

## **Section 32 Evaluation Report**

### **Jacks Point Zone**

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# Section 32 Evaluation Report: Jacks Point Zone

## 1. Introduction

### 1.1 Executive Summary

This document has been prepared to support the Council District Plan Review to amend the provisions of the Special Zone relating to Jacks Point.

The Resort Zone became operative in 2003. More than a decade has passed since the zone's provisions were prepared, and the development progressed. It is therefore timely to review the objectives, policies and rules relating to the zone. This presents an opportunity to consider the manner in which the zone is developing, the updated urban growth projections for the Queenstown Lakes District, and to improve the integration of the Jacks Point, Homestead Bay and Hanley Downs areas within the zone. It also presents an opportunity to align the Jacks Point Zone with the Queenstown Lakes District Council's strategic directions.

Within the operative District Plan, Jacks Point is a part of the Resort Zone, which also includes Waterfall Park and Millbrook. As part of related changes occurring through the District Plan Review, the Millbrook part of the Resort zone is being removed in favour of a standalone Zone. A similar approach is proposed for Jacks Point as its description as a resort has less relevance in the context of the growing community and it has no resource management or other linkages to the remaining area of the Resort Zone at Waterfall Park.

The Jacks Point Zone will remain within Section 12 (Special Zones) of the District Plan and has been prepared to incorporate the related provisions introduced and amended through Plan Change 44 (Hanley Downs). These represent the majority of the changes to the zone as they promote an expanded range of activity areas seeking to provide for medium density housing as well as lower density rural residential development, a new education innovation campus, and the ability to create a limited number of conservation lots within the former open spaces areas. The zone retains its strong protection of landscape values and in particular the protection of views from State Highway 6 and Lake Wakatipu.

A change to the spatial planning provisions is also proposed to strengthen the influence and role of the Structure Plan and remove Outline Development Plans as a tool following case law from the Environment Court relating to the *vires* of such provisions. In more general terms, as part of the District Plan Review an opportunity has been taken to review provisions that have become outdated or redundant, have been administratively difficult or could be streamlined to be more efficient.

### 1.2 Scope and Structure

Attached to this Section 32 Report are the following plans and documents:

**Appendix A** Jacks Point Zone Structure Plan

**Appendix B** Jacks Point Zone provisions – Objectives, Policies and Rules

**Appendix C** Coneburn Resource Study Update

**Appendix D** Assessment of Landscape and Visual Effects

### 1.3 The First Schedule of the Resource Management Act 1991

Section 73(1A) of the Resource Management Act 1991 (RMA) states that:

*A district plan may be changed by a territorial authority in the manner set out in [Schedule 1](#).*

Schedule 1 to the RMA sets out the procedure for changes to a District Plan. This change is occurring as part of a wider review of the District Plan being conducted by the Council and follows the requirements of the first schedule and provides an assessment required by Section 32 of the RMA.

## 2. Strategic Context

Section 32(1)(a) of the Resource Management Act 1991 requires that a Section 32 evaluation report must examine the extent to which the proposed objectives are the most appropriate way to achieve the purpose of the Act.

The purpose of the Act requires an integrated planning approach and direction:

### **Purpose**

*(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 well-being 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 remaining provisions in Part 2 of the Act provide a framework within which objectives are required to achieve the purpose of the Act and provisions are required to achieve the relevant objectives.

### 2.1 Current Zoning Provisions

The Jacks Point Resort Zone is a master planned community. The zone relies on a combination of a Structure Plan and, currently, an Outline Development Plan approval process for the spatial layout of activities.

#### 2.1.1 Zone objective and policies

The only current objective for the Jacks Point Resort Zone is Objective 3, and this states the following:

*Enable the development of an integrated community, incorporating residential activities, visitor accommodation, small-scale commercial activities and outdoor recreation – with appropriate regard for landscape and visual amenity values, servicing and public access issues.*

The policies currently applicable to the zone can be grouped together as follows:

*Policies 3.1, 3.3, 3.4, 3.7, 3.10, 3.11 - Landscape Character and Values*

To maintain and protect views into and out of the site, to ensure that subdivision, development and ancillary activities are subservient to the landscape character, and that visual amenity values are protected.

*Policies 3.8, 3.9 and 3.13 - Environment and Biodiversity*

To provide for biodiversity through the protection and enhancement of ecological values and to ensure development within the sensitive areas of the zone results in a net environmental gain, for example substantial native revegetation.

*Policies 3.6 and 3.12 - Lake Wakatipu*

To provide public access to the lake foreshore, and to encourage the development of lakeside activities.

*Policy 3.2 – Sewage, Water Supply and Refuse Disposal*

To ensure an adequate level of sewage disposal, water supply and refuse disposal services are provided which do not impact on water or other environmental values on or off the site.

*Policy 3.5 - Aircraft*

To control the take-off and landing of aircraft within the zone.

*Policy 3.14 - Farming*

To provide for farming and associated activities in appropriate areas, while ensuring that development associated with those activities does not result in overdomestication of the landscape.

