

## Appendix 3. Section 32 Report



# Section 32 Evaluation Report

## Medium Density Residential Zone

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# Section 32 Evaluation Report: Medium 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 Medium Density Residential Zone; and outlines the decision making process which has been undertaken by Council.

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
- A summary of **Initial Consultation** undertaken during the preparation of the Proposed District Plan
- An **Evaluation** against Section 32(1)(a) and Section 32(1)(b) of the Act
- Consideration of **Risk**

## 2 The Medium Density Residential Zone

The Medium Density Residential Zone is a new zone located in parts of in Queenstown, Wanaka and Arrowtown which will allow increased density housing to a typical scale of 1 residential unit per 250m<sup>2</sup>. The Zone has been established through rezoning the Operative 'HDR Sub Zone C' and some areas of the Operative Low Density Residential Zone which have been identified as appropriate for increased density.

The Medium Density Residential Zone will be positioned within Part 3 (Urban Environment), Chapter 8 of the Proposed District Plan, alongside the provisions of other urban zones. The Zone has the purpose to enable residential development at increased densities, and supports the provisions of Part 2 (Strategy), namely Strategic Directions (Chapter 3) and Urban Development (Chapter 4).

## 3 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, as relevant to the Queenstown Lakes District.

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 permanent rental supply as permanent residents and transient workers compete for limited housing supply. Furthermore, overall affordability is impacted by high rental prices and a lack of secure tenure in main urban centres, where many houses are used for a combination of rental and visitor accommodation. The symptoms of these factors are increasingly evident overcrowding, hotels motels and backpackers regularly operating at capacity, and an increasing commuter population.

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 burdens to housing development, and increase the supply of housing which *“enables people and communities to provide for their social, economic, and cultural well-being.”*

The Medium Density Residential Zone supports the Strategic Direction and Urban Development framework of the District Plan to achieve a compact urban form, achieved through enabling higher density development in appropriate locations. The zone provides one of the mechanisms for managing urban growth in a way and at a rate which advances the Purpose 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 in an integrated manner. With regard to the Medium 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; and to ensure the sustainable management of the urban environment.

Consistent with the intent of Section 31, the proposed provisions support the Strategic Directions and Urban Development framework 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

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 with existing infrastructure capacity generally represents a more efficient and effective use of resources than a planning approach which simply provides for more greenfield development.

## 2.2 Otago Regional Policy Statement 1998 (RPS, 1998)

Section 75 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 Medium 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 enables increased residential densities in appropriate locations to promote a compact urban form, thus minimising the encroachment of urban activities on the regions outstanding natural features.

## 2.3 Proposed 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](http://www.orc.govt.nz)). The issues identified of particular relevance to the development of policies for the Medium 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 Medium 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, 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 Medium Density Residential Zone:

<b>Matter</b>	<b>Objectives</b>	<b>Policies</b>
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 Medium Density Residential Zone provisions have regard to the Proposed RPS by more readily facilitating a compact and efficient urban form through urban intensification, enabled through more liberal development controls and supporting policy frameworks. The Medium Density Zone establishes a new zone within the District Plan, which seeks a coordinated approach to urban development and infrastructure, and supports the issues and direction identified by the Draft RPS. Specifically, the provisions of the Medium Density Residential Zone address Objective 3.7 (*Urban areas are well designed, sustainable, and reflect urban character*) through the inclusion of objectives, policies and rules which encourage sustainable buildings, site sensitive and low impact design ; and density incentives for buildings which achieve certification to a Homestar rating of 6 or more.

## **2.4 Queenstown Lakes District Council Operative District Plan**

The operative District Plan provides some limited opportunities for medium density development.

The operative ‘Low Density Residential - Medium Density Sub-zone’ enables development of two residential units on a lot, provided that no existing residential unit exists on the site, and the lot size is between 625m<sup>2</sup> and 900m<sup>2</sup>. Whilst this enables some form of medium density development, this zone is limited to Queenstown, comprises a small number of potentially developable sites (ie. less than 60), and only supports the development of two units per site. This infill opportunity is also limited where an existing dwelling has already been developed on the site. Therefore, maximum yield or land use efficiency is not supported by these existing provisions, and they also do not address modern smaller 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 operative provisions of the ‘High Density Residential – Subzone C’ allow development up to a density of 1 residential unit per 250m<sup>2</sup>. This zone is generally limited to areas of Queenstown and Wanaka which are in close proximity to town centres. Whilst this zone supports increased density, again this zone is spatially limited, and other supporting provisions, such as site coverage and maximum building footprint are more akin with a medium density development format. As part of the District Plan review, it is proposed for the

existing 'High Density Residential – Subzone C' to be encompassed into the new Medium Density Residential Zone, with some associated rationalisation of development standards.

