|---------------|---------------|---|--|--|---|--|
| A, B, C.      | Permitted     | Environment costs, cross boundary issues arising from these activities being allowed with out any control adjacent to residential, commercial and open space areas.   | No benefits.   | This method is not an efficient option the there are too many potential costs to the environment and the surrounding landuses for this to be viable. | This is not an effective option as it does not enable the effects of these activities within the activity areas to be taken into account.   | That panel beating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, and motor body building are not permitted activities within activity areas A, B, C.     |
|               | Controlled    | Environment costs and cross boundary issues arising from these activities being allowed with out any control adjacent to residential, commercial and open space areas. The Council is unable to decline controlled activity consents.                                 | No benefits.   | This method is not an efficient option the there are too many potential costs to the environment and the surrounding landuses for this to be viable. | This is not an effective option as it does not enable the effects of these activities within the activity areas to be taken into account. Consent can not be declined by the Council. | That panel beating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, and motor body building are not controlled activities within activity areas A, B, C.    |
|               | Discretionary | Environment costs and cross boundary issues arising from these activities being allowed with limited control adjacent to residential, commercial and open space areas. Potential for resource consents to be issued for these activities within these activity areas. | Gives the opportunity to decline these activities within unsuitable locations. | This method is not an efficient option the there are too many potential costs to the environment and the surrounding landuses for this to be viable. | This is not an effective option as does not discourage these activities occurring within these activity areas.  | That panel beating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, and motor body building are not discretionary activities within activity areas A, B, C. |
|               |               |   |  |  |   |  |

| Activity Area | Options       | Costs  | Benefits  | Efficiency   | Effectiveness   | Recommendation   |
|---------------|---------------|--|---|--|---|--|
|               | Non Complying | Could potentially allow these activities to occur within these activity areas.   | Unlikely that these activities would be granted consent to undertake these activities.  | This is an efficient method however does present the opportunity for these activities to present a case for the activities to occur, this may be present issues for adjacent landuses. | This method is not effective as it does not create enough certainty that these activities will not occur within these activity areas.   | That panel beating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, and motor body building are not non complying activities within activity areas A, B, C. |
|               | Prohibited    | Resource consents for prohibited activities can not be applied for   | These activity areas are not appropriate for panel beating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, and motor body building as the effects of these activities may have detrimental effect on other proposed activities within these activity areas. | This is an efficient option as these activities should not be contemplated in these activity areas in any circumstances.   | Effective.<br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances. This can be said for panel beating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, and motor body building within these activity areas. | That panel beating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, and motor body building are prohibited activities within activity areas A, B, C.        |
| D, E          | Permitted     | Environment costs and cross boundary issues arising from these activities without the Council having the opportunity to asses the potential effects. | No compliance costs.  | This method is not an efficient option the there are too many potential costs to the environment and the surrounding landuses for this to be viable.                                   | This is not an effective option as it does not enable the effects of these activities within the activity areas to be taken into account.   | That panel beating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, and motor body building are not permitted activities within activity areas D and E      |

| Activity Area | Options       | Costs   | Benefits  | Efficiency  | Effectiveness  | Recommendation   |
|---------------|---------------|---|---|---|--|--|
|               | Controlled    | Environment costs and cross boundary issues arising from these activities without the Council being able to decline resource consent.   | Small compliance costs, consent can not be declined.  | This method is not an efficient option there are too many potential costs to the environment and the surrounding landuses for this to be viable.                    | This is not an effective option as it does not enable the Council to decline a resource consent for an activity if the effects are to be more than minor.  | That panel beating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, and motor body building are not controlled activities within activity areas D and E |
|               | Discretionary | Compliance costs, applicants need to apply for resource consent, however the Council can decline this if the effects are deemed to be more than minor.                                | These activities are appropriate for this activity area and discretionary status gives the Council the opportunity to assess any application and decline if the effects are deemed to be more than minor. | This method is efficient as it gives some security to the applicant that these activities can take place while ensuring that the effects (if any) can be mitigated. | This method is an effective method of controlling the potential effects of these activities while giving some security that those activities are appropriate.  | That panel beating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, and motor body building are discretionary activities within activity areas D and E  |
|               | Non Complying | Industrial areas are the most appropriate areas for these activities to take place. Making this activity non complying will not encourage these activities within this activity area. | These activities have the potential to result in visual and noise effects, non complying status would discourage them from occurring.   | This is not an efficient process and it creates compliance costs and uncertainty for the applicants.  | This is not an effective method in encouraging activities such as panel beating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, and motor body building in industrial areas. | That panel beating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, and motor body building not non complying activities within activity area D and E.  |
|               | Prohibited    | Resource consents for prohibited activities can not be applied for  | No benefits – industrial areas are appropriate locations for these activities to take place.  | This is not an efficient option as resource consents can not be applied for.  | Not effective.<br><br>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under   | That panel beating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, and motor body building   |

| Activity Area | Options | Costs | Benefits | Efficiency | Effectiveness      | Recommendation  |
|---------------|---------|-------|----------|------------|--------------------|---|
|               |         |       |          |            | any circumstances. | not prohibited activities within activity area D and E. |