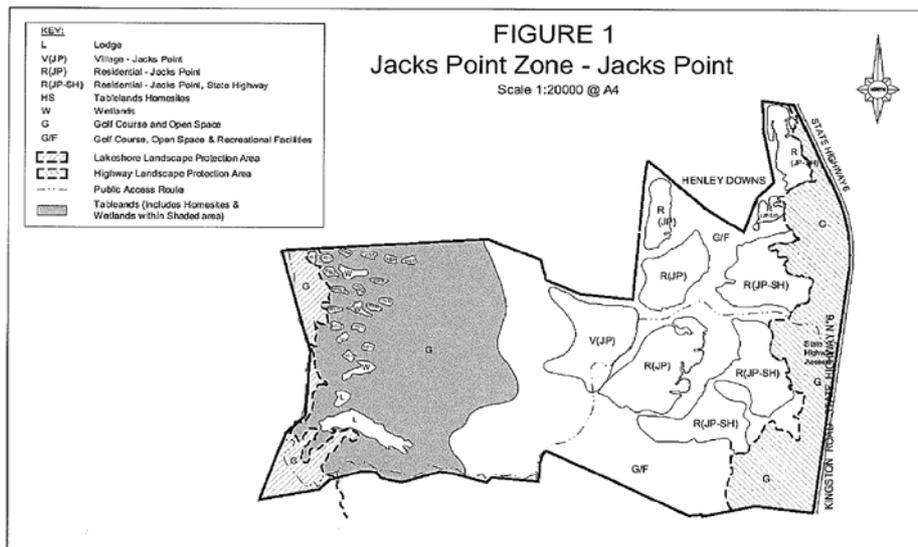
*Policy 3.15 - Mining*

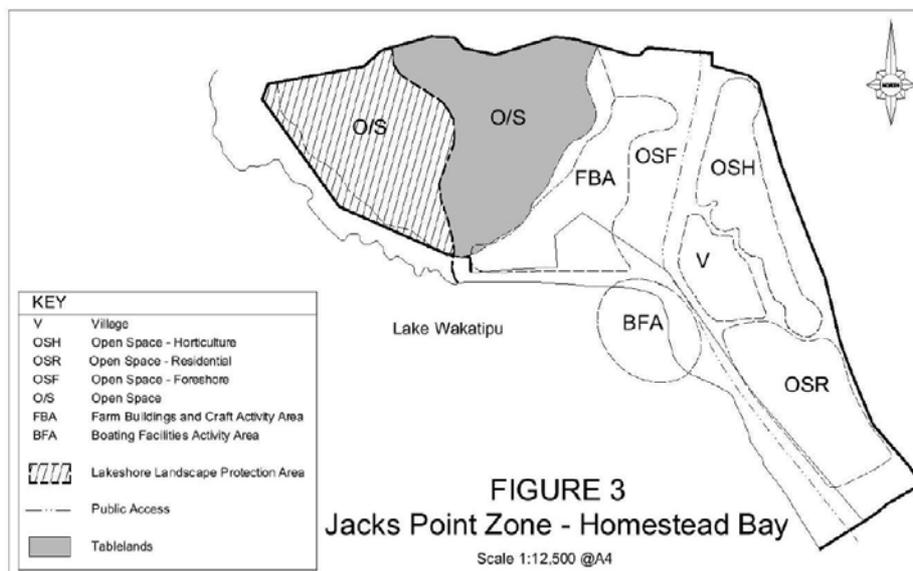
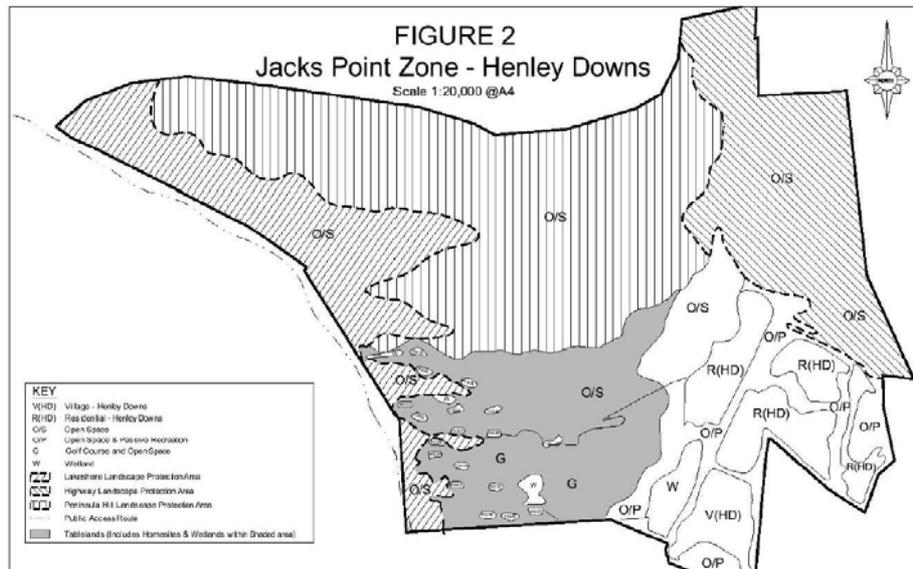
To avoid mining activities which do not contribute to the sustainable development of the Jacks Point Zone.

A range of amendments to the Jacks Point Resort Zone policies are sought.

**2.1.2 Structure Plan**

Figure 1, 2 and 3 (below) of the Resort Zone identifies the Structure Plan area. Much of the land in this zone was previously farmland and was in pastoral use, but lends itself to reconsideration of the use and management of the area in light of changes to the topography/mounding, increased vegetation for biodiversity and screening from public viewpoints (particularly the State Highway) and increased built form since the original Coneburn Resource Study was produced for the initial planning and development of Jacks Point in 2002.





The adherence to a Structure Plan was required to ensure comprehensive and integrated development within the Jacks Point Zone.

### 2.1.3 Outline Development Plan

The Outline Development Plan approval process for the Residential and Village Activity Areas seeks to address a range of spatial planning outcomes, including roading, pedestrian links, indicative subdivision design, density and design guidelines.

The Environment Court has ruled on matters of *vires* with ODP rules where the status is determined through resource consent. Many of the spatial layout outcomes sought through the ODP can be incorporated into the Structure Plan together with the introduction of new rules relating to density to replace the current use of the flexible but administratively inefficient Density Master Plan.

### 2.1.4 Existing Nature of the Site, Land Use, and the Surrounding Area

The Jacks Point Zone is bordered by State Highway 6 to the east, Peninsula Hill to the north, and Lake Wakatipu to the west and Rural General zoned land to the south. The topography of the site is a mix of relatively flat valley floor and undulating hills. The site currently comprises residential dwellings, an 18 hole golf course, club house and restaurant. The open space area of the Jacks Point Resort Zone occupies a considerable part of the overall Structure Plan for this zone and incorporates a range of existing activities including landscape planting, wetland rehabilitation, farming, horticulture, outdoor recreational areas, general

open space, the golf course, walking trails, road corridors and existing dwellings. Statistics New Zealand data from the 2013 census estimates that there are 297 individuals living in Jacks Point. There were 102 occupied dwellings in 2013.

A comprehensive area wide study was completed in 2002 to provide an in depth feasibility study to inform the Jacks Point Variation to the Queenstown Lakes District Plan (notified 6 October 2001 and adopted in 2003). This study provided baseline information relating to the geology, ecological patterns, heritage, visibility mapping and landscape character. The outcome of these studies is summarised below:

#### *Geology*

The site's geology reflects a history of glacial activity, and higher levels of Lake Wakatipu which once covered a substantial portion of the site. The site is therefore partially made up of lake sediments. Ice-scoured schist forms the baserock at depth, and glacial deposits make up a large portion of the site.

#### *Ecological Patterns*

The ecology of the area is made up of some valuable remnant habitats that exist on the site, including grey shrubland and wetlands.

#### *Heritage*

An archaeological assessment concluded that it was unlikely that the area was ever intensively occupied by Maori prior to European settlement.

#### *Visibility Mapping and Landscape Character*

Areas were identified that could absorb development without being highly visible for public places. The retention of existing landscaping was encouraged and the creation of new landscaping was a precondition to development occurring.

As outlined above, further work has been undertaken taking into account more recent topographical data, built and permitted/consented form and the additional mitigation elements to refine the visibility analysis and landscape absorption mapping. These updated plans are contained within Appendix A.

### **2.1.5 Infrastructure Provision**

Both wastewater and water service provision exist at Jacks Point.

Consent was granted by the Otago Regional Council on 29 March 2010 to enable the discharge of treated domestic and commercial wastewater to land for a maximum of 1,374 cubic metres per day.

Consent has also been granted by the Otago Regional Council on 17 November 2006 to take and use water as the primary allocation from Lake Wakatipu for the purpose of community water supply and irrigation of a golf course and open space. The rate of abstraction approved is no more than 43,785 cubic metres per week.

### **2.1.6 Access**

Access into Jacks Point is currently via Maori Jack Road. There is also a proposal to construct an access at Woolshed Road. Currently the Woolshed Road access is primarily used for construction access only. It is presently a public unsealed road.

A report prepared by the Traffic Design Group (December 2012) concludes that the projected levels of development in the Jacks Point Resort Zone will produce significant congestion issues if an additional access point is not made available. A second access will also provide resilience for the site, in the case of the primary access way being blocked in an emergency situation.

## **3. The Scope of the Proposed Jacks Point Zone Provisions**

The purpose of the provision changes are to re-focus and update the policies and rules to specifically recognise and respond to changes at Jacks Point, particularly in relation to projected urban growth requirements and need for affordable housing, and to identify opportunities to remove unnecessary regulatory controls. It also seeks to unify the three separate Structure Plans and associated provisions for

Homestead Bay, Jacks Point and Hanley Downs into one set of combined provisions that manage the natural and physical resources of this area on an integrated basis.

It is proposed that the objective for the zone will be streamlined to comprehensively focus on the integrated activities proposed at Jacks Point. The following objective is proposed as the most appropriate means of achieving the purpose of the Act:

*Development of an integrated community, incorporating residential living, visitor accommodation, small scale commercial activity within a framework of open space and recreation amenities.*

In order to implement these key change for the Jacks Point Zone, amendments are proposed to create a new Jacks Point Zone within Part 12 (Special Zones), together with an objective, policies, rules and a Structure Plan. Additional changes are also proposed to Part 15 (Subdivision).

A summary of the key amendments relating to Jacks Point is outlined below.

