

S35 Monitoring Report Frankton Flats Special Zones

2025

Contents

Executive Summary	3
Introduction - Requirements of the Resource Management Act (1991).....	4
District Plan Monitoring.....	4
What are these Special Zones?	5
How were the zones created?	6
Frankton Flats	6
Frankton Flats B	7
What are the Zones aiming to Achieve?	8
The “State” of the Special Zones	11
Resource Consents	12
Frankton Flats (FFSZ)	12
Frankton Flats B (FFBSZ)	16
Average Cost & Processing Time of Resource Consents	25
Building Consents	26
In person survey data	27
Overview of Regulatory Complaints within the Zones	30
How much development does the Zone enable?	30
How Effective are the Special Zone Objectives, Policies and Rules?.....	32
Effectiveness of the Objectives and Policies	32
Effectiveness of the Rules	45
Findings	46
Appendix 1: Objectives and Policies relevant to specific Activity Areas	48

Executive Summary

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

Introduction - Requirements of the Resource Management Act (1991)

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

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

Every local authority shall monitor-

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

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

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

District Plan Monitoring

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

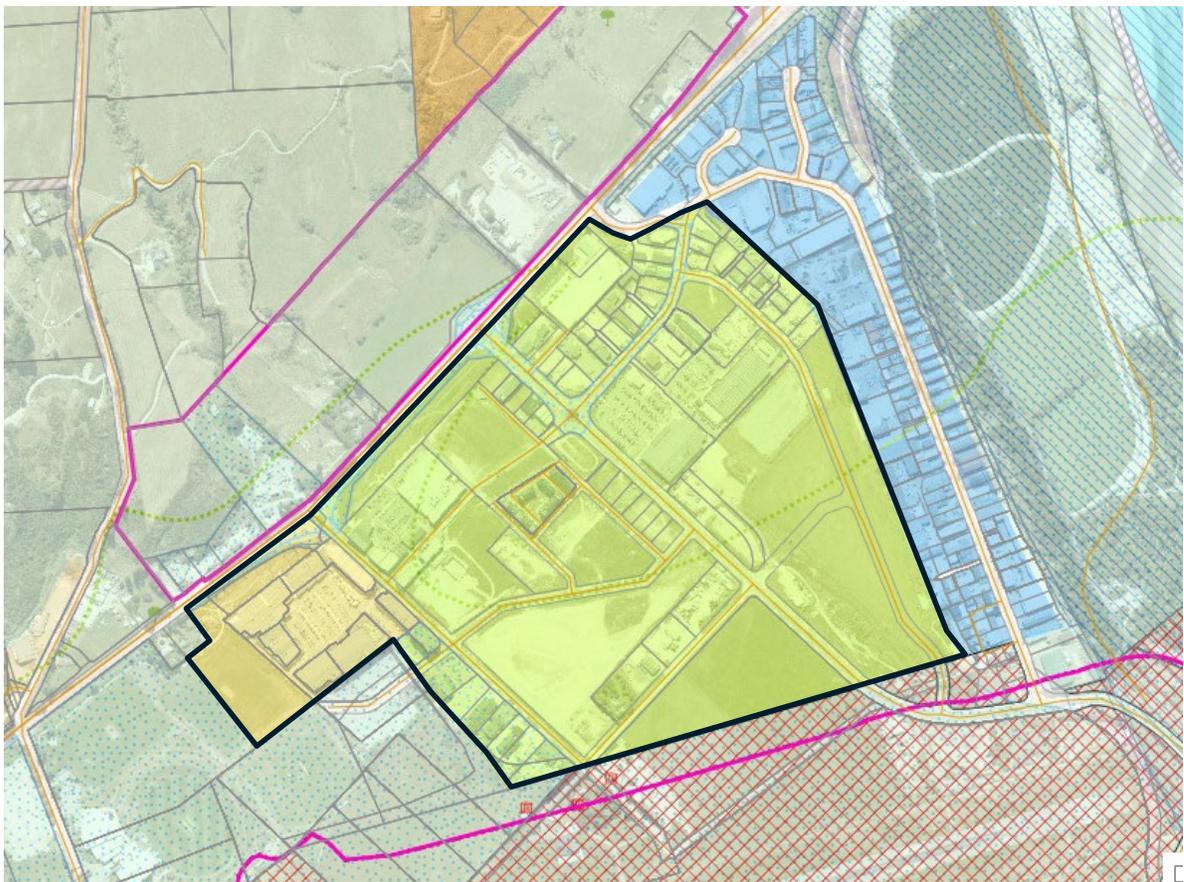
Plan Efficiency monitoring refers to comparing the costs of administering the Plan's provisions incurred by applicants, the Council and other parties compared to the outcomes or benefits achieved. It is noted here that determining what level of costs are acceptable is generally a subjective judgement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

What are these Special Zones?

The Frankton Flats area consists of two Special Zones, Frankton Flats Special Zone and Frankton Flats (B) Zone, which are both under Chapter 12 of the Operative District Plan (ODP) and have separate Structure Plans and Rules. For the purpose of this report these two areas will be defined as;

- Frankton Flats Special Zone (**FFSZ**)
- Frankton Flats (B) Special Zone (**FFSZB**)

Figure 1 Frankton Flats - Yellow. Frankton Flats B - Green



These zones are located within the wider Frankton Area and are adjacent to State Highway 6 (north-western boundary), The Queenstown Airport (southern boundary), the Queenstown Events Centre (south-western boundary) and a General Industrial and Service Zone (eastern boundary).

How were the zones created?

Frankton Flats

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

The relief sought by Terrace Towers was rejected by the Council, and in the 1998 Plan following decisions on submissions the land was zoned Rural General. This decision was appealed to the Environment Court by Terrace Towers (Pty) Limited (RMA 1028/98). The original reference by Terrace Towers at the hearing related to all of their land, whereas only the 7.8-hectare block on the western side of Grants Road was before the Court. Council at that stage was opposed to the proposed commercial use of that block and in particular the suggested plans that were before the Court.

The Environment Court issued an interim decision in June 2000 (C111/2000) which effectively allowed the commercial zoning of the 7.8-hectare block. In making the decision, the Court stated that Under s 293 of the Act (we hope for formal consent orders) to make objective 4.9 of the revised plan consistent with the Queenstown landscape decision. This interim decision was not confirmed, leaving the reference unresolved.

Because the reference on the 7.8ha block of land was outstanding, there was an opportunity to use Section 293 to amend the zoning. There was also the possibility of extending the area of the proposed Section 293 application to include most of the land zoned Rural General between the Queenstown Events Centre and the existing Glenda Drive industrial area.

An application was made to the Environment Court by the three main parties; the Queenstown Lakes District Council, Gardez Investments Limited and Shotover Park Limited. An Environment Court hearing as to the jurisdiction of the Section 293 application was heard on 28 February 2005 and a decision was issued by the Environment Court on 4 July 2005.

The outcome of this decision was¹:

The only way the Council can pursue its comprehensive structure plan for the Northern Frankton Flats is to promote a variation of the proposed plan, If it wishes to do so it should act with real urgency, because this reference has been outstanding since 1998 and must either be resolved promptly or statutorily frozen by the variation process in Clause 16B of the First Schedule.

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

Given that the Section 293 application had failed, the outstanding reference on the 7.8ha block of land remained outstanding and therefore required resolution. On 22 November 2005, a memorandum from the parties to this reference was lodged with the Environment Court seeking consent to finalise the provisions as they relate to the Frankton Flats Special Zone (i.e. the 7.8ha block). On 12 December 2005 a final decision was issued by the Court accepting the memorandum of the parties and therefore confirming the rules for the Special Zone. They enable the development of the site for commercial purposes, while ensuring the important views from the State Highway are protected. There doesn't appear to be an assessment against the original s32 or a s32AA analysis undertaken for the changes posed through the court decision.

Frankton Flats B

The Industrial Zone adjacent to Frankton Flats was zoned Industrial by the 1995 Proposed Plan. The subject site was zoned Rural Downlands under the Plan as notified in 1995. A submission was lodged which changed zoning on part of the site through an Environment Court Decision on 4 July 2005. This then resulted in a Plan Change to the Partially Operative District Plan.

QLDC identified that in order to provide for future growth, this land should be rezoned to provide a mixed use zone that enables high quality urban design, and a development setback from the State Highway to ensure views of the surrounding landscapes are maintained. By Plan Change 19 the Council proposed that approximately 69 hectares of rural land on the Frankton Flats be rezoned in the operative District Plan for urban development. At the time this area was the "last remaining Greenfields site within the Urban Growth Boundary of Queenstown"². The plan change provided that land originally zoned Rural General in the operative District Plan be rezoned Frankton Flats (B) Zone for development.

Plan Change 19 was notified by the Council in 2007 and in October 2009 the hearing Commissioners appointed by the Council released their decision on the plan change, recommending the Council approve the plan change with amendments. The Council decision to do so was subsequently appealed by eleven submitters to the plan change.

Because of the complexity of the objectives and policies in dispute, and their relevance to determining rules and other implementation methods, the court released an Interim Decision addressing Plan Change 19 high order provisions including the resource management issues, objectives and policies. The lower order rules, standards and methods were adjourned to a separate hearing pending resolution of the higher order provisions.

¹ EC decision paragraph [64]

² QLDC Counsel Opening submission

Subsequently, Environment Court released four decisions:

1. Environment Court Final Decision number C197/2014 issued 18 September 2014³
2. Environment Court third Interim Decision number C93/2014 issued 28 April 2014⁴
3. Environment Court second Interim Decision number C54/2014 issued 14 March 2014⁵
4. Environment Court first Interim Decision number C14/2013 issued 12 February 2013⁶

What are the Zones aiming to Achieve?

The District Plan provisions within Part 12 for the Frankton Flats Special zone do not contain any objectives and policies for the development of this zone. The Frankton Flats B Special Zone has 11 objectives.

These objectives aim to ensure that the Zone develops in a comprehensively managed manner to achieve integrated high density development containing opportunities for a range of supporting and complementary activities; therefore, all development is required to comply with the Structure Plan.

The Structure Plan is divided into six Activity Areas (or AAs). These Activity Areas enable different types of activities, buildings and development, as set out in the Rules that follow. Note: there is no Activity Area B due to modifications of the structure plan during its preparation.

The outcomes anticipated in each of the Activity Areas are outlined in Objectives 6 – 11, alongside the supporting policies. These have been summarized below.

Activity Area A (Open Space) This Area includes most of the land along the frontage of the zone within 50 metres of State Highway 6. The area will remain free of buildings and will provide a landscaped open area between the State Highway and the built form in Activity Areas C1, C2 and E2.

Activity Area C1 (Centre) Organised around a main street (Grant Road) with retail anchors at either end Activity Area C1 is to integrate with the neighbouring FFSZ(A) zone to function as a town centre. A mix of activities are provided, enabling the development of a vibrant and attractive place to live, visit and work. There is a requirement for high quality design of buildings and landscaped spaces to create safe, visually attractive places.

³ https://www.qldc.govt.nz/media/g0vh2hrk/pc19_environment-court-final-decision-number-c197-2014-issued-18-september-2014.pdf

⁴ https://www.qldc.govt.nz/media/hdtjihish/pc19_2014-04-28_decision_-3rd_interim_-2014_nzenvc93_-_opt.pdf

⁵ https://www.qldc.govt.nz/media/hcola0hu/pc19_2014-03-14_decision_-2nd_interim-2014_nzenvc054.pdf

⁶ https://www.qldc.govt.nz/media/tnabyvad/pc19_2013-02-12-decision-2013-nzenvc14.pdf

Activity Area C2 (Residential Neighbourhood) Activity Area C2 is predominantly outside the airport's Outer Control Boundary and is intended to enable a higher density, high quality residential environment. Non-residential activities are limited in scale and type to those compatible with a residential environment. There is an expectation of quality design of buildings, the spaces between buildings and streetscapes.

The area of C2 west of Grant Road is separated from the main body of C2. Its proximity to FFSZ(A) and its location inside the OCB means that the area does not fit neatly under the objectives for C2.

Activity Area D (Yard Based Industry) This includes land for the parking and servicing of vehicles, storage of construction materials and contractors' yards. These activities require large sites but are often excluded from industrial zones by demand from other, more intensive activities. A large minimum site area is required and building coverage limited in order to maintain the function of this area.

To meet foreseeable needs, it is necessary to prevent the area being utilised for activities that could locate in other zones, such as retail and standalone office activities. Retail activities have the potential to increase land prices and make it uneconomic for yard-based activities to locate in Queenstown. Retailing is therefore limited under the policies.

Because of the nature of activities occurring within this Activity Area and the location adjoining Queenstown Airport, any form of residential, community or visitor accommodation activity is inappropriate. The more extensive industrial and service uses in this area will be compatible with the existing and reasonably foreseeable future effects of Airport activities.

Activity Area E2 (Mixed Use Business Corridor) Activity Area E2 straddles the Eastern Access Road (Hawthorne Drive). The proximity of the highway and the Eastern Access Road provides a high level of visual exposure for this land, which in turn requires that there is a high quality urban design and architectural response.

This area is identified as a suitable location for a mix of high quality light industrial activities and mid-sized retail activities, which are not necessarily appropriate in a town centre environment, yet which benefit from visual exposure, as well as offices. Retail floor area restrictions, building and site design controls are in place to ensure that the area develops a mixed use character.

Activity Area E1 (Industrial) This activity area adjoins the existing Industrial zoned area at Glenda Drive. It contains industrial activities and service activities that are generally of a lesser amenity in terms of building design, noise and other effects. Development is provided with sufficient room on site to accommodate cars and other vehicles, as well as storage and loading. A higher standard of amenity is to be achieved through building design, landscaping and screening along SH6, EAR and Road 2.

To retain the ability of the zone to accommodate industrial and service activities, office floorspace is limited to being ancillary to the primary use. Residential and other non-industrial and service activities that may generate reverse sensitivity effects are not provided for. Retail activities not ancillary to industrial and service activities, or not directly connected to the principal use of the site for outdoor storage when located alongside the EAR, are also not provided for because of the other location options available for these activities, as well as the need to protect the land resource for industrial and service activities.

The function of Activity Area E1 is to provide for the full range of industrial and service activities, i.e., small and large, extensive and intensive, while recognising that over time it is likely that intensive use of land (by greater building coverage and smaller sites) will occur. Industrial and Service activities of a yard-based nature are consistent with the objective for the area, but it can be expected that they will have a much smaller presence in the activity area over time. Activity Area D provides for a long-term location for yard-based activities, by virtue of its development controls.

Under **12.19.1** the following **Resource Management Issues** have been identified in the Frankton Flats (B) Special Zone

- **Urban Growth and Sustainability** - The location and flat topography of the zone provide an ideal opportunity to accommodate urban growth - The interface of development with the State Highway corridor is important and control is needed over the design of buildings, fencing and landscape treatment, signage, carparking etc. There are Significant views from the State Highway across the Zone towards the face of The Remarkables which need to be maintained while also allowing for development to occur.
- **Landscape and Visual Amenity** - The interface of development with the State Highway corridor is important and control is needed over the design of buildings, fencing and landscape treatment, signage, carparking etc. There are Significant views from the State Highway across the Zone towards the face of The Remarkables which need to be maintained while also allowing for development to occur.
- **Integration within the Zone and with other Zones** - The mix of activities within the zone, and the location close to other zones and activities, provide the opportunity to integrate a range of activities. This provides opportunity for people to live and work, go to school and recreate within the zone. The importance for providing a network of roads and walking/cycling linkages to enable integration between the different parts of the zone.
- **High Quality Urban Design** - create a liveable community characterised by high quality urban design. It is intended that compatible activities are co-located and that incompatible activities are adequately separated and buffered from each other.
- **Infrastructure** - Location of these is located adjacent to key regional transport infrastructure – the airport and State Highway 6. Any development within this area needs to recognise the importance of protecting the functions of this infrastructure into the future while allowing the development of the areas as a mixed-use zone.

Under **12.19.3.2** The following **Environmental Results** are anticipated in the Frankton Flats (B) Special Zone:

- i. A development that meets the District Plan's principal objectives and policies in respect of urban growth, services and landscape protection*
- ii. A compatible mixed use, living and working environment which does not result in reverse sensitivity issues within the Zone, the airport, or the adjacent State Highway*
- iii. A high quality urban environment that does not detract from the surrounding landscape especially as viewed from State Highway, with a quality of urban design appropriate to the mix of uses throughout the Zone*
- iv. The Queenstown economy not being constrained by a limited supply of industrial land*
- v. A town centre that is interesting, convenient and attractive for the community's use and enjoyment*
- vi. An area of higher density residential living*
- vii. The enablement of affordable (including community) housing*
- viii. A range of building types, heights and forms that are flexible to changes in use over time and which will promote social and cultural diversity*
- ix. High quality reserves and open spaces where necessary within the Zone to meet the needs of residents, workers and visitors to the area*
- x. A high quality living and working environment with suitable insulation standards and other design methodologies employed to ensure that amenity values are not adversely affected by noise*
- xi. The avoidance of reverse sensitivity effects on Queenstown Airport from Activities Sensitive to Aircraft Noise (ASAN)*
- xii. A range of travel options including walking and cycling*
- xiii. The encouragement of 24 hour use of the zone*
- xiv. A highly permeable environment and built form that encourages pedestrian and cycle access*
- xv. An attractive and functional interface with the Queenstown Events Centre site through pedestrian and cycleway connectivity and a landscaped/green edge on the northern and western periphery of the Zone.*

The “State” of the Special Zones

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

- Resource Consent Data – This information has been drawn from granted data for Non-complying and Discretionary Resource Consents from TechOne and Geospatial data between the dates of 2012 and 2024.
- Building Consent Data – This information has been drawn from TechOne between the dates of 2012 and 2024.
- In person survey data undertaken between the dates of 20 November 2023 and 5 May 2024.

Resource Consents

Frankton Flats (FFSZ)

RM120373

RM120373 is the overarching resource consent that developed the main centre complex of FFSZ, incorporating retail, food and beverage, visitor accommodation, childcare and commercial activities which is now known as 5Mile. This consent triggered the non-complying breaches for a development not being in accordance with the Structure Plan, Maximum Building Height and carparking for commercial uses.

The plans submitted with the consent application were subject to an initial review by the Queenstown Urban Design Panel in November 2010⁷ and the plans subsequently evolved through meetings with the developer, input from Boffa Miskel and the Queenstown Urban Design Panel resulting in below plan as shown in Figure 2 below.

Figure 2. Structure Plan approved under RM120373



In August 2012, it was concluded by Tim Williams on behalf of QLDC Urban Design that:

“The arrangement, form and detailing of the buildings has been considered and will positively contribute to its context. The layout of the site has successfully managed the demands for car parking and architecture often associated with large format retail ‘shopping centres’ to provide a design that encourages pedestrian movement and will integrate with its surrounds.”⁸

Following the granting of this consent it was subject to judicial review and was mediated successfully,⁹ it has been subsequently varied by RM140342, RM151051, RM161187, RM190088 and RM191011.