The Remarkables Park Special Zone provides for medium and high density housing development however, minimal housing development has occurred and there is a risk (from a supply perspective) of concentrating such a high proportion of potential medium density development potential in Queenstown in one location / ownership.

Similarly, in Wanaka the Three Parks Special Zone provides opportunity for medium density housing development. Whilst this zoning has an important role to play in the housing response in Wanaka, it lacks benefits of centrality. In addition, the same issue as Remarkables Park exists in terms of significant concentration of medium density development opportunity in a small number of ownerships.

Beyond these zones, and the 'Comprehensive Residential Development' provisions in the operative District Plan which have relatively limited application, there is limited opportunity for medium density development in the district – especially in areas where this form of housing is most needed, or could serve the greatest benefit for the efficient use of land and infrastructure. In the past, this lack of provision for a medium density housing solution has resulted in the proliferation of private plan changes, seeking to create Special Zones to enable such development in a market which is increasingly seeking more affordable and low maintenance housing options. This is considered to be a major flaw in the operative District Plan.

Overall, the operative District Plan does not clearly identify areas for medium density housing, and there is a lack of integrated policy and rules to apply to such development. The Medium Density Residential Zone has been established to identify locations in Queenstown, Frankton, Wanaka and Arrowtown that are considered suitable for higher density development, and to support this through more enabling provisions which simplify the regulatory process.

## **2.5 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 Medium 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 Medium Density Residential Zone, in combination with other strategic methods for managing future growth, will ensure that the Councils priorities can be better integrated with the District Plan direction.

## **4 Non statutory context and material sources**

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**

- Monitoring Report: Residential Arrowtown 2011, Queenstown Lakes District Council, November 2011
- 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)
- MDR Infrastructure Review, Holmes Consulting Group, 15 May 2015
- Shadow and Recession Planes Study, Virtual Rift 3D Solutions, prepared 12 March 2015.
- Proposed Medium Density Housing Zone, Arrowtown, Review of Proposed Boundaries, Richard Knott Limited, 4<sup>th</sup> February 2015.

### **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](http://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
- New Zealand Green Building Council, The Value and Affordability of Homestar.
- Draft Unitary Plan, Homestar Cost-scoring Appraisal for Auckland Council, Jasmax & Rawlinsons, 16 September 2013
- Westpac Report Home Truths Special Edition', 14 May 2015
- 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>
- Building Better Budgets: A National Examination of the Fiscal Benefits of Smart Growth Development, Smart Growth America, 2013.
- Density, the Sustainability Multiplier: Some Myths and Truths with Application to Perth, Australia, Newman, P. 2014

## **5 Resource Management Issues**

### **4.1 Overview**

The key issues of relevance to the Medium 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** - Land supply and housing affordability
- **Issue 6** - Theoretical dwelling capacity and viability of re-development
- **Issue 7** - The impact of restrictive planning controls (such as height, recession plane, density, private open space) can reduce development viability and increase house prices
- **Issue 8** – Urban design and amenity values
- **Issue 9** – 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. The Queenstown Lakes District is unique in that the region supports an estimated resident population of 30,700 people, and around 1 million visitors per year<sup>1,2</sup>. Growth management approaches for the District must therefore consider the needs of both residents and temporary visitors.

Between 1991 and 2002 the resident population doubled across the District, and according to the QLDC Growth Options Study 2014 at this time it was predicted under a high growth scenario, that the population might reach 29,000 to 30,000 people by 2021<sup>3</sup>. Between 2001 and 2006, the QLDC *Growth Management Strategy (2007)* noted that the Queenstown Lakes District area was the fastest growing area in New Zealand, and experienced population growth of 30% over this period<sup>4</sup>. In 2006, the resident population was 22,956 (www.stats.govt.nz), and predictions were for the resident population of Queenstown/Wakatipu to reach over 32,000 by 2026<sup>4</sup>.

Now, in 2015, the LTCCP (2015 to 2025) identifies a resident population of 30,700. This highlights firstly, that growth has already surpassed 2004 'high growth' predictions<sup>3</sup> (of 30,000 people by 2021), and is close to achieving 2006 predictions (of 32,000 by 2026) – some 10 years earlier than predicted. Alongside (and inherently linked to) growth in resident population, the District has also experienced considerable growth in tourism (LTCCP 2015-2025) (Refer further description under Issue 2 below).

