

Appendix 3. Section 32 Report



Section 32 Evaluation Report

Low Density Residential Zone

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Section 32 Evaluation Report: Low Density Residential Zone

1. Purpose of the report

Section 32 of the *Resource Management Act 1991* (the Act) requires plan change proposals to be examined for their appropriateness in achieving the purpose of the Act, and the policies and methods of those proposals to be examined for their efficiency, effectiveness and risk (MFE, 2014). Accordingly, this report provides an analysis of the key issues, objectives and policy response to be incorporated within the QLDC District Plan Review for the Low Density Residential Zone; and outlines the decision making process which has been undertaken by Council.

The Low Density Residential Zone will be positioned within Part 3 (Urban Environment), Chapter 7 of the Proposed District Plan, alongside the provisions of other urban zones within the District. The Zone has the purpose to support the supply of low density housing forms, and generally maintains the status quo of the Operative District Plan, however with greater scope to accommodate residential development at increased densities up to 1 unit per 300m² (subject to compliance with other amenity controls). The zone supports the provisions of Part 2 (Strategy), namely Strategic Directions (Chapter 3) and Urban Development (Chapter 4).

Section 32(1)(a) of the Act requires that a Section 32 evaluation report must examine the extent to which the proposed District Plan provisions are the most appropriate way to achieve the purpose of the Act (Part 2 - Purpose and principles). Accordingly, this report provides the following:

- An overview of the applicable **Statutory Policy Context**
- Description of the **Non-Statutory Context** (strategies, studies and plans) which inform proposed provisions
- Description of the **Resource Management Issues** which provide the driver for proposed provisions
An **Evaluation** against Section 32(1)(a) and Section 32(1)(b) of the Act
- Consideration of **Risk**

2. Statutory Policy Context

2.1 Resource Management Act 1991

The purpose of the Act requires an integrated planning approach and direction, as reflected below:

5 Purpose

(1) The purpose of this Act is to promote the sustainable management of natural and physical resources.

(2) In this Act, sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while—

(a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and

(b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and

(c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.

The remaining provisions in Part 2 of the Act provide a framework within which objectives are required to achieve the purpose of the Act and provisions are required to achieve the relevant objectives. The assessment contained within this report considers the proposed provisions in the context of advancing the purpose of the Act to achieve the sustainable management of natural and physical resources.

The Low Density Residential Zone comprises the largest residential zone in the District, traditionally accommodating the supply of low rise and low density suburban housing forms within the major urban centres of Queenstown, Wanaka and Arrowtown.

The Low Density Residential Zone supports the Strategic Direction (Chapter 3) and Urban Development Chapter (Chapter 4) of the Proposed District Plan through allocating land for suburban housing forms, whilst enabling discrete infill as a means of increasing the diversity of housing available to the market. The Zone forms part of the overall housing approach sought by the Proposed District Plan, which aims to achieve a

compact and efficient urban form, achieved through enabling increased density in appropriate locations. The zone provides one of the mechanisms for managing urban growth in a way and at a rate which advances section 5(2) of the Act.

Section 31 of the Act outlines the function of a territorial authority in giving effect to the purpose of the Act:

31 Functions of territorial authorities under this Act

(1) Every territorial authority shall have the following functions for the purpose of giving effect to this Act in its district:

(a) the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district

Section 31 provides the basis for objectives, policies, and methods within a District Plan, to manage the effects of development. With regard to the Low Density Zone, the provisions outlined in this report have been developed in accordance with QLDC's function under Section 31 to manage the potential adverse effects of urban growth and development.

Consistent with the intent of Section 31, the proposed provisions support the Strategic Directions (Chapter 3) and Urban Development (Chapter 4) of the Proposed District Plan, and enable an integrated approach to the multiple effects associated with urban development, and integrated mechanisms for addressing these effects through the hierarchy of the District Plan.

Section 31 reinforces the multi-faceted approach to managing urban development, which is based upon the establishment of defined urban limits, integrating land use and infrastructure, and promoting density in strategic locations.

2.2 Local Government Act 2002

Sections 14(c), (g) and (h) of the Local Government Act 2002 are also of relevance in terms of policy development and decision making:

(c) when making a decision, a local authority should take account of—

(i) the diversity of the community, and the community's interests, within its district or region; and

(ii) the interests of future as well as current communities; and

(iii) the likely impact of any decision on the interests referred to in subparagraphs (i) and (ii):

(g) a local authority should ensure prudent stewardship and the efficient and effective use of its resources in the interests of its district or region, including by planning effectively for the future management of its assets; and

(h) in taking a sustainable development approach, a local authority should take into account—

(i) the social, economic, and cultural interests of people and communities; and

(ii) the need to maintain and enhance the quality of the environment; and

(iii) the reasonably foreseeable needs of future generations

As per Part II of the RMA, the provisions emphasise a strong intergenerational approach, considering not only current environments, communities and residents but also those of the future. They demand a future focussed policy approach, balanced with considering current needs and interests. The provisions also emphasise the need to take into account social, economic and cultural matters in addition to environmental ones.

Section 14(g) is of relevance in so far as a planning approach emphasising urban intensification in areas well served by existing infrastructure generally represents a more efficient and effective use of resources than a planning approach providing for more greenfield zoning and development.

2.3 Otago Regional Policy Statement 1998 (RPS, 1998)

Section 74 of the Act requires that a district plan prepared by a territorial authority must "give effect to" any operative Regional Policy Statement. The operative *Otago Regional Policy Statement 1998* (RPS, 1998), administered by the Otago Regional Council, is the relevant regional policy statement to be given effect to within the District Plan.

The operative RPS 1998 contains a number of objectives and policies that are relevant to this review, namely:

Matter	Objectives	Policies
To protect Otago's outstanding natural features and landscapes from inappropriate subdivision, use and development	5.4.3	5.5.6
Sustainable land use and minimising the effects of development on the land and water	5.4.1	5.5.3 to 5.5.5
Ensuring the sustainable provision of water supply	6.4.1	6.5.5
To promote sustainable management of the built environment and infrastructure, as well as avoiding or mitigating against adverse effects on natural and physical resources.	9.4.1 to 9.4.3	9.5.1 to 9.5.5

The provisions of the Low Density Residential Zone, and the development outcomes sought by these provisions, serve the intent of the objectives and policies listed above through the promotion of an urban environment which supports choice, affordability, and efficiency in land and infrastructure use.

The zone maintains its traditional role in allocating land for low density housing forms, which remain the dominant housing form within the District. However, the amended provisions of the zone now include flexibility to cater for a changing residential and visitor accommodation environment which is increasingly seeking smaller and more affordable housing solutions. The zone seeks to recognise current constraints to the supply of housing through enabling low rise and discrete infill in appropriate locations. Facilitating sensitively designed infill housing should maintain the suburban character of the zone, whilst contributing to the strategic goal of achieving a compact urban form.

2.4 Review of the Otago Regional Policy Statement

Section 74 of the Act requires that a District Plan must "have regard to" any proposed regional policy statement.

It is noted that the ORC is currently in the process of reviewing the RPS 1998. The first stage of the RPS review has already been undertaken and in May 2014 Otago Regional Council (ORC) published and consulted on the RPS 'Otago's future: Issues and Options Document, 2014' (www.orc.govt.nz). The issues identified of particular relevance to the development of provisions for the Low Density Residential Zone in particular, included:

- **"Encouraging compact development:** *Poorly planned or scattered development leads to costly and less efficient urban services such as roads and water supply or health and education services, and can increase environmental effects*".
- **"Having quality and choice:** *The quality of our built environment can affect our quality of life. Poorly planned settlements do not serve the interests of the community in the long term*".
- **"Managing our infrastructure:** *We depend on reliable energy and water supplies, good quality roading, wastewater services and telecommunications...Development of these structures can be affected by sensitive development such as housing*".

These issues are of relevance to the development of the Low Density Residential Zone in that they reflect the symptomatic outcomes which can result from a lack of coordinated urban planning, and point to the need for a compact urban form.

An option suggested by ORC to facilitate a more compact urban form and more efficiently utilise infrastructure could be to "prioritise development in locations where services and infrastructure already exist over those that require new or extended services and infrastructure" and "avoid any development that would impact negatively on the use of essential infrastructure".

In providing an urban environment which is well planned and provides choice, the discussion document suggested to "ensure new urban areas provide a range of housing choice, recreation and community facilities".

The Proposed RPS was released for formal public notification on the 23 May 2015, and contains the following objectives and policies relevant to the Low Density Residential Zone:

Matter	Objectives	Policies
Otago's significant and highly-valued natural resources are identified, and protected or enhanced	2.2	2.2.4
Good quality infrastructure and services meets community needs	3.4	3.4.1
Energy supplies to Otago's communities are secure and sustainable	3.6	3.6.6
Urban areas are well designed, sustainable and reflect local character	3.7	3.7.1, 3.7.2
Urban growth is well designed and integrates effectively with adjoining urban and rural environments	3.8	3.8.1, 3.8.2, 3.8.3
Sufficient land is managed and protected for economic production	4.3	4.3.1

The proposed Low Density Residential Zone provisions have regard to the Proposed RPS by ensuring urban areas are well designed, sustainable and reflect local character. The provisions will also contribute towards achieving a more compact and efficient urban form through urban intensification, enabled through allowance for discrete infill housing and more liberal development controls.

The Low Density Residential Zone builds upon the provisions of the operative District Plan to address current planning issues, and supports the issues and direction identified by the Draft RPS.

2.5 Queenstown Lakes District Council Operative District Plan

The Low Density Residential Zone is an existing zone within the operative District Plan which applies to the larger urban settlements of Queenstown, Arrowtown and Wanaka. Within the Low Density Zone are also sub-zones, which apply to specified areas requiring a specific policy response.

The operative purpose of the Low Density Residential Zone states:

"The purpose of the zone is to provide for low density permanent living accommodation, maintaining a dominance of open space and low building coverage...."

The operative zone supports low density housing forms, with a maximum site coverage of 40% and a density of one residential unit per 450m² land area. The primary purpose of the zone is to support low density and low rise housing forms. The operative zone does allow some increased density where part of a 'Comprehensive Residential Development' or located within the 'Low Density Residential - Medium Density Sub-zone'.

The operative provisions of the 'Low Density Residential - Medium Density Sub-zone' enable development of two residential units on a lot, provided that no existing residential unit exists on the site, and the lot size is between 625m² and 900m². Whilst this enables some form of medium density development, this zone is limited to Queenstown, and only supports the development of two units per site. Therefore, maximum yield efficiency is not supported by these existing provisions, and they do not address modern small housing solutions. This sub-zone is a historic anomaly and as most of the limited development opportunity facilitated by it has been executed, it has limited planning meaning or purpose moving forward.

The 'Comprehensive Residential Development' provisions enable the development of more than one unit per site, however require a minimum site area of 2000m² and the submission of building and subdivision consents simultaneously. Therefore these provisions have relatively limited application and do not allow achievement of densities higher than the permitted density (1 per 450m²) without having a 2000m² (or larger) site, and introduce complexities which restrict minor infill development.

Overall, the operative District Plan does not clearly identify areas for increased density of housing, and there is a lack of integrated policy and rules to apply to such development.

It is the intention of the review to retain the primary purpose of the zone, however with some allowance for increased density via infill development, where amenity controls (building height and site coverage) can be met. The new provisions will introduce greater transparency in this regard.

2.6 QLDC 10 year plan (2015-2025) Consultation Document

The 10 Year Plan (2015-2025) Consultation document highlights the significant growth pressures experienced in the District contributed by both residents and visitors, and identifies anticipated population growth to 2025. The 10 year plan is relevant to the development of policy within the Low Density Residential Zone, as it provides the mechanism for funding allocation and expenditure, in line with the expectations of the community. In order to ensure that development and infrastructure programmes are effectively integrated there is a need to ensure that there is co-ordination between the LTCCP and District Plan.

The implementation of the Low Density Residential Zone, in combination with other strategic methods for managing future housing demand, will ensure that the Councils priorities can be better integrated with the District Plan direction.

3. Non statutory policy context

To understand the issues and potential changes that need to be undertaken in the District Plan Review a number of studies have been undertaken and others referred to, to give a full analysis of residential issues.

Community Plans

- 'Tomorrows Queenstown' Community Plan (2002)
- Urban Design Strategy (2009)
- 'Wanaka 2020' Community Plan (2002)
- 'Wanaka Structure Plan' (2007)
- Arrowtown Community Plan (2002)

Strategies

- Queenstown and Wanaka Growth Management Options Study (2004),
- A Growth Management Strategy for the Queenstown Lakes District (2007)
- Economic Development Strategy (2015)
- Wakatipu Transportation Strategy (2007)
- Wanaka Transportation and Parking Strategy (2008)
- Queenstown Town Centre Draft Transport Strategy (Consultation Document 2015)
- Queenstown Lakes Housing Accord (2014)

Studies

- Medium to High Density Housing Study: Stage 1a – Review of Background Data (Insight Economics, 2014)
- Medium to High Density Housing Study: Stage 1b – Dwelling Capacity Model Review (Insight Economics, 2015)
- Brief Analysis of Options for Reducing Speculative Land Banking (Insight Economics, 2014)
- Analysis of Visitor Accommodation projections (Insight Economics, 2015)
- Arrowtown Dwelling Supply and Demand (Insight Economics, 2015)
- Shadow and Recession Planes Study, Virtual Rift 3D Solutions, prepared 12 March 2015.
- Monitoring Report: Residential Arrowtown 2011, Queenstown Lakes District Council, November 2011

Other relevant sources

- '*Does Density Matter – The role of density in creating walkable neighbourhoods*', discussion paper by the National Heart Foundation of Australia
- The New Zealand Productivity Commission's Inquiry into the supply of land for housing 2014
- The New Zealand Productivity Commission's Housing Affordability Inquiry, 2012
- Using Land for Housing – Draft Report, New Zealand Productivity Commission, 2015
- *Cities Matter - Evidence-based commentary on urban development (2015)*, Phil McDermott, <http://cities-matter.blogspot.co.nz/>
- '*Wellington City Housing and Residential Growth Study: Final Planning Assessment and Recommendations*', The Property Group Limited, 2014.
- Shaping our Future: Energy Futures Taskforce Report 2014
- Shaping our Future 'Visitor Industry Task Force' report 2014
- Queenstown Airport Monthly Passenger Statistics (available at www.queenstownairport.co.nz)

- Impacts of Planning Rules, Regulations, Uncertainty and Delay on Residential Property Development, Motu Economic and Public Policy Research and the University of Auckland, January 2015
- New Zealand Tourism Forecasts 2015-2021, Ministry of Business, Innovation and Employment, May 2015
- Queenstown, Dunedin and Wanaka Market Review and Outlook 2015, Colliers International
- Westpac Report Home Truths Special Edition', 14 May 2015

4. Resource Management Issues

Overview

The key issues of relevance to the Low Density Residential Zone are:

- **Issue 1** – Growth
- **Issue 2** – Visitor accommodation demands are increasing
- **Issue 3** – Urban Form
- **Issue 4** – Reducing the environmental impacts of urban development
- **Issue 5** - Housing supply, affordability and the impacts of restrictive planning controls
- **Issue 6** – Urban design and amenity values
- **Issue 7** – Economic diversification

These issues are outlined in further detail below.

Issue 1: Growth

The Queenstown Lakes District is one of the fastest growing areas in New Zealand. Alongside (and related to) this considerable growth, the District has also become one of the least affordable areas in New Zealand, with the second highest median house price in the country, coupled with relatively low median incomes. As a result, home ownership has become unaffordable for the average person. Coupled with this, strong tourism growth has also led to a decline in rental supply, and a lack of secure tenure options.

Recent estimates predict that the District will continue to experience significant population growth over the coming years. Faced with such growth pressures, it is evident that a strategic and multifaceted approach is essential to manage future growth in a logical and coordinated manner. Overall, appropriate regulatory mechanisms are necessary to address current regulatory constraints to housing development, and increase the supply of housing which promotes the achievement of the Purpose of the RMA: “...enables people and communities to provide for their social, economic, and cultural well-being...”

Between 2013 and 2015, the Council commissioned a number of growth studies focussing on population projections, dwelling capacity and economics. Most recently, Insight Economics has undertaken a review of previous studies and predictions, and developed a fresh set of population predictions for the Queenstown Lakes District¹. Insight Economics report¹ indicates that between 2006 and 2013, the District experienced growth in excess of national averages, with the highest recorded growth in Wanaka of 3.7% per annum (compared to a national average of 0.7%). Following a review of background data, and considering likely scenarios influencing growth, Insight Economics predicted population growth of 3.4% per annum to 2031 (representing a possible increase in population to 55,000 by 2031) and concludes “...that the district will continue to experience high population growth and...demand for new dwellings will also be strong.”¹ It also highlights that such levels may be exceeded if the tourism industry continues to grow at a high rate, requiring a greater population base to support the industry.

The report notes high growth in dwelling demand and numbers of one person households and couples without children, in addition to a unique age profile with high proportion of population between the ages of 25

¹ Medium to High Density Housing Study: Stage 1a – Review of Background Data', Insight Economics, 2015

and 44¹. These patterns suggest a high proportion of population within the ‘first home buyers’ and renters bracket, and the need for more diverse and flexible accommodation options. It reports a strong growth in detached dwellings, but that home ownership rates are lower than the national average, which could indicate affordability issues / lack of suitable housing as well as a transient population. Predicted levels of growth are estimated to require an additional 6,518 dwellings, or 362 dwellings each year². In Arrowtown, there could be demand for an extra 690 to 870 dwellings over the next twenty years³.

Strong growth in tourism, hospitality and associated industries is likely to see growth in the numbers of younger people living and working temporarily in Queenstown, and this will create greater demand for relatively affordable rental accommodation options.

In the past, significant growth rates experienced in the Queenstown Lakes District has resulted in pressure for the supply of greenfield land at the periphery of urban areas, on occasions leading to a sprawling urban form and the ad hoc provision of water, wastewater, and stormwater infrastructure networks. Sprawling infrastructure networks are generally acknowledged to result in greater financial costs (capital and lifecycle) when compared to higher density infill scenarios. Studies from the United States of America have considered the financial costs of urban sprawl, and found that:

“Sprawl increases the distance between homes, businesses, services and jobs, which raises the cost of providing infrastructure and public services by at least 10% and up to 40%. The most sprawled American cities spend an average of \$750 on infrastructure per person each year, while the least sprawled cities spend close to \$500”⁴.

Furthermore, a comprehensive study from Smart Growth America in 2013 found that the upfront infrastructure development costs of ‘Smart Growth’ compared to conventional sprawling development reduces upfront infrastructure development costs by 38%⁵. Conversely, a growth management approach based around urban intensification is generally considered significantly more cost efficient than an approach based around sprawl. A number of studies support this notion.

Whilst it is recognised that growth rates experience peaks and troughs in response to changes in market conditions and tourism patterns, it is evident that the District has, and continues to experience significant growth. The District Plan must ensure that the necessary regulatory mechanisms are in place to manage such periods of growth in a coordinated manner, avoiding as far as possible reactive private plan changes in locations less desirable (and potentially more costly over the long term) from transport and infrastructure perspectives.

The strategic intentions of the District Plan review promoted by the Strategic Directions (Chapter 3), the Urban Development Chapter (Chapter 4) (including the establishment of urban growth boundaries), and supported by the High Density, Medium Density and Low Density Zone provisions; aim to contain urban growth within defined limits, and achieve an increasingly compact residential form. As a consequence of urban containment objectives, the supply of greenfield land for traditional low density housing forms will be spatially constrained, requiring provision for increased density and smaller housing forms within urban growth boundaries. It is anticipated that the Low Density Residential Zone will accommodate a portion of infill housing at higher densities than is currently provided for within the zone to meet future housing demands.

² QLDC Economic Development Strategy, 2015

³ Arrowtown Dwelling Supply and Demand, Insight Economics, 2015

⁴ Analysis of Public Policies that Unintentionally Encourage and Subsidize Sprawl, The New Climate Economy, <http://newclimateeconomy.net/content/release-urban-sprawl-costs-us-economy-more-1-trillion-year>

⁵ Building Better Budgets: A National Examination of the Fiscal Benefits of Smart Growth Development, Smart Growth America, 2013.

Provision for increased density will however be balanced with amenity considerations; and as such, a maximum density control has been retained to ensure development is of an appropriate scale and intensity.

It has been suggested by some members of the community that rather than plan for future growth, that the Council should attempt to limit growth. Such requests do not fully consider the multiple factors which influence growth (such as capacity and expansion of the airport, domestic tourism markets, immigration policies etc) or the potential adverse economic and social effects of attempting to stop growth (such as increased overcrowding where housing supply cannot meet demand, and the effects of economic decline). A report by Peter Newman (2014)⁶ highlights the economic decline experienced in US and UK cities where planning policy did not adapt to the changing global economy; and the general failure of policy intervention to transfer population away from the areas generating employment demand. It is not the role of the RMA to limit growth, but rather to manage its form and location to promote the sustainable management of natural and physical resources. Therefore, the provisions of the Low Density Residential Zone have developed following consideration of the significant growth pressures currently faced within the District and the potential risks associated with uncontrolled or piecemeal urban growth into the future.

Methods to address the issue:

- Permitted Activity status for lower intensity residential and visitor accommodation activities
- Provision for infill housing up to a density of 1 residential unit per 300m²
- Liberalisation of bulk and location rules where appropriate to better enable low intensity infill
- Simplification and streamlining of provisions

Issue 2: Visitor accommodation demands are increasing

Tourism growth supported by the Districts natural amenities will continue to play a dominant part in the local economy, and will have a direct effect on the associated resident population growth and amenities enjoyed by the local community². A recent market report prepared by Colliers⁷ acknowledges that:

“Increasing visitor numbers continue to be one of the biggest forces behind the demand for residential and commercial property in Queenstown. The ongoing tourism boom is creating significant positive sentiment about the region’s economy, stimulating development, construction and investment activity”⁷

The tourism industry has experienced strong growth over recent years, with commercial accommodation nights and length of stay consistently exceeding national averages. The latest national tourism forecasts prepared by the Ministry of Economic Development predict growth in total visitor numbers of 4 per cent a year reaching 3.8 million visitors in 2021 from 2.9 million in 2014⁸. There is currently a lack of tourism information available to translate these forecasts to sub-national projections. However, the recent growth in visitor numbers is evident by Queenstown Airport arrivals information which identifies an increase in annual passenger numbers by 10.4% over the period from March 2014 to March 2015⁹.

Locally, the QLDC LTCCP (2015-2025) indicates a peak population (inclusive of tourism) in 2015 of 96,500, predicted to increase by almost 20% to 115,500 people by 2025. A recent study undertaken by Insight Economics¹⁰ predicts that total guest nights will continue to exceed the national average, increasing from a current value of 3.6 million per annum, to 6.9 million per annum in 2031 (based on a medium growth scenario)¹⁰. A number of proposed major projects, such as the airport expansion to cater for night flights and

⁶ Density, the Sustainability Multiplier: Some Myths and Truths with Application to Perth, Australia, Newman, P. 2014

⁷ Queenstown, Dunedin and Wanaka Market Review and Outlook 2015, Colliers International

⁸ New Zealand Tourism Forecasts 2015-2021, Ministry of Business, Innovation and Employment, May 2015

⁹ Queenstown Airport Passenger Statistics, March 2015

¹⁰ Analysis of Visitor Accommodation projections, Insight Economics, 2015

potential convention centres, if realised, will have a direct influence on the level of tourism growth, and in fact may exceed medium growth scenarios.

The District depends heavily on tourism growth and solutions to achieve increased capacity are necessary to cater for anticipated levels of growth. Planning controls are necessary to cater for changing visitor mix and the desire for alternative (and potentially lower cost) forms of accommodation (such as Air BnB). In particular, a recent report by Insight Economics¹⁰ predicts 'peer to peer' (eg. Book-a-Bach, Air BnB) accommodation forms to double current rates, leading to an additional 1,139,270 guest nights within this form of accommodation alone by 2035.

It is recognised that there is a degree of existing capacity available in the District to cater for visitor accommodation. However, available capacity may not address the changing visitor mix and increasing desire for forms of 'peer to peer' accommodation. On this issue, Colliers Queenstown predicts over the next 12 months "*a shortage of tourist accommodation in Queenstown, with the town at capacity over peak periods*" and "*a shortage of tourist accommodation, resulting in increasing room rates*"⁷. Increasing tourist accommodation demand also has an impact on removing the supply of long term residential rental housing, where properties are instead converted to visitor accommodation and Colliers predicts "*acute shortage of long term residential rental accommodation in Queenstown to continue, flowing through to rent increases*"⁷. Without an appropriate District Plan response, this could generate significant social, economic and environmental impacts (the latter possible if there is not a sufficient "infill" response and more housing is directed to the countryside or more reliance made on commuting from centres such as Cromwell).

The occurrence of overcrowding of residential properties is a recognised issue for the District, especially in Queenstown. A number of cases have been highlighted by Council's Enforcement department, and from the Southern District Health Board. This is likely to be at least partly explained by high rental housing costs, poor availability of rental property, and poor tenure security - all of which tie back to insufficient housing and accommodation supply. The Southern District Health Board have expressed significant concerns in terms of the public health implications of this overcrowding. In particular, such overcrowding fosters greater ease of transmission of infectious disease. Not only is this considered intrinsically problematic in terms of health and wellbeing, it can also impact on productivity.

During consultation, some members of the community suggested that to increase the supply of visitor accommodation, that the Council should consider planning approaches undertaken in resort towns of Whistler and Banff (Canada) which are subject to similar pressures (ie. highly popular resort towns with small permanent populations and high housing costs). It is noted that a strong approach to the housing issue in both Banff and Whistler has been to significantly increase the areas of land zoned for medium density development. Despite their cold climates, both of these towns have established permissive planning regimes to enable infill housing for the purpose of visitor accommodation. It should be noted however that the statutory context of these areas is different, and some approaches may be difficult to replicate in Queenstown. For example, the cost of construction is typically lower in these areas, and additionally there are differences in the local economy and topography which warrant different approaches.

In the face of growing tourism growth, and changing accommodation demands, it is evident that the District Plan should incorporate suitable policy to enable a range of visitor accommodation types in appropriate locations, and to balance the needs of visitor accommodation versus permanent rental supply. With regard to the experience of Whistler and Banff, the approach of the Proposed District Plan is consistent with the enabling planning framework applied in these areas, however the Proposed District Plan must also address the needs of an increasing resident population and economic diversification.

The proposed approach for addressing visitor accommodation demands via the Proposed District Plan is generally based on the assumptions that the Queenstown Town Centre, Wanaka Town Centre and High Density Residential Zones are anticipated to continue to meet demand for high density hotels, motels and

backpackers due to the proximity of these zones to public transport, services, entertainment and amenities. Residential zones (and to an extent rural areas), will meet demand for lower intensity forms of peer to peer visitor accommodation (such as B&B's, homestays, and the commercial letting of a residential unit or flat) to cater for (for example) domestic travellers, longer stays and family friendly accommodation. The Low Density Zone is therefore anticipated to cater for a portion of demand for lower intensity forms of visitor accommodation. The structure of the provisions for residential zones (such as levels of assessment) will also ensure that an appropriate balance is provided between the supply of permanent residential housing and short term accommodation.

The operative Low Density Residential Zone currently enables visitor accommodation involving renting out a unit or house as a permitted activity where the activity complies with certain length of stay requirements, and is registered as a holiday home. Some minor amendments have been made to the operative approach to better balance the use of housing for visitor accommodation versus permanent rental supply. The Low Density Residential Zone is anticipated to cater for a portion of demand for lower intensity forms of visitor accommodation, subject to compliance with amenity controls (such as building height, site coverage, setbacks and recession planes). However, the length of stay as a permitted activity has been reduced to 28 nights, with Controlled activity consent required for between 28 days to 180 nights, and non-complying thereafter.

These changes to the activity status will still enable the supply of visitor accommodation, whilst enabling Council to control the effects on residential amenity and residential rental supply. Additionally, only a maximum of one residential unit or dwelling can be used as visitor accommodation on a single site, ensuring that only one unit is removed from more permanent residential accommodation.

Methods to address the issue:

- *Low Intensity forms of visitor accommodation (eg. the commercial renting of a residential unit or dwelling, homestays, lodges) provided for within the Zone as a Permitted Activity (less than 28 nights) or a Controlled Activity (between 28 and 180 nights)*
- *More intensive forms of visitor accommodation (such as Motels or Hotels) are discouraged*
- *Objectives, Policies and Rules provide for consideration of amenity effects of visitor accommodation on residential areas*
- *Purpose statement & objectives allow consideration to potential effects of visitor accommodation on reducing permanent rental supply*
- *'Residential Flats' will be enabled for use as visitor accommodation, however only one dwelling, residential unit or flat will be permitted as visitor accommodation per site – to protect amenity and retain accommodation as permanent rental supply.*

Issue 3: Urban form

Significant growth rates experienced in the Queenstown Lakes District results in ongoing pressure for the supply of greenfield land at the periphery of urban areas, leading to fragmented and disconnected settlements, and growing concern by the community at the lack of coordinated growth management.

The need for a compact urban form as a mechanism to manage growth, and achieve a more efficient and sustainable use of land has been articulated by the community for decades, beginning with the development of small community plans ('Wanaka 2020', Arrowtown Community Plan, 'Tomorrows Queenstown'). Each of these documents identify the community's desire to contain urban growth within defined boundaries, and support increased density in appropriate locations to protect rural and natural amenity values.

Accordingly, in 2007, the Council commenced the development of the Growth Management Strategy (2007) (a non-statutory document) to guide community planning for future growth and development of the district. The strategy highlighted the need for consolidating development in higher density areas to support new

growth; infrastructure to support high quality development in the right places; and good design to improve the quality of the environment.

The Growth Management Strategy resulted in the conclusion that growth should be located in strategic locations, with “*all settlements to be compact with distinct urban edges and defined urban growth boundaries*”². To support a compact urban form, it was recognised that higher density residential areas should be realised close to main centres. Importantly, it also acknowledged that a compact urban form requires not only containment, but a managed approach to the mix and location of urban land uses enabled within defined boundaries.

In July 2014, Queenstown Lakes District Full Council accepted the Strategic Direction chapter (Chapter 3) of the Proposed District Plan. Strategic Direction identifies the key strategic goals and objectives the District Plan as a whole, and sets the framework for achieving a compact urban form. Of particular relevance within the Strategic Direction is ‘Urban Form’ and *Goal 3.2.2: The strategic and integrated management of urban growth*, along with Policy 3.2.2.1.4 - *Encourage a higher density of residential development in locations close to town centres, local shopping zones, activity centres, public transport routes and non-vehicular trails*. Complementing and reinforcing this objective, the Urban Development Chapter (Chapter 4) has been developed to identify clear principles for the location and form of future growth, including establishing Urban Growth Boundaries for Queenstown, Wanaka and Arrowtown and enabling increased density within these.

The current District Plan review establishes an integrated growth management framework, which is replicated throughout the District Plan, beginning from the Strategic Directions (Chapter 3) and Urban Development Chapter (Chapter 4) at the top hierarchy of the Proposed District Plan, through to the provisions of individual zones. The Low Density Residential Zone provides an essential component of the overall urban growth management approach. The zone will retain its current function in allocating land for low density housing forms, which have general protection for views, sunlight admission and privacy. However, building on the operative approach, the proposed provisions will also enable discrete infill development in appropriate locations, subject to compliance with amenity controls. Infill development within the zone will contribute to the achievement of an efficient and compact urban form, and the viability of strategic objectives and policies for managing growth.

The Low Density Zone generally retains its existing spatial extent, with a limited number of specific new areas to be included within the zone - either to reflect the density of development which has already occurred, or to include land with further housing potential within urban growth boundaries.

Methods to address the issue:

- *Permitted Activity status for lower intensity residential and visitor accommodation activities*
- *Provision for infill housing up to a density of 1 residential unit per 300m²*
- *Objectives and policies recognise that the zone will recognise some change to enable limited infill development*
- *Liberalise rules to enable better realisation of intensification objectives and policies*

Issue 4: Reducing the environmental impacts of urban development

The environment is revered nationally and internationally and is considered by residents as the District’s single biggest asset². The natural environment underpins recreational and tourism industries and is a significant contributing factor to economic and population growth within the District.

Continued growth in population and visitor numbers increases demand for land at ever increasing distances from town centres. A sprawling urban form places increased pressure on the Districts highly valued landscapes and features, and exacerbates the environmental effects associated with population growth. The

Shaping Our Futures Energy Forum Report¹¹ also notes that “*The district’s demand for electrical and fossil-fueled energy continues to rise along with the increase in its population and lifestyle expectations*” and points to the need for a more efficient urban form and transportation system to reduce energy consumption and reduce the Districts carbon footprint.

A compact urban form can reduce reliance on the private vehicle and improve the use and uptake public transport, walking and cycling; therefore reducing energy demand overall. Supporting this finding, a study of several global cities has found strong evidence that per capita private passenger transport is directly correlated with urban density, whereby cities with the highest urban density also have lower levels of energy use associated with private passenger transport¹². More intensive urban development can also help to minimise new housing development occurring in peri-urban locations which may be located on or close to significant natural environments.

Methods to address the issue:

- *Greater provision for infill development in existing urban settlements, avoiding sprawling urban forms and incentivising sustainable forms of transport.*

Issue 5: Housing supply, affordability and the impacts of restrictive planning controls

Home ownership is unaffordable in the Queenstown Lakes District, with the second highest median house price in the country, coupled with relatively low median incomes. Housing affordability is driven by a number of economic factors, but at the simplest level the availability of supply relative to demand is a key contributing factor. As noted previously, the occurrence of overcrowding of residential properties is a recognised issue for the District, and is reflective of a housing market in which supply (and the right type of supply) is not keeping pace with demand.

The district has some unique characteristics to its housing challenge. Firstly, the district has a high number of homes owned for holiday purposes, and there is high housing demand from people who work in the tourism and hospitality industries. Increasing tourist accommodation demand has an impact on removing the supply of long term residential rental housing from the market, and Colliers predicts “*acute shortage of long term residential rental accommodation in Queenstown to continue, flowing through to rent increases*”⁷. A reduction in the supply of both temporary and long term accommodation will further impact upon housing affordability.

The District is also one of the fastest growing regions, with population growth since 2006 exceeding the national average. Recent population and tourism forecasts predict that the district will continue to experience high growth over the next 20 years. Demand for both long term and short term accommodation options to support this growth will continue to be strong.

Topography and the natural amenities enjoyed within the District, combined with policies which aim to protect such features, also compound affordability issues via restrictions on the availability of land suitable for housing. For example, Saiz (2012) found that US cities that were naturally geographically constrained also had the strictest regulatory constraints, and that in such circumstances geographically constrained cities are likely to also have higher land values because property owners have greater incentives to use the political process to push for regulation that protects those values¹³. Where faced with increasing land prices, a pattern is also becoming evident in which average house sizes are increasing as owners are incentivised

¹¹ Shaping Our Futures Energy Forum Report, (available online <http://www.shapingourfuture.org.nz/sites/default/files/Energy%20Task%20Force%20Report%2023062014.pdf>)

¹² ‘Density, the Sustainability Multiplier: Some Myths and Truths with Application to Perth, Australia’, Peter Newman, 2014

¹³ Using Land for Housing – Draft Report, New Zealand Productivity Commission, 2015.

to build more expensive houses so they do not undercapitalise on the value of the land **Error! Bookmark not defined.**

Whilst there are a range of factors which influence affordability, at the simplest level the supply of land, and the opportunities to develop this land, play a key role. Theoretical (or District Plan enabled) land supply is affected by the spatial extent of zoning, the type of zoned land (eg. greenfield or brownfield) and the opportunities and complexity of the development process. A restrictive approach to land use zoning and regulation can hinder the realisation of housing supply and consequently affects affordability through limiting supply.

The impact of overly restrictive planning regulation is firmly in the sights of Central Government, and in November 2012 the New Zealand Productivity Commission launched an inquiry into the supply of land for housing. The findings of the Commission highlight the need for the planning system to allocate sufficient land supply for urban development, and that this zoning should be supported by a policy framework which provides for a mix of urban forms.

In their 2012 report, the Commission stated:

“A more balanced approach to urban planning is required in the interests of housing affordability. Land for housing can come from the development of brownfields sites, by infill development in existing suburbs, and by making suitable greenfields sites available, ideally in a complementary manner and in a way that provides for substantial short-, medium- and long term capacity¹⁴.”

The report discusses that a failure to match housing supply with demand can lead to an affordability crisis, and that mechanisms to address affordability are multi-faceted, but require increased land supply through rezoning and facilitating increased density within existing suburbs. In their more recent report, the Commission reinforces the consistent finding that restrictions on the availability of land are inflating land values, and that in order to be effective, methods of increasing land supply must be matched to the places where people want to live:

*A number of factors affect the supply of housing, but one of the most important is the availability of land, both brownfields and greenfields. Land values have grown more quickly than total property values over the last 20 years, indicating that appreciating land values have been a key driver of house price inflation in New Zealand. This suggests a shortage of residential land in places where people want to live¹³ **Error! Bookmark not defined.***

Another relevant study considering global housing affordability issues concludes that *“unlocking land supply at the right location is the most critical step in providing affordable housing”* (McKinsey Global Institute, 2014¹⁵).

It is recognised that there are a number of approved, planned and/or future projects planned within the District which provide potential housing capacity (such as Three Parks (Wanaka), Northlake (Wanaka) Jacks Point, Frankton Flats, and Remarkables Park). However, the realisation of this capacity is at the control of a limited number of developers who can act strategically to restrict the timing and quantity of land brought to market (i.e. the behaviour of ‘landbanking’ where commercial gains are made through increasing land values) Landbanking limits the developable land being brought to market, and therefore restricts the available land supply – ultimately increasing property values. Whilst external to the District Plan, this speculative (but rationale and understandable) behaviour is often incentivised by restrictive and burdensome planning regulation and process which add complexity to development and contribute to higher land value inflation. Such behaviour is evident within the Queenstown Lakes District and has for some time impacted on the release of land.

¹⁴ The New Zealand Productivity Commission’s Housing Affordability Inquiry, 2012

¹⁵ McKinsey Global Institute (2014), ‘A blueprint for addressing the global affordable housing challenge’.

In the context of the Low Density Residential Zone, overly restrictive planning rules (such as building height, site coverage and setbacks) can impact on building costs through requiring non-standard designs, and may also be incentivising larger building forms as landowners seek to maximise gains from the land development and consenting process. Additionally, a lack of provision for infill development or re-development is likely to be limiting the supply of smaller, more resource efficient housing forms in central locations where people want to live.

It is therefore apparent that increasing housing supply requires an integrated approach which supports a range of housing forms, and provides greater flexibility for the market to more easily adapt to changing economic conditions. To achieve this, some liberalisation of operative provisions will be necessary to reduce building costs and enable infill development at increased site densities.

It is noted that during consultation a number of members of the public suggested Council consider what North American ski resorts such as Banff and Whistler are doing to address housing issues, given the similarities between these towns and Queenstown (ie. highly popular resort towns with small permanent populations and high housing costs). Whilst it is noted that the statutory context is different, and there are a number of affordable housing initiatives that are undertaken in these resorts that may be difficult to replicate in Queenstown. Of relevance is despite their cold climates, both of these towns have been very careful not to set overly restrictive development controls, knowing the impacts overly restrictive controls can have on development feasibility and realisation of housing supply. Indeed, the sunlight protection controls proposed, albeit liberalised versus the Operative Low Density Zone, are still more restrictive than the controls typically applied in Banff and Whistler. For example, in many of the Medium Density zones in Banff and Whistler, there are no specific shading controls, but instead use of side yards and maximum building heights are employed. For example, a side yard of 3m and a building height of circa 7.6m to 10.7m is often employed, regardless of orientation, which is more liberal than the proposed approach in Queenstown.

Whilst the more permissive planning regime applied in these areas would be beneficial in realising greater supply of housing and visitor accommodation, there is also the potential for 'unintended consequences' associated with such an approach. For example, the increased heights and lack of recession planes in Queenstown may not appropriately protect the amenity which draws people to the District.

Nonetheless, the provisions of the Low Density Residential Zone have been developed with specific regard to improving the ease of development for lower intensity activities. The zone will enable discrete infill development as one of the mechanisms of increasing housing supply and supporting the overall compact urban form strategy of the District Plan. Where necessary, development standards have been revised to improve rules which may be unnecessarily triggering resource consent (with little design benefit to be gained from the process), and to better accommodate a portion of infill housing supply.

Methods to address the issue

- *Permitted Activity status for lower intensity residential and visitor accommodation activities*
- *Provision for infill housing up to a density of 1 residential unit per 300m²*
- *Liberalise District Plan bulk and location rules*
- *Simplify and streamline provisions*
- *Objectives and policies recognise that the zone will recognise some change to enable limited infill development*

Issue 6: Urban design and amenity values

The quality of the urban environment plays a key role in the appeal of the District to residents, businesses and visitors. Whilst the District Plan needs to become more enabling, it also needs to ensure that good quality urban design outcomes are achieved to provide a level of amenity expected for a low density residential environment.

It is acknowledged there is a general concern within the community that increased density housing has the potential to create 'slums', subsequently reducing the value of properties outside of the zone. However, a report by Paul Newman (2014)¹² discusses that there is little evidence to support such claims, and that land values are more typically aligned with amenity and access to services – factors which generally improve with increased population density. As people move to amenity areas the pressure to subdivide/develop increases. If zoning is increased then land values typically increase.

Nonetheless, provision for increased density and greater affordability within residential environments must be carefully balanced against urban design and amenity objectives.

“Experience from Johnsonville indicates that suburban communities can be very sensitive to the impact of density on neighbourhood character, and so rules relating to height, site coverage etc. need to take this into account whilst ensuring that the development yields possible (i.e. number of units, density) presents commercial viable development opportunities”¹⁶.

Historically, in Queenstown and other New Zealand locations, there has been a very strong emphasis on retention of amenity values in District Plans, often at the expense of enabling a sufficient housing response. This may be the result of a number of factors which include: public opposition to plans for intensification, and an excessive emphasis on Section 7c of the RMA “*the maintenance and enhancement of amenity values*” (the RMA requires ‘particular regard’ to be had to this matter). However these matters require balancing with other planning matters for example sections 7b (“*the efficient use and development of natural and physical resources*”) and 7f (“*maintenance and enhancement of the quality of the environment*”) of the RMA, and Part II. In addition, the amendments to Section 32 made in 2014 explicitly require the economic impacts of provisions to be considered. Provisions that provide very strong protection of amenity values but at the expense of a sufficient housing supply response can generate significant negative economic and social effects.

The consequences of overemphasis on aesthetic considerations and a lack of flexible planning policy was particularly evident in the regulatory response following the Christchurch earthquakes. After the events, property owners were prevented from building secondary flats due to inability to comply with rules such as density, minimum lot size and parking. Dr Eric Crampton¹⁷ noted “*while these (rules) may have arguable benefits in normal times, surely after a destructive earthquake the balance should have been tipped in favour of increasing housing supply*” and that “*while it is unlikely that thousands of such units would be built, even a few hundred could have been helpful where people otherwise lived in uninsulated garages, sheds, caravans and broken homes*”.

The Productivity Commission¹³ highlights that the existence of restrictive planning rules which aim to protect amenity, often come at a significant opportunity cost in terms of the ability to economise on the use of land, with consequent costs for individuals and the community. Furthermore, in some cases the costs of such regulation exceed the likely benefits¹³.

In the Queenstown context, significant growth pressure (and the associated social and economic risks of ad hoc, poorly planned growth) requires a policy response which appropriately balances amenity objectives with the need for more housing.

It is intended that the revised Low Density Residential Zone will retain its current function in allocating land for low density housing forms, which have general protection for views, sunlight admission and privacy.

¹⁶ ‘Wellington City Housing and Residential Growth Study: Final Planning Assessment and Recommendations’, The Property Group Limited, 2014.

¹⁷ The Plan Against the Rebuild, Crampton E., in ‘*Once in a Lifetime: City Building after Disaster in Christchurch*’ (2014).

Development standards (for example recession planes, building height, setbacks and site coverage) have been retained (but relaxed in some circumstances) to protect residential amenity, and it is noted that density is not intended to come at the expense of quality design.

Where necessary, development standards have been revised to improve rules which may be unnecessarily triggering resource consent (with little design or amenity benefit to be gained from the process), and to better accommodate a portion of infill housing supply. For example, the *Arrowtown Monitoring Report (2011)* noted that between 2004 to 2011, 95% of resource consent applications were for residential purposes (ie housing), with 51% of these being for breaches of site design controls (setbacks, height and recession planes)¹⁸. All applications were approved without the need for a hearing, and suggest that some improvement to these controls could be implemented.

A summary of the proposed variations from operative amenity controls include:

- Site density increased from 1 unit per 450m² to 1 unit per 300m²
- Minor increase in building height in Arrowtown (from 6 m to 6.5 m)
- Minor increase in building height for sloping sites
- Recession planes specified for each site boundary and liberalised
- Sound mitigation for residential uses within noise boundaries of the Queenstown Airport
- Removal of the Arrowtown Scenic Protection Area Sub-zone

A 'gentle density' approach has been applied to support discrete infill development within the zone, whilst protecting residential amenity. This approach introduces a maximum site density of 1 unit per 300m² (increased from the operative standard of 1 unit per 450m²) and a height limit of 5.5m for additional units where the site area is less than 900m². These provisions seek to achieve 'gentle density' which is low rise, and therefore able to maintain the low density character of the zone.

Recession plane controls have been revised (consistent with some operative special zones) to specify different angles for northern, eastern, western and southern boundaries – with the strictest control over the southern boundary. A 3D visualisation¹⁹ was developed to investigate the comparative effect of changing the recession plane at the southern boundary to 2.5 m and 35° from the operative provision of 2.5m and 25° (ie. an increase of 10°). This illustrates that shading impacts associated with a 35° recession plane are only marginally different to the impacts of the operative 25°, and will still be able to effectively mitigate adverse shading impacts. The revised recession plane controls will maintain appropriate and reasonable sunlight access whilst not hindering development.

It should be noted that the Operative District Plan's recession planes are very restrictive by New Zealand standards, and have been in place for at least 40 years. Most Councils adopt the proposed approach to recession plane controls, or an approach of applying 2.0 / 2.5m and 45 degree controls on all boundary orientations. The rules do not fit the contemporary requirements for greater density, and change is required to better balance amenity considerations with development potential.