### **3.1 Key Amendments**

#### **3.1.1 Structure Plan**

The amendments to the Jacks Point Zone Structure Plan (shown on the plan in **Appendix A**) include the following:

- (a) The addition of a new Education Innovation Campus Activity Area located on a pocket of land between the northern end of the Hanley Down residential areas and farm land on the northern side of Woolshed Road.
- (b) The addition of a new Education Activity Area within an area immediately south of the Jacks Point Village to provide for educational and day care facilities.
- (c) The addition of new areas of residential development, as follows:
  - (i) R(HD) A to E - an area close to the village core on the valley floor designed to provide opportunities for low to medium density living (15 - 45 dwellings per hectare);
  - (ii) R(HD) F and G – new areas designed to provide opportunities for rural residential living on the lower slopes of the Tablelands (density range of 2 – 10 dwellings per hectare);
  - (iii) R(HD-SH) 1 – an area located to the north of Jacks Point Neighbourhood 7 and the existing farm homestead, to provide opportunities for low density living opportunities with appropriate mitigation of visual impacts from State Highway 6 (12 – 22 dwellings per hectare);
  - (iv) R(HD-SH) 2 - to provide opportunities for rural lifestyle living (2 –12 dwellings per hectare)
  - (v) The addition of Farm Preserve Activity Areas (FP-1 and FP-2) over part of the open space area managed as farm and located alongside Woolshed Road and the lower slopes of Peninsula Hill. The FP-1 Activity Area is designed to provide opportunities for subdivision and limited rural living accommodation where conservation benefits can be realised. The FP-2 Activity Area a smaller number of dwellings located on large rural lots and related to farming activities.
- (d) Modifications to the existing Structure Plan Activity Areas and elements are as follows:
  - (i) The consolidation of the former open space, golf, passive recreation and recreation facilities into four main open space activities, comprising:
    - *Open Space Golf (OSG)* – to recognise and provide for the development and operation of golf courses;
    - *Open Space Landscape Protection (OSL)* – This area incorporates areas of highly valued landscapes within the zone, including interfaces alongside State Highway 6, parts of Peninsula Hill and the margins of Lake Wakatipu;

- *Open Space Amenity (OSA)* – this area is designed to provide for residential amenity between residential neighbourhoods and to encourage a well-connected community through pedestrian and cycle connections;
  - *Wetland (W)* – to protect and enhance the ecological values of wetlands and to avoid inappropriate development along the margins.
- (ii) Extension of the R(JP)-1 Activity Area boundary to include recently consented, additional, residential development within Lot 400;
  - (iii) Amendments to the boundaries of the R(JP)-2A Activity Area
  - (iv) Amendments to the boundaries of the R(JP-SH) - 4 Activity Areas to ...
  - (v) Amendments to the Village Activity Area boundary to better integrate with the surrounding areas;
  - (vi) Identification of critical design elements in the Structure Plan, including new areas of Open Space, new Public Access Routes, the addition of Primary Road and Secondary Road connections and provision for additional access onto State Highway 6 at Woolshed Road.

### 3.1.2 Objectives and Policies

The provisions of the Jacks Point Zone are contained within **Appendix B** and include the following.

- (e) A new policy provides for role of the Structure Plan as being the primary mechanism to provide for the spatial layout of development within the zone. The role of the Structure Plan is to manage the integration of activities, landscape and amenity values, road, open space and trail networks, the state highway and Lake Wakatipu. This also signals a key change from the operative provisions in eliminating the need for Outline Development Plans within this area.
- (f) A range of new policies that seek to provide for the particular outcomes sought within each of the proposed new Activity Areas (outlined above).
- (g) A new policy to manage the potential effects of non-residential activities within residential Activity Areas.
- (h) To emphasise the importance of achieving a high standard of amenity and design for medium density and small lot housing.

### 3.1.3 Rules

A number of new rules are proposed to implement the changes arising from the new Jacks Point Structure Plan and related policies, as follows:

- (i) To remove controlled activity status on all building and to replace with a permissive regime based on meeting conventional bulk and location standards. This has involved the introduction of new rules relating to:
  - (i) road and internal boundary setbacks
  - (ii) outdoor living space
  - (iii) continuous building length
  - (iv) site coverage
  - (v) building colour and roof form
- (j) A new rule is proposed to enable Medium Density Residential Housing. Under this rule three or more dwellings or dwellings a density greater than one unit per 380m<sup>2</sup> of net site area is a controlled activity within the R(HD) and R(HD-SH) Activity area. Within some of the established neighbourhoods, medium density housing is a restricted discretionary activity.

- (k) A new rule is proposed to enable educational and day care facilities within the new Education Activity Area.
- (l) Associated with the addition of the EIC Activity Area are new rules enabling commercial and community activities as a controlled activity.
- (m) As a replacement for the removal of the Henley Downs Village area, it is proposed to enable commercial activities, community activities and visitor accommodation within the R(HD) and R(HD-SH) Activity Areas as a restricted discretionary activity.
- (n) The rules relating to the Structure Plan are divided between table 1, which establishes a clear basis for consent for activities that do not fit within the outcomes prescribed for each Activity Area and table 2, which seeks to implement the spatial planning outcomes including public access routes, primary and secondary roads and open space.
- (o) Density will be controlled through a density table providing a density range for each Activity Area. This replaces the use of a density master plan approved as part of the ODP under the operative plan.
- (p) The scale of commercial activities will be restricted to 200m<sup>2</sup>, except with the EIC. With the EIC larger scale commercial activities may occur but retailing is limited to 200m<sup>2</sup>. Within the R(HD) A to E Activity Areas a further limitation is proposed to limit all commercial activities to 550m<sup>2</sup> overall.
- (q) The access to the state highway rule has been modified to enable the dual access into the zone, together with a provisions that triggers upgrade of the intersection of Woolshed Road and State Highway 6 based on the number of houses constructed.

A number of the existing rules from the operative plan have been incorporated into the Jacks Point Zone with modifications, as follows:

- (r) The activity status of proposed buildings outside of the Structure Plan is proposed to be changed from a non-complying activity to a discretionary activity. This change is accompanied by the introduction of two new policies relating to the Structure Plan to provide a more effects based approach to management of activities outside the Structure Plan.
- (s) The vegetation rule has also been amended to ensure 75% of any shrubs and trees planted within any of the residential activity areas are from an approved list. The approved Jacks Point plant list has been incorporated into the zone as a schedule.

A number of existing rules from the operative plan has been made redundant or are considered unnecessary to implement the objective and policies for the Jacks Point Zone, including:

- (t) Rule 12.2.5.1(x) Density (Jacks Point Zone – Village Areas), is proposed to be deleted. These rules constrain the proportion of residential and small scale commercial activities within the village to an overall 60% site coverage. There is no apparent RMA basis to constrain the proportion of residential and commercial activities.
- (u) The operative plan also limited building coverage to 5% within the Jacks Point area, 5% within the Henley Downs area and 2.5% within Homestead Bay. It is proposed to remove this rule to enable the most efficient use of the available land suitable for urban development.
- (v) It is proposed to remove a redundant rule restricting development of residential units until such time as the golf course has been developed.

## **4. The Statutory Framework**

### **4.1 Regional Planning Documents**

The operative Otago Regional Policy Statement (RPS) 1998 contains a number of objectives and policies that are relevant to this review, namely:

*Objective 5.4.3: To protect Otago's outstanding natural features and landscapes from inappropriate subdivision, use and development.*

*Policies 5.5.3 to 5.5.5: With regards to sustainable land use and minimising the effects on the land and water through developments.*

*Objective 6.4.1: Allocation of water resources in a sustainable manner (Policy 6.5.5).*

*Objectives 9.4.1 to 9.4.3: To promote sustainable management of the built environment and infrastructure, as well as avoiding or mitigating against adverse effects on natural and physical resources (Policies 9.5.1 to 9.5.5)*

*Objectives 11.4.1: Recognise and understand Natural Hazards (Policies 11.5.1, 11.5.2 and 11.5.3).*

The RPS is currently under review and may be further advanced by the time the QLDC Plan Review is notified. The first stage of the RPS review has already been undertaken and in May 2014 Otago Regional Council (ORC) published and consulted on the RPS Issues and Options. The Issues of relevance to Residential policies in particular, is to:

*Prioritise development in locations where services and infrastructure already exist over those that require new or extended services and infrastructure.*

The revised Jacks Point Zone provisions give effect to the RPS and Proposed RPS by providing increased land supply for housing in an area where State Highway access is already provided, and water and wastewater infrastructure is being developed.

Amendments to this evaluation may be required to accommodate any changes that may occur to the RPS, as the District Plan must *give effect to* the RPS.

## **4.2 Queenstown Lakes District Council Strategies and Reports**

The operative Queenstown Lakes District Plan 'Special Zones' chapter identifies the Resort Zones of 'Millbrook, Jacks Point and Waterfall Creek'. To understand the issues and potential changes that need to be undertaken in the District Plan review, a number of studies have been undertaken and others referred to, to offer a full analysis of the residential and commercial issues.