Resource Consent Data

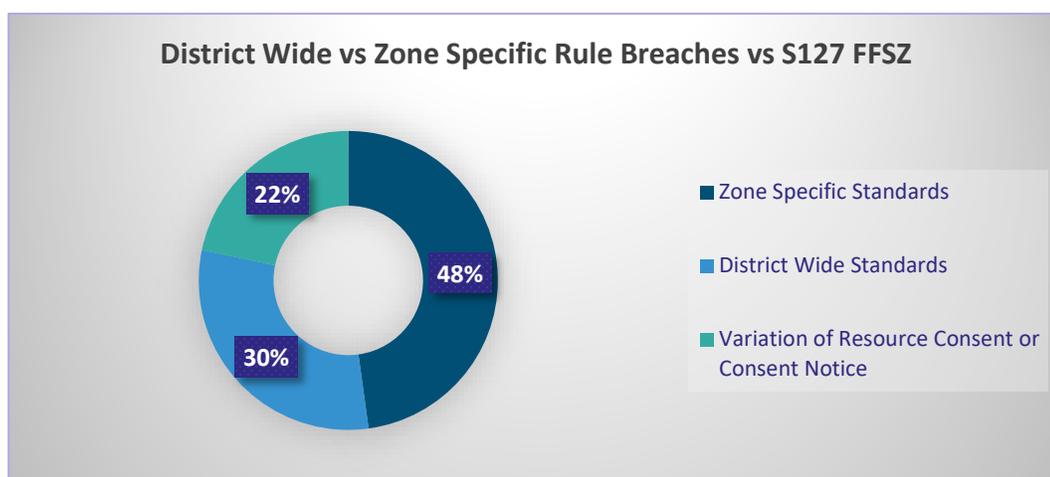
In total 28 Resource Consents were granted in FFA. See Table 1 below for a breakdown of activity status.

Table 1.

Activity Status	Controlled	Restricted Discretionary	Discretionary	Non-Complying	Designation / Outline Plan / NOR
28 in Total	6	6	9	5	2

For the purpose of this report, the breach data from the 5 non-complying and 9 discretionary consents have been analysed in detail within the zone. For these 14 resource consents, a total of 46 breaches were recorded, 22 being zone specific, 14 district wide rule standards and 10 were under S127 for a change of resource consent conditions or variation of a consent notice. Figure 3 shows the percentage –the highest breaches being Zone Specific Standards at 48%.

Figure 3.



⁷ [QLDC_UDP_Report](#)

⁸ [Gateway_UrbanDesignReportTW](#)

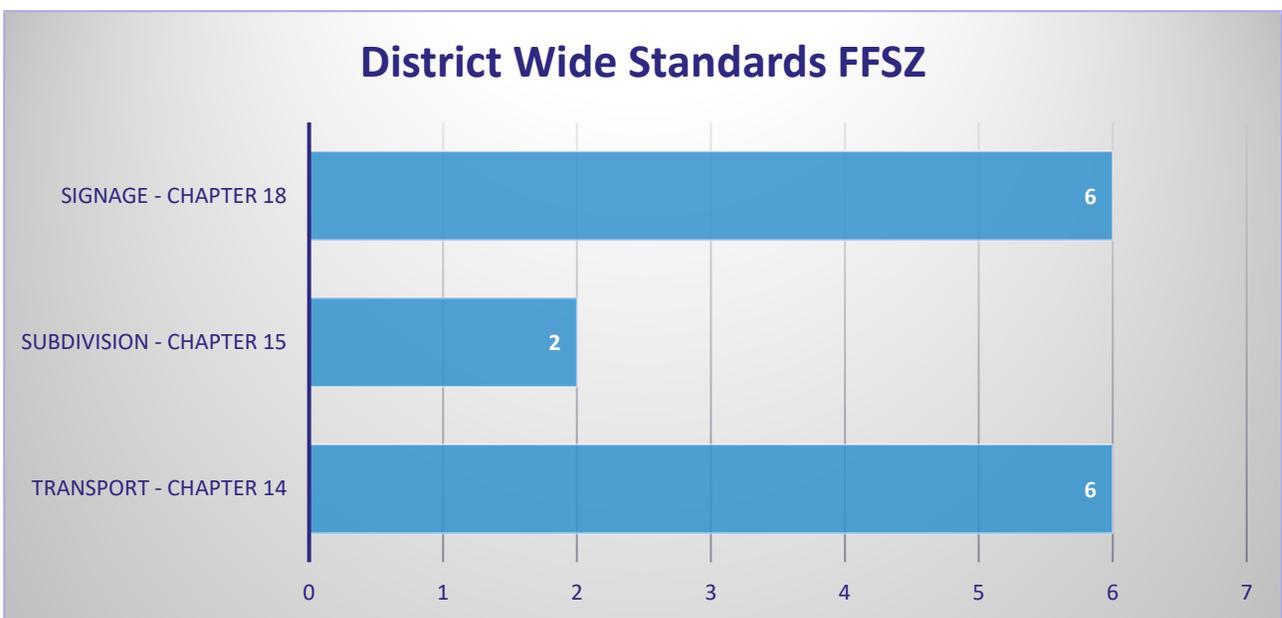
⁹ [Queenstown Gateway \(5M\) Limited - Judicial Review](#)

District Wide Standards

Figure 4 below breaks down these District Wide Standard breaches into the relevant ODP Chapters. The transport breaches included minimum parking bay requirements, loading zone location and vehicle crossing design. The signage breaches were predominantly for signage size and freestanding signage.

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

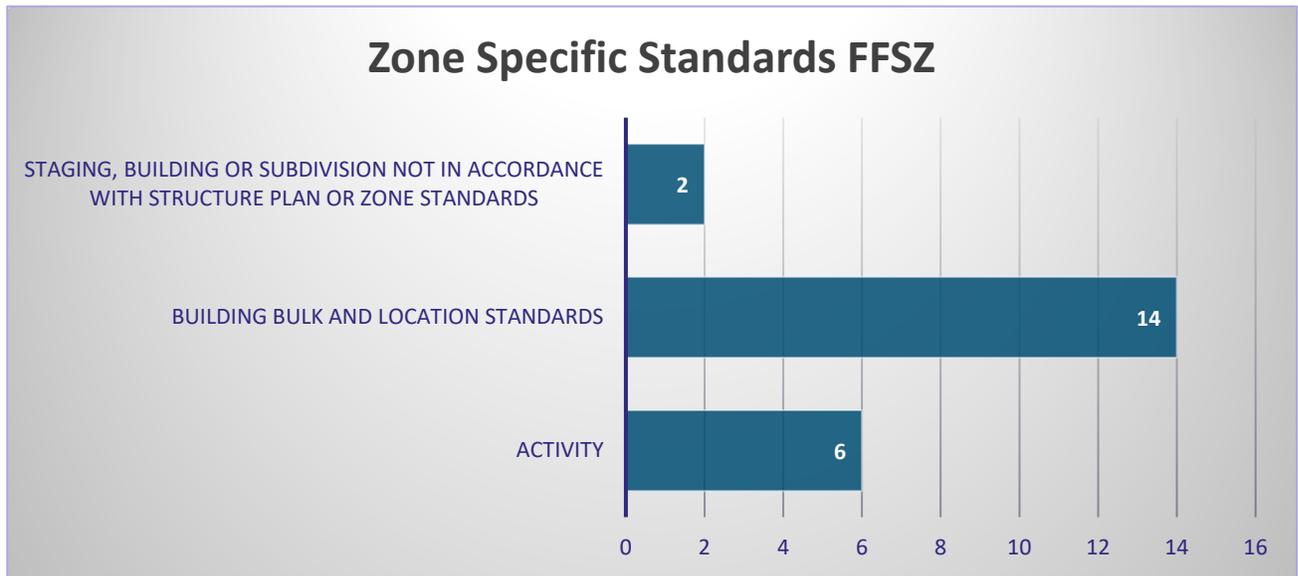
Figure 4.



Zone Specific Standards

Figure 5 provides an overview of the Zone-Specific standards that were breached, showing the most frequent breaches were for building bulk and location standards, including maximum height, setback, site coverage and landscaping. Within this report, earthworks have also been included within this category as they are contained within the zone chapter and specific to Frankton Flats. The limited breaches for activity type or staging, building or subdivision not being in accordance with the structure plan or zone standards show that in general the structure plan and its anticipated activities were met in FFSZ.

Figure 5.



These 22-zone specific standard breaches have been further broken down into their rules within Table 2 below.

Table 2.

Non-Complying Rule Breaches		Total: 7
Height	4	
Minimum 5m setback from road boundary for landscaping purposes	1	
Carparking area for Commercial Use	1	
Development not in accordance with structure plan	1	
Discretionary Rule Breaches		Total: 3
Building coverage	1	
Maximum hotel rooms (70) in Outer Control Boundary – now a PR activity due to PC35	1	
Setback from Grant Road	1	
RD Rule Breaches		Total: 10
Buildings/Activities not listed as Controlled, Prohibited or Non-Complying and does not comply with one or more of the site standards.	4	
Building coverage	2	
Earthworks area	1	
Earthworks boundary	1	
Earthworks volume	1	
Setback from Road	1	
Controlled Rule Breaches		Total: 2
Building in Activity Area D	1	
Landscaping within 50m of SH6	1	

The greatest number of non-complying rule breaches was for maximum height under rule **12.18.5.2.v**, which provides for 12m and 9m for buildings less than 100m from the state Highway. All these consents were for buildings within 100m of the State Highway, two of which were under 12m, the highest breach being for a lift core at 14.1m to enable the construction of the highest building being 13.8m for a hotel consent.¹⁰

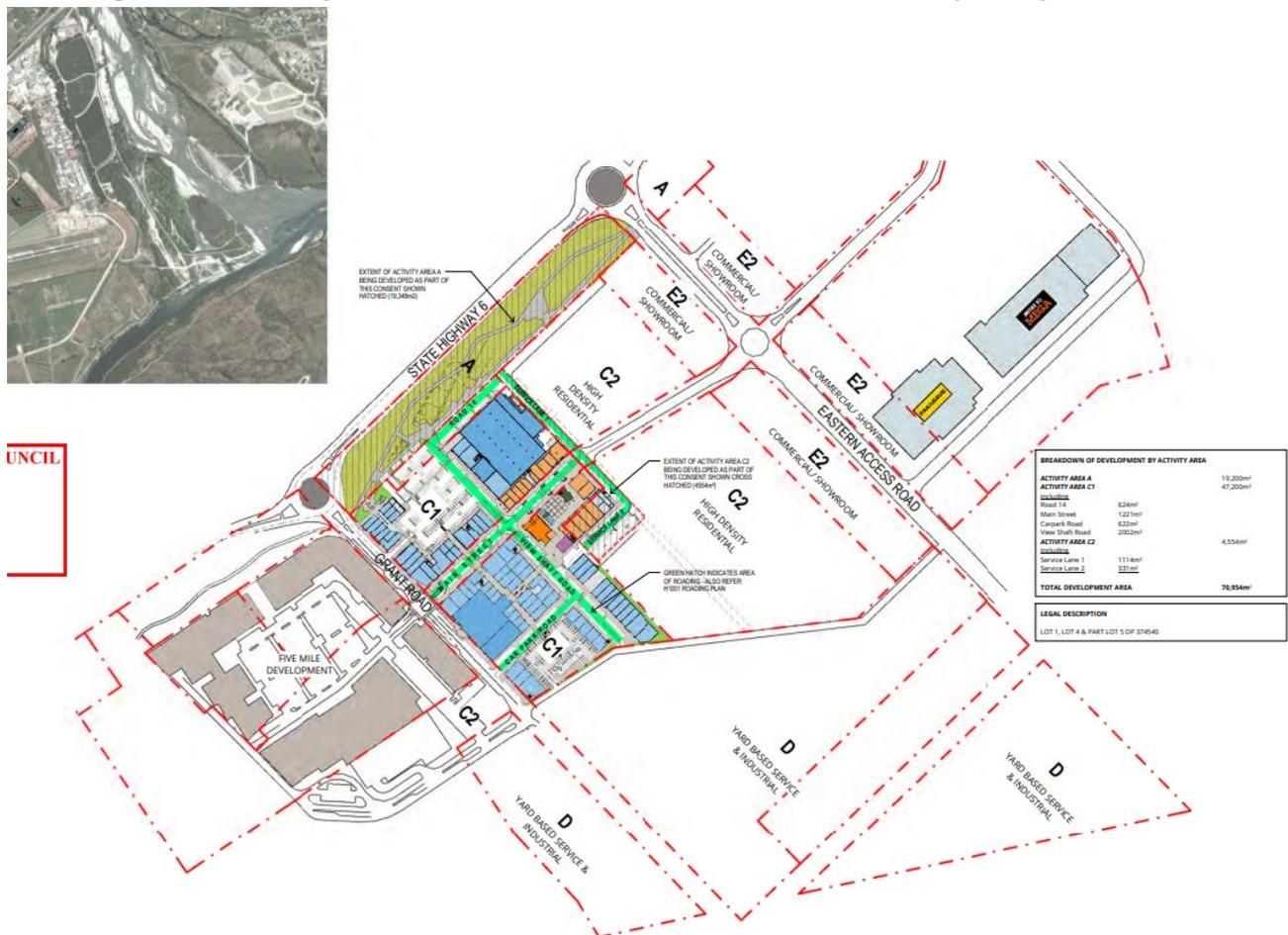
For buildings/activities not listed as Controlled, Prohibited or Non-Complying in Table 1 under 12.20.3.7, these resulted in Restricted Discretionary consents (4 in total) and included a hotel, a childcare facility and the construction of roof plant screens.

Frankton Flats B (FFBSZ)

RM160415

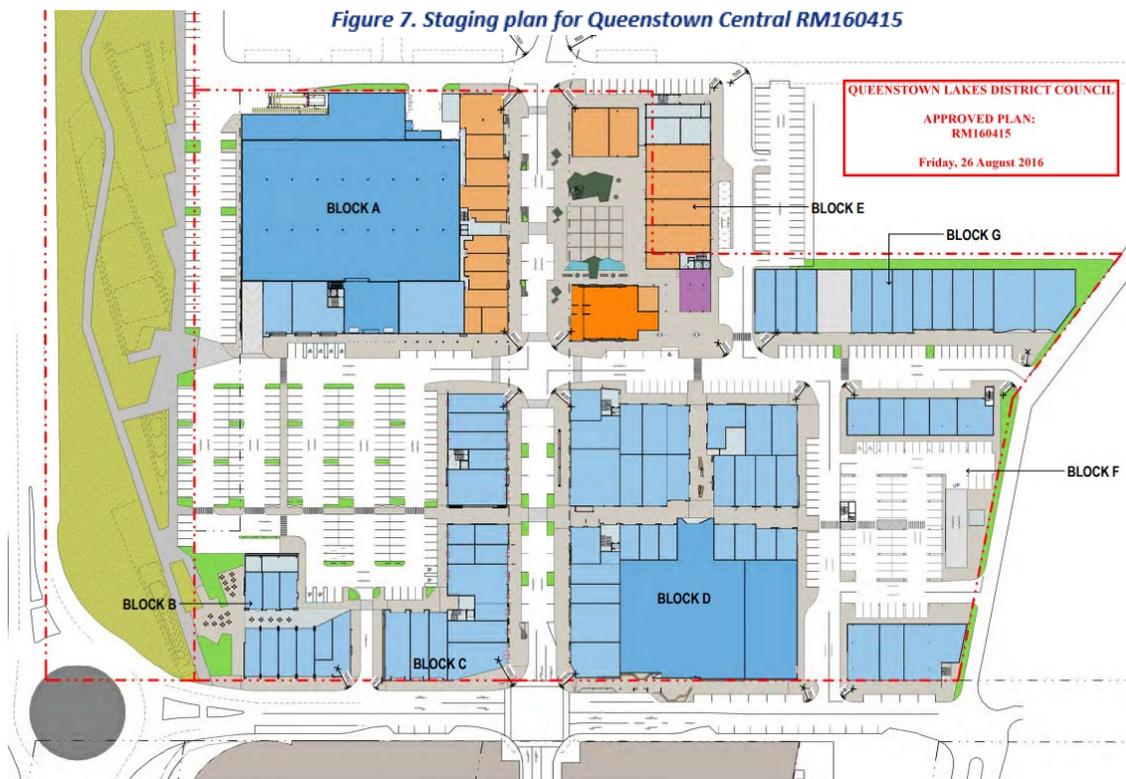
RM160415 is the overarching consent for the main development of the Frankton Flats B commercial precinct, which was subsequently named Queenstown Central.

Figure 6. Location Plan for Queenstown Central which was consented under RM160415 (varied by RM201077 & RM201091)



¹⁰ See RM120373, RM190088, RM171028 and RM191011.

The Staging Plan shown in Figure 7 is useful to show the blocks or different areas within this consent.



Blocks A, B and C have been fully developed under RM160415 or its subsequent variations, whilst Blocks D, E, F and G are not developed or are in the early phases of construction, see Figure 8 below.



Figure 8. Land yet to be developed (highlighted green) under the Queenstown Central Consent RM160415

Resource consent data

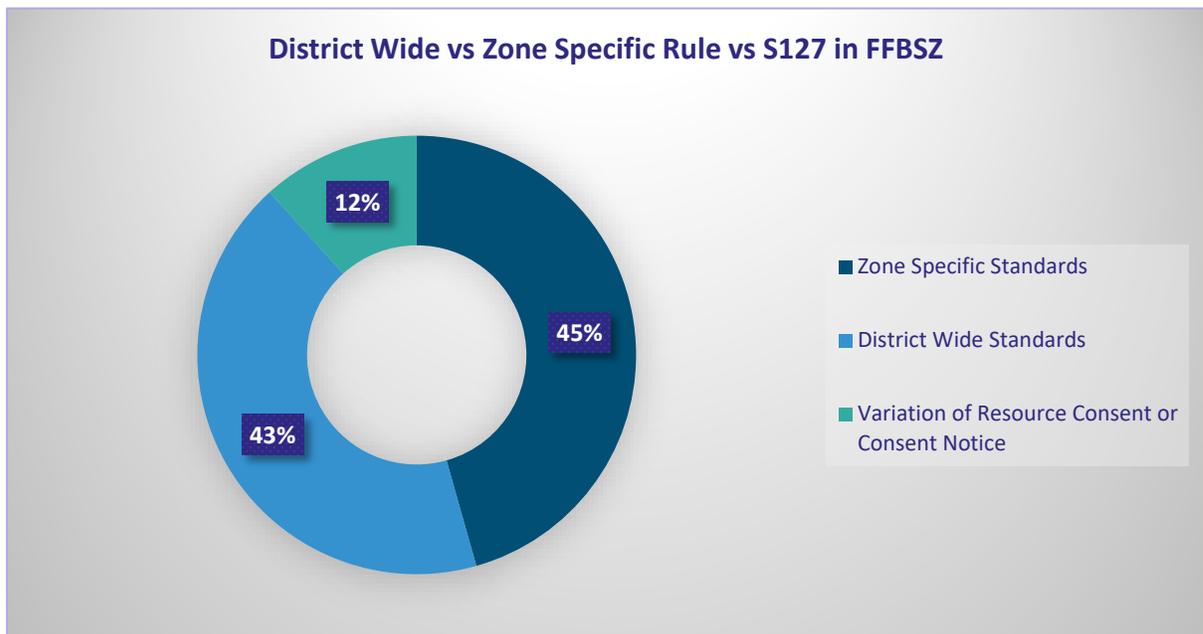
A total of 146 resource consents have been approved in FFBSZ. See Table 3 below for the numbers of their activity statuses.

Table 3.

Activity Status	Controlled	Restricted Discretionary	Discretionary	Non-Complying	Designation / Outline Plan / NOR
TOTAL: 146	6	22	76	41	1

For the purpose of this report, the breach data from the 41 non-complying and 76 discretionary resource consents have been analysed. For these 117 resource consents, a total of 513 breaches were recorded, 234 being zone specific, 219 district wide rule standards and 60 were under S127 for a change of resource consent conditions or variation of a consent notice. Figure 9 shows the percentage – the highest breaches being zone specific standards at 45%. Compared to Frankton Flats A there is a higher percentage of district wide Standards at 43%.