Whilst the zone will become slightly more enabling in terms of density, it is noted that development of more than one residential unit in the Arrowtown Low Density Residential Zone will be subject to consent, and must adhere to the Arrowtown Design Guidelines to ensure that building forms are consistent with the character and heritage significance of this area. Reference to the Arrowtown Design Guidelines has been brought into the District Plan to add statutory weight, and supports the recommendations of the *Arrowtown monitoring report 2011*.

¹⁸ QLDC Arrowtown Monitoring Report (2011)

¹⁹ Shadow and Recession Planes Study, Virtual Rift 3D Solutions, prepared 12 March 2015.

Specific provisions have also been developed for residential areas which are located within the air noise boundaries of the Queenstown Airport. New rules requiring sound insulation have been included, and are consistent with the outcomes of Plan Change 35. These provisions are anticipated to appropriately address the adverse noise effects experienced by residential housing in this area; and mitigate potential reverse sensitivity concerns.

Consistent with the operative District Plan, the revised zone provisions will seek to maintain a level of amenity appropriate for a low density residential environment, as required by Section 7(c) of the RMA. Where necessary, operative rules have been revised to improve upon current restrictive building design controls, and limit the number of resource consents for minor breaches to site design rules. Through the revised provisions, it is considered that uncertainty surrounded the consent process (and delay costs) should be minimised, this improving developer confidence. Furthermore, the revised amenity provisions are more aligned with their associated costs and benefits.

Methods to address the issue

- *Frame policies and rules in a manner that better balances development rights and amenity values*
- *Liberalising building design controls (such as density, building height, recession planes) as appropriate to better enable limit infill development.*
- *Objectives, policies and rules included to enable adequate consideration to the impacts of development on residential amenity*

Issue 7 – Economic diversification

The economy of the Queenstown Lakes District is largely governed by tourism, and associated demands for goods and services to support the tourism sector. The QLDC Economic Development Strategy (2015) notes that “*the District is very reliant on relatively few industries, more so than any other district in New Zealand. These are industries that are servicing visitors and the growing population*” and that “*while the visitor economy is a strength, its dominance means that the District is one of the least diversified economies in New Zealand*”².

The Economic Development Strategy considers economic diversification is important for managing the seasonality of tourism demands, and managing potential periods of tourism decline (such as occurred during the Global Financial Crisis of 2008). Additionally, the growth of the resident population is also strongly linked to growth in tourism, with associated growth in demands for food, community, construction and retail services. As outlined under Issues 1 and 2, the District is anticipated to experience strong population and visitor growth over coming years. It is therefore necessary that the District Plan is capable of catering for the needs of a growing community, and that it also has the capacity during periods of growth to maximise opportunities for a diversified and self-sustaining economic base.

The *Shaping Our Futures Economic Futures Report* (2012) (which preceded the Economic Development Strategy (2015)) also identifies the association between economic development to community and social development, via connectedness and facilities to “*gather, educate and socialize and preserve attractions of living here*”.

Generally, it is considered that community and commercial uses are best located within town centres or higher density environments. Isolated commercial activities can impact on the integration, connectedness and commercial viability of nearby centres, and if spatially removed from a centre can potentially require people to travel greater distances. Non-residential activities in residential environments may also generate adverse amenity impacts associated with traffic, parking, noise, waste and visual amenity; compromising the primary purpose of the zone.

Currently, the provisions of the operative District Plan generally limit commercial uses to specialist zones or sub-zones, and these uses are not anticipated within the Low Density Residential Zone. This approach is generally retained, whereby commercial activities are identified as a ‘non complying’ activity and will

generally be discouraged. However, in line with objectives to improve flexibility and market adjustments for changing demand or need; the objectives and policies can allow limited commercial uses, where sufficient justification can be provided that the use is appropriate for a residential zone, is of a low scale and intensity (less than 100m² GFA) and protects residential amenity.

There are currently some established commercial uses within the Low Density Residential Zone which may wish to undertake minor expansions, however are not considered appropriate for a more intensive commercial zoning due to the site location or characteristics. An example is the Florences Foodstore & Café site at the corner of Cardrona Valley Road and Orchard Road in Wanaka. Some flexibility has been retained to enable such low scale commercial uses to be considered within the zone, subject to resource consent and assessment of environmental effects.

Provision for community and commercial uses of an appropriate scale may therefore be considered within the Low Density Residential Zone, where there are potential benefits to be realised for economic diversification and social interaction.

5. Evaluation

5.1 Purpose and options

In serving the function of a territorial authority provided by Section 31(1) of the Act, the Low Density Residential Zone chapter has the purpose to implement policy and tools to support the overall growth management framework of the proposed District Plan. The zone supports the integrated and hierarchical approach to urban development, and advances the intention of Section 31(1) of the Act for the integrated management of the effects of the use, development, or protection of land.

The purpose of the Low Density Residential zone is to maintain land supply for traditional low density housing forms, whilst enabling discrete infill development or redevelopment at increased densities to realise greater housing supply. The zone is generally limited to its current extent, with some additional locations included within the zone to rationalise development which has already occurred, or to address redevelopment proposals or opportunities to realise additional housing supply within urban growth boundaries.

Overall, the revised provisions have the purpose to remove or revise restrictive planning controls impacting on building costs, and increase the transparency around the requirements for infill development. Whilst the operative District Plan enables some increased density within the Low Density Residential Zone, the provisions are limited in application and much of the development opportunity has been realised.

Strategic Directions

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

Goal 3.2.2: Strategic and integrated management of urban growth

3.2.2.1 Objective - Ensure urban development occurs in a logical manner:

- to promote a compact, well designed and integrated urban form;*
- to manage the cost of Council infrastructure; and*
- to protect the District's rural landscapes from sporadic and sprawling development.*

3.2.2.2 Objective - Manage development in areas affected by natural hazards.

<p><i>Goal 3.2.3: A quality built environment taking into account the character of individual communities</i></p> <p><i>3.2.3.1 Objective - To achieve a built environment that ensures our urban areas are desirable places to live, work and play</i></p>
<p><i>Goal 3.2.4: The protection of our natural environment and ecosystems</i></p> <p><i>3.2.4.1 Objective - Promote development and activities that sustain or enhance the life-supporting capacity of air, water, soil and ecosystems.</i></p> <p><i>3.2.4.2 Objective - Protect areas with significant Nature Conservation Values.</i></p>
<p><i>Goal 3.2.5: Our distinctive landscapes are protected from inappropriate development</i></p> <p><i>3.2.5.3 Objective - Direct new subdivision, use or development to occur in those areas which have potential to absorb change without detracting from landscape and visual amenity values.</i></p> <p><i>3.2.5.4 Objective - Recognise there is a finite capacity for residential activity in rural areas if the qualities of our landscape are to be maintained.</i></p>
<p><i>Goal 3.2.6: Enable a safe and healthy community that is strong, diverse and inclusive for all people.</i></p> <p><i>3.2.6.1 Objective - Provide access to housing that is more affordable.</i></p> <p><i>3.2.6.2 Objective - Ensure a mix of housing opportunities.</i></p> <p><i>3.2.6.3 Objective - Ensure planning and development maximises opportunities to create safe and healthy communities through subdivision and building design.</i></p>

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

- Maintaining the purpose of the zone to accommodate low density housing forms
- Enabling infill or redevelopment at an increased density where amenity objectives are not compromised
- Maintaining a dominance of open space and low building coverage via amenity controls
- Maintaining an appropriate level of privacy and amenity
- Supporting the establishment of smaller (and potentially lower cost) housing forms to meet the needs of the community
- Contributing to the overall compact growth management approach which seeks to reducing environmental effects associated with urban sprawl
- Promoting efficient use of existing services and infrastructure

5.2 Broad options considered to address issues

The following section considers various broad options considered to address the identified resource management issues, and makes recommendations as to the most appropriate course of action with regard to advancing the purpose of the Act in the context of the urban environment.

- **Option 1: Retain the operative provisions (status quo)**

Option 1 would involve retaining the operative provisions in entirety, including the sub-zones and 'comprehensive residential development' provisions.

- ***Option 2: (Recommended) – Refine and improve***

Option 2 involves a review of the operative provisions to implement structure and readability improvements, reflect limited up-zonings, and some liberalisation of density controls.

- ***Option 3: Comprehensive review – Realise greater density and development potential***

Option 3 would involve a comprehensive review to establish larger tracts of Low Density Zoned land, and more liberal controls around site density.

Option 1: Retain the operative provisions

Option 2: (Recommend) Refine and improve

Option 3: Comprehensive review – Realise greater density and development potential

	<p>Option 1: Status quo/ No change</p>	<p>Option 2: (Recommend) Refine and improve</p>	<p>Option 3: Comprehensive review Realise greater density and development potential</p>
<p>Costs</p>	<ul style="list-style-type: none"> Does not enable further opportunities for infill development Operative provisions of the general LDR Zone only support development to a density of 1 unit per 450m², and do not expressly support medium density built forms. Limited achievable yield per site, as most development potential in existing sub zones has been realised; and does not liberalise operative provisions which are restricting housing development. Takes a short-term view – i.e. growth opportunities would be limited to development of a limited number of undeveloped sites, and redevelopment of existing building stock. Unlikely to cater for predicted levels of growth, as operative provisions are not sufficiently enabling to provide for infill housing. Potential adverse social and economic effects (such as overcrowding and general economic decline) may arise with a failure of supply to meet demand. Does not give effect to the relevant goals and objectives of the proposed Strategic Direction chapter. Does not achieve the goal for a transparent and streamlined District Plan. 	<ul style="list-style-type: none"> Has costs associated with going through the District Plan Review process (but this is required by legislation). Greater provision for infill development has potential to impact on amenity associated with shading, noise, privacy and traffic – however rules have been retained to address these potential effects. May require infrastructure upgrades to support increased density There is a concern within the community that increased density housing will create ‘slums’ and potentially reduce property values. However, a report by Paul Newman (2014)¹⁷ discusses that there is little evidence to support such claims, and that land values are more typically aligned with amenity and access to services – factors which generally improve with increased population density. If zoning is increased then land values typically increase. A Westpac economist report in 2015 (‘Home Truths Special Edition’, 14 May 2015) supports the notion that higher density rezonings tend to increase land values. 	<ul style="list-style-type: none"> Has costs associated with going through the District Plan Review process (but this is required by legislation). Greater intensification will drastically change the character and amenity of the zone, and conflict with its intended purpose for low density housing forms. Greater intensification may impact on the historic heritage and character of Arrowtown; with associated social and economic effects. May require costly infrastructure upgrades to support a high level of density Higher density may result in significant traffic effects in excess of the capacity of existing road networks. Upzoning areas of rural land will result in a change to the current visual amenity of these locations – however areas upzoned are in close proximity to established residential areas and therefore likely anticipated to cater for residential growth.

	<ul style="list-style-type: none"> • Limitation on supply may further inflate land values and incentivise landowners to seek to protect their property values via regulatory processes • Does not improve housing elasticity and supply • May not sufficiently address current overcrowding and associated health concerns 		
<p>Benefits</p>	<ul style="list-style-type: none"> • Retains the established approach which parties are familiar with. • Low cost for Council • Maintains strong planning regulation limiting scale of development therefore ensuring strong protection of existing amenity values 	<ul style="list-style-type: none"> • Better delivers on the longer term goal of delivering a compact form that is consistent with the Council's Strategic Directions Chapter and ORC's Proposed RPS. • Supports the efficient use of land within urban growth boundaries and will assist in mitigating potential impacts on property values associated with the establishment of urban growth boundaries. • Potential for more development and greater range of housing options. • Supports infill development where land is of a sufficient size. • Revision of recession planes may reduce the need for resource consents and reduce building costs • Simplifies the District Plan making it easier for laypeople as well as RMA practitioners to interpret and apply. • Acknowledges that the District Plan takes a long-term view by enabling future development opportunities as the population increases over time. • Improves housing affordability through enabling smaller housing forms (such as residential flats) 	<ul style="list-style-type: none"> • Delivers on the longer term goal of delivering a compact urban form that is consistent with the Council's strategic Directions Chapter, the Proposed Urban Development Chapter, and ORC's Proposed RPS. • Increased population may support investment in transport and infrastructure. • Opens up new areas of land currently within Rural Zones to accommodate new housing. • Enables economic development and investment opportunities. • Potential for more development and greater range of housing options. • Improves housing affordability through enabling smaller housing forms and greater scope for apartment development • Increased population may support investment in transport and infrastructure. • Promotes elasticity in housing market and minimises the incentive for landbanking.

Ranking		<ul style="list-style-type: none"> • Increased population may support investment in transport and infrastructure. • Promotes elasticity in housing market and minimises the incentive for landbanking • Provides increased housing choice for older people wishing to downsize • Provision for smaller housing forms reduces construction cost per unit and creates opportunities for economies of scale • Liberalisation of Rules and notification clauses should reduce the numbers of resource consents required and the time and costs associated with this process, improving development confidence • May reduce scale of overcrowding issue through enabling smaller forms of infill housing 	
	2	1	3

Conclusions:

Overall, following a review of the three alternatives above, *Option 2 (Refine and Improve)*: has been identified as the most appropriate solution in meeting the purpose of the RMA, to address the resource management issues relevant to the urban environment. The Low Density Residential Zone is the largest residential zone in the District (with the exception of some special zones) and will typically provide for low density suburban housing forms for a significant portion of the Districts population. Due to its low density nature, a relatively high level of residential amenity is expected within this zone – characterised in part by areas of open space and privacy. Therefore, with the exception of discrete areas of the zone which have been rezoned to Medium Density, the Low Density Zone (as proposed) largely reflects the principles and intentions of the operative provisions. However, some liberalisation of Rules has is proposed to remove current barriers to housing development, and support the intentions of Strategic Directions (Chapter 3) and the Urban Development Chapter (Chapter 4). Specifically, the zone will include greater scope for infill housing as a means to address growth, housing affordability and address current overcrowding issues.

The options above have been considered and assessed in the context of the significant growth pressures and housing affordability issues currently experienced within the District. It is noted that without the issue context of high growth pressures, alternative options may have been given more weight that provide less emphasis on density, land supply and affordability; and more emphasis on amenity. However, consistent with Section 14(c) of the *Local Government Act 2002*, regardless of the relevance of growth pressures at any given point in time, the provisions seek to address housing supply on a long term basis, recognising the interests of current as well as future communities.

Furthermore, the approach has not been a radical shift in operative provisions (as may be seen in locations such as Whistler and Banff, Canada), and the structure of the provisions, whilst liberalised, still provide an appropriate balance between providing for growth, and protecting the natural amenity values which draw people to the District. For this reason, drastic change to the operative provisions (such as removing amenity controls) has also not been considered as a feasible (or desirable) alternative option. It is considered that *Option 2 (Refine and Improve)* provides the best balance in achieving the desired objectives, whilst maintaining desired levels of amenity and avoiding the inherent risks associated with Options 1 (*Status quo*) and 3 (*Greater density*).

6. Scale and Significance Evaluation

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

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

The level of detail of analysis in this report is high, recognising that residential provisions affect a large area of the Districts population, and that the provisions have the potential to realise infill housing to greater densities. Therefore, the analysis has been informed by consideration to a number of statutory and non-statutory documents, including the outcomes of previous community planning processes, plan changes, and specific economic analysis undertaken for the Proposed District Plan. In particular, Insight Economics has identified predicted population growth of 3.4% per annum to 2031 (representing a possible increase in population to 55,000 by 2031) and concludes “...that the district will continue to experience high population growth and...demand for new dwellings will also be strong.” Such findings provided the basis for further analysis of the appropriate methods for managing such growth via the Proposed District Plan. The findings of

other credible external studies have provided further context to the analysis, in particular the findings of the ‘Housing Affordability’ and ‘Using Land for Housing’ inquiries being coordinated by the New Zealand Productivity Commission.

7. Evaluation of proposed Objectives (Section 32 (1) (a))

Section 32(1)(a) requires an examination of the extent to which the proposed objectives are the most appropriate way to achieve the purpose of the Act. The following objectives serve to address the key resource management considerations for the Low Density Residential Zone.

Reference is made back to the Strategic Directions chapter of the Proposed District Plan which, in combination with the objectives below, seeks to give effect to the purpose of the RMA (Section 5) for the Queenstown District context. The objectives are also assessed against the role and function of territorial authorities specified by Section 31(1) of the Act.

<i>Proposed Objective</i>	<i>Appropriateness</i>
<p>7.2.1</p> <p>The zone provides for low density residential living within the District’s urban areas.</p>	<p>Sets the primary purpose of the zone to accommodate low density residential housing.</p> <p>Serves the intent of Section 5 and Section 31 of the RMA through providing a residential housing solution which together with other residential zones, provides an integrated approach to managing urban development within the District; and avoiding, remedying, or mitigating any adverse effects of activities on the environment.</p> <p>Consistent with Goals 3.2.2 and 3.2.3 of the Strategic Directions chapter.</p> <p>Gives effect to RPS objective 5.4.3, 5.4.1, 9.4.1 Gives effect to RPS policies 5.5.3 to 5.5.6, 9.5.2</p> <p>Has regard to Proposed RPS objective 3.7 and 3.8</p>
<p>7.2.2</p> <p>Ensure protection of amenity values in recognition of the zone’s lower intensity character, whilst providing for subtle and low impact change</p>	<p>Recognises that development in the zone shall maintain high levels of amenity, but can accommodate subtle change via low intensity infill development.</p> <p>Consistent with Goal 3.2.2 and 3.2.3 of the Strategic Directions chapter.</p> <p>Gives effect to RPS objectives 9.4.1 and 9.4.3 Has regard to Proposed RPS objectives 3.7 and 3.8; and policies 3.7.1, 3.7.2, 3.8.1, 3.8.2</p> <p>Supports 5(2) of the RMA through ensuring development enables people and communities to provide for their social, economic and cultural wellbeing. Meets the intent of Section 7 (Other Matters) of the RMA which requires particular regard to “<i>the maintenance and enhancement of amenity values</i>”.</p>

<p>7.2.3 Allow higher housing densities than typical in the zone provided that it retains a low rise built form and responds appropriately and sensitively to the context and character of the locality.</p>	<p>Acknowledges that some change to the amenity and character of established residential areas is anticipated to enable infill housing. However, the scale of change can be managed through the inclusion of controls to protect amenity to a level expected for a low density environment.</p> <p>Consistent with Goal 3.2.3 and 3.2.6 of the Strategic Directions chapter.</p> <p>Gives effect to RPS objectives 9.4.1 to 9.4.3 Gives effect to RPS policies 9.5.1 to 9.5.5 Has regard to Proposed RPS 3.7 and 3.8 and policies 3.7.1, 3.7.2, 3.8.1, 3.8.2, 3.8.3.</p> <p>Supports the purpose of the RMA through mitigating adverse effects of development, whilst enabling social and economic wellbeing through support for increased density – with a number of economic benefits including housing affordability, and social benefits for improving cohesion and connectivity. Meets the intent of Section 31(1) of the Act through an integrated approach to manage the multiple effects of land development.</p>
<p>7.2.4 Allow low rise, discrete infill housing as a means of providing a more diverse and affordable housing stock.</p>	<p>Realises the benefit of infill housing in providing a diverse and more affordable housing solution. All things being equal, infill development undertaken on smaller allotments and being of smaller building forms should improve affordability. Additionally, where increased density housing is located within established settlements, overall lifestyle affordability should improve when transport and heating costs are also factored in.</p> <p>Supports the purpose of the RMA through enabling people and communities to provide for their social, economic and cultural wellbeing.</p>
<p>7.2.5 In Arrowtown residential development responds sensitively to the town’s character</p>	<p>Recognises the unique character and heritage significance of Arrowtown, and that increased density development shall only occur where this is of high quality and sensitive design. This objective is supported by policies which ensure building design is consistent with the Arrowtown Design Guidelines.</p> <p>The combination of policies and objectives provide the necessary weight for decision makers to consider the impacts of development on the Arrowtown character, and the ability to seek amendments or refuse applications which have the potential to compromise this.</p> <p>Consistent with Goal 3.2.1, 3.2.3 and 3.2.6 of the Strategic Directions chapter.</p> <p>Supports the purpose of the RMA by avoiding, remedying, or mitigating any adverse effects of activities on the environment.</p>

<p>7.2.6 Provide for community activities and facilities that are generally best located in a residential environment close to residents.</p>	<p>Acknowledges that some non-residential activities that support a community purpose – such as healthcare services, daycare and social or cultural services – can be appropriately located in residential areas, thereby helping providing for the wellbeing of people and communities.</p> <p>Consistent with Goal 3.2.6 of the Strategic Directions chapter.</p> <p>Gives effect to RPS objective 9.4.1 Has regard to Proposed RPS objective 3.7</p> <p>Supports 5(2) of the RMA through ensuring development enables people and communities to provide for their social, economic and cultural wellbeing.</p>
<p>7.2.7 Ensure development efficiently utilises existing infrastructure and minimises impacts on infrastructure and roading networks.</p>	<p>Specifically acknowledges the need to ensure development is designed and located consistent with the capacity of existing or planned infrastructure networks; and also that the layout of development can effect infrastructure demands.</p> <p>Consistent with Goal 3.2.2 of the Strategic Directions chapter.</p> <p>Gives effect to RPS objectives 9.4.1 to 9.4.3 Gives effect to RPS policies 9.5.1 to 9.5.5</p> <p>Supports Section 5(2) of the RMA by managing the way and rate that land and physical resources are used.</p>
<p>7.2.8 Enable low intensity forms of visitor accommodation that is appropriate for a low density environment to respond to strong projected growth in visitor numbers.</p>	<p>Provides for the occurrence of visitor accommodation within the zone where adverse effects can be avoided, remedied or mitigated.</p> <p>Consistent with Goal 3.2.1, 3.2.2 and 3.2.6 of the Strategic Directions Chapter.</p> <p>Gives effect to RPS objectives 5.4.3 and 9.4.1 Has regard to Proposed RPS objective 3.4, 3.8</p> <p>Consistent with Section 31(1) of the RMA through providing one of the mechanisms for the integrated management of visitor accommodation demands across the District, and will be supported by provisions of other chapters and zones.</p>
<p>7.2.9 Generally discourage commercial development except when it is small scale and generates minimal amenity impacts.</p>	<p>Recognises that commercial activities may have adverse amenity effects within residential environments associated with visual amenity, noise, traffic and parking. However also acknowledges that at times there may be a demonstrated need or benefit for a commercial use to locate within a low density residential environment. Low impact commercial activities, can have positive benefits on residential amenity, and may avoid the need for people to travel for access to services or amenities. However</p>

	<p>recognises that potential effects must be appropriately managed to maintain the character and integrity of the zone.</p> <p>Consistent with Goal 3.2.1 and 3.2.3 of the Strategic Directions chapter.</p> <p>Gives effect to RPS objectives 9.4.1 to 9.4.3 Has regard to Proposed RPS objectives 3.4, 3.7 and 3.8</p> <p>Supports the purpose of the RMA through enabling people and communities to provide for their social, economic and cultural wellbeing; whilst managing the potential effects of development.</p>
<p>7.2.10 Ensure residential amenity is maintained through pleasant living environments within which adverse effects are minimised while still providing the opportunity for community needs</p>	<p>This objective establishes the basis for subsequent policies which relate to the requirement for sound insulation and mechanical ventilation within Critical Listening Environments of Activities Sensitive to Aircraft Noise (ASAN).</p> <p>This objective has been included in the proposed District Plan to reflect the outcomes of Plan Change 35. Plan Change 35 is not yet operative, and has been the subject of a number of appeals to the Environment Court. The appeals were largely resolved by agreement by all parties in early 2012, and during court proceedings the provisions of the Council decision were significantly redrafted to correct errors, ambiguities and inconsistencies. A final set of provisions giving effect to the Courts directions was filed in 2013, following the second interim decision of the Environment Court.</p> <p>A final decision has not yet been issued by the Environment Court due to an outstanding appeal related to the Lot 6 Notice of Requirement; which is inherently linked to the scope of Plan Change 35.</p> <p>However, aside from the outstanding appeal over Lot 6, which may continue for some time yet, it is acknowledged that the remaining provisions of PC35 are, for all intents and purposes, resolved by agreement of all parties – and have been reflected in the final set of revised provisions which was filed with the Environment Court in May 2013.</p> <p>Accordingly, it is considered that the outcomes of PC35 should be reflected in the Proposed District Plan, and would be consistent with the Purpose of the RMA, given that the only outstanding matter preventing the Plan Change being made operative is the determination of the Lot 6 NOR.</p> <p>It is recognised that Plan Change 35 established a number of objectives and policies throughout various chapters of the operative District Plan, and including the District Wide chapter. The format of the proposed District Plan is however significantly different to the</p>

	<p>operative district plan, and as a result direct transfer of PC35 provisions has not been possible in all cases.</p> <p>Objective 7.2.10 has been adapted from Objective 3 of the Operative Residential Areas Chapter (Chapter 7). Under this objective, Policy 3.11 was inserted by the PC35 Court confirmed provisions, and Policy 3.11 has therefore been reflected in Policies 7.2.10.1 and 7.2.10.2 of the Proposed District Plan. Therefore, the wording of the objective is considered to be consistent with the outcomes of PC35, and appropriately addresses the effects of airport noise to be managed within the context of the Proposed Low Density Residential Chapter.</p> <p>The objective is consistent with Goal 3.2.1 of Strategic Directions, and Objective 3.2.1.5.</p> <p>Gives effect to RPS objective 9.4.3 Has regard to Proposed RPS objective 3.5, and Policies 3.5.1 and 3.5.3.</p> <p>Supports Section 5(2) of the RMA relating to avoiding, remedying, or mitigating any adverse effects of activities on the environment.</p>
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8. Evaluation of the proposed provisions (Section 32 (1) (b))

The below table considers whether the proposed provisions are the most appropriate way to achieve the relevant objectives. In doing so, it considers the costs and benefits of the proposed provisions and whether they are effective and efficient. The proposed provisions are grouped by issue for the purposes of this evaluation.

Issues 1 to 5 – Growth, visitor accommodation and the sustainable management of land and resources

- **Objective 7.2.2 - Ensure protection of amenity values in recognition of the zone’s lower intensity character, whilst providing for subtle and low impact change.**
- **Objective 7.2.3 - Allow higher housing densities than typical in the zone provided that it retains a low rise built form and responds appropriately and sensitively to the context and character of the locality.**
- **Objective 7.2.4 - Allow low rise, discrete infill housing as a means of providing a more diverse and affordable housing stock.**
- **Objective 7.2.8 Enable low intensity forms of visitor accommodation that is appropriate for a low density environment to respond to strong projected growth in visitor numbers.**

Summary of proposed provisions that give effect to these objectives:

- Activity status which enables lower intensity residential and visitor accommodation activities that are anticipated for the zone without the need for resource consent
- Non-notification of all controlled activities
- Non-notification for Restricted Discretionary residential activities
- Rules enabling increased site density, enabled through a density control rule.
- Policies which support low impact infill development as one of the mechanisms to meet future housing and accommodation demands
- Policies which acknowledge that subtle change within the zone is expected over time to address residential demands, and Rules which allow for change with appropriate controls to protect amenity to a reasonable level
- Policies which enable consideration to the extent to which development efficiently uses land and infrastructure
- Rules requiring sound mitigation within the noise boundaries of the Queenstown Airport

<u>Proposed provisions</u>	Costs	Benefits	Effectiveness & Efficiency
<u>Policies:</u> 7.2.1.1 to 7.2.1.3	<i>Environmental</i> Intensified urban land may exacerbate environmental effects associated with stormwater runoff, waste generation, water and wastewater treatment, energy consumption and air quality.	<i>Environmental</i> Increased density minimises the environmental effects of urban growth, in comparison with a sprawling scenario which allows a low density settlement pattern affecting a significantly larger development footprint.	More enabling policy and rules, and avoiding the need for resource consent for lower intensity and anticipated activities, are considered to be effective and efficient methods of enabling further capacity for housing and accommodation development. Direct and unambiguous policies will aid effectiveness and efficiency, as will the concise and streamlined structure of the proposed provisions.
7.2.2.1 to 7.2.2.2			
7.2.3.1 to 7.2.3.3	<i>Economic</i> Higher density development is not without infrastructure upgrade costs. However, typically these costs are less than for traditional low density development on the	Increased population density within defined limits can improve infrastructure efficiency in favour of the expansion of linear infrastructure networks, which consumes	The zone is anticipated to provide for
7.2.4.1			
7.2.8.1 to 7.2.8.2			

7.2.10 and 7.2.10.2	<p>edges or urban areas.</p> <p>Retention of density control rule may unnecessarily limit market opportunities to provide increased density housing – however this is considered appropriate for a low density residential environment.</p>	<p>significant land resources with associated environmental impacts. The Shaping Our Futures Energy Forum Report also notes that “<i>The district’s demand for electrical and fossil-fueled energy continues to rise along with the increase in its population and lifestyle expectations</i>” and points to the need for a more efficient urban form to improve the sustainability of housing supply and reduce the Districts carbon footprint. Supporting this finding, a study of several global cities has found strong evidence that per capita private passenger transport is directly correlated with urban density, whereby cities with the highest urban density also have lower levels of energy use associated with private passenger transport.</p>	<p>residential uses and low intensity forms of visitor accommodation, at increased densities than the operative provisions. Accordingly, the proposed provisions are effective in supporting this role, through a combination of more permissive activity status, rules providing for increased density, and some liberalisation to recession planes. Policies also integrate with these rules, acknowledging that some change is expected within the zone to accommodate increased density housing.</p>
7.4.9			
7.4.21			
Rules:	<p>It has been suggested by some members of the community that rather than plan for future growth, that the Council should attempt to limit growth. Such requests do not fully consider the multiple factors which influence growth (such as capacity and expansion of the airport, domestic tourism markets, immigration policies etc) or the potential adverse economic and social effects of attempting to stop growth.</p>	<p>Policy which enables density in appropriate locations may support increased uptake of public transport and use of active transport networks, reducing reliance on the private motor vehicle.</p>	<p>Amenity is protected through additional rules which support the more enabling approach, including height controls, setbacks and maximum site coverage.</p>
7.5.6			
7.5.3			
7.5.4	<p>Potential impacts of growth prevention strategies include potential economic decline due to reduced employment opportunities and reduced demand for goods and services. This will have a flow on effect in reducing property values. A report by Peter Newman (2014) identifies previous examples of economic decline experienced in the UK and US; and the general failure of policy intervention to transfer population away from the areas generating employment demand.</p> <p>The Queenstown Airport is a significant contributor to the local and regional economy. Increased density housing within the outer control boundary and air noise boundaries has the potential to affect operations of the airport where noise complaints are made, or residents attempt to limit future expansion plans of the airport</p>	<p>Economic Infill housing can provide more opportunities for smaller and more affordable living options (such as residential flats). Transport and heating costs associated with such living on average will be significantly lower than traditional lower density housing. As a result, higher density and smaller built forms can represent a relatively affordable housing option.</p>	<p>This integrated regulatory approach is considered to be efficient in balancing the need for infill development with its potential effects; whilst improving the efficiency of the development and regulatory process overall.</p>
		<p>Better enabling infill development of established residential areas will help</p>	

during consenting processes. However, the Council and Environment Court Decision on Plan Change 35 (currently under appeal) has established that sound insulation is an appropriate method under the RMA to mitigate the effects of aircraft noise on this established residential area. Accordingly, the outcomes of PC35 are intended to be carried over to the Low Density Residential Zone, with a requirement for the critical listening environments of any activities sensitive to aircraft noise (ASAN – as defined by PC35) to be subject to sound insulation. Additionally, within the 'Air noise boundary' (inner boundary) residential development would be limited to 1 unit per site. Council has received advice from a specialist noise consultant which has confirmed that sound insulation to the standards of PC35 will be sufficient to protect resident's amenity values under current operating conditions, in addition to the inclusion of night flights. Furthermore, due to the established nature of the zone and existing residential buildings at Frankton, it is anticipated that infill development within Frankton would be limited to those properties which of a suitable size and layout to accommodate infill housing. As such, this area is likely to realise incremental change only, and not likely to experience rapid or widespread intensification.

Social & Cultural

Enabling increased development density may generate some impact on the enjoyment of amenity values by existing property owners and occupants, with the

minimise capital expenditure on road and infrastructure associated with a less compact urban form. A growth management approach based around urban intensification is also generally considered significantly more cost efficient than an approach based around sprawl. A number of studies support this notion. A comprehensive study from Smart Growth America in 2013 found that the upfront infrastructure development costs of 'Smart Growth' compared to conventional sprawling development reduces upfront infrastructure development costs by 38%[1]. This study cites a number of other studies supporting this notion. A study from 2015 by the New Climate Economy reaches similar conclusions.[2]

Greater scope for infill development (including smaller residential flats) will aid in meeting demands for low intensity forms of visitor accommodation.

The Permitted activity status for certain residential activities and non-notification for specified lower intensity activities will improve investment certainty, and minimise development costs through potentially minimising delays associated with processing resource consents. Such provisions also minimise the perceived uncertainty surrounding the regulatory process.

Providing for lower intensity residential and visitor accommodation activities without the need for resource consent avoids economic costs associated with the regulatory process.

	<p>potential for greater noise and impacts on views and outlook. However, building height remains limited to 2 storeys and is consistent with expectations for a residential environment. Recession plane controls will also mitigate amenity effects.</p> <p>Non-notification for certain residential activities and will limit the scope of public involvement in the development process – with perceived risk to landowners. However, non-notification provisions of the Proposed LDR zone are generally consistent with the operative approach. Also, in order to utilise non-notification provisions the development is required to comply with site design standards.</p>	<p>Simplifying the regulatory process may also enable more players in the market, increasing supply elasticity.</p> <p>Enabling greater density and improving development viability will help support more construction activity and associated employment and economic benefits.</p> <p>Social & Cultural</p> <p>Enabling the potential for smaller and more affordable living options (such as residential flats) helps respond to housing and accommodation shortages in the District; and provides housing in locations where people want to live. Avoids demand for housing being met in locations further removed from centres where living costs (associated with travel) are likely to be higher.</p> <p>Provides greater opportunities for smaller infill housing which may cater to people at various life stages – such as the elderly or people wishing to downsize.</p> <p>Introduction of a density control rule of a maximum of 1 unit per 300m², ensures control over the low intensity scale and intensity of development anticipated within the zone, and provides reasonable protection of amenity for adjoining properties. Ensures that all other design controls can still be met and a sufficient amount of open space area is retained around buildings.</p> <p>Increased population and greater densities helps support the viability of cultural events and facilities.</p>	
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		Increased population and greater densities – especially if within well designed built development - can help support community safety.	
Alternative options considered less appropriate to achieve the relevant objectives and policies:			
Option 1: Retain the operative provisions	<ul style="list-style-type: none"> • Lack of clarity around increased density within the zone • Operative medium density subzones are largely limited to Queenstown • Do not sufficiently promote or enable increased density to achieve goals expressed in objectives • Lacks flexibility • Not sufficiently enabling to facilitate adjustment in housing supply to meet demand • Potential for economic decline where the supply of housing cannot keep up with the pace of growth and reduces appeal and liveability of the District 		
Option 2: Adopt more liberal rules than proposed		<ul style="list-style-type: none"> • Would help achieve intensification goals but potentially at the cost of unacceptable impacts on amenity values • Potential effects to the local economy where development outcomes do not maintain acceptable amenity 	

<u>Issue 3 and 6 : Urban design and amenity values</u>	
<ul style="list-style-type: none"> Objective 7.2.2 - Ensure protection of amenity values in recognition of the zone's lower intensity character, whilst providing for subtle and low impact change. Objective 7.2.3 - Allow higher housing densities than typical in the zone provided that it retains a low rise built form and responds appropriately and sensitively to the context and character of the locality. Objective 7.2.5 - In Arrowtown residential development responds sensitively to the town's character Objective 7.2.10 - Ensure residential amenity is maintained through pleasant living environments within which adverse effects are minimised while still providing the opportunity for community needs. <p>Summary of proposed provisions that give effect to these objectives:</p> <ul style="list-style-type: none"> Maximum site density rule to maintain an appropriate level of amenity Policies requiring protection of privacy, access to sunlight, and impacts arising from building dominance Retention of Rules for amenity control, including building height, recession planes, setbacks and site coverage In Arrowtown, setting specific design outcomes and requiring compliance with the Arrowtown Design Guidelines In Arrowtown, minor increase to building height from 6m to 6.5m Marginally more liberal rules for recession planes to enable increased site density whilst maintaining a reasonable protection of amenity The inclusion of policy and rules to manage reverse sensitivity effects from the State Highway network Rule requiring a maximum of only 1 residential unit per site within the Airport Air Noise Boundary (based on the 2037 noise contours) Policies and Rules which reflect the outcomes of Plan Change 35 and relate to the protection of residential amenity associated with aircraft noise. Removal of the Arrowtown Scenic Protection Area and associated increase in building height from 5m to 6.5m 	<p>Effectiveness & Efficiency</p> <p>More enabling policy and rules are considered to be an effective and efficient method of enabling further capacity for infill housing. However, increased density should not come at the expense of residential amenity.</p> <p>Operative amenity controls (including</p>
<p>Proposed provisions</p> <p>Policies:</p> <p>7.2.2.1 to 7.2.2.2</p> <p>7.2.3.1 to 7.2.3.2</p> <p>7.2.5.1 to 7.2.5.3</p>	<p>Costs</p> <p>Environmental</p> <p>Allowance for increased site density may exacerbate environmental effects associated with stormwater runoff, waste generation, water and wastewater treatment, energy consumption and air quality.</p>
<p>Benefits</p> <p>Environmental</p> <p>Requirement for consideration to sunlight access should act to reduce energy costs for new buildings associated with heating, reducing demand for fossil fuels.</p> <p>Economic</p> <p>The Productivity Commission notes that</p>	<p>Effectiveness & Efficiency</p> <p>More enabling policy and rules are considered to be an effective and efficient method of enabling further capacity for infill housing. However, increased density should not come at the expense of residential amenity.</p> <p>Operative amenity controls (including</p>

7.2.8.1 to 7.2.8.2	<p>Economic</p> <p>Requiring compliance with the Arrowtown Design Guidelines adds costs to development projects, and may impact on housing affordability. However, policies and rules which simplify the regulatory process should also act to reduce building costs overall.</p> <p>Requirement for sound insulation and mechanical ventilation for locations at Frankton subject to airport and road noise may increase building costs, however additional costs of sound insulation are not expected to be significant. These rules are also consistent with the outcomes of PC35.</p> <p>The Queenstown Airport is a significant contributor to the local and regional economy. Increased density housing within the outer control boundary and air noise boundaries has the potential to affect operations of the airport where noise complaints are made, or residents attempt to limit future expansion plans of the airport during consenting processes. However, the Council and Environment Court Decision on Plan Change 35 (currently under appeal) has established that sound insulation is an appropriate method under the RMA to mitigate the effects of aircraft noise on this established residential area. Accordingly, the outcomes of PC35 are intended to be carried over to the Low Density Residential Zone, with a requirement for critical listening environments of any activities sensitive to aircraft noise (ASAN – as defined by PC35) to be subject to sound insulation. Council has received advice from a specialist noise</p>	<p>rules aiming to protect amenity often come with significant opportunity costs and the costs associated with compliance often exceed the benefits they are seeking to achieve. Liberalisation of regulation better aligns the costs and benefits of rules and should improve development economics.</p> <p>High quality urban design may increase the appeal of urban areas and potentially increase property values over time. This notion is supported by the findings of Newman (2014) whereby land values are noted to be more typically aligned with amenity and access to services – factors which generally improve with increased population density.</p> <p>Enabling greater density and improving development viability will help support more construction activity and associated employment and economic benefits.</p> <p>Inclusion of a density control limit will ensure that development to higher densities, which may inappropriately impact on amenity and property values, is discouraged – and the low intensity character and economic value placed of the zone can be retained.</p> <p>The minor increase to building height in Arrowtown may better enable a variety of housing forms, and avoid the need for resource consents for breaches of height controls.</p> <p>Liberalising recession plane controls will maintain an appropriate level of amenity</p>	<p>recession planes, building height, maximum density, site coverage and setbacks) have generally been retained; with some minor changes to recession planes and building heights for Arrowtown. These controls have been revised to improve their effect and efficiency to a level that is consistent with the scale and nature of potential effects. Revision of these controls may also improve the efficiency of housing development through increasing the scope for a variety of housing designs, and avoiding the need for resource consent for minor breaches.</p> <p>Following the review of the costs and benefits associated with the proposed provisions, it is considered that the proposed approach now better aligns with the potential risk and scale of potential effects of urban development – therefore avoiding opportunity costs associated with restrictive planning controls; and ensuring realisation of the benefits associated with development of these areas – particularly relating to housing supply and affordability.</p> <p>Direct and unambiguous policies will aid effectiveness and efficiency, as will the concise and streamlined structure of the proposed provisions.</p>
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	<p>consultant which has confirmed that sound insulation to the standards of PC35 will be sufficient to protect resident's amenity values under current operating conditions, in addition to the inclusion of night flights.</p> <p>Social & Cultural</p> <p>Potential adverse social effects associated with perceived change in amenity due to effect of intensification. However this effect can be mitigated through the inclusion of policies and rules within to mitigate amenity impacts (such as recession planes, setbacks, height limits and maximum site coverage).</p> <p>There is a general concern within the community that higher density housing has the potential to create 'slums', subsequently reducing the value of properties within and outside of the zone. However, a report by Paul Newman (2014)¹² discusses that there is little evidence to support such claims, and that land values are more typically aligned with amenity and access to services – factors which generally improve with increased population density. As people move to amenity areas the pressure to subdivide/develop increases. If zoning is increased then land values typically increase.</p> <p>Liberalising recession plane controls may result in some change to amenity associated with shading, when compared to an operative scenario. However, the revised controls will maintain an appropriate level of control while enabling greater development</p>	<p>control while enabling greater development opportunities and potentially avoiding costs associated with the resource consent process.</p> <p>Rules which require sound insulation and/or mechanical ventilation within airport noise boundaries; and limits intensification within the Air Noise Boundary will contribute to protecting the airport from reverse sensitivity effects. This will support the efficient operation of the airport with associated economic benefits to the District.</p> <p>Social & Cultural</p> <p>Introduction of a density control rule of a maximum of 1 unit per 300m², ensures control over the low intensity scale and intensity of development anticipated within the zone, and provides reasonable protection of amenity for adjoining properties. Ensures that all other design controls can still be met and a sufficient amount of open space area is retained around buildings.</p> <p>A 'gentle density' approach has been applied to support discrete infill development within the zone, whilst protecting residential amenity. This approach introduces a maximum height limit of 5.5m for additional units where the site area is less than 900m². These provisions seek to achieve 'gentle density' which is low rise, and therefore able to maintain the low density character of the zone.</p> <p>High urban design standards will ensure quality housing stock is developed with</p>	
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	<p>opportunities.</p> <p>Potential for reduced level of amenity for locations at Frankton subject to airport noise. However, noise effects would be appropriately managed through the inclusion of rules requiring sound insulation and mechanical ventilation to accepted standards. Where sound insulation rules are not met, a proposal would be considered as 'non complying'. This is consistent with the approach of PC35.</p> <p>Removal of the Arrowtown Scenic Protection Area may be perceived to result in adverse amenity impacts. However, much of the development potential in this area has been realised, including a number of two storey built forms. The revised height limit of 6.5 m will still enable a two storey built form, whilst still enabling protection of scenic values.</p> <p>Intensification in Arrowtown, if not sensitively designed, has the potential to result in adverse effects to the cohesion, character and heritage of the township. For this reason, specific provisions have been developed to manage potential effects. These include a lower building height limit of 6.5m, and the need for development consent for development involving more than 1 unit per site. Therefore all infill development proposals will require resource consent and must be assessed against the Arrowtown Design Guidelines</p>	<p>consideration to maintaining sunlight access.</p> <p>Enabling the potential for more affordable living options helps respond to the housing issue in the District. Enabling smaller housing forms (such as residential flats) at increased site density should reduce house and rental prices overall.</p> <p>Inclusion of sound insulation and mechanical ventilation for areas subject to airport and road noise will ensure protection of amenity for residents. These rules are also consistent with the outcomes of PC35.</p> <p>Increased population and greater densities – especially if within well designed built development - can help support community safety.</p>	
<p>Alternative options considered less appropriate to achieve the relevant objectives and policies:</p>			

<p><i>Option 1: Retain the operative provisions</i></p>	<ul style="list-style-type: none"> • Do not sufficiently promote or enable density development to achieve goals expressed in objectives • Lack flexibility • Limits development feasibility
<p><i>Option 2: Adopt more liberal rules than proposed</i></p>	<ul style="list-style-type: none"> • Would help achieve intensification goals but potentially at the cost of unacceptable impacts on amenity values • May compromise residential character, and impact on heritage values of Arrowtown. • Reduced regulatory control may result in poor quality housing stock and adverse impacts on infrastructure • Potential effects to the local economy where development outcomes do not maintain acceptable amenity

<p><u>Issue 7: Economic diversification</u></p> <ul style="list-style-type: none"> • Objective 7.2.6 - Provide for community activities and facilities that are generally best located in a residential environment close to residents. • Objective 7.2.8 - Enable low intensity forms of visitor accommodation that is appropriate for a low density environment to respond to strong projected growth in visitor numbers. • Objective 7.2.9 - Generally discourage commercial development except when it is small scale and generates minimal amenity impacts. <p>Summary of proposed provisions that give effect to these objectives:</p> <ul style="list-style-type: none"> • Policies which support community uses locating within the zone, subject to these being low intensity and appropriate for a residential environment. • Policies which support low intensity forms of visitor accommodation as a means to address a portion of future tourism demand • Policies and Rules which generally discourage commercial development except where effects can be suitably managed. 									
<p><u>Proposed provisions</u></p> <p>7.2.6.1 to 7.2.6.3</p> <p>7.2.8.1 to 7.2.8.2</p>	<table border="1"> <thead> <tr> <th data-bbox="1121 1827 1185 1917">Proposed provisions</th> <th data-bbox="1121 1272 1185 1827">Costs</th> <th data-bbox="1121 707 1185 1272">Benefits</th> <th data-bbox="1121 154 1185 707">Effectiveness & Efficiency</th> </tr> </thead> <tbody> <tr> <td data-bbox="1185 1827 1358 1917"> <p><u>Policies:</u></p> </td> <td data-bbox="1185 1272 1358 1827"> <p><i>Environmental</i></p> <p>Location of commercial and community facilities outside of a town centre may increase transportation requirements where such activities are also supported by a</p> </td> <td data-bbox="1185 707 1358 1272"> <p><i>Environmental</i></p> <p>Increased proximity of commercial and community facilities which support residents needs can avoid the need for travel therefore minimising consumption of fossil fuels. As</p> </td> <td data-bbox="1185 154 1358 707"> <p>Provisions for commercial and community activities within the Low Density Residential Zone seek to recognise the potential adverse effects of such uses within residential areas; whilst acknowledging that</p> </td> </tr> </tbody> </table>	Proposed provisions	Costs	Benefits	Effectiveness & Efficiency	<p><u>Policies:</u></p>	<p><i>Environmental</i></p> <p>Location of commercial and community facilities outside of a town centre may increase transportation requirements where such activities are also supported by a</p>	<p><i>Environmental</i></p> <p>Increased proximity of commercial and community facilities which support residents needs can avoid the need for travel therefore minimising consumption of fossil fuels. As</p>	<p>Provisions for commercial and community activities within the Low Density Residential Zone seek to recognise the potential adverse effects of such uses within residential areas; whilst acknowledging that</p>
Proposed provisions	Costs	Benefits	Effectiveness & Efficiency						
<p><u>Policies:</u></p>	<p><i>Environmental</i></p> <p>Location of commercial and community facilities outside of a town centre may increase transportation requirements where such activities are also supported by a</p>	<p><i>Environmental</i></p> <p>Increased proximity of commercial and community facilities which support residents needs can avoid the need for travel therefore minimising consumption of fossil fuels. As</p>	<p>Provisions for commercial and community activities within the Low Density Residential Zone seek to recognise the potential adverse effects of such uses within residential areas; whilst acknowledging that</p>						

<p>7.2.9.1 to 7.2.9.4</p> <p>Activity table:</p> <p>7.4.7</p> <p>7.4.8</p> <p>7.4.6</p> <p>7.4.21</p> <p>7.4.22</p>	<p>population base outside of the immediate locality.</p> <p>Economic</p> <p>Isolated commercial facilities further removed from a town centre may impact on the viability of established commercial areas.</p> <p>Location of commercial and community facilities outside of a town centre may impact on their commercial viability if not supported by an adequate population base.</p> <p>Social & Cultural</p> <p>Inclusion of commercial and community facilities may result in amenity impacts associated with noise, visual amenity, traffic and parking. However, protection is still offered through stipulation for 'low intensity uses only' and the policy approach which limits commercial uses to 100m² gross floor area (Policy 7.2.9.2). Additionally, other controls such as recession planes, building height and site coverage will also retain a level of amenity; and policies have been developed to guide the type of activities anticipated.</p>	<p>the Low Density Residential Zone is generally located at increasing distances from major town centres, support for such activities is necessary to offer convenience to residents without the need to travel.</p> <p>Economic</p> <p>Appropriately designed and located community and commercial uses can contribute to 'place making' and vibrancy of the urban environment, contributing to the local economy.</p> <p>Proximity of commercial and community uses can reduce financial expenses associated with transportation.</p> <p>Support for such uses can contribute to economic diversification, and avoid the financial impacts of restrictive planning controls.</p> <p>Social & Cultural</p> <p>Increased proximity of commercial and community facilities which support residents needs can avoid the need for travel and promote walking and cycling, with associated health benefits.</p> <p>Increased proximity of commercial and community facilities may support social and cultural connectivity.</p> <p>May increase accessibility to essential community services.</p>	<p>site specific circumstances may also provide a benefit to locating within the residential environment.</p> <p>The provisions are considered to represent an effective balance in managing the costs and benefits associated with such activities. The occurrence of sensitively designed and located activities can improve the efficiency of the urban environment and the experience of it by the community.</p> <p>A 'Discretionary' status has been applied to Community Activities and a 'Non Complying' status for commercial uses, ensuring that the effects of such activities can be appropriately considered via resource consent.</p>
<p>Alternative options considered less appropriate to achieve the relevant objectives and policies:</p>			

	<ul style="list-style-type: none"> • Lack of clarity and transparency around the requirements for non-residential activities within Residential Zones • Lack of flexibility to cater for changing social or market conditions • May recognise social and economic benefits but potentially at the cost of unacceptable impacts on amenity values • May compromise residential character
<p>Option 1: Retain the operative provisions</p>	
<p>Option 2: Adopt more liberal rules than proposed</p>	

9. Efficiency and effectiveness of the provisions

The Low Density Residential Zone of the Proposed District Plan is an essential element to the overall housing and urban development strategy across the District, enabled through the hierarchy of the Proposed District Plan. The zone will support traditional low density housing forms, whilst also contributing to the supply of more affordable housing forms to address anticipated population and tourism growth. Without enabling infill development in this zone, the ability to achieve urban containment would be compromised by a lack of land supply within defined boundaries, resulting in continued urban sprawl as a means to meet growing demand. Such development poses an unacceptable risk to the quality of the urban environment, with flow on effects to economic, social and cultural wellbeing of the District.