Between 2013 and 2015, the Council has commissioned a number of growth studies. 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 District. Insight Economics report indicates that between 2006 and 2013, the District again 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%)<sup>5</sup>. 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."<sup>5</sup> 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 and 44. These patterns suggest a high proportion of population within the 'first home buyers' and renting bracket, and the need for more diverse and flexible accommodation options<sup>5</sup>. 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

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1 Queenstown Lakes District Growth Projections for 2015

2 Queenstown Airport - Passenger History Annual Passenger Arrivals and Departures

3 QLDC Growth Options Study, 2004

4 QLDC Growth Management Strategy, 2007

5 Insight Economics. Medium to High Density Housing Study: Stage 1a – Review of Background Data (2014)

estimated to require an additional 6,518 dwellings, or 362 dwellings across the District each year<sup>6</sup>. In Arrowtown, there could be demand for an extra 690 to 870 dwellings over the next twenty years<sup>7</sup>.

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 centrally located and relatively affordable<sup>8</sup> rental townhouses and apartments. This also highlights the need to plan for increasing infrastructure demands by more efficiently utilising land within proximity to town centres to minimise the need for capital expenditure.

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 expanding 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”<sup>9</sup>.*

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%<sup>10</sup>. Conversely, a growth management approach based around urban intensification where existing capacity exists is generally 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.

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)<sup>11</sup> highlights the economic decline experienced in US and UK cities where

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<sup>6</sup> QLDC Economic Development Strategy, 2015

<sup>7</sup> Arrowtown Dwelling Supply and Demand, Insight Economics, 2015

<sup>8</sup> The relativity of affordability is emphasised. New build flats/townhouses are unlikely to be ‘affordable’ in terms of housing costs viewed in isolation, however if centrally located may represent a relatively affordable buying/renting option when transport and heating costs are factored in.

<sup>9</sup> 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>

<sup>10</sup> Building Better Budgets: A National Examination of the Fiscal Benefits of Smart Growth Development, Smart Growth America, 2013.

<sup>11</sup> Density, the Sustainability Multiplier: Some Myths and Truths with Application to Perth, Australia, Newman, P. 2014

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.

The formulation of the Medium Density Residential Zone and the associated objectives and policies has been 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. The Zone is intended to address predicted growth and housing demands through enabling higher density development within specific areas of Queenstown, Arrowtown and Wanaka which have been identified as appropriate to support increased density.

Methods to address the issue:

- *Provision of the 'Medium Density Zone' in strategic locations to enable increased density of housing to cater for predicted levels of growth and support compact development objectives*
- *Objectives and policies recognise that the zone will recognise change to an increasingly intensified residential character.*
- *Liberalise rules to enable better realisation of intensification objectives and policies*
- *Policies requiring the efficient utilisation of existing infrastructure networks*
- *Permitted activity status for certain low risk residential and visitor accommodation activities*

**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 community<sup>6</sup>. A recent market report prepared by Colliers 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"*<sup>12</sup>

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 2014<sup>13</sup>. 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 2015<sup>14</sup>).

Locally, the QLDC LTCCP (2015-2025) indicates a peak population (inclusive of tourism) in 2015 of 96,500, which is predicted to increase by almost 20% to 115,500 people by 2025. A recent study undertaken by Insight Economics<sup>15</sup> predicts that total visitor 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) (Insight Economics, 2015). A number of proposed major projects, such as the airport expansion to cater for night flights and potential convention centres, if realised, will have a direct influence on the level of tourism growth, and in fact may exceed medium growth scenarios.

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<sup>12</sup> Queenstown, Dunedin and Wanaka Market Review and Outlook 2015, Colliers International

<sup>13</sup> New Zealand Tourism Forecasts 2015-2021, Ministry of Business, Innovation and Employment, May 2015

<sup>14</sup> QAC Passenger Statistics, March 2015

<sup>15</sup> Analysis of Visitor Accommodation projections, Insight Economics, 2015

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). For example, the proportion of domestic tourists is predicted to decrease, alongside associated increased in international visitors from China (from a current share of 3 percent, to a predicted 11 percent); and Australia (from a current share of 23 percent, to a predicted share of 31 percent)<sup>16</sup>. This is supported by the latest national visitor arrivals statistics which highlight recent growth in arrivals from China, Australia and also the United States<sup>17</sup>.

In terms of accommodation demands, a report by Insight Economics<sup>15</sup> predicts, a proportionately higher demand for hotels over the next 20 years, and increasing desire for 'peer to peer' (eg. Book-a-Bach, Air BnB) accommodation forms, with both anticipated to more than double current rates. Insight Economics predicts the need for an additional 7000 additional rooms in Queenstown / Wakatipu Basin alone, within Hotels, Motels, Backpackers and Holiday Parks (combined); and an additional 1,139,270 peer to peer guest nights by 2035<sup>15</sup>.