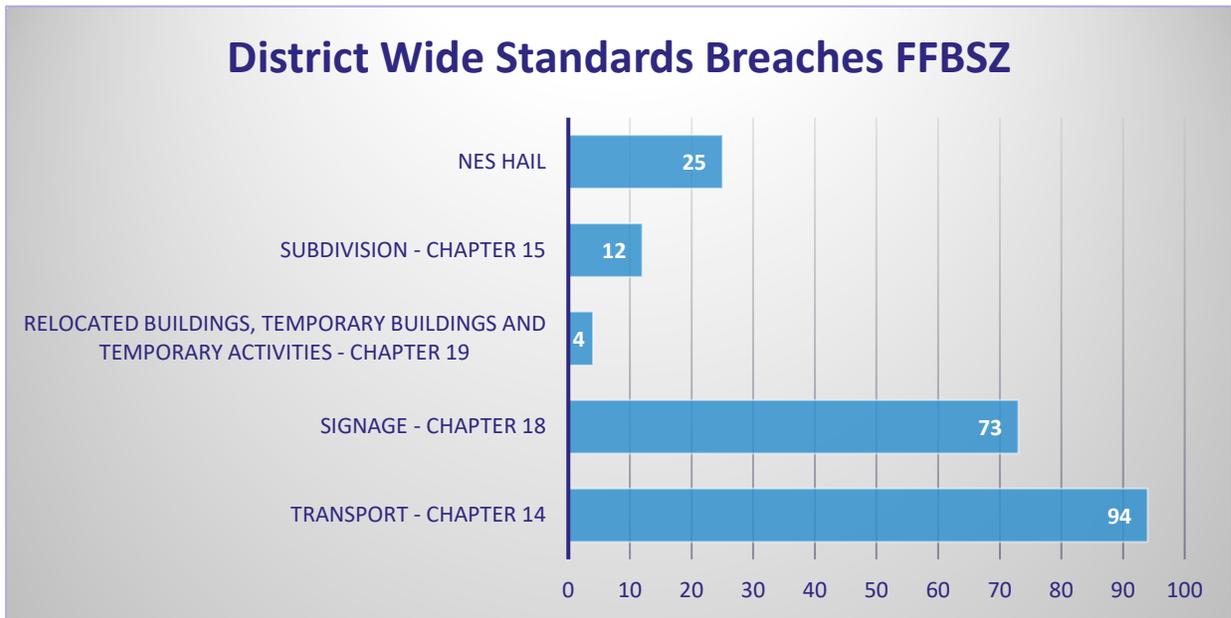
Figure 9.



District Wide Standards

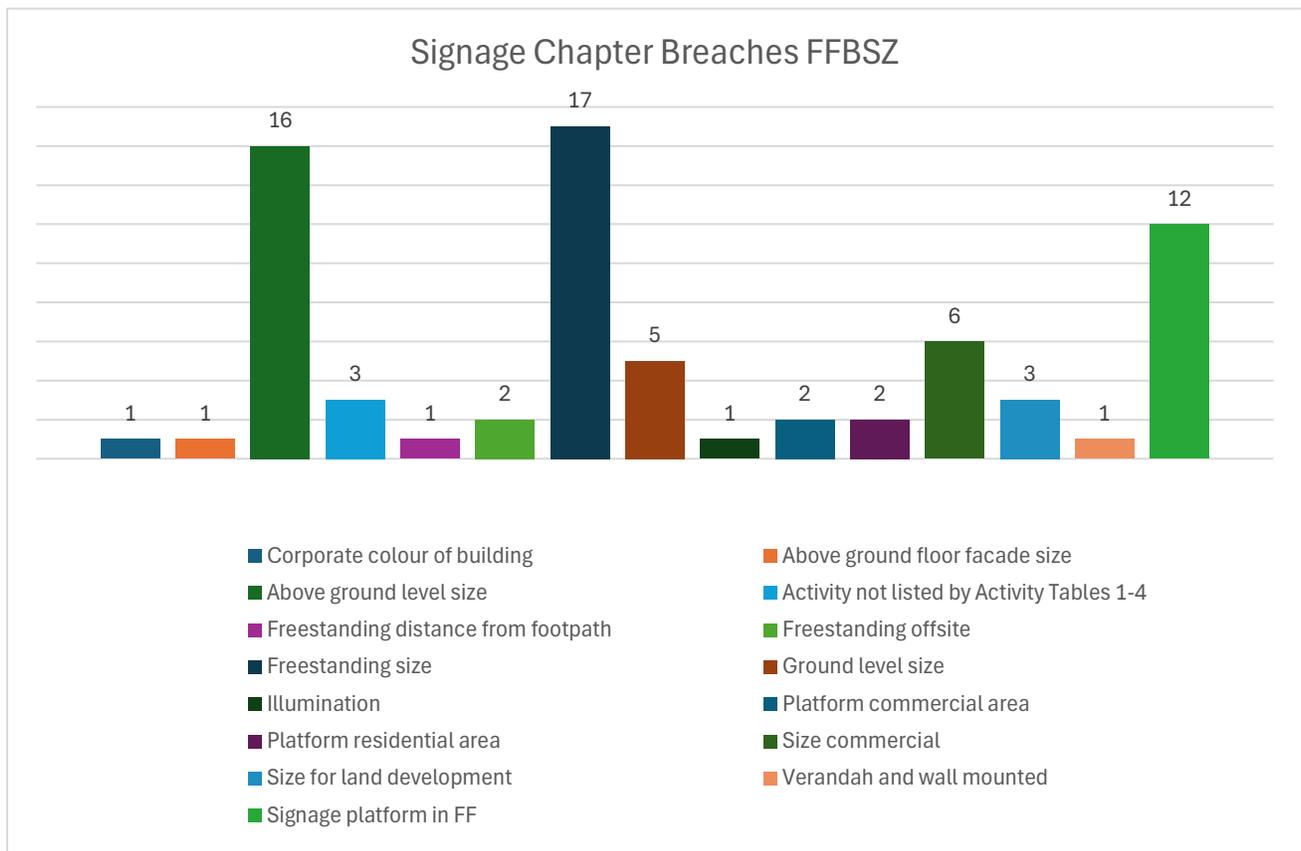
Figure 10 below breaks down these District Wide Standard breaches into the relevant ODP Chapters. There are a significant number of breaches for signage and transport. The NES breaches for hail sites have been included within this analysis, despite not being a “District Wide Standard” but is useful to indicate that a large area of this zone contains contaminated land.

Figure 10.



The breakdown of these 73 signage breaches from the ODP Signage Chapter can be seen in Figure 11.

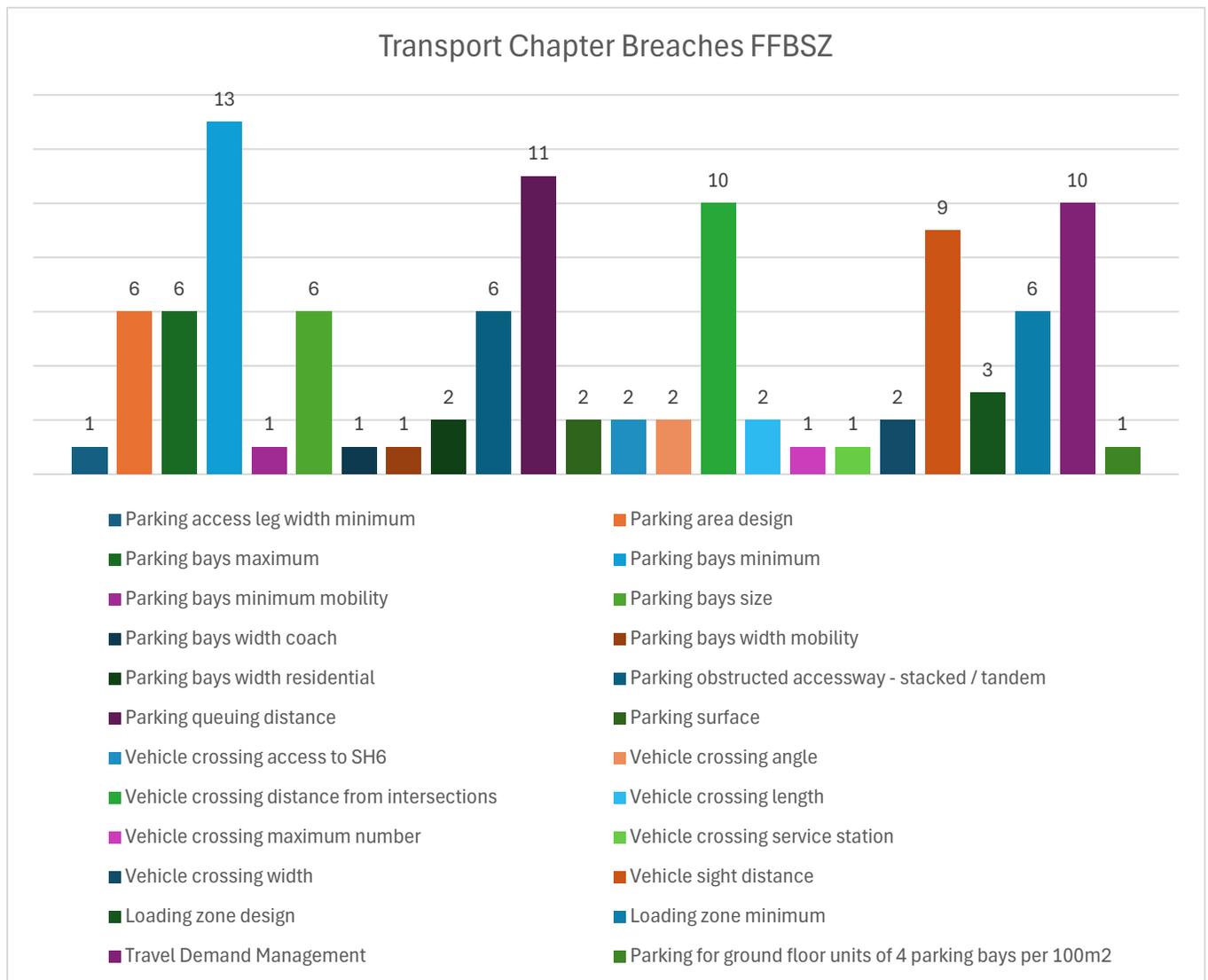
Figure 11.



This ODP Signage Chapter 18 was subject to Plan Change 48, which was made operative on the 24th of June 2014. The highest breaches for signage were for freestanding signage size (17), and following that, size above ground floor level (16). All of these breaches were discretionary with the exception of the signage platform identification in Frankton Flats, which was a Controlled Activity. Considering this is a commercial area, signage is accepted, however due to the high volume of breaches it indicates that there is a greater desire for larger signage platforms in the area. Plan Change 48 was made operative over ten years ago, which suggests that its provisions are outdated and once this zone is brought into the PDP following this review it will be subject to the PDP District Wide Signs Chapter 31 instead.

The 105 breaches for the transport standards were either restricted discretionary or controlled from the ODP district wide Chapter 14, these are shown in Figure 12 below.

Figure 12.



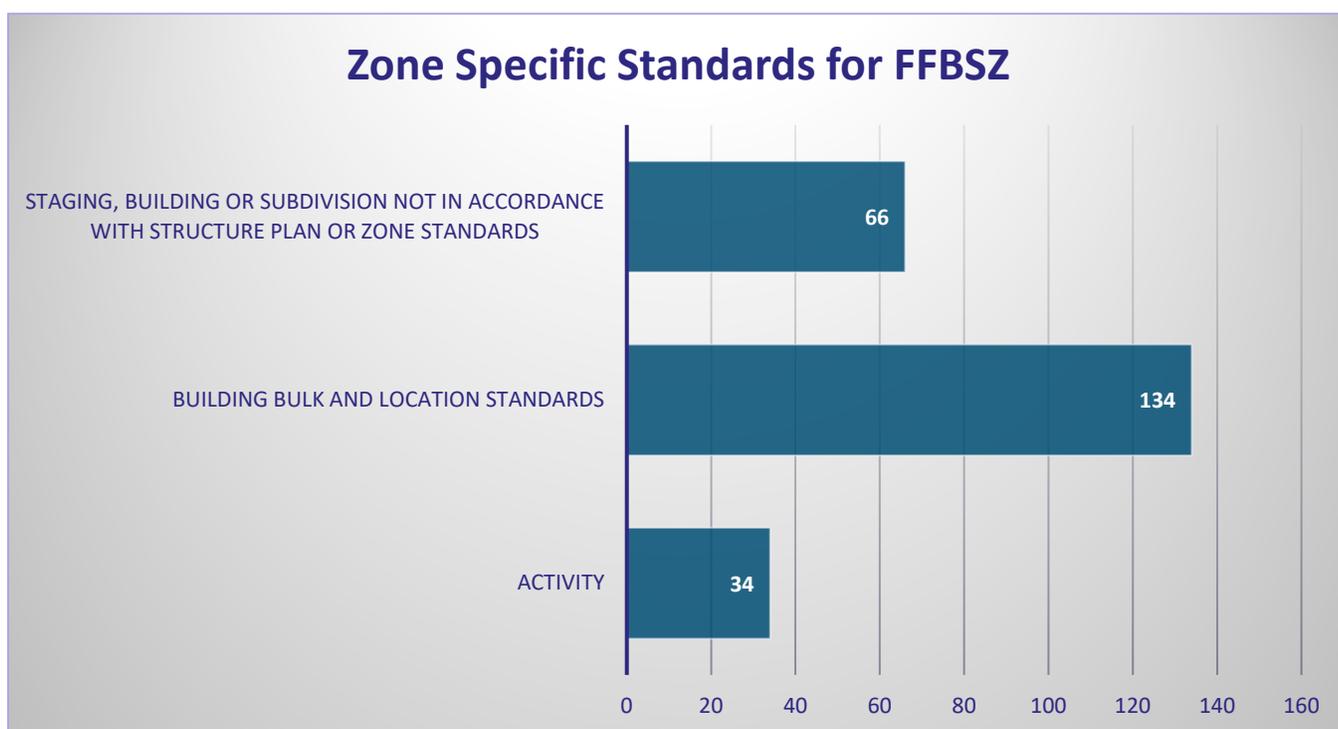
The most frequent breach was for minimum parking bays, totalling 13, which is interesting considering that the zone is heavily dominated by parking. There were 6 breaches however for exceeding maximum number of parking bays, which may have counterbalanced the minimum parking breaches.

The controlled breaches from Chapter 14 were mainly in relation to travel demand management triggered by the rule 14.2.2.2.iii.b where there are more than 25 parks for non-residential activities in FFBSZ. This is to encourage measures to promote reduced car use by customers and employees.

Zone Specific Standards

Figure 13 provides an overview of the zone specific standards that were breached in FFBSZ, showing the greatest trigger was for building bulk and location standards. Compared to the Frankton Flats zone there is a higher number of breaches for activities and staging, building and subdivision not occurring in accordance with the Structure Plan or Zone Standards. This suggests that there were greater deviations to the structure plan and more activities occurring which were not anticipated but also acknowledges that Frankton Flats B has a greater land area than Frankton Flats.

Figure 13.



These 234 zone specific standards have been further broken down into non-complying, discretionary, restricted discretionary and controlled breaches. See Table 3 below for the numbers of breaches for each activity status. Given the large number of breaches (234), these have been categorised to provide an overview of what is occurring within FFBSZ. There were only 3 discretionary rule breaches in FFBSZ, these were all for commercial recreation activities, two being in AAE1 and one in AAC2.

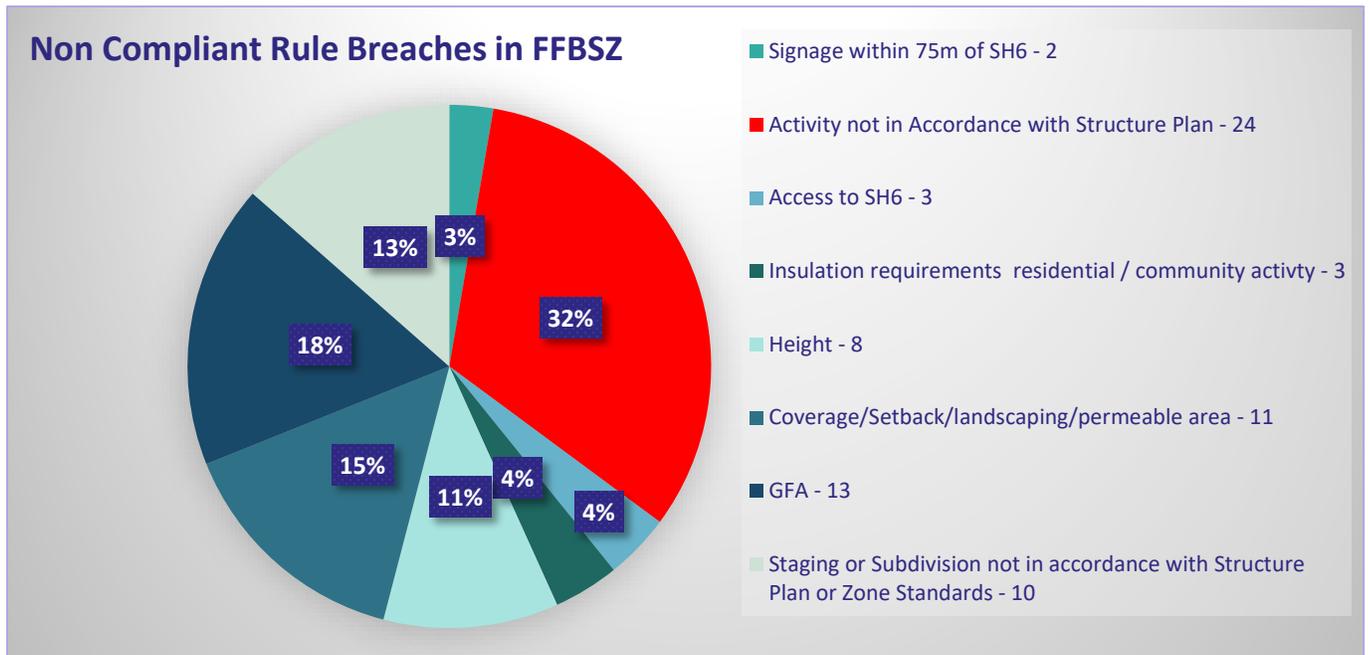
Table 3.

Non-complying	Discretionary	RD	Controlled
74		3	108
			48

Non-complying Activity Rule Breaches

Figure 14 below shows the number and percentage of the 74 non-complying rule breaches recorded.

Figure 14.



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

Table 4.

Type of Activity / Activity Area	AAC2	AAE1	AAE2	AAD	AAC2 & AAD	AAE1 & AAE2
Commercial	1	4	2		1	1
Community (Funeral Home)		1				
Education		2				
Healthcare		2				
Office		2		1		
Residential		2	1			
Retail		1			1	
Ancillary Carpark for Commercial Activity					1	
Temporary Commercial Operation		1				
Total	1	15	3	1	3	1

The non-complying insulation standards relate to two breaches for minimum acoustic standards not being met for temporary workers accommodation in AAC1 and a community activity (funeral home) in AAE1.

The GFA standards were mainly triggered for the maximum GFA in AAE1, 9 for retail and ancillary retail and 1 for an office/warehouse. The largest breach being 7119m² over the 1000m² GFA maximum for the Bunnings Consent in AAE1 (RM170347). The remaining GFA breaches were for retail / ancillary retail in AAC2 and AAD.

Two setback breaches were triggered for minimum requirements for setback and landscaping for the boundary adjacent to the Frankton Events Centre. Five breaches were recorded for not meeting the minimum permeable area (set at 10% for all Activity Areas) the majority being in AAD, and two breaches were for exceeding the maximum coverage of 40%, again within AAD.