The above provisions are drafted to specifically address the resource management issues identified with the current provisions, and to enhance those provisions that already function well. The provisions of the Low Density Residential Zone above have been considered and assessed in the context of the significant growth pressures and housing affordability issues currently experienced within the District. It is noted that without the issue context of high growth pressures, alternative options may have been given more weight that provide less emphasis on density, land supply and affordability; and more emphasis on amenity. However, consistent with Section 14(c) of the *Local Government Act 2002*, regardless of the relevance of growth pressures at any given point in time, the provisions seek to address housing supply on a long term basis, recognising the interests of current as well as future communities.

Regardless of the relevance of growth pressures, the provisions of the Low Density Residential Zone supports demand for smaller housing options, an element which the operative District Plan does not sufficiently support. The provisions also improve the efficiency of urban development through taking a forward looking, proactive approach which is able to account for varying economic circumstances, therefore avoiding a reactive approach to growth management.

The key factors which support the efficiency and effectiveness of the provisions for the Low Density Residential Zone are:

- More permissive activity status regime which enables low intensity residential and visitor accommodation activities that are anticipated for the zone without the need for resource consent
- Non notification clauses for uses anticipated within the zone
- increased site density, enabled through a density control rule
- Policy approach which acknowledges that subtle change within the zone is expected over time to address residential demands
- Rules which allow for change with appropriate controls to protect amenity to a reasonable level

The proposed provisions also improve the implementation of the District Plan. By simplifying the objectives, policies and rules (the provisions), the subject matter becomes easier to understand. Removal of technical or confusing wording, also encourages correct use. With easier understanding, the provisions create a more efficient consent process by reducing the number of consents required and by expediting the processing of those consents. This should also reduce economic impediments which currently restrict housing development and incentivise landbanking,

10. The risk of not acting

Section 32(2)(c) of the Act requires, in the evaluation of the proposed policies and methods, the consideration of the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules or other methods.

The provisions of the Low Density Residential Zone have been developed to address the relevant resource management issues identified as relevant to the zone, including growth pressures, housing affordability and visitor accommodation demands. Population, visitor accommodation and economic growth projections

provide a strong basis for the proposed approach; in addition to recognised housing affordability and overcrowding issues affecting the District. Although the projections are considered robust and sound, there is never certainty associated with projections, and population and economic growth scenarios can be disrupted by a wide range of domestic or international events.

The risk of acting by establishing more enabling increased density to respond to projected growth is that, for whatever reason/s, actual growth falls well short of projections; or that economic development is stifled to a point at which demand for new housing and accommodation decreases. Whilst this may be a potential scenario, the provisions are forward looking and are intended to provide for a growing population in a more sustainable and coordinated manner, under a range of economic scenarios.

The provisions will provide greater housing choice, certainty and development opportunities to a wider extent of the community, regardless of whether this opportunity is utilised or not. In the event of economic decline, it is still considered relevant to maintain provision for smaller and increased density housing – for example to provide lower cost housing and rental options. Additionally, even under a low growth scenario, the efficiencies offered by the liberalised planning regime will also be important in minimising the financial costs of development associated with time and costs navigating the regulatory pathway.

The risk of not acting, by retaining or largely retaining the Operative District Plan approach, is that in the event that the projections are realised, or even partially realised, the housing issues and visitor accommodation needs of the District will not be met, economic potential will be under-realised, there will likely be flow on social and economic effects, and potential environmental effects as development pressure moves to the urban margins. Furthermore, recognised issues of overcrowding and housing affordability would be further exacerbated; and there is likely to be greater pressure for development at urban fringes, or encroaching onto important landscapes or features.

Overall, based on the analysis undertaken throughout this report, the risk of not acting is considered significantly higher than the risk of acting.

Attachments

1. *Arrowtown Dwelling Supply and Demand*, Prepared by Insight Economics for Queenstown Lakes District Council, 18 February 2015 - [link](#)
2. *Monitoring Report: Residential Arrowtown 2011*, Queenstown Lakes District Council, November 2011 - [link](#)
3. *Shadow and Recession Planes Study*, Virtual Rift 3D Solutions, prepared 12 March 2015 - [link](#)
4. *Queenstown Visitor Accommodation Projections*, Prepared by Insight Economics for Queenstown Lakes District Council, 8 April 2015 - [link](#)
5. *Medium to High Density Housing Study: Stage 1a – Review of Background Data*, Prepared by Insight Economics for Queenstown Lakes District Council, 30 July 2014 - [link](#)
6. *Brief Analysis of Options for Reducing Speculative Land Banking*, Prepared by Insight Economics for Queenstown Lakes District Council, 6 August 2014 - [link](#)

References/Material Sources

Community Plans

- Tomorrows Queenstown' Community Plan, QLDC, 2002
- Urban Design Strategy, QLDC, 2009
- Wanaka 2020 Community Plan, QLDC, 2002
- Wanaka Structure Plan, QLDC, 2007
- Arrowtown Community Plan, QLDC, 2002

Strategies

- Queenstown and Wanaka Growth Management Options Study (2004),
- A Growth Management Strategy for the Queenstown Lakes District (2007)
- Economic Development Strategy (2015)
- Wakatipu Transportation Strategy (2007)
- Wanaka Transportation and Parking Strategy (2008)
- Queenstown Town Centre Draft Transport Strategy (Consultation Document 2015)
- Queenstown Lakes Housing Accord (2014)

Studies

- Medium to High Density Housing Study: Stage 1a – Review of Background Data (Insight Economics, 2014)
- Medium to High Density Housing Study: Stage 1b – Dwelling Capacity Model Review (Insight Economics, 2014)
- Brief Analysis of Options for Reducing Speculative Land Banking (Insight Economics, 2014)
- Analysis of Visitor Accommodation projections (Insight Economics, 2015)
- Arrowtown Dwelling Supply and Demand (Insight Economics, 2015)
- Shadow and Recession Planes Study, Virtual Rift 3D Solutions, prepared 12 March 2015.
- Monitoring Report: Residential Arrowtown 2011, Queenstown Lakes District Council, November 2011

Other relevant sources

- *'Does Density Matter – The role of density in creating walkable neighbourhoods'*, discussion paper by the National Heart Foundation of Australia
- The New Zealand Productivity Commission's Inquiry into the supply of land for housing 2014
- The New Zealand Productivity Commission's Housing Affordability Inquiry, 2012
- Using Land for Housing – Draft Report, New Zealand Productivity Commission, 2015
- *Cities Matter - Evidence-based commentary on urban development (2015)*, Phil McDermott, <http://cities-matter.blogspot.co.nz/>
- *'Wellington City Housing and Residential Growth Study: Final Planning Assessment and Recommendations'*, The Property Group Limited, 2014.

- Shaping our Future: Energy Futures Taskforce Report 2014 (Available online at <http://www.shapingourfuture.org.nz/sites/default/files/Energy%20Task%20Force%20Report%2023062014.pdf>)
- Shaping our Future 'Visitor Industry Task Force' report 2014 (Available online at <http://www.shapingourfuture.org.nz/sites/default/files/Visitor%20and%20Tourism%20Industry%20Task%20Force%20Final%20Report.pdf>)
- Ministry for the Environment. 2014. A guide to section 32 of the Resource management Act: incorporating changes as a result of the Resource Management Amendment Act 2013. Wellington. Ministry for the Environment.
- Queenstown Airport Monthly Passenger Statistics (available at www.queenstownairport.co.nz)
- Impacts of Planning Rules, Regulations, Uncertainty and Delay on Residential Property Development, Motu Economic and Public Policy Research and the University of Auckland, January 2015
- New Zealand Tourism Forecasts 2015-2021, Ministry of Business, Innovation and Employment, May 2015
- Queenstown, Dunedin and Wanaka Market Review and Outlook 2015, Colliers International
- Westpac Report Home Truths Special Edition', 14 May 2015
- Once in a Lifetime: City Building after Disaster in Christchurch (2014).

Appendix 4. Section 32AA Evaluation

Appendix 4

Section 32AA Assessment

This evaluation assesses the costs, benefits, efficiency, and effectiveness of the various new (and, where of significance, amended) policies and rules that are being recommended in the s 42A report. In addition, the appropriateness of any new or amended objectives are also assessed below.

The relevant provisions from the revised chapter are set out below, showing additions to the notified text in underlining and deletions in ~~strike through~~ text (ie as per the revised chapter). The section 32AA assessment then follows in a separate table underneath each of the provisions.

Updated Objective 7.2.1

Recommended amended Objective 7.2.1

The zone Development provides for a low density residential living environment ~~within the District's urban areas~~ with high amenity values for residents, adjoining sites and the street.

Deleted Objective 7.2.2

Recommended deleted Objective 7.2.2

~~Ensure protection of amenity values in recognition of the zone's lower intensity character, whilst providing for subtle and low impact change.~~

Appropriateness (s32(1)(a))

The content of notified objectives 7.2.1 and 7.2.2 have been combined to create one objective. This makes the resultant objective more directive and clearer in its intent and outcome sought. The updated objective also avoids starting with an 'active phrase'.

Updated Policy 7.2.1.1

Recommended updated Policy 7.2.1.1

Ensure ~~Low~~ density zoning and development is located in areas that are well serviced by public infrastructure, and is designed in a manner consistent with the capacity of infrastructure networks.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • None identified 	<ul style="list-style-type: none"> • This change is effective as it requires an action which is the function of a policy.

Updated Policy 7.2.1.2

Recommended updated Policy 7.2.1.2

~~Require an intensity of development that is sympathetic to the existing built character of predominantly one on larger urban allotments primarily comprising dwellings residential units up to two storeys in height. The zone is suburban in character and provides for a low density housing~~

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • This change requires development to be sympathetic with the character of the zone, and clarifies the outcomes expected. 	<ul style="list-style-type: none"> • This change is effective as it increases the clarity of the policy while providing for the retention of the character of the zone.

Deleted Policy – 7.2.2.1

Recommended deleted Policy – 7.2.2.1

~~Enable residential development on allotments of a size consistent with a low density character, which are typically larger than 450 square metres, but enable infill development at a higher density where it is low scale and discrete, and relates well to existing land use.~~

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified 	<ul style="list-style-type: none"> • The anticipated intensity of the zone is now covered by amended policy 7.2.1.2 and deletion of this policy will reduce the number of provisions covering the same matter. 	<ul style="list-style-type: none"> • This deletion is effective as it promotes a more succinct chapter through avoiding repetition.

Updated Policy 7.2.1.3 (notified 7.2.2.2)

Recommended updated Policy 7.2.1.3

~~Ensure the Apply height, building coverage, and bulk and location of development controls as the primary means of retaining maintains the lower intensity character of the zone and ensuring protection of amenity values in terms of privacy, access to sunlight, views and impacts arising from building dominance.~~

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • This policy relates to the majority of the built form controls outlined within the standards and will ensure that the built form maintains the low density character of the zone and protects amenity values. 	<ul style="list-style-type: none"> • This change is effective as it increases the clarity of the policy while providing for the retention of the character and amenity of the zone.

Updated Objective 7.2.2 (notified 7.2.3)

Recommended updated Objective 7.2.2

~~Development of~~ Allow higher housing 'gentle density'ies than typical in the zone occurs where provided that it retains a low rise built form, and responds appropriately and sensitively to the context and character of the locality and does not occur within the Queenstown Airport Air Noise Boundary or Outer Control Boundary.

Appropriateness (s32(1)(a))

The proposed changes reflect the increased density promoted through the 'gentle density' provisions (with some exceptions) rather than providing for ad hoc increased density throughout the LDRZ. The amended objective is also more directive.

Updated Policy 7.2.2.1 (notified 7.2.3.1)

Recommended updated Policy 7.2.2.1

Ensure any higher 'gentle density' residential development is planned and designed to fit well within its immediate context, paying particular attention to the way the development:

- ~~Manages dominance effects. Relates to on~~ neighbouring properties, through employing measures such as larger setbacks, sensitive building orientation and design, use of articulation and landscaping ~~to mitigate dominance and privacy impacts~~
- Achieves a reasonable level of privacy for the subject site and neighbouring residential units through the application of setbacks, offsetting of habitable windows or other appropriate screening methods
- ~~Avoids large continuous building facades that are not articulated or broken down into smaller elements~~
- Provides street activation through connection between front doors and the street.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none">• None identified.	<ul style="list-style-type: none">• This change provides greater clarity on the density expected and better reflects the wording in the objectives.• The amendments have also resulted in a more succinct provision with clearer outcomes.• The inclusion of privacy will ensure that this is a consideration in the design of residential development.	<ul style="list-style-type: none">• This change is effective as it provides greater consistency with the chapter and greater clarity of the intent.

Deleted Policy – 7.2.3.3

Recommended deleted Policy – 7.2.3.3

~~Encourage initiatives to reduce water demand and water use, such as roof rain water capture and use and greywater recycling.~~

Costs	Benefits	Effectiveness & Efficiency
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<ul style="list-style-type: none"> • Potential increase in use of Council's water reticulation. 	<ul style="list-style-type: none"> • The notified policy was not supported by s32 analysis. 	<ul style="list-style-type: none"> • This deletion is effective and efficient as the implementation of the policy is not clear and would cause confusion.
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Deleted Objective 7.2.4

Recommended deleted Objective 7.2.4

~~Allow low rise, discrete infill housing as a means of providing a more diverse and affordable housing stock.~~

Appropriateness (s32(1)(a))

This objective is proposed to be converted into a new policy (revised chapter 7.2.2.4) with the remainder of the objective being deleted as it repeats words used elsewhere in the provisions. The outcome sought by the objective can be achieved through the remainder of the objectives.

Updated Policy 7.2.2.3 (notified 7.2.4.1)

Recommended updated Policy 7.2.2.3

~~Require that the height of development does not~~ Provide for compact, low rise infill housing that ~~does not fundamentally~~ compromise the integrity of the zone's low density character and amenity values.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • This change provides greater clarity on the height expected within the zone. 	<ul style="list-style-type: none"> • This change is effective as it provides greater consistency within the chapter and greater clarity as to the intent.

New Policy 7.2.2.4

Recommended new Policy 7.2.2.4

Encourage development which promotes diversity and affordable residential accommodation.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • This policy will encourage diversity and affordability in the consideration of residential development which is one of the objectives of the increased density for the zone. 	<ul style="list-style-type: none"> • This new policy is effective in outlining one of the primary outcomes sought by the introduction of the 'gentle density' provisions.

Updated Policy 7.2.3.1 (notified 7.2.5.1)

Recommended updated Policy 7.2.3.1

Require Development to be is of a form that is sympathetic to the character of Arrowtown, including its building design, scale, layout and building form in accordance with the Arrowtown Design Guidelines ~~2006~~ 2016

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • None identified 	<ul style="list-style-type: none"> • This change is effective as it requires an action which is the function of a policy.

Deleted Policy – 7.2.5.2

Recommended deleted Policy – 7.2.5.2

~~Flat roofed housing forms are avoided.~~

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified 	<ul style="list-style-type: none"> • The deletion will allow the use of flat roof forms which are a common secondary roofing form within Arrowtown. • Flat roof forms are covered by the Arrowtown Design Guidelines and these are referenced in 7.2.5.1 (revised chapter 7.2.3.1) 	<ul style="list-style-type: none"> • This change is effective as it will allow the continued use of flat roof forms where needed. • Reference to the Arrowtown Design Guidelines is considered to be more efficient.

Updated Policy 7.2.3.2 (notified 7.2.5.3)

Recommended updated Policy 7.2.3.2

~~Provide for infill housing development that~~ responds sensitively to the existing character of the area.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • None identified 	<ul style="list-style-type: none"> • This change is effective as it requires an action which is the function of a policy.

Updated Objective 7.2.4 (notified 7.2.6)

Recommended updated Objective 7.2.4

~~Provide for Community activities and facilities that are generally best located in a residential environment close to residents~~ where adverse effects on residential amenity are managed.

Appropriateness (s32(1)(a))

The proposed amendments are more appropriate as they state the outcome that is to be achieved by the location and development of community activities within the zone.

Updated Objective 7.2.5 (notified 7.2.7)

Recommended updated Objective 7.2.5

~~Ensure~~ Development efficiently utilises existing infrastructure and minimises impacts on infrastructure and roading networks.

Appropriateness (s32(1)(a))

This amendment converts the objective from an action statement to an outcome focused statement which is the purpose of an objective.

Updated Policy 7.2.5.1 (notified 7.2.7.1)

Recommended updated Policy 7.2.5.1

~~Ensure~~ Access and parking is located and designed to optimise efficiency and safety and minimise impacts to on-street parking.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • This change is effective as it requires an action which is the function of a policy.

Updated Policy 7.2.5.2 (notified 7.2.7.2)

Recommended updated Policy 7.2.5.2

~~Ensure~~ Development is designed consistent with the capacity of existing infrastructure networks and seeks low impact approaches to storm water management and efficient use of potable water supply.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • This change is effective as it requires an action which is the function of a policy.

Updated Policy 7.2.5.3 (notified 7.2.7.3)

Recommended updated Policy 7.2.5.3

~~Integrate~~ Development is integrated with all transport networks, and improves connections to, public transport services and active transport networks (tracks, trails, walkways and cycleways).

Costs	Benefits	Effectiveness & Efficiency
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<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • This change allows for consideration of all transport networks, not only those mentioned specifically. 	<ul style="list-style-type: none"> • This change is effective as it provides greater clarity, and greater coverage of all transport networks. • This change is effective as it requires an action which is the function of a policy.
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Updated Objective 7.2.6 (notified 7.2.9)

Recommended updated Objective 7.2.6

~~Generally discourage~~ Commercial development ~~is discouraged~~ except when it is small scale and generates minimal amenity impacts.

Appropriateness (s32(1)(a))

This amendment converts the objective from an action statement to an outcome focused statement which is the purpose of an objective.

Updated Policy 7.2.6.1 (notified 7.2.9.1)

Recommended updated Policy 7.2.6.1

~~Provide for~~ Commercial activities that directly serve the day-to-day needs of local residents, or enhance social connection and vibrancy of the residential environment ~~may be supported~~, provided these do not undermine residential amenity or the viability of a nearby centre.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • This change is effective as it requires an action which is the function of a policy.

Updated Policy 7.2.6.2 (notified 7.2.9.2)

Recommended updated Policy 7.2.6.2

Ensure any commercial development is low scale and intensity (~~100m² or less gross floor area~~) and does not adversely affect the local transport network and the availability of on-street parking.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • The proposed deletion will remove an arbitrary gross floor area measurement that is not necessarily effects based. 	<ul style="list-style-type: none"> • This change will be effective as it will allow flexibility in design but will still ensure community activities are of small scale and low impact.

Updated Policy 7.2.6.3 (notified 7.2.9.3)

Recommended updated Policy 7.2.6.3

Ensure that the noise effects from Commercial activities that generate adverse noise effects are compatible with the surrounding not supported in the residential environment and do not detract from residential amenity.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none">• None identified.	<ul style="list-style-type: none">• The amendments allow consideration of noise effects associated with commercial activities to be considered in terms of the context of the site.	<ul style="list-style-type: none">• The amendments make the policy more effective and efficient as they rely upon effects based planning in line with the RMA.

Updated Objective 7.2.7 (notified 7.2.10)

Recommended updated Objective 7.2.7

Ensure Residential amenity is maintained through pleasant living environments within which adverse effects are minimised while still providing the opportunity for community needs.

Appropriateness (s32(1)(a))

This amendment converts the objective from an action statement to an outcome focused statement which is the purpose of an objective.

Updated Policy 7.2.7.1 (notified 7.2.10.1)

Recommended updated Policy 7.2.7.1

Require, as necessary, mechanical ventilation of any Critical Listening Environment within ~~new~~ buildings and any alterations and additions to existing buildings that containing an Activity Sensitive to Aircraft Noise within the Queenstown Airport Outer Control Boundary.

Updated Policy 7.2.7.2 (notified 7.2.10.2)

Recommended updated Policy 7.2.7.2

Require, as necessary, sound insulation and mechanical ventilation for any Critical Listening Environment within ~~any new~~ buildings and any alterations and additions to existing buildings that containing an Activity Sensitive to Aircraft Noise within the Queenstown Airport Air Noise Boundary.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none">• None identified.	<ul style="list-style-type: none">• The amendments to the above two policies result in the policies also applying to all buildings containing ASANs, including relocated buildings. This closes a potential loophole.	<ul style="list-style-type: none">• This change is effective to ensure that all buildings within the ANB and OCB are designed taking into account the noise emitted from Queenstown Airport operations.

New Policy 7.2.7.3

Recommended updated Policy 7.2.7.3

Require, as necessary, all new and altered buildings for activities sensitive to road noise located within 80m of the State Highway are designed to provide protection from sleep disturbance and maintain appropriate amenity

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none">• Dr Stephen Chiles has quoted a New Zealand Transport Agency case study on costs of indicative acoustic treatment¹ for road-traffic noise, showing them to be in the order of \$10,000 extra on the cost of a new build three-bedroom house. The costs primarily relate to ventilation/cooling systems.	<ul style="list-style-type: none">• The benefit of the new policy is that buildings will have to be designed to take into account the road noise from the adjacent State Highway. This will improve the amenity of those buildings for the occupants and will protect the State Highway function from reverse sensitivity effects from those residents.	<ul style="list-style-type: none">• The change is also effective as it describes the particular activities to be protected from the noise effects.

Updated Rule – 7.4.5

Recommended Updated Rule – 7.4.5 - Prohibited

Bulk material storage-~~Outdoor Storage~~

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none">• None identified.	<ul style="list-style-type: none">• The redrafted activity name is defined within Chapter 2 of the PDP.	<ul style="list-style-type: none">• This change is effective as it removes ambiguity and ensures consistency across the PDP chapters.

Updated Rule – 7.4.9

Recommended Updated Rule – 7.4.9 - Permitted

¹ <http://nzta.govt.nz/assets/Highways-Information-Portal/Technical-disciplines/Noise-and-vibration/Research-and-information/Other-research/NZ1-8305016-Building-Acoustic-Mitigation-Case-Study.pdf>

Dwelling, Residential Unit, Residential Flat

7.4.9.1 One (1) per site in Arrowtown.

7.4.9.2 For all other locations, two (2) or less per site.

7.4.9.1 Development of no greater than one residential unit per 450m² net site area, except within the following areas:

(a) The Queenstown Heights Overlay Area where the maximum site density shall be one residential unit per 1500m² net site area.

Note – Additional rates and development contributions may apply for multiple units located on one site.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none">• The 450m² net site area represents a decrease in the permitted density for the zone.	<ul style="list-style-type: none">• The redrafted wording of the rule takes into account the size of the site.	<ul style="list-style-type: none">• These changes are effective as they remove ambiguity as to what density is permitted within the zone regardless of the number of dwellings proposed on a site.• This change is efficient as it correlates with the minimum site area specified in Chapter 27: Subdivision and Development for the zone.

Updated Rule – 7.4.10

Recommended Updated Rule – 7.4.10 – Restricted Discretionary

Dwelling, Residential Unit, Residential Flat

7.4.10.1 Two (2) or more per site in Arrowtown.

7.4.10.2 For all other locations, three (3) or more per site.

7.4.10.1 Development of no greater than one residential unit per 300m² net site area, except within the following areas:

(a) Site located within the Queenstown Heights Overlay Area.

(b) Sites located within the Air Noise Boundary or located between the Air Noise Boundary and Outer Control Boundary of Queenstown Airport.

Control Discretion is restricted reserved to all of the following:

- ~~• The location, external appearance, site layout and design of buildings and fences~~
- The extent to which How the design advances housing diversity and promotes sustainability either through construction methods, design or function
- Privacy for the subject site and neighbouring residential units
- In Arrowtown, the extent to which the development responds positively to consistency with Arrowtown's character, utilising the Arrowtown Design Guidelines 2006 2016 as a guide
- ~~The extent to which the development positively addresses the~~ Street activation
- Building dominance The extent to which building mass is broken down and articulated in order to reduce impacts on neighbouring properties and the public realm
- Parking and access: safety, and efficiency and impacts to on-street parking and neighbours
- Design and integration of landscaping. The extent to which landscaped areas are well integrated into the design of the development and contribute meaningfully to visual amenity and streetscape, including the use of small trees, shrubs or hedges that will reach at least 1.8m in height upon maturity.
- Natural Hazards. Where a site is subject to any natural hazard and the proposal results in an increase in gross floor area: an assessment by a suitably qualified person is provided that addresses the nature and degree of risk the hazard(s) pose to people and property, whether the proposal will alter the risk to any site, and the extent to which such risk can be avoided or sufficiently mitigated².

Note – Additional rates and development contributions may apply for multiple units located on one site.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none">• Applying a restricted discretionary activity status for residential units between 300m² and 449m² net site area will trigger consent regardless of the number of dwellings. This results in	<ul style="list-style-type: none">• The redrafted wording of the rule takes into account the size of the site.• This rule allows control over the design of residential units on smaller lots to ensure that adverse effects are avoided,	<ul style="list-style-type: none">• These changes are effective as they remove ambiguity as to what density is permitted within the zone regardless of the number of dwellings proposed on a site.

² Policies that guide the assessment of proposals on land affected by natural hazards are located in Chapter 28.

additional costs for developers.	remedied or mitigated.	
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Deleted Rule 7.4.11

Recommended deleted Rule – 7.4.11 – Non-Complying

~~Dwelling, Residential Unit, Residential Flat~~ that is more than one (1) per site and located within the Air Noise Boundary of the Queenstown Airport.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • Deletion of this rule will allow the development of one residential unit per 450m² net site area consistent with the density that the ODP and Plan Change 35 allows. 	<ul style="list-style-type: none"> • The density for development within the ANB and OCB is now contained within redrafted rule 7.4.10 and therefore is more concise and efficient.

Updated Rule 7.5.1

Recommended Updated Standard – 7.5.1 – Non-Complying

Building Height (for flat sites)

7.5.1.1 Wanaka: A maximum of 7 metres.

7.5.1.2 Arrowtown: A maximum of 6.5 metres.

7.5.1.3 All other locations: A maximum of 8 metres.

7.5.1.4 ~~Despite the above, where a site is less than 900 square metres in area and more than one (1) residential unit is proposed per site, the following height provisions apply:~~

- a. ~~Where residential units are proposed in addition to an existing dwelling, then the additional residential unit/s shall not exceed 5.5m in height~~
- b. ~~Where no dwellings exist on the site, or where an existing dwelling is being demolished to provide for two or more new residential units, then all proposed residential units shall not exceed 5.5m in height.~~
- c. ~~Items (a) and (b) above do not apply where a second residential unit is being created within or attached to an existing dwelling which is taller than 5.5m.~~
- d. ~~Items (a) and (b) above do not apply in Queenstown where the site was created in a separate Certificate of Title as at 10 October 1995 and no residential unit has been built on the site (then the maximum height limit shall be 8 metres).~~

Notes:

- Refer to Definition for interpretation of building height.
- Ground slope in relation to building height shall be determined by measurement over the extremities of each building elevation. Flat sites are where the ground slope is equal to or less than 6 degrees (i.e equal to or less than 1 in 9.5).

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • The recommended deletion is efficient as the height of additional dwellings standard for both flat and sloping sites is the same; therefore they have been amalgamated into the one drafted Rule 7.5.3.

Recommended Updated Standard – 7.5.2 – Non-Compliant
<p>Building Height (for sloping sites)</p> <p>7.5.2.1 Arrowtown: A maximum of 6 metres.</p> <p>7.5.2.2 In all other locations: A maximum of 7 metres.</p> <p>7.5.2.3 Despite the above, where a site is less than 900 square metres in area and more than one (1) residential unit is proposed per site, the following height provisions apply:</p> <p>Where residential units are proposed in addition to an existing dwelling, then the additional residential unit/s shall not exceed 5.5m in height</p> <p>Where no dwellings exist on the site, or where an existing dwelling is being demolished to provide for two or more new residential units, then all proposed residential units shall not exceed 5.5m in height.</p> <p>Items (a) and (b) above do not apply where a second residential unit is being created within or attached to an existing dwelling which is taller than 5.5m.</p> <p>Items (a) and (b) above do not apply in Queenstown where the site was created in a separate Certificate of Title as at 10 October 1995 and no residential unit has been built on the site (then the maximum height limit shall be 8 metres).</p> <p>Notes:</p> <ul style="list-style-type: none"> • Refer to Definition for interpretation of building height. • Ground slope in relation to building height shall be determined by measurement over the extremities of each building elevation. Sloping sites are where the ground slope is greater than 6 degrees (i.e greater than 1 in 9.5).

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • The recommended deletion is efficient as the height of additional dwellings standard for both flat and sloping sites is the same; therefore they have been amalgamated into the one drafted Rule 7.5.3.

New Rule – 7.5.3

Recommended New Standard – 7.5.3 – Discretionary

Building Height (for flat sites)

In addition to Rules 7.5.1 and 7.5.2, where a site is less than 900 square metres in area and more than one (1) residential unit is proposed per site, the following height provisions apply:

- a. Where residential units are proposed in addition to an existing dwelling residential unit, then the additional residential unit/s shall not exceed 5.5m in height
- b. Where no dwellings residential units exist on the site, or where an existing dwelling residential unit is being demolished to provide for two or more new residential units, then all proposed residential units shall not exceed 5.5m in height.
- c. Items (a) and (b) above do not apply where a second residential unit is being created within or attached to an existing dwelling residential unit which is taller than 5.5m.
- d. Items (a) and (b) above do not apply in Queenstown where the site was created in a separate Certificate of Title as at 10 October 1995 and no residential unit has been built on the site (then the maximum height limit shall be 8 metres).

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • Avoids repetition 	<ul style="list-style-type: none"> • This new standard is more efficient as it avoids the repetition of the standard within the notified Rules 7.5.1 and 7.5.2. • The amendments to the standard relating to the replacement of 'dwelling' with 'residential unit' are effective as they will remove confusion between the two terms which are currently used within the chapter for the same thing.

Updated Rule 7.5.4 (Notified 7.5.3)

Recommended Updated Standard – 7.5.4 – Non-Complying

Airport Noise – Queenstown Airport (excluding any non-critical listening environments) within the Air Noise Boundary (ANB)

New buildings and alterations and additions to existing buildings containing an Activity Sensitive to Aircraft Noise (ASAN) shall be designed to achieve an Indoor Design Sound Level of 40 dB Ldn within any Critical Listening Environment, based on the 2037 Noise Contours.

Compliance shall be demonstrated by either adhering to the sound insulation requirements in Table 4 of Chapter 36 and installation of mechanical ventilation to achieve the requirements in Table 5 36.6.3 of Chapter 36, or by submitting a certificate to Council from a person suitably qualified in acoustics stating that the proposed construction will achieve the Indoor Design Sound Level with the windows open.

Note – Refer to the Definitions for a list of activities sensitive to aircraft noise (ASAN)

Costs	Benefits	Effectiveness & Efficiency
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<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • The amended provision ensures that relocatable buildings are included. 	<ul style="list-style-type: none"> • The amended provision is more effective as it removes ambiguity. • The amended provision reflects the recommended change to Chapter 36 by Ms Ruth Evans on behalf of Council.
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Updated Rule – 7.5.5 (Notified 7.5.4)

<p>Recommended Updated Standard – 7.5.5 – Non-Complying</p> <p>Airport Noise – Queenstown Airport (excluding any non-critical listening environments) between the Outer Control Boundary (OCB) and the Air Noise Boundary (ANB)</p> <p>New buildings and alterations and additions to existing buildings containing an Activity Sensitive to Aircraft Noise (ASAN) shall be designed to achieve an Indoor Design Sound Level of 40 dB Ldn within any Critical Listening Environment, based on the 2037 Noise Contours.</p> <p>Compliance shall be demonstrated by either installation of mechanical ventilation to achieve the requirements in Table 4 of Chapter 36 or by submitting a certificate to Council from a person suitably qualified in acoustics stating that the proposed construction will achieve the Indoor Design Sound Level with the windows open.</p>

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • The amended provision ensures that relocatable buildings are included. 	<ul style="list-style-type: none"> • The amended provision is more effective as it removes ambiguity.

Delete Rule 7.5.6 (Density)

<p>Recommended deleted Standard – 7.5.6 – Non-Complying</p> <p>Density</p> <p>The maximum site density shall be one residential unit or dwelling per 300m² net site area, except for:</p> <ul style="list-style-type: none"> • the Queenstown Heights Overlay Area where the maximum site density shall be one residential unit or dwelling per 1500m² net site area.
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Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • The content of this rule is now contained within redrafted rules 7.4.9 and 7.4.10. The implication of this is that residential units on sites with a net site area of between 300m² and 449m² require consent regardless of the number of units proposed. Where less than three units 	<ul style="list-style-type: none"> • Deletion of this rule and the consequential redrafting of rules 7.4.9 and 7.4.10 provide more certainty as to the density which is permitted within the zone. • The requirement for resource consent for residential units on less than 450m² will allow 	<ul style="list-style-type: none"> • Inclusion of density as opposed to the number of units within redrafted rules 7.4.9 and 7.4.10 will be more effective and efficient than the notified provisions as it results in a more succinct chapter and removes ambiguity as to what is the intended density of

are proposed (or only one in Arrowtown) this will under the redrafted rules require consent and consequently result in an additional cost on the developer.	consideration of a number of matters which will ensure the design and location avoids, remedies or mitigates potential adverse effects.	the zone.
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Updated Standard – 7.5.8

Recommended Updated Standard – 7.5.8 – Non-Complying

Recession plane (applicable to flat sites only, and ~~for including~~ accessory buildings on flat and sloping sites)

7.5.8.1 Northern Boundary: 2.5m and 55 degrees.

7.5.8.2 Western, and Eastern Boundaries: 2.5m and 45 degrees.

7.5.8.3 Southern Boundary: 2.5m and 35 degrees.

7.5.8.4 Gable end roofs may penetrate the building recession plane by no more than one third of the gable height .

7.5.8.5 Recession planes do not apply to site boundaries adjoining a Town Centre Zone, or fronting a road, or a park or reserve.

Note: Refer to Definition for detail of the interpretation of recession planes.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • Clarification that the recession planes apply to accessory buildings on both flat and sloping sites will ensure that the overshadowing and dominance effects of such buildings are avoided. 	<ul style="list-style-type: none"> • This change is more efficient as it provides greater clarity that the rule applies to accessory buildings on sloping and flat sites.

Updated Standard – 7.5.9

Recommended Updated Standard – 7.5.9 – Discretionary

Minimum Boundary Setbacks

7.5.9.1 Road boundary: 4.5m

7.5.9.2 ~~Side and rear~~ All other boundaries: 2.0m

Exceptions to boundary setbacks:

- Accessory buildings for residential activities may be located within the side and rear boundary set back distances, where they do not exceed 7.5m in length, there are no windows or openings (other than for carports) along any walls within 1.5m of an internal boundary, and comply with rules for Building Height and Recession Plane
- Any building may encroach into a setback by up to 1m for an area no greater than 6m² provided the component of the building infringing the setback has no windows or openings.
- Eaves may be located up to 0.6m into the minimum road, side and rear boundary setbacks

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • Increased built form within the setback may affect amenity of neighbouring properties, however given the parameters recommended, this effect is managed. 	<ul style="list-style-type: none"> • The new standard allows greater flexibility in design. 	<ul style="list-style-type: none"> • These changes are effective as they remove ambiguity and allow greater flexibility in design. • The changes are also efficient as they prevent the need for resource consent for minor setback incursions or for eaves, of which there is little planning merit in requiring a resource consent process. • The change to 7.5.9.2 ensures consistency with the Low and High Density Residential provisions.

Updated Standard – 7.5.10

Recommended Updated Standard – 7.5.10 – ~~Restricted~~ Discretionary

Building Separation Within Sites

For detached residential units on the same section, a minimum separation distance of 6.4m within the development site applies.

Discretion is restricted to all of the following:

- ~~The extent to which site characteristics including the presence and positioning of existing buildings and vegetation, limits the ability to achieve compliance~~
- ~~The extent to which the infringement enables better outcomes for overall amenity than would be achieved with a complying proposal~~
- ~~The extent to which the design of the dwellings, with particular regard to the location of windows and doors, limits the potential for adverse effects on privacy between dwellings.~~

(Note this rule does not apply to attached dwellings residential units).

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • The reduction in separation distance will allow greater flexibility in design. • The activity status change recognises that the reduction in separation distances could result in varied effects. The change from restricted discretionary to discretionary will allow all the potential effects to be considered. 	<ul style="list-style-type: none"> • This change is considered to be effective as it replicates the setback distance between dwellings on different sites.

Updated Standard – 7.5.11

Recommended Updated Standard – 7.5.11 – Restricted Discretionary
<p data-bbox="236 779 598 810">Continuous Building Length</p> <p data-bbox="188 837 1348 898">The continuous length of any building facade above one storey <u>ground floor level</u> shall not exceed 16m.</p> <p data-bbox="188 927 1168 958">Where a proposal exceeds this length, discretion is restricted to all of the following:</p> <ul data-bbox="245 965 1374 1263" style="list-style-type: none"> • The extent to which variation in the form of the building including the use of projections and recessed building elements, varied roof form, and varied materials and textures, reduces the potential d <u>Dominance of the building-</u> • The extent to which topography or landscaping mitigates any dominance impacts. • The extent to which the height of the building influences the dominance of the building in association with the continuous building length. • <u>Building design, materials and appearance.</u>

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • The new standard simplifies the rule and provides greater clarity to users. 	<ul style="list-style-type: none"> • The change is effective as it provides greater clarity. • The change is also effective as the matters of discretion have been redrafted to reflect their purpose rather than as assessment matters.

Deleted Rule – 7.5.15

Recommended deleted Standard – 7.5.15
<p data-bbox="236 1816 564 1848">Parking – Residential Flat</p> <ul data-bbox="245 1877 1382 1935" style="list-style-type: none"> • There shall be no minimum parking requirements for a Residential Flat having no more than 1 bedroom.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • Deletion of this provision does not allow a reduction in car parking requirements for residential flats within the zone. 	<ul style="list-style-type: none"> • All car parking rules and standards will be comprehensively addressed within the future Transportation Chapter. 	<ul style="list-style-type: none"> • This change is effective as it removes ambiguity over the applicable car parking standard for the zone between the ODP and PDP. • This change is also effective as the provision was not assessed in detail within the s32 report.

New Standard – 7.5.15

Recommended new Standard – 7.5.15 – Non-Compliant
<p><u>Road Noise – State Highway</u></p> <p><u>Any new residential buildings, or buildings containing activities sensitive to road noise, located within:</u></p> <ul style="list-style-type: none"> • <u>80 metres of the road boundary of a State Highway that has a speed limit of 70km/h or greater, or</u> • <u>40 metres of the road boundary of a State Highway that has a speed limit of less than 70km/h</u> <p><u>Shall be designed, constructed and maintained to ensure that the internal noise levels do not exceed 40 dB $L_{Aeq(24h)}$ for all habitable spaces including bedrooms</u></p>

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • The costs of acoustic insulation for road noise are approximately \$10,000 on top of the construction cost of a new three bedroom house. 	<ul style="list-style-type: none"> • Any new residential units are designed or insulated to minimise disturbance from noise associated with the State Highway. 	<ul style="list-style-type: none"> • This change is effective to ensure that all buildings containing sensitive activities to road noise shall be designed taking into account the noise emitted from the State Highway.

New Standard – 7.5.16

Recommended new Standard – 7.5.16 – Restricted Discretionary
<p><u>Height Restrictions along Frankton Road</u></p> <p><u>No building or building element on the south side of Frankton Road (SH6A) shall rise above the nearest point of the roadway centreline. This Rule applies to those properties from Cecil Road (Paper Road) to, and including, Lot 1 DP 12665.</u></p> <p><u>Discretion is restricted to all of the following:</u></p> <ul style="list-style-type: none"> • <u>Views from Frankton Road over Lake Wakatipu and to the Remarkables.</u>

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • Affects the development potential on the specified lots in lieu of access to views. 	<ul style="list-style-type: none"> • The retention of views along Frankton Road for the public. 	<ul style="list-style-type: none"> • This addition is efficient as it simplifies an existing ODP rule. • The proposed rule is more effective than the existing ODP rule as it simplifies it through removing the intrusion allowance for lobbies and the like associated with visitor accommodation developments.

Updated Standard – 7.6.2.1

Recommended Updated Standard – 7.6.2.1
7.6.2.1 Residential development units pursuant to 7.4.10, except where direct access on to or off a State Highway is sought where New Zealand Transport Agency will be notified

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • Maintains the safety and efficiency of the State Highway. 	<ul style="list-style-type: none"> • This change is effective in maintaining the efficiency of the State Highway.

Recommended Updated Definition – Activity Sensitive to Aircraft Noise (ASAN)

Activity Sensitive To Aircraft Noise (ASAN) / <u>Activities sensitive to road noise</u>	Means any residential activity, visitor accommodation activity, community activity and day care facility activity as defined in this District Plan including all outdoor spaces associated with any educational facility, but excludes activity in police stations, fire stations, courthouses, probation and detention centres, government and local government offices.
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Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • Ensures that activities sensitive to road noise that are referenced within rules are defined. • Avoids duplication of definitions and provides simplicity for definitions in the District Plan. 	<ul style="list-style-type: none"> • The definition will be effective given it is clear in its intent.

