

QLDC Proposed District Plan
Jeff Brown – summary statement to primary evidence
Jeremy Bell Investments Ltd

13 June 2017

1. This is a summary statement to my primary evidence dated 4 April 2017. My evidence supports the JBIL submission seeking rezoning of 14.5ha of rural land opposite Wanaka Airport to the Airport Zone (**AZ**).
2. My primary evidence contained modifications to the Airport Zone (**AZ**) – the inclusion of the “Structure Plan A” provisions. I set these out (with further modifications) in “**A**” attached. They include a brief statement in the Zone Purpose; a policy; a bespoke structure plan that recognises the opportunities inherent in the land and its landscape context; and rules relating to the activities and the structure plan.
3. The activities enabled in the Structure Plan A area are as for the AZ at Wanaka Airport, in Table 11 (Rules 17.4.16 – 17.4.29), which are:
 - Airport Activities and Airport Related Activities that complies with the relevant standards (permitted activities);
 - Scientific Aviation and Space Research Activities; Aviation Schools; Facilities and activities associated with veteran, vintage and classic aircraft operations, aviation museums and aero recreation; Air Shows; Military Training Operations (all permitted activities);
 - Buildings for Airport Activities or Airport Related Activities (controlled activities), and signage.
4. The Structure Plan A provisions also provide for a limited amount of visitor accommodation (**VA**) outside of the outer control boundary. I address this further below.
5. There are some listed prohibited activities, and any other activity is non-complying (Rule 17.4.15).
6. An Airport Activity by definition means land used wholly or partly for the landing, departure and surface movement of aircraft, including aircraft operations, servicing, training, associated offices, runways, taxiways, aprons, hangars, air traffic control, navigation and safety aids, carparking, fuel storage and refuelling facilities, and facilities for hazardous substances.

¹ These rules are from the Council’s right of reply version (by Rebecca Holden) dated 13 December

7. An Airport Related Activity means an ancillary activity or service that provides support to an airport, including land transport activities; buildings and structures; servicing and infrastructure; police stations, fire stations, medical facilities, and education facilities provided they serve an aviation related purpose; retail and commercial services and industry associated with the needs of airport passengers, visitors and employees and/or aircraft movements and airport businesses; catering facilities; quarantine and incineration facilities; border control and immigration facilities; administrative offices ancillary to Airport or Airport Related Activities; and farming activities.
8. The two sets of activities are defined separately; the distinction between them is locational. An Airport Activity is either an “air-side” activity (e.g. a runway) or in almost all cases requires an air-side location (e.g. a plane refuelling facility). An Airport Related Activity does not necessarily need to be air-side, as evidenced at and near many other airports, as I discussed in my primary evidence.
9. The Astral report indicates that 32ha of additional land is needed at Wanaka Airport for mainly air-side activities over a planning horizon of 40 years. Astral’s assessment has not factored in the kinds of Airport Related Activities that do not require an air-side location but nevertheless need to be at or close to the airport, including those associated with scheduled air transport services, freight and logistics, storage, airline catering, related offices, administration, compatible visitor accommodation, and so on.
10. The Queenstown Airport Corporation (**QAC**) now supports JBIL’s proposal for complementary uses established within the JBIL land². This support has four caveats, which I comment on as follows:
 - *Noise sensitive activities are to be excluded.* No residential or other sensitive activities are provided for in the Structure Plan A area except for small scale VA that would be complementary to the airport because it would be outside the outer control boundary (**OCB**) and would serve those who benefit from staying close to the airport, in particular, for example, pilots, mechanics and others who are directly involved in airport operations. Structure Plan A contains land outside the OCB which allows for this;
 - *Development is to be sympathetic to the landscape.* The Structure Plan provisions address this, as discussed by Ms Snodgrass;
 - *The development should consider airport operations.* The provisions exclude sensitive activities (except for the VA but this is outside the OCB) and include activities that are complementary to the airport;

² QAC letter dated 9 June 2017

- *The development should deliver safe pedestrian and vehicular connection between the airport and the site.* Mr Carr has addressed these matters.

11. The airport's gravity has attracted various non-airport activities, including, for example, the toy museum, a brewery and the Have-a-Shot operation on the JBIL land. These benefit from the airport's role as a destination for visitors (for scenic flights etc) and the activities feed off each other. The physical outcome has been a consolidation of development in and nearby the airport.
12. Ms Banks considers that Mr Carr's traffic assessment has underestimated development capability in the Structure Plan A area. I disagree with that. The calculations are shown in Appendix B of Ms Snodgrass' evidence. The maximum total building area is around 5.5ha. That translates to a total building coverage of 38% across the Structure Plan A area, which then translates to 52.9% (say 50%) coverage and gross floor area on a per lot basis, (i.e. it allows for one storey development only). I have included a rule in the provisions accordingly. It allows for a maximum gross floor area of 50% of the lot area, with non-complying status for any breach, to recognise the traffic implications.
13. Mr Barr criticises the proposed rezoning on several grounds, which I address as follows.