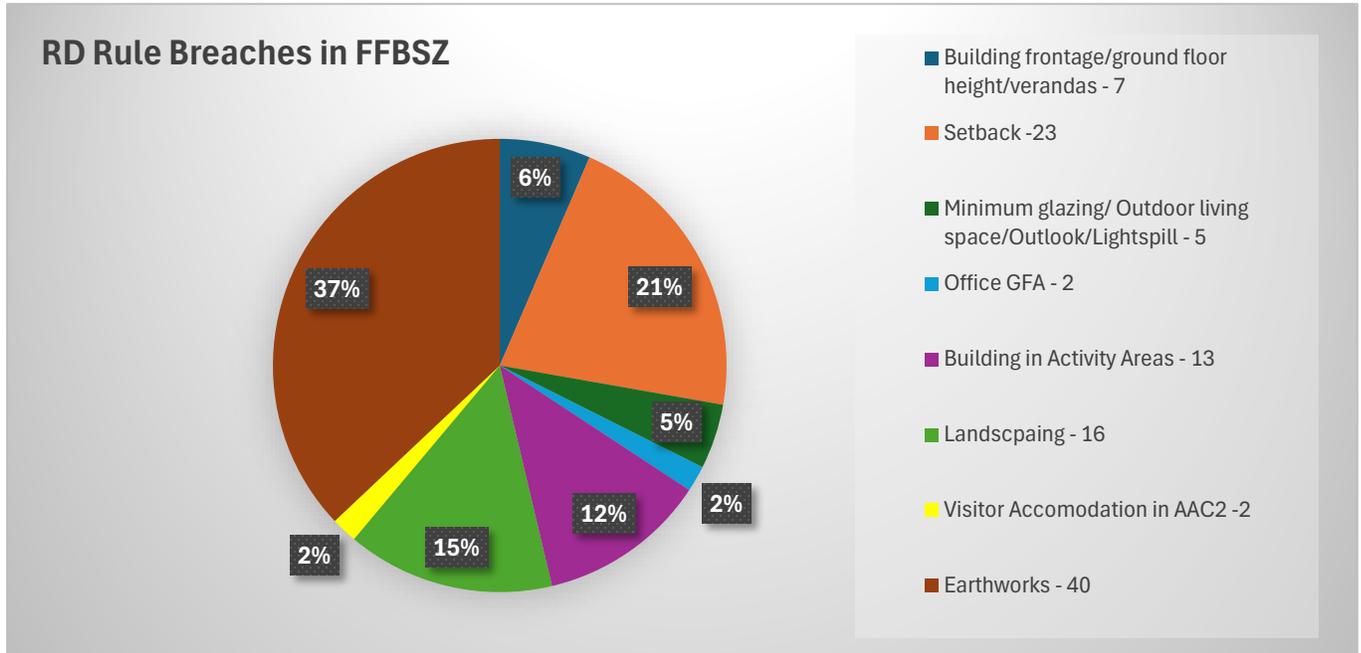
Half of the NC breaches in relation to Staging or Subdivision were for undertaking development in AAC1 and AAC2 prior to landscaping zone standards being met in AAA. The NC subdivision breaches were for not being undertaken in accordance with the Structure Plan or not having an Approved Outline Development Plan.

Half of the eight non-complying height breaches were triggered under the resource consent RM160415. In AAC1 9.5m height limit was infringed twice, including 1.050m over the 9.5m for the upper level of an office. The remaining two were in AAC2 for exceeding the maximum permitted height of 15.5m, the greatest breach being 2.78m over for the town square spire, which is yet to be constructed. RM160415 was subsequently varied by RM201077, enabling the maximum height of 18.5m in AAC2 being infringed by 2.7m to enable a fifth floor on a hotel. There were two other NC consents for height breaches in AAE2.

Restricted Discretionary Activity Rule Breaches

Figure 15 below shows the number and percentage of the 108 Restricted Discretionary rule breaches recorded.

Figure 15.



It is unsurprising that there are significant RD breaches for earthworks since there is such a low threshold across all the activity areas, having a maximum volume of 100m³ and area of 200m³ per site within a 12-month period under rule 12.20.6.1 xxiv.

The breaches for setback were mainly in relation to road setback, two for not meeting minimum setback from the EAR and four from SH6. Additionally, there were four breaches for setback from the rural zone for buildings within AAD.

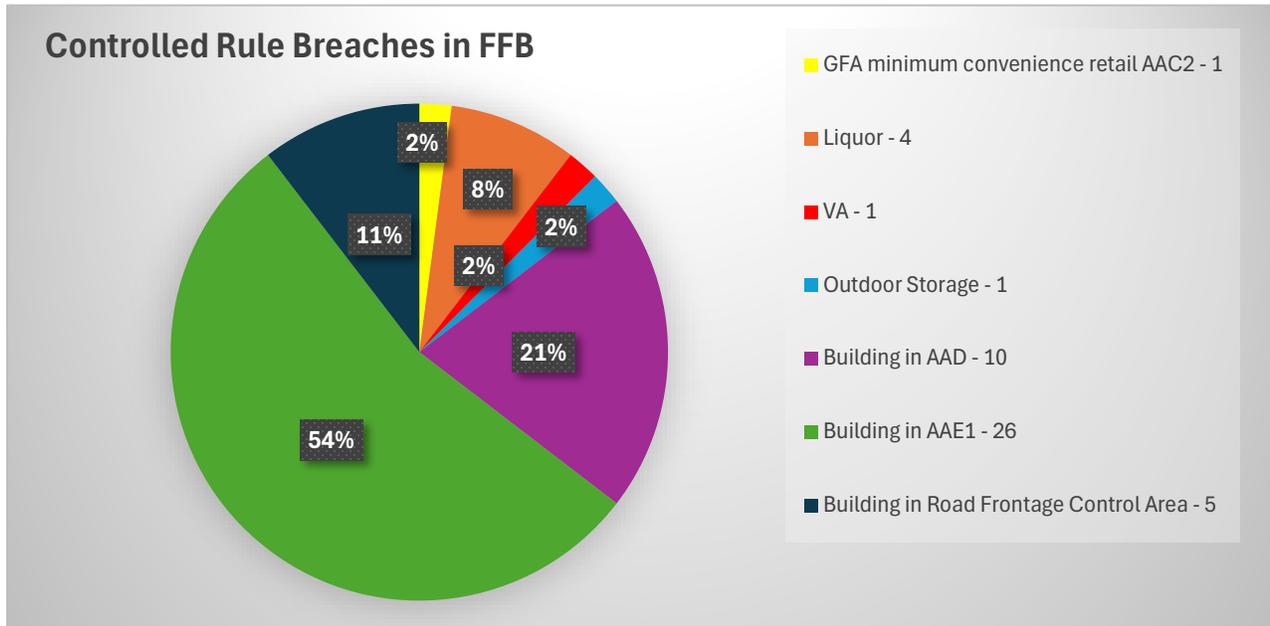
The main landscaping breaches were for minimum requirements alongside the road boundary (14 total) the remaining two were for the landscape development of AAA under 12.20.3.3iv.

The only breaches for activity type were for Visitor Accommodation in AAC2. The RD rules relating to buildings activity areas were in relation to buildings which did not comply with relevant site and zone standards within AAC1, AAC2 and AAE2.

Controlled Activity Rule Breaches

Figure 16 below shows the number and percentage of the 48 controlled activity rule breaches recorded.

Figure 16.



As anticipated, the majority of controlled activity consents were for buildings located in Activity Areas D and E1 which are anticipated activities that automatically require resource consent. The controlled breaches for activities were mainly in relation to Liquor in AAC1 and AAC2 and one for Visitor Accommodation located on the ground floor level in AAC1.

Average Cost & Processing Time of Resource Consents

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

For comparison purposes data from the Remarkables Park Special Zone has also been included since it is also a mixed-use zone within the same area. See Table 5 below.

Table 5.

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

When compared to Remarkables Park, Frankton Flats average consenting costs are double. A reason for this may be that Remarkables Park has a large volume of single lot residential dwellings located in AA 1, and these consents may be considered less complex when compared to establishing mixed use in Frankton Flats and B.

Overall, this data does suggest that the current provisions for both Frankton Flats and B are inefficient and have resulted in long processing times, only just meeting the statutory requirements of 20 working days and fees which are significantly higher than the average consenting costs in NZ from 2014-2023, being \$3,062.¹¹

Building Consents

Frankton Flats (FFSZ)

In total 65 building consents were processed in the Frankton Flats Zone between 2012 and 2024, and all were for new commercial buildings or changes to existing ones. Notably there is a much higher number of building consents processed compared to Non-complying or Discretionary activity Resource Consents (14 in total) – therefore the majority of these commercial buildings were anticipated within the zone.

Table 6.

Activity Type	Count
Commercial Building	62
Amendment to Commercial Building	3
Total	65

¹¹ Data sourced from the Ministry for Environment [Browse GIS data | MfE Data Service](#)

Frankton Flats B (FFBSZ)

Out of the 147 building consents processed in the Frankton Flats B Zone again the majority were for new commercial buildings or amendments to existing ones.

Table 7.

Activity Type	Count
Commercial Building	114
Amendment to Commercial Building	9
Multi-Unit Dwelling	5
Amendment to Multi-Unit Dwelling	8
New Residential Dwelling	4
Alteration to Dwelling	2
Ancillary Building	2
Industrial	1
Amendment to Industrial	2
Total	147

In person survey data

In addition to Building Consents, an in-person survey was undertaken between the dates of 20 November 2023 and 5 May 2024 which included a walk around and recording activities that were taking place within the zone.

Figures 17 and 18 below provides a snapshot of the activities occurring in each of the Activity Areas. The results from this survey have been used to inform the objectives and policies analysis as well as the effectiveness of the of the rules and overall findings.

Figure 17. Frankton Flats (FFSZ) in Person Survey Map

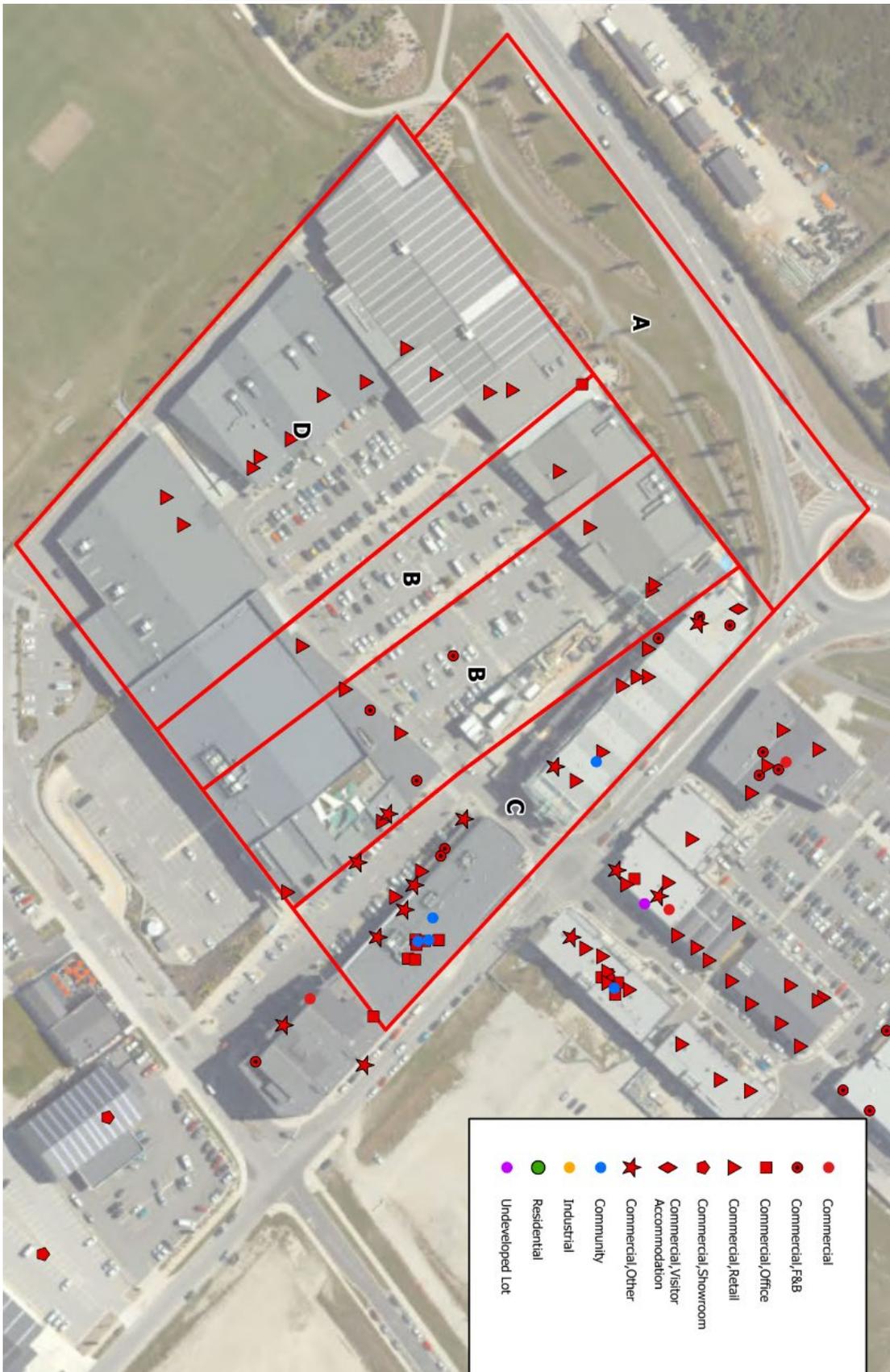
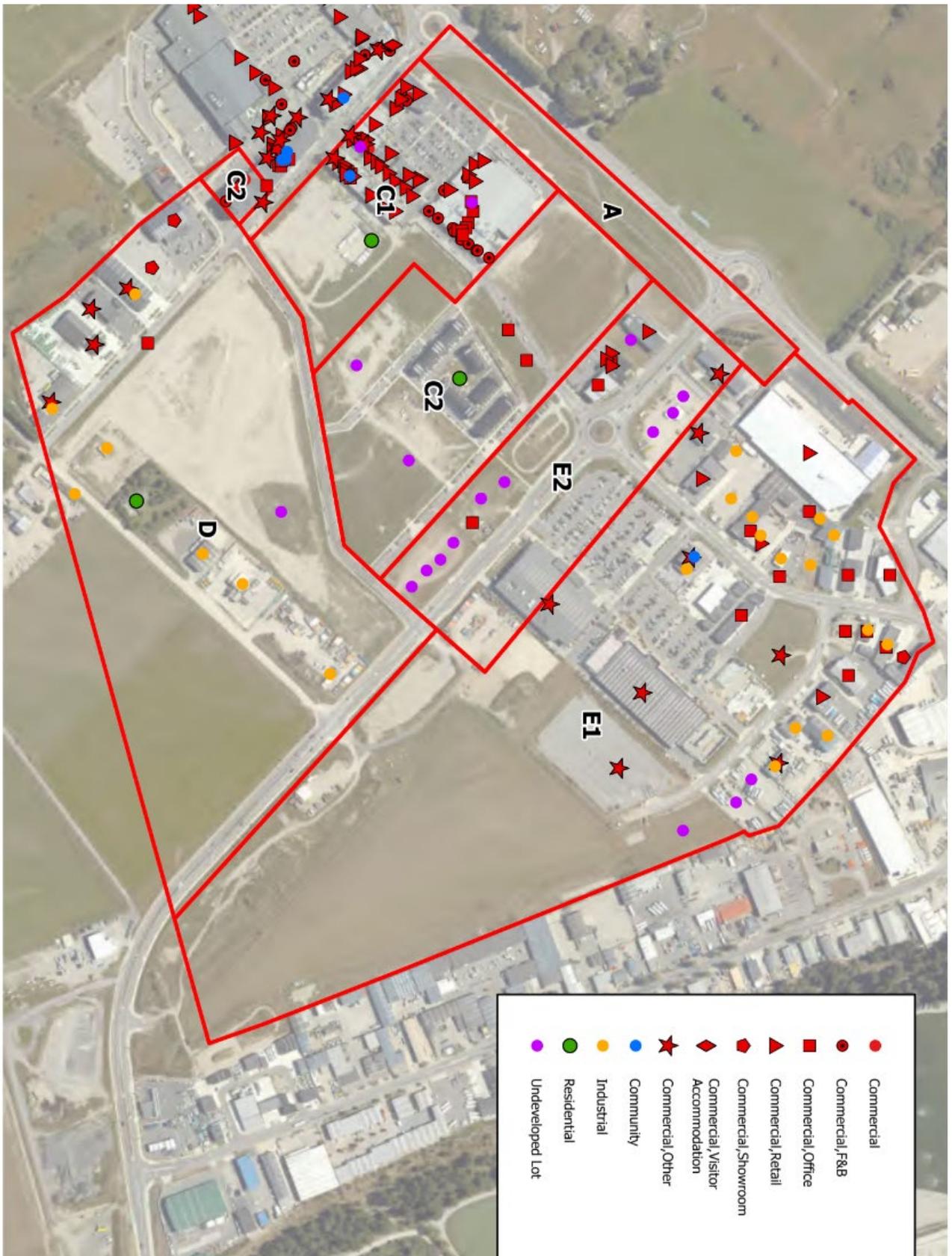


Figure 18. Frankton Flats B (FFBSZ) in Person Survey Map



Overview of Regulatory Complaints within the Zones

The complaints data we have available for this zone is from August 2022 to date. Whilst this data only captures a short time frame, it has been deemed appropriate to ensure the accurate recording of these complaints. There have been 20 complaints lodged within the zone. 15 of these are Resource Management related and are summarised below:

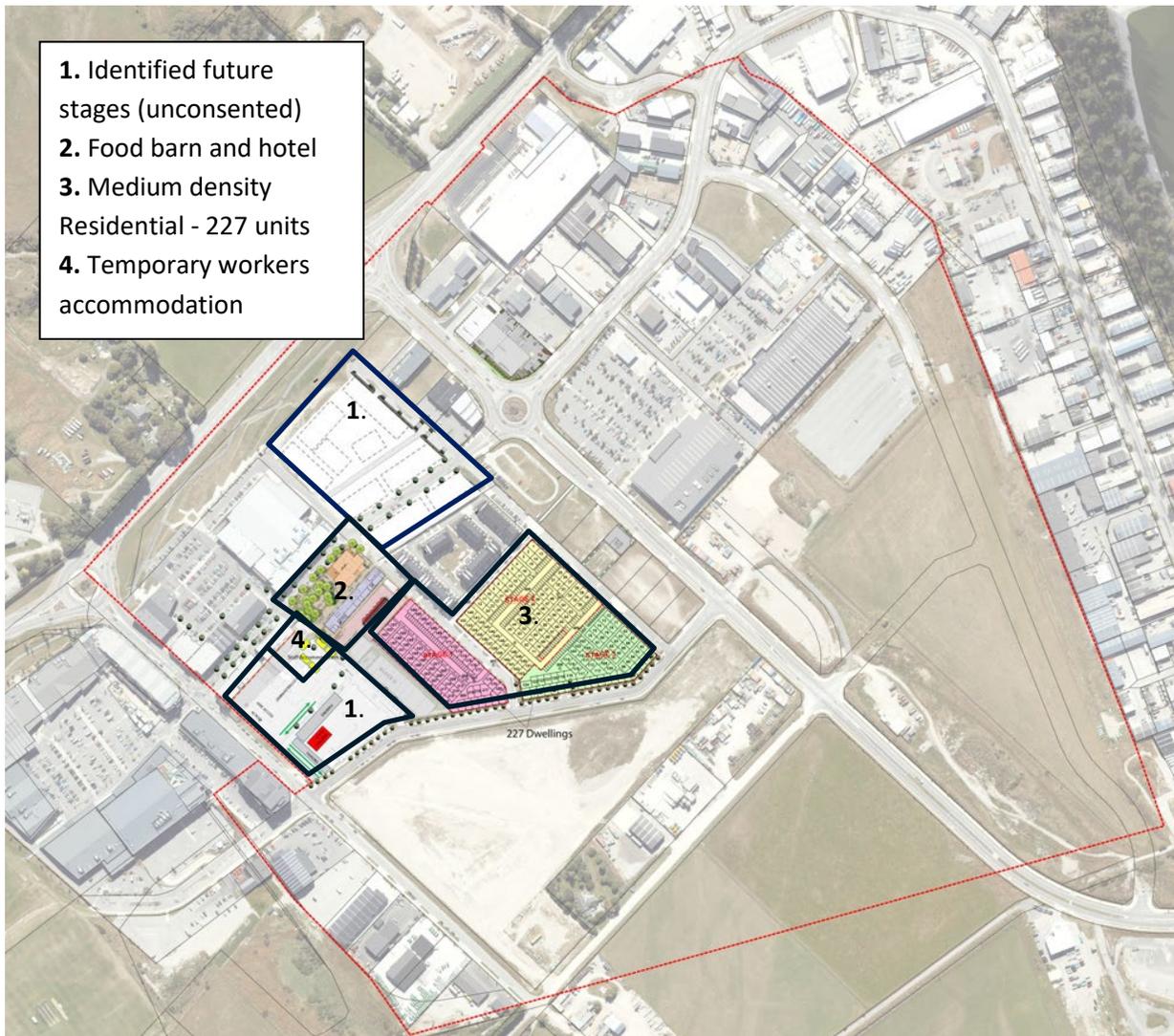
- 3x effects associated with construction (noise, traffic, light)
- 3x dust
- 5x signage
- 3x drainage
- 1x transport (forklift on road)

The majority of these complaints may highlight non-compliances with the current plan provisions, or the conditions outlined within their resource consents. The dust-related complaints are associated with existing land use activities and suggest that either the landowner is not meeting their consent conditions or there may be reverse sensitivity issues in the zone.