Recommended Updated Definition – Community Activity

Community Activity	Means the use of land and buildings for the primary purpose of health, welfare, care, safety, education, culture and/or spiritual well being. Excludes recreational activities. A community activity includes schools <u>education activities</u> , hospitals, doctors surgeries and other health professionals, churches, halls, libraries, community centres, police stations, fire stations, courthouses, probation and detention centres, government and local government offices.
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Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • Provides greater flexibility surrounding the provision of education activities. 	<ul style="list-style-type: none"> • The definition will be effective given it is clear in its intent.

Recommended Deleted Definitions – Dwelling

Dwelling	See definition of RESIDENTIAL UNIT.
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Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • The removal of this definition provides greater simplicity to the chapter and the plan. 	<ul style="list-style-type: none"> • This change is effective as it ensures the plan and this chapter are clear and concise.

Recommended Deleted Definitions – Educational Facility

Educational Facility	Means land and/or buildings used for the provisions of regular instruction or training and includes their ancillary administrative, cultural and commercial facilities.
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Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • The removal of this definition provides greater simplicity to the chapter and the plan. 	<ul style="list-style-type: none"> • This change is effective as it ensures the plan and this chapter are clear and concise.

Recommended Updated Definition – Education Activity

Education Activity	<u>Means the use of land and buildings for the primary purpose of regular instruction or training including early childhood education, primary, intermediate and secondary schools, tertiary education and including ancillary administrative, cultural, recreational, health, social and medical services (including dental clinics and sick bays) and commercial facilities.</u>
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Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> • None identified. 	<ul style="list-style-type: none"> • The new definition is more encompassing and provides greater certainty to the range of activities that are associated with education activities. 	<ul style="list-style-type: none"> • The definition will be effective given it is clear in its intent.

Recommended Updated Definition – Residential Flat

Residential Flat	<p>Means a residential activity that comprises a self-contained flat that is ancillary to a residential unit and meets all of the following criteria:</p> <ul style="list-style-type: none"> • Has a total floor area not exceeding 70m², and 150m² in the Rural Zone and Rural Lifestyle Zone, not including the floor area of any
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	<p>garage or carport;</p> <ul style="list-style-type: none"> contains no more than one kitchen facility; is limited to one residential flat per residential unit; and is situated on the same site and held in the same ownership as the residential unit, but may be leased to another party. <p><u>Advice Notes:</u></p> <ul style="list-style-type: none"> A proposal that fails to meet any of the above criteria will be considered as a residential unit. Development contributions and additional rates apply.
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Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> None identified. 	<ul style="list-style-type: none"> Acknowledges that the last two bullet points are advisory only. Removes ambiguity regarding 'leasing' and 'renting'. 	<ul style="list-style-type: none"> The definition will be effective given it is clear in its intent. The definition includes the recommended changes from Council's Rural right of reply.

Recommended Updated Definition – Residential Unit

Residential Unit	Means a residential activity (including a dwelling) which consists of a single self contained household unit, whether of one or more persons, and includes accessory buildings. Where more than one kitchen and/or laundry facility is provided on the site, other than a kitchen and/or laundry facility in a residential flat, there shall be deemed to be more than one residential unit.
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Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> None identified. 	<ul style="list-style-type: none"> The removal of dwelling provides greater simplicity to the chapter and the plan. 	<ul style="list-style-type: none"> The definition will be effective given it is clear in its intent.

Appendix 5. Queenstown Low Density Residential Monitoring Report

2011

The Queenstown Low Density Residential Zone Monitoring Report



Policy and Planning

Queenstown Lakes District Council

May 2011

Introduction

The focus of this monitoring report is on whether the District Plan ('the Plan') objectives and policies are being achieved in the low density residential zones (LDRZ) of Queenstown. Wanaka and environs will be addressed in a separate report.

The most recent monitoring report for this zone was dated 2 April 2009 as reported to the Strategy Committee of Council. It focused primarily on the issue of visitor accommodation locating in the zone across Queenstown and Wanaka, where this report includes that issue and others but with respect to Queenstown only. This report is distinct from the High Density Zone monitoring report which was published in February 2011.

The Community Outcome that is relevant to this monitoring report is '*High quality urban environments respectful of the character of individual communities*'.

What is the Low Density Residential Zone Trying to Achieve?

A full reprint of the relevant excerpts from the District Plan, for the Issues, Objectives and Policies related to the LDRZ in Queenstown can be found in Appendix 2.

The Objective and 3 policies which most succinctly state what the LDRZ is meant to achieve are:

Objective 3 - Residential Amenity

- *Pleasant living environments within which adverse effects are minimised while still providing the opportunity for community needs.*

Policies

- 3.1 *To protect and enhance the cohesion of residential activity and the sense of community and well being obtained from residential neighbours.*
- 3.2 *To provide for and generally maintain the dominant low density development within the existing Queenstown, Wanaka and Arrowtown residential zones, small townships and Rural Living areas.*
- ...
- 3.12 *To ensure the single dwelling character and accompanying amenity values of the Low Density Residential Zone are not compromised through subdivision that results in an increase in the density of the zone that is not anticipated.*

The resource management issue for this zone can be articulated as two questions:

1. To what extent has a predominantly low density residential character and amenity been achieved in the zone?
2. Is the integrity of the zone being challenged through either the scale of development occurring, or a proliferation of non-residential uses?

The objectives and policies for the zone appear to seek:

To Protect Residential Amenity:

- Dominance of low density residential environment in the LDRZ
- External Appearance
 - Building coverage

- Building footprint size
- Open Space
 - Landscape coverage
- Shading/Sunlight Access
 - Building height
- Noise
- Parking

The objectives and policies also appear to present two fundamental unresolved conflicts:

- whether it is a zone of change, i.e. what we have today may not be what it is meant to look like tomorrow; or
- whether it seeks to protect a pattern of small lot size with individual buildings, even if this is intensified?

What is the “State” of the Low Density Residential Zone?

The Queenstown Low Density Residential Zone includes Fernhill, Queenstown, Arthurs Point, Frankton Road, Frankton, Kelvin Heights, Lake Hayes Estate and an area along the Lake Hayes-Arrowtown Road, and portions of Arrowtown. The zone does not include Quail Rise, Jacks Point or Millbrook, which are special zones.

The resource consent activity occurring in the zone has been compiled from Council’s NCS system, with data reported for the period of 1995 through to 1 February 2011, a 15 year period. This electronic system has not historically been used to provide data that can assist with understanding the quality of consent decisions. Further work in improving the quality of data in the system (some of which is underway) will improve the speed and efficiency for preparing reports such as this. At this time however, a lot of manual reviewing of consent files is required in order to understand what trends are emerging. However we have applied a new approach in this report by reviewing Building Consent data where it can be matched with Resource Consents in order to obtain a clearer picture of the kind of development activity on unique property addresses that is being completed in this zone. This new method is more complex, and as a result provides only partial results at this stage; further analysis will continue through the District Plan Review process.

This report analyses a subset of the Resource Consent data for 581 developments in Queenstown, Arrowtown, Arthurs Point and Lake Hayes Estate, where there is a match for completed Building Consent activity with the Resource Consent. Active Resource consents where Building consent has not yet been granted or completed were excluded. It was felt that this would give a clearer picture by focusing analysis on completed developments, in a portion of the zone. As time permits, the balance of areas in the LDRZ would be analysed, as part of the District Plan review.

Type of Activity

As the table below indicates, 44% of developments (unique site addresses in the Queenstown areas listed above) sought resource consent for new development:

Type of Activity-Resource Consent		
Development	256	44%
Alteration	176	30%
Change of Use	0	0%
Subdivision	149	26%
Variation	0	0%
Total Developments- RC		581

Use Type

The following table, for Use, indicates what the building consent application indicates the development would be used for. For this table, we see that the majority (55%) of Residential building consents are for alterations, which include additions (998), garages (240) and other (63) uses.

When we add the three categories of Residential together (Removal, Alternations, and New), we see that 91% of building consents are for “Residential” activities, which would indicate that *Objective 4 - Non-Residential Activities* is being met in the sense that the non-residential activities are not dominant in the zone.

Use Type- # Bldg Consents Issued	Total	
Commercial	96	4%
Community	62	3%
Visitor Accommodation	18	1%
Residential- Removal of unit	71	3%
Residential-Alterations (incl garages)	1301	55%
Residential-New House/Unit	765	33%
Industrial	4	0%
Infrastructure	18	1%
Other (not specified)	15	1%
TOTAL building consents	2350	100%

It is noteworthy that the 18 building consent applications listed above were all matched with Resource Consent applications for Visitor Accommodation (VA) uses; 16 of the 18 were non-complying applications, with 2 as discretionary activity status. Of these, 1 was for the 79 unit Goldridge Hotel at 594 Frankton Road, which is also a Visitor Accommodation sub-zone, thus an anticipated activity at that location. The low-density rules would therefore not be concerned with the use but the nature and scale of the activity. The next largest VA development is the Marina Baches at 875 Frankton Road, originally an application for 27 residential units that further sought resource consent to convert to 54 VA units. The process for this site involved enforcement orders that compelled the development to seek a new consent for the larger number of VA units, which was granted on the basis that once the building was built the effects of the VA use were no more than minor. Two other developments over 10 units are located in Arrowtown, and one in Fernhill,

The April 2009 LDRZ monitoring report illustrates that the issue of a high number of large-scale VA complexes locating in the LDRZ is more prolific in Wanaka.

Number of Residential Units by Size

Since we have established that residential activities are dominant in the zone by volume of consent activity, what do we know about the scale of the residential activity? The following table displays different scales of residential activity (Small = 1-2 units; Medium = 3-9 units, and Large = over 10 units).

Number of Res Units- by size, from building consent data		
Small (1-2 units)	881	75%
Medium (3-9 units)	126	11%
Large (10+ units)	173	15%
Total Residential Units	1180	

As discussed in the prior section, an area of potential concern for loss of residential amenity would be if the medium and large residential developments subsequently apply for change of use to Visitor Accommodation.

Decision Making

How was the decision granted? Whether through a Commissioner Hearing, or directly by Lakes Environmental under delegated authority? Those granted by hearing would include publicly notified applications, where the proposal would have been viewed as discretionary or non-complying.

How Granted?	Resource Consents	
by Delegated Authority	865	59%
by Commissioner (Hearing)	420	29%
Declined	3	0%
not stated	181	12%
Total Resource Consents	1469	100%

29% of the resource consents that went to a hearing indicate a relatively low level of rule breaches. But it does not indicate the extent to which the hearings were dealing with significant issues, or relatively minor breaches that could have been handled under delegated authority, with a slightly different rule structure.

This data appears to support a view that the current District Plan objectives and policies are being met in terms of the volume of activity in the zone, but does not tell us whether the quality of the development is as anticipated by the Plan. Officers have spent considerable time working with the available data to try and understand which rule breaches are occurring, and whether minor rule breaches would support a case for simplifying rules. As data has not been systematically kept at this level, more time will be required to reviewing individual consent applications to understand if there are any statistically valid trends that can inform the District Plan review. Having such information readily available would improve the efficiency of our monitoring efforts and be of benefit to the community and Council.

Qualitative Assessment: Subdivision

For that a more qualitative assessment is required. A related report, "Urban Design Critique of Subdivisions in Queenstown Lakes District" dated August 2010 assessed

the urban design qualities of seven subdivisions within the District. The Queenstown- specific sections of that report are attached in Appendix 3.

Overall, it found that the qualitative aspects of subdivisions at Lake Hayes Estate, Fernhill, Goldfields, and two subdivisions in Arthurs Point (including Atley Downs) ranged from Successful to Acceptable, but with room for improvement. Most of the improvements appear to relate to provisions in Section 7-Residential, not the Subdivision provisions (as currently structured).

Qualitative Assessment: Visitor Accommodation & Density provisions

Previous monitoring reports on the Low Density Residential Zone (April 2009) identified three specific provisions that were thought to be the rules that were allowing some large scale multi-unit visitor accommodation developments to locate in the Low Density Residential zone.

The 2009 report (as discussed previously above under Use Type) concluded that for large multi-unit developments, the density of development and the scale and extent of visitor accommodation that is being allowed to occur in the LDR Zone is considerably greater/ different than is anticipated in the objectives and policies and by the community, in general. This appears to be a more significant issue in Wanaka.

Specifically, this greater density and visitor accommodation activity is thought to be resulting from problems with the provisions relating to maximum density (Refer 7.5.5.2(iii), Comprehensive Residential Development (CRD) (Refer 7.5.3.4(v) and 7.5.5.2(iii)(b)), residential flats (Refer definitions) and visitor accommodation (Refer 7.5.3.4(i)). A summary of the various issues identified is provided below. These issues would be explored more fully during the District Plan Review.

*The **maximum density rule** is in contrast to the considerably larger minimum lot sizes for the LDR zone, which range from 600m² to 1500m² per lot. The effect of this anomaly is that a 900 m² lot can not be subdivided into two but two dwellings can be erected on it as a permitted activity and it can then be subdivided into two with no restriction on how small one of the lots is. This anomaly makes it unclear as to what the District Plan considers to be an "appropriate" density and, in turn, character in the LDR Zone. Whilst the density rule is clearly having some effect on character where it is enabling two dwellings on sites which would otherwise not be able to be subdivided (in areas such as Atley Downs in Arthurs Point for example) it is perhaps having a more significant effect when used in order to increase the density of multi unit developments and particularly where the 450m² density is used in a multi unit scenario and includes a residential flat on each of these newly created sites.*

In addition to the effects on character, the minimum density rule also seems to be influencing the effectiveness of the CRD provisions. Allowing a density of 1 unit per 450m² provides a relatively generous permitted baseline, from which the CRD applications are assessed and, in turn, a) may act as a disincentive to applicants to bother applying for CRD or b) limits the Council's ability to decline or influence poor proposals in that the permitted baseline is so enabling.

*The inclusion of **residential flats** in multi unit developments is enabling a clustering of high density in excess of that which is envisaged by the District Plan provisions or considered appropriate and, in turn, this often results in a built form that is out of character with that envisaged for the LDR Zone. This is essentially an issue of cumulative effects in that whilst there is an acceptance that individual dwellings or duplexes may have a residential flat, there is also a realistic assumption that not all dwellings in a street will opt to include a residential flat. As such, there is a clear distinction between the outcome anticipated by enabling*

residential flats in the LDR and that which is occurring when residential flats are included on every site within a multi unit development.

The **comprehensive residential development (CRD) rule** enables multi unit developments anywhere in the LDR zone as a discretionary activity, provided the site is over 2,000m². Whilst the council could theoretically decline applications and/ or influence the outcome, the provisions appear to lack sufficient guidance in terms of design, appropriate locations, or the management of effects on character. In turn, the provisions seem to lack the “teeth” to enable applications to be declined where they are poorly designed and/ or inappropriately located.

Trends

In many instances the LDRZ is working fine and delivering results as anticipated by the community and the District Plan

However the District Plan Review should address the following:

- When large scale developments locate in the zone, they appear to be a breach of the following policy:

3.12 To ensure the single dwelling character and accompanying amenity values of the Low Density Residential Zone are not compromised through subdivision that results in an increase in the density of the zone that is not anticipated.
- Nearly 1/3 of Resource Consent applications are granted under delegated authority; are there matters that can be clarified in the rules such that these consents could become permitted?
- How the subdivision amenity issues raised in the Urban Design Critique can be addressed most effectively.

Issues for further consideration

How can the District Plan ensure that the community gets what it has expressed it wants through the zone Objectives and Policies?

During the District Plan Review, it is recommended that:

1. Officers conduct further investigation as to how the consenting process over the past 15 years would stack up through the Effectiveness, Efficiency, and Appropriateness tests described in Appendix 2.
2. Council build on the Urban Design Critique, to clearly articulate what outcomes can be expected for neighbourhoods within the LDR Zone;
3. Definitions be considered for the many terms used to describe the desired outcomes for the zone.
4. Engagement with the community be undertaken on a neighbourhood basis to confirm desired outcomes.
5. Council continue to research effectiveness of various tools that could improve achievement of the desired outcomes, including but not limited to:

- a. amendments that provide certainty to a proposal that achieves the desired built form outcomes, and conversely, continue uncertainty for proposals that do not achieve the outcomes
 - b. Align subdivision and resource consent density provisions to improve certainty of outcome
- 6. Investigation continue into the level of intensification occurring in the Low Density Residential Zones (as documented in 2009 monitoring report), and whether HDR zone rules could be altered to attract that development to the HDRZ
- 7. The District Plan-Section 7-Residential is reorganised such that:
 - a. the objectives, policies and rules pertaining to the HDR zone are clear and distinct from the LDR zone.
 - b. the objectives and policies that pertain to three types of areas are clearly indicated as such:
 - i. areas of change (where the current character is meant to change)
 - ii. areas of established character (where the current character is meant to be protected)
 - iii. LDRZ objectives and policies applied when zoning a new area
 - c. Subdivision provisions are aligned to match the density provisions
- 8. Further consideration be given to cumulative effect, and what the zone will achieve:
 - a. if the current rules continue with no changes
 - b. if changes are made
 - c. and which of these scenarios is more likely to occur

Appendix 1: Issues, Objectives, Policies

Following are the relevant excerpts from the District Plan, for the Issues, Objectives and Policies related to the existing Low Density Residential Zone in and around Queenstown.

7.1.1 Issues- Residential Areas

iii Character and Scale

The Character and scale of development within residential zones should achieve desired outcomes anticipated by the District Plan

7.1.2 District Wide Residential Objectives and Policies

Objective 2 - Residential Form

- *A compact residential form readily distinguished from the rural environment which promotes the efficient use of existing services and infrastructure.*

Objective 3 - Residential Amenity

- *Pleasant living environments within which adverse effects are minimised while still providing the opportunity for community needs.*

Policies

- 3.1 *To protect and enhance the cohesion of residential activity and the sense of community and well being obtained from residential neighbours.*
- 3.2 *To provide for and generally maintain the dominant low density development within the existing Queenstown, Wanaka and Arrowtown residential zones, small townships and Rural Living areas.*
- ...
- 3.12 *To ensure the single dwelling character and accompanying amenity values of the Low Density Residential Zone are not compromised through subdivision that results in an increase in the density of the zone that is not anticipated.*

Objective 4 - Non-Residential Activities

- *Non-Residential Activities which meet community needs and do not undermine residential amenity located within residential areas.*

Policies:

- 4.1 *To enable non-residential activities in residential areas, subject to compatibility with residential amenity.*
- 4.2 *To enable specific activities to be acknowledged in the rules so as to allow their continued operation and economic well being while protecting the surrounding residential environment.*

7.2 Queenstown Residential And Visitor Accommodation Areas Sunshine Bay-Fernhill, Queenstown Bay, Frankton Road, Frankton and Kelvin Peninsula

(Note: Section 7.2 is particularly unclear whether a provision applies to the Low or High density zone and is thought to benefit from such certainty through restructuring)

7.2.2 Issues

The District wide residential issues impact on, and are relevant to, residential activity and amenity in Queenstown. In addition, a number of local issues exist:

- i Protection of the predominantly low density residential environment in the Low Density Residential zone.*
- ii Provision for visitor accommodation.*
- iii The loss of amenity values as experienced from public spaces and neighbouring properties as a result of large scale developments.*
-*
- v The potential adverse effects that non-residential activities may have on residential activities through increased traffic and noise and decreased visual amenity.*
- vi Opportunities for increasing the sizes and mix of units within residential and visitor accommodation to provide for a variety of living environments and for flexible future re-use.*
-*

7.2.3 Objectives and Policies - Queenstown Residential and Visitor Accommodation Areas

(Note: this section is particularly unclear whether a provision applies to the Low or High density zone and is thought to benefit from such certainty through restructuring)

Objectives –

- 1. Residential and visitor accommodation development of a scale, density and character, within sub zones which are separately identifiable by such characteristics such as location, topography, geology, access, sunlight or views.**
- 2. Residential development organised around neighbourhoods separate from areas of predominately visitor accommodation development. Provision for new consolidated residential areas at identified locations.**
- 3. Consolidation of high density accommodation development in appropriate areas.**
- 4. To recognise and provide for the non residential character of the Commercial Precinct overlay which is distinct from other parts of the High Density Residential Zone.**

Policies:

- 1 To protect the character and amenity of the residential environments by limiting the peripheral expansion of the residential areas and promoting consolidation of the residential community with the retention of easy access to the rural area and lakeshore.*
- 2 To resist any peripheral extension of zoned residential areas which would undermine clear distinctions between the residential and rural areas and result in dispersed and uncoordinated residential growth patterns.*
- 3 To enhance the general character of established residential environments in terms of density, height, access to sunlight, privacy and views.*
- 4 To provide for higher density residential activity around the town centres and in new areas of residential development.*
- 5 To encourage additional consolidated residential activity in the District.*
- 6 To provide for a residential environment which allows a range of housing types, including care for the elderly and dependent relatives.*

7. *To provide for non-residential activities in residential areas providing they meet residential amenity standards and do not disrupt residential cohesion.*
8. *To ensure the scale and extent of any new Visitor Accommodation in residential areas does not compromise residential amenity values by adversely affecting or altering existing neighbourhood character.*
9. *To recognise and promote the particular role of health care and community activities in meeting the social needs of the local community.*
10. *To reinforce the character development within the Commercial Precinct Overlay through a greater emphasis on the quality and standard of non-residential building form, while recognising that this may be of a character and scale distinct from other areas of the High Density Residential Zone.*

Implementation Methods

The objectives and associated policies will be implemented through:

i District Plan

- (a) *Zone to enable a range of residential and visitor accommodation and non residential activity areas clearly delineated by zone and subzone boundaries and the commercial precinct overlay.*

Explanation and Principal Reasons for Adoption

The policies reinforce the District wide objectives for residential activity of consolidation and enhancement of residential amenity values. In addition, the policies seek to maintain the general character of the majority of the existing residential environment which will provide a degree of certainty and security for residents by limiting changes to the scale, density and type of activity in the residential areas. This policy recognises the importance of the living environment to the social well being of the District's residents. The policies promote and enable high density development in appropriate locations.

The Council has made provision for an increase in residential zoning in the Queenstown-Wakatipu Basin. The areas identified have been chosen because they are well situated to ensure growth takes place in a manner and location which enhances the District's natural and physical resources and amenity values.

7.2.4 Environmental Results Anticipated

Implementation of the policies and methods for management relating to the established residential areas will result in:

- i *Maintenance of the general character and scale of existing residential areas with sites being dominated by open space rather than buildings, providing the opportunity for tree and garden planting around buildings.*
- ii *Existing residential activity characterised by low building coverage and building height, but with opportunity for variety in building design and style.*
- iii *Maintenance of a residential environment which is pleasant with a high level of on-site amenity in terms of good access to sunlight, daylight and privacy.*
- iv *Maintenance of the opportunities for views consistent with the erection of low density, low height buildings.*

- v *The exclusion or mitigation of activities which cause adverse environmental effects, such as excessive noise, glare, odour, visual distraction, traffic and on-street parking congestion, traffic safety and other hazards.*
- vi *Residential coherence except in circumstances of established non-residential uses or where a local need prevails for non-residential activities ancillary to the surrounding residential environment.*
- ...
- ix *Protection of the major visitor accommodation activities consistent with their significant value to the social and economic well being of the district and New Zealand.*
- ...
- xi *Achieving an appropriate balance between retention of existing character and providing for new development in areas of change.*

Appendix 2: What is District Plan monitoring?

The RMA requires that three aspects of the District Plan are assessed, with the findings used to inform the process of reviewing the District Plan. With respect to the Plan's objectives, policies and methods, these aspects are:

1. District Plan Effectiveness
2. District Plan Efficiency
3. District Plan Appropriateness

District 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 High Density zones, 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 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. For example, market demand for specific types of residential property.

Plan Efficiency monitoring refers to comparing the costs of administering the High Density residential 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.

Evaluating District Plan Appropriateness is the final aspect of District Plan monitoring. This relates to assessing how appropriate the Plan's objectives and policies are with regard to achieving the purpose of the Act and the function of the Council.

Appendix 3: Urban Design Critique of Subdivisions in the Queenstown Lakes District (August 2010).

(attached)



Urban Design Critique of Subdivisions in Queenstown Lakes District

Queenstown Only- May 2011

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Sites F & G are not included, and will be published when the Wanaka Low Density Zone Monitoring Report is provided to Strategy Committee

Introduction

Scope of Project

Urban Design has been defined as ‘the art of making places for people. It includes the way places work and matters such as community safety, as well as how they look. It concerns the connections between people and places, movement and urban form, nature and the built fabric, and the process of ensuring successful villages, towns and cities. Urban design is the key to making sustainable developments and the conditions for a flourishing economic life, for the prudent use of natural resources and social progress’ (DETR, By Design)

Queenstown Lakes District Council (QLDC) appointed Boffa Miskell to assess the **urban design qualities** of seven subdivisions within the District. The maps on page 4 show the locations of these subdivisions. This report includes a record of built outcomes of the subdivisions alongside an assessment of the visual quality and an appraisal of other urban design outcomes.

Methodology

Overview

The project was undertaken by urban designers from Boffa Miskell in conjunction with planning and urban design staff from QLDC. It is anticipated that this will assist QLDC staff in monitoring the outcomes of subdivisions in the District and in particular, the relevant policies and rules.

Initially, a site assessment template was developed with a list of elements to assess and items to photograph. The template included a checklist of urban design criteria to ensure continuity. This served to focus on the key issues for the reviewers when critiquing the individual subdivisions. The urban design criteria is discussed more overleaf.

The site visits were undertaken in winter (June 2010) and as a consequence the effect of planting is less visible, in particular, the visual effects of deciduous street trees. For some sites snow and ice obscured part of the open spaces.

Not all of lots within the subdivisions have been developed at time of site visit. In some cases the scale of the on site survey was reduced to a smaller number of streets agreed with QLDC. On site, the subdivision was discussed and assessed in relation to each urban design criteria and its elements. The response of each subdivision to the urban design criteria was rated on a sliding scale of very successful to not successful. An example of the sliding scale is below.

Overall, how successfully does this subdivision integrate with its local context?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



What do these ratings mean?

Very Successful: The subdivision is considered to achieve the best outcome in relation to the urban design criteria in almost all areas of the development. Represents an example of best practice.

Successful: The subdivision is considered to result in a good outcome in relation to the urban design criteria in most areas of the development.

Acceptable: The subdivision is considered to result in a satisfactory outcome using the urban design criteria.

Less Successful: The subdivision does not result in a satisfactory outcome in relation to the urban design criteria in some areas of the development.

Not Successful: The subdivision is considered to result in a very poor outcome in relation to the urban design criteria in almost all areas of the development.

Where appropriate, a summary sentence is included to outline why a subdivision received a certain rating, in particular where it was considered close to another rating or any extremes were balanced across the subdivision.

Urban Design Criteria

The urban design criteria used in the assessment has been designed to specifically comment on residential subdivisions. Elements of the Urban Design Protocol, QLDC's Urban Design Strategy and other urban design literature informed this criteria. A brief definition of each criteria used is given below. Throughout this report each criteria below are discussed and demonstrated.

Context: Refers to how the development addresses its wider context in relation to external connectivity (i.e. links to external amenities and town centre shops and parks), natural features (i.e. landscape) and built form (scale of neighbouring subdivisions, roads, etc).

Connectivity: A development is assessed favourably if the place is easy to move around by foot, bike and vehicle and also provides connections between amenities such as reserves and streets within the site.

Urban Grain: The pattern and size of land uses and road layouts, the buildings and their lots within a subdivision. A rating of the urban grain has not been included within this report as its results are discussed within other criteria such as legibility, enclosure and scale.

Legibility: A development is assessed favourably if the place can be easily understood (and memorable) and navigated as a person moves about it.

Overall Assessment

Each subdivision has a concluding overall assessment page which brings together the ratings from each individual criteria assessment. The ratings for each criterion are assembled into a diagram to assess if there is a consistent rating for that subdivision. An example of this is shown below. The dotted line indicates in general where the

Scale: The combined impacts of built elements when seen in relation to its surroundings i.e. roads, open spaces or other buildings and how it responds to the scale and character of the development within the wider context.

Active Edges: Refers to the potential for visual engagement (or 'passive surveillance') between the street users and activities taking place in buildings (particularly on the ground floor). The presence of 'active edges' helps places feel safer and more personable.

Enclosure: The creation of a sense of defined space by means of surrounding buildings and planting.

Quality: The external appearance and functionality of materials and design elements used in both public and private areas and their overall maintenance/longevity.

Character: A place that responds to and reinforces locally distinctive patterns of development and landscape features.

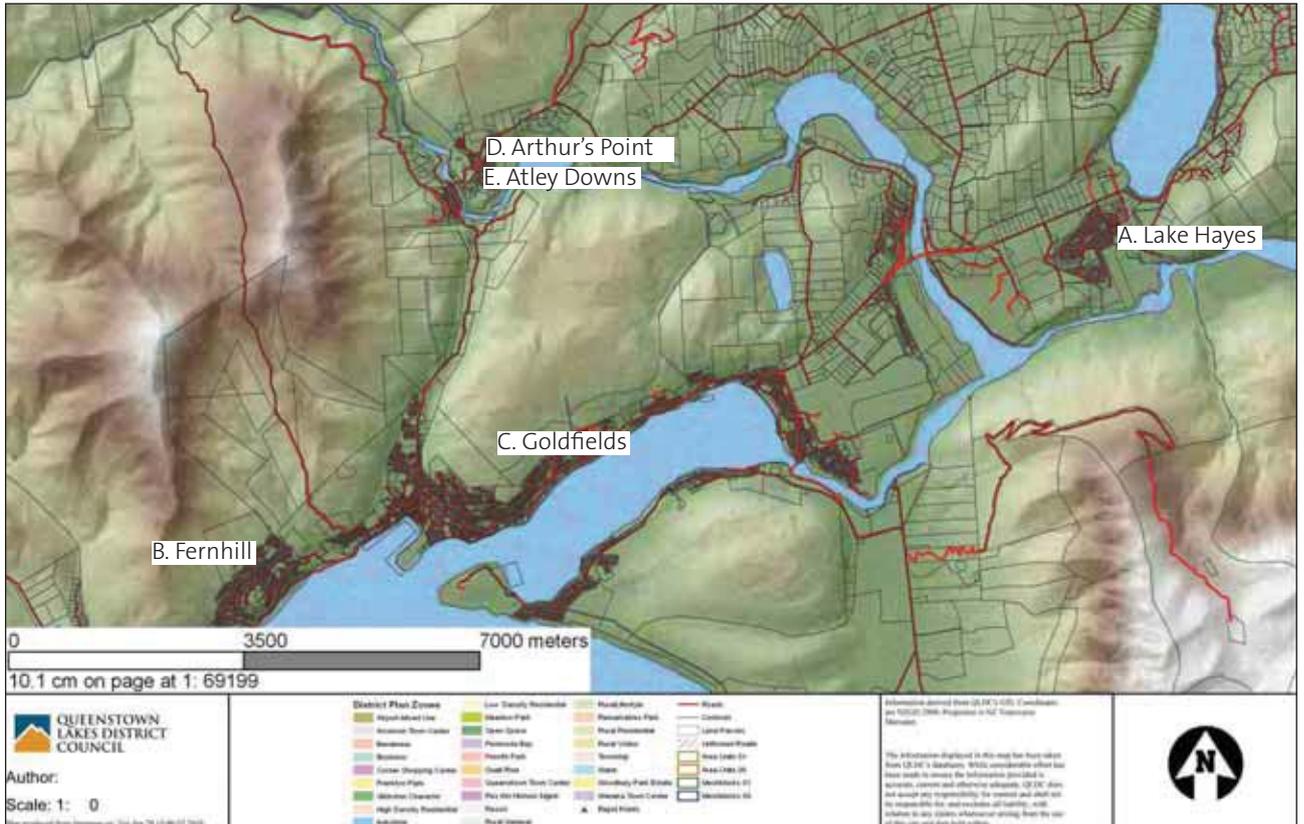
Distinctiveness: The special features which make a place more memorable and therefore more legible.

Creativity: The innovative approaches which promote diversity and turns a functional place into a memorable place. These are recorded in the key lessons at the end of each section.

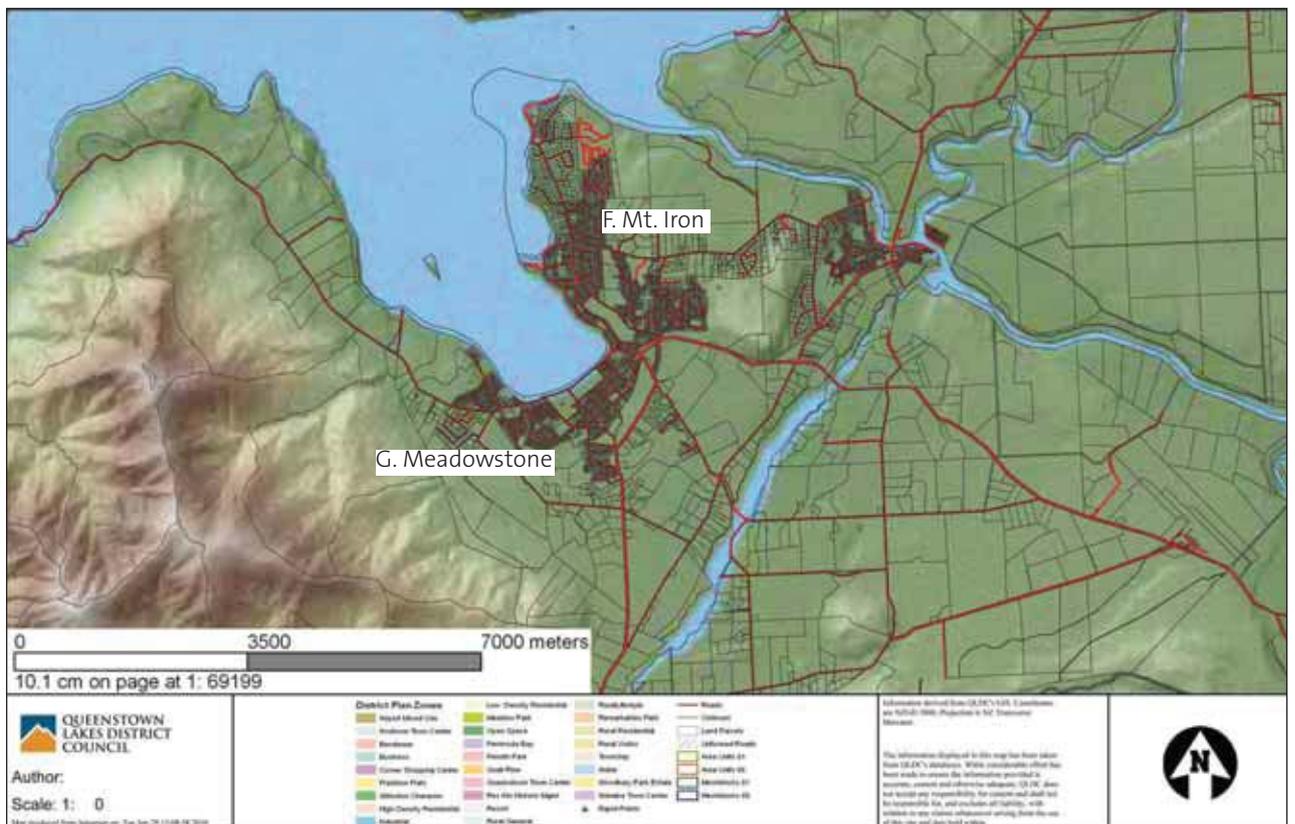
overall rating sits. This is followed by a short summary statement about the subdivision. A number of key lessons to learn from each subdivision are listed beneath the overall assessment table, which also comments on elements of creativity or extremes that were averaged out for the purposes of the ratings.



Sites Appraised



Sites in Queenstown



Sites in Wanaka

Site A – Lake Hayes, Queenstown

Introduction

Size: 28.6ha. Approximately 500 lots on site and 140 lots reviewed on the site visit.

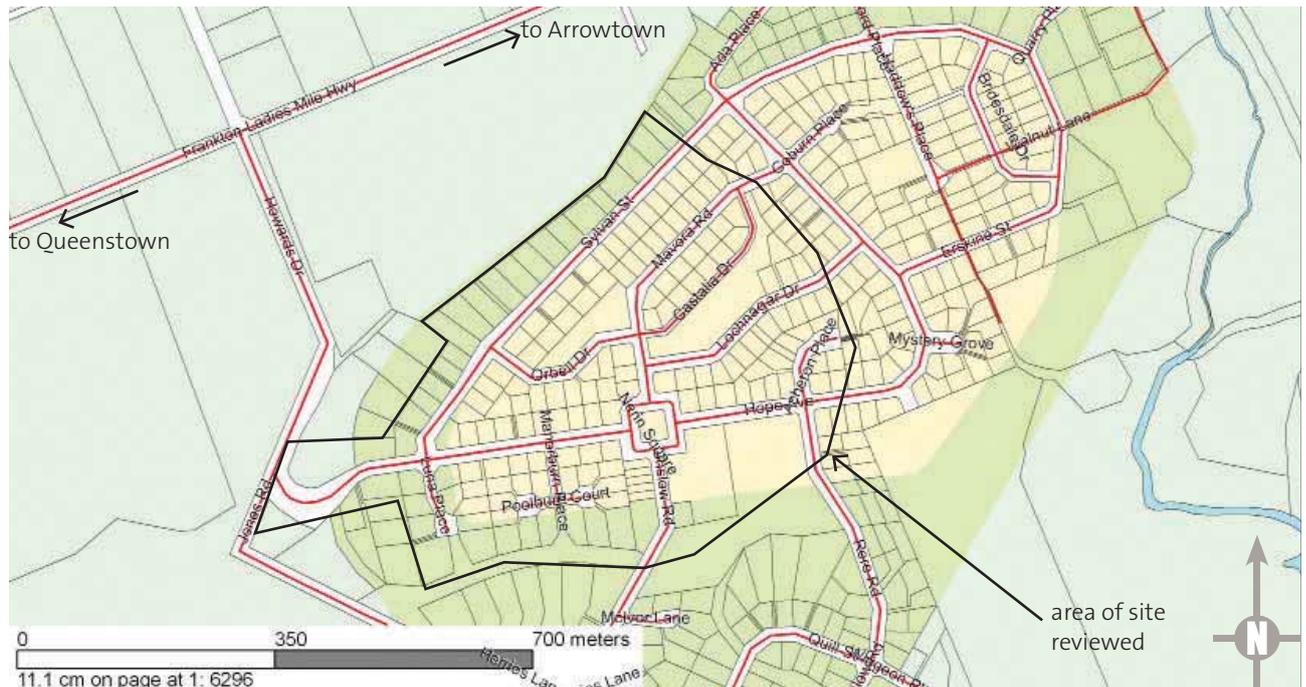
Date of Resource Consent: 2001/2002

Completed: No, some undeveloped lots within the subdivision.

Zoning: Residential (light yellow), Rural Residential (green)

Location: Lake Hayes Estate is located 6 kilometres from Frankton and 12 km from both Queenstown and Arrowtown.

Conditions: Visited on a winter morning, clear sky but ice and snow on the ground.



Lake Hayes Estate Zoning



Lake Hayes Estate Aerial

Lake Hayes

Context



Lake Hayes Estate is located on an out-of-town site. It is accessed off Howards Drive which connects to the Frankton Ladies Mile Highway. A view of the site from Howards Drive is shown.

The site is at a lower level than the surrounding roads and glimpses of the development can be seen from the Highway. There are slopes and terraces evident on the site. A high-voltage electricity transmission line crosses the southern portion of the site. There are several water features on the site. It is unclear whether these are pre-existing features.

The subdivision essentially is a “dormitory” residential development and is reliant on the private car and/or public bus to gain access to shops and communities services.

INTEGRATION WITH BUILT ENVIRONMENT



- The subdivision is located on an out-of-town greenfield site and has little built context in its immediate environment.
- The walking track to Lake Hayes requires crossing the busy State Highway and public access to the Kawarau River is not apparent.
- Glimpse views of the site from Frankton Ladies Mile Highway is shown.
- The development is segmented by the existing transmission lines.
- The scale of the development is much denser than the occasional rural lifestyle blocks beyond the site to the north east and west.

INTEGRATION WITH THE NATURAL ENVIRONMENT



- The subdivision sits across two slightly sloping terraces, separated by a steep terrace face. In general, the design recognises and retains this terrace slope.
- Its location on a terrace below the Highway limits views of the development.
- The landscape setting and views outwards are a key feature.

How successful does this subdivision **integrate** with its local context?



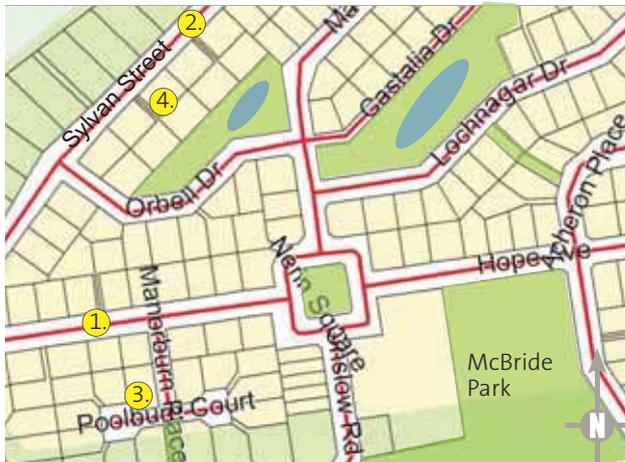
The out-of-town rural location hinders reference to and integration with a local built context. This development is remote and has an ‘island’ feel. On balance, its isolation and lack of service amenities are major factors in the rating. However, it is noted that the development is located well below the Highway, which aids in minimising its visual impact.

Lake Hayes

Urban Structure

Connectivity

STREETS



The site is accessed by one road link (Howards Drive) and one pedestrian link to Frankton Ladies Mile Highway. Within the site, Hope Avenue is the main street leading vehicles through the subdivision directly to Nerin Square at its centre. A network of connecting roads, cul-de-sacs and private drives provide access to individual lots. Greenways also aid walkability within this subdivision.

STREET HIERARCHY

1. Hope Avenue
 - Main Access Road
 - Two 6m lanes within a 22m road reserve
 - Central median
2. Sylvan Street
 - Connecting road
 - 23m reserve, 10m carriageway
 - Footpath one side
3. Poolburn Court
 - Double head cul-de-sac
 - 15m road reserve with 6m carriageway
 - Links to greenway
4. Private Drive
 - 6m between kerbs
 - No road reserve
 - Shared surface (no footpath)



OPEN SPACE



A network of greenway link the site to a central reserve (McBride Park) close to the square. McBride Park has a playground, BBQ area and artificial multi-sport court. Elsewhere the reserves contain ponds, landscaping and footpaths. The visual amenity and sense of safety of connections along some greenways could be improved, especially where high fences occur. A perimeter walkway provides a loop track at the base of the terrace, with a connection to a walkway on Frankton Ladies Mile Highway.

How successful is the **connectivity** through (and beyond) the site achieved using streets and open spaces?



Internal connectivity is good due to the road layout and pedestrian paths within the greenways which link much of the site.

Lake Hayes

Urban Structure

Urban Grain

LOT DIVISION



The subdivision has a strong rectilinear layout and an informal grid with straight roads. The predominantly regular arrangement, size and shape of lots reflects this road layout. Internal lots accessed by private drives vary in size and scale, some being more irregular in shape. Some streets act as a division line between the residential and rural residential zones, although development in the rural residential zone has occurred at densities not originally anticipated in the District Plan (and resulting in less regular lot shapes).

LOT DEVELOPMENT



Houses are generally aligned with the road boundary set-back, although many are enclosed by tall fences and extensive planting, which increases the sense of separation and reduces overlooking of the street. The dwellings on the low density residential zoned land appear to fill the lot, whereas development on the rural residential land (north of Sylvan Street on the aerial shown above) tend to have similar sized dwellings situated at the road boundary with larger rear yards.

Size/Density

Lots in the centre of the site tend to be smaller than lots at the edge. There is no increase in intensity along Hope Avenue.

Shape

Smaller lots are generally rectangular in size. The edge sites are less regular.

Access/Frontage

The majority of lots front the local roads with back lots facing green spaces to the rear.

Variety/Variation

Variation of lots occurs as a result of irregular spaces created by the road alignment and triangular blocks.



Footprint Size/Coverage

The majority of lots tend to be located close to the road setback. Many appear to maximise the site coverage.

Arrangement/Typology

Dwellings are predominantly detached and single-storey, with some two-storey dwellings in the rural residential zone.

Street Frontage: Garage/Drive

Many dwellings have double garages which reduces the number of windows/rooms overlooking the street.

Solar Orientation

Deeper setbacks are apparent on some north facing lots. This provides more usable garden but can reduce the sense of enclosure to the street.



Lake Hayes

Appearance (Outcomes)

Legibility

Arrival



Arrival is via Howards Drive, an access road situated on the upper terrace, which cuts down through the terrace face to the subdivision on the lower terrace. There is a marked visual contrast between the rural approach and the arrive into the subdivision. This entrance and arrival responds well to the existing landform.

Navigation



The site is surrounded by higher mountains and these generally aid navigation. However, internal navigation is limited by a lack of development landmarks and some direct road alignments. However, Hope Avenue is clear as a main, direct route through the development.

Security



There is no evidence of anti-social behaviour (i.e. graffiti or vandalism) along the various routes. The main open space incorporating the pylons together with its greenway is entirely bounded by high fences and undeveloped lots. For this reason it feels less safe as a pedestrian route.

Does the site achieve good **legibility**?



Lack of built landmarks within the site reduce wayfinding. Taller buildings around Nerin Square would assist with this. Some of the greenways felt unsafe given the dominance of high fences along their edge.

Scale

Typology



Predominately the buildings are single-storey detached dwellings. There are some two-storey dwellings in the larger rural residential lots.

Buildings to Street



Views of dwellings are frequently of double garages and fencing, which reduces the community focus of the street. Buildings are large but appear less so due to the width of the roads. Some dwellings are elevated above the street which increases their scale in relation to the road and an overall sense of enclosure.

Buildings to Public Spaces



Along the internal greenway dwellings and landscape treatment are at a scale which results in good passive surveillance of the street without visual dominance. The new two-storey dwellings by Nerin Square are a good scale for the space, although they do not orientate to it. Lower buildings in proximity to the square fail to relate to scale of the road and the square.

Is the **scale** of development appropriate to the local environment?