The New Zealand Productivity Commission's Inquiry into the supply of land for housing 2014 provides the national perspective and the following sources investigate the Queenstown area specifically:

- A Growth Management Strategy for the Queenstown Lakes District (2007)
- Medium to High Density Housing Study: Stage 1a – Review of Background Data (2014)
- Review of District Plan Business Zones Capacity and Development of Zoning Hierarchy (2013)

The key issues arising from the management of the natural and physical resources at Jacks Point are considered to include integration between activity areas across the zone, landscape values, nature conservation, urban form, growth pressures, development potential, housing affordability, urban design, commercial activities and community facilities. These are explained below:

### **Issue 1: Integration**

The existing planning provisions for the Homestead Bay, Henley Downs and Jacks Point area each contain their own Structure Plan, objectives, policies and rules. The current situation is not conducive to a coherent and integrated planning approach. A lack of land use integration can lead to competing interests and conflict. It has the potential to result in poor road networks and pedestrian and cycle routes because of a lack of consideration for the best connections between the various landholdings. It also has the potential to produce an inconsistent pattern of residential development in terms of layout and urban form.

An integrated framework for the three areas will provide improved road connections, continuity of open space provision, and consistent objectives and policies.

### **Issue 2: Landscape Values**

The Jacks Point area is part of a visual amenity landscape, including the area known as Coneburn Valley. A landscape report prepared by Boffa Miskell (**Appendix E**) finds that parts of the Peninsula Hill landform are located within the Outstanding Natural Landscapes of the Wakatipu Basin. The area is visible to the public from State Highway 6 as the road traverses the Coneburn Valley.

The landscape report has been informed in part by updates to the Coneburn Resource Study. The plans and analysis contained within this update are contained within **Appendix D**.

Therefore, measures that includes screening vegetation, use of topography and mounding and the careful positioning of buildings is required to avoid or mitigate adverse visual impacts from the State Highway. In addition, much of the Structure Plan areas are dedicated to open space, residential and village activities are largely confined to the valley floor topography, and residential development is of a low or medium density.

#### **Issue 4: Urban Form and Growth Pressures**

In July 2014, Queenstown Lakes District Full Council endorsed the 'Strategic Directions' chapter of the District Plan review. The strategic directions form the backbone of the District Plan, setting very specific and direct goals, to provide a relevant framework for administrators and decision makers.

Of particular relevance within the strategic directions is 'Urban Form' and 'Goal 2': *The strategic and integrated management of urban growth*, along with 'Objective 1': *To ensure urban development occurs in a logical manner*. This goal and objective tie in with the emerging Proposed RPS which promotes the avoidance of sporadic or ad hoc developments that may spoil the countryside. Therefore, new housing is sought in and around existing settlements that are already well serviced by transport links and amenities.

The Growth Management Strategy 2007 (a non-statutory document) is intended to guide community planning for future growth and development of the district. Developed from community based planning workshops, community plans and council growth studies, it identifies six 'growth management principles'. The strategy highlighted the need for consolidating development in certain areas to support new growth and infrastructure supporting high quality development in the right places and good design to improve the quality of the environment.

In the case of Jacks Point, under Principle 1: *Growth is located in the right place* policy 1c (Growth Management Strategy, 2007: p.11), states that:

*Settlements in the Wakatipu Basin (Arthurs Point, Arrowtown, Lake Hayes Estate and Jacks Point) are not to expand beyond their current planned boundaries. Further development and redevelopment within current boundaries is encouraged where this adds to housing choices and helps to support local services in these settlements.*

Therefore the growth strategy makes provision for intensification of the Jacks Point Resort Zone provisions. Medium density housing, as well as low density housing, should therefore be made available in the zone in order to offer a broad range of housing options, particularly in light of the imperative for affordable housing in the district as outlined further below.

The Insight Economics report (2014: p21) 'Stage 1a – Review of Background Data' presents key demographic information for the Queenstown Lakes area. It concludes "...that the district will continue to experience high population growth and...demand for new dwellings will also be strong." It also highlights that levels may be exceeded if the tourism industry continues to grow at a high rate.

The report notes high growth in dwelling demand and numbers of one person households and couples without children, which in turn require short-term, flexible accommodation options. It reports a strong growth in detached dwellings, but that home ownership rates are lower than the national average, which could indicate affordability issues or a lack of suitable housing as well as a transient population. It is proposed that the Jacks Point Zone provides a range of low and medium density housing options to help alleviate the housing shortage.

#### **Issue 5: Development Potential and Housing Affordability**

Restrictive planning systems increase cost and time in the planning process and can limit the supply of land and housing. The impact of overly restrictive planning regulation is firmly in the sights of Central

Government, and in November 2014 the New Zealand Productivity Commission launched an inquiry into the supply of land for housing.

Moreover, developers can play a part by withholding land that has potential high values in future (i.e. landbanking). However, this speculative behaviour is often incentivised by restrictive and burdensome planning regulation and process which contributes to higher land value inflation. Insight Economics 'Analysis of Options for Reducing Speculative Land Banking' (2014) prepared for Queenstown Lakes District Council identified a number of planning and non-planning options the Council could consider to help reduce speculative land banking and thereby help address housing supply and affordability.

Queenstown Lakes District was added to 'The Housing Accords and Special Areas Act 2013' legislation, and a Housing Accord was approved by the Mayor and the Minister of Housing in October 2014. The Accord is intended to increase housing supply by facilitating development through more enabling and streamlined policy. The Accord highlights that home ownership is unaffordable in the Queenstown Lakes District, with the second highest median house price in the country coupled with relatively low median incomes. This makes mortgages 101.8% of the median take-home pay of an individual, to meet weekly mortgage payments and the median multiple (median house price divided by gross annual median household income) is 8.61.

The Housing Accord is a short term initiative and the District Plan review needs to address the issue over the mid to long term. Jacks Point Zone is proposed to be part of the Housing Accord, as it can play an important role in the total housing approach because it provides significant land and housing supply. This Zone is designed to accommodate permanent residences as well as visitor accommodation on the outskirts of Queenstown, to strike a balance between residents and visitors. The provision of visitor accommodation in the Jacks Point Zone, takes the pressure off the provision of visitor accommodation in the Queenstown Bay area. Therefore, this enables higher density, permanent resident development to be promoted in urban Queenstown.

#### **Issue 6: Urban Design**

It is important that development achieves good quality urban design outcomes in areas of high landscape amenity value. Whilst the District Plan needs to become more enabling, it also needs to ensure that good quality urban design outcomes are achieved.

Whilst the operative District Plan contains a large number of urban design criteria, these need to be reframed into a more concise and direct format consistent with the requirements of the Jacks Point area. The Council's monitoring report for the Resort Zone has identified high costs associated with the administration of a blanket controlled activity design control. This also duplicates the robust non-regulatory framework established through the Jacks Point Home Owners and Residents Association (JPROA) that assesses building design through an established Design Review Board against design guidelines for parts of the zone. This non-regulatory approach has proven to be successful in implementing a high standard of building design with Jacks Point. It is therefore proposed that the review remove the blanket design control rule for all buildings in reliance on the established JPROA design approval process together with a framework of conventional bulk and location standards.

With the introduction of new provisions for medium density housing, some commercial, community (including educational facilities) and visitor accommodation into parts of the R(HD) Activity Areas, the nature and density of these developments do however support a regulatory approach to design control. As part of the plan review, an opportunity has also been taken to incorporate a subdivision led approach to the creation of higher densities and additional rules and assessments matters are proposed within Part 15 of the proposed Plan to enable this outcome.

While urban design requirements can add to the cost of developments, the benefits of such requirements are considered necessary where the environment costs are justified, such as in the case of higher density housing and non-residential development.

#### **Issue 7: Commercial Activities and Community Facilities**

A 2013 McDermott report reviewing the Queenstown Lakes District Plan Business Zones capacity and zoning hierarchy, has identified that the Queenstown area incorporates dispersed and disparate settlements. The report concludes that appropriate commercial development of these disparate settlements (such as

Jacks Point) will not detract from the absolute number of residents in the Queenstown area for whom the Queenstown central retail precinct is the closest shopping and workplace destination.

The operative District Plan provides for commercial and other non-residential activities within Village Activity Areas within Homestead Bay, Jacks Point and Henley Downs. Under the proposed changes introduced through the new Jacks Point Structure Plan, the village area at Hanley Downs would be replaced by a range of medium density residential activity areas together with rules that enable development of commercial, community and visitor accommodation into these parts of the zone through resource consent. Within the Hanley Downs area this will result in an environment containing greater proportion of mixed uses which can be successfully delivered within this greenfields area. The focus on the new provisions relating to commercial, community and visitor accommodation activities is on ensuring such activities can be well integrated into each neighbourhood and effectively manage interfaces with residential activities so as not to compromise amenity values.