How much development does the Zone enable?

Figure 19 below shows the existing developed environment, as well as sites where resource consent has recently been approved but construction has not yet started. This shows that a large portion of the zone is still vacant or under construction, so there is significant opportunity for further development within the zone under the current planning provisions.

Figure 19.



Infrastructure analysis

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

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

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

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

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

Effectiveness of the Objectives and Policies

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

The District Plan provisions within Part 12 do not contain any objectives and policies for the development of Frankton Flats. Resource consents within this zone are assessed against the district wide objectives and policies found within Part 4 of the plan. Without having tailored objectives and policies specific to the zone provides difficulty when assessing resource consent application as there is no clear guidance for how land use and development should proceed in the zone. Therefore, an assessment of the effectiveness of the objectives and policies for Frankton Flats has not been undertaken.

The structure of the policy framework for Frankton Flats B is relatively complex in that it contains a suite of objectives and policies that apply to the Zone as a whole, and more targeted objectives and policies that apply to each of the Activity Areas. Due to the significant number of policies this section provides commentary on the general effectiveness of policies that apply to the Frankton Flats in its entirety, and a broad analysis of individual policies for each of the Activity Areas are provided in Appendix 1 to this report.

Objective 1

Urban growth and the sustainable management of resources

- a) *The needs of the District are provided for by utilising the Zone for a range of urban activities*
- b) *The Zone develops in a manner that achieves environmental quality and amenity while avoiding or mitigating any adverse effects on the environment.*

Table 8 provides an assessment of the effectiveness of the policies which aim to meet this objective. The overall assessment has found that the majority of Objective 1 Policies have been met allowing for a range of urban activities. However, given that the Zone is either under construction or still to be developed it is difficult to assess the efficiency of the policies in relation to amenity, particularly given that there is still an absence of open space areas, and public reserves across the Zone. Furthermore, given the diverse range of activities enabled, including commercial, visitor accommodation, industrial and business, environmental outcomes vary across the zone.

Table 8.

Objective 1 Policies	Effectiveness Assessment
<p>1.1 <i>To provide for a wide range of non-residential activities including retailing, community activities and commercial uses, mixed live/work units, and industry (including yard based) to help meet projected land use requirements.</i></p>	<p>The development that has occurred in Frankton Flats has provided for a wide range of non-residential activities.</p>
<p>1.2 <i>To provide for a range of residential activities and visitor accommodation including affordable housing with an emphasis on high amenity, higher density living environments, while discouraging low density living.</i></p>	<p>This policy is partially effective in that Activity Area C2 where residential activities and visitor accommodation is anticipated is still largely vacant. One higher density residential development has been constructed with high onsite amenity.</p> <p>There has also been one large scale resource consent approved for affordable housing. However, there are questions over whether This is going to be given effect to for affordable housing.</p>
<p>1.3 <i>To ensure that development within the Zone is structured so that:</i></p> <p><i>a. compatible activities are co-located and incompatible activities are adequately separated by the position of activity areas and roads, and suitable interface controls;</i></p> <p><i>b. The Zone is effectively integrated with adjacent zones; and</i></p> <p><i>c. Activity Area C1 and FFSZ(A) integrate to form a town centre.</i></p>	<p>This policy has generally been effective. The activity areas identified within the Structure Plan and associated rule framework seek to manage effects of different types activities within the wider zone. As shown in Table 3, activities are generally in accordance with the structure plan except for AA E1 where there has been 15 breaches.</p> <p>Pedestrian access connects C1 and FFSZ(A).</p>
<p>1.4 <i>To use a Structure Plan to establish:</i></p> <p><i>a. The location of the Activity Areas, taking into account the compatibility of activities and the location of the Airport Outer Control Boundary;</i></p>	<p>Development has generally occurred in accordance with the structure plan with the exception of AA E1 where there have been 15 non-complying rule breaches for activities not anticipated in the Activity Area.</p>

<p>b. <i>A landscaped open space area adjacent to State Highway 6 and associated setbacks of development height to primarily provide for views of surrounding Outstanding Natural Landscapes;</i></p> <p>c. <i>Viewshafts from State Highway 6 to The Remarkables;</i></p> <p>d. <i>The primary roading structure within the Zone; and</i></p> <p>e. <i>Where land use controls are necessary at the interface with the EAR.</i></p>	<p>A landscaped open space area has been established along SH6 in AA A to provide views to the Remarkables. Viewshafts to the Remarkables are also provided along existing roading corridors, particularly Grant Road and Hawthorne Drive.</p> <p>The roads that have been constructed have generally been in accordance with the Structure Plan.</p> <p>There has been minimal development along the EAR so it is difficult to assess the interface.</p>
<p>1.5 <i>To use a spatial layout plan in Activity Areas C1 and C2 to:</i></p> <p>a. <i>ensure buildings and subdivision give effect to the objectives and policies of the Zone; and</i></p> <p>b. <i>co-ordinate development within these activity areas and manage their interfaces and integration with adjoining activity areas and Zones.</i></p>	<p>Development in AA C1 and C2 has generally been in accordance with Structure Plan. Two non-complying rule breaches have been consented for commercial activities in C2 (one of these overlapped with AA AAD).</p> <p>Rule 12.20.3.3 includes matters of discretion for buildings in AA C1 or C2 to have regard spatial layout of the Activity Area, including potential or existing relationships to other Activity Areas.</p>
<p>1.6 <i>To ensure quality urban design occurs within the public and private realms so that the built environment provides an appropriate level of amenity for residents, visitors and workers.</i></p>	<p>It is considered that the development undertaken within the two parts of the special zone overall represent a good urban design outcome in accordance with this policy. They have provided a quality public realm environment with a strong relationship with the street and civic spaces.</p>
<p>1.7 <i>To establish a cohesively designed network of open space areas, streets and public reserves across the Zone.</i></p>	<p>This policy has been partially effective.</p> <p>A Town Square has been established in AA C1, which provides hard surface landscaping and outdoor seating. No other Public open Space areas and public reserves have not been established in the zone yet. There is currently no requirement to provide this at a rule level. Matters of Control are included for AA C1 and C2.</p>

Objective 2

Visual Amenity and Connections

- a. *Visual connections to surrounding Outstanding Natural Landscapes are maintained*
- b. *All development visible from State Highway 6 is of a high standard in terms of visual appearance.*

Table 9 provides an assessment of the effectiveness of the policies which aim to meet this objective. The overall assessment has found that majority of Objective 2 Policies have been met and the views to ONLs are provided for

and they can be viewed from many standpoints in the Zone. Visual compatibility of the buildings and structures, such as the colour schemes and building patterns do not distract necessarily of the visual amenity that Remarkables provide.

In regard to criteria b, the term 'high standard' is subjective, and it's therefore difficult to measure whether this outcome has been achieved or the policies have been effective. A general observation is that the outcomes sought in Policies 1-4 are very specific and read more as rules.

Table 9.

Objective 2 Policies	Effectiveness Assessment
<p>2.1 <i>To require a 50m wide landscaped open area (Activity Area A) to be established and maintained between State Highway 6 and any built development along the central and western portions of the Zone's northern edge at C1, C2 and E2.</i></p>	<p>This policy has been effective in that in that a 50m wide open landscaped area is located between SH6 and AAs.</p>
<p>2.2 <i>To require a building setback from State Highway 6 and generous areas of landscape planting to substantially screen built development and outdoor storage of goods, materials and equipment when viewed from State Highway 6 at the eastern portion of the Zone's northern edge, within that part of Activity Area E1 located to the east of Activity Area A.</i></p>	<p>This policy has been partially effective. 4 consents have been granted breaching building setback from SH6. Bunnings has established at the eastern portion of the Zone's northern edge. Outdoor storage of goods, material and equipment has been substantially screened. However, the large format retail buildings and carparking are still visible even with the established landscaping along the boundary.</p> <p>Figure 20 below shows the current view from SH6.</p>
<p>2.3 <i>To provide views from State Highway 6 to the face of The Remarkables, in addition to Activity Area A, through:</i></p> <p>a) <i>a graduated stepping of building height within the Zone;</i></p> <p>b) <i>viewshafts along Grant Road and the EAR; and</i></p> <p>c) <i>three viewshafts through Activity Areas C1 and C2.</i></p>	<p>This policy has been effective. 4 breaches have been recorded for noncomplying height rule breaches. However, the Remarkables are clearly visible from the SH⁶. Viewshafts of the Remarkables are also provided along Grant Road, as well as Hawthorne Road.</p>
<p>2.4 <i>To ensure that the three viewshafts shown indicatively on the Structure Plan through Activity Areas C1 and C2:</i></p> <p>a) <i>are created by the position of open space (public and private) streets and accessways; and</i></p>	<p>This policy has not been effective.</p> <p>Only one of the three viewshafts appears to have been provided (approximately 10m wide). The two other viewshafts as shown indicatively on the Structure Plan through Activity Areas C1 and C2 have been built out and do not appear to be</p>

<p><i>b) have a minimum width of 15 metres and are maintained free of buildings.</i></p>	<p>provided for. There is no specific rule requiring this.</p>
<p><i>2.5 To encourage views from within the Zone to the face of The Remarkables, Cecil and Walter Peaks, Ferry Hill, K Number 2, Queenstown Hill and Peninsula Hill through the position of open space, streets and accessways.</i></p>	<p>This policy has been effective. The roading network, particularly through Grant Road and Hawthorne Drive provides views to the Remarkables, and the east/west road connections, such as Grant Road and Shearers Drive also provide views to Cecil and Walter Peaks.</p> <p>Other than AA A there are currently no areas of dedicated open space to contribute to viewshafts from within the zone (only vacant land).</p>
<p><i>2.6 To give primacy to the protection of the views of Outstanding Natural Landscapes from public spaces when considering proposals to exceed height limits not otherwise provided for by provisions in specific activity areas.</i></p>	<p>This policy has generally been given effect to.</p> <p>8 breaches have been recorded for non complying height rule breaches. views to the surrounding ONLs from public areas have generally been maintained and also Hawthorne Drive and Grant Road provide viewshafts to the Remarkables to the South east and Queenstown Hill to the North west.</p>
<p><i>2.7 To ensure that the nature and location of landscaping proposed to complement development does not itself adversely affect the view shafts to The Remarkables.</i></p>	<p>This policy has been effective. The nature and location of landscaping is generally relatively low to complement the building without adversely affecting view shafts to the Remarkables.</p>
<p><i>2.8 To achieve a high level of amenity for all development that is visible from State Highway 6 through managing building design, site layout and landscaping.</i></p>	<p>This policy has been partially effective. A combination of the open space and landscaping as well as buildings visible from the SH6 provide visual interest through design and roof modulation to contribute to the amenity. The site layout has resulted in a half of the frontage being dominated by car parking.</p>
<p><i>2.9 To ensure that commercial signage avoids adverse effects of visual clutter as viewed from State Highway 6 and that it does not compromise traffic safety.</i></p>	<p>This policy has been effective. There are very limited signage that can be seen from the SH6, and these are simple in design and located on the buildings.</p>

Figure 20. View from SH6



Objective 3

Managing Interfaces, Integration and Improving Connections

- a) *Development physically and visually integrates within the Zone and with surrounding Zones including the Frankton Flats Special Zone (A), Glenda Drive Industrial Zone and the Events Centre.*
- b) *The Eastern Access Road (EAR) develops as a corridor that has an important linking role as well as being an urban place in its own right formed by the road and adjacent development.*
- c) *A connected internal roading network develops that helps to facilitate movement demands between activity areas while also providing a block structure that supports a quality urban environment.*
- d) *Interfaces between incompatible activities are managed to avoid or mitigate adverse effects.*

Table 10 provides an assessment of the effectiveness of the policies which aim to meet this objective. The overall assessment has found that majority of Objective 3 Policies have been met and that the EAR (Hawthorne Drive) provides the corridor and vehicular movement between AAs and adjacent zones and is providing for the ‘transport link’ as a way of managing the interface. However, it is important to acknowledge that the Hawthorne Drive is not entirely developed to provide a sufficient perspective to give what sort of urban environment that was sought for.

A large number of Objectives and Policies relate to infrastructure, including transportation and 3 waters. Policy 3.3 provides for an effective and efficient arterial road connection between the Zones and the Remarkables Park Special Zone (the EAR). This has been effective with the wide carriageway and lack of pedestrian crossings that is evident along Hawthorne Drive and which facilitate the efficient movement of vehicles. However, this may have come at the compromise of Policy 4.3 - *to provide a safe, convenient and integrated transportation network that provides for pedestrians, cyclists, the expected range of vehicles and public transport.*

Table 10.

Objective 3 Policies	Effectiveness Assessment
<p><i>3.1 To require applications for buildings and subdivision in Activity Areas C1 and C2 (except for subdivisions that create lots for an entire Activity Area) to include a spatial layout plan (SLP) for the whole of the Activity Area within</i></p>	<p>These policies have been ineffective.</p> <p>RM150582 was approved for an 8 lot subdivision in AA C1 and C2. A SLP was not provided, as the application was for bulk titles and the subdivision of the Activity</p>

<p><i>which they are located. The spatial layout plan is to be prepared with reference to:</i></p> <ul style="list-style-type: none"> <i>a. the objectives and policies of the Zone and the relevant Activity Area;</i> <i>b. current and anticipated future built form (building mass, typologies and footprint) and uses within the Activity Area;</i> <i>c. the anticipated future capacity of the Activity Area; and</i> <i>d. relationships and connections within adjacent Activity Areas.</i> 	<p>Area C1 and C2 is a controlled activity whereby the SLP is not required.</p>
<p><i>3.2 To ensure that applications for buildings and subdivisions and associated works within Activity Areas C1 and C2 contribute to and do not undermine the integrated and comprehensive spatial layout for the Activity Areas and the Zone taking into account future needs, integration with adjoining areas and Zones and enabling desired built form outcomes.</i></p>	
<p><i>3.3 To provide an effective and efficient arterial road connection between the Zones and the Remarkables Park Special Zone (the EAR).</i></p>	<p>This policy has been effective. The EAR (Hawthorne Drive) provides an effective and efficient road connection between Frankton Flats and Remarkables Park.</p>
<p><i>3.4 To develop a movement network which is highly permeable and provides a choice of routes and transport modes within and between Activity Areas based on function, convenience, expected traffic volumes and speeds, public safety and amenity.</i></p>	<p>This policy has generally been effective.</p> <p>The roads that have been developed have been in accordance with the connections and alignment shown on the Structure Plan. As the zone continues to develop, and particularly the extension of Shearer Drive will provide further permeability to the zone. This will also determine the function and convenience, as Hawthorne Drive has greater traffic volumes and speeds, versus Central Street which has higher amenity, lower speed with more pedestrian crossings and therefore greater public safety.</p> <p>Also noting that the District Plan does not include rules that determine speeds.</p>
<p><i>3.5 To provide pedestrian and cycle linkages between the Zone and Frankton Flats Special</i></p>	<p>This policy has been partially effective. A cycle lane is formed along Hawthorne Road, which connects Remarkables Park with Frankton Flats, however this is relatively narrow, and the primary vehicular movement</p>

<p><i>Zone (A), the Events Centre and Glenda Drive as well as within the Zone.</i></p>	<p>appears to be heavy duty vehicles, private vehicles, and construction site vehicles.</p> <p>There is a pedestrian link between Shearers Drive and the Events Centre (behind Countdown and Rebel Sports) that provides an informal link across the cricket pitch to the events centre.</p>
<p><i>3.6 To ensure through appropriate road network design that the impact of traffic on the amenity of Activity Areas C1 and C2 is minimised.</i></p>	<p>This policy has been effective. The road network within AA C1 and C2 provides for a slow speed environment, through narrow streets and pedestrian crossings, to minimise traffic effects on amenity of these areas.</p>
<p><i>3.7 To provide safe and pleasant street environments for residents, visitors and workers within the Zone which contribute positively to neighbourhood identity and amenity.</i></p>	<p>Given that a large portion of this zone is either vacant, under construction or being used for temporary activities (mainly carparking or car storage), it is difficult to determine the effectiveness of this policy.</p> <p>The street environments are generally pleasant, however the ad hoc nature of development and large areas of vacant land, has meant that the neighbourhood identity and amenity has not fully materialised. However, there is opportunity for this to occur through future development of the zone.</p>

Objective 4

Providing for and managing impacts on infrastructure

- a) The development of the Zone does not diminish the on-going operation of the Airport and the Airport is protected from adverse reverse sensitivity effects.*
- b) A safe, efficient and effective transportation network is provided and travel demands are managed to reduce reliance on the private car.*
- c) Appropriate provision is made for public and private utilities to meet future needs and to protect public health and safety.*
- d) Effective integration of land uses with stormwater management systems occurs.*

Table 11 provides an assessment of the effectiveness of the policies which aim to meet this objective. The overall assessment has found that majority of Objective 4 Policies have been met particularly in regard to providing a safe, convenient and integrated transportation network as well as protecting the operations of airport and avoiding ASANs to occur. However, the current state of the zone, being partially developed, currently does not meet the travel demand policies particularly around facilitating walking and cycling and encouraging a range of physical and behavioural measure to reduce reliance on motor vehicles.

Two accesses from SH6 are emphasised how important they are to the zone – which is the EAR and Grant Rd and are acknowledged as the central components to the internal roading network. Transportation, land use, and public access are to be envisaged to be ‘fully integrated’ within the Zone and beyond the zone. It is emphasised that the zone is provided for residents, employees and visitors so that the zone is expected to improve choices and encourage walking and cycling.

Table 11.