The width of the roads combined with the low dwelling heights results in an uncomfortable scale of development. In particular, Nerin Square and Hope Avenue should have taller buildings at their edge to reflect their scale, importance and function.

Lake Hayes

Appearance (Outcomes)

Active Edges

Visibility



Many of the lots have high fences, often in places that are elevated above the road and footpaths, resulting in less visibility of dwellings from street level and reducing the effectiveness of any active edges.

Front facade openings



Relatively few front doors are visible from the street given they are frequently setback behind projecting garage doors. However, given that some dwellings are located above the street separate paths lead to front doors. This highlights front doors and makes the entrance more inviting and visible from the street.

Orientation/proximity



Most dwellings appear to be aligned to the minimum setbacks. Some dwellings are orientated away from lot boundaries to achieve better solar orientation. This reduces the proximity of the dwelling from the street and the potential for overlooking. This arrangement can increase variety of frontage arrangements.

Garages



Many garages front public streets and remain visually dominant due to their size, location forward of the main facade and minimal planting of front gardens. This reduces the opportunity for interaction and activity between the house and the street.

Does the layout of subdivision result in high degree of **active edges** to public areas?



The dominance of fences and garages reduces active edges to public areas, which results in less passive surveillance of the public realm.

Enclosure

Sylvan Street: A typical straight street with a wide carriageway and road reserve, combined with low single-storey buildings to either side, which creates little sense of enclosure.



Nerin Square: Little enclosure is created to this space. The two-storey dwellings are of a insufficient scale and number for a space of this magnitude. The opportunity to create a usable community focus has so far been lost.



Does the subdivision successfully achieve good **enclosure**?



Given the wide roads, large public spaces are relatively low scale dwellings it is difficult to create a strong sense of enclosure.

Lake Hayes

Appearance (Outcomes)

Quality

Private Buildings



The majority of buildings have pitched roofs, although there are a good number of mono-pitch and flat roofs. The predominant materials used include render and brick, with the some use of timber and stone. In general, building quality appears high and well maintained.

Private Lot Curtilage



Lot boundary treatment varies in quality and type with little consistency. Many gardens have no enclosure and limited planting. There is evidence of extensive tall fencing along roads and greenways and this varies in height and openness.

Public Street Materials



Streets are predominantly tarmac with standard kerbs. The exception is the block paved street crossings and car parking areas, which are incorporated within all streets. Roading and paving materials tend to be standard with little attempt to establish a separate character through landscape treatment.

Public Landscape/ Open Space



Some greenways have ponding as a central feature and this raises the visual quality of some public open spaces. Pathways of loose gravel cross over the greenways. The quality of the playground and the sports equipment was high. There is limited roadside planting and street trees.

Overall **quality** of subdivision?



The overall quality of the subdivision is variable, but as the scheme is not completed it is difficult to comprehensively assess. In addition, the snow and ice on the day of the site visit may have hid additional good or bad design elements.

Character

Consistency Across Site



Overall this subdivision is of a large scale open character, with much variation between open space and building types. It has few distinctive characteristics that distinguish it from other subdivisions other than its strong axial main street and central square.

Building Character



There is little cohesion between buildings within this subdivision due to the high variation in building types and lot development across the site.

Appropriateness



The scale of the roads tend to dominate the character of the subdivision, though the straight and rectilinear alignment is a suitable response to this predominantly flat site and draws on the historic layout of Queenstown. The development relies on its surrounding landscape for a sense of place.

Does the subdivision establish a special **character** appropriate to its site?



This type of subdivision could be found anywhere and does not create a distinctive character in relation to its context.

Lake Hayes

Overall Impressions of Subdivisions - Distinctiveness



Nerin Square and Hope Avenue

Central square and wide avenue are less successful due to low perimeter buildings and lack of enclosure / built scale.



Greenways The use of ponds and playgrounds are successful. However, perimeter fencing controls for these spaces (to limit height and enhance their appearance) would be beneficial.



Out of Town Location

This subdivision requires residents to drive or bus for most of their daily needs.

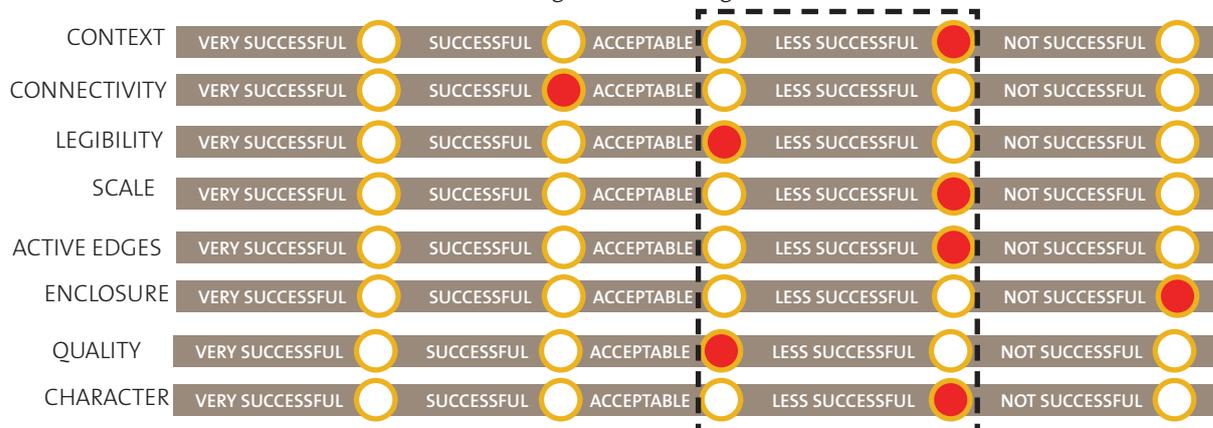


Roads and Road Reserves Widths

Street scale is not matched by a sufficient built scale to create meaningful enclosure of spaces, or human comfort.

Overall Assessment

How successful is this subdivision overall when considering the urban design criteria?



THE SUBDIVISION'S OUT-OF-TOWN LOCATION WITHOUT APPROPRIATE LOCAL SERVICES FOR ITS RESIDENTS IS A MAJOR URBAN DESIGN CONCERN. THE WIDTH OF ROADS AND LOW-SCALE OF BUILDINGS DETRACT FROM ITS OVERALL QUALITY.

Key Lessons

- The subdivision would be more successful if it had been treated like a standalone village development with sufficient facilities and amenities established, including shops, some employment opportunities and child care. These could have been designed to create a village centre and destination for local residents.
- The width of the roads result in an inefficient use of land for roads reserves. This excessive width may encourage faster traffic speeds.
- Fences bounding greenways reduce visibility and sense of safety, especially the greenway along the transmission line.

Site B – Fernhill, Queenstown

Introduction

Size: 10.9ha

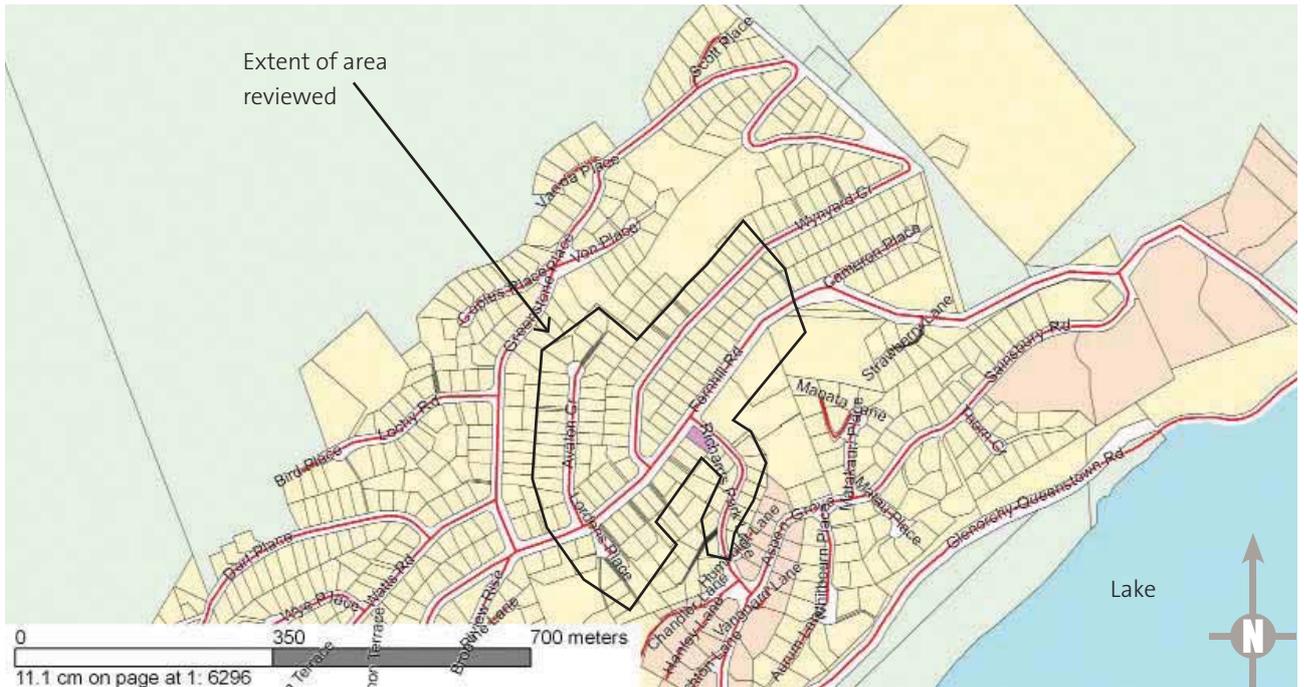
Date of Resource Consent: 1970s

Completed: Yes, although there are a couple of vacant sites.

Zoning: Residential Zoned (light yellow), Corner Shopping Centre (purple)

Location: Fernhill is a housing area approximately 2km to the west of Queenstown town centre. It is an established subdivision dating from the 1970s facing south east on a sloped site. Avalon Crescent, Wynyard Crescent (part), Richards Park Lane and Fernhill Road (part) were reviewed. The extent of the area reviewed is shown on the map below.

Condition: Visited on a cold / icy winter afternoon in shade.



Fernhill zoning



Fernhill Aerial

Fernhill, Queenstown

Context



Fernhill is on a south-east facing slope overlooking Lake Wakatipu. Generally it is a shaded location, especially in winter. Much of the development in Fernhill is orientated to maximise views of the Lake.

It is accessed by Fernhill Road which connects to Lake Esplanade and to the Glenorchy - Queenstown Road, via neighbouring Sunnyside. Pathways through the hillside reserves link the area to the town centre and offer an alternative walking route. There are bus stops along Fernhill Road for the Blue Route. This route links to the town centre where transfers to Frankton and Arrowtown can be made.

INTEGRATION WITH BUILT ENVIRONMENT



- The predominant building type is similar to that in the surrounding neighbourhoods built during a similar period. However, the dwellings higher on the slope on Wynyard Close appear more recent.
- The area is accessed by one main road supported by local walkways through the reserves.
- Within the area, a number of local amenities exist, such as bus stops, post boxes, a dairy, restaurant and takeaway.

INTEGRATION WITH THE NATURAL ENVIRONMENT



- Most dwellings are designed to take advantage of views of the lake.
- The area is generally shaded in winter due to its southerly aspect.
- The buildings are designed to step into the slope with split-level design being predominant.
- The sections generally sit comfortably within the bush landscape without lot fences between them.

How successful does this subdivision integrate with its local **context**?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



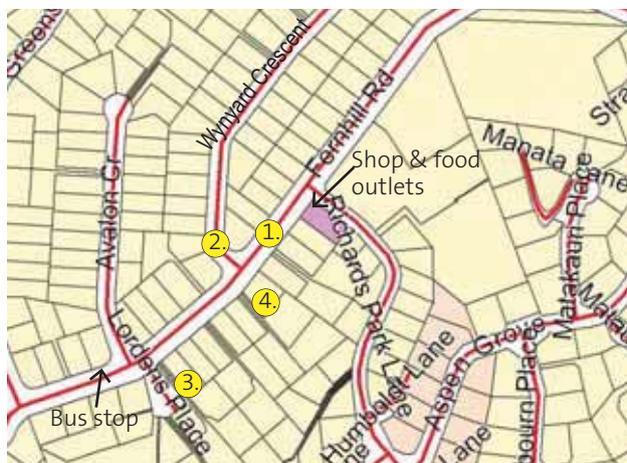
The subdivision is a similar character to surrounding development. It is accessible to the town centre and has good walking and bus connections. There are amenities located centrally on Fernhill Road to meet the day-to-day requirements of residents.

Fernhill, Queenstown

Urban Structure

Connectivity

STREETS



Fernhill Road is the main route through this area and is connected to the town centre, 2 km away, via Lake Esplanade. It is serviced by buses and has some commercial activities, including a shop and motels. Due to the slope, the majority of dwellings are accessed by local access roads, cul-de-sacs or private driveways.

STREET HIERARCHY

1. Fernhill Road
 - Main access road
 - 15m road (20m with road reserve)
 - Bus stops
2. Wynyard Crescent
 - Local Access Road
 - 9m road (21m with road reserve)
3. Avalon Crescent
 - Cul-de-sac
 - 9m road (15m with road reserve)
 - On street parking
4. Private Drives
 - 6m width



OPEN SPACE



The neighbourhood reserve is just outside the area examined and includes a playground. The surrounding bush land and hillside have paths which link to the streets. In addition, there is an internal walkway linking the Wynyard Close to Fernhill Road. Views towards the lake from Fernhill are largely absent from most streets. Views of the lake, mountains and Queenstown itself have largely been privatised.

How successful is the **connectivity** through (and beyond) the site achieved using streets and open spaces?



The slope limits connections between the streets in this area. There are some pedestrian walkways which connect streets and the town via reserves, and more of these would improve connectivity.

Fernhill, Queenstown

Urban Structure

Urban Grain

LOT DIVISION



The section of subdivision reviewed has regular shaped lots which front on the street with the narrowest edge of the lot and back onto other lots. The exception being corners with irregular shaped lots. The main roads are parallel in an informal grid. To the south of Fernhill Road back lots are developed for lake and mountain views and to the east of Richards Place hotel and apartment complexes have been built. Most lots are located on sloping land, as a result some lots appear smaller from the street than if they were a flat lot.

LOT DEVELOPMENT



The topography of the area has influenced the lot development. Many of the dwellings are two to three-storeys in height with undercroft garaging. The dwellings on the higher side of the roads tend to be developed towards the rear of the site to take advantage of views. Some dwellings have been developed on stilts to take further advantage of lake views.

Size/Density

The lots are approximately 600sqm in area, with some larger corner and internal lots.

Shape

Lots are generally rectangular with the shortest side fronting the street. Some re-subdivision of earlier lots is evident.

Access/Frontage

Lot development is related to road alignment across the slopes and the availability of views.

Variety/Variation

Some roads end in steeper slopes with higher turning areas resulting in irregular corner lots.



Footprint Size/Coverage

The dwellings appear to fill the site, but often the rear of the building was not visible.

Arrangement/Typology

Predominantly 2-3 storey dwellings with undercroft garages and balconies on upper floors. Some duplex units.

Street Frontage: Garage/Drive

Garages are located under dwellings on the higher side of street and behind dwellings (at street level) on the lower side.

Solar Orientations

Most lots are orientated to the views of the lake/mountains and less for solar orientation.



Fernhill, Queenstown

Appearance (Outcomes)

Legibility

Arrival



Fernhill Road is the widest road, has bus stops and commercial units and as a result is clearly the primary street in this area. There is no bespoke signage for this area, with town signage used. The reserve along Lakeside Esplanade is an indication that this area is viewed separately to the town centre.

Navigation



Wayfinding is reasonably clear given that Fernhill Road provides the spine road for all secondary roads which link to it. The views of the lake and hillsides aid navigation through the site. The walkway reviewed is well signposted and connects to bus stops.

Security



Evidence of anti-social behaviour (i.e. graffiti and/or vandalism) was not seen on the site visit. The walkways appear narrow and steep. This may result in reluctance of some people to use them (it was too icy to walk these sloped walkways on the site visit).

Does this site achieve good legibility?



The pedestrian walkways and connections are well signposted although the sense of safety along these is unclear. The glimpses of the lake and mountains aid way finding around this subdivision. The commercial uses, bus stops and traffic volumes along Fernhill Road clearly signal that this is the main through route.

Scale

Typology



The buildings are predominantly two to three-storey detached dwellings with balconies on upper floors. There are some single-storey dwellings. Duplex units, comprehensively developed apartments and motel units are also evident in the area. Some of these may be a result of redevelopment of sites.

Buildings to Street



There is a regularity in how the buildings address the street. On the high side of the street buildings are generally two or three-storeys with undercroft garaging and on the low side garages are generally located with direct street access. Comprehensive development creates a stronger streetscape.

Buildings to Public Spaces



Within the area reviewed there were no formal reserves, although there were public walkways. The steep alpine slopes form a significant backdrop above and behind buildings. Dwellings back onto these slopes and generally do not have rear boundary fencing.

Is the **scale** of development appropriate to the local environment?



The scale of the buildings are two to three-storeys and in most instances have a good relationship to the street and spaces. Some of the comprehensive development appears larger (more dominant) and out of scale with the surrounding dwellings.

Fernhill, Queenstown

Appearance (Outcomes)

Active Edges

Visibility



Generally, the majority of dwellings are visible from the street. However, when houses are on the lower side of the street this visibility is reduced. There are a number on steeper slopes both above and below the road that are accessed by private roads, which results in dwellings being less visible.

Front facade openings



In most cases, there were a number of windows and doors visible from the street, although in many circumstances front doors are accessed from the side as a consequence of using the ground floor as a garage.

Orientation/proximity



Most dwellings with undercroft garages were set back from the street to allow for driveways. Where the garage was located behind the dwelling the building was generally located closer to the street.

Garages



Garages beneath buildings on the higher side of the road, though fairly dominant, were mitigated by the presence of substantial windows and balconies above. In some cases colour has also been used to diminish the visual effect of the garages.

Does the layout of subdivision result in high degree of **active edges** to public areas?



As a result of development responding to sloping sites and taking advantage of lake views dwellings tend to have a number of windows overlooking the street, which increases passive surveillance. However, it is unclear how well overlooked the public walkways are, particularly given the height of buildings adjoining them and the lack of ground floor activity.

Enclosure

Along Fernhill Road the taller and more substantial buildings on the north side of the street take advantage of the views and create good rhythm. However, this is not reproduced on the south side of the road.



At the junction of Wynyard Close and Fernhill Road a sense of enclosure has been created by the rhythm of taller buildings along this street and the curve of the road.



Does the subdivision successfully achieve good **enclosure**?



Some areas of the development have a greater sense of enclosure due to taller buildings, but this is not consistent across the site.

Fernhill, Queenstown

Appearance (Outcomes)

Quality

Private Buildings



Many buildings in the area reviewed were 30-40 years old and the quality of the building materials reflected this both in their character and maintenance. Some areas where buildings/sites had been redeveloped more recently were of a better quality and in a better state of repair.

Private Lot Curtilage



The snow present during the site visit made it difficult to confirm on-site conditions. However, there appears to be private landscaping within some lots. Comprehensive developments appeared to present a more extensive landscaped edge to the street.

Public Street Materials



This was difficult to review given the snow conditions. Drainage in this area is via kerb and channel and the road and footpath materials appear to be standard tarmac.

Public Landscape/Open Space



There appears to be an alpine theme in some public planting, although due to the snow conditions present during the site visit this was difficult to review. Planting along the walkway appeared less attractive and in general there were few street trees.

Overall **quality** of subdivision?



The overall quality of materials and appearance of this subdivision is less than successful. The maintenance appeared poor, although the quality of some private planting on comprehensive schemes improved the impression.

Character

Consistency Across Site



The character of the buildings within the area reviewed was consistent.

Building Character



Two and three-storey dwellings with undercroft garages were the predominant building character. This development form is similar to other higher buildings on slopes elsewhere in Queenstown. Some newer buildings have continued this form.

Appropriateness



The informal grid reflects the traditional street layout of Queenstown. The buildings are similar to the surrounding neighbourhoods. The form of the buildings is appropriate to its setting, although some additional public spaces, in particular spaces with viewpoints of the lake, would enhance it.

Does the subdivision establish a special **character** appropriate to its site?



The character is in keeping with its surrounds in terms of building form. Due to the weather on the day of site visit a clear image of the character of the landscaping was not established.

Fernhill, Queenstown

Overall Impressions of Subdivisions - Distinctiveness



Dwellings with undercroft garages are a consistent building form in both the older and newer areas. This form lessens the visual impact of garaging.



Views are privatised in parts and few public outlooks are available (this image is from a private drive).



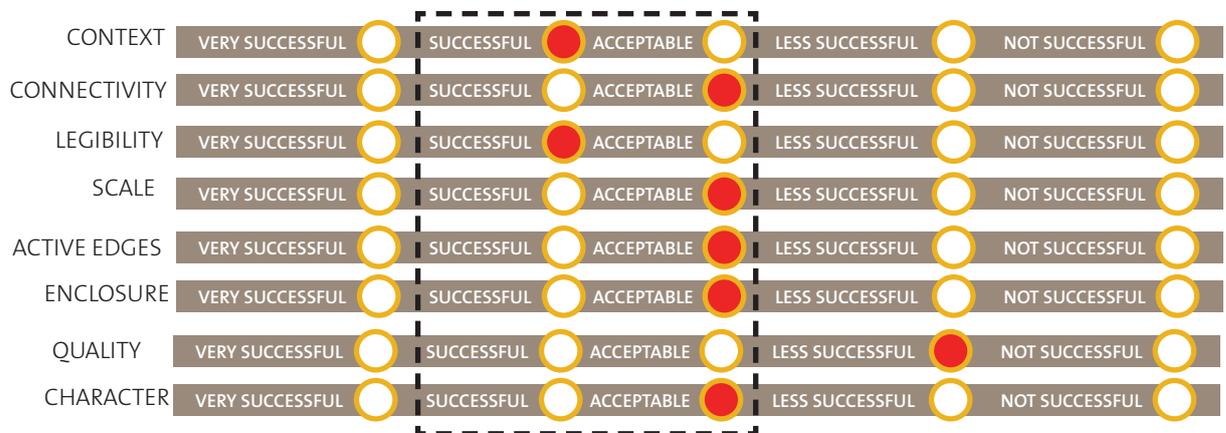
This area is predominately in shade in winter (the sun only came into view in mid-late afternoon on the day of the site visit).



The subdivision is well serviced by public transport with regular bus stops along the centre of the subdivision near road and walkway junctions.

Overall Assessment

How successful is this subdivision overall when considering urban design criteria?



THE DESIGN OF THIS SUBDIVISION IN RESPONSE TO ITS SLOPING TERRAIN HAS RESULTED IN A REASONABLY CONSISTENT OUTCOME. HOWEVER, THE QUALITY OF THE BUILDINGS AND LANDSCAPE COULD BE FURTHER ENHANCED.

Key Lessons

- Development on steep slopes has resulted in many taller buildings which results in a good scale and a sense of enclosure of streets and spaces in some places.
- Glimpse views over the lake and mountains are spectacular, but opportunities for regular glimpses of these are lost through private development and driveways.
- Although there was evidence of road reserves along the sloping roads, neither these, nor the roads appeared excessively wide with the exception of Fernhill Road. However, a combination of street parking and snow may have disguised this.
- The climate in this subdivision is cold and when visited on one of the shortest days of the year, it was late in the afternoon before any sunlight came over this subdivision.

Site C – Goldfields, Queenstown

Introduction

Size: 4.8ha

Date of Resource Consent: early to mid 1990s

Complete: Yes, although there are some vacant lots.

Zoning: Residential (light yellow)

Location: Goldfields is located approximately 3 km from the centre of Queenstown and approximately 3 km from Frankton. The section of Goldfields reviewed included Goldfield Heights Road (part), Nugget Knob, Stoneridge and Goldleaf Hill.

Condition: Site visited on a cold, sunny winter morning - much of the site was in shadow.



Goldfields - Zoning map



Goldfields Aerial

Goldfields, Queenstown

Context



Goldfields is a residential area to the east of the centre of Queenstown, located on the upper slopes well above Frankton Road. Vehicular access is achieved via St. Georges Avenue, which connects to neighbouring residential areas and to the town centre via Goldfields Heights Road and Frankton Road. To the south, St. Georges Avenue connects through to further new subdivisions. A bus stop on Frankton Road is approximately 1 kilometre from Goldfield Heights Road. This bus serves Queenstown, Frankton and the airport. The site lies across south and south-east facing slopes with excellent elevated views of Lake Wakatipu and the surrounding mountains.

A playground and reserve (Goldfields Park) is located a 5 minute walk from the subdivision.

INTEGRATION WITH BUILT ENVIRONMENT



- The subdivision appears consistent in character and form to adjacent residential developments on sloping sites.
- The use of retaining structures for dwellings and roads is evident.
- The development form consists of clusters of dwellings separated by steep undeveloped slopes.
- Existing retained vegetation on slopes assists in separating development.

INTEGRATION WITH THE NATURAL ENVIRONMENT



- A development located on predominantly steep slopes, which takes advantage of lake and mountain views.
- The exposed rockface is well integrated, as is a natural stream and gully system through the centre of the site.
- The absence of boundary fencing helps integrate the development with the landscape.
- The south-east facing aspect of the site is a constraint to achieving solar access.

How successful does this subdivision integrate with its local **context**?



The majority of land modification is the development of the roading infrastructure rather than individual site development. Dwellings are well integrated into the densely vegetated context and roads cross steep slopes, resulting in a similar character to the surrounding development.

Goldfields, Queenstown

Urban Structure

Connectivity

STREETS



Goldfields Height Road is a steep road and the only vehicle access to the subdivision. A cul-de-sac and series of private drives provide access to the remainder of the site. Roads take a zigzag alignment to facilitate development on the slopes. Pedestrian activity is generally confined to the roads, with few public connections between internal or external roads, which lengthens walking distances.

OPEN SPACE



STREET HIERARCHY

- 1 Goldfield Heights Road
 - 8m road
 - Single footpath
 - No readily apparent road reserve
- 2 Nugget Knob
 - Short cul-de-sac
 - 5m wide entrance
 - Wide turning circle
- 3 Goldleaf Hill
 - Private road
 - 6m wide
 - Body corporate managed
- 4 Stoneridge Place
 - Private Drive
 - 6m wide
 - Single footpath



Due to the steepness of the site, the extent of open space provision is restricted to one fenced set of tennis courts. Access is for the sole use of the body corporate and therefore not for public use. The development relies extensively on the natural landscape (both internally and externally) to impart a sense of openness/ visual relief. The retention of the stream and gully system is successful, though this is marred by the unfortunate location of service utilities and the absence of crossings over the stream. A pedestrian link to the playground would increase connectivity.

How successful is the connectivity through (and beyond) the site achieved using streets and open spaces?



The steep nature of this site limits connectivity to the surrounding areas. Pedestrian links between private drives and through and across open spaces would help increase connectivity.

Goldfields, Queenstown

Urban Structure

Urban Grain

LOT DIVISION



This is a very difficult, steeply sloping site. This generates either long frontage lots parallel to the roads, or more commonly, deeper lots with relatively narrower road frontages. This maximises the number of lots in relation to expensive road length on slopes. The result is a development form of more concentrated buildings interspersed with less developed rear sloping yards. Urban grain is almost entirely determined by vehicle accessibility rather than subdivision 'design'.

Size/Density

Lot sizes are influenced by the degree of slope and the proximity of developable land to roads.

Shape

Lots generally have a narrower street frontage and greater depth. Non-linear roads increase the number of irregular lots.

Access/Frontage

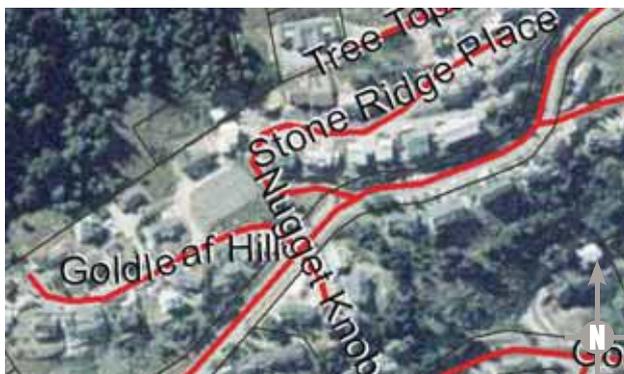
Access is dominated by sharp bends and acute angle junctions. Parking controlled by slope steepness/road proximity.

Variety/Variation

Variety in the urban grain arises from a combination of slope, road/junction arrangements, aspect and views.



LOT DEVELOPMENT



Buildings are predominantly of two-storey configuration to maximise development across falling slopes and parking and aspect are strong factors in both layout and building design. Proximity to roads is a priority in achieving parking and access, with sloping sites and minimal amounts of flat land restricting conventional parking and garaging arrangements. This results in more inventive arrangements, that contribute to variety within the streetscene. Whilst lower-slope development mostly involves building out over the slope, upper-slope development increased the amount of earthworks required.

Footprint Size/Coverage

Given sloping sites development is unevenly distributed within lots and results in more two-storey dwellings.

Arrangement/Typology

Many split-level and duplex/terrace style dwellings, with some cantilevered over slopes.

Street Frontage

Generally top storey facades of dwellings are visible on lower-slopes, with entire buildings visible on the upper-slopes.

Solar Orientations

Building orientation generally subservient to slope and views. Many south-east facing balconies and little private open space to north side.



Goldfields, Queenstown

Appearance (Outcomes)

Legibility

Arrival



The vertical rock face and curving road at the entrance to the development help to create a legible entrance and sense of arrival. A chalet-style comprehensive development of higher density, adjacent to the entrance further assists with defining the entrance to the site.

Navigation



The high proportion of private roads/laneways within the development makes it unclear which roads are publicly accessible. Glimpsed views of the lake and mountains, distinctiveness of some buildings, road alignment and the rhythm of the streets all aid navigation through the site.

Security



The effect of zigzag roads and dense planting along some slopes and the road reserve reduces internal visibility and surveillance. However, there is little evidence of anti-social behaviour (i.e. graffiti or vandalism). Public footpaths with steep banks adjacent with no barriers may discourage pedestrian use.

Does this site achieve good **legibility**?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



Views out towards the lake, mountains and adjacent subdivisions help navigation people through this development. Pedestrian surveillance is compromised along some streets, due to their zigzag nature and dense landscaping. Legibility is compromised by uncertainty of public access due to the high number of private roads.

Scale

Typology



Typically only one level of a two-storey dwelling located on the lower-slopes is visible from the road, with two to three-storey dwellings visible on the upper-slopes. There is a tendency towards duplex/terrace housing given constraints. Most dwellings have been specifically designed, resulting in great variety.

Buildings to Street



Dwellings on the upper-side of the street are generally two to three-storeys. Typically, the lower-side of the street has less dominant building forms and a greater variety of entrances and garage/parking configurations that introduce a more continuous, if not lower, development frontage along the street.

Buildings to Public Spaces



The open spaces appear to be largely in private ownership, except for the stream, which has little direct overlooking. The tennis courts are overlooked by two-storey dwellings (see photograph to left) and is an appropriate scale for this space. In some cases there are views of the development from roads beyond the site where development appears dominant.

Is the **scale** of development appropriate to the local environment?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



The design and location of buildings in response to the slope has resulted in reasonably successful scale of development in relation to the street. However, some buildings can appear visually dominant.

Goldfields, Queenstown

Appearance (Outcomes)

Active Edges

Visibility



Visibility of buildings from internal roads is generally good as a consequence of the proximity of dwellings to the road. Typically there are no tall fences to separate buildings from the street, although some buildings included undercroft garaging reduced the number of windows at ground level.

Front facade openings



The degree of facade openings (doors and windows) varies on either side of the street. Upper slopes tended to have large windows to maximise views, with activity on the upper levels. On the lower slopes the ground floor of the dwellings tended to have active windows overlooking the street.

Orientation/proximity



Dwellings are generally close to the street on the lower-slope side and set back further on the upper-slope side given requirements for garage access and related frontage parking. Most buildings followed the road alignment closely. There is little evidence of lot boundary fencing.

Garages



Parking is a significant design issue and a wide variety of solutions are evident. Whilst double garages are common on upper-slope dwellings, slopes severely restricted garages on the lower-slope side. Many resorted to carports and parking platforms, often with steep drive access.

Does the layout of subdivision result in high degree of **active edges** to public areas?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



Building intensity and dwelling / car parking design responding to topography and narrower streets, resulted in a high level of active edges to the streets. Although many of these streets are private roads.

Enclosure

Where buildings are located on man-made terraces on existing steep terrain, road level enclosure has been established by both the exposed rock face and buildings above.



Nugget Knob is a example of a cluster of buildings grouped around a short cul-de-sac, which achieves a sense of enclosure and achieves glimpse views beyond.



Does the subdivision successfully achieve good **enclosure**?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



Limited building platforms and extensive views have resulted in taller buildings and more comprehensive building forms. This contributes to the sense of enclosure of the streetscene. Enclosure is also assisted by natural features, such as rock outcrops. However, enclosure of the street is compromised in places by the separation between buildings, private parking setbacks and changes in the height of building on different sides of the street.

Goldfields, Queenstown

Appearance (Outcomes)

Quality

Private Buildings



There are examples of standardised buildings given that most are required to respond to site-specific constraints. The quality and appearance of building materials and maintenance appears reasonably good, but some had a poor appearance from beyond the site where foundations details may be visible.

Private Lot Curtilage



A characteristic of the site is the absence of lot boundary fences. The extent of private gardens is limited, as is the amount of planting along streets. However, the quality of planting on the steeper, undeveloped slopes is high and contributes positively to the public realm.

Public Street Materials



All roads comprise tarmac with concrete kerbing. Roadside footpaths include block paving and in some cases this extends into private drives. Private roads appear to operate successfully as shared surface streets where pedestrians and vehicles are comfortable to use the same space.

Public Landscape/ Open Space



Extensive use of local stone within the landscape raises the general quality and character of the place. However, conversion of roadside planting areas for carparking undermines this. Overall, the quality of surface materials appears tired, with private space appearing better than the 'public' areas.

Overall **quality** of subdivision?



Buildings appear well maintained, as does the public realm. Planted slopes and rock faces contribute to the overall quality of the development. However, some paving appears worn and some landscaped areas have been converted to parking.

Character

Consistency Across Site



There is a consistency in character across the site given the way buildings have addressed the steep slopes. Each of the private roads is different in character and arrangement. However, the general response to the site is consistent.

Building Character



There is a mix of individually designed buildings which step into the slope. Their scale fits well with the character of the area.

Appropriateness



The development sits well within its natural setting given the large trees and rock crops. When viewed from the lower slopes the scale of development is similar to that within the context, but parts are visible on the skyline.

Does the subdivision establish a special **character** appropriate to its site?



The private lot developments are more successful than the design of the public areas. However, as a whole there is a consistent character which sits well within the landscape.

Goldfields, Queenstown

Overall Impressions of Subdivisions - Distinctiveness



The use of **carports** are less dominant than garages and introduces variety to the scheme.



A **reduced road reserve** due to the absence of footpaths and minimal building setbacks results in a better sense of enclosure of the street than occurs with wider roads.



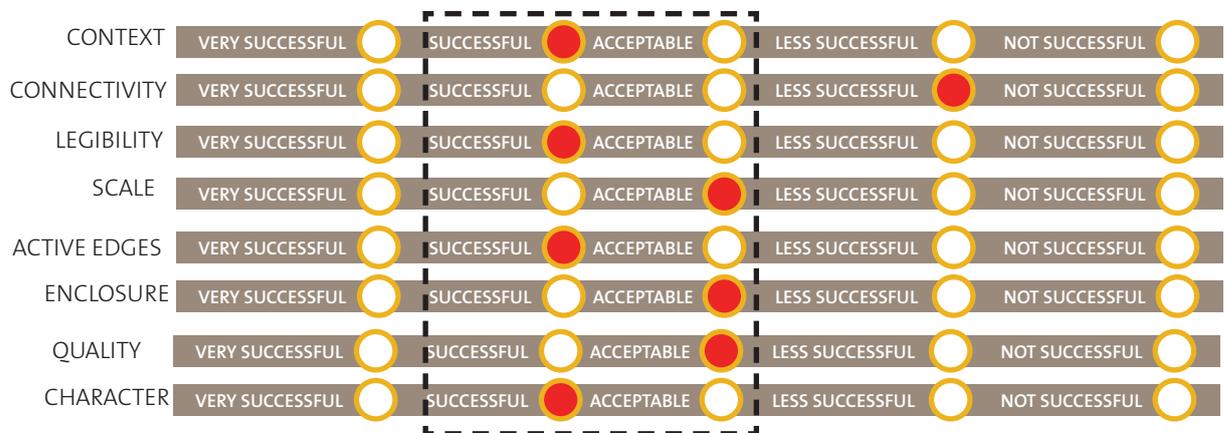
Clustering of buildings in groups around **short cul-de-sacs** addresses slope issues and creates a sense of enclosure of the street and good overlooking.



The extent and use of **rock faces** and **glimpse views of the lake and mountains** between buildings are significant visual elements in this subdivision.

Overall Assessment

How successful is this subdivision overall when considering urban design criteria?



THE DESIGN OF THIS SUBDIVISION IN RESPONSE TO ITS SLOPING TERRAIN HAS RESULTED IN GOOD ENCLOSURE OF SPACES AND CREATION OF ACTIVE EDGES.

Key Lessons

- Development on steep slopes dictates a particular road configuration that result in a more organic layout and less standardised building forms, as each lot presents its own individual design challenge.
- The open spaces and retention of natural features, together with a visual relationship to the landscape is important in integrating this development into its setting.
- The glimpse views of the lake and mountains are significant and create points of excitement between buildings.
- The apparent absence of road reserves (i.e. no front fences) establishes a good relationship between buildings and streets.
- Narrow private roads generally achieve a greater sense of enclosure of the street.

Site D – Arthur’s Point, Queenstown

Introduction

Size: 2.6ha

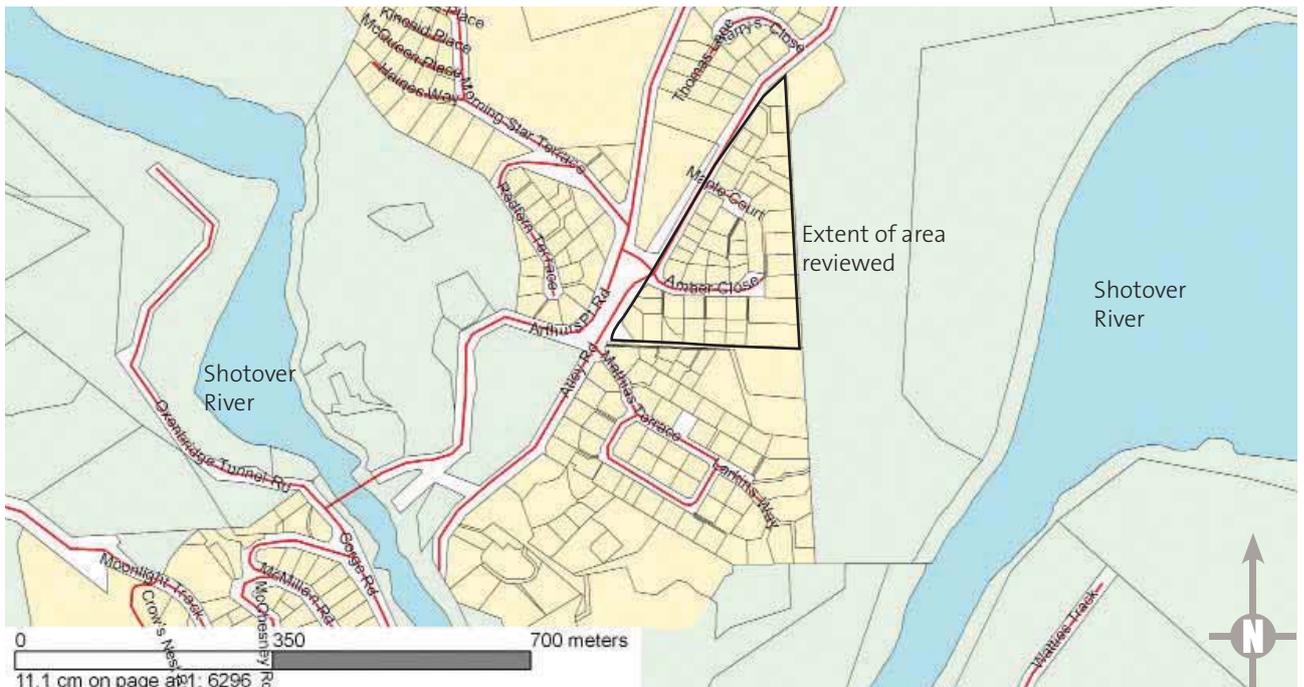
Date of Resource Consent: 2002

Complete: Largely complete but there are a few vacant lots

Zoning: Residential (light yellow)

Location: Arthur’s Point subdivision is approximately 6km from Queenstown Town Centre. It is located on a high terrace above the Shotover River and adjacent to other similar subdivisions.

Conditions: Atley Road (part), Maple Court and Amber Close were reviewed on a sunny mid winter cold morning.



Arthur's Point - Zoning Map



Arthur's Point - Aerial

Arthur's Point

Context



The subdivision is located on the northeast side of the Shotover Gorge along the road between Queenstown and Arrowtown. The bridge over the Shotover River is the main access road to Queenstown 6km away.

This subdivision is within the Arthur's Point settlement. It is accessed via Arthur's Point Road by a single entry road shared with neighbouring developments. Arthur's Point Road is shown in the photograph with the subdivision on the left.

INTEGRATION WITH BUILT ENVIRONMENT



- Houses on Atley Road the main spine road front onto the high timber fence of the motor camp.
- Level changes and boundary treatment result in a limited visual relationship between Arthur's Point Road and this subdivision.
- This area is surrounded by recent residential development. To the north along Arthur's Point Road lies an early stone cottage as shown in the photograph to the left.

INTEGRATION WITH THE NATURAL ENVIRONMENT



- The site is located on a flat terrace beside a steep drop down to the Shotover River.
- It is surrounded by mountains on most sides, with the access road aligned with views down the valley.
- Views to the mountains are maintained throughout the scheme.
- The site is formerly farm land and contains a few existing trees.
- Views down to the river are generally privatised.

How successful does this subdivision **integrate** with its local context?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



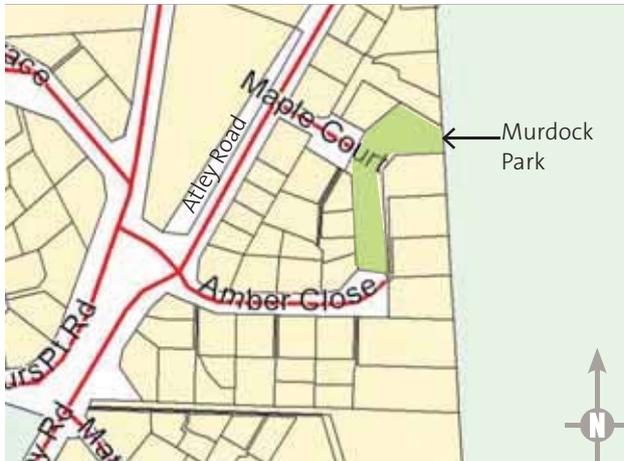
This subdivision forms part of a linear expansion of the Arthur's Point settlement along the road to Queenstown. Its visual impact is limited to one public viewpoint and it sits comfortably on a natural terrace, without the need for substantial modifications to the existing landforms. The rating is reduced due to the lack of facilities (i.e. shops) for residents.

Arthur's Point

Urban Structure

Connectivity

STREETS



The site is served by a logical road hierarchy of Atley Road on the western boundary, cul-de-sacs and private roads. However, limited connections between internal roads reduces connectivity. The cul-de-sacs are linked by a greenway, but this connection does not provide a link to neighbouring subdivisions, or beyond.

STREET HIERARCHY

1. Spine Road (Atley Road)
 - Straight road
 - 12+m wide, 1 footpath
 - Not connected at north to Arthur's Point Road
2. Two Cul-de-sacs
 - Accessed off Atley Road
 - Circular turning heads
 - 8m wide road
 - One footpath
3. Private Link Road
 - Links Atley Road and Cul-de-sac
 - Ranges from 3-4m wide (under construction)
4. Private Right of Ways
 - Five private lanes off Cul-de-sacs
 - 8m wide
 - Shared space (no footpath)



OPEN SPACE



There is an attractive greenway (Murdock Park) which links the two cul-de-sacs and contains a playground and stormwater swales. This greenway is well overlooked by neighbouring houses and the private access road. The vegetation is currently undeveloped. It is the only public open space on the site. There is an informal pedestrian link from Atley Road to the Shotover River (photo to left). There are no other direct pedestrian links to public open spaces/amenities in the area.

How successful is the **connectivity** through (and beyond) the site achieved using streets and open spaces?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



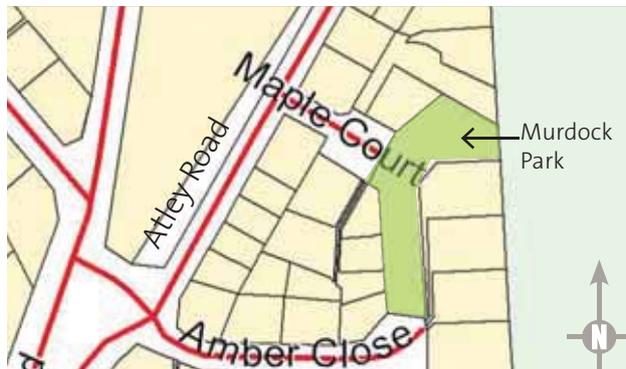
Connectivity could have been better if the greenway extended beyond this site to neighbouring subdivisions. In addition, there are limited connections between internal roads and cul-de-sacs within the development.

Arthur's Point

Urban Structure

Urban Grain

LOT DIVISION



The site is triangular and the road and lot layout generates a gradation of lot sizes from west to east. Of the lots within this subdivision, more units are accessed off private drives than public roads (21 units face a road, 26 a private drive). In all cases the lots fronting public spaces are accessed from private lanes.

The majority of lots are rectangular/nearly square in shape, with the narrowest width along the public frontage. Irregular shaped lots are internalised within the layout.