**Any activity requiring an offensive trade licence under the Health Act 1956**

| Activity Area | Options       | Costs   | Benefits                              | Efficiency   | Effectiveness  | Recommendation  |
|---------------|---------------|---|---------------------------------------|--|--|---|
| A, B, C, E.   | Permitted     | Any activity requiring an offensive trade licence under the Health Act 1956 will result in potential effects that are likely to be more than minor. The intention of the proposed Zone is to create an intensively zoned urban area to cater for a wide range of uses. Having these activities as permitted would severely jeopardise this.   | There are no benefits to this option. | This is not efficient as activities requiring an offensive trade licence under the Health Act 1956 are not anticipated within this area. | Permitted activity status is not appropriate for activities requiring offensive trade licence under the Health Act 1956  | That activities requiring offensive trade licence under the Health Act 1956 are not permitted activities in activity areas A, B, C, E.  |
|               | Controlled    | Any activity requiring an offensive trade licence under the Health Act 1956 will result in potential effects that are likely to be more than minor. The intention of the proposed Zone is to create an intensively zoned urban area to cater for a wide range of uses. Having these activities as controlled would severely jeopardise this, as applications could not be declined. | There are no benefits to this option. | This is not efficient as activities requiring an offensive trade licence under the Health Act 1956 are not anticipated within this area. | Controlled activity status is not appropriate for activities requiring offensive trade licence under the Health Act 1956 | That activities requiring offensive trade licence under the Health Act 1956 are not controlled activities in activity areas A, B, C, E. |
|               | Discretionary | Any activity requiring an offensive trade licence under the Health Act 1956 will  | There are no benefits to this option. | This is not efficient as activities requiring an offensive trade licence under the   | Discretionary activity status is not appropriate for activities requiring  | That activities requiring offensive trade licence under the Health Act 1956   |

| Activity Area | Options              | Costs  | Benefits   | Efficiency  | Effectiveness  | Recommendation  |
|---------------|----------------------|--|--|---|--|---|
|               |                      | <p>result in potential effects that are likely to be more than minor. The intention of the proposed Zone is to create an intensively zoned urban area to cater for a wide range of uses. Having these activities as controlled would severely jeopardise this.</p>   |  | <p>Health Act 1956 are not anticipated within this area.</p>  | <p>offensive trade licence under the Health Act 1956</p>   | <p>are not discretionary activities in activity areas A, B, C, E.</p>   |
|               | <p>Non Complying</p> | <p>Any activity requiring an offensive trade licence under the Health Act 1956 will result in potential effects that are likely to be more than minor. The intention of the proposed Zone is to create an intensively zoned urban area to cater for a wide range of uses. Having these activities as controlled would severely jeopardise this, as applications could not be declined.</p> | <p>There are no benefits to this option.</p>   | <p>This is not efficient as activities requiring an offensive trade licence under the Health Act 1956 are not anticipated within this area.</p>                       | <p>Discretionary activity status is not appropriate for activities requiring offensive trade licence under the Health Act 1956</p>   | <p>That activities requiring offensive trade licence under the Health Act 1956 are not non complying activities in activity areas A, B, C, E.</p> |
|               | <p>Prohibited</p>    | <p>Any activity requiring an offensive trade licence under the Health Act 1956 will result in potential effects that are likely to be more than minor. Prohibiting these activities would mean that an</p>   | <p>Having these activities as prohibited activities within these activity areas gives assurances to other neighbouring businesses that these activities can not occur.</p> | <p>This is an efficient option as it will give security within these activity areas that these activities are not considered appropriate under any circumstances.</p> | <p>Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances.<br/><br/>This is the case for activities requiring an</p> | <p>That activities requiring offensive trade licence under the Health Act 1956 are prohibited activities in activity areas A, B, C, E.</p>        |