It is recognised that there is a degree of existing capacity available in the District to cater for visitor accommodation. However, realisation of available capacity is limited by speculative market behaviour and various economic factors (Refer Issue 6 below), and may not address the changing visitor mix and increasing desire for peer to peer accommodation forms. 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*"<sup>12</sup>. 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*"<sup>12</sup>. 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 the Council should consider planning approaches for visitor accommodation 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 which warrant different approaches.

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<sup>16</sup> Shaping our Future 'Visitor Industry Task Force' report 2014

<sup>17</sup> Statistics New Zealand, International Travel and Migration: June 2015 ([www.stats.govt.nz](http://www.stats.govt.nz)).

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 medium density zone is therefore anticipated to cater for a portion of demand for lower intensity forms of visitor accommodation (with the possible exception of the Wanaka Town Centre Transition Overlay which may be suitable for higher density visitor accommodation due to its proximity to the town centre). The structure of the provisions for residential zones (such as levels of assessment) supports this overall approach, and will also ensure that an appropriate balance is provided between the supply of permanent residential housing and short term accommodation. Within the Medium Density Residential Zone, the commercial renting of residential units or flats is permitted without consent for a specified duration; and recognises the important role of these less intensive forms of visitor accommodation in addressing tourism demands.

It is however recognised that visitor accommodation can have effects in residential environments and, therefore, controls are necessary to avoid potential adverse amenity effects associated with visitor accommodation in residential environments, such as noise, parking and overcrowding. Furthermore, the occupation of residential units for visitor accommodation can also impact on the available supply of permanent rental accommodation and suitable regulation is necessary to balance these objectives.

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 days) or a Controlled Activity (between 28 and 180 days)*
- *More intensive forms of visitor accommodation (such as Motels or Hotels) are generally discouraged in favour of these uses locating within Town Centre and High Density Residential Zones*
- *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 and higher density 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 identifies the community's desire to contain urban growth within

defined boundaries, and support increased density in appropriate locations to protect rural, heritage 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 the right places, with “*all settlements to be compact with distinct urban edges and defined urban growth boundaries*”. 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.

The Medium Density Residential Zone has therefore been located in areas which are considered suitable to accommodate increased density due to location or site specific attributes; and which do not generally contain sensitive features or environments which would limit development potential.

Previous streams of statutory and non-statutory forums involving community input have reinforced a compact urban form strategy:

<p><i>Wanaka Structure Plan Review (2007)</i></p>	<p>The original Wanaka Structure Plan, prepared in 2004, was subject to a comprehensive review in 2007. The Structure Plan was widely circulated for community input in August / September 2007.</p> <p>Three growth management responses were proposed in the Plan. Option 1 was to retain current development patterns, with a mix of infill and new greenfield growth. Option 2 was to accommodate all required development within existing zones. Option 3 (the preferred option) was a mixed approach, involving consolidation of development within defined urban limits, and encouraging medium density developments near retail nodes and centres.</p>
<p><i>Plan Change 30 – Urban Boundary Framework</i></p>	<p>Plan change 30 was notified in 2009 and made operative in 2012. It introduced the concept of urban growth boundaries as a strategic growth management tool into the District Plan.</p> <p>The Plan change sought that the majority of urban growth be concentrated in the urban areas of Queenstown and Wanaka, and it enabled the use of Urban Growth Boundaries ‘to establish distinct and defensible urban edges’.</p> <p>Plan Change 30 was made operative in November 2010, introduced a new objective into the District Wide Issues of the District Plan (Objective 7 Sustainable Management of Development) and supporting policies which enabled the use of Urban Growth Boundaries.</p>
<p><i>Plan Change 20 (Wanaka Urban Boundary) and Plan Change 21 (Wakatipu Urban Growth Boundary)</i></p>	<p>These Council led plan changes were notified alongside Plan Change 30 in 2009, and sought to implement Plan Change 30 (and the outcomes of community plans) by establishing urban growth boundaries for Queenstown and Wanaka.</p> <p>Consultation and analysis on these proposed Plan Changes relating to urban growth boundaries for Queenstown and Wanaka occurred in 2007.</p> <p>These plan changes were subsequently abandoned, with a view to progressing these in the District Plan Review.</p>
<p><i>Plan Change 29 –</i></p>	<p>Plan Change 29 was notified in 2009 and made operative in 2015. The plan change</p>

Arrowtown Urban Growth Boundary	establishes an urban growth boundary for Arrowtown.
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It is evident from the outcomes of these processes that urban containment and density has been seen as the appropriate tool to manage growth pressures experienced at the three main centres of Queenstown, Arrowtown and Wanaka; and to protect the character for which each of these areas is recognised. In some locations, particularly in Wanaka, there is limited available capacity for increased density within existing town centre or high density residential zones. The medium density zone will provide greater opportunity for density close to the town centre.