LOT DEVELOPMENT



There remain a few lots that are undeveloped at the edge of the site. There is a range of lot sizes across the site, with some lots nearer the edge which have been further subdivided. This results in the appearance of greater site coverage and higher density in those areas.

On Atley Road the garages are generally located to the front of the lot (the sunny side). This may be in response to the less attractive view of the motor camp opposite.

Size/Density

Larger lots located at the edge (views of river), with smaller lots nearer Atley Road. Some examples of re-subdivision.

Shape

Lots are generally deeper on their east-west axis, except where south facing on Amber Close.

Access/Frontage

Lots overlooking open spaces are accessed from private drives/ front access lane. Other lots fronted streets and lanes.

Variety

There is a reasonably wide range of lot sizes, which results in variety of house types and sizes.



Footprint Size/Coverage

There is evidence that some buildings maximised site coverage and were close to their lot boundaries.

Arrangement/Typology

Mostly detached dwellings, some were designed to appear as multiple buildings which lessens their visual dominance.

Street Frontage: Garage/Drive

On smaller lots garages appeared more dominant than on larger lots.

Climatic conditions

North-facing lots with aspects to Amber Close used private drives to access garages. This results in garage-free frontages.



Arthur's Point

Appearance (Outcomes)

Legibility

Arrival



The fencing at the entrance does not do the overall quality of the development justice. The fencing relates to the motor camp and the development of one lot at the entrance to the development. If another entrance occurred in the future (from the north), effort should be made to achieve better integration.

Navigation



It is difficult to differentiate between public and private roads; lamp posts, footpaths on public roads and some signage are the only clues. The road surface does not vary providing no definition between public and private roads. One private road links two public roads adding to the confusion.

Security



The greenway is wide with a clear view to destinations at either end. A central footpath is well overlooked by neighbouring dwellings and felt safe as a consequence.

Does this site achieve good **legibility**?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



The entrance is disappointing. It reduces the arrival experience and lacks integration with the surrounding subdivisions. Additionally, the lack of definition between private and public roads and uncertainty of their destinations also detract from the overall success of the scheme. However, the central greenway is a successful, safe connection between cul-de-sacs.

Scale

Typology



The buildings were predominately single-storey detached dwellings. Many dwellings were composed of multiple buildings linked together, resulting in a reduced scale, particularly on larger lots. The majority of two-storey dwellings are on larger blocks along the eastern boundary.

Buildings to Street



Buildings along most streets are of a low scale. On Amber Close garages are accessed off private drives, which helps to reduce the scale of dwellings. However, in other parts, such as Atley Road the scale of the dwellings is dominated by garaging and dwellings are occasionally hidden by fencing.

Buildings to Public Spaces



Along the greenway, on the western side, dwellings tend to be single-storey on small lots, and on the eastern side two-storey on larger lots. Dwellings and associated landscaping were at a scale which resulted in good passive surveillance of the street, without visual dominance. This makes the public space feel safe.

Is the **scale** of development appropriate to the local environment?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



The scale of the buildings within the scheme are considered appropriate to their immediate surroundings. Breaking down individual buildings into a number of smaller elements reduces the built scale. If dwellings on both sides of the greenway were two-storey with less dominant garaging/fencing this would make the development more successful.

Arthur's Point

Appearance (Outcomes)

Active Edges

Setbacks,
Boundary
Treatment and
Landscaping



Generally the dwellings are located close to the road, with generally a 4-5m setback. The development exhibits a high degree of enclosure given the relationship of buildings with the street and through planting and fencing. Stormwater swales made use of the road reserve.

Front facade
openings



Dwellings included a reasonable number of windows and front doors onto public streets which assists in passive surveillance and make the development more personable. In a few instances front doors were obscured by garages, planting and fences, as shown in the photograph to the left.

Garages



Garages occasionally dominated the street due to narrower lots along Atley Road and are often located forward of the dwelling. On other roads in the subdivision garages were generally not as dominant, in particular the north facing sunny side of Amber Close.

Orientation
to streets and
public spaces



Private gardens are often located to the side of the house and offered an additional active edge along the greenways and other public open spaces.

Does the layout of subdivision result in high degree of active edges to public areas?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



The garages along Atley Road and fencing of some lots reduced the overall success of achieving active edges within the subdivision. Excluding this aspect, the remainder of the development appears successful.

Enclosure

Cul-de-sac

The width of this road and road reserve significantly reduces the sense of enclosure of the street. When landscaping is fully established this may help to mitigate this effect.



Private Drive

This private drive is narrow and has the appearance of a shared surface. It has a good sense of enclosure due to reduced building setbacks and a variety of quality boundary treatments.



Does the subdivision successfully achieve good enclosure?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



The public roads and spaces are wide and are less successful in achieving enclosure of the street. However, better street enclosure is achieved by the narrow private drives, which create a better pedestrian-friendly and intimate street environment, although they are not part of the public realm.

Arthur's Point

Appearance (Outcomes)

Quality

Private Buildings



The majority of dwellings are individually designed (i.e. are not standardised building company designs), in particular the larger dwellings on bigger lots. This helps to create variety within the development. The quality is generally good and many include chimneys and local stone.

Private Lot Curtilage



A key characteristic of the scheme is the extensive planting of private gardens and the quality of fencing and boundary landscaping. There is evidence of some building control being exercised to ensure these outcomes.

Public Street Materials



Generally standard tarmac and concrete edging are used for roads. Flush road kerbs and drain covers within stormwater swales are incorporated into the road reserves and make use of otherwise under utilised land.

Public Landscape/ Open Space



Good quality landscaping, in particular of the playground and greenway contributes to the overall quality of the development.

Overall **quality** of subdivision?



The quality of the materials used in the public and private realm is considered to be good and enhances the overall appearance of the scheme.

Character

Consistency Across Site



Besides the dwellings facing Atley Road, there is a reasonable level of cohesion given the quality of planting and public landscaping throughout the development. The absence of road kerbs assists with this.

Building Character



The emphasis of the development is on low-scale, simple built forms. It includes some modern designs and larger buildings, and as a consequence no overall building character is achieved. However, the use of timber and stone in dwellings provides some visual cohesion.

Appropriateness



The use of cul-de-sacs as a principle means of access is not normally encouraged. However, in this instances and given the wider context, sufficient pedestrian access is achieved. The character is, in general, small-scale and varied, offering a reasonably appropriate response to the site and context.

Does the subdivision establish a special **character** appropriate to its site?



The quality of the materials and the consistent use of a number of landscaping elements across the site assists in creating an overall consistent character, which is considered appropriate in this location.

Arthur's Point

Overall Impressions of Subdivisions - Distinctiveness



The **greenway** incorporates stormwater swales, a path and play facilities and overall enhances connectivity.



The use of grassed **swales** within the road reserve results in a treatment appropriate to the wider natural setting.



Garaging to the rear of dwellings accessed off private drives and dwellings fronting the street creates an active street frontage.



A sense of **enclosure** is achieved along the private drives as a result of planting and a narrow carriageway.

Overall Assessment

How successful is this subdivision overall when considering urban design criteria?



THE QUALITY OF PUBLIC AND PRIVATE AREAS AND WALKABILITY OF THIS SUBDIVISION IS SUCCESSFUL. THERE IS EVIDENCE OF COVENANTS WHICH ASSIST IN THE OVERALL QUALITY, ALTHOUGH SOME BOUNDARY TREATMENTS COULD BE IMPROVED.

Key Lessons

- The use of private drives (which act as public through roads) result in a better sense of enclosure and pedestrian scale than that achieved along some of the public roads.
- The greenway is successful as a result of incorporating a playground (a destination). It also includes stormwater facilities and an interesting footpath, enhancing the subdivisions overall connectivity.
- The use of swales within road reserves is attractive and helps integrate private and public landscapes.
- Private drives to the south of the east-west roads enables better residential frontage to the sunny north aspect.

Site E – Atley Downs

Introduction

Size: 1ha

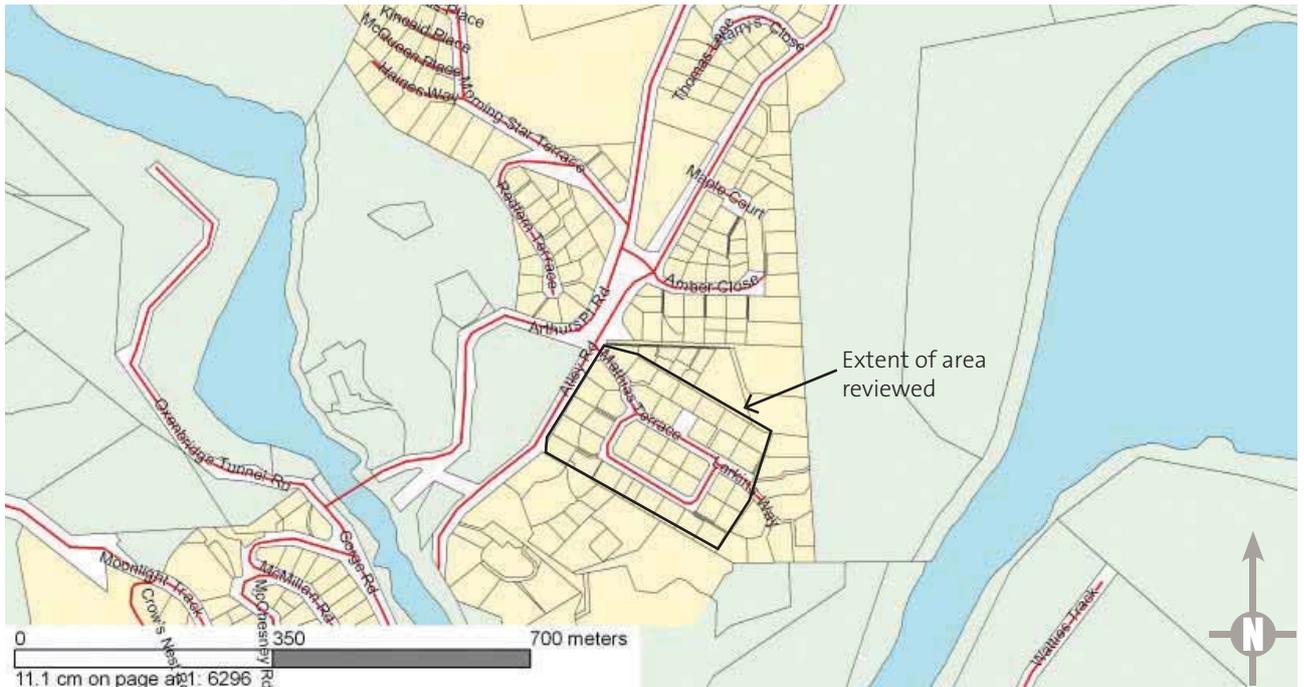
Date of Resource Consent: 2002

Completed: The central sites are largely complete, some under construction. More vacant lots toward the southeast.

Zoning: Residential (light yellow)

Location: Atley Downs is a new subdivision adjacent to the Arthur's Point subdivision. It is approximately 6km from Queenstown Town Centre. It is located on a high terrace above the Shotover River.

Conditions: Mathias Terrace and Larkin Way (part) were reviewed on a sunny cold winter morning.



Atley Downs Zoning Map



Atley Downs Aerial

Atley Downs

Context



Atley Downs is located immediately south of the Arthur's Point subdivision (Site D). These subdivisions are located on a terrace above the Shotover River, on the northeast side of the Shotover Gorge and along the road between Queenstown and Arrowtown. The bridge over the Shotover River is the main access route to Queenstown 6km away.

This subdivision is within the Arthur's Point settlement. It is accessed via Arthur's Point Road by a single entry road shared by the neighbouring developments. The site has views of the surrounding mountains. Connections to the Shotover River are via Atley Road and an informal pathway opposite Harry's Close to the north. There are no direct connections to the river from this site.

INTEGRATION WITH BUILT ENVIRONMENT



- Development is a similar scale to the residential subdivisions to the south and west. The scheme west of Arthur's Point Road is shown.
- Immediately to the south of Atley Downs across the gorge lies part of the earlier settlement. This is a typical rural development of larger, irregular lots set within a wooded environment. It includes the former timber weatherboard farm buildings.

INTEGRATION WITH THE NATURAL ENVIRONMENT



- The site is located on a flat terrace beside a steep drop down to the Shotover River.
- Views of the mountains are obtained from all parts of the site.
- There is little evidence of retained vegetation on the site, although there are existing trees at its south east edge, as shown in the image to the right.
- The central reserve varies in level and as a result it is unclear if this is a natural or man-made feature.

How successful does this subdivision **integrate** with its local context?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



This subdivision is located on a relatively flat terrace adjacent an existing settlement with limited facilities for residents (i.e. shops). Visually it is unobtrusive in the landscape. Links to the neighbouring subdivisions could be improved through pedestrian walkways.

Atley Downs

Urban Structure

Connectivity

STREETS



This subdivision has one access off Atley Road and no other external road connections. Atley Road links to Arthur's Point Road which connects Queenstown and Arrowtown. Mathias Terrace, a loop road, services most of the site with one short cul-de-sac off it. Larkins Way is a private drive and a number of smaller lanes off this provide access to back lots.

STREET HIERARCHY

1. Atley Road
 - Main Access Road
 - 8m carriageway
 - Footpath on one side
2. Mathias Terrace
 - 14m road reserve and 8m carriageway.
 - Loop Road
 - Footpaths on both sides
3. Larkins Way
 - Private Road
 - Footpath one side
4. Private Drives
 - 5m roadway
 - No footpaths



OPEN SPACE



There is one reserve within Atley Downs and it is bordered on three sides by Mathias Drive, with some dwellings on the eastern boundary. It varies in level and is grassed, with no formal activities or footpaths on it. Swales and footpaths within the landscaped road reserve result in a pleasant walking experience throughout the site. Further visual interest is created by a short cul-de-sac off Mathias Drive (photo to left) which is well landscaped.

How successful is the connectivity through (and beyond) the site achieved using streets and **open spaces**?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



Mathias Terrace is the primary access and provides adequate internal connections for a subdivision of this size. A pathway to adjacent developments (and facilities within the reserve such as play equipment) would enhance pedestrian connectivity.

Atley Downs

Urban Structure

Urban Grain

LOT DIVISION



On the flatter portion of the site, east of the central reserve, the lot sizes are generally even in shape and size, with wider frontages along the roadway. The lots which are closer to Atley Road are on a down-slope to the road and are accessed off private drives from Mathias Terrace with pedestrian connections to Atley Road. Some back lots to the north also require private drive access. The small courtyard off Mathias Terrace in the centre of the image above offers an alternative to a private driveway arrangement. The lots increase in size further east along Larkins Way.

LOT DEVELOPMENT



The development of the lots within Atley Downs generally results in mostly single-storey dwellings with large footprints, although there are a number of two-storey dwellings. There is a variety in the treatment of garages and their location. Mounding of the lot frontage and/or sides is evident, in particular along the northern extent of Mathias Terrace.

Size/Density

The lots are generally approximately 1,000sqm in area. There is little evidence of further subdivision.

Shape

Due to the rectangular site, the majority of the lots are almost square in shape with the longer edges facing the road.

Access/Frontage

Most lots front roads. The lots on the western edge have road access to Mathias Terrace but front Atleys Road.

Variety/Variation

Further subdivision of one lot is evident (to create two even length road frontages).



Footprint Size/Coverage

Dwellings and garages are generally large and cover the majority of lots, as seen on the aerial.

Arrangement/Typology

Predominantly single-storey dwellings, with some two-storey dwellings in the south east of the subdivision.

Street Frontage: Garage/Drive

Overall there is variety in how garages are designed. Some front the street and generally they are setback.

Solar Orientation

There is evidence that private open space is designed to favour the sunny side of dwellings using deep setbacks from the road edge on northern aspects.



Atley Downs

Appearance (Outcomes)

Legibility

Arrival



The entry to Atley Downs is marked by a rise in road level, a stone wall and metal signage. The paving used for footpaths also changes. As this part of the site forms part of a wider subdivision, this entry treatment might be more appropriate at the main entrance.

Navigation



The site is accessed by a rectangular loop road which links the majority of the site. Private drives extend from the corner bends of the road and effectively form private extensions to the loop, and in particular are used to access the sloped lots adjacent to Atley Road.

Security



There was no evidence of anti-social behaviour (i.e. graffiti or vandalism). The roads and lanes have good visibility and feel safe.

Does this site achieve good **legibility**?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



The grid layout of the subdivision is easy to navigate and there is a sense of safety and security.

Scale

Typology



In general, buildings are single-storey with chimneys or other rooftop features. Some dwellings at the southern edge are two-storey in height. Most dwellings have double garages and these are located in a variety of locations in relation to the dwelling (to the front, side, or behind).

Buildings to Street



The streets are wide but the footpaths and swales lessen the appearance of this. The dwellings are of a scale which help define the street edge. Some however are slightly elevated above the street.

Buildings to Public Spaces



The reserve is quite large and does not include any footpaths, seats, etc. Two adjacent buildings front this space. If there were two-storey buildings adjoining it this would achieve more effective enclosure of the space.

Is the **scale** of development appropriate to the local environment?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



The scale of buildings in relation to the street is generally appropriate to the development, although the dwellings adjacent to the reserve appear dwarfed beside this large space.

Atley Downs

Appearance (Outcomes)

Active Edges

Visibility



Fencing, mounding and slightly elevated lots limit the visibility of some dwellings from the street. When the mound planting is fully established this will further reduce visibility. Dwellings located adjoining the reserve have good visibility (it is notable that they have not fenced off their boundary to the reserve).

Front facade openings



The north facing dwellings in particular, have many windows and doors visible from the street. A number of dwellings have separate footpaths leading to the front door. However, front fences and mounding once again limit visibility of front facades in places and creates a feeling of separation.

Orientation/proximity



The larger two-storey houses along the southern edge of the site sit further back from the road reserve than other dwellings. However, upper floor windows compensate for some loss of passive surveillance resulting from a generous front setback.

Garages



In a number of cases, garages are dominant elements when viewing dwellings from the street. However, this is not always the case. A couple of dwellings appear to have habitable rooms above the garage, which increases the number of windows overlooking the street and creation of an active frontage.

Does the layout of subdivision result in high degree of **active edges** to public areas?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



On balance, the extent of active edges within this scheme is acceptable, considering the number of lots with windows and doors facing the street in comparison to the number of sites which have high fences, mounding and concealed openings.

Enclosure

Taller building elements and slightly elevated buildings assist in creating a sense of enclosure to the street. Footpaths, swales and planting assists this, and will improve as the landscaping develops.



Some enclosure of the short cul-de-sac off Mathias Terrace is achieved given the taller building elements create a vertical impression, which balances out the width of the road.



Does the subdivision successfully achieve good **enclosure**?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



Despite the width of the road reserve, the height of the dwellings and the treatment of the roads results in definition of the street edge and a sense of enclosure. This is likely to improve when the landscaping matures.

Atley Downs

Appearance (Outcomes)

Quality

Private Buildings



Building materials appear to be of high quality and well maintained and the dwellings are also appear to have been individually designed.

Private Lot Curtilage



The quality of private planting is good (although it is not fully established). There is no evidence of a consistent approach to lot enclosure, which may have helped with strengthening the cohesiveness of the scheme. There is evidence of mounding along streets, which may be used instead of fencing.

Public Street Materials



The visual dominance of roads is broken up by the use of stone paving at crossing points. However, there is evidence of wear and tear and this detracts from the overall impression of this feature. The use of swales is more appropriate to this low density/rural setting.

Public Landscape/ Open Space



The quality of the swales, footpaths and planting within the road reserve is very good and adds to the overall impression of the scheme. However, the open space in comparison is bland given limited detailing and features and the appearances of a large grassed area.

Overall **quality** of subdivision?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



The overall impression of the quality of this subdivision is high and well maintained. If the large open space was further developed with play equipment or planting the quality of this scheme would be rated 'very successful'.

Character

Consistency Across Site



There is a consistency of building materials and forms in this subdivision which suggests that building controls may be in place. The overall impression of Atley Downs is of a reasonably consistent character.

Building Character



The overall design, use of natural materials and gables results in high quality, attractive buildings.

Appropriateness



Private and public landscaping along and adjoining the road reserve is appropriate to its setting and has an appearance of blending with the landscape. The reference to a grid layout reflects the development of other flat sites in Queenstown.

Does the subdivision establish a special **character** appropriate to its site?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



The character of the Atley Downs subdivision is appropriate to its rural setting, incorporating the use of swales, landscaping and sympathetic building design and materials.

Atley Downs

Overall Impressions of Subdivisions - Distinctiveness



The post boxes on Atley Road are a unique feature of the site and result in a memorable place.



Swales used within this development are appropriate to the rural setting and the use of grey schist reflects the colours of the surrounding mountains.



The use of a stone wall at the entrance with planting reflects the rural setting.



The cul-de-sac achieves a level of creativity and is well overlooked and cohesive given it incorporates informality and a shared space design approach.

Overall Assessment

How successful is this subdivision overall when considering urban design criteria?



THIS QUALITY OF THE PUBLIC AND PRIVATE AREAS OF THIS SUBDIVISION IS SUCCESSFUL. THERE IS EVIDENCE THAT BUILDING CONTROL COVENANTS MAY HAVE BEEN IN PLACE TO ASSIST IN THE OVERALL QUALITY.

Key Lessons

- The road reserve treatment and taller elements on buildings result in definition of the street, which helps mitigate some of the effects of the wide road.
- The use of swales within road reserves is attractive and helps integrate the private and public landscapes.
- The consistent use of similar building materials and apparent building controls results in an overall character which is attractive.
- The use of a short cul-de-sac which adopts an informal shared space design approach instead of a private road to achieve back lot access and increase road frontage is commendable.

Conclusion

The purpose of this review is to assess some typical subdivisions in relation to current urban design best practice. The findings of this report may assist QLDC in achieving better urban design outcomes in future subdivisions. It is important to note that the majority of the schemes reviewed were consented and commenced before the launch of the Urban Design Protocol in 2005. Therefore,

a general awareness of essential urban design qualities was unlikely at the time in which they were designed.

The key findings and overall assessment of each subdivision are not compared in this report. However, a number of the key lessons learned are outlined below in relation to each of the urban design criteria.

Urban Design Criteria - Key Lessons

Context

- All schemes reviewed were on greenfield sites.
- The schemes considered more successful were generally those located close to existing communities, built areas, key routes or services.
- The natural landscape setting is important and the retention of natural features, i.e. stream, trees, slopes, makes a real difference to the overall quality.

Connectivity

- Most sites were well connected externally for vehicular traffic.
- A hierarchy of roads was not always clear on site.
- Road arrangements which are not dictated by slopes vary significantly between schemes.
- All schemes provided open spaces, but these varied in scale, level of provision and quality of connections.
- The safety and design of pedestrian connections affected the overall connectivity of the subdivisions.

Legibility

- Curved and apparently arbitrary road alignments can be confusing.
- There were few landmark buildings or central areas of focus to aid navigation. Greater reliance should be made of natural features (i.e. distant views).
- Cul-de-sacs were mostly short, aligned with open spaces and had footpath connections to other destinations.
- Most developments achieved a sense of arrival, though few had a central focus determined by layout or form.

Scale

- The majority of buildings comprised detached single-storey dwellings on flat sites or two to three-storey on sloping sites.
- The larger lots tended to adjoin open spaces or site boundaries, rather than streets.
- Some larger lots have been further subdivided and

this can have a negative effect on the overall visual coherence.

- Large scale open spaces and wide roads appear larger when bounded by single-storey dwellings.
- Road reserves are an under-utilised resource. However, swales within the road reserve were successful on some sites.
- There was insufficient provision of larger buildings to define and enclose public areas.

Active Edges

- Dwellings predominantly fronted streets, but a large number also were located within rear lot developments. This reduces the ability to create active streets and also resulting in deep blocks.
- Street activity is lessened by wide lot street frontages.
- There is a tendency for garages to dominate street frontages. However, there is more creativity in garage and parking solutions on steeper slopes.
- Passive surveillance is reduced by frontage enclosure (i.e. fences, walls), planting and level changes.

Enclosure

- The sense of enclosure is generally weak due to the low ratio of building height to road width/open space (roads tend to be too wide).
- Occasionally groupings of taller buildings and careful use of landscape features assisted in creating some definition to street edges and a sense of enclosure.
- In places, public and private planting and some well designed boundary fencing assisted in forming an edge to the street.
- Narrower private roads often resulted in a better sense of enclosure than wider public roads.

Quality

- Predominantly new schemes were reviewed, resulting in a generally good overall building appearance.
- Common road materials results in some monotony and there was some surface materials degradation.

Conclusion

- Good quality public landscaping and private gardens are important factors in achieving cohesion and visual quality.

Character

- Varied building character reduced an appearance of regular forms, but individual designs added interest.
- Some schemes appeared to be enhanced by building controls on colour and materials (i.e. use of local stone).
- Some formal road layouts were less successful due to lack of appropriate supporting building scale and location.

Creativity

- There was little evidence of creativity in road design and urban grain.
- Lot shapes appeared to be designed to achieve uniform lot sizes rather than creating an attractive three-dimensional built outcome, by establishing enclosure, street edges, focus on corners or good edges to open spaces.
- The lack of a comprehensive relationship between built form and roads resulted in a lack of urban structure within developments.

Local Distinctiveness

- There was a generally a low response to local character. The schemes which had more local distinctiveness tended to succeed in more criteria. Some schemes demonstrated good use of local materials in building and landscape treatment (i.e. stone and local plant varieties).
- The scale of development, especially roads, sometimes compromised the ability to respond to local character.
- Standardised roading arrangements reduced local distinctiveness.

Appendix 6. Wanaka Low Density Residential Monitoring Report

The Wanaka Low Density Residential Zone Monitoring Report



Policy and Planning
Queenstown Lakes District Council
August 2011

Executive Summary

This monitoring report has been formulated to outline the current state of the Low Density Residential zone (LDRZ) in Wanaka based on factual data relating to consented development. Potential resource management issues that are affecting the zone are identified and issues that need specific attention during the District Plan review are highlighted for consideration.

Resource management issues for the zone are articulated below as questions and answers:

1. *To what extent has the intended predominantly low density residential character and amenity been achieved in the zone?*

The majority of development is in the form of low density residential dwellings and therefore the plan appears to be working well in achieving what is intended in that regard.

2. *Is the integrity of the zone being challenged through either the scale of development occurring, or a proliferation of non-residential uses?*

No, however there is currently scope in the Plan for developments to be consented that could give rise to unanticipated results. This issue requires further investigation

3. *Are the Rules in the District Plan effective in achieving the desired outcomes for the Wanaka Low Density Residential zones?*

In many cases the desired outcomes for the zone are being achieved however further investigation is required regarding anticipated results sought and the potential imposition of appropriate rules in the plan to ensure desired outcomes are achieved. Currently there may be a slight disconnect between the objectives and policies and the rules designed to achieve desired results.

The District Plan Review should address the following:

- The objectives and policies relating to Wanaka that are inappropriate for the LDR zone or have served their purpose should be revisited;
- The link between policy and rules should be strengthened to ensure unanticipated results are defined as non complying activities;
- Further data collection should be undertaken relating to affected party approvals to identify if consents for slight infringements can be avoided by reviewing the rule structure in the Plan.

Introduction

The focus of this monitoring report is whether the District Plan ('the Plan') objectives and policies are being achieved in the low density residential zones (LDRZ) of Wanaka.

The most recent monitoring report for these zones was dated 2 April 2009 as reported to the Strategy Committee of Council. It focused primarily on the issue of visitor accommodation locating in the LDRZ across Queenstown and Wanaka. This report is distinct from the monitoring reports on the residential zones in Queenstown, published in February 2011 and June 2011 respectively.

The Community Outcome that is relevant to this monitoring report is '*High quality urban environments respectful of the character of individual communities*'.

What is the Low Density Residential Zone Trying to Achieve?

A full reprint of the relevant excerpts from the District Plan, for the Issues, Objectives and Policies related to the LDRZ in Wanaka can be found in Appendix 2.

The objectives and policies for the zone appear to seek the following environmental results:

- A compact residential form to allow efficient servicing;
- An environment where residential amenity and a sense of community is maintained;
- A zone dominated by small scale low density residential living where outdoor living and planting is provided for;
- A residential area where properties are not unduly shaded by adjoining built form;
- To ensure non residential activities and associated noise and hours of operation are such that amenity values of the low density living environment are maintained;
- To provide for adequate and appropriate car parking.

In addition to the district wide objectives and policies for the zone the objective and policies relating directly to the Wanaka area seek the following environmental results:

- Identify low density rural living development locations in close proximity to Wanaka;
- To retain the general character of the current residential environments in terms of density, building height, access to sunlight, privacy and views;
- To provide for a Catholic school within the zone.

The above anticipated results for the Wanaka LDR zone raises issues that can be dealt with during the District Plan review. The objective and policy relating to the provision of rural living in the LDR zone appears to be in conflict with the primary district wide goals of creating compact residential forms in the LDR zones in the district to maintain LDR character and provide for efficient servicing. The rural living development described is catered for by other zone types (i.e. Rural Living) and if this is really a goal for part of the area of land zoned as the Wanaka LDR area then zoning of land may have to be revisited to achieve the results anticipated by that

objective. If rural living is not intended the objective and associated policies may need to be removed.

The Catholic School referred to in the objectives and policies has been established therefore there may be no requirement for objectives and policies relating to its establishment.

Overall, the resource management issues for this zone can be articulated as three questions:

1. To what extent has a predominantly low density residential character and amenity been achieved in the zone?
2. Is the integrity of the zone being challenged through either the scale of development occurring, or a proliferation of non-residential uses?
3. Are the Rules in the District Plan effective in achieving the desired outcomes for the Wanaka Low Density Residential zones?

What is the “State” of the Wanaka Low Density Residential Zone

Approach

This report applies the same approach as that taken during the monitoring of the Queenstown Low Density Zone. This involves reviewing resource consent and building consent data in order to obtain a clearer picture of the kind of development activity on different properties in the zone.

The resource consent activity occurring in the zone has been compiled from Council’s NCS system, with data reported for the period of 1995 through to 1 April 2011, a 15 year period. This electronic system has not historically been used to provide data that can assist with understanding the quality of consent decisions. Further work on improving the quality of data in the system will improve the speed and efficiency of obtaining useful data used in preparing monitoring reports. Currently much of the data comes from manual reviewing of consent files in order to understand what trends are emerging.

Wanaka Low Density Residential Zone Data

A total of 3362 consents, where there is a match for building consent activity, were shown to specifically relate to the Wanaka LDRZ. Of these, a sample size of 1298 consents, were chosen at random representing approximately $\frac{1}{3}$ of all LDRZ consents in Wanaka. This sample size equated to consents relating to 253 developments. Of the sample size 233 consents were either completed or are currently active.

Type of Activity

As the table below indicates, 27% of developments sought resource consent for new development:

TYPE OF ACTIVITY-RESOURCE CONSENT		
Development	63	27%
Alteration	84	33%
Change of Use	14	6%
Subdivision	72	28%
Lapsed, Withdrawn or Unknown	20	8%
Total Developments- RC	253	100%

Use Type

The following table, indicating type of activity shows what the building consent application indicates the development would be used for.

TYPE OF ACTIVITY-RESOURCE CONSENT		
Residential	220	87%
Visitor Accommodation	23	9%
Other Non - Residential	10	4%
Total Developments	253	100

This table shows that 87% of consents were for purely residential activities. This indicates that residential activities are dominant in the zone and that satisfies the environmental results anticipated relating to the maintenance of residential activities in the zone. Up to 6% of the consents for residential development may have changed through consents granted for change of use however residential development would remain the dominant form of development in the zone.

The next stage is to establish whether the dominant residential development identified above is low density development as intended for the zone. The following table displays different scales of residential activity (Small = 1-2 units; Medium = 3-9 units, and Large = over 10 units).

NUMBER OF UNITS BY SIZE		
Small (1-2) Units	207	82%
Medium (3-9) Units	13	5%
Large (10+) Units	0	0%
Visitor Accommodation	23	9%
Non Residential	10	4%
Total Developments	253	100%

The table indicates that the LDRZ seems to be functioning as outlined in the District Plan as small scale residential development accounts for 82% of all residential development activity.

The data used shows visitor accommodation makes up 9% of the activity consented in the zone. There are a number of instances of larger scale visitor accommodation along Anderson Road in Wanaka. Large and medium scale visitor accommodation development can impact significantly on the environmental results anticipated for the Wanaka LDRZ and currently the activity status afforded to certain activities, including VA, may not achieve the goals set out in the objectives and policies for the zone.

Of the 23 VA developments noted above 4 are large scale, 11 are medium scale and 8 are small scale. Approximately $\frac{2}{3}$ of the medium sized VA developments outlined above were originally granted consent for residential development and subsequently changed use to VA. This shows that there is scope in the LDRZ for the development of medium sized residential development and subsequent conversion to VA that may give rise to unanticipated results in the zone.

To give an example, to change a 12-unit residential development with attached residential flats into VA facility is a discretionary activity under current plan provisions. Case law has been established since the formulation of the current District Plan that states that if an activity has a discretionary status it is anticipated in the zone. Therefore currently although a 12 (or 24 if flats are included) unit VA facility may not be anticipated by the objectives and policies for the zone it is by the associated rules.

This is one example of many potential situations that may arise where the District Plan rules that dictate activity status are not aligned with the objectives, policies and anticipated results for the zone. Further investigation should be undertaken during this District Plan review to establish what is anticipated by the objectives and policies and what rules should be established to ensure these anticipated results are achieved. An example of how this process may work is included as appendix 3 to this report.

Visitor Accommodation Sub Zone

There are several areas in the Wanaka Low Density Residential zone that are overlaid with a Visitor Accommodation sub zone where VA activities are anticipated. An investigation of these VA sub zones has shown that all the areas have been established as VA facilities which indicates that the VA sub zone is working as intended.

Decision Making and Consent Status

If consent was required how was it determined? Was it through a Commissioner hearing or directly by the consenting authority under delegated authority? Those granted by hearing would include notified applications, where the proposal would have been viewed as 'Discretionary' or 'Non-Complying'.

CONSENT GRANTING		
Delegated Authority	148	58%
Commissioner (Hearing)	84	33%
Declined	0	0%
Not Stated	21	8%
Total Developments	253	100%

The difficulty with the above data is that in many cases consents can be decided without notification or a hearing if affected party approvals are obtained from those parties the Council considers to be affected by a proposal.

The information above does indicate that further data should be collected to establish whether affected party approvals were received for the decisions made by delegated authority without notification or a hearing. If there is a high instance of consents being

granted by delegated authority where approvals were not required then a change to rule structure in the Plan may avoid the need for many of the consents sought for very minor infringements.

RESOURCE CONSENT STATUS		
Non-complying	125	49.4%
Restricted Discretionary	52	20.6%
Discretionary	34	13.4%
Controlled	33	13.0%
No Activity Status	5	2.0%
Permitted	1	0.4%
TOTAL	253	100%

On the whole, approximately 50% of those consents in the sample dataset had a Non-Complying activity status. This gives an immediate, however potentially false impression that the rules within the LDRZ section of the District Plan are consistently breached and that granting of consent to these breaches can potentially give an outcome which otherwise is not anticipated by the plan.

The fact is that many of the non complying activity consents in the LDRZ were due to historic consents for activities not being catered for in the preceding Transitional District Plan. If activities were not covered in the Transitional Plan they were deemed to be non-complying under Section 374(4) of the Resource Management Act. For example, earthworks were not given a specific activity status in the residential zones in the Transitional Plan. As a result consents in the LDRZ involving earthworks were considered non-complying in accordance with Section 374(4) until 2005. In 2005 the present plan became operative and from that point the Transitional Plan was not used to determine activity status.

The results of the above anomaly are clear to see in the tables below.

NON COMPLYING 1995-2010		
Activity Not in the Plan (i.e. earthworks and other activities)	29	23%
Garages and garage setback infringements	14	11%
Height and Recession Plane infringements	38	30%
Setback, yard and internal boundary infringements	13	10%
Subdivision infringements	29	23%
Other types of infringements	2	2%
TOTAL	125	100%

The table above outlines the breakdown of non complying activity consents using a sample set of consents dating back to 1995. A large percentage of the non-complying consents (44%) in the 15 year sample are for activities that would be deemed to be more permissive under the current plan, being either permitted, controlled, restricted discretionary or discretionary activities. To illustrate this, a consents sample from 2005 onwards shown in the table below identifies non complying activities. The reasons for non compliance have narrowed significantly.

NON COMPLYING 2005-2010		
Height and Recession Plane infringements	32	78%
Subdivision infringements	7	17%
Other types of infringements	2	5%
TOTAL	41	100%

The majority (78%) of breaches to the current plan rules related to building height infringements. If, after further investigation relating to affected party approvals, it is determined that the breaches were minor, changes to the rules in the District Plan may avoid the need for these consents.

Further investigation into this issue should be undertaken in the District Plan review to ensure data is not misleading.

QUALATIVE ASSESSMENT OF DEVELOPMENTS IN WANAKA RESIDENTIAL ZONES

Qualitative Assessment: Subdivision

A qualitative assessment, *Urban Design Critique of Subdivisions in Queenstown Lakes District* dated August 2010 assessed the urban design qualities of seven subdivisions within the District. The Wanaka - specific sections of that report dated July 2011 are attached in Appendix 4.

Overall, it found that the qualitative aspects of subdivisions at Mt Iron Estate ranged between less successful and not successful and Meadowstone ranged between successful and acceptable. The outcomes of this report should be addressed in the District Plan review of the Wanaka LDR zone.

Qualitative Assessment: Visitor Accommodation & Density provisions

Previous monitoring reports on the LDRZ (April 2009) identified specific provisions, that were thought to be the rules, that were permissive to the location of some large scale multi-unit visitor accommodation developments in the Low Density Residential zone. This issue has been discussed above using an example of Anderson Road VA developments and ways to improve the link between rules and policy should be examined in the detailed review of the LDR zone section of the Plan. This does not just relate to visitor accommodation but to all anticipated results in the LDR zone.

Concluding Remarks

Trends

In many instances the LDRZ is working fine and delivering results as anticipated by the community and the District Plan however as the Plan is currently set out there may be scope for that situation to change.

District Plan Review Issues

The District Plan Review should address the following:

- The objectives and policies relating to Wanaka that are inappropriate for the LDR zone or have served their purpose should be revisited;
- The link between policy and rules to ensure unanticipated results are defined as non complying activities;
- Further data collection should be undertaken relating to affected party approvals to identify if consents for slight infringements can be avoided by reviewing the rule structure in the Plan.

Appendix 1: What is District Plan monitoring?

The RMA requires that three aspects of the District Plan are assessed, with the findings used to inform the process of reviewing the District Plan. With respect to the Plan's objectives, policies and methods, these aspects are:

1. District Plan Effectiveness
2. District Plan Efficiency

District 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 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. For example, market demand for specific types of residential property.

Plan Efficiency monitoring refers to comparing the costs of administering the Low Density Residential 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.

Appendix 2: The Wanaka Low Density Residential Zone and Corresponding District Plan Issues, Objectives, Policies

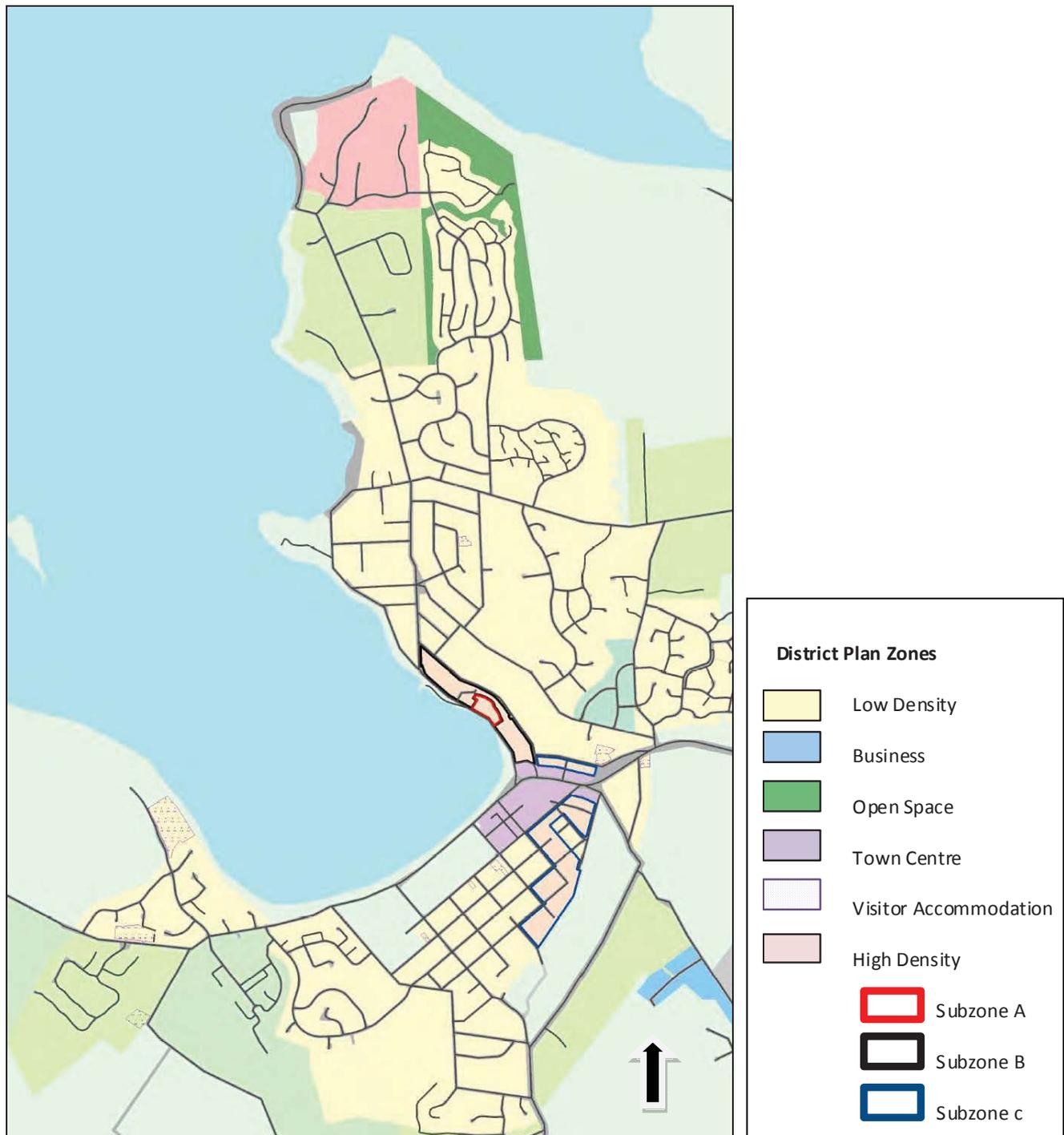


Figure 1: Map showing the Location of the Residential Zones in Wanaka

Following are the relevant excerpts from the District Plan, for the Issues, Objectives and Policies related to the existing Low Density Residential Zone in and around Wanaka.

7.1.1 Issues- Residential Areas

iii Character and Scale

The Character and scale of development within residential zones should achieve desired outcomes anticipated by the District Plan

iv Residential and Visitor Accommodation Amenity

Protection and enhancement of people's social wellbeing resulting in the amenity value of their living environments.

7.1.2 District Wide Residential Objectives and Policies

Objective 2 - Residential Form

- *A compact residential form readily distinguished from the rural environment which promotes the efficient use of existing services and infrastructure.*

Objective 3 - Residential Amenity

- *Pleasant living environments within which adverse effects are minimised while still providing the opportunity for community needs.*

Policies

- 3.1 *To protect and enhance the cohesion of residential activity and the sense of community and well being obtained from residential neighbours.*
- 3.2 *To provide for and generally maintain the dominant low density development within the existing Queenstown, Wanaka and Arrowtown residential zones, small townships and Rural Living areas.*
- 3.4 *To ensure the external appearance of buildings reflects the significant landscape values and enhance a coherent urban character and form as it relates to the landscape.*
- 3.5 *To ensure hours of operation of non-residential activity do not compromise residential amenity values, social well being, residential cohesion and privacy.*
- 3.6 *To ensure a balance between building activity and open space on sites to provide for outdoor living and planting.*
- 3.7 *To ensure residential developments are not unduly shaded by structures on surrounding properties.*
- 3.8 *To ensure noise emissions associated with non-residential activities are within limits adequate to maintain amenity values.*
- 3.9 *To encourage on-site parking in association with development and to allow shared off-site parking in close proximity to development in residential areas to ensure the amenity of neighbours and the functioning of streets is maintained.*
- 3.10 *To provide for and encourage new and imaginative residential development forms within the major new residential areas.*
- 3.12 *To ensure the single dwelling character and accompanying amenity values of the Low Density Residential Zone are not compromised through subdivision that results in an increase in the density of the zone that is not anticipated.*
- 3.13 *To require an urban design review to ensure that new developments satisfy the principles of good design.*
- 3.14 *To ensure the single dwelling character and accompanying amenity values of the Low Density Residential Zone are not compromised through subdivision that results in an increase in the density of the zone that is not anticipated.*

Objective 4 - Non-Residential Activities

- *Non-Residential Activities which meet community needs and do not undermine residential amenity located within residential areas.*

Policies:

- 4.1 *To enable non-residential activities in residential areas, subject to compatibility with residential amenity.*
- 4.2 *To enable specific activities to be acknowledged in the rules so as to allow their continued operation and economic well being while protecting the surrounding residential environment.*

7.3.2 Issues (Wanaka)

The District wide residential issues impact on and are relevant to residential activity and amenity in Wanaka residential areas. In addition, a number of local issues exist relevant to this report:

- i Protection of the surrounding rural landscape from inappropriate development.*
- ii The need for rural living opportunities in close proximity of or abutting the town.*
- iii Retention of low density residential development.*
- iv Noise control.*
- v Opportunities for peripheral expansion.*
- vi The potential adverse effects that inappropriate development can have on the lakeshore.*
- vii Tree planting can lead to the shading of neighbouring sites.*

7.3.3 Objectives and Policies - Wanaka Residential and Visitor Accommodation Areas

Objectives:

1. *Residential and visitor accommodation development of a scale, density and character within sub zones that are separately identifiable by such characteristics as location, topology, geology, access, sunlight or views.*
2. *Low density rural living development in identified locations in close proximity to Wanaka.*
3. *Retention of the general character of the residential environments in terms of density, building height, access to sunlight, privacy and views.*
4. *To provide for the expansion of the Catholic School in Wanaka within the thresholds of the Low Density Residential Zone.*

Policies:

- 1 *To provide for some peripheral expansion of the existing residential areas of the towns in a manner that retains the consolidated form of the towns.*
- 2 *To provide for rural living opportunities as part of the Wanaka environs.*
- 3 *To provide limited opportunity for higher density residential development close to the Wanaka town centre.*
- 4 *Residential development organised around neighbourhoods separate from areas of predominately visitor accommodation development.*

- 5 *Avoid the planting and locating of inappropriate tree species so as to reduce the impact of excessive shading and loss of vistas.*
- 6 *To provide for the expansion of the Catholic School over time as the number of pupils increase, within the framework of the Low Density Residential zone.*
- 7 *To ensure that safe road and pedestrian access is provided to the school from the Kirimoko Block and to surrounding neighbourhoods.*

Implementation Methods

The objectives and associated policies will be implemented through:

i District Plan

- (a) *To enable a range of residential and visitor accommodation areas clearly delineated by zone and sub zone boundaries.*

Explanation and Principal Reasons for Adoption

The Wanaka residential area contains a different character to Queenstown both as a result of different development pressures and community aspirations. The objectives and policies are directed at promoting and protecting the current general form and density of development and to enhance the residential areas by way of greater care for the relationship of the residential areas to the surrounding rural and lakeshore environments. In all respects the policies seek to promote consolidation of the residential areas with some provision for peripheral expansion as well as areas of rural residential development. This will provide for a range of lifestyles while avoiding any adverse effects on the important surrounding visual amenity of the topography, lakes and rivers.