Objective 4 Policies	Effectiveness Assessment
<p>Policies: - Airport Operation</p> <p>4.1 <i>To prohibit Activities Sensitive to Aircraft Noise within the Outer Control Boundary of Queenstown Airport.</i></p> <p>4.2 <i>To establish a buffer of industrial land (including yard based industrial and service activities) between Queenstown Airport and noise-sensitive activities in the Zone.</i></p>	<p>These policies have been effective. ASANS are prohibited activities in the OCB of Queenstown Airport.</p> <p>AA D and the southern portion of E1 are largely still undeveloped but the rule framework for these AA enable Industrial Activities, Service Activities and Light Industrial Activities to provide a buffer between the Airport and ASAN's.</p>
<p>Transportation Network</p> <p>4.3 <i>To provide a safe, convenient and integrated transportation network that provides for pedestrians, cyclists, the expected range of vehicles and public transport.</i></p>	<p>This policy has been mostly effective. The EAR and Grant Rd provide a convenient transport network for vehicles and public transport.</p> <p>Footpaths are provided on both side of Hawthorne Drive as well as a narrow bike lane. No bike lane is provided along Grant Road or Central Street.</p>
<p>State Highway</p> <p>4.4 <i>To require that a safe, efficient and effective connection to any site from State Highway 6 exists prior to any development being occupied within the Zone.</i></p> <p>4.5 <i>To provide safe, sustainable and integrated road connections to and from State Highway 6 in locations agreed with the NZ Transport Agency. These agreed locations are all-access roads at Grant Road and the EAR, and limited access at Glenda Drive.</i></p> <p>4.6 <i>To maintain Activity Area A as an open landscaped buffer between the State Highway and activities in the Zone sensitive to road noise.</i></p>	<p>These policies have been effective.</p> <p>Two consents have been approved for vehicle crossing access to SH6.</p> <p>AA A provides an open landscaped buffer between SH and activities in the Zone.</p>
<p>Internal Network</p> <p>4.7 <i>To provide a network of streets and accessways, appropriately orientated and integrated with State Highway 6 with physical distinctions between each, based on function, convenience, traffic volumes, vehicle speeds, public safety and amenity.</i></p>	<p>This policy has been mostly effective. A network of streets is provided in the zone based on different functions provide different levels of public safety and amenity.</p> <p>The EAR provides a level of convenience for cars, heavy traffic and service vehicles through higher traffic volume, and vehicle speeds, but lower public safety and amenity. Whereas the internal streets, such as</p>

<p>4.8 <i>To ensure that businesses that are serviced by trucks provide safe and functional loading zones on site so that the effective functioning of the road network is not compromised.</i></p> <p>4.9 <i>To encourage the majority of the heavy traffic passing through the Zone to utilise the EAR instead of Grant Road by road design and traffic control measures such as intersection design, judicious placement of pedestrian crossings and the provision of on-street parking along Grant Road.</i></p> <p>4.10 <i>To provide suitable, convenient, safe and accessible areas for car parking on site in a way that contributes to the amenity of the Activity Area.</i></p>	<p>Central Street, are more narrow with raised tables and multiple pedestrian crossings to support public safety and greater pedestrian amenity.</p> <p>9 consents have been granted for loading zone minimums and design. Eight of these are on Grant Road and one on Hawthorne Drive. Complaints have also been lodged for the unsafe loading on various sites which may also compromise the effective functioning of the road network.</p> <p>The design of the EAR, through wider street carriageway and less pedestrian crossings, provides a more appealing street environment than Grant Road, which is more narrow with on-street parking.</p> <p>There is ample of convenient, safe and accessible areas provided for car parking in the zone (both temporary and long term). This has affected the amenity of some of the activity areas and the overall zone.</p>
<p>Travel Demand Management</p> <p>4.11 <i>To ensure that the design of the relevant street environments take into account the operational requirements of public transport.</i></p> <p>4.12 <i>To ensure that car parking is available consistent with a reduced reliance on the private car for travel while not over providing car parking and not exceeding the rates necessary to service the development.</i></p> <p>4.13 <i>To ensure the layout of the Zone and urban blocks that make up the Zone facilitate walking and cycling.</i></p> <p>4.14 <i>To encourage a range of physical and behavioural measures to reduce reliance on motor vehicles and to manage demand to travel.</i></p>	<p>These policies have been partially effective in that the design of the street networks, particularly Grant Road, Shearers Road and Hawthorne Drive take into account the operational requirements of public transport.</p> <p>The nature of majority of the developed part of the zone is large format retail and therefore resulted in a greater demand reliance on private car vehicle.</p> <p>The look and feel of the space (a large portion being vacant or currently under development) does not encourage walking and cycling.</p>
<p>Infrastructure</p> <p>4.15 <i>To ensure that subdivision and development recognises and provides for any necessary cross boundary infrastructure and utilities including but not limited to the provision of overland flow paths for stormwater.</i></p> <p>4.16 <i>To ensure that any run-off from impervious surfaces is treated and discharged through a combination of on-site infiltration, piping, and</i></p>	<p>It is difficult to determine the effectiveness of this policy as there are no specific rules in Chapter 12 requiring this. Infrastructure is generally addressed through District wide standards in Section 15 (Subdivision, Development and Financial Contributions) and Code of Practise. For Frankton Flats, Chapter 12 requires Restricted Discretionary activities require assessment against 3 waters, on-site soakage and overland flow paths for rainfall.</p>

<p><i>overland flow and attenuation primarily along the roading network in accordance with stormwater catchment management plan(s) for the Frankton Flats.</i></p> <p>4.17 <i>To ensure that, in addition to off-site stormwater soakage and storage areas, sufficient space is provided on each site to accommodate on-site soakage of stormwater run-off through the provision of permeable areas, as well as soakage bores, pits and galleries.</i></p>	<p>The Council have produced a Stormwater Catchment Management Plan for the area so that the development can be assessed against the standards that are set by the council.</p> <p>Feedback from three waters stormwater engineers is that often proposed development in the Activity Areas are being realised faster than making these modelling assessments on time. Council's engineers From an engineering perspective there are no specific issues identified with ineffectiveness of these P&O.</p> <p>Three complaints have been received regarding inadequate drainage in the zone.</p>
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Objective 5 - Creating a high-quality urban environment

A high quality, urban environment develops with integrated built and open space elements, including roads.

This policy seeks to create an urban area within the zone that is built to such a standards that it is visually interesting and provides varied urban form. Factors such as building height, form, subdivision design, materials and comprehensive urban planning will contribute to an area that is attractive, usable, safe and vibrant. The ability to assess the effectiveness of the policies in this group is limited due to the zone only being partially developed to date.

Table 12 provides an assessment of the effectiveness of the policies which aim to meet this objective. The overall assessment has found that the developments that have been undertaken today, especially in Activity areas C1,C2 and C3 have provided a high quality urban design response. This is especially evident in the High Street (Central Street) where the architectural responses and design have led a fine-grained sense of place with a strong and positive relationship with the street creating the sense of a town centre, which is safe, vibrant and reflecting a range of different architectural styles using colour and materiality. There are questions over the building and activity responses (also failing to provide) extra height) at the entrance to Grant Road and Hawthorne Dr. from SH6. Wall a civic square has been provided in central Rd. There appears to be a lack of public open space provided throughout the rest of the area and this would need to be addressed is the area develops over time.

Table 12.

Objective 5 Policies	Effectiveness Assessment
<p>5.1 <i>To ensure a high standard of building design, site layout and landscape treatment including amenity planting within:</i></p> <p>a. <i>All of Activity Areas: C1, C2 and E2;</i></p> <p>b. <i>E1 at the interface of the EAR and SH6; and</i></p>	<p>This policy has been effective for the development undertaken so far (to date). The developments within Activity Areas C1, C2 and C3 have provided a high-quality urban design response for these areas. There is a variation of architectural designs and treatments provide at a fine grain, with a strong and positive relationship with the street creating the sense of a</p>

<p>c. <i>D at the interface of The Events Centre, the EAR and Road 5.</i></p> <p><i>In other areas building design, site layout and landscape treatment should be appropriate to the context of the site and Activity Area.</i></p>	<p>town centre. There is appropriate level amenity planting in the majority of the areas .</p> <p>The interface of E1, EAR and SH6 is considered acceptable, with the weakest feature being the petrol station reducing the building presence in this location. For the other areas it is considered that this policy has been effective.</p>
<p>5.2 <i>To enable variations in building height in order to create interesting streetscapes and variety in form, scale and height of buildings.</i></p>	<p>This policy has been effective as there is a range of different heights throughout the special zone, creating interest in the building forms at a scale and form that is appropriate to this context.</p>
<p>5.3 <i>To provide for additional height of up to one floor on street corners adjoining Activity Area A where this will add to the visual interest and articulation of the corner when viewed from State Highway 6.</i></p>	<p>This policy has not been effective as there is no additional height evident on these corners.</p>
<p>5.4 <i>To ensure buildings and site layout enhances street frontages and street amenity taking into account the context of the site.</i></p>	<p>This policy has been mostly effective, especially on main streets, with the building and site layout providing a strong relationship with the street to create the sense of an active street and town centre. The majority of the carparking is located behind or under building forms.</p>
<p>5.5 <i>To encourage the use of colours and materials that complement the surrounding landscape character.</i></p>	<p>This has partly been effective with use of different colours and materials, but it is questioned if all of these are complementing the surrounding landscape character, acknowledging the difficulty in applying this without a definition of what this is and therefore what it is really trying to achieve.</p>
<p>5.6 <i>To ensure that crime prevention techniques are incorporated in the design of buildings (including parking areas), public and semi-public spaces and landscaping.</i></p>	<p>This policy has been mainly effective with majority of the carparking located behind or under building forms to reinforce the building presence in the street except for the corner with Glenda Drive. In the case of the development on Frankton Flats A the buildings are designed in a perimeter style response, with buildings facing the public domain and internalised carparking with an internal form on the high street providing access to Shearers Drive.</p>
<p>5.7 <i>To ensure that the design of the EAR and development on adjoining land, including associated landscaping of both areas, is considered in a comprehensive manner so that:</i></p>	<p>This policy has mainly been effective and achieved its intended outcomes and created a level of urban form that would be expected for a major connection of this nature, same for the uses and the way they relate to the interface with SH6 (the petrol station reduces the sense of presence) and the large scale car parking on the</p>

<p>a. <i>It contributes positively to the urban form and integration of the adjacent Activity Areas; and</i></p> <p>b. <i>It maintains and enhances the viewshaft and corridor function of this road.</i></p>	<p>corner with Glenda Drive creates a negative presence on this corner.</p> <p>The EAR has maintained the viewshaft and is appropriate landscape with sufficient pedestrian access.</p>
<p>5.8 <i>To minimise the visual impact of wide carriageways on streetscapes while accommodating footpaths, public utility services and drainage systems.</i></p>	<p>This policy has mainly been effective and achieved its intended outcomes, but there are locations where the footpaths are not suitable for disabled access.</p>
<p>5.9 <i>To require the provision of landscape treatment appropriate to the function of the street as an integral part of street network design while ensuring that signage, roadside furniture and landscaping do not adversely affect views of the surrounding Outstanding Natural Landscapes.</i></p>	<p>This policy has somewhat been effective and achieved its intended outcomes, with the exception of the level of hardstanding present. Presently Grant Road and Hawthorne Drive do provide viewshafts to the surrounding outstanding natural landscapes</p>
<p>5.10 <i>To complement the appearance of buildings through the judicious placement of trees so building bulk and height is less apparent.</i></p>	<p>The trees located within the zone have not matured enough to determine the effectiveness of this policy.</p>
<p>5.11 <i>To ensure the design of on-site car parking, loading zones and loading bays in Activity Areas C1, C2 and E2 do not adversely affect the amenity of streets and other public places.</i></p>	<p>This policy has been mainly effective with the majority of the carparking being located behind or under building forms to reinforce the building presence in the street, except for the parking access to Woolworths on Shearers Drive</p>
<p>Open Space</p> <p>5.12 <i>To provide for a range of reserves of appropriate, quality, quantity and functionality in convenient locations so as to meet the active and passive needs of the residents, worker and visitor community taking into account Policy 1.1 of 4.4.3 of the District Wide Policies.</i></p> <p>5.13 <i>To provide for a range of open spaces including places to meet, play, shelter, sit and rest with these spaces oriented to the sun and sheltered from prevailing winds.</i></p>	<p>It is very clear this hasn't been met. While the new town square has recently been established off Central St, there are limited other public space options provided to date. It is considered that there is a weak connection between the public space (to the west) and the overall zone.</p>

Effectiveness of the Rules

Due to the large number of policies and objectives, it can be somewhat difficult to monitor the effectiveness of the rules for both FFSZ and FFSZB in relation to them. Additionally, there is a high percentage of district wide rule breaches. For example, there are no rules to specify specific signage controls other than matters of discretion. Therefore, the implementation methods rely on district wide controls which are contained within other chapters of the ODP. Therefore, the analysis of the rules has been based on notable trends found within the data.

The non-complying rule breaches for the built control standards for both zones suggests that there is a demand for greater heights, densities and GFA within this area. Another trend is the large number of breaches for earthworks, whereby considering this is a flat piece of land, the chances of adverse effects from sediment discharges are limited. This suggests that the current threshold for only 100m³ in volume and 200m² in area is potentially too stringent, especially in consideration of the large lot sizes and large format retail developments which require a much greater surface area of earthworks. However, it is likely that once being brought into the PDP, the zone will be subject to the PDP Earthworks chapter instead, making the current rules irrelevant and an unnecessary double up.

Development controls require landscaping along road boundaries between 1.5m and 3m, depending on the site's location being along the EAR, in the identified Road Frontage Control Area and all other roads. Whilst there have been breaches to the landscaping rules, it does appear that these have been ineffective in providing appropriate streetscaping and breaks to an area which does not have much impermeable surfacing. This has most likely been due to the high numbers of non-compliant breaches for not meeting the minimum permeable area per site of 10% as well as the definition of landscaping in the PDP includes any ancillary lawn, water, rocks and paved areas or amenity features. Furthermore, this requirement for permeable area could be reviewed for the Activity Areas which have enabled a higher density development, such as AAB & C in FFSZ and AAC1 in FFBSZ. However, this is as long as it can be proven that there is appropriate infrastructure in place for stormwater to compensate for this lack of attenuation. This has already been covered to an extent through **12.20.7.3[i](a)[iv]** under the Resource Consent Assessment matters (RD) for buildings in AAC1 and AAC2 in FFBSZ to incorporate water sensitive urban design elements (e.g. bio filtration, permeable paving etc.).

Further useful information gained from the rule breaches have been in relation to non-complying activities occurring in Activity Areas within FFSZB, which are not anticipated. This trend mainly shows that there are a high number of non-industrial activities within AAE1 which has resulted in some complaints due to reverse sensitivity including dust and traffic complaints. Aside from AAE1 it appears that all the other Activity Areas have generally had activities occurring within them which was anticipated showing that these rules have been somewhat more effective.

Findings

In regard to Frankton Flats, given that this zone relies on district wide objectives and policies for development, it creates challenges when having support from the policy framework for specific provisions and outcomes anticipated for the zone.

The Policy framework for Frankton Flats B provides overarching objectives and policies for the entire Frankton Flats B zone with individual objectives and policies for each of the Activity Areas. This approach results in difficulties when assessing the effectiveness and efficiency of the objectives, policies and rules since not all of the zone wide objectives and policies have the same relevance in each activity area. Additionally, there are instances where some of the policies contradict each other or result in trade-offs of outcomes.

For example, there is strong direction in the zone wide objectives and policies around the usage of the Frankton Flats B in a way that enables a variety of land uses under the zoning arrangements. Overall, these policies are considered to be effective, even though the resource consent data indicates that the zone has a relatively high percentage of non-complying activity rule breaches. Of the 74 non-complying rule breaches, 45% of these were for land use or subdivision not in accordance with subdivision. The majority of these were located in AA E1, indicating that there are non-industrial activities occurring in this activity area, which were not necessarily anticipated. This may have resulted in reverse sensitivity effects but also a negative impact given the limited industrial land available in the surrounding area.

Furthermore, another challenge that has been found when applying the s35 criteria is that a large portion of the zone is currently under development or still vacant. As a result, vacant land and empty spaces, in return, are either used for additional space for commercial businesses and yard-based industrial services by means of renting or relocating their storage of for instance, rental vehicles and / or additional paid car parking space or storage of heavy utility and industrial vehicles and containers. The current activities (vehicle storage etc.) may be temporary use of the vacant land prior to future development, and may also suggest that there's demand for these activities in the Frankton Flats area.

The activities of AAs E1 and D are allocated for this purpose, but the unintended consequence of providing multiple activities that ancillary activities have had spillover effects on the other parts of Frankton Flats B and on the greater zone. The temporary usage of the vacant land in Frankton Flats meant that the amenity values have in parts of the zone been adversely affected by the alternative and potentially unanticipated usage of vacant land. Majority of the temporary activities have required resource consent for non-complying activities in the relevant AA. Another consequential effect of this is that even though the zone provides for alternative modes of transport, through footpaths and cycleways, the heavy vehicle traffic movements, alongside car dominant environment and adjoining landuse (either undeveloped or temporary car parking) does not provide a high-quality amenity to support people using active travel modes particularly along Hawthorne Drive.

There is strong direction in the objectives and policies for providing open spaces and reserves and a high-quality environment. The town square has recently been established off Central St in accordance with the approved

Masterplan which is made up of hard landscaping with outdoor seating. There are no other publicly accessible open spaces or reserves located within the zone and even though the development in C1 and C2 are located within close proximity to the Queenstown Events Centre and associated sports fields, a wider range of reserves and open spaces serving different purposes should be provided within the zone. It is acknowledged that further development in AA C2 (residential neighbourhood) may result in additional private outdoor living areas which are required for residential activities. But these would likely not be vested in Council or be publicly available.

In saying this, the developments that have been undertaken to date, especially in areas C1, C2 and C3 have on the whole delivered good and high-quality urban design outcomes. There has been a range of different architectural responses used, thought height, colour, scale form and materiality creating a strong sense of the town centre. The buildings in the commercial area provide a strong and positive relationship with the street with the appropriate level of onsite amenity landscape and street treatments. However, there are questions over the level of effective public open space that has been provided. There has been limited residential development undertaken today however a number of those developed were for affordable purposes, with lower design quality. As a result, it could be said in terms of urban design quality the policies have been mainly effective to date.

The objectives and policies in relation to visual amenity and connection relate to views to surrounding Outstanding Natural Landscapes as well as views from the SH6. These have generally been effective and even though there have been a number of height breaches, majority of these being in C1 and C2, the views to the Remarkables and surrounding mountains has generally been maintained, through the open space maintained in AA A as well as viewshafts along road corridors.

There have been a large number of breaches of district wide transportation provisions that may have reduced the efficiency of the transport network, particularly for not meeting threshold of parking bays, 13 not meeting the requirements and 6 exceeding the threshold. In addition, 10 breaches have been recorded for travel demand management plans, even though these trigger controlled activity status, it still indicates that a large number of businesses are exceeding 25 carparks and therefore not supporting policy 3.14 - *To encourage a range of physical and behavioural measures to reduce reliance on motor vehicles and to manage demand to travel.*

A large number of non-compliances relate to signage, noting that these are district wide controls and there is no Frankton Flats B specific objectives and policies, other than policy 5.8 in relation to Urban Design - *To require the provision of landscape treatment appropriate to the function of the street as an integral part of street network design while ensuring that signage, roadside furniture and landscaping do not adversely affect views of the surrounding Outstanding Natural Landscapes.* C1 has a specific policy (7.15) *To avoid adverse visual effects of signage on the northern side of buildings adjoining Activity Area A by managing the size and location of signs or sign platforms when assessing building design* which has been effective.