It is however acknowledged that urban containment within defined boundaries has the potential to result in adverse effects to housing affordability, if not combined with a suitably enabling framework that enables increased density within these boundaries. The New Zealand Productivity Commission notes that:

*Whatever the case for their existence, considerable evidence shows that binding urban growth boundaries have major effects on new housing supply across cities and on housing prices (Malpezzi, et al, referenced in 'Using Land for Housing'<sup>18</sup>).*

Urban growth boundaries are proposed to be established via Chapter 4 (Urban Development) of the Proposed District Plan. To mitigate potential adverse effects on property values, it is necessary that existing urban areas within urban growth boundaries have sufficient opportunity for redevelopment via both greenfield and infill development. Therefore, enabling increased density within urban areas is essential to the successful functioning of a compact urban form; and forms part of the strategic housing approach sought by the Proposed District Plan. To achieve this, the District Plan must also liberalise current regulation which unnecessarily hinders increased density development.

Whilst the District contains land that is zoned for higher density housing development, the majority of this land is located within Town Centres and utilised for visitor accommodation, and additionally, much of the development potential of this land has been realised. The lack of a medium density zone, and restrictive nature of the operative district plan's regulation has been noted to restrict increased density occurring within existing residential areas.

Accordingly, in July 2014, Queenstown Lakes District Full Council accepted the Strategic Directions chapter (Chapter 3) of the Proposed District Plan. Strategic Directions sets the framework for achieving a compact urban form. Of particular relevance is *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 Proposed District Plan, beginning from the Strategic Direction and Urban Development Chapter at the top hierarchy of the Proposed District Plan, through to the provisions of individual zones. Enabling higher density in appropriate locations is central to the achievement of an efficient urban form, and the viability of strategic objectives and policies for managing growth. In particular, the provisions of the Medium Density Residential Zone have been formulated to support increased density and to provide greater scope for housing development to occur without the need for resource consent. All things being equal, more density and population adjacent to strategic public transport nodes and corridors should also help support the viability of public transport.

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<sup>18</sup> Using Land for Housing – Draft Report, New Zealand Productivity Commission, 2015.

This approach ties in with the emerging Proposed RPS which promotes a compact urban form, avoiding sporadic or ad hoc developments that may detract from rural amenity and landscape values. The Proposed RPS supports new housing in and around existing settlements that are already well serviced by transport links and amenities.

Methods to address the issue:

- *Provision of the 'Medium Density Zone' in strategic locations to enable increased density of housing to cater for predicted levels of growth and support compact development objectives*
- *Objectives and policies recognise that the zone will recognise change to an increasingly intensified residential character.*
- *Objectives to support increased density of development close to town centres, local shopping zones, activity centres and public transport hubs.*
- *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 asset<sup>6</sup>. 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. Conversely, a compact urban form that reduces reliance on the private vehicle and maximises use of public transport, walking and cycling; and comprises well insulated and energy efficient housing forms helps to reduce energy demand, and minimise impacts to air quality. Higher density infill development can also help to minimise demands for new housing in peri-urban locations which may be located on or close to significant natural environments.

The Shaping Our Futures Energy Forum Report 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*"<sup>19</sup> 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<sup>20</sup>.

The District contains a large stock of poorly insulated and inefficient housing forms which have significant water and energy usage demands; impacting on the availability and capacity of natural resources and affecting the health and comfort of residents. In accordance with Councils functions in enabling people and communities to provide for their health and safety (Part 5 of the RMA) there is the opportunity through the District Plan review to better encourage sustainable housing forms, and include this as a matter to be considered in the assessment of consent applications.

It is acknowledged that mandating sustainable building design in excess of the requirements of the Building Act can add some additional costs to housing development. The New Zealand Green Building Council considers that this is a common misconception, as there is evidence that sustainable building design results in only minor additional capital costs on development, but can also have considerable economic benefits to the developer (through improved marketability) and also the purchaser (through reducing energy and water

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<sup>19</sup> Shaping our Future: Energy Futures Taskforce Report 2014

<sup>20</sup> 'Density, the Sustainability Multiplier: Some Myths and Truths with Application to Perth, Australia', Peter Newman, 2014

costs and increasing potential re-sale values)<sup>21,22</sup>. Specifically, an independent study (based in Auckland) notes that the achievement of a Homestar rating of 6 for a typical 3 bedroom house adds \$6,500 to construction costs<sup>22</sup>, but that this cost is recovered via savings of approximately \$729 per year in energy, water use and wastewater efficiencies<sup>23</sup>. This study was undertaken in the Auckland context, where the jump from a Building Code compliant dwelling to a Homestar 6 rated dwelling is higher than in Queenstown (where, for example, the Building Code already requires double glazing and insulation). The Green Building Council have advised that in Queenstown the extra cost per dwelling is likely to be in the order of \$4000 (personal conversation M Paetz / V McGrath 19/06/15), and savings per annum are likely to be closer to \$1000. This analysis also does not account for increases to resale values which may benefit a property over time.