The growth opportunities identified at Wanaka are provided for in a form and location that will consolidate the urban area of town and accommodate anticipated residential growth.

7.2.4 Environmental Results Anticipated

Implementation of the policies and methods for management relating to the established residential areas will result in:

- i *Maintenance of the general character and scale of existing residential areas with sites being dominated by open space rather than buildings, providing the opportunity for tree and garden planting around buildings.*
- ii *Existing residential activity characterised by low building coverage and building height, but with opportunity for variety in building design and style.*
- iii *Maintenance of a residential environment which is pleasant with a high level of on-site amenity in terms of good access to sunlight, daylight and privacy.*
- iv *Maintenance of the opportunities for views consistent with the erection of low density, low height buildings.*
- v *The exclusion or mitigation of activities which cause adverse environmental effects, such as excessive noise, glare, odour, visual distraction, traffic and on-street parking congestion, traffic safety and other hazards.*
- vi *Residential coherence except in circumstances of established non-residential uses or where a local need prevails for non-residential activities ancillary to the surrounding residential environment.*

- vii Maintenance of water quality and availability for residential and other activities.*
- viii New residential areas providing for higher density living environments with good integration of open space, aspect, circulation and regard for energy efficiency and convenience to facilities.*
- ix Protection of the major visitor accommodation activities consistent with their significant value to the social and economic well being of the district and New Zealand.*
- xi Achieving an appropriate balance between retention of existing character and providing for new development in areas of change.*

Appendix 3: Example of How Rules Can Ensure Anticipated Results

What is anticipated by the objectives and policies and what rules should be established to ensure these anticipated results are achieved? The following is an illustrative example relating to VA development in the LDRZ.

What is Anticipated in the LDRZ?	What can VA development in LDRZ lead to?
Generally small scale buildings	Large/medium scale buildings
Low level of visible car parking	High level of visible car parking
Extensively landscaped sections	Sections without extensive landscaping
Low noise emissions	High noise emissions
Maintenance of LDR amenity values	LDR amenity values not being maintained

What is a potential solution in this case to maintain LDRZ as anticipated?

The introduction of zone standards to make development that gives rise to unanticipated results a non-complying activity.

Zone standards may be introduced to ensure the following:

- Design of buildings in broken forms to resemble buildings characteristic of LDR zone;
- Design of well screened car parking areas;
- High quality of landscaping particularly on boundaries;
- Design to mitigate noise effects on LDR environment. i.e. enclosed courtyards, balcony placement away from adjoining properties, acoustic screening, et cetera.

If a development is proposed that does not incorporate the above then it would breach zone standards and be a non-complying unanticipated development in the zone. This may encourage applicants to design with the LDRZ anticipated results in mind and result in the maintenance of amenity in the LDRZ.

Appendix 4: Urban Design Critique – Wanaka Only



Urban Design Critique of Subdivisions in Queenstown Lakes District

Wanaka Only- July 2011



August 2010

C10066_Template_Report_Final_Issued_20100819

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Sites A-E are not included. They were published in May/June 2011 with the Queenstown Low Density Zone Monitoring Report.

Only the Wanaka examples F & G are included in this version of the report.

Introduction

Scope of Project

Urban Design has been defined as *'the art of making places for people. It includes the way places work and matters such as community safety, as well as how they look. It concerns the connections between people and places, movement and urban form, nature and the built fabric, and the process of ensuring successful villages, towns and cities. Urban design is the key to making sustainable developments and the conditions for a flourishing economic life, for the prudent use of natural resources and social progress'* (DETR, By Design)

Queenstown Lakes District Council (QLDC) appointed Boffa Miskell to assess the **urban design qualities** of seven subdivisions within the District. The maps on page 4 show the locations of these subdivisions. This report includes a record of built outcomes of the subdivisions alongside an assessment of the visual quality and an appraisal of other urban design outcomes.

Methodology

Overview

The project was undertaken by urban designers from Boffa Miskell in conjunction with planning and urban design staff from QLDC. It is anticipated that this will assist QLDC staff in monitoring the outcomes of subdivisions in the District and in particular, the relevant policies and rules.

Initially, a site assessment template was developed with a list of elements to assess and items to photograph. The template included a checklist of urban design criteria to ensure continuity. This served to focus on the key issues for the reviewers when critiquing the individual subdivisions. The urban design criteria is discussed more overleaf.

The site visits were undertaken in winter (June 2010) and as a consequence the effect of planting is less visible, in particular, the visual effects of deciduous street trees. For some sites snow and ice obscured part of the open spaces.

Not all of lots within the subdivisions have been developed at time of site visit. In some cases the scale of the on site survey was reduced to a smaller number of streets agreed with QLDC. On site, the subdivision was discussed and assessed in relation to each urban design criteria and its elements. The response of each subdivision to the urban design criteria was rated on a sliding scale of very successful to not successful. An example of the sliding scale is below.

Overall, how successfully does this subdivision integrate with its local context?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



What do these ratings mean?

Very Successful: The subdivision is considered to achieve the best outcome in relation to the urban design criteria in almost all areas of the development. Represents an example of best practice.

Successful: The subdivision is considered to result in a good outcome in relation to the urban design criteria in most areas of the development.

Acceptable: The subdivision is considered to result in a satisfactory outcome using the urban design criteria.

Less Successful: The subdivision does not result in a satisfactory outcome in relation to the urban design criteria in some areas of the development.

Not Successful: The subdivision is considered to result in a very poor outcome in relation to the urban design criteria in almost all areas of the development.

Where appropriate, a summary sentence is included to outline why a subdivision received a certain rating, in particular where it was considered close to another rating or any extremes were balanced across the subdivision.

Urban Design Criteria

The urban design criteria used in the assessment has been designed to specifically comment on residential subdivisions. Elements of the Urban Design Protocol, QLDC’s Urban Design Strategy and other urban design literature informed this criteria. A brief definition of each criteria used is given below. Throughout this report each criteria below are discussed and demonstrated.

Context: Refers to how the development addresses its wider context in relation to external connectivity (i.e. links to external amenities and town centre shops and parks), natural features (i.e. landscape) and built form (scale of neighbouring subdivisions, roads, etc).

Connectivity: A development is assessed favourably if the place is easy to move around by foot, bike and vehicle and also provides connections between amenities such as reserves and streets within the site.

Urban Grain: The pattern and size of land uses and road layouts, the buildings and their lots within a subdivision. A rating of the urban grain has not been included within this report as its results are discussed within other criteria such as legibility, enclosure and scale.

Legibility: A development is assessed favourably if the place can be easily understood (and memorable) and navigated as a person moves about it.

Overall Assessment

Each subdivision has a concluding overall assessment page which brings together the ratings from each individual criteria assessment. The ratings for each criterion are assembled into a diagram to assess if there is a consistent rating for that subdivision. An example of this is shown below. The dotted line indicates in general where the

Scale: The combined impacts of built elements when seen in relation to its surroundings i.e. roads, open spaces or other buildings and how it responds to the scale and character of the development within the wider context.

Active Edges: Refers to the potential for visual engagement (or ‘passive surveillance’) between the street users and activities taking place in buildings (particularly on the ground floor). The presence of ‘active edges’ helps places feel safer and more personable.

Enclosure: The creation of a sense of defined space by means of surrounding buildings and planting.

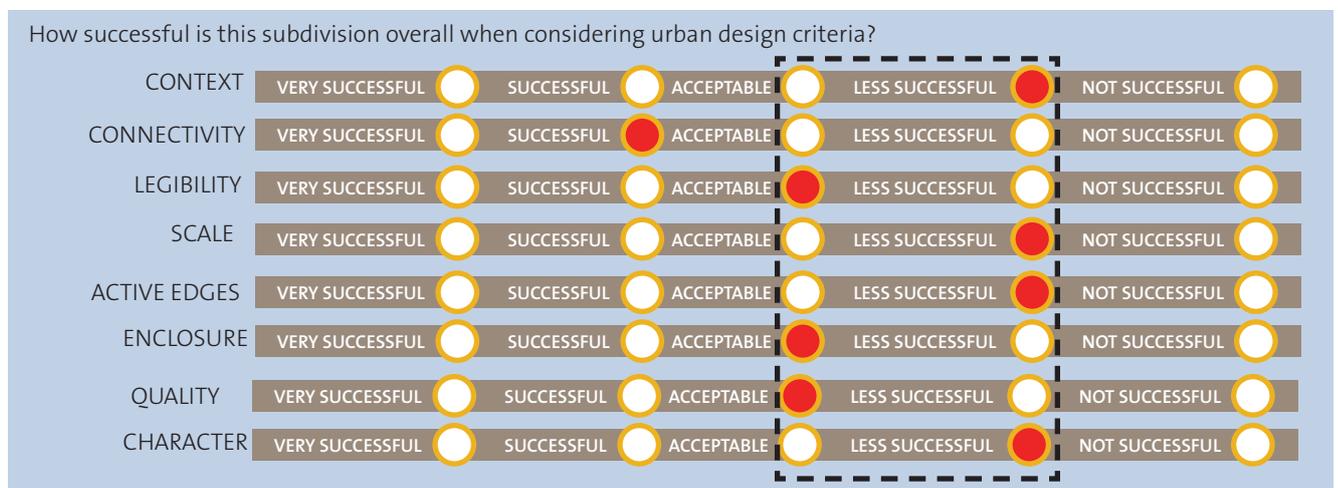
Quality: The external appearance and functionality of materials and design elements used in both public and private areas and their overall maintenance/longevity.

Character: A place that responds to and reinforces locally distinctive patterns of development and landscape features.

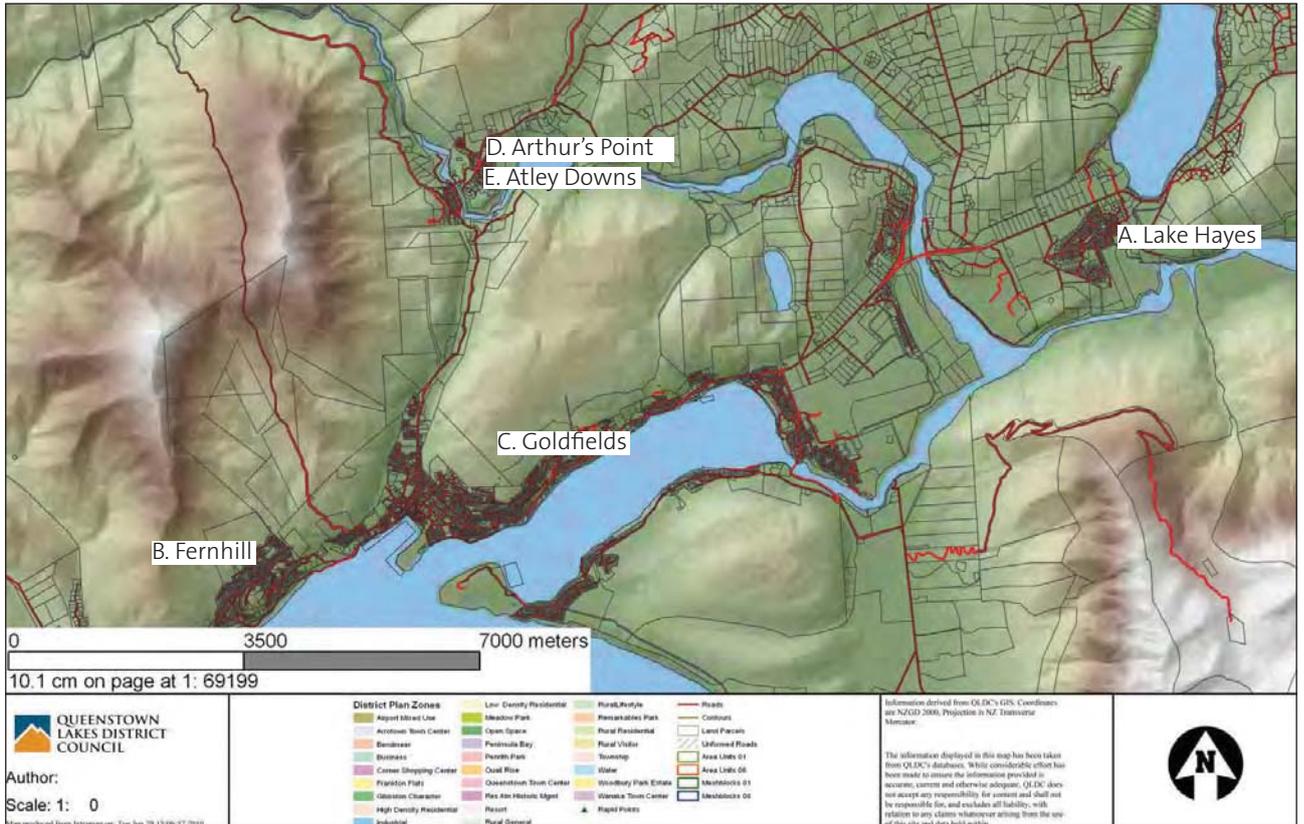
Distinctiveness: The special features which make a place more memorable and therefore more legible.

Creativity: The innovative approaches which promote diversity and turns a functional place into a memorable place. These are recorded in the key lessons at the end of each section.

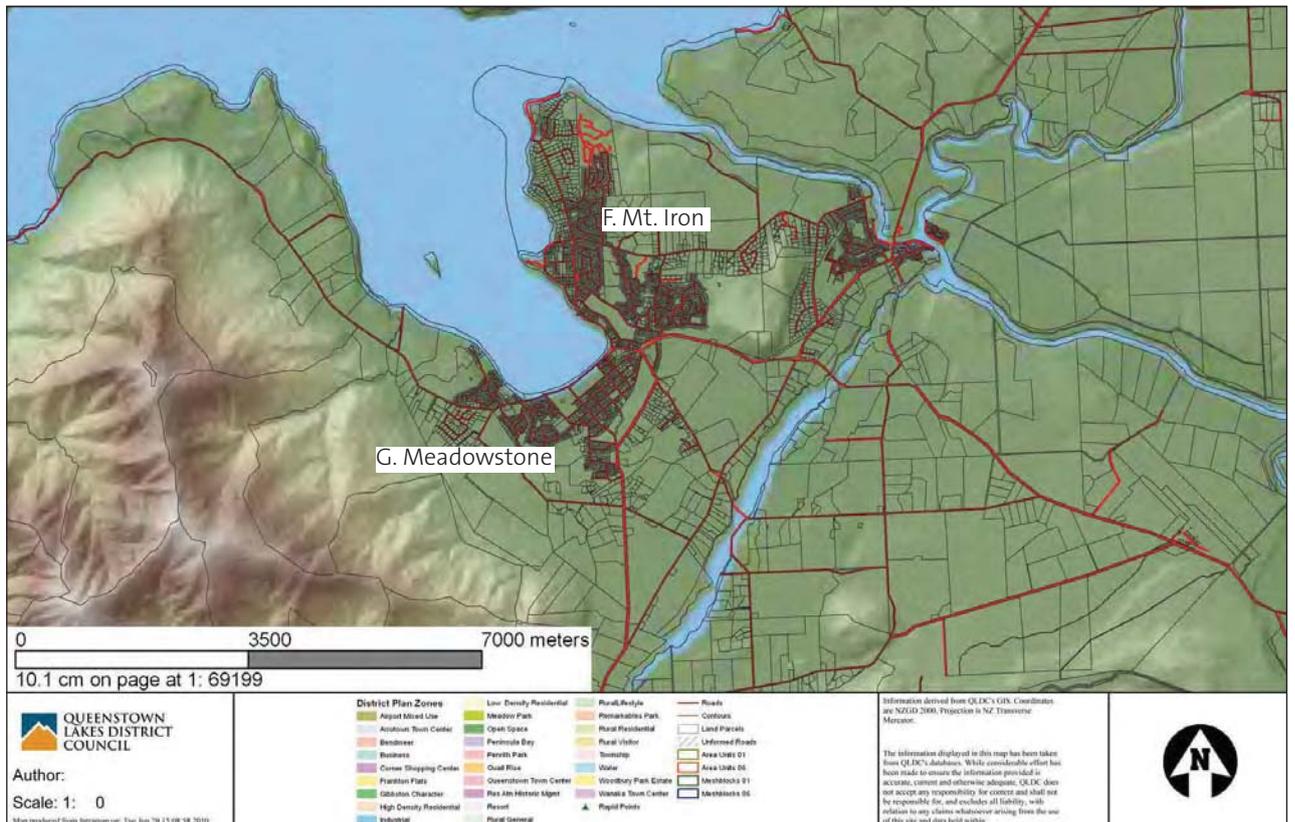
overall rating sits. This is followed by a short summary statement about the subdivision. A number of key lessons to learn from each subdivision are listed beneath the overall assessment table, which also comments on elements of creativity or extremes that were averaged out for the purposes of the ratings.



Sites Appraised



Sites in Queenstown



Sites in Wanaka

Site F – Mt. Iron Estate, Wanaka

Introduction

Size: 19.5ha. Approximately 120 were lots reviewed (contained within the black line on the map below)

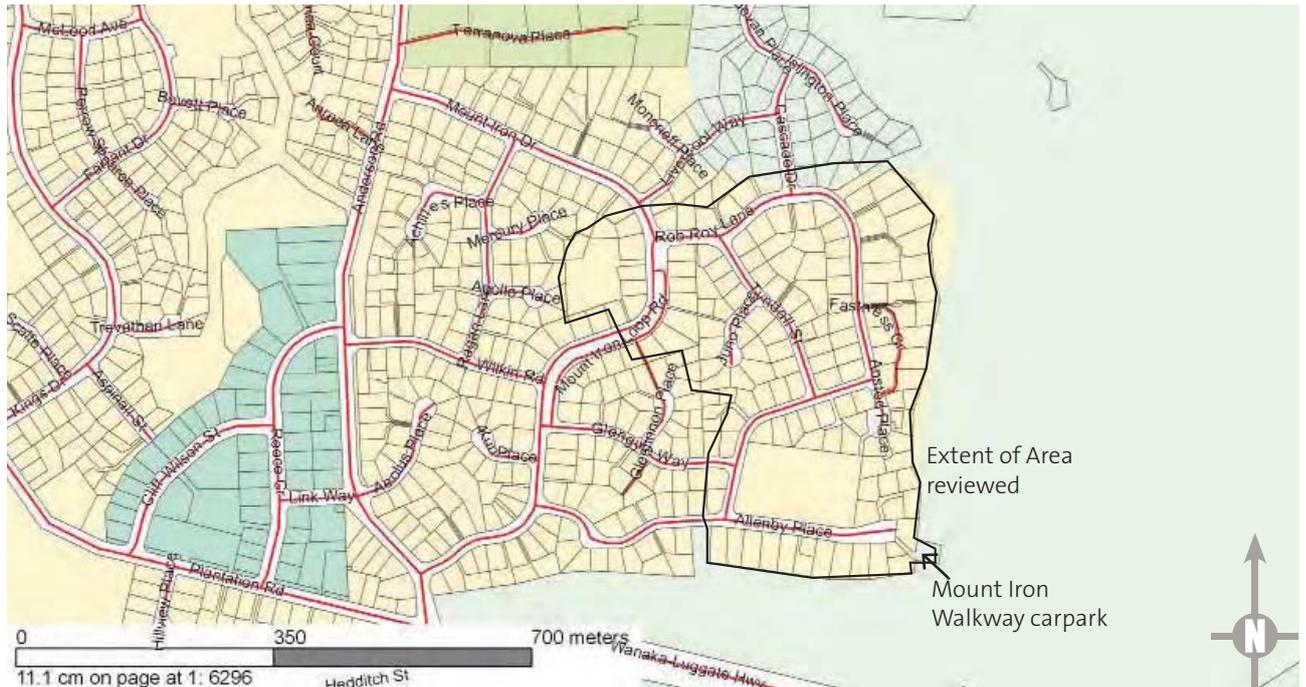
Date of Consent: 2002

Complete: Largely complete, some vacant lots at the edge of area reviewed.

Zoning: Residential (light yellow)

Location: Mt. Iron Estate is approximately 1 km to the north east of Wanaka town centre. It is also close to the commercial area in Anderson Heights (shown in blue/green colour). Not all of the streets in Mt. Iron were reviewed.

Conditions: The site was visited on a cold sunny winter's morning.



Mount Iron zoning map



Mt. Iron Estate aerial

Mt. Iron Estate

Context



This is a recent subdivision with several peripheral lots under construction and an undeveloped landscape. It is part of a wider development which extends west to the local commercial centre of Anderson Heights. It is an extension of Wanaka township and backs onto the open slopes of a local landmark, Mt. Iron to the north east. Mt. Iron has a walking track and parking / toilet facilities accessed from within this site. The subdivision is readily visible from this track.

Vehicular access to the site is achieved from the west. Although the State Highway passes immediately to the south, it is not visible due to terracing. The Highway and Mt. Iron itself limit connections to the wider township in two directions. This site is a 15 minute walk from the town centre and a 5 minute walk from the Anderson Heights commercial centre.

INTEGRATION WITH BUILT ENVIRONMENT



- Vehicular connections to the surrounding subdivisions is primarily via local roads linking to Mt. Iron Loop Road/Mt. Iron Drive and Anderson Road that serve as collector roads.
- The development is bordered by new and established residential developments to the west and north.
- The development to the west is similar in urban grain, density and roading arrangements, although it is located in a more mature landscape setting.

INTEGRATION WITH THE NATURAL ENVIRONMENT



- Mt. Iron is visible from the majority of the site and creates a strong landscape setting.
- Besides the gently undulating land, there is little reference to previous land use, landforms or natural features. One exception is an internal, informal reserve with established trees.
- Sloping land at the base of Mt. Iron has been modified to provide flatter building platforms that step down to Rob Roy Lane.

How successful does this subdivision **integrate** with its local context?



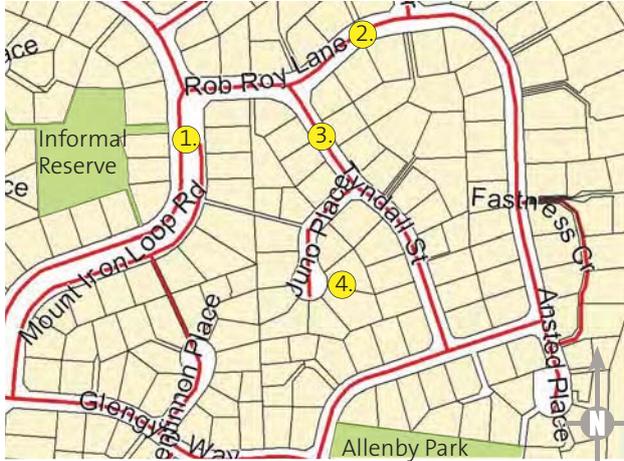
The subdivision has little design reference to its previous activities or features, although Mt. Iron is visible from most locations. The site is well connected and has adopted a similar design approach to that of the surrounding development. However, the urban grain is different to the traditional parallel and regular layouts adopted in Wanaka.

Mt. Iron Estate

Urban Structure

Connectivity

STREETS



The subdivision is accessed by three roads. All connect via T-junctions onto Rob Roy Lane, the principal loop road, which is connected via a roundabout to Mt. Iron Loop Road. Rob Roy Lane feeds one connecting road, two of cul-de-sacs and several private driveways. A network of public walkways (1-1.5m wide) also link these roads to Allenby Place and Mt. Iron walkway. An alternative pedestrian route to the State Highway is possible via the Mt. Iron walkway.

OPEN SPACE



STREET HIERARCHY

1. Mount Iron Loop Road
 - Road width 15m
 - Footpaths both sides
 - Wider in one section due to a slipway
2. Rob Roy Lane
 - 20m road reserve
 - 11m road width
 - Two footpaths in parts
3. Tyndall Street
 - 18m road reserve
 - 9m road, narrowing to 6m at pinch point
 - Footpath one side
4. Cul-de-sacs
 - 15m road reserve
 - 7m road width
 - Head of cul-de-sac 27m diameter including footpaths to both sides



Allenby Park is a large open space (photo at top left) and consists of an expansive level playing field. There was little evidence of activity. An informal open reserve also exists between Mt. Iron Loop Road, Mercury Place and Apollo Place. This space is accessed by two footpaths and a private drive, although the barrier at the end of the drive does not signify a public space (photo above). The pedestrian walkways are narrow, bordered by high fences and informally signposted to lead to the Mt. Iron walkway.

How successful is the connectivity through (and beyond) the site achieved using streets and open spaces?

VERY SUCCESSFUL SUCCESSFUL ACCEPTABLE LESS SUCCESSFUL NOT SUCCESSFUL

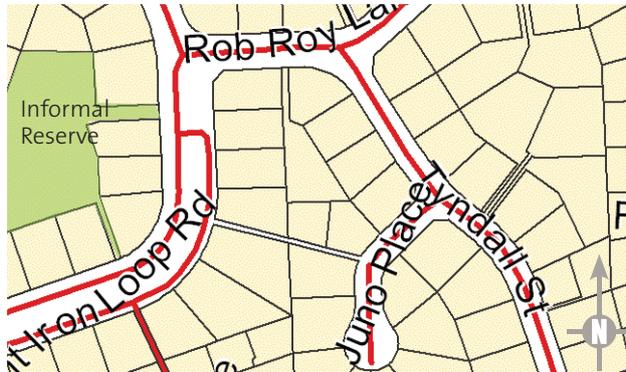
This subdivision has good vehicle and pedestrian connectivity given a network of roads and walkways. However, the walkways show evidence of anti-social behaviour (e.g. graffiti) and could be better designed to increase a sense of safety. The street blocks are large and despite pedestrian walkways in some parts, this results in longer walking distances.

Mt. Iron Estate

Urban Structure

Urban Grain

LOT DIVISION



Internal access is along predominantly curvilinear roads, which provide for adequate lot division and vehicular access to the irregularly shaped subdivision. All roads provide frontage access to generally even shaped lots on both sides, with the exception of two single-sided roads adjacent to Allenby Park. Private drive access is limited to larger rear lots adjacent to Mt. Iron and irregular shaped internal lots. There is some evidence of lot re-subdivision which effects the coherence of the urban grain.

LOT DEVELOPMENT



Dwellings generally align to the minimum road setback distances. However, visual regularity is limited by the variation in construction materials and building styles. There is little coherence across the development, although there is a noticeable use of high fences and planting to front boundaries. In some cases, lots along Rob Roy Lane have been raised slightly. In addition, some lots have been developed with deep setbacks to allow for further subdivision in the future.

Size/Density

The majority of lots are evenly sized (700-850 sqm). Larger lots are located at the foot of Mt. Iron and near Allenby Park.

Shape

Road side lots are generally square or rectangular, with central irregular lots accessed by private drives.

Access/Frontage

Minimum lot widths fronting roads creates regularity. Lots vary in depth and angle in response to curvilinear roads.

Variety/Variation

Variation includes the irregular shaped lots resulting from the road and cul-de-sac arrangements. Some corner lots appear larger.

Footprint Size/Coverage

Most dwellings and garages appear large and maximise site coverage.

Arrangement/Typology

Most dwellings are single-storey detached houses of varying styles. Some are two-storey/comprehensive units.

Street Frontage: Garage/Drive

Many standardised buildings located close to lot boundaries. Garages facing the street reduces passive surveillance.

Variety / Variation

Re-subdivision results in good and bad outcomes. On sloping sites this means dwellings in close proximity on different levels raising privacy issues.



Mt. Iron Estate

Appearance (Outcomes)

Legibility

Arrival



This subdivision is similar in layout to the surrounding subdivisions. When coming from the north a roundabout on Rob Roy Lane identifies the arrival point. From the south individual signage to Allenby Place, Allenby Park and strong views to Mt. Iron suggests a separate identity.

Navigation



Mt. Iron and Allenby Park acts as navigational aids on site. Road widths vary slightly, but there is little visual change to distinguish the road hierarchy. There are few built landmarks and streets with a different character. However, narrow walkways and minimal destination signage do not encourage pedestrian navigation.

Security



In several locations narrow pedestrian walkways are enclosed by high fences. These compromise a feeling of safety. Graffiti on fences further indicates a lack of security. Roads appeared wide with extensive driver visibility and generous bends. This can encourage high vehicle speeds.

Does this site achieve good legibility?



Mt. Iron is a notable landmark and together with Allenby Park, aids wayfinding within this site. However, concern over safety and desirability of pedestrian walkway arrangements and roading layout, reduces the overall success of legibility.

Scale

Typology



The majority of the buildings are single-storey detached dwellings, with some examples of one and a half and two-storey dwellings along the site perimeter, particularly at the foot of Mt. Iron and adjacent to Allenby Park. There is a notable sense of openness and inconsistency within the development.

Buildings to Street



Regular lot frontage widths have established a predominantly single-storey building rhythm. As a result of lot level changes, multiple building styles there is little building frontage continuity or regularity along the street. Front fences are high and double garages tend to dominant the street.

Buildings to Public Spaces



As an expansive level sports field, Allenby Park comprises the main public open space. Due to its scale, the surrounding single-storey buildings appear visually insignificant. Even on the larger lots along Allenby Place, re-subdivision has resulted in two-storey buildings predominantly on rear lots. Taller buildings fronting the park would have provided a better scale and relationship.

Is the scale of development appropriate to the local environment?



As a consequence of lot arrangements, two-storey buildings are predominantly located away from public roads and spaces. Therefore, the built form does not help define public spaces, or counter the dominance of roading to any great effect.

Mt. Iron Estate

Appearance (Outcomes)

Active Edges

Visibility



Individual lots have wide street boundaries, which reduces the number of dwellings along the street. Approximately a quarter of the lots have no public street frontage. Many frontages have high fences, wide garages and retaining structures. This results in poor visibility between dwellings and the street.

Front facade openings



Due to front boundary treatment (i.e. fencing and retaining structures), the visibility of dwellings from the street is variable and frequently restricted. Garages and blank gables also reduces the views of front doors and windows from the street.

Orientation/proximity



A small number of dwellings are placed side-on to the street to achieve better solar orientation, which results in blank walls facing the street. There are no predominantly east-west oriented roads, resulting in minimal variation in the location of building on either side of the street.

Garages



Double garages and driveways are often the focal point of front elevations. This is particularly the case where landscaping has not been provided for. However, many dwellings are individually designed, which introduces variation in layout and materials and relieves the visual dominance of garages from the street.

Does the layout of subdivision result in high degree of **active edges** to public areas?



There are no apparent design controls in place to ensure street activity and passive surveillance of public roads, spaces and walkways. This is further emphasised by the variation in building design, ground levels and treatment of frontages.

Enclosure

Tyndall Street

Very little enclosure of streets is established within this subdivision, mostly due to the wide roads/ road reserves. This is accentuated by deep building setbacks and low dwelling heights.



Ansted Place

The only place where a sense of enclosure is achieved is at the head of Ansted Place. This is due to the height and proximity of building to the street. However, the width and layout substantially undermines this.



Does the subdivision successfully achieve good **enclosure**?



The scale of roads/road reserves limits the opportunity for effective street and open space enclosure. However, even the narrower roads such as the private drives still have low building heights, which limits opportunities to define the street.

Mt. Iron Estate

Appearance (Outcomes)

Quality

Private Buildings



The majority of buildings are individual designed, resulting in a very eclectic mix of building styles and limited cohesion. There is a strong emphasis on render and brick finishes, with relatively little stone or reference to other local materials.

Private Lot Curtilage



The extent and variety of boundary treatment and undeveloped planting accentuates the lack of continuity. This results in a fragmented appearance across the development as a whole. There are very few examples of high quality frontage fencing or landscaping.

Public Street Materials



All public and private roads are treated similarly with tarmac seal and concrete kerbing. The one exception is red concrete block work to crossings, parking bays and other uses. This lack of differentiation between types of streets is confusing.

Public Landscape/ Open Space



Some public street landscaping is good, but it is limited in extent. Most of the street trees are not fully established. Allenby Park is entirely grassed with sporadic tree planting. The informal public space retains several existing landscape features. When the trees within the subdivision mature it may improve the overall visual quality of the development.

Overall **quality** of subdivision?



There is little consistency in the style of dwellings and the quality of their gardens and boundaries. The streetscape is uniform and dominated by asphalt, with some block work features. When planting has matured, it may improve the quality.

Character

Consistency Across Site



The only consistent elements across the site are the roads and views to the surrounding landscape. The mix of building styles, materials and relationship of buildings to the street has more of a rural residential character than one associated with an urban extension.

Building Character



As the built character shows little consistency the overall character of the subdivision is influenced by the appearance of the roads. The future success of landscaping may result in an improved appearance. However, given than private front gardens appear smaller than in other scheme this may be limited.

Appropriateness



While the development adopts a similar design to its neighbours, there is little reference to the traditional built character of Wanaka, apart from general openness to the wider landscape. The road structure is a generic suburban model and other than Mt. Iron, this development could be anywhere.

Does the subdivision establish a special **character** appropriate to its site?



There are no distinctive features, aside from views of Mt. Iron, within this subdivision which are memorable. The layout and lot development do not respond to the context and there is no consistency in character or appearance. However, the future look of this development does depend on how the landscape matures.

Mt. Iron Estate

Overall Impressions of Subdivisions - Distinctiveness



Wide Roads/Road Reserves

These are the predominant feature of this subdivision.



Pedestrian Walkways

While offering direct connections between roads they are not pleasant or attractive routes.



Mt. Iron Walkway

This is an excellent amenity, although links to the walkway could be clearer from within the site.



Further Subdivision

The process of lot re-subdivision seems unco-ordinated in some parts of the site.

Overall Assessment

How successful is this subdivision overall when considering urban design criteria?



ALTHOUGH THIS DEVELOPMENT PROVIDES A PLEASANT ENOUGH LOCATION ADJACENT TO MT. IRON, IT FALLS SHORT OF A NUMBER OF KEY URBAN DESIGN CRITERIA RESULTING THEREFORE RESULTING IN AN UNACCEPTABLE OUTCOME. GIVEN ITS LOCATION AS AN URBAN EXTENSION TO WANAKA IT DOES NOT MAKE THE BEST USE OF ITS LOCATION.

Key Lessons

- Roads dominate this scheme, both in width and alignment. Wide unused road reserves contribute little and reduce the overall success of this subdivision.
- Controls in relation to further lot subdivision would regulate the unco-ordinated look already evident on site.
- Narrow walkways with high fences do not promote security and encourage anti-social behaviour such as graffiti.
- Key landforms such as Mt. Iron can aid legibility, but has not been well utilised.
- Although the layout of the subdivision is efficient, there is little evidence of any creativity in road, lot, or built form arrangements. A combination of acceptable standards provides adequate functionality, but fails to contribute to its local context or include distinctive features.

Site G – Meadowstone, Wanaka

Introduction

Size: 20ha

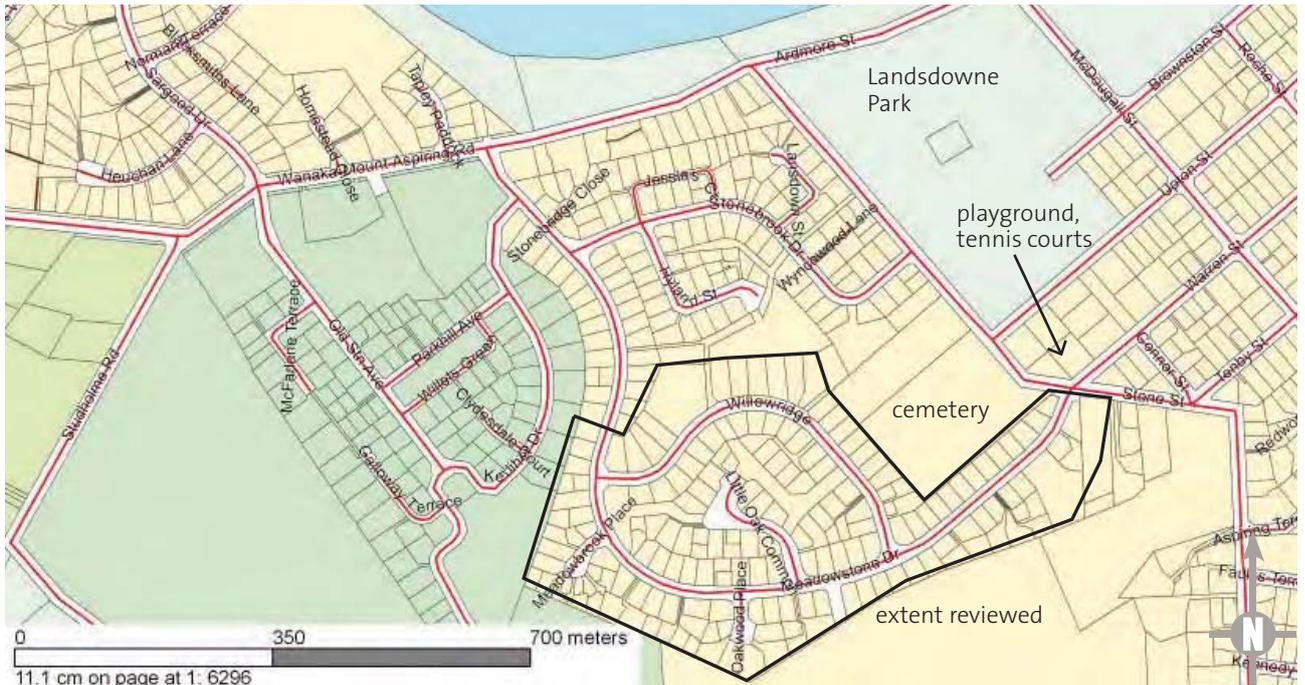
Date of consent: 2001/2002

Complete: Yes, however a retirement village is under construction within the area reviewed.

Zoning: Residential (light yellow) and Meadowpark (dark green - Rural Lifestyle)

Location: This subdivision is an extension of Wanaka to the south west. Its entry point is within 1 kilometre of the town centre. The streets reviewed include Willowridge, Little Oak Common, Meadowstone Drive (part), Meadowbrook Place and Oakwood Place.

Conditions: The site was visited on a cold, drizzly winter afternoon.



Meadowstone zoning plan



Meadowstone aerial

Meadowstone, Wanaka

Context



The subdivision is an extension of the town centre to the south-west, separated from the centre by a residential area, the cemetery and Landsdowne Park.

The site is on gently sloping land between the surrounding hills and Lake Wanaka. It is accessed by two roads off Stone Street and two roads off Mount Aspiring Drive. Meadowstone Drive is a direct extension of Warren Street which leads to the town centre. There are pedestrian connections to the nearby park.

The subdivision is approximately 1 km from the town centre. The primary school, parks, playground, Lake Wanaka and some other amenities are within 1 km of the site.

INTEGRATION WITH BUILT ENVIRONMENT



- Meadowstone Drive links with the town grid, but the scheme layout does not extend the formal grid pattern. Nevertheless, there are several direct and indirect connections to the town centre.
- The subdivision is close to the local amenities of the town centre, playground and tennis courts.
- A retirement village on site links with the existing rest home on a neighbouring site.
- Residential units back onto the adjacent cemetery.

INTEGRATION WITH THE NATURAL ENVIRONMENT



- Views of Mt. Iron are framed in part by the alignment of Meadowstone Drive.
- The southern most dwellings sit at the foot of the hillside and sit comfortably within it.
- There are no views of the lake from the public realm.
- An existing stream is incorporated into the greenways network.
- Some trees, in particular an oak tree, are retained within the site.

How successful does this subdivision **integrate** with its local context?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



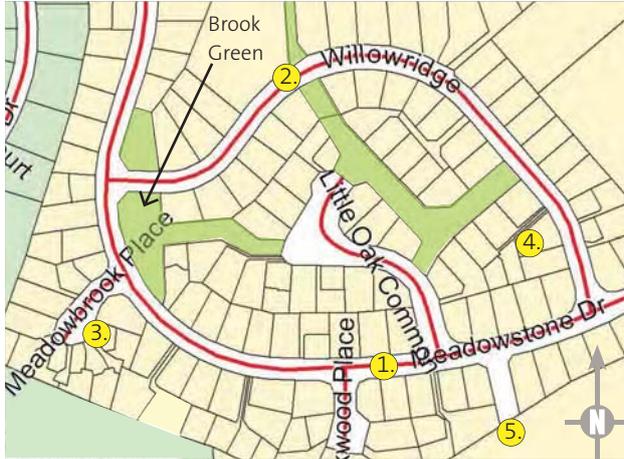
This subdivision integrates well with its natural setting, using existing features and does not unduly encroach on the hillside. However, it backs onto the cemetery, concealing this from public view, and does not reference the grid layout of the nearby town centre.

Meadowstone, Wanaka

Urban Structure

Connectivity

STREETS



This portion of the subdivision is well connected, via a main road (Meadowstone Drive), a local loop road (Willowridge) and three cul-de-sacs. Each of these roads is further connected with greenways. There is provision for a future link to the south (marked as No.5 on the map). The widths of public roads/road reserves appear similar and therefore do not readily convey the road hierarchy. In contrast, the private roads are narrower.

STREET HIERARCHY

- 1 Meadowstone
 - 9m (20m road reserve)
 - Main connecting routes
 - Footpaths both sides, with brick paving
- 2 Willowridge
 - 9m (20m road reserve?)
 - Internal connecting road
 - Footpaths both sides, with brick paving.
- 3 Cul-de-sacs
 - Three in this section
 - 8.5m wide
 - Short routes with footpaths
- 4 Private Drives
 - Seven in this section
 - 4m wide (on average)
 - No footpaths, some change in materials



OPEN SPACE



A network of greenways connect the roads and cul-de-sacs to the remainder of the site north to Landsdowne Park. Some greenways follow the path of a stream and one is focused around an existing Oak tree. This greenway is well overlooked by back lots. The greenways vary in width, but are generally wide; in places up to 20m. There are also informal public open spaces along the greenways. However, the greenways do not have footpaths, which limits their use as pedestrian connections.

How successful is the connectivity through (and beyond) the site achieved using streets and open spaces?

VERY SUCCESSFUL
 SUCCESSFUL
 ACCEPTABLE
 LESS SUCCESSFUL
 NOT SUCCESSFUL

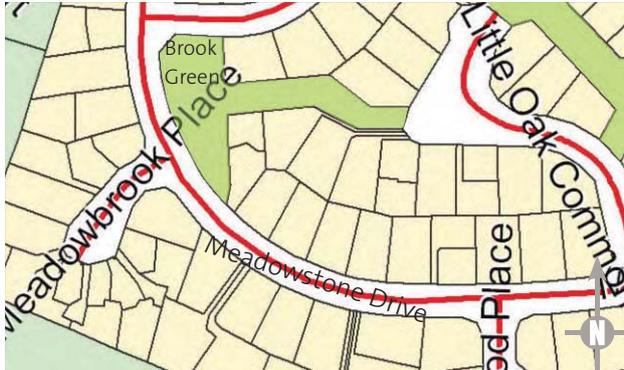
The greenways are well connected. If there was a further vehicle route connectivity would have been more successful.

Meadowstone, Wanaka

Urban Structure

Urban Grain

LOT DIVISION



The site is irregularly shaped and with the curvilinear alignment of the roads, generates a variety of lot shapes. There is also a variety of lot sizes, with larger lots on the northern side of Willowridge and adjoining the southern boundary. The lots generally have a similar width to the road, but lot size depends on depth. Lots along the main roads have regular frontage width in contrast to those in the cul-de-sacs and private drives. Many lots, particularly along the southern boundary, are accessed off private drives. There is evidence of further subdivision, with comprehensive developments in Meadowbrook Place.

LOT DEVELOPMENT



Buildings were generally well accommodated within their lots and aligned with the boundaries, although in many cases lot coverage was maximised. There was a variation in building types along roads, with a mix in height, gables and vertical elements, such as chimneys. The rhythm of frontages along the street was fairly consistent.

Size/Density

There is a range of lot sizes. They appear regular from the street, but the depth determines the overall lot size.

Shape

The subdivision layout results in a mix of lot shapes, mainly on the south and north edges of the area reviewed.

Access/Frontage

Most dwellings align with lot boundaries and face the road, with the exception of the back lots.

Variety/Variation

There appears to be much lot variation, created by further subdivision, with some comprehensive schemes in the cul-de-sacs.

Footprint Size/Coverage

The dwellings did not appear crammed within lots despite relatively narrow frontages.

Arrangement/Typology

There is a varied mix of building types and heights. They are mostly single-storey, but some taller buildings were present.

Street Frontage: Garage/Drive

Garages did not particularly dominate the streetscene given the extent of frontage landscaping.

Solar Orientation

On south facing lots garages faced the roadside and on north facing lots garages tended to be at the rear.



Meadowstone, Wanaka

Appearance (Outcomes)

Legibility

Arrival



Entry into the subdivision was marked by subtle stone signage and stone bridges over the stream with a change in road surfaces. The stone signage was also consistently used to mark entrances to the streets. The road surfaces throughout the remainder of the site also changed when crossing the stream.