With respect to retailing, this remains limited to small scale convenience retail that is designed to service the immediate needs of the Jacks Point community and does not become a destination centre in its own right. Retail activities are limited to a small footprint of 200m<sup>2</sup> anywhere in the zone.

Two further changes to the Jacks Point Structure Plan are the addition of an Education Innovation Campus located on the lower flats at the northern end of the zone between Woolshed Road and the State Highway and a second Education Activity Area on the southern side of the Village Activity Area. The EIC is designed to enable technology based activities including commercial and medical research, laboratories, training, educational facilities and specialist health care activities. The range of activities provided for in the EIC are broadly commercial in nature, but focussed on technology and innovation. It is envisaged there would be an aggregation of similar or related businesses to maximise commercial interaction within a campus style environment having open space, connection to the trail network within a rural setting. There are further benefits in having the EIC in proximity to the medium density residential areas promoted within the R(HD) Activity Area through the range of accommodation options within this area, including potential for short stay visitor accommodation.

The Education Activity Area is much more focused on educational facilities and could accommodate a primary school or tertiary education institutions together with any related day care facilities. It is envisaged that playing fields or sports grounds would be part of such activities. Within this area the Education Activity Area benefits from its location alongside the Jacks Point Village and the established primary road network. Although some area of open space will be reduced (depending on the nature and scale of the proposal), Jacks Point has large areas dedicated to the retention of open space through the various open space activity areas and the use of land in this area promotes an efficient use and development of the available land resource in a manner that positively implements the higher order strategic growth policies (detailed further below).

## **5. Section 32 Assessment**

### **5.1 Purpose and Options**

The purpose of the Jacks Point Zone is to facilitate a high quality residential and small scale commercial development to provide for:

- greater housing supply to respond to strong demand for housing, including affordable housing;
- housing diversity, including provision for rural lifestyle blocks;
- more community, visitor accommodation and commercial activities focuses on the technology and business innovation;
- village commercial centres; and
- educational facilities.

Whilst the current operative District Plan provisions share many, if not all of these objectives, there is comparatively poor translation of these objectives to produce the integrated development of the three areas of the zone. It is proposed that the three areas of the Jacks Point Resort Zone be unified into one Structure Plan.

## 5.2 Strategic Directions

The following goals and objectives from the Strategic Directions chapter of the draft District Plan are relevant to this assessment:

<p><i>Goal 1: To develop a prosperous, resilient and equitable economy</i></p> <p><i>Objective 2: To recognise, develop and sustain the key local service and employment functions served by commercial centres and industrial areas outside of the Queenstown and Wanaka central business areas</i></p> <p><i>Objective 3: To enable the development of innovative and sustainable enterprises that contribute to diversification of the District's economic base and create employment opportunities</i></p>
<p><i>Goal 2: Strategic and integrated management of urban growth</i></p> <p><i>Objective 1: To ensure urban development occurs in a logical manner</i></p> <p><i>Objective 2: To manage development in areas affected by natural hazards</i></p>
<p><i>Goal 3: A quality built environment taking into account the character of individual communities</i></p> <p><i>Objective 1: To achieve a built environment that ensures our urban areas are desirable places to live, work and play</i></p>
<p><i>Goal 4: The protection of our natural environment and ecosystems</i></p> <p><i>Objective 8: To respond positively to Climate Change</i></p>
<p><i>Goal 5: Our distinctive landscapes are protected from inappropriate development</i></p> <p><i>Objective 3: To direct new subdivision, use or development to occur in those areas that have potential to absorb change without detracting from landscape and visual amenity values</i></p>
<p><i>Goal 6: To enable a safe and healthy community that is strong, diverse and inclusive for all people.</i></p> <p><i>Objective 2: To ensure a mix of housing opportunities</i></p> <p><i>Objective 4: To ensure planning and development maximises opportunities to create safe and healthy communities through subdivision and building design</i></p>

In general terms and within the context of this review, these goals and objectives are met by:

- Enabling development of high quality residential development and low level retail;
- Avoiding and mitigating in areas affected by natural hazards;
- Promoting quality developments with a range of housing options to meet the needs of the community;
- Reducing environmental effects within developments; and
- Promoting efficient use of existing services and infrastructure.

**Broad options considered to address issues**

Option 1: Retain the operative provisions

Option 2: Delete the Jacks Point Resort Zone provisions and rezone the component activity areas residential and commercial in accordance with the new and relevant District Plan provisions

Option 3: **(Recommend)**: Further integrate the three areas of Homestead Bay, Henley Downs and Jacks Point into a single integrated Jacks Point Zone; updated and streamlined to provide a coherent and consistent planning approach

	<p><b>Option 1:</b></p> <p><b>Retain the operative provisions</b></p>	<p><b>Option 2:</b></p> <p><b>Delete the Jacks Point Special Zone provisions and rezone the component activity areas residential and commercial in accordance with the new and relevant District Plan provisions</b></p>	<p><b>Option 3:</b></p> <p><b>Integrate the three areas of Homestead Bay, Henley Downs and Jacks Point into a single integrated Jacks Point Zone; updated and streamlined to provide a coherent and consistent planning approach.</b></p>
<p><b>Costs</b></p>	<ul style="list-style-type: none"> <li>• Could be a missed opportunity to integrate the three resort zones.</li> <li>• Does not enable further opportunities to integrate proposed activity areas increase development capacity.</li> <li>• Does not enable the opportunity to provide for an education innovation campus.</li> <li>• Does not allow for improvements to the State Highway access provisions.</li> <li>• May stifle opportunities for future residential and small scale commercial activities thereby limiting the ability for the Jacks Point Zone to prosper or meet the district's needs for affordable housing.</li> <li>• Does not give effect to the relevant goals and objectives of the Council's strategic directions.</li> <li>• Does not achieve the goal for a streamlined District Plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Has costs associated with going through the District Plan review process (but this is required by legislation).</li> <li>• Generic residential and commercial zonings do not offer the tailor made Structure Plans, objectives, policies and rules that a special zone can offer.</li> <li>• Fails to recognise the unique qualities of the existing master planned community at Jacks Point.</li> <li>• Creates uncertainty for the future of the Jacks Point due to lack of clarity around the new residential and commercial District Plan provisions.</li> </ul>	<ul style="list-style-type: none"> <li>• Has costs associated with going through the District Plan review process (but this is required by legislation).</li> </ul>

	<ul style="list-style-type: none"> <li>• Will maintain high administrative costs of blanket design controls and also high legal risks from the current ODP rules</li> </ul>		
<b>Benefits</b>	<ul style="list-style-type: none"> <li>• Retains the established approach which all stakeholders are familiar with, therefore providing certainty.</li> <li>• Low cost for Council.</li> <li>• Maintains strong planning regulation limiting scale of development therefore ensuring strong protection of existing amenity values.</li> </ul>	<ul style="list-style-type: none"> <li>• Simplifies and streamlines the District Plan by removing a special zone.</li> <li>• Would create consistency in District Plan zoning provisions.</li> </ul>	<ul style="list-style-type: none"> <li>• Allows a comprehensive review of the three Resort Zones to enable an integrated approach.</li> <li>• Enables improved and integrated vehicular site access and pedestrian/cyclist connections across the three parts to the Zones.</li> <li>• Potential for more development, including a new education innovation campus, and housing options.</li> <li>• Enables the consolidation of open space, golf, and passive recreation activities across the three Resort Zones.</li> <li>• Enables the opportunity for the provision of affordable housing</li> </ul>
<b>Ranking</b>	<b>2</b>	<b>3</b>	<b>1</b>

### 5.3 Evaluation of proposed Objectives Section 32 (1)(a)

Section 32(1) (a) requires an examination of the extent to which the proposed objectives are the most appropriate way to achieve the purpose of the Act. The following objective serves to address the key Jacks Point Zone issues. Reference is made to the Regional Policy Statement, and the Strategic Directions chapter of the Proposed District Plan which seeks to give effect to the purpose of the RMA (Section 5) in terms of the Queenstown Lakes District Council context:

<b>Proposed Objective</b>	<b>Appropriateness</b>
<p><b>Objective 3</b></p> <p><i>Development of an integrated community, incorporating residential living, visitor accommodation, community, small-scale commercial activity within a framework of open space and recreation amenities.</i></p>	<p>Sets a firm expectation that there will be change through low to medium density residential development and small scale commercial activities, but recognises that balance is required with regard to the protection of open space character, and therefore landscape and visual amenity values.</p> <p>Consistent with Goals 2, 3, 5 and 6 of the Strategic Directions chapter.</p> <p>Gives effect to RPS objective 5.4.3 relating to the protection of Otago’s outstanding natural features and landscapes, and objective 9.4.1 relating to meeting the needs of Otago’s people and communities.</p> <p>Gives effect to RPS policy 9.5.5 which deals with maintaining and enhancing the quality of life for people and communities within Otago’s built environment by avoiding, remedying or mitigating the adverse effects of subdivision, land use and development on landscape values.</p>

The above objective is considered to be the most appropriate method of achieving the purpose of the Act, as it identifies and gives direction to how the specific issues that pertain to the Jacks Point Zone are addressed.