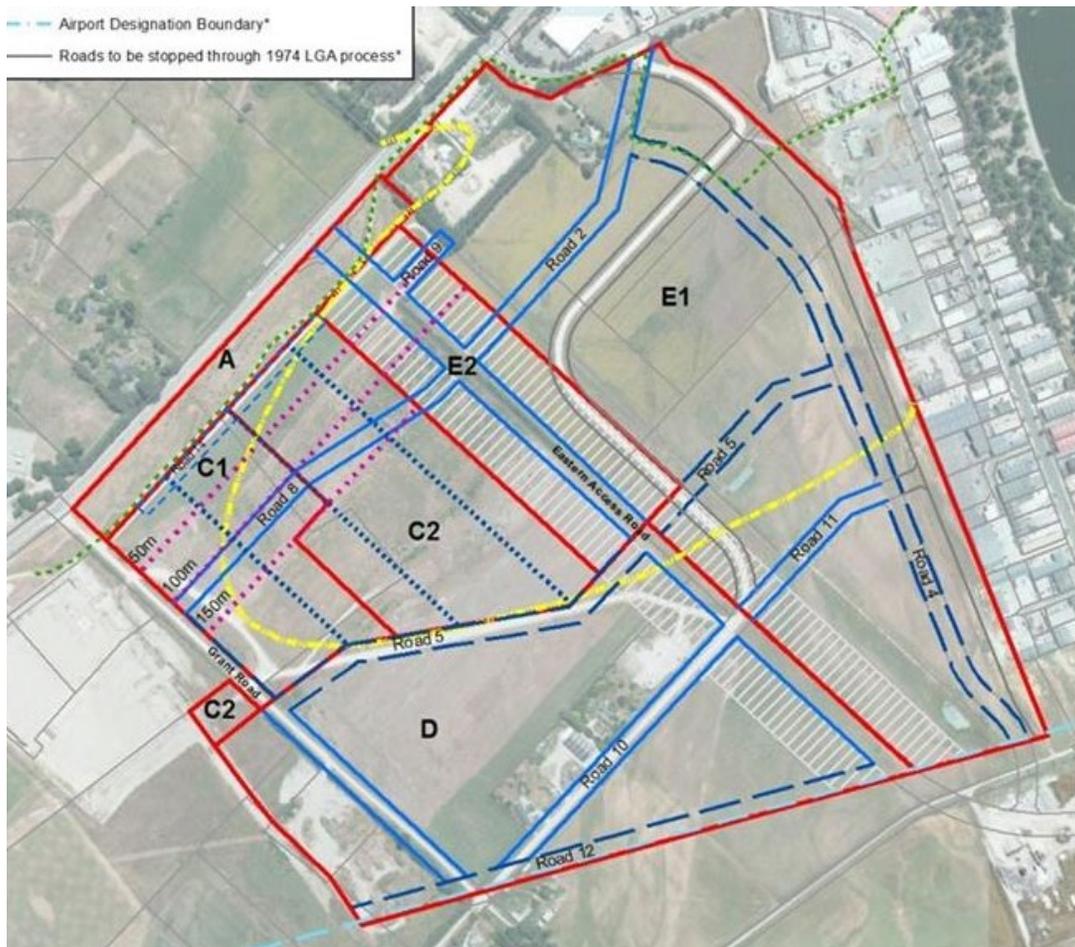
There is strong policy direction in the objectives and policies for providing for stormwater management and overland flow. This is difficult to assess, as there are no specific requirements for this other than through matters of discretion for restricted discretionary activities and therefore there is heavy reliance on the subdivision chapter rather than Zone Specific rules to try and meet this objective. The chapter does note that the objectives and policies will be implemented through the stormwater catchment management plan.

Appendix 1: Objectives and Policies relevant to specific Activity Areas

Assessment against Policies specific to Activity Areas in Frankton Flats B

The following tables provide an analysis of the policies specifically relating to the individual Activity Areas (AA) within Frankton Flats B; A, C1, C2, E1, E2 and D. Please refer to the Structure Plan below in Figure 20.

Figure 21. FFBSZ Structure Plan



Objective 6 – Area A (Open Space)

An open landscaped area adjacent to the State Highway that helps to maintain views of the surrounding Outstanding Natural Landscapes and provides for public access and physical separation of buildings from the State Highway.

Table 13 provides an assessment of the effectiveness of the policies which aim to meet this objective. The overall assessment has found that majority of Objective 6 Policies have been met in that AA A provides for an open landscaped area that provides physical separation of buildings from the State Highway. Views of the surrounding Outstanding Natural Landscapes to the Remarkables are also maintained.

Table 13.

Area A	Policy	Effectiveness Assessment
6.1	<i>To mitigate the adverse landscape and visual amenity effects of development by providing an attractive, comprehensively designed open landscaped area between State Highway 6 and Activity Areas C1, C2 and E2 that is free of buildings.</i>	This policy has been partially effective, in that it provides open landscaped areas between SH6 and AAs. Development is still visible from the SH given the type of landscaping that has been used (mainly grass with low landscaping and sporadic tree specimens).
6.2	<i>To provide a public walkway and cycle path that is linked with the local network and that is compatible with the walkway/cycleway adjacent to the northern edge of the FFSZ(A).</i>	This policy has been effective. A public walkway/cycle path is provided adjoining SH6.
6.3	<i>To ensure that all of Activity Area A is comprehensively maintained and managed in a consistent manner and is not fenced or further developed in incompatible landscape styles.</i>	This policy appears to be effective. The area is observed to be well maintained and managed.
6.4	<i>To require that a resource consent be granted and implemented for development of Activity Area A prior to work proceeding in Activity Areas C1 and C2. The consent is to:</i> <i>a. provide for the formation of a walkway and cycle path linked with the local network;</i> <i>b. provide for consistent landscape treatment while not compromising the Area's open character, viewshafts to The Remarkables, and views to ONLs;</i> <i>c. secure the Area's ongoing maintenance and management; and</i> <i>d. secure permanent public use of the walkway and cycleway.</i>	This was not found effective since RM160415 was granted for the development of Activity Area C1 in conjunction with Activity Area A. ¹²

¹² [RM160415 s95 & Decision Part 1 - From Page 1 to Page 98 \(qldc.govt.nz\)](#)

Figure 22. Landscaping in Activity Area A



Objective 7 – Area C1 (Centre)

A vibrant, mixed use area organised around a mainstreet-type environment that complements and is integrated with the Frankton Flats Special Zone A to form a town centre which serves local and surrounding areas.

Table 14 provides an assessment of the effectiveness of the policies which aim to meet this objective. The overall assessment has found that majority of Objective 7 Policies have been met allowing for a range of mixed use activities enabling the development of a vibrant and attractive place to live, visit and work.

However, a large portion of this AA is still to be developed so it is difficult to assess the efficiency of all policies, particularly in regard to the built environment and amenity.

Table 14.

Area C1	Policy	Effectiveness Assessment
7.1	<i>To enable a range of retail, commercial, office, entertainment and licensed premises, higher density residential, visitor accommodation, community, education, health and day</i>	This policy has been effective. Several commercial, retail, office, and residential activities (temporary workers accommodation) are undertaken in this area.

	<i>care activities, that achieve a mixed use town centre outcome, in conjunction with FFSZ(A) .</i>	
7.2	<i>To limit the number of large format retail activities and their location to either end of the mainstreet (Road 8) to help generate pedestrian activity and support commercial viability while maintaining a mainstreet environment.</i>	This has been found to be somewhat effective. Rule 12.20.6.2(iv) limits large format retail (exceeding 1,000m ² GFA) to four on Road 8 (Central Street). There is currently no clear arrangement of large format retail, Kmart is located behind smaller retail units located along Central Street. A large portion of Central Street is currently undeveloped.
7.3	<i>To ensure that Activities Sensitive to Aircraft Noise only occur outside the Queenstown Airport Outer Control Boundary.</i>	This policy has been effective. ASANs are prohibited activity within the OCB.
7.4	<i>To encourage subdivision and development to provide a fine grained urban pattern based on a grid street network and a perimeter block form of development where streets are generally edged by continuous building facades.</i>	This policy has been generally effective. The development that has progressed in this AA so far, especially along Central Street and around it, suggests that the fine-grain is achieved.
7.5	<i>To ensure streets and landscaped places provide a range of sunny and sheltered places that enable people to meet, rest and observe passing activity.</i>	This policy has not been effective. A town square is within this activity area and street furniture is provided which offers places where members of public can pause and enjoy themselves. However, this area and other locations with street furniture are generally adjoining the road network and not necessarily spaces where people would want to spend a long time and are generally impermeable spaces with minimal landscaping. There is no rule requiring this outcome.
7.6	<i>To require attractive, active and continuous street frontages along the 'mainstreet' (Road 8) by using extensive areas of transparent glazing, not allowing residential activities and visitor accommodation to locate at ground floor level and locating main pedestrian entrances direct to the street.</i>	These policies have been found to be generally effective. The Central Street generally offers attractive and active street frontages. One consent has been approved for no continuous veranda on Road 8 / Central Street.

7.7	<i>To provide continuous veranda cover for pedestrian shelter along both sides of the mainstreet (Road 8).</i>	
7.8	<i>To mitigate adverse visual effects of large format retail uses by requiring the sleeving of large building forms with smaller buildings and requiring modulation and detailing of frontages visible from streets.</i>	This policy has been somewhat effective. There are modulation design components which have been utilised to mitigate the visual adverse effects of large format. However no offsite mitigation measures have been used (e.g. landscaping).
7.9	<i>To enable minor variations in buildings height in order to create interesting streetscapes and variety in form, scale and height of buildings.</i>	<p>This policy has been found to be effective.</p> <p>The maximum building height standard for AA C1 allow for variation in building height by way of Rule 12.20.6.2 (ii) and that all building heights within 100m of the southern boundary of AA A can be extended by 1.5 metres above the maximum heights for the purpose of roof articulation.</p> <p>In addition, four non-complying height breaches were triggered in AAC1 under the resource consent RM160415 between 720mm and 2875mm.</p> <p>These patterns and variation in built form have contributed to providing an interesting streetscape through the design of the buildings.</p>
7.10	<i>To manage the location of car parking in order to contribute to visual amenity including placement of parking to the side or rear of buildings and undergrounding where appropriate.</i>	This policy is hard to assess the effectiveness. Whilst it appears that the location of car parks has been carefully considered in regard to location to shops, however the number and size of these reduce the quality of visual amenity. The large carpark in C1 is visible from the SH6.
7.11	<i>To provide and enhance public walkways and thoroughfares between and through buildings to enhance walkability and permeability for pedestrians.</i>	This policy has been mostly effective as there are pedestrian crossings and some thoroughfares within the AA.
7.12	<i>To ensure public spaces, including communal parking areas, are safe to use and pass through, including being suitably lit at night time whilst taking into account Council policies on lighting.</i>	This policy appears to be effective. Central Street is pedestrian friendly, in that it has a relatively narrow carriageway, with plenty of safe crossings and footpaths which suggest that the public spaces are relatively safe. There appears to be some pedestrian-dedicated access areas and crossing

		points within the carpark but it is generally car oriented.
7.13	<i>To require that residential activities are designed to minimise potential adverse effects on occupants from high levels of night time noise generated from other activities within the Zone.</i>	This policy appears to be effective. The complaint data indicates that noise complaints were raised in regard to construction noise only. This may also be the case because there is only one residential activity established in the AA which is for temporary workers accommodation.
7.14	<i>To achieve a high level of amenity on the northern edge of Activity Area C1 as viewed from State Highway 6 and Activity Area A by requiring buildings to face and provide access to the 'Laneway' (Road 14). Buildings on site(s) between the western end of the 'Laneway' (Road 14) and Grant Road are to similarly address Activity Area A.</i>	This policy has been partially effective. The buildings that face the northern edge provide visual interest through building design and roof modulation, but majority of the edge is dominated by carparking. Landscaping is provided in the adjoining AA.
7.15	<i>To avoid adverse visual effects of signage on the northern side of buildings adjoining Activity Area A by managing the size and location of signs or sign platforms when assessing building design.</i>	This policy appears be generally effective. 2 consents have been approved for signage within 75m of SH6. Site visits confirm that there is limited signage visible from the SH6, and these are simple in design and located on the buildings. Corporate colours on buildings is also limited, which has assisted with implementing the policy.

Objective 8 – Area C2 (Residential Neighbourhood)

A compact, predominantly residential neighbourhood, with a mix of compatible activities, accommodated in low to midrise building types (up to 6 storeys) designed to provide a high-quality public and private living environment.

Table 15 provides an assessment of the effectiveness of the policies which aim to meet this objective. A large portion of this AA is still vacant, so it is not possible to determine the effectiveness of all policies in this Activity Area at this point in time due to the limited amount of development and resource consents that have been lodged.

Table 15.

Area C2	Policy	Effectiveness Assessment
8.1	<i>To encourage effective use of land by preventing low density residential living and enabling higher density residential development, including affordable housing.</i>	To date there is only one Multi unit Development, and another subdivision consent has been granted for medium density residential - approximately 300 two storey - two-bedroom dwellings.
8.2	<i>To enable an environment conducive to the development of a residential neighbourhood, with retail, commercial, and visitor accommodation activities limited to convenience retail and smaller scale workplaces and developments.</i>	It is difficult to assess the effectiveness of this policy given that this AA is still largely undeveloped. The only non-residential activities in the AA are for offices which are conducive with residential.
8.3	<i>To ensure that Activities Sensitive to Aircraft Noise only occur outside the Queenstown Airport Outer Control Boundary.</i>	This policy has been effective as any ASANs within OCB are prohibited in the rule framework.
8.4	<i>To require a high standard of site and building design including outdoor living spaces that integrate with neighbouring land uses and streetscapes to ensure high quality environment for residents and visitors.</i>	There is not enough development in this AA to determine the efficiency of this policy.
8.5	<i>To ensure that building facades that front streets and public spaces contribute to safe and attractive high amenity public environments.</i>	
8.6	<i>To manage the location of car parking in order to contribute to visual amenity. Garages and on-site car parking areas should not dominate streetscapes.</i>	This policy is generally not effective. Within the rule framework, as RD, 12.20.7.3 iii (l-n) does outline standards for parking and access in Area C2 including that parking should be to the rear or not visible from the street and surface car parking areas should be landscaped. Cars and garages still appear to be dominant in the landscape. The apartments do provide an internal courtyard that contributes to on-site visual amenity. See Figure 22 below.
8.7	<i>To enable minor variations in buildings height in order to create interesting</i>	Effectiveness has been achieved with the existing development that has occurred in the area.

	<i>streetscapes and variety in form, scale and height of buildings.</i>	
8.8	<p><i>To achieve an environment where:</i></p> <p><i>a. noise sensitive activities are designed so as to minimise potential adverse effects for occupants from noise generated by activities in the Zone; and</i></p> <p><i>b. noise generating activities within the activity area are required to avoid or mitigate any unreasonable noise effects on nearby residential activities.</i></p>	<p>This policy can be considered effective as the complaint data indicates that noise complaints were raised by residential users in regards to construction noise only. This may be due to a large portion of the AA still being vacant.</p>
8.9	<p><i>At the interface of Activity Areas C2 and E2 require:</i></p> <p><i>a. at the time of subdivision and development a laneway between the Activity Areas to enable physical separation of development and to provide shared access; and</i></p> <p><i>b. ensure that building design and site layout, including the location of parking and outdoor areas helps to minimise nuisance effects for residents while maintaining the amenity of the laneway.</i></p>	<p>This policy is effective with the development that has occurred to date. Munro Road and Muritai Place provide the purpose of a laneway and physical separation between C2 and E2.</p> <p>One of the matters of Discretion under 12.20.3.3 vii.c.i.(a) for buildings and associated works in C2 in relation to the spatial layout of the Activity Area, including potential or existing relationships to other activity areas, with respect to the location, capacity and form of laneways.</p> <p>Additionally, 12.20.4.i requires that a spatial layout plan is provided for buildings in C2 and ii.a.i.a. requires an analysis of the site in terms of adjoining activities and buildings (taking into account the development potential enabled by the Site and Zone Standards) including the location of principal indoor living areas, bedrooms and required outdoor living space(s) of residential units.</p>
8.10	<p><i>At the interface of Activity Areas C2 and D, minimise adverse effects of activities in Activity Area D upon residential and visitor accommodation activities in Activity Area C2 through mix of uses, building design and landscaping.</i></p>	<p>There has not been any development at the interface of Activity Areas C2 and D to determine the efficiency of this policy.</p> <p>Matters of Discretion in 12.20.6.1 iv includes matters specifically relevant for buildings within AA E2 interface with AA C2. But there is nothing specific for AAD and C2.</p>

<p>8.11</p>	<p><i>At the interface of Activity Area C2 with Activity Area A, achieve a high level of amenity on the northern edge of Activity Area C2 as viewed from State Highway 6 by:</i></p> <ul style="list-style-type: none"> <i>a. requiring buildings to face and provide access to the 'Laneway' (Road 14); and</i> <i>b. managing the size and location of signs.</i> 	<p>There is not enough development in this part of the AA to determine the efficiency of these policies.</p>
<p>8.12</p>	<p><i>To recognise that that part of Activity Area C2 located on the western side of Grant Road is inside of the Outer Control Boundary where Activities Sensitive to Aircraft Noise are not possible and to:</i></p> <ul style="list-style-type: none"> <i>a. provide for a range of non-residential activities that are not ASANs; and</i> <i>b. ensure that the design of development should recognise and appropriately address the area's relationship to and connections with Grant Road, FFSZ(A) and the Events Centre.</i> 	
<p>8.13</p>	<p><i>To ensure that public open spaces are provided concurrently with development, that provide safe, accessible and convenient spaces for people to undertake passive, informal recreational activities.</i></p>	<p>There is not enough development in this AA to determine the efficiency of these policies. There are no public open spaces provided currently in this AA.</p>

Figure 23. Internal courtyard in Residential complex



Objective 9 – Activity Area E2 (Mixed Use Business Corridor)

- a. A mixed-use business-orientated corridor for activities that benefit from exposure to passing traffic and which provides a transition between the adjoining residential and industrial areas, while maintaining the role of Activity Area C1/FFSZ(A) as a town centre.
- b. A high quality urban form that complements the corridor functions of the Eastern Access Road, including its role as an important viewshaft.

Table 16 provides an assessment of the effectiveness of the policies which aim to meet this objective. The Area is central to the Eastern Access Road which is known as the (Hawthorne Drive) and therefore, the visual exposure of this zone was meant to be a policy response to ensure that the buildings are of high-quality design and provide a good architectural response.

A large portion of this AA is still vacant, so it is not possible to determine the effectiveness of all policies in this Activity Area.

Table 16.