In working towards a more sustainable and energy efficient housing stock, the provisions of the Medium Density Residential Zone encourage design in accordance with a Homestar rating of 6 or more. An incentive based approach has been applied to mitigate the potential financial effects of mandatory regulation of Homestar; whereby density and non-notification incentives are offered for buildings which achieve a Homestar rating of 6 or more. The use of incentives to achieve better planning outcomes has been considered by the Council and the community for some time, and is consistent with the outcomes of the *Growth Management Strategy for the Queenstown Lakes District* (2007).

Methods to address the issue:

- *Provision of the Medium Density Zone in strategic locations close to town centres, local shopping zones, activity centres and public transport (current or future) routes to minimise reliance on private vehicle.*
- *Objectives and policies to encourage building design in excess of minimum regulatory requirements and achievement of a Homestar rating of 6 or more.*
- *Density 'bonus' and non-notification provisions to encourage achievement of a Homestar rating of 6 or more.*
- *Objectives and Policies encourage design which supports walking and cycling and connections to active transport networks.*

**Issue 5: Land supply and housing affordability**

Home ownership is unaffordable in the Queenstown Lakes District, with the second highest median house price in the country, coupled with relatively low median incomes. This makes mortgages 101.8% of the median take-home pay of an individual (QLDC Housing Accord, October 2014). High growth rates and limited housing supply are also resulting in significant rental prices. In recognition of the ongoing and increasing housing affordability issues affecting the District, the Queenstown Lakes District was added to 'The Housing Accords and Special Areas Act 2013' legislation, and a Housing Accord was approved by the Mayor and the Minister of Housing in October 2014. The Accord is intended to increase housing supply by facilitating development through more enabling and streamlined policy. The *Housing Accords and Special Areas Act 2013* legislation is a short term initiative (intended to expire in 2016), however the District Plan review needs to address the issue over the mid to long term. Furthermore, as provided by Section 14(c) of the Local Government Act 2002, the Council must consider the needs of both current future generations over a longer term planning period.

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

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<sup>21</sup> New Zealand Green Building Council, The Value and Affordability of Homestar, [www.nzgbc.org.nz/](http://www.nzgbc.org.nz/)

<sup>22</sup> Draft Unitary Plan, Homestar Cost-scoring Appraisal for Auckland Council, Jasmax & Rawlinsons, 16 September 2013

<sup>23</sup> Homestar Case Study Cost Benefit Analysis, eCubud Building Workshop Ltd, March 2013

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<sup>24</sup>, 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 capacity.”*

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 live<sup>18</sup>.*

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, 2014<sup>25</sup>).

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.

Insight Economics<sup>26</sup> in a report recently prepared for the QLDC, identified a number of planning and non-planning options the Council could consider to help reduce speculative land banking and thereby help to address factors which are restricting housing supply. One such mechanism includes increasing the supply of

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<sup>24</sup> The New Zealand Productivity Commission’s Housing Affordability Inquiry, 2012

<sup>25</sup> McKinsey Global Institute (2014), ‘A blueprint for addressing the global affordable housing challenge’.

<sup>26</sup> Brief Analysis of Options for Reducing Speculative Land Banking, Insight Economics, 2014

suitably zoned land which supports re-development and increases market competition. The Productivity Commission (2015, page 257) has recently reinforced this view, stating:

*The best way to tackle land banking is to increase the amount of land available for development and the amount of development that can take place on land through more permissive land use regulation<sup>18</sup>.*

A recent article by Dr Phil McDermott<sup>27</sup> highlights the need for multiple approaches to address land supply and housing affordability:

*“Resolving the supply and affordability housing crisis presumably requires action on all those fronts, and in a wide range of localities..... If nothing else, an approach to managing the release of additional land supply that identifies and works through multiple sites and agencies, that helps to free up and fund the infrastructure sector, and boosts the development and construction sectors would moderate any such impact<sup>27</sup>.*

Therefore, to provide for more affordable housing, limit the detrimental economic effects of landbanking and improve market elasticity, it is proposed to increase the supply of land for higher density housing through the creation of the current Medium Density Residential Zone. The Medium Density Zone will not in itself address housing affordability, but is an important element of the overall housing approach of the Proposed District Plan to increase opportunities for higher density within existing urban areas. The benefits of higher density in addressing housing affordability include:

- Economies of scale which minimise construction costs
- Increasing the spatial scale and diversity of housing supply
- Providing options for smaller houses and smaller lots (such as town houses and semi-detached) to reduce property prices
- Providing options for older people who wish to downsize
- Increasing supply in locations where people want to live, near employment centres with transport costs minimised
- Reduced heating costs associated with new build multi-unit development
- Dis-incentivising landbanking behaviour through increasing the quantity and diversity of plan enabled land supply

Medium density housing development of two storeys in scale can also more effectively deliver on housing affordability needs as opposed to high density housing. This is due to the fact that relatively high densities can be achieved with a two storey building scale (provided non-height rules are sufficiently enabling), but at the same time construction costs can be kept at a level significantly lower than for high density development of 3 or more levels where structural construction costs are significantly higher. Higher density living increases housing choice and can result in economies of scale which reduces construction costs:

*Unlocking land allows economies of scale in land assembly, land development and housing construction. Larger building firms are able to generate scale efficiency from building large numbers of houses on contiguous sites and by purchasing at a greater scale, particularly building materials<sup>18</sup>.*

To address landbanking effects, another method identified by staff and in some feedback provided to Council as part of engagement on proposed Special Housing Areas was to apply ‘sunset clauses’ to zoning, so there is greater incentive for landowners to develop their land, and less incentive to landbank. It is considered problematic to apply this approach to existing zones because of existing development rights and expectations, however it is proposed to apply such a provision to the density bonus and non-notification

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<sup>27</sup> Cities Matter, 2015, available online at <http://cities-matter.blogspot.co.nz/>

incentives provisions applying to Homestar™ 6 rated dwellings in the Medium Density zone, (Refer Issue 4 above for more detail of Homestar™). The use of incentives to promote development has been considered by the Council and the community for some time and is consistent with actions 2c/2d and 5h of the *Growth Management Strategy for the Queenstown Lakes District (2007)*.

In addition to planning regulation, evidence suggests that taxation approaches can be effective in addressing landbanking, preferably in combination with planning approaches. This has been advocated by Insight Economics and the OECD, and a recent editorial from *The Economist* ('Space and the City', 4 April 2015) promoted such a policy response. The use of economic tools can further support the incentive based approach of the Proposed District Plan, and a number of methods were previously identified within the *Growth Management Strategy for the Queenstown Lakes District (2007)*. Council has begun to assess different options in terms of applying different (higher) rates to undeveloped or undercapitalised land.

The Medium Density Residential Zone establishes new opportunities for higher density living which are limited under the operative District Plan. The zone provides an important component of the total housing approach sought by the Proposed District Plan and will be supported by enabling policy which avoids unnecessary complications for low risk housing activities. Importantly, the zone has been located in areas established urban areas, close to amenities, public transport routes, and in areas that people want to live. Areas within the zone are identified as having the appropriate attributes to support increased density and to realise the benefits that come with it, including to overall affordability.

Whilst it is acknowledged that some development in the zone may comprise higher end living, the regulatory framework needs to be enabling to help provide the opportunity for more affordable residential supply to be brought to market. Therefore it is critical that restrictive regulation that hinders such delivery is avoided, especially if it does not offer significant gain (Refer Issue 7 below).

#### Methods to address the issue

- *Establish the Medium Density Zone to increase the supply of land for higher density housing*
- *Apply a sunset clause on the density bonus provisions in the Medium Density zone to incentivise development and discourage landbanking*
- *Liberalise District Plan bulk and location rules*
- *Simplify and streamline provisions*
- *Consider different rating approaches to undeveloped or undercapitalised land (outside District Plan process)*

#### **Issue 6: Theoretical capacity and viability of re-development**

It is recognised that there remains some land in the District which has the appropriate zoning to be developed for medium to high density residential housing or visitor accommodation, including a number of large properties within convenient access to the Queenstown Town Centre suitable for high density hotel or apartment development. There are also a number of housing developments with considerable land supply which have either not yet started, or have not been fully implemented (such as Northlake (Wanaka), Three Parks (Wanaka), Frankton Flats, Jacks Point, Hanley Downs and Remarkables Park). However, whilst it is acknowledged that theoretical (or plan enabled) capacity does exist, a number of economic and site characteristics influence the development feasibility of land, and the timing of the release of land is currently heavily controlled by a small number of developers.

To analyse the theoretical capacity of undeveloped land within the District, the QLDC maintains a Dwelling Capacity Model (DCM). The DCM provides a high level indication of the available residential land within the District, and the potential yield which may be gained from that land based on its zoning. However, as noted theoretical existing capacity is not necessarily 'development ready', and is held by a very small number of landowners with significant control over the market. The actual yield achieved from theoretical supply is also often substantially reduced by a number of social and economic factors.