### 5.4 Scale and Significance Evaluation

The level of detailed analysis undertaken for the evaluation of the proposed objectives and provisions has been determined by an assessment of the scale and significance of the implementation of the proposed provisions in the Special Zone chapter. In making this assessment, regard has been had to the following, namely whether the objectives and provisions:

- Result in a significant variance from the existing baseline.
- Have effects on matters of national importance.
- Adversely affect those with specific interests, e.g., Tangata Whenua.
- Involve effects that have been considered implicitly or explicitly by higher order documents.
- Impose increased costs or restrictions on individuals, communities or businesses.

### 5.5 Evaluation of the proposed provisions Section 32 (1) (b)

Section 32(1)(b) RMA requires examination of the provisions of the Jacks Point Zone (i.e. the policies, rules and Structure Plan) be assessed against the objective of the Jacks Point Zone to determine whether they are most appropriate for achieving the objective of the zone. This requires an identification of other reasonably practicable options. It also requires that the efficiency and effectiveness of the provisions being promoted be examined. The following section considers various broad options considered to address each issue and makes recommendations as to the most appropriate course of action in each case.

It is necessary to consider whether the proposed provisions are the most appropriate way to achieve the proposed Jacks Point Zone objective and deal with the issues highlighted in Section 4 of this Section 32 report. In doing so, the evaluation that follows considers the costs and benefits of the proposed provisions and whether they are effective and efficient. The proposed provisions are grouped by issue for the purposes of this evaluation as follows:

**Issues (1 to 6):**

Issue 1 – Integration

Issue 2 – Landscape Values

Issue 3 – Urban Form and Growth Pressures

Issue 4 – Development Potential and Housing Affordability

Issue 5 – Urban Design

Issue 6 – Commercial Activities and Community Facilities

**Objective: Development of an integrated community, incorporating residential living, visitor accommodation, community, small-scale commercial activity within a framework of open space and recreation amenities.**

Summary of proposed provisions that give effect to this objective:

- Stronger policies relating to an updated Jacks Point Structure Plan in order to integrate the three parts to the zones to consolidate access arrangements, open space, as well as residential and commercial activities.
- Stronger policies relating to density to enable medium density housing as well as low density residential.
- Removal of ultra vires issues associated with the Outline Development Plan.
- Make it clear when resource consent is required for certain activities.
- Stronger policies to enable visitor accommodation, small-scale commercial activities and community activities.

<b>Issue 1: <u>Integration</u></b>			
<b>Proposed provisions</b>	<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<p><b>Policies:</b> 12.2.1.1, 12.2.1.2, 12.2.1.5, 12.2.1.26</p> <p><b>Rules</b> 12.5.8 Structure Plan Activities; 12.6.6 Structure Plan; 12.6.10 Access to the State Highway; 12.6.19 Servicing</p>	<p><b>Environmental</b> The unification of the three parts to the zone does create a risk that the unique environmental conditions present in each zone could be overlooked. However, it is considered that the landscape and ecological values of the three areas are very similar and can be integrated.</p> <p><b>Economic</b> Integrating the three parts to the zone may require upgrades to road and pedestrian/cyclist connections in order to align the quality of access dependent on what has already been provided, and what is proposed.</p> <p>The medium density proposed as part of the integrated development is not without increased infrastructure upgrade costs. However, typically these costs will work out to be less than for traditional low density development in the long run.</p> <p><b>Social &amp; Cultural</b> Enabling further development capacity to medium density may generate some impact on the enjoyment of amenity values by existing property owners and occupants, with</p>	<p><b>Environmental</b> An integrated Structure Plan across the three parts to the zone will enable an improved integration of activities and road connections. In particular, the integration of access between the three areas will benefit residents and the wider public to ensure seamless road and trail connections. The careful consideration of open space provision will help to provide continuous recreation amenities across the three areas to the zone which will enhance the area, and retain the open space character.</p> <p><b>Economic</b> Enabling small scale commercial development through the two village areas and within certain neighbourhoods by way of resource consent will help support the local economy. In addition, by allowing for visitor accommodation, as well as a resident population, this provides increased patronage for the local businesses.</p> <p>Enabling medium density housing and improving development viability will help support more construction activity and associated employment and economic benefits.</p>	<p>More enabling policy and rules are considered to be an effective and efficient method of providing for an integrated Jacks Point community. Effectiveness of policy, encouraging and enabling Structure Plan integration, is central to the creation of an integrated community. A Structure Plan that integrates the three areas is the key to creating a complementary spatial layout. This approach to spatial planning is influenced by rules relating to open space, landscaping and passive recreation, State Highway Access, road and trail connections and residential density.</p> <p>Direct and unambiguous policies will aid effectiveness and efficiency, as will the concise and streamlined structure of the proposed provisions.</p>

	<p>the potential for greater noise and impacts on views and outlook.</p>	<p><b>Social &amp; Cultural</b></p> <p>Increased population and greater densities helps support the viability of cultural events and facilities. The medium densities now proposed at Jacks Point will enable a greater variation in residential options.</p> <p>Increased population and greater densities, especially if well designed, can help support a sense of community as well as promote health and safety measures.</p> <p>The provisions require consideration of private outdoor amenity space and access to public open space. The location and design of the Jacks Point Zone provides excellent access to private open space and the Wakatipu lakefront.</p>	
<p><b>Alternative options considered less appropriate to achieve the relevant objective and policies</b></p>			
<p><i>Option 1: Retain the operative provisions</i></p>	<ul style="list-style-type: none"> <li>• <i>Do not sufficiently promote or enable integration between Resort Zones expressed in the objective of creating an integrated community</i></li> <li>• <i>Lacks flexibility</i></li> <li>• <i>Adversely impacts upon development feasibility and therefore potential realisation of a consistent spatial planning approach across the three areas</i></li> </ul>		
<p><i>Option 2: Delete the Jacks Point Special Zone provisions and rezone the component activity areas residential and commercial in accordance with the new and relevant District Plan provisions</i></p>	<ul style="list-style-type: none"> <li>• <i>Would help achieve streamlining of the District Plan but to the detriment of recognising the special character of Jacks Point</i></li> <li>• <i>Would not help to improve road connections between the three areas</i></li> <li>• <i>Opportunity missed to join up open space, recreation and small scale commercial uses between the three areas</i></li> </ul>		