Navigation



It was not clear when entering the greenways where they linked to, although landmarks or roads were visible. Meadowstone Drive was clearly the principal route, given it is emphasised by its continuous curved alignment. The legibility of secondary roads was less clear.

Security



There were no footpaths or lighting along the greenways resulting in an incomplete look and a potential unsafe feeling. However, in most places the greenways were well overlooked. In places, the private gardens of some dwellings spilled into the greenways, with no definition between them. Across the site, even where fences were higher, upper floor windows provided some natural surveillance.

Does this site achieve good legibility?



Navigation through the greenways was a little unclear, which added to a sense of unease. However, generally the greenways are successful, but the inclusion of footpaths and lighting could attract more users. The main route through the site was very clear to traffic users, but less clear to those drivers approaching it from side streets, given that their was limited differentiation between different road types. This resulted in the need for additional road markings.

Scale

Typology



The majority of buildings are single-storey detached dwellings. However, there are also many examples of two-storey dwellings along the principal roads. An increased proportion of two-storeys dwellings were located on larger lots within cul-de-sacs, adjoining the rural boundary and close to the greenways.

Buildings to Street



A combination of regular narrow lot widths establishes a strong rhythm of individual buildings along both sides of the street. Irregularity of building form, height and colour combined with landscaping contributes to variety and a strong street edge.

Buildings to Public Spaces



Dwellings alongside greenways and public open spaces have a good visual relationship with the spaces given they are generally two-storied. In some cases private gardens merges with public spaces due to an absence of fencing. This creates uncertainty for park users as to where they are allowed to go.

Is the **scale** of development appropriate to the local environment?



There is a consistent relationship between the type of road and the size of the building which adjoins it. This results in a good sense of scale within the scheme.

Meadowstone, Wanaka

Appearance (Outcomes)

Active Edges

Visibility



A clear visual relationship between buildings and streets was evident. Many were moderated by low fencing and planting/hedging along the street boundary, though in summer transparency may be less. Where taller fences existed the dwelling behind generally had windows on upper levels.

Front facade openings



The majority of the dwellings had front doors and windows along their street frontage. Most had shared vehicle and pedestrian access but some had separate pedestrian paths. In places, where a single-storey dwelling had a higher fence it still had some visible windows.

Orientation/proximity



Orientation is determined by road layout and lot widths. Buildings predominantly aligned with side boundaries and fronted roads, with the majority of dwellings located close to the street. There were some exceptions, with wider lots including buildings located towards the rear of the lot.

Garages



The majority of dwellings had double garages attached, especially on the northern aspects. These dominated the street when the front gardens lacked vegetation and generally resulted in a poor visual connection with the street. Garages on sites on the south side of Meadowstone Drive were generally located to the rear, increasing active windows overlooking the street.

Does the layout of subdivision result in high degree of **active edges** to public areas?



The dwellings in general have good passive surveillance to streets, open spaces and greenways.

Enclosure

The regular dwelling setbacks combined with the curvature of the road assists in creating a visually continuous frontage. This would be even better if the road reserve was narrower and buildings closer together.



The height of the buildings (including chimneys) assist in creating a vertical scale to the street and providing a better definition of the space. Reduction of the road reserve width and turning area would improve this further.



Does the subdivision successfully achieve good **enclosure**?



Given the current roading standards, this is a better example of enclosure of space in a subdivision. Narrower road reserves would further enhance the sense of enclosure of the streetscapes.

Meadowstone, Wanaka

Appearance (Outcomes)

Quality

Private Buildings



In general, the quality and maintenance of the buildings appears good. There is a variety of building types yet they sit comfortably together. This suggests there may be building controls for the site, particularly given the regular use of gabled buildings with pitched roofs.

Private Lot Curtilage



The overall impression of the landscaping and fencing is reasonably cohesive and is of good quality and well maintained. Conversely, those dwellings without planting/fencing detracted from the overall quality. The low fences between lots added to the street's perceived rhythm.

Public Street Materials, utilities, etc.



The red paved footpath successfully reduced the dominance of the road and linked well into private driveways. The footpath does not change level at entrances to lots. Kerb and channel is the predominant drainage treatment on the site. The utilities on site were not very obvious.

Public Landscape/ Open Space



The use of stone in the public landscape added to a visual cohesion across the site. The landscaping, bridges and open spaces are of high quality. The mainly grassed road reserves were more pronounced due to the extent of lot enclosure and though occasionally planted with trees did little to contribute to the streetscape.

Overall **quality** of subdivision?



The quality of landscaping and infrastructure unifies the scheme and the quality of the private planting and buildings reinforces this.

Character

Consistency Across Site



The overall character presents a tightly knit development within the constraints of the road pattern and landform. The landscape quality across the site is high and a consistent treatment is evident. This results in a reasonably cohesive appearance.

Building Character



The majority of buildings appeared to be individually designed. There is an emphasis on simple forms of a similar scale, which contributes to the character of Wanaka. This is complemented by the quality of the landscape surrounding the buildings.

Appropriateness



Changes in the scale of buildings reflect their location, rising in height towards the mountains and lowering closer to the more traditional streets in Wanaka. The road alignment is less appropriate to its context, due to the lack of reference to the traditional grid it adjoins. In general, the development responds better to the rural aspect than its urban context.

Does the subdivision a special **character** appropriate to its site?



This subdivision has a more cohesive character responding well to its rural edge setting. The public landscaping and materials use in pathways and bridges enhances this character.

Meadowstone, Wanaka

Overall Impressions of Subdivisions - Distinctiveness



Both public and private **landscaping** positively enhanced the character and cohesion of this subdivision.



There was a positive relationship between the height of buildings and their proximity to adjacent roads i.e. higher buildings were located adjacent to cul-de-sacs and greenways.



The linearity of **greenways** offers a green edge to many development lots and also provides a network of pedestrian connections.



The width of the roads and road reserves with extensive seal detracted from the scheme. However, the coloured and textured footpaths reduced their overall visual impact.

Overall Assessment

How successful is this subdivision overall when considering urban design criteria?



THIS SUBDIVISION INCLUDES HIGH QUALITY PUBLIC AND PRIVATE LANDSCAPING AND BUILDING DESIGN. IT HAS GOOD INTERNAL CONNECTIONS AND A BUILDING SCALE WHICH COULD HAVE BEEN ENHANCED BY NARROWER ROADS/ROAD RESERVES.

Key Lessons

- The wider road reserves reduce the overall success of this subdivision.
- This subdivision presents a co-ordinated impression, which suggests the use of design controls.
- The connectivity of this scheme is high, in particular due to the use of greenways. However, footpaths along the greenways would enhance usability for all people (i.e. parents with prams and people with limited mobility).
- Good public landscaping and quality materials can enhance the overall success of a subdivision, even in poor winter conditions.

Conclusion

The purpose of this review is to assess some typical subdivisions in relation to current urban design best practice. The findings of this report may assist QLDC in achieving better urban design outcomes in future subdivisions. It is important to note that the majority of the schemes reviewed were consented and commenced before the launch of the Urban Design Protocol in 2005. Therefore,

a general awareness of essential urban design qualities was unlikely at the time in which they were designed.

The key findings and overall assessment of each subdivision are not compared in this report. However, a number of the key lessons learned are outlined below in relation to each of the urban design criteria.

Urban Design Criteria - Key Lessons

Context

- All schemes reviewed were on greenfield sites.
- The schemes considered more successful were generally those located close to existing communities, built areas, key routes or services.
- The natural landscape setting is important and the retention of natural features, i.e. stream, trees, slopes, makes a real difference to the overall quality.

Connectivity

- Most sites were well connected externally for vehicular traffic.
- A hierarchy of roads was not always clear on site.
- Road arrangements which are not dictated by slopes vary significantly between schemes.
- All schemes provided open spaces, but these varied in scale, level of provision and quality of connections.
- The safety and design of pedestrian connections affected the overall connectivity of the subdivisions.

Legibility

- Curved and apparently arbitrary road alignments can be confusing.
- There were few landmark buildings or central areas of focus to aid navigation. Greater reliance should be made of natural features (i.e. distant views).
- Cul-de-sacs were mostly short, aligned with open spaces and had footpath connections to other destinations.
- Most developments achieved a sense of arrival, though few had a central focus determined by layout or form.

Scale

- The majority of buildings comprised detached single-storey dwellings on flat sites or two to three-storey on sloping sites.
- The larger lots tended to adjoin open spaces or site boundaries, rather than streets.
- Some larger lots have been further subdivided and

this can have a negative effect on the overall visual coherence.

- Large scale open spaces and wide roads appear larger when bounded by single-storey dwellings.
- Road reserves are an under-utilised resource. However, swales within the road reserve were successful on some sites.
- There was insufficient provision of larger buildings to define and enclose public areas.

Active Edges

- Dwellings predominantly fronted streets, but a large number also were located within rear lot developments. This reduces the ability to create active streets and also resulting in deep blocks.
- Street activity is lessened by wide lot street frontages.
- There is a tendency for garages to dominate street frontages. However, there is more creativity in garage and parking solutions on steeper slopes.
- Passive surveillance is reduced by frontage enclosure (i.e. fences, walls), planting and level changes.

Enclosure

- The sense of enclosure is generally weak due to the low ratio of building height to road width/open space (roads tend to be too wide).
- Occasionally groupings of taller buildings and careful use of landscape features assisted in creating some definition to street edges and a sense of enclosure.
- In places, public and private planting and some well designed boundary fencing assisted in forming an edge to the street.
- Narrower private roads often resulted in a better sense of enclosure than wider public roads.

Quality

- Predominantly new schemes were reviewed, resulting in a generally good overall building appearance.
- Common road materials results in some monotony and there was some surface materials degradation.

Conclusion

- Good quality public landscaping and private gardens are important factors in achieving cohesion and visual quality.

Character

- Varied building character reduced an appearance of regular forms, but individual designs added interest.
- Some schemes appeared to be enhanced by building controls on colour and materials (i.e. use of local stone).
- Some formal road layouts were less successful due to lack of appropriate supporting building scale and location.

Creativity

- There was little evidence of creativity in road design and urban grain.
- Lot shapes appeared to be designed to achieve uniform lot sizes rather than creating an attractive three-dimensional built outcome, by establishing enclosure, street edges, focus on corners or good edges to open spaces.
- The lack of a comprehensive relationship between built form and roads resulted in a lack of urban structure within developments.

Local Distinctiveness

- There was a generally a low response to local character. The schemes which had more local distinctiveness tended to succeed in more criteria. Some schemes demonstrated good use of local materials in building and landscape treatment (i.e. stone and local plant varieties).
- The scale of development, especially roads, sometimes compromised the ability to respond to local character.
- Standardised roading arrangements reduced local distinctiveness.

Appendix 7. Monitoring Report: Residential Arrowtown

2011

Monitoring Report: Residential Arrowtown



Queenstown Lakes District Council

November 2011

Executive Summary

This monitoring report has been formulated to outline the current state of the two Arrowtown residential zones based on factual data relating to consented development. Potential resource management issues relating to the two zones are identified and issues for further consideration during the District Plan review are highlighted.

Resource management issues for the Arrowtown residential zones are articulated below as questions and answers:

1. Is the historical resource being preserved and is new development enhancing the character of the area?

Yes. The current District Plan provisions for the Arrowtown Residential Historic Management zone, combined with the consultative process with the Arrowtown Planning Advisory Group and the guidance provided in the Arrowtown Design Guidelines (2006) are resulting in the protection of the historical resource within this zone.

2. Is the low density residential environment (with small scale buildings, extensive landscaping, open character, historic roading patterns and streetscapes) being maintained?

Yes. The current District Plan provisions have worked well, particularly the height, setback, site density, tree protection and building coverage rules, and these have enhanced the open space and amenity of the residential parts of Arrowtown.

3. Is a reasonable standard of residential amenity and privacy being maintained?

Yes. The above-mentioned District Plan provisions have assisted in achieving a high standard of residential amenity and privacy, characterised by open space, the small scale of buildings, and a vegetated appearance, in the residential parts of Arrowtown.

4. Are the rules of the District Plan effective in achieving the environmental results anticipated for the Arrowtown Residential areas?

Yes.

The District Plan Review should address the following:

- A summary of proposed minor amendments to some of the current provisions relating to the residential zones that could be considered during the District Plan review is contained in Appendix 2, attached.

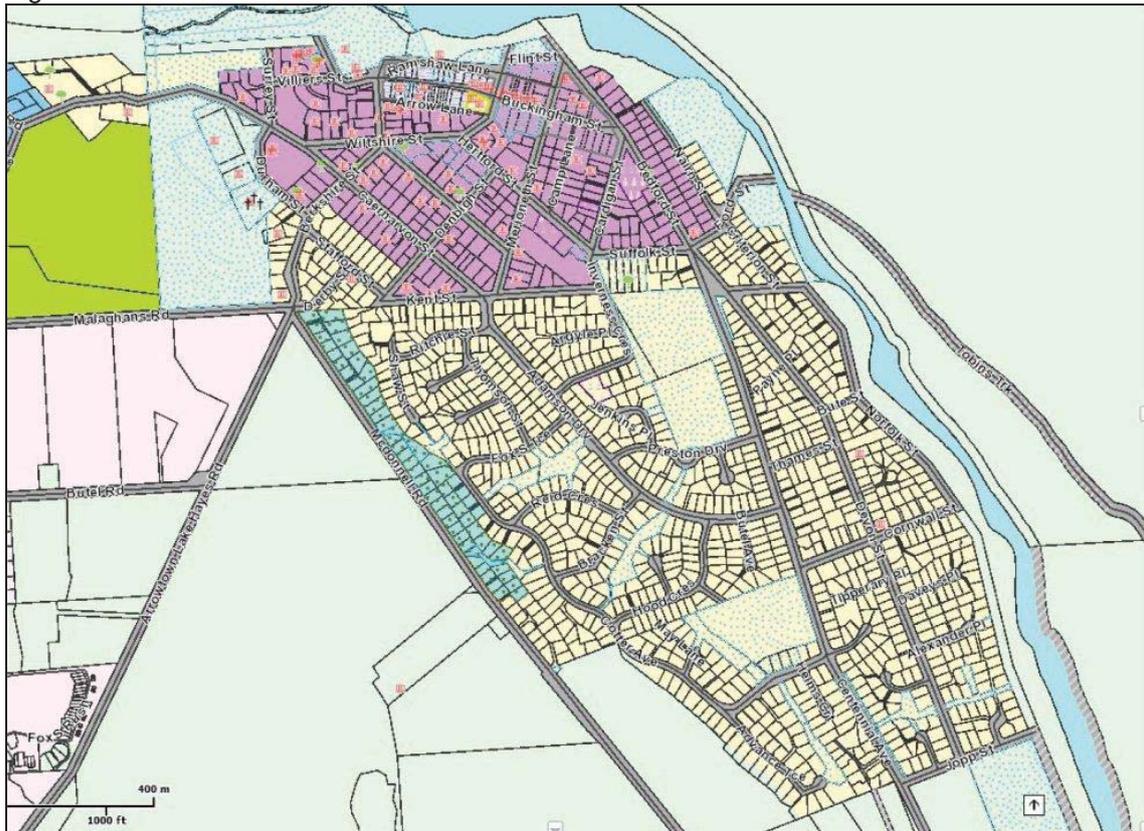
Introduction

Section 35 of the Resource Management Act 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(b) in relation to the areas of Arrowtown that are zoned residential. There are two distinct residential zones. The first is the Residential Arrowtown Historic Management zone, which covers the older part of the residential settlement of Arrowtown. This area is generally located north of Kent and Suffolk Streets and surrounds the Arrowtown town centre (shown in purple below). The second is the Low Density Residential zone that applies to the more newly developed portions of Arrowtown outside the historic centre. This area extends from the southern edge of Kent and Suffolk Streets to McDonnell Road and Jopp Street (shown in yellow below). It is noted that a small area within the Low Density Residential zone has additional District Plan status as a Scenic Protection Area. This Area is located on the escarpment overlooking McDonnell Road (shown in blue below).

Figure 1: Arrowtown Residential Zones



A summary of the District Plan provisions that apply to the two zones is contained in Appendix 3, attached. This report monitors the effectiveness and efficiency of the objectives, policies, rules and other methods of these two residential zones as outlined in Appendix 4 attached. Findings in this report will assist in informing the review of the Queenstown Lakes District Plan, due to be publicly notified in October 2013. This report is limited to monitoring the effectiveness and efficiency of the objectives, policies, rules, and is not an urban design review of the development that has occurred.

What are the Arrowtown Residential Zones Seeking to Achieve?

A copy of the relevant excerpts from the District Plan can be found in Appendix 3. The objectives and policies for the Residential Arrowtown Historic Management zone appear to seek the following environmental results:

- Conservation of the existing historic character and amenity of the zone,
- Retention of the historic subdivision and roading pattern and streetscape,
- Retention of the low building height and scale, and low site densities,
- Retention of the open character and vegetated appearance of the town,
- Ensuring that new development and redevelopment enhances the character of the town.

The purpose of the Low Density Residential zone which applies to the newer parts of Arrowtown is to achieve the consolidation of residential activity and protection of residential amenity values. The four objectives listed in the Plan for this zone (which applies to most residential land within the district) are:

- “1. *Sufficient land to provide for a diverse range of residential opportunities for the District’s present and future urban populations, subject to the constraints imposed by the natural and physical environment.*
2. *A compact residential form readily distinguished from the rural environment which promotes the efficient use of existing services and infrastructure.*
3. *Pleasant living environments within which adverse effects are minimised while still providing the opportunity for community needs.*
4. *Non-Residential Activities which meet community needs and do not undermine residential amenity located within residential areas.”*

Although there is no explicit reference in the District Plan to either the Arrowtown Planning Advisory Group or the Arrowtown Design Guidelines (2006), all applications for resource consents within the Residential Arrowtown Historic Management zone are subject to input during the consent processing stage from the Advisory Group and are assessed in accordance with the Arrowtown Design Guidelines. The Guidelines categorise portions of Arrowtown into neighbourhoods, and some of these contain land within both the Historic Management zone and the Low Density Residential zone. The Guidelines contain recommendations to protect the character of Arrowtown and these are on subjects including house design, paving, parking, vegetation, signage, colour, and other issues applicable to the area.

Overall the resource management issues for Residential Arrowtown can be articulated as four questions:

1. Is the historical resource being preserved and is new development enhancing the character of the area?
2. Is the low density residential environment (with small scale buildings, extensive landscaping, open character and historic roading patterns and streetscapes) being maintained?
3. Is a reasonable standard of residential amenity and privacy being maintained?
4. Are the rules of the District Plan effective in achieving the environmental results anticipated for the Arrowtown Residential areas?

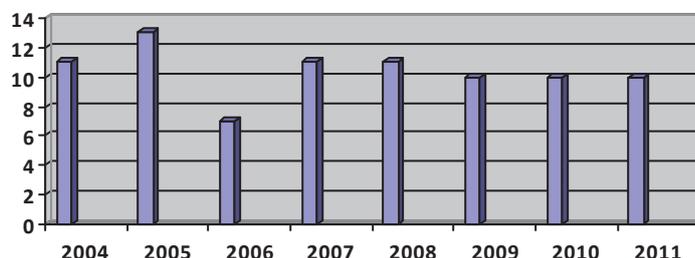
What has been granted consent?

Approach

A review of resource consent data was undertaken in order to obtain a clear picture of the kind of development occurring in the District since the District Plan became operative, in 2003. The resource consent activity has been compiled from Council’s NCS system, with data reported for the period from January 2003 through to September 2011, an 8 year period. This electronic system has not historically been used to provide data that can assist with understanding the quality of consent decisions. Further work on improving the quality of data in the system will improve the speed and efficiency of obtaining useful data used in preparing monitoring reports. Currently much of the data comes from manual reviewing of consent files in order to understand what trends are emerging.

Residential Arrowtown Historic Management

Bar Graph of Number of Applications Each Year in the Residential Arrowtown Historic Management Zone*



(*This data excludes applications to trim or prune trees, which are processed under a different system. Further discussion of trees is under the heading 'Arrowtown Trees' below).

Council data indicates that at least 92 applications were processed for development (excluding tree applications) within the Residential Arrowtown Historic Management Zone between January 2003 and September 2011. The number of applications has been fairly constant with about ten or eleven processed most years.

Type of Activity

The table below indicates that 77% of development within the Historic Management zone was for purely residential purposes. There is pressure for commercial activities within the portions of the Historic Management zone in the vicinity of the Arrowtown Town Centre, particularly the area including the Miner's cottages, and the sites on the south side of Arrow Lane. Whether or not some minor alterations should be made to the boundary demarcations of these two zones could be a subject for consultation during the District Plan review.

Type of Activity	Total	Percentage
Small residential (1-2 units)	69	75
Medium residential (3-9 units)	2	2
Commercial	12	13
Education or community	4	4
Visitor accommodation	2	2
TOTAL	92	100%

Activity Status

Almost half of the applications were to alter existing dwellings (44), with 19 applications for new developments.

Activity Type	Total	Percentage
New development	19	20
Alteration	44	48
Variation	20	22
Change of Use	4	4
Subdivision	4	4
Temporary Activity	1	1
TOTAL	92	100%

Most applications within the Historic Management zone were for either discretionary or non-complying activities. In the zone most applications require at least a discretionary activity consent,

as this is required if you propose to alter the external appearance of any dwelling. Most applications for a non-complying activity consent are to exceed the 30% building coverage rule.

Activity Status	Total	Percentage
Non-complying	35	38
Discretionary	40	43
Restricted Discretionary	13	14
Controlled	2	2
Time Extension	2	2
TOTAL	92	100%

What Rules are Triggering Applications?

The data relating to the reasons why applications have been lodged is not accurate, due to the method by which the information was until recently collected, so at best the table below provides a general idea of what has occurred. The data indicates that infringements to either building coverage or setback rules were the main reasons for which consent was required over the review period. This is likely to be the case due to the small sizes of many sections and the more restrictive setback and building coverage requirements that apply in this zone, compared to other residential zones in the district. The greater proportion of heritage listed dwellings and trees in Arrowtown means that consent is also often required for alterations to identified heritage buildings and trees, under the provisions in Section 13: *Heritage* of the District Plan.

Reason for Application	Total	Percentage
External appearance	12	14
Building coverage	16	17
Height and recession plane	6	6
Infringements		
Setback and side yard	19	21
Infringements		
Subdivision / boundary	3	3
adjustments		
Tree removal (when part of a	7	8
larger application)		
Non-residential	3	3
Identified heritage feature	11	12
Variation	15	16
TOTAL	92	100.00%

Arrowtown Trees

A discretionary activity resource consent is required under Rule 7.6.3.3(i) to remove any tree within the Historic Management zone that is higher than 2.5m, or to prune or trim any tree greater than 4m high. Lakes Environmental do not charge for this resource consent application. If this is the only issue for which a consent is required, then the application is processed under a different system from other resource consent applications. In 2010 records indicate 15 of these applications were processed, with 14 applications processed so far in 2011. Most of these applications were granted after consultation with the QLDC Parks Department and the Arrowtown Planning Advisory Group. However it is noted that since January 2010 two applications have been declined, with another application, which related to several trees, having the removal of some of these trees declined.

How Efficient are the Rules?

A random sample of ten applications, as detailed in the table below, revealed that the average cost of processing a resource consent in the Historic Management zone, for non-notified applications, was \$1320. The monitoring report for the Meadow Park Special zone that adjoins Arrowtown revealed that the average processing cost for that zone was \$1174 (*Monitoring Report for the Meadow Park Special Zone*, August 2011, page 23). The slightly higher cost within Arrowtown is anticipated given the greater assessment requirements in the District Plan for this zone.

Table 1: Arrowtown Residential Historic Management Zone

Random Sample of Consent Decisions	Activity / Address	Total Processing Cost (\$ and incl. GST)	Notified Y/N and decision
RM050439	Redevelop the cottage and add an extension at 21 Anglesea St	2340	No, granted
RM060252	Variation to design at 14A Wiltshire St	1860	No, granted
RM070444	Variation to design and erect a woodshed at 5 Hertford St	580	No, granted
RM081149	Alterations to an existing dwelling at 10 Caernarvon St	789	No, granted
RM081219	Redevelop and add to existing church at 26 Berkshire St	22,485*	Yes, granted
RM090340	Erect addition at 36 Wiltshire St	945	No, granted
RM090926	Restore and extend an existing dwelling at 27 Merioneth St	2193	No, granted
RM100227	Erect addition at 20 Nairn St	1061	No, granted
RM100410	Demolish a crib and erect a new dwelling at 8 Camp Lane	1135	No, granted
RM110416	Erect addition at 34 Merioneth St	976	No, granted

(*excluded from the average cost calculation, as a notified application)

The data records that the majority of applications in the zone were processed as non-notified applications, which incurred no further legal proceedings.

How Consent was Granted	Total	Percentage
Delegated Authority (only one application was limited notified, with the rest being non-notified)	75	81
Commissioner (Hearing)	4	4
Unspecified (data for 2003 and early 2004 does not provide information on consent status)	13	14
TOTAL	92	100%

Four applications required resource consent hearings, and these were all for significant development in the zone, as detailed in the table below. All four required alterations to listed heritage buildings, with three of these also proposing a significant change of use. All four applications were either within, or adjoining, an identified heritage precinct.

Consent Number	Address	Reason Consent was required:
RM081219	26 Berkshire St	To alter an identified heritage building, including adding a large extension.
RM090802	22 Berkshire St	To relocate a heritage building to a new site and re-use the building for a commercial activity.
RM100396	51 Buckingham St	To alter a historic building, including alterations to parking and earthworks, and add a new commercial building to the rear of the site.
RM110069	4 Buckingham St	To establish a commercial activity in, and alter, an identified heritage cottage.

In conclusion, the data indicates that the Historic Management zone rules are currently working fairly efficiently as only major applications have been subject to hearing procedures and the cost of processing applications is consistent with what occurs in other residential parts of the district.

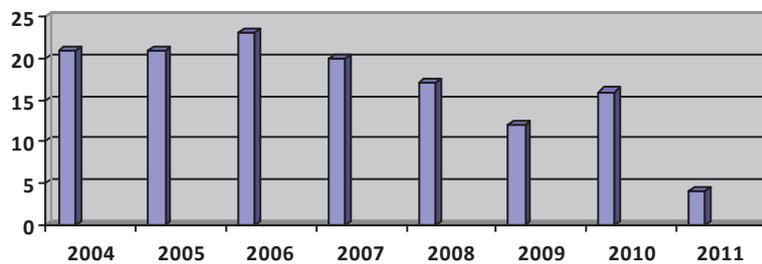
However, there is a higher amount of commercial activity within the Historic Management zone than is anticipated within a residential zoned area. During the District Plan review consideration could be given to whether minor alterations to the zone boundaries are warranted.

Conditions on Resource Consents

A review of some decisions has revealed that conditions have occasionally been proposed for applications for restricted discretionary activity applications (an example is RM090651) on topics such as the protection of site vegetation or archaeological matters, when these are outside the ambit of the restricted discretionary activity. This could be resolved by slightly widening the scope of the discretion that is used to assess applications for restricted discretionary activities within this zone.

Arrowtown Low Density Residential

Bar Graph of Number of Applications Each Year in the Arrowtown Low Density Residential Zone



There were a total of 159 applications during the review period. The number of applications for residential activity within this zone has also been fairly consistent, with about 15-20 applications most years, with the exception of 2011 when there has been a sharp fall in development. This can partly be attributed to the economic recession and is also partly because many of the previously vacant sites in the low density part of Arrowtown have now been developed.

Type of Activity

Approximately 95% of development within the Arrowtown Low Density zone was for purely residential purposes.

Type of Activity	Total	Percentage
Small residential (1-2 units)	151	94
Large residential (10 plus units)	1	0.6
Commercial	1	0.6
Education or community	1	0.6
Visitor accommodation	4	2.5
Temporary	1	0.6
TOTAL	159	100%

Out of 159 applications, 44 were for new developments, with over half (83) for alterations to existing dwellings.

Type of Activity	Total	Percentage
Development	44	28
Alterations and Additions	83	52
Change of Use	1	0.6
Variation	5	3
Subdivision	26	16

TOTAL	159	100%
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Activity Status

Most of the applications were processed as either a restricted discretionary or a non-complying activity.

Resource Consent Status	Total	Percentage
Non-complying	60	38
Discretionary	24	15
Restricted Discretionary	54	34
Controlled	21	13
TOTAL	159	100%

What Rules are Triggering Applications?

As indicated by the table below, most restricted discretionary applications were to breach Site Standards relating to setbacks or for earthworks. This is to be expected as vacant land within the zone is developed, involving the creation of building platforms and access to new dwellings. Most of the non-complying activity applications were to breach the Zone Standards relating to the height and/or recession plane requirements. There were also 24 recorded subdivision or boundary adjustment applications, which again is commonly associated with new development.

Reason for Application	Total	Percentage
Access	2	2
Building coverage	3	2
Height and recession	26	20
Infringements		
Earthworks	20	15
Setback and side yard	41	31
Infringements		
Garage infringements	9	7
Subdivision / boundary adjustments	24	18
Variations	4	3
Relocate building	3	2
TOTAL	132	100.00%

How Efficient are the Rules?

All of the 159 applications were processed without the requirement for a resource consent hearing.

Consent Granting	Total	Percentage
Delegated Authority	159	100
TOTAL	159	100%

A random sample of ten decisions over the review period revealed that the average cost of processing an application within the Arrowtown Low Density Residential zone was \$1037. This is an average of \$300 cheaper than processing an application within the Residential Arrowtown Historic Management zone.

Table 2: Arrowtown Low Density Residential zone

Random Sample of Consent Decisions	Activity	Total Processing Cost (\$)	Notified Y/N and decision
RM050553	Erect an addition at 8 Cornwall St	1312	No, granted
RM060088	Erect an addition at 39 Kent St	608	No, granted
RM060846	Relocate cabins at 11-21 Suffolk St	1087	No, granted
RM070468	Erect an addition at 31 Kent St	541	No, granted

RM070534	Erect a new dwelling at 118 Cotter Avenue	728	No, granted
RM081120	Erect a new dwelling at 7 Innes Place	914	No, granted
RM081492	Erect an addition at 8 Hood Crescent	613	No, granted
RM090510	Erect a new dwelling at 9 Advance Terrace	1007	No, granted
RM100021	A variation to approved design at 94 Centennial Avenue	1682	No, granted
RM110041	Erect a new dwelling at 9 Joop St	1877	No, granted

In conclusion, the District Plan provisions relating to the Arrowtown Low Density Residential zone are working efficiently.

Conditions on Resource Consents

Again a review of some decisions revealed that conditions have occasionally been proposed for applications for controlled or restricted discretionary activity applications (an example is RM100224) on topics such as the protection of site vegetation or archaeological matters, when these are outside the ambit of the controlled or restricted discretionary activity. This could be resolved by slightly widening the scope of the discretion that can be used to assess applications.

Consultation with the Arrowtown Planning Advisory Group

Consultation was undertaken with the Arrowtown Planning Advisory Group. They advised that the current District Plan provisions are generally achieving good resource management outcomes for the residential areas of Arrowtown. Some minor amendments to further improve the District Plan provisions were suggested for consultation during the District Plan review, and these are summarised in Appendix 1.

Concluding Remarks

Trends

The number of applications in the residential Arrowtown zones has remained consistent over the review period, with the only exception being that the number of applications within the Arrowtown Low Density Residential zone has fallen markedly in 2011. There is continued pressure for non-residential uses in the portions of the Residential Arrowtown Historic Management zone that directly adjoin the Arrowtown Town Centre zone.

District Plan Review Issues

This report concludes that the District Plan provisions relating to both of the Arrowtown residential zones have worked efficiently over the review period. Only major applications have been subject to hearing procedures, and the cost of processing applications within both zones is consistent with other residential zones in the district. Only a few minor amendments to the Arrowtown residential zones are suggested for public consultation during the review process. A summary of these is contained in Appendix 2, attached.



APPENDIX 1: INTERVIEW WITH ARROWTOWN PLANNING ADVISORY GROUP

ISSUE	SUMMARY OF FEEDBACK
Arrowtown Trees	The provisions in the District Plan to protect trees in Arrowtown, and the processing of these applications are working well, and no alterations are required. It is acknowledged that a number of applications are to trim or remove silver birch trees, and as this tree causes allergic symptoms for many people, this is given consideration when processing these applications.
Scenic Protection Area	The objectives, policies and rules that apply to the Scenic Protection Area are working well and should be retained, with the Area boundaries remaining as they are.
External Appearance	The provision for all applications (in the Residential Arrowtown Historic Management Zone) to require discretionary activity consent for external appearance should be retained.
Height, density and scale of buildings	The Site and Zone standards relating to height, setbacks, and site densities are working well and should be retained.
30 percent site coverage rule	With regard to the 30 percent hard surfacing rule an explanation or definition to explain what a permeable surface is may assist. Most applications to exceed the control are to exceed it by less than five percent, and usually this is with outside decking or driveways which are permeable.
Fencing	It is suggested that the recommendation contained in the Arrowtown Design Guideline relating to fencing, on page B-16, " <i>Guidelines Fences and Walls, No. 5</i> " be inserted in the District Plan as a rule, as there are now examples of inappropriate fencing in the Historic Management zone that are detracting from the heritage and streetscape values. The Guideline requires a maximum fence height of 1.2m. Fences up to 2m in height are only permitted for the minimum area required to hide rubbish receptacles and other services, and are not permitted for entire yards. An application would be required for fences that breached the rule.
Site Standard to be added on building design in Historic Management zone	It is suggested that a new Site Standard similar to the one for the Scenic Protection Area (on page 7-26 of the District Plan under 7.5.5.2(x)) be inserted in the Site Standards for the Historic Management zone, to provide greater guidance on the external appearance of buildings. Some of the key components under 7.7.2 <i>Resource Consents - Assessment Matters (xxix) Additional Matters – Arrowtown</i> , pages 7-62 and 7-63) could fall under this heading and if the Site Standard is breached, then a resource consent is required.
<i>(xxix) Additional Matters – Arrowtown</i>	Developers argue that they do not need to consider the exterior materials and finishes listed under (d) on page 7-63 because of the words in the second sentence ' <i>generally shall be</i> '. Consideration needs to be given to altering this wording to provide more certainty as to what is required. If some of these were incorporated into a Site Standard, as suggested above, this might resolve this issue.
Alteration to boundaries of Arrowtown Residential Historic Management zone	It is suggested that the boundaries where the Historic Management zone adjoins the Arrowtown Town Centre zone be amended in two places. First it is suggested that the line of buildings on the south side of Arrow Lane be rezoned to fall within the Arrowtown Town Centre zone. Secondly, it is suggested that the small block (which includes the Miner's cottages) between Buckingham Street and Roman Lane be rezoned to be in the Arrowtown Town Centre zone.
Reference to Arrowtown Planning Advisory Group and the Arrowtown Design Guidelines	It is suggested that the District Plan contain reference to the Arrowtown Planning Advisory Group and the Arrowtown Design Guidelines to clarify that consideration of the Guidelines and consultation with the Advisory Group should occur at a very early stage in the design process, prior to lodging any formal application.

APPENDIX 2: DISTRICT PLAN REVIEW – ISSUES REQUIRING FURTHER INVESTIGATION

SECTION OF DISTRICT PLAN	ISSUE	RECOMMENDED FOR PUBLIC CONSULTATION
7.4 Arrowtown Residential zones: Introduction	The District Plan contains no reference of the Arrowtown Planning Advisory Group or the Arrowtown Design Guidelines, 2006.	Include a very brief explanation of the role of the Arrowtown Planning Advisory Group and the Arrowtown Design Guidelines, perhaps at the beginning of this section.
7.4 Arrowtown Residential zones:	Sometimes conditions are suggested on matters such as the protection of vegetation, or to protect archaeological material, when these matters fall outside the ambit of the controlled or restricted discretionary activity control.	Consider slightly widening the discretion Council exercises on applications for controlled or restricted discretionary activities in both Arrowtown residential zones to provide the ability to include conditions on the protection of vegetation, landscaping and archaeological matters where this is warranted.
7.6 Historic Management zone: Discretionary Activity Status for Arrowtown Trees	The provisions relating to tree protection in Arrowtown appear to be working well. The question of whether blanket tree protection or a more targeted approach to the protection of specific trees needs to be addressed.	The issues and options process should discuss the approach to tree protection. Consider whether silver birch trees should be excluded from the provisions under Rule 7.6.3.3(i).
7.6 Historic Management zone: Discretionary Activity Status for External Appearance	The rule requiring a discretionary activity consent for external appearance is working well.	This rule should be retained.
7.6 Historic Management zone: Site and Zone Standards	The Site and Zone standards relating to height, setbacks, and site densities are working well and should be retained.	Retain the current provisions relating to height, setbacks and site densities.
7.6.5.2(iii) Historic Management zone: Zone Standard on Building Coverage	With regard to the 30 percent hard surfacing rule an explanation or definition to explain what a permeable surface is may assist. Most applications to exceed the control are to exceed it by less than five percent, and usually this is with outside decking or driveways which are permeable.	Consider adding a definition or brief explanation about why hard surfacing is included, and what surfaces are excluded and why.
7.6 Historic Management zone: Site Standards	Some fencing in the Historic Management zone is detracting from the amenity values of the area.	It is suggested that the recommendation contained in the Arrowtown Design Guideline relating to fencing, on page B-16, " <i>Guidelines Fences and Walls, No. 5</i> " be inserted in the District Plan as a rule. The Guideline requires a

		maximum fence height of 1.2m. Fences up to 2m in height are only permitted for the minimum area required to hide rubbish receptacles and other services, and are not permitted for entire yards. An application would be required for fences that breached the rule.
7.6 Historic Management zone: Site Standards	It is suggested that a new Site Standard similar to the one for the Scenic Protection Area (on page 7-26 of the District Plan under 7.5.5.2(x)) be inserted in the Site Standards for the Historic Management zone, to provide greater guidance on the external appearance of buildings.	Some of the key components under 7.7.2 <i>Resource Consents - Assessment Matters</i> (xxix) <i>Additional Matters – Arrowtown</i> , pages 7-62 and 7-63) could be included and if the Site Standard is breached, then a resource consent would be required.
7.6 Historic Management zone: Assessment Matters	Developers argue that they do not need to consider the exterior materials and finishes listed under (d) on page 7-63 because of the words in the second sentence ' <i>generally shall be</i> '.	Consideration needs to be given to altering this wording to provide more certainty as to what is required. If some of these were incorporated into a Site Standard (as suggested above) this might resolve this issue.
7.5 Low Density Residential zone: Site Standards for Arrowtown Scenic Protection Area	The District Plan provisions relating to the Scenic Protection Area are working well.	The objectives, policies and rules that apply to the Arrowtown Scenic Protection Area should be retained, with the boundaries for this area remaining as they are.
District Planning Maps	There is demand for commercial activities in some areas which directly adjoin the Arrowtown Town Centre zone.	It is suggested that the boundaries where the Historic Management zone adjoins the Arrowtown Town Centre zone be considered for amendment.



APPENDIX 3: SUMMARY OF DISTRICT PLAN PROVISIONS RELATING TO THE ARROWTOWN RESIDENTIAL ZONES

The main differences in the District Plan rules applying to the two zones are set out below:

Plan Provision	Arrowtown Low Density Residential zone	Residential Arrowtown Historic Management Zone
Activity Status: Trees	Not applicable	The removal of any tree greater than 2.5 high and the pruning/ trimming of any greater than 4m requires discretionary activity consent.
Activity Status: External appearance	Not applicable	The alteration of any building requires discretionary activity consent, with discretion limited to external appearance and finishes.
Setback from roads	4.5m	Where existing buildings (other than accessory buildings) are already located on the site - the shortest distance from the road boundary to the building (other than an accessory building) measured at right angles to the front boundary. Where no existing buildings (other than accessory buildings) are located on the site the mean of the setback of any buildings (other than accessory buildings) located on the immediately adjoining lots or 6.0m, whichever is the greater.
Setback from internal boundaries	Front sites 4.5m All others 2m	3m
Building coverage	40% (applies to the portion of the site covered by building only)	The total area covered by hard surfacing and buildings on any site shall not exceed 30% of the net site area.
Site density	450m ²	650m ²
Building Height	6m 5m In the Arrowtown Scenic Protection Area	5m
Additional Site Standards for Arrowtown Scenic Protection Area	(a) The angle of the roof of any building shall not exceed 40° from the horizontal. (b) Any external paintwork is to be completed within 2 years of the building being first used for the intended purpose. (c) If an excavation involves a cut of more than 1.5m in vertical height in order to provide a building platform or foundations for any dwelling, then in addition to any other requirements contained in this plan or in any other legislation: (i) the building platform or foundations must be designed by a registered engineer; and (ii) the registered engineer who designed the foundations must certify that the design is suitable for the purpose of supporting the proposed dwelling; and (iii) the plans, specifications and engineers certificate must be	Not applicable

	approved by the Council before any excavation is commenced; and (iv) all works must be carried out under the supervision of a registered engineer who shall, within seven days of the works being completed, lodge with the Council a certificate the works have been carried out in accordance with plans and specifications approved by the Court.	
Assessment Matters	Not applicable	There are listed assessment matters to take into account relating to applications to prune / trim trees; and relating to the design of alterations and new development.

Objectives and Policies – For the Residential Arrowtown Historic Management Zone

Objectives:

1. *Development undertaken in the historic residential area to retain or enhance the present character and avoid any adverse effects on the amenity values of the area.*
2. *Residential development characterised by low density and low height.*
3. *Consolidation of the residential area of the town.*

Policies:

- 1 *To establish a Residential Historic Management Zone around the historic town centre of Arrowtown in which particular controls are applied to conserve the residential heritage and building character.*
- 2 *To control the subdivision of land in such a way that the character resulting from the existing large lot sizes in the residential area is retained.*
- 3 *To control the form and location of buildings in such a way that the character resulting from the existing scale of development is retained or enhanced.*
- 4 *To identify and protect buildings or groups of buildings of particular architectural, historic or cultural value.*
- 5 *To protect and retain the historic roading patterns in such a way that they will continue to serve the changing needs of the community.*
- 6 *To identify and protect those elements contributing to the character of the streetscape.*
- 7 *To control the external appearance of buildings in such a way that the buildings do not detract from the character of the Residential Historic Management Zone.*
- 8 *To limit the expansion of the residential area outside of the identified zone boundaries.*

District Wide Residential Objectives and Policies – Applicable to the Arrowtown Low Density zone

Objective 1 - Availability of Land

Sufficient land to provide for a diverse range of residential opportunities for the District's present and future urban populations, subject to the constraints imposed by the natural and physical environment.

Policies:

- 1.1 *To zone sufficient land to satisfy both anticipated residential and visitor accommodation demand.*
- 1.2 *To enable new residential and visitor accommodation areas in the District.*
- 1.3 *To promote compact residential and visitor accommodation development.*
- 1.4 *To enable residential and visitor accommodation growth in areas which have primary regard to the protection and enhancement of the landscape amenity.*
- 1.5 *To maintain a distinction between the urban and rural areas in order to assist in protecting the quality and character of the surrounding environment and visual amenity.*
- 1.6 *To promote, where reasonable, a separation of visitor accommodation development from areas better suited for the preservation, expansion or creation of residential neighborhoods.*

Objective 2 - Residential Form

A compact residential form readily distinguished from the rural environment which promotes the efficient use of existing services and infrastructure.

Policies:

2.1 To contain the outward spread of residential areas and to limit peripheral residential or urban expansion.

2.2 To limit the geographical spread and extent of rural living and township areas. Where expansion occurs, it should be managed having regard to the important District-wide objectives.

2.3 To provide for rural living activity in identified localities.

2.4 In new residential areas encourage and provide for development forms which provide for increased residential density and careful use of the topography.

2.5 To encourage and provide for high density development in appropriately located areas close to the urban centres and adjacent to transport routes.

Objective 3 - Residential Amenity

Pleasant living environments within which adverse effects are minimised while still providing the opportunity for community needs.

Policies:

3.1 To protect and enhance the cohesion of residential activity and the sense of community and well being obtained from residential neighbours.

3.2 To provide for and generally maintain the dominant low density development within the existing Queenstown, Wanaka and Arrowtown residential zones, small townships and Rural Living areas.

3.3 To provide for and encourage high density residential development within the high density residential zones.

3.4 To ensure the external appearance of buildings reflects the significant landscape values and enhance a coherent urban character and form as it relates to the landscape.

3.5 To ensure hours of operation of non-residential activity do not compromise residential amenity values, social well being, residential cohesion and privacy.

3.6 To ensure a balance between building activity and open space on sites to provide for outdoor living and planting.

3.7 To ensure residential developments are not unduly shaded by structures on surrounding properties.

3.8 To ensure noise emissions associated with non-residential activities are within limits adequate to maintain amenity values.

3.9 To encourage on-site parking in association with development and to allow shared off-site parking in close proximity to development in residential areas to ensure the amenity of neighbours and the functioning of streets is maintained.

3.10 To provide for and encourage new and imaginative residential development forms within the major new residential areas.

3.11 To require acoustic insulation of buildings located within the airport Outer Control Boundary that contains critical listening environments.

3.12 To ensure the single dwelling character and accompanying amenity values of the Low Density Residential Zone are not compromised through subdivision that result in an increase in the density of the zone that is not anticipated.

3.13 To require an urban design review to ensure that new developments satisfy the principles of good design.

3.14 To distinguish areas with low density character where that character should be retained from areas of change located close to urban centres or adjacent to transport routes where higher density development should be encouraged.

Objective 4 - Non-Residential Activities

Non-Residential Activities which meet community needs and do not undermine residential amenity located within residential areas.

Policies:

4.1 To enable non-residential activities in residential areas, subject to compatibility with residential amenity.

4.2 To enable specific activities to be acknowledged in the rules so as to allow their continued operation and economic well being while protecting the surrounding residential environment.

Appendix 4: What is District Plan monitoring?

The RMA requires that two aspects of the District Plan are assessed, with the findings used to inform the process of reviewing the District Plan. With respect to the Plan's objectives, policies and methods, these aspects are:

1. District Plan Effectiveness
2. District Plan Efficiency

District 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 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 Plans 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 development can be undertaken with no resource consent fees then that improves the efficiency of the Plan.