| Activity Area | Options    | Costs  | Benefits                              | Efficiency  | Effectiveness  | Recommendation  |
|---------------|------------|--|---------------------------------------|---|--|---|
|               |            | activity requiring an offensive trade licence under the Health Act 1956 that could demonstrate that it's effects could be less than minor could only occur with a change to the district plan.   |                                       |   | offensive trade licence under the Health Act 1956.   |   |
| D             | Permitted  | Any activity requiring an offensive trade licence under the Health Act 1956 will result in potential effects that are likely to be more than minor. The intention of the activity area is to provide for heavy industrial. Having these activities as permitted without being able to assess the potential effects could jeopardise this.  | There are no benefits to this option. | This is not efficient as activities requiring an offensive trade licence under the Health Act 1956 are not anticipated within this activity area without any control.                           | Permitted activity status is not appropriate for activities requiring offensive trade licence under the Health Act 1956  | That activities requiring offensive trade licence under the Health Act 1956 are not permitted activities in activity area D.  |
|               | Controlled | Any activity requiring an offensive trade licence under the Health Act 1956 will result in potential effects that are likely to be more than minor. The intention of the activity area is to provide for heavy industrial. Having this land use as a controlled activity without being able decline it if the effects are more than minor. | There are no benefits to this option. | This is not efficient as activities requiring an offensive trade licence under the Health Act 1956 are not anticipated within this area without controls or the ability to decline the consent. | Controlled activity status is not appropriate for activities requiring offensive trade licence under the Health Act 1956 | That activities requiring offensive trade licence under the Health Act 1956 are not controlled activities in activity area D. |

| Activity Area | Options       | Costs  | Benefits  | Efficiency   | Effectiveness   | Recommendation   |
|---------------|---------------|--|---|--|---|--|
|               | Discretionary | Any activity requiring an offensive trade licence under the Health Act 1956 will result in potential effects that are likely to be more than minor. The intention of the activity area is to provide for heavy industrial activities. Having this land use as a discretionary activity is not appropriate. | There is an opportunity for consent to be granted if it can be demonstrated that the effects are less than minor.   | This is not efficient as activities requiring an offensive trade licence under the Health Act 1956 are not anticipated within this area.   | Discretionary activity status is not appropriate for activities requiring offensive trade licence under the Health Act 1956   | That activities requiring offensive trade licence under the Health Act 1956 are not discretionary activities in activity area D. |
|               | Non Complying | High compliance costs, it is unlikely that such an application will succeed unless the effects can be demonstrated as being less than minor or can be mitigated against.   | Any activity requiring an offensive trade licence under the Health Act 1956 will result in potential effects that are likely to be more than minor. The intention of the activity area is to provide for heavy industrial. There may be some instances where it may be possible for the location of an activity requiring an offensive trade licence under the Health Act 1956, with non complying status there is a chance for an activity such as this to be undertaken as long as the effects are less than minor or can be mitigated against. | This is an efficient option as it allows the effects to be assessed as necessary, non complying status does not anticipate an activity taking place so it is up to the applicant to prove the effects of the activity are such that they can be mitigated. | This is the most effective option. Prohibited status should only be used if there are no circumstances that an activity could possibly take place. There may be opportunities for activities requiring an offensive trade licence under the Health Act 1956 to be appropriate within this heavy industrial activity area. | That activities requiring offensive trade licence under the Health Act 1956 are non complying activities in activity area D.     |

| Activity Area | Options    | Costs  | Benefits  | Efficiency   | Effectiveness  | Recommendation  |
|---------------|------------|--|---|--|--|---|
|               | Prohibited | Any activity requiring an offensive trade licence under the Health Act 1956 will result in potential effects that are likely to be more than minor. Prohibiting these activities would mean that an activity requiring an offensive trade licence under the Health Act 1956 could only occur with a change to the district plan. | Having these activities as prohibited activities within this activity area gives assurances to other neighbouring businesses that these activities can not occur. | This is not an efficient option as it excludes the possibility of these activities ever occurring within this activity area. | Prohibited activity status should only be used when the activity in question should not be contemplated in the relevant place, under any circumstances.<br><br>There may be opportunities for activities requiring an offensive trade licence under the Health Act 1956 to occur within this activity area if their effects can be mitigated. Therefore prohibited activity status is not appropriate. | That activities requiring offensive trade licence under the Health Act 1956 are not prohibited activities in activity area D. |

## **11 Conclusion**

This report has analysed a full range of options for the management of the Frankton Flats area. Each option has been assessed with regard to its effectiveness, costs and benefits, efficiency and appropriateness. In assessing each option, relevant statutory and non-statutory documents have been considered, in addition to the results of public consultation undertaken.

As a result of this analysis, it has been determined that a special zone be created to control landuse and development within the Frankton Flats area. Consequently, it is recommended that the amendments to the Partially Operative District Plan facilitating this be adopted by the Council.

## **12 Amendments**

As a result of the above analysis, it is recommended amendments be made to the District Plan. The following is the new proposed rules, policies and objectives to create a Frankton Flats Special Zone (B) can be found in Appendix 2 to this report.