<b>Issues 2: Landscape Values</b>			
<b>Proposed provisions</b>	<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<p><b>Policies:</b> 12.2.1.1, 12.2.1.3, 12.2.1.4, 12.2.1.9, 12.2.1.16, 12.2.1.17</p> <p><b>Rules:</b> 12.5.2 Buildings; 12.5.4 Mining; 12.5.8 Structure Plan Activities; 12.5.11 Mining Activities; 12.6.4 Standards for Building; 12.6.5 Vegetation; 12.6.6 Structure Plan; 12.6.12 Earthworks; 12.6.17 Building Height; 12.6.20 Building Coverage</p>	<p><b>Environmental</b></p> <p>Attached to this report is an assessment of landscape and visual effects prepared by Boffa Miskell. This report examines the key changes in landscape terms proposed through the district plan review for Jacks Point as including:</p> <ol style="list-style-type: none"> <li>1. Minimal changes to the existing Jacks Point Neighbourhoods, and inclusion of an Education Area</li> <li>2. Changes to medium density residential housing in the Hanley Downs Residential areas in terms of density and extent</li> <li>3. Introduction of Farm Preserve Areas with large homesite rural living and management of open space on the lower southern slopes of the Peninsula Hill Landscape Protection Area</li> <li>4. Inclusion of an Education Innovation Campus in Hanley Downs</li> <li>5. Provision for an additional entrance to Hanley Downs along Woolshed Road</li> </ol> <p>The assessment careful review the potential landscape effects from these changes, taking into account the visibility mapping (Appendix D) and proposed mitigation alongside the State Highway and EIC to minimise visibility. The report identifies potential adverse effects</p>	<p><b>Environmental</b></p> <p>The integration of the three areas of the zone enables greater linkages between open space areas in order to form natural wildlife corridors to improve habitat connectivity, and therefore protect the biodiversity of the area. It also provides a means to minimise the impact on the landscape amenity of the area by retaining vegetation over a larger area in a comprehensive manner.</p> <p><b>Economic</b></p> <p>Sensitive development of the Jacks Point area, including the golf course and visitor accommodation will act to increase visitor numbers to this part of greater Queenstown. Therefore, increasing the economic viability of this area.</p> <p><b>Social &amp; Cultural</b></p> <p>A more cohesive and integrated population around existing settlements, utilising existing infrastructure so as not to encroach on additional landscaped areas. The retention of amenity spaces including the Jacks Point golf course, provide recreational facilities and passive open space, as well as serving to protect landscape values.</p>	<p>Growth in the district is inevitable and the Council has to plan for these increases. New development inevitably changes the landscape values of the area. Therefore, effective policies and rules are required to mitigate against any possible negative impacts.</p> <p>A range of policies include those to ensure landscape values are not compromised and which also align with the Councils strategic directions relating to the management of the districts landscapes.</p> <p>Dealing with these environmental issues in a consistent manner for the Jacks Point Zone is considered to be an efficient approach.</p>

	<p>(environment costs) along with the methods proposed to avoid or mitigate these effects.</p> <p><b>Economic</b> Overdevelopment of the Jacks Point area would lead to a loss of landscape amenity values and therefore a reduction of visitors to the area. The strong approach taken through the Structure Plan, policies and relates rules act to prevent that from occurring.</p> <p><b>Social &amp; Cultural</b> Insensitive development would negatively impact on landscape amenity and nature conservation. This would serve to reduce natural heritage values which would impact on cultural associations with the land. Planning provisions are in place to avoid overdevelopment of the land, and protect existing vegetation.</p>		
<p><b>Alternative options considered less appropriate to achieve the relevant objectives and policies:</b></p>			
<p><i>Option 1: Retain the operative provisions</i></p>	<ul style="list-style-type: none"> <li>• <i>Opportunity missed to provide a comprehensive approach to landscape planning across the parts to the existing Jacks Point Resort Zone</i></li> <li>• <i>Lacks flexibility</i></li> </ul>		
<p><i>Option 2: Delete the Jacks Point Special Zone provisions and rezone the component activity areas residential and commercial in accordance with the new and relevant District Plan provisions</i></p>	<ul style="list-style-type: none"> <li>• <i>Would delete Jacks Point Zone specific landscape and ecological provisions</i></li> <li>• <i>Generic residential and commercial zone policies and rules will not be specific enough to the area</i></li> <li>• <i>A Structure Plan is required to join up the open space areas</i></li> </ul>		

<b>Issues 4 and 5: Urban Form, Growth Pressures, Development Potential and Affordable Housing</b>			
<b>Proposed provisions</b>	<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<p><b>Policies:</b> 12.2.1.1, 12.2.1.2, 12.2.1.11, 12.2.1.12, 12.2.1.13, 12.2.1.17, 12.2.1.19</p> <p><b>Rules:</b> 12.5.2 Buildings; 12.5.5 Medium Density Residential Housing; 12.5.6 Commercial Activities, Community Activities and Visitor Accommodation; 12.5.8 Structure Plan Activities; 12.6.6 Structure Plan; 12.6.13 Density</p>	<p><b>Environmental</b> The development of Jacks Point needs to be sympathetic to the surrounding area otherwise the urban form will dominate the landscape. Mitigation measures, including planting to screen the development from the State Highway will be effective in dealing with the visual impacts of the proposals.</p> <p><b>Economic</b> Enabling additional development opportunities, including medium density residential, may result in land supply exceeding demand, which may have a negative impact on property values.</p> <p><b>Social &amp; Cultural</b> An increase in population in Jacks Point could have an impact on noise, traffic and crowding. However, there are planning provisions to prevent overdevelopment.</p>	<p><b>Environmental</b> The Structure Plan and associated policies and rules ensure that Jacks Point retains its open space character.</p> <p><b>Economic</b> The anticipated growth in population in the Queenstown area results in the need for more land supply and non-residential activities to support a community purpose.</p> <p><b>Social &amp; Cultural</b> A more cohesive and integrated population, around existing development. Utilising existing infrastructure and amenity spaces.</p> <p>Strong development control policies mitigate against noise and potential overdevelopment. An increase in land supply also makes housing more affordable in the Queenstown area.</p>	<p>Growth in the district is inevitable and the Council has to plan for these increases. The Council's Growth Management Strategy identifies the need for medium density areas to support new growth and good design to retain the quality of the environment.</p>
<b>Alternative options considered less appropriate to achieve the relevant objectives and policies:</b>			
<i>Option 1: Retain the operative provisions</i>		<ul style="list-style-type: none"> <li>Does not support the growth of the district</li> <li>Does not conform with the Council's Growth Management Strategy</li> <li>Does not provide a unique set of planning provisions, including a Structure Plan for the whole of Jacks Point</li> </ul>	
<i>Option 2: Delete the Jacks Point Special Zone provisions and rezone</i>		<ul style="list-style-type: none"> <li>Would help achieve streamlining of the District Plan but to the detriment of recognising the urban form of Jacks Point to maintain its open space character</li> </ul>	

<p><i>the component activity areas residential and commercial in accordance with the new and relevant District Plan provisions</i></p>	<ul style="list-style-type: none"> <li>• <i>Would not help to achieve the medium density housing required to contribute to the Council's Growth Management Strategy</i></li> <li>• <i>Opportunity missed to join up open space, recreation and small scale commercial uses between the three areas via an integrated Structure Plan</i></li> </ul>
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<p><b>Issue 6: <u>Urban Design</u></b></p>			
<p><b>Proposed provisions</b></p>	<p><b>Costs</b></p>	<p><b>Benefits</b></p>	<p><b>Effectiveness &amp; Efficiency</b></p>
<p><b><u>Policies:</u></b> 12.2.1.1, 12.2.1.2, 12.2.1.5, 12.2.1.12, 12.2.1.13, 12.2.1.14, 12.2.1.15, 12.2.1.18, 12.2.1.19, 12.2.1.20, 12.2.1.21, 12.2.1.26</p> <p><b><u>Rules:</u></b> 12.5.2 Buildings; 12.5.5 Medium Density Residential Development; 12.5.6 Commercial Activities, Community Activities and Visitor Accommodation; 12.6.4 Standards for Building; 12.6.6 Structure Plan; 12.6.7 Setbacks from Roads and</p>	<p><b><i>Environmental</i></b> The increased population proposed in Jacks Point through the development of new and expanded residential neighbourhoods and medium density housing could negatively impact on the landscape and ecology values of the area. Good urban design, including the retention of open space, will mitigate against these potential costs.</p> <p><b><i>Economic</i></b> The Structure Plan is a co-ordinated approach to the location of the commercial village centres of Homestead Bay and Jacks Point. The cost of not providing this direction could be ad hoc small scale commercial development that would not be best situated to accommodate the resident population.</p> <p><b><i>Social &amp; Cultural</i></b> An increase in population at Jacks Point has the potential to produce increased noise, traffic and crowding. Good urban design,</p>	<p><b><i>Environmental</i></b> A Structure Plan for the Jacks Point Zone areas will promote the networks of open spaces, trails and recreation amenities. The wetland areas will also be protected against development.</p> <p><b><i>Economic</i></b> The small scale commercial activities, healthcare, education innovation campus and visitor accommodation are provided for in an integrated manner enable maximum connections between activity stimulating business and economic growth.</p> <p><b><i>Social &amp; Cultural</i></b> A Structure Plan will provide for well-connected internal road networks, pedestrian and cycle trails to improve the movement of people through the Jacks Point zones. In addition, it will also outline the recreation and open space areas that are accessible to the public.</p>	<p>The planning provisions are designed to ensure that the buildings and other structures within the zone are appropriate to the area in which they are located, with regard to external appearance and the surrounding area.</p>