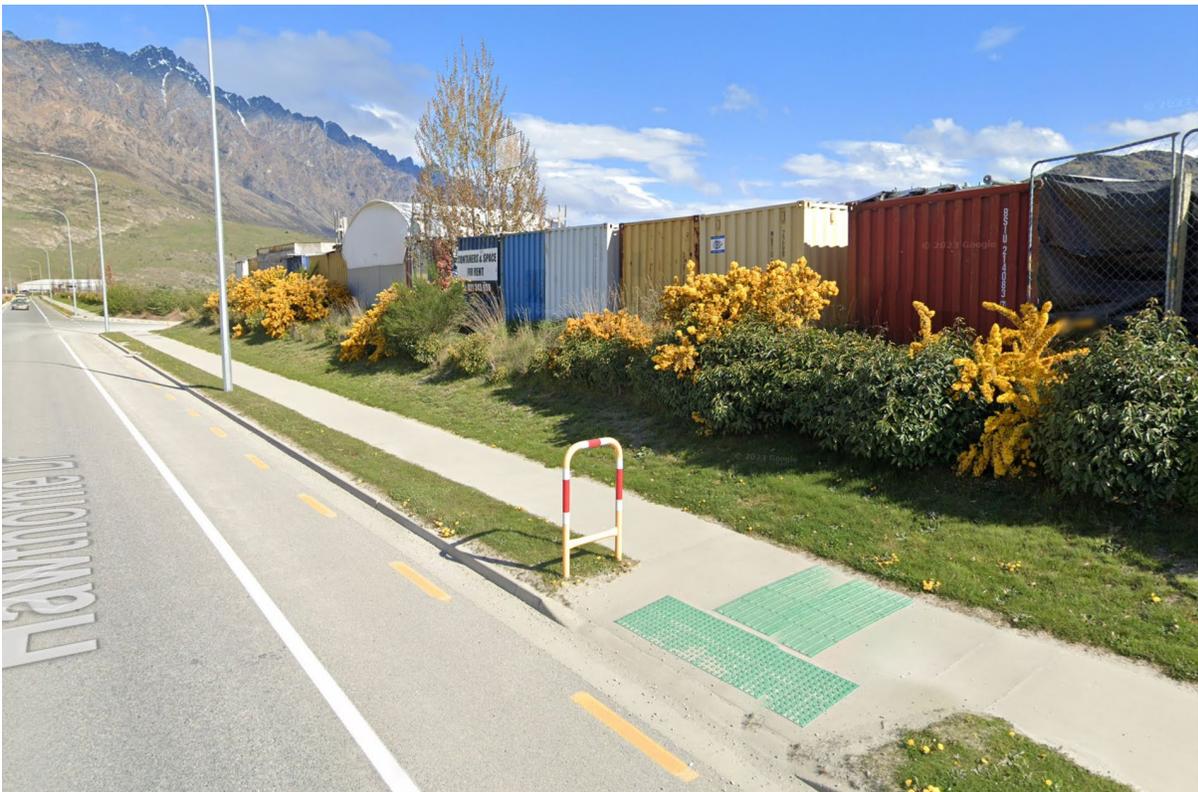
Area E2	Policy	Effectiveness
9.1	<i>To provide for a mix of offices, light industry, community, educational activities and mid-sized retail activities.</i>	<p>This policy has been partially effective. Three resource consents were granted that had non-complying activity status for Commercial Activities within AAE2. One for a Cosmetic Surgery, one for an Office Building with a retail component and another for a Service Station.</p> <p>A portion of the area is still undeveloped, and it appears that the mixed business use that was anticipated in the Structure Plan and that all anticipated / compatible land uses may have not been achieved in full form. The onsite survey indicates that there are no community or educational activities currently located in the AA.</p>
9.2	<p><i>To exclude:</i></p> <ul style="list-style-type: none"> <i>a. activities that are incompatible with a high quality mixed business environment due to the presence of harmful air discharges, excessive noise, use of hazardous substances or other noxious effects;</i> <i>b. activities that would undermine Activity Area C1 as being the primary location for smaller scale retail; or</i> <i>c. large footprint structures that are incompatible with the intended urban form outcome for the Activity Area.</i> 	<p>This policy has been partially effective.</p> <p>The only large footprint structure currently is Pak n Save which is a food retail / large supermarket. There is also a service station that has presence of hazardous substances.</p> <p>There is not enough development observed to help evaluate whether activities had adverse environmental impacts.</p>
9.3	<p><i>To ensure that a mixed use business environment establishes along the EAR where retail uses do not predominate by:</i></p> <ul style="list-style-type: none"> <i>a. controlling the size of individual retail units;</i> <i>b. requiring development that fronts the EAR to provide two or more levels of development with above ground floor areas that are suitable for activities other than retail, or otherwise</i> 	<p>The development of the EAR (Hawthorne Drive) is only partially established and therefore the effectiveness of these policies are unable to be assessed.</p> <p>The development that has been established along this road (currently occupied by Forsyth Barr, Pak n Save, Baileys, McKenzie Willis) along the Hawthorne Dr provide high visual interest</p>

	<p><i>provide for a mix of uses along the road frontage of the site; and</i></p> <p><i>c. enabling flexible occupation of floor space by:</i></p> <ul style="list-style-type: none"> <i>i. having a standardised car parking rate for non-retail activities;</i> <i>ii. floor to ceiling heights that enable a range of activities to occur within buildings.</i> 	and has achieved the high quality design outcome.
9.4	<i>To ensure that built form, site layout and landscape treatment of development establishes and maintains a high quality, attractive and visually cohesive interface along the EAR frontage.</i>	
9.5	<i>To ensure buildings and site development results in a high level of visual interest when viewed from the EAR through a combination of generous areas of glazing at ground floor, building modulation and detailing, positioning of main building entrances visible from the street, integration of signage with building design and appropriate landscape treatment.</i>	
9.6	<p><i>To ensure roadside interfaces become attractive spaces, by requiring:</i></p> <ul style="list-style-type: none"> <i>a. buildings be developed close to road boundaries so activities within the ground floor of buildings are clearly visible to passing pedestrians and motorists;</i> <i>b. buildings to provide an appropriate sense of scale to the streetscape through facade and roof design. In accordance with Policy 9.3(b), this will principally be achieved by multi-level buildings which visually distinguish upper floors from ground floors through methods such as articulating facades, the use of glazing, materials and finishes. Any single level buildings should emphasise building heights at</i> 	<p>As above this has been achieved with the buildings that have been built /constructed to date. 9.6 (b) and (c) was given regard to a certain extent.</p> <p>Building design and landscape treatment have been provided for in existing development.</p>

	<p><i>street frontage through incorporation of vertical scale or modulation into the design such that there is an impression of two levels. Series of low, single level buildings are to be avoided; and</i></p> <p><i>c. buildings to occupy at least half the road frontage of sites with car parking and loading areas located at the side or rear of each site so that they do not visually dominate road frontages. Storage of goods and refuse is to occur to the rear and be appropriately screened from view.</i></p>	
9.7	<p><i>To require any landscape treatment of frontages to complement and be integrated with building design and site layout. Landscape treatment should not be an alternative to high quality building design.</i></p>	
9.8	<p><i>To achieve a high level of amenity on the northern edge of Activity Area E2 as viewed from State Highway 6 and Activity Area A.</i></p>	<p>This policy has been partially effective. The edge of this activity area was found to provide some amenity, which is achieved with the development of permeable, grassed areas of open space with some landscaping adjacent to SH6 and is supported with pedestrian access. There has been some development however, the sites are mostly vacant at this stage, so it is difficult to make an assessment.</p>
9.9	<p><i>To ensure that safe, convenient and attractive pedestrian footpaths and on-street parking are available within the road corridor, along both sides of the EAR as well as for pedestrian connections between activities within the Activity Area, and activities in Activity Areas C2 and E1.</i></p>	<p>This policy has been partially effective. Various pedestrian crossings are available in the area, with footpaths on both side and plenty of on street car parking is provided. However, given the function of Hawthorne Drive, with high traffic volumes and speeds, and either vacant or temporary use adjoining landuses, it does not provide an attractive environment for pedestrians.</p>
9.10	<p><i>To require adequate parking (staff and visitor), loading and turning of vehicles to occur within each site (or as part of a shared arrangement secured by an</i></p>	<p>This has been effective as it is obvious and easily observable across all businesses and retail have ample car parking spaces.</p>

	<i>appropriate legal agreement), arranged so that all vehicles that exit onto the EAR can do so in a forwards direction.</i>	
9.11	<i>To limit vehicle access to and from the EAR to either shared crossing points or accessways or alternative access locations, when subdivision or development occurs.</i>	<p>The EAR (Hawthorne Drive) is only partially developed and therefore the effectiveness of this policy is unable to be assessed.</p> <p>One consent has been approved for vehicle crossings along the Road Frontage Control Area to be less than 50m apart.</p> <p>The development that has been constructed, all have individual access from the EAR which suggests that this policy has not been effective.</p>
9.12	<p><i>At the interface of Activity Areas C2 and E2:</i></p> <p><i>a. require subdivision and development to provide a laneway between the Activity Areas to enable physical separation of development while providing shared access;</i></p> <p><i>b. locate loading areas, ventilation ducts, outdoor storage areas and other activities generating outdoor noise and/or odour where effects from these are minimised in relation to residential activities in AA C2; and</i></p> <p><i>c. require building and roof designs to minimise visual effects including glare when viewed from within AA C2. Exhaust and intake ducts and other mechanical and electrical equipment should be integrated into the overall roofscape and building designs.</i></p>	<p>This policy is effective with the development that has occurred to date. Munro Road and Muritai Place provide the purpose of a laneway and physical separation between C2 and E2.</p>
9.13	<i>To require Community Activities and Education Facilities to incorporate mitigation to reduce potential reverse sensitivity effects from noise generated from activities in AA E1.</i>	<p>The consenting information and in person survey indicates that there are no community activities or education facilities located within E2.</p>

Figure 24. Interface with Hawthorne Drive







Objective 10 – Activity Area E1 (Industrial)

An area for industrial and service activities, which has a standard of amenity that is appropriate to the function of the Activity Area

Table 17 provides an assessment of the effectiveness of the policies which aim to meet this objective. This indicates that even though a large number of policies have been effective, there has been a large amount (15) of non-complying rule breaches for Activities not provided for within this AA of the Structure Plan. This includes for activities such as community, education, healthcare and residential that potentially conflict with the intent of the zone but also reduce the industrial land available.

The southern portion of this AA is still vacant, so it is not possible to determine the effectiveness of all policies in this Activity Area.

Table 17.

Area E1	Policy	Effectiveness Assessment
10.1	<i>To enable a wide variety of industrial activities and service activities ranging from lighter industrial activities through to those of a yard based nature.</i>	This has been an effective policy as there are an extensive number of industrial activities catered for in this Zone.

10.2	<i>To ensure that any office space is ancillary to the use of the site for industrial and service activities.</i>	This policy has been generally effective. There have been two NC Resource Consents for office activity within AEE1. One was for an ancillary office, the other was for a standalone office, however, was only granted for a 5-year period. ¹³
10.3	<i>To exclude retailing unless retail activities are:</i> <i>a. ancillary to, and minimal in comparison with the use of the site for industrial and service activities; or</i> <i>b. In addition to (a) where located on a site with frontage to, and not extending more than 50m from the EAR, then to enable yard based retailing ancillary to industrial or service activities..</i>	This policy does not appear to be effective. There are several large format retail businesses such as Bunnings, Mitre 10, etc, though these were granted during the same timeframe that Plan Change 19 was being progressed through the 1 st Schedule process. There are also smaller retail shops, such as Resene Colour Shop or yard-based businesses with ancillary retail (e.g. plumbing, tiling, electrical). These are located further than 50m from the EAR. One NC consent granted for retail for the sale of cars RM161143.
10.4	<i>Unless otherwise provided for in the policies for this Activity Area, to exclude activities (such as residential, retail and visitor accommodation activities) that conflict with the intended purpose of the Activity Area through the generation of reverse sensitivity effects; or will result in the reduction of land available for industrial and service activities..</i>	This policy has not been effective. Resource consent data shows that there have been 15 non-complying rule breaches in AA E1 for Activities not provided for within Structure Plan for the AA. This included 2x residential, 2x healthcare, 2x education.
10.5	<i>To ensure that Activities Sensitive to Aircraft Noise are not located within the Outer Control Boundary.</i>	This policy has been effective. ASAN's are prohibited activities in the OCB.
10.6	<i>To provide for higher building coverage on sites while ensuring that there is adequate space for storage of goods, parking, loading and manoeuvring.</i>	This policy has not been effective. There were 4 resource consents that required a NC consent for coverage or minimum permeable within AAE1. ¹⁴
10.7	<i>To require sites provide an attractive frontage to all streets.</i>	This policy has been partially effective. The attractiveness of the frontages vary, depending

¹³ RM210148 QUEENSTOWN BAY WHARF LIMITED - VARIATION OF CONDITIONS 1 AND 5 OF RM200927 TO ALLOW FOR THE FIRST FLOOR TO BE USED AS A STAND ALONE OFFICE FOR A MAXIMUM PERIOD OF 5 YEARS AT 18 GLENDA DRIVE, FRANKTON

¹⁴ RM170793, RM181406, RM170223 & RM190705

<p>10.8</p>	<p><i>To require buildings and outdoor areas that adjoin and are visible from the EAR, State Highway 6 or Road 2 to:</i></p> <p><i>a. have a high quality building façade design and associated road frontage landscaping; and</i></p> <p><i>b. appropriately screen outdoor storage of goods, materials and equipment (except for those goods, materials and equipment that are offered for sale adjoining the EAR) in order to provide high amenity values.</i></p>	<p>on the land use, and are generally occupied by car parking. A 5m setback is required from road boundaries, with either 2 or 3m of landscaping depending on if it is within Road Frontage Control Area. Site Visits indicate that this landscaping has only occurred on minimal sites that have been developed. The portion of the AA within the Road Frontage Control Area has not been developed yet.</p> <p>Design of Buildings generally address the street, given the industrial nature of the activity area. Outdoor storage of goods and equipment is generally screened.</p>
<p>10.9</p>	<p><i>To minimise the adverse effects of noise, glare, dust and pollution.</i></p>	<p>This policy appears to be effective. There has not been any complaints registered in regards to noise, dust or glare in the Activity Area.</p>
<p>10.10</p>	<p><i>To ensure subdivision creates lots and sites that are capable of accommodating development that meets the relevant site and zone standards.</i></p>	<p>This policy has generally been effective. Resource Consent RM140332 provided for a Subdivision in AAE1 which did not comply with Zone Standard 12.20.5.2 (xvi) requiring that all subdivision be undertaken in accordance with an Approved Outline Development Plan ('AODP'). This was to align the lot boundaries with the land use developments approved by resource consents RM130521 and RM130524, for the 'Pak n Save' supermarket and the 'Mitre 10 Mega' outlet.</p>
<p>10.11</p>	<p><i>At the time of subdivision or development, to ensure that:</i></p> <p><i>a. there is adequate provision for road access, onsite parking (staff and visitors) and loading and manoeuvring for all types of vehicle so as to cater for the intended use of the site;</i></p> <p><i>b. where the intended use may require the use of large truck and trailer units, or a large number of vehicles using the same access point, there is sufficient area for these to exit on to the road in a forwards direction;</i></p>	<p>This policy has been effective and required through consent conditions of RM140332 and registered consent notice. That no commercial activity shall operate on site until road access is appropriately designed.</p>

	<p>c. all vehicles that exit onto the EAR can do so in a forwards direction; and</p> <p>d. vehicle access to and from the EAR is limited to either shared crossing points or accessways, or alternative access locations.</p> <p>e. e Clauses (b), (c) and (d) above can be enabled by shared parking, access and loading arrangements that are secured by an appropriate legal mechanism.</p>	
10.12	<p>To recognise the existence of a consented garden centre activity on Lot 2 DP23542 and its continued operation while providing for a licensed cafe (on-licence only) that is ancillary to the use of the site as a garden centre.</p>	<p>The consented garden centre on Lot 2 DP23542 no longer exists (now the Bunnings site). This policy is therefore no longer relevant.</p>

Objective 11 – Activity Area D (Yard Based Industry)

An area dedicated to yard based industrial and service activities where there is a predominance of outdoor storage of goods, equipment and materials.

The ODP defines yard based industrial activity as: *the use of land and buildings for the primary purpose of manufacturing, fabricating, processing, packing or associated storage of goods, where no more than 40% of the site is covered by built form.*

The ODP defines yard based service activity as: *the use of land and buildings for the primary purpose of the transport, storage, maintenance and repair of goods, where no more than 40% of the site is covered by built form.*

The ODP recognises the need and significance of the land that is dedicated to yard based and industrial service activities. This includes activities such as parking, servicing of vehicles, storage of construction materials and contractor yards. It is stated in the ODP that to meet foreseeable needs, it is necessary to prevent the area being utilised for activities that could locate in other zones, such as retail and standalone office activities. Retail activities may have the potential to increase land prices and make it uneconomic for yard-based activities to locate in Queenstown.

Table 18 provides an assessment of the effectiveness of the policies which aim to meet this objective. The majority of these policies have been effective because the land is provided for various kinds of yard-based activities, however a large portion of it is still vacant and therefore it is not possible to determine the effectiveness of all policies.

Table 18.

Area D	Policies	Effectiveness Assessment
11.1	<i>To enable industrial and service activities which require larger land areas with a smaller proportion of building coverage.</i>	This policy has been partially effective, because the land is provided for various kinds of yard-based activities. There are two breaches for breaching 40% maximum coverage, two breaches for minimum GFA (both for retail) and an additional 4 breaches for not meeting minimum permeable area.
11.2	<i>To ensure that any office space is ancillary to the use of the site for yard based industrial and service activities.</i>	This policy has been effective. There has been one NC consent for an Office Activity in AAD RM200853. However, this was in a location which also crossed over into AAC2. No other office space was observed other than related/ancillary to the subject yard-based industry.
11.3	<p><i>To exclude retailing unless retail activities are:</i></p> <p><i>a. ancillary to and minimal in comparison with the use of the site for yard based industrial and service activities; or</i></p> <p><i>b. in addition to a. where located on a site with a frontage to, and not extending more than 50m from the EAR, then to enable retailing ancillary to yard based industrial or service activities.</i></p>	This policy has been partially effective. Three retail activities consented in AAD. One for a car rental facility under RM180878. The other two were under RM161281 and RM200853 which cross over into AAC2.
11.4	<i>To exclude activities that conflict with the intended function of this Activity Area such as those involving a high percentage of building coverage, small lot sizes, generate reverse sensitivity effects or which would otherwise not be appropriate in close proximity to the Airport (including residential and visitor accommodation).</i>	This policy has been effective. Residential activities, VA are prohibited in this AA. Retail, commercial and offices are non-complying activities. There is one residential dwelling within AAD (61 Grant Road), but this predates the FFB zone. One office has been approved.
11.5	<i>To use a combination of large lot sizes and low building coverage to ensure that this area is retained for yard based industrial and service activities.</i>	This policy has been effective. There are large lot sizes that are commensurate with the anticipated uses of the land; with varying building coverages depending on type of activity. One NC consent was

		granted for breaching minimum lot size in AAD RM160311.
11.6	<i>To require adequate parking, loading and manoeuvring of vehicles to occur within each site, provided that:</i> <i>a. there is sufficient area for large truck and trailer units, and other vehicles where a large number of vehicles use the same access point to exit on to the road in a forwards direction, and</i> <i>b. all vehicles that exit onto the EAR can do so in a forwards direction.</i>	This has been effective, and there appears to be ample of carparking onsite available.
11.7	<i>To require buildings and outdoor areas that adjoin and are visible from the EAR, Grant Road and Road 5 to:</i> <i>a. have a high quality of building façade design and associated road frontage landscaping; and</i> <i>b. appropriately screen outdoor storage of goods, materials and equipment (except for those goods, materials and equipment that are offered for sale adjoining the EAR) in order to provide high amenity values.</i>	Partially effective. Given the nature of the activities, the quality of the design of buildings and landscaping is generally low. There has been some attempt at screening of outdoor storage, goods, material and equipment. Some shipping containers can be viewed from the EAR and Road 5. The frontage to AAC2 has not been developed so unable to assess the effectiveness of this.
11.8	<i>To ensure that sites provide an attractive frontage to streets and to the adjoining Activity Area C2.</i>	
11.9	<i>At the interface of Activity Area D and the Events Centre, provide a consistent landscaped edge inside of Activity Area D where it adjoins the Events Centre land to provide for screening of low amenity activities without precluding pedestrian connections.</i>	This policy has not been effective. Two consents have been approved for not meeting minimum setback and landscaping from the boundary with the Queenstown Events Centre. The Aerial imagery indicates that this currently open space without landscaping for screening purposes.
11.10	<i>To promote safe and direct pedestrian connections between Grant Road and the Events Centre land.</i>	This policy has been partially effective. There is one pedestrian linkage at the AA boundary between D and C2 to the Events Centre Land, however this is via cricket field.

<p>11.11</p>	<p><i>To minimise the adverse effects of noise, glare, dust and pollution.</i></p>	<p>This policy has been partially effective. One complaint has been lodged concerning dust associated with one of the industrial businesses leaving the site's boundary and entering Grant Road.</p>
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Figure 25. Yard based industry