Lack of substantive growth information and sufficient land capacity already

14. Mr Barr's view is that there is enough land within QAC's ownership to accommodate the foreseeable growth of the airport. My view is that the land ownership is not relevant to addressing land needs. The relevant factors are location and other attributes of the land, whether there are any constraints to the zoning, such as traffic or landscape factors, and whether there are any other externalities such as retail distribution effects on the town centre.
15. I address town centre effects below. In relation to traffic and landscape effects, in reliance on Mr Carr and Ms Snodgrass, development in accordance with Structure Plan A is acceptable, in my view.

JBIL land would be sporadic development and cause sprawl along the road

16. I disagree with Mr Barr that the Structure Plan A development would be sporadic or cause sprawl along roads. Structure Plan A consolidates the airport development and takes into account the amenity as viewed from the highway, and it prevents ad hoc development that in my view would inevitably arise under the rural zone because of the attraction of the airport.
17. Further, there would be around 2km of airport development along the north side of the highway if all of the QAC's land is developed.

18. I agree with Mr Barr's concern about the potential for precedent in relation to land on the opposite side of Mt Barker Road, but I consider that that land is also captured by the airport's attraction and may be the subject of future applications, and so suffers from potential precedent effects anyway. The existence of Structure Plan A might add to that potential but I do not consider that that is a sufficient reason to reject Structure Plan A. There is no proposal for rezoning now, and any application would need to be tested on its merits under the rural zone provisions.

Adverse effects on Wanaka Town Centre

19. As I addressed above, there is a range of non-air-side activities including many Airport Related Activities and those that complement the airport and benefit from close proximity to it but which are not provided for or are not an appropriate fit elsewhere, and these include, for example, the toy museum and the Have-a-Shot operations. These latter activities have been present at the airport for many years but would be non-complying in the AZ (including in the Structure Plan A area).
20. I have contemplated whether such activities should be provided for by a specific rule in the Structure Plan A area, but consider that the catch-all non-complying status is the most appropriate, so that any proposed activity is tested as to its effects and how it bears under the objectives and policies of the AZ and the higher order chapters. The AZ contains the following policies:

- 17.2.2.2** **Ensure land uses including Airport Related Activities have a legitimate relationship with Airport Activities and are only allowed where they are of a size (either individually or cumulatively) that:**
- a. is ancillary to and support part of the operation of an Airport Activity; and**
 - b. do not adversely affect the key local service and employment function of Wanaka Town Centre or other commercially zoned areas within the District**
- 17.2.2.3** **Only allow retail and food and beverage facilities which are designed and operated and of a nature, scale and intensity to service visitors, passengers or workers engaged in or associated with Airport Activities or Airport Related Activities within the Wanaka Airport zone, and are unlikely to attract significant patronage outside of this purpose.**

21. These are more appropriate for the Structure Plan A area than the rural objectives and policies, in my view, because they focus attention on the relationship with the airport, which is the key reason for my support for the Structure Plan A area.
22. The policies apply across the AZ, including for the QAC land. The QAC land is more appropriate for air-side activities but for Airport Related Activities and for any other activity that may attempt to pass the s104D tests, both the QAC and the Structure Plan A areas are appropriate.

23. I therefore consider that Mr Barr's concerns about the potential effects of activities on the town centre zone are unfounded. The objectives and policies are sufficiently robust enough to test any proposal that falls outside the expected AZ activities, regardless of location in the AZ.

General comments and conclusion

24. I consider that the zone change is appropriate as the Structure Plan A land has a much stronger association with the airport than with the greater Criffel farm. That it is not owned by QAC should not be a consideration, because it is suitable for Airport Related Activities and possibly for other activities that benefit from the relationship with the airport. As I indicated in my primary evidence, there are many examples of airports and environs with airport and related activities that do not require an air-side location, and for which separation from the airport by a road is not an impediment.
25. The objectives and policies of the AZ are more suitable for the JBIL land than those of the rural zone. Activities that seek an airport location are able to be accommodated in a structured manner rather than an ad hoc manner that would arise with the rural zone.
26. I therefore maintain my view that the Airport Zone – Structure Plan A provisions are appropriate and consistent with:
- Mr Barr's principles for considering the various requests for rezonings³;
 - the higher order provisions of the Proposed District Plan; and
 - Part 2 of the Act.

J A Brown

13 June 2017

³ I addressed these in section 4 of my primary evidence

A

Proposed modifications to the QLDC's Stream 8 right of reply provisions for the Airport Zone, with proposed changes in **blue** (as per my primary evidence) and further changes in **red**.