<p>Internal Boundaries; 12.6.8 Continuous Building Length; 12.6.10 Access to the State Highway; 12.6.13 Density; 12.6.15 Building Colours and Roof Form; 12.6.17 Building Height; 12.6.20 Building Coverage; 12.6.22 Location of Retail Activities</p>	<p>including maintaining good connections, street layout and the design of neighbourhoods avoids the potential for social disconnection and mitigate against the impacts of this population gain.</p>		
<p><b>Alternative options considered less appropriate to achieve the relevant objectives and policies:</b></p>			
<p><i>Option 1: Retain the operative provisions</i></p>	<ul style="list-style-type: none"> <li>• <i>Will not enable the development of an improved Structure Plan</i></li> <li>• <i>Does not support the growth of the district in terms of the provision of medium density housing</i></li> <li>• <i>Does not conform with the Council's Growth Management Strategy</i></li> </ul>		
<p><i>Option 2: Delete the Jacks Point Special Zone provisions and rezone the component activity areas residential and commercial in accordance with the new and relevant District Plan provisions</i></p>	<ul style="list-style-type: none"> <li>• <i>Would help achieve streamlining of the District Plan but to the detriment of recognising the urban form of Jacks Point to maintain its open space character</i></li> <li>• <i>Would not help to achieve the medium density housing required to contribute to the Council's Growth Management Strategy</i></li> <li>• <i>Opportunity missed to join up open space, recreation and small scale commercial uses between the parts of the zone via an integrated Structure Plan</i></li> </ul>		

<b>Issue 6: Commercial Activities and Community Facilities</b>			
<b>Proposed provisions</b>	<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<p><b>Policies:</b> 12.2.1.1, 12.2.1.2, 12.2.1.11, 12.2.1.15, 12.2.1.16, 12.2.1.18, 12.2.1.19, 12.2.1.22</p> <p><b>Rules:</b> 12.5.1 Education and Day Care Facilities; 12.5.4 Mining; 12.5.6 Commercial Activities, Community Activities and Visitor Accommodation; 12.5.7 Sale of Liquor; 12.5.8 Structure Plan Activities; 12.5.9 Factory Farming; 12.5.10 Forestry Activities; 12.5.11 Mining Activities; 12.5.12 Industrial Activities; 12.5.14; 12.6.14 Scale of Commercial Activity; 12.6.21 Outside</p>	<p><b>Environmental</b> The development of small scale commercial and community facilities will result in the increased up take of land to create the village centres. The village centres have the potential to reduce visual amenity values, generate noise and constitute an overdevelopment of the land. Good urban design, including a compact village centre urban form, will reduce these potential costs.</p> <p><b>Economic</b> The development of large scale commercial activities in the Jacks Point Zone has the potential to reduce the commercial viability of existing local businesses. A report by McDermott (2013) has identified that appropriate small scale commercial development will not detract from the number of Jacks Point residents utilising central Queenstown as their main retail precinct and workplace destination.</p> <p>Industrial activities have the potential to compromise the viability and function of other commercial centres within the District. The policies and rules seek to prevent this outcome.</p>	<p><b>Environmental</b> The Structure Plan layout ensures that the village centres containing community and small scale commercial activities are of a compact urban form, and therefore not sprawled out across the site. This approach benefits the landscape, ecological and visual amenity values of the zone.</p> <p>A greater range of commercial and business functions occurring within the Jacks Point community has greater potential for residents to live and work within the same area. The range of proposed commercial activities together with the network of open spaces, pedestrian and road connections actively seek to promote these outcomes. For the environment benefits of reduced travel and greenhouse gas emissions.</p> <p><b>Economic</b> Increases in population in the Jacks Point area result in the need for more non-residential small scale commercial activities and therefore require them to support a community purpose.</p> <p>In economic terms and greater proportion of mixed use living and working options will</p>	<p>Growth in the Queenstown district is inevitable. It is important to plan for the needs of new communities. Enabling the development of a Structure Plan and provisions for the Jacks Point area that incorporates essential community facilities such as a healthcare centre and education facilities, as well as small scale commercial activities, enables the development of an integrated community. This is consistent with the objective for Jacks Point Zone and higher order strategic growth objectives. This will ensure the effectiveness and efficiency of the planning provisions.</p>

<p>Storage; 12.6.22 Location of Retail Activities;</p>	<p><b>Social &amp; Cultural</b> Increase in village centre small scale commercial activities could have a negative impact on noise, traffic and crowding.</p> <p>Without regulation, there are a range of non-residential activities, including factory farming, mining, heavy industrial activities, manufacturing and offensive trades that could adversely impact social and community values within Jacks Point. The provisions seek to avoid such outcomes through rules and related policies.</p>	<p>mean increased potential for economic growth occurring with the zone. The provisions relating to the EIC in particular seek to maximise the extent to which compatible business can aggregate within one area and leverage from the technology and innovation focus the plan provisions seek to enable.</p> <p><b>Social &amp; Cultural</b> A more cohesive and integrated layout of the Jacks Point village centres, which utilises existing infrastructure and amenity spaces.</p> <p>Ensures the provision of essential community services such as healthcare and education. Community amenities such as access to passive and active open space (including golf courses) as well as cycle and pedestrian trails, are also beneficial.</p> <p>The provisions also propose strong development control policies and rules to mitigate against the noise generated by small scale commercial activities, parking and manoeuvring problems, and the overdevelopment of the zone.</p>	
<p><b>Alternative options considered less appropriate to achieve the relevant objectives and policies:</b></p>			
<p>Option 1: Retain the operative provisions</p>	<ul style="list-style-type: none"> <li>• Pressure on existing services</li> <li>• Does not support the growth of the district</li> <li>• Does not conform with the Council's Growth Management Strategy</li> </ul>		

<p><i>Option 2: Delete the Jacks Point Special Zone provisions and rezone the component activity areas residential and commercial in accordance with the new and relevant District Plan provisions</i></p>	<ul style="list-style-type: none"><li>• <i>Would help achieve streamlining of the District Plan but to the detriment of recognising the urban form of the village centres in the Structure Plan</i></li><li>• <i>Opportunity missed to join up the small scale commercial village centre uses between the three parts of the zone via an integrated Structure Plan approach</i></li><li>• <i>Would not enable the incorporation of place specific development controls to mitigate against the overdevelopment of the zone and potential interface issues.</i></li></ul>
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## **5.6 Efficiency and effectiveness of the provisions**

The revised provisions are drafted to specifically address the resource management issues identified with the current provisions, and to enhance those provisions that already function well. A number of sections of the existing provisions have been removed to aid the readability of the District Plan and delete redundant provisions in order to keep the provisions to a minimum.

By simplifying the objectives, policies and rules, the subject matter becomes easier to understand for users of the Plan both as applicant and processing planner. Removal of technical or confusing wording also encourages correct use. With easier understanding, the provisions create a more efficient consent process by reducing the number of consents required and by expediting the processing of those consents.

## **5.7 The risk of not acting**

It is noted that the opportunity to rollover many of the existing provisions exists. This may also be improved by some minor amendments to the provisions in response to the resource management issues raised. Neither of these approaches reflects the current changing nature of the RMA with its drive to simplify and streamline. The District Plan is a forward planning mechanism, displaying the opportunity to make bold changes in order to make a more noticeable difference. Not taking the approach of integrating these three parts of Jacks Point, will not advance the usefulness of the District Plan in the pursuit of its function to promote the sustainable management of natural and physical resources.

## **6. The Proposed Provisions**

The proposed provisions are attached as follows:

**Appendix A** – Jacks Point Zone Structure Plan - [link](#)

**Appendix B** – Jacks Point Zone Provisions (Objectives, Policies and Rules) - [link](#)

**Appendix C** - Coneburn Resource Study Update - [link](#)

**Appendix D** - Assessment of Landscape and Visual Effects - [link](#)