- (a) At 17.1 (Zone Purpose), add a new paragraph after the last paragraph:

Development in the area adjacent to State Highway 6 and Mount Barker Road opposite Wanaka Airport will be managed by a structure plan to promote amenity values.

- (b) At 17.2, add a new policy 17.2.3.4:

17.2.3.4 On the western side of State Highway 6 and Mount Barker Road opposite Wanaka Airport, promote quality design and amenity outcomes by developing in accordance with a structure plan.

- (c) At Rule 17.4, Modify Table 1 (Activities located in the Airport Zone):

Table 1 – Activities located in the Airport Zone		Activity Status
17.4.14	Visitor Accommodation <u>except as provided for in Rule 17.4.14A below</u>	PR
<u>17.4.14A</u>	<u>Visitor Accommodation complying with Rule 17.5.18</u>	<u>P</u>
Wanaka Airport		
17.4.16	Any Airport Activity (excluding Aircraft Operations and Buildings) and Airport Related Activity (excluding Buildings) that complies with the relevant standards in Table 3 <u>or Table 4</u>	P
<u>17.4.30</u>	<u>Buildings within the Landscape Protection Area in the Structure Plan A area</u>	<u>PRO</u>
...

- (d) Modify Table 3 (Standards for activities located in the Wanaka Airport Zone):

Table 3 Standards for activities located in the Wanaka Airport Zone		Non-compliance status
17.5.7	Minimum Building Setback <u>(except as shown within the Wanaka Airport – Structure Plan A area)</u>	RD
...
17.5.8	Maximum Building Height <u>(except as shown within the Wanaka Airport – Structure Plan A area)</u>	RD
...

- (e) Add a new Table 4 (Standards for activities located in the Wanaka Airport Zone – Structure Plan A area):

<u>Table 4: Standards for activities located in the Wanaka Airport Zone – Structure Plan A area</u>		<u>Non-compliance status</u>
<u>17.5.13</u>	<u>Maximum Building Height</u> <u>Buildings shall not exceed the building heights as follows:</u>	<u>NC</u>

	<ul style="list-style-type: none"> • <u>A1: 7m</u> • <u>A2: 10m</u> • <u>A3: 12m</u> 	
<u>17.5.14</u>	<p><u>Minimum Building setbacks</u></p> <p>(a) <u>From the road boundary: 5m.</u></p> <p>(b) <u>From the Landscape Protection Area:</u></p> <ul style="list-style-type: none"> • <u>A1: 5m</u> • <u>A2: 10m</u> • <u>A3: 10m</u> <p>(c) <u>From the south-eastern boundary of L3: 5m.</u></p>	<u>NC</u>
<u>17.5.15</u>	<p><u>Maximum gross floor area</u></p> <p><u>50% of lot area</u></p>	<u>NC</u>
<u>17.5.16</u>	<p><u>Building design and glare</u></p> <p><u>17.5.16.1 The external materials or all buildings shall be finished in recessive colours in the shades of natural greens, greys, and browns;</u></p> <p><u>17.5.16.2 The exterior of buildings shall be designed so that roof and wall colours are limited to a maximum reflectivity of 36% except where trims, highlights and signage totalling up to 10% of the façade area may exceed this level and be of contrasting colour;</u></p> <p><u>Discretion is restricted to all of the following:</u></p> <ul style="list-style-type: none"> • <u>Effects on the landscape values of the wider area;</u> • <u>The purpose of the building and the operational requirements of the activity it contains.</u> 	<u>RD</u>
<u>17.5.17</u>	<p><u>Visitor Accommodation</u></p> <p><u>17.5.17.1 Any visitor accommodation shall be located outside the Outer Control Boundary</u></p> <p><u>17.5.17.2 Any visitor accommodation shall be restricted to one operation comprising no more than 30 guest rooms and related activities</u></p>	<p><u>PRO</u></p> <p><u>NC</u></p>

(f) Add new rule, Rule 17.8, as follows:

17.8 Wanaka Airport – Structure Plan A

[insert Structure Plan A]

(g) Modify Chapter 27 – Subdivision as follows by adding a new standard as follows:

27.8.10 Structure Plan A area at Wanaka Airport

27.8.10.1 Amenity planting – Airport Zone – Wanaka Airport
Structure Plan A:

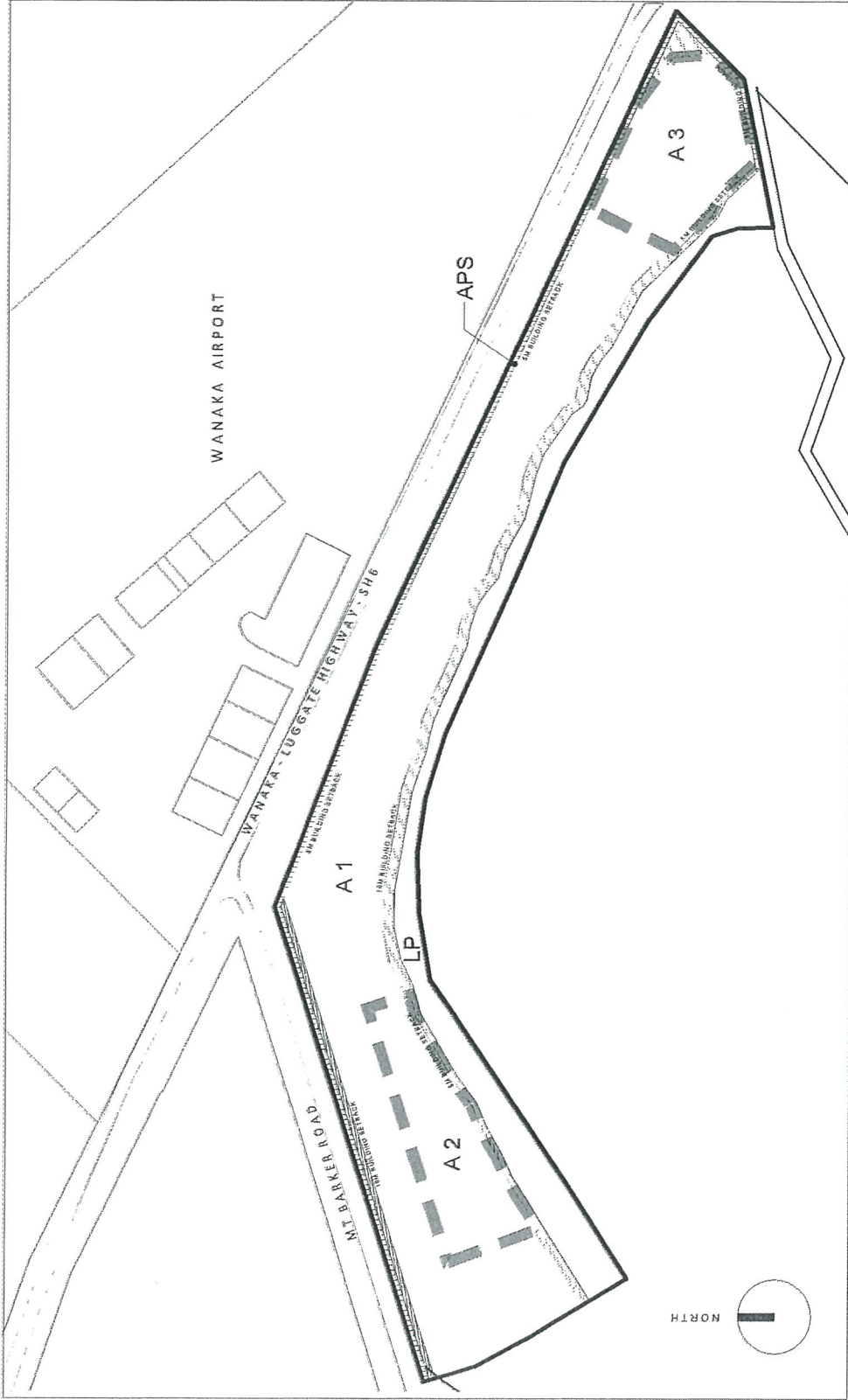
(a) At the time of the first subdivision to create lots within the Structure Plan A area (Rule 17.8) at Wanaka Airport, the road boundary setback area marked APS on Structure Plan A shall be landscaped for amenity purposes, in accordance with the following:

- Height: up to 10m max height at maturity
- Density: irregular groupings, non-linear, to enable visual permeability
- Variety of species: a deciduous / native mix of trees and shrubs

(b) The above rule shall not apply to any road crossing area.

(c) Legal mechanisms shall be imposed on the certificates of title to ensure that the planting is successful and is maintained in perpetuity.

(h) Modify Planning Map 18A by zoning the Structure Plan A land as Airport Zone – Wanaka.



STRUCTURE PLAN LEGEND

- A 1 Area 1
10m height restriction
- A 2 Area 2
12m height restriction
- A 3 Area 3
7m height restriction
- LP Landscape Protection area on
toe of escarpment (landscape
retained or enhanced)
- APS 5m wide Amenity Planting Strip
to include native and deciduous
exotic species of trees with a
mature height of no more than
10m, planted at irregular
spacings.

WANAKA AIRPORT ZONE - STRUCTURE PLAN A

SCALE 1:4000 @ A3 - MARCH 2017