Insight Economics<sup>28</sup> has recently undertaken a review of Councils existing dwelling capacity model to assess whether the logic was sound, and whether the inputs and assumptions were reasonable in representing a realistic available capacity. Prior to the review, the Council model assumed that 100% of high density zoned land would be brought forward for development, with 72% to 100% for the existing Medium Density Subzone (these percentages are referred to as 'feasibility factors'). However, Insight Economics review of this model<sup>28</sup> proposed new feasibility factors which take account of the following factors which typically interact to reduce development yield:

- Feasibility of development
- Viability (the relative ratio between the value of land versus the value of existing buildings)
- Marketability/desirability (appeal to the market)
- Land use displacement (loss of land supply which is already used for other non-residential purposes, such as motels)
- Allocation of land for greenfield roads and reserves
- Likelihood of market participation (a land parcel may never be brought to market for various reasons).

The revised feasibility factors produced by Insight Economics show only 10% of high density zoned land is likely to be realised for new residential development over the next 20-30 years, and 28% to 72% for the 'Operative Low Density Residential - Medium Density sub-zone'<sup>28</sup>. These revised factors are a significant reduction in the previously estimated capacity and reflect the large range of social, commercial, economic and physical factors that act as barriers to realisation of housing supply.

This review has been informed by several recent processes and inquiries. Work undertaken on the Proposed Auckland Unitary Plan has been particularly relevant. The original Dwelling Capacity work undertaken for the Unitary Plan found that the proposed provisions provided theoretical dwelling capacity for 565,000 new dwellings. However, the independent panel considering the proposed Unitary Plan assembled 15 experts from within Auckland Council and the private sector, including planners, developers, economists and demographers, to apply "real world" criteria to the council's previous forecasts, on likely population growth, and how many new dwellings would likely be built. The expert group concluded that 64,420 dwellings could be "feasibly" built, an amount substantially lower than the theoretical capacity of 565,000 dwellings<sup>29</sup>. This has resulted in a realisation that Auckland now faces a huge shortfall of realistic supply, and alternative regulatory approaches are now being considered, including no density limits. In addition the recent Productivity Commission's Inquiry cites examples from Australia. An example from New South Wales identifies a scenario in which the theoretical capacity for medium density housing was initially estimated as 145,000 dwellings, however, the realistic and feasible capacity (accounting for a range of development barriers, costs and revenues) was only 8% of this (12,200 dwellings).

These examples demonstrate that in particular, for brownfield intensification (i.e. infill development within existing/developed urban areas), realistic dwelling capacity is often much lower than theoretical capacity. The matter is generally less pronounced for greenfield development, and reflecting this, the revision to the Dwelling Capacity Model has seen less reduction in capacity in greenfield locations.

The recent work by Insight Economics<sup>28</sup>, and the outcomes of the Auckland Unitary Plan process<sup>29</sup> has informed the review of the Queenstown Lakes District DCM (refer attached). The revised model now reflects the revised feasibility factors, and demonstrates that there is very limited realistic capacity for high density housing in the HDR zone, and this supports the case for more enabling provisions to increase that realistic

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<sup>28</sup> Stage 1b – Dwelling Capacity Model Review', Insight Economics, 2015

<sup>29</sup> Residential Developable Capacity for Auckland, A Report on the 013 Topic Urban Growth for the AUP Independent Hearing Panel by the 013 Expert Group

capacity. It also supports the need for the Proposed Medium Density Zone, as a method to provide further opportunity for housing close to centres and amenities. The amended DCM now provides a more realistic representation of potential capacity. It is however noted that the DCM remains as a tool to indicate potential capacity only – and will always be subject to a range of assumptions.

Whilst additional land supply is one component of the picture, it is recognised that the majority of land within the proposed medium density residential zone is improved land, containing existing dwellings. Some of this land may not be suitable for development due to a number of factors, including the value of the existing dwelling relative to the land, and the location of any existing buildings on the land parcel. Such factors have been taken into account when determining the necessary size and location of the medium density zone to realise an appropriate development yield.

As a result, re-development within the proposed Medium Density Residential Zone is likely to be less than half of the theoretical supply of new zoned land. The pace of change within the zone is likely to be incremental. Site specific attributes of the zone which may reduce realistic development yield include:

- Topography (eg. Queenstown Central and Fernhill are relatively sloping and may add to development costs)
- Resource consent process (proposed rules for Arrowtown require consent for all multi-unit proposals, and compliance with Arrowtown Design Guidelines which may increase development costs)
- Land use displacement (eg. land which already contains visitor accommodation or commercial uses)
- Improvement Value to Land Value ratios (some specific properties within the zone may have high house values relative to the land value, and are less commercially viable for redevelopment).

It is also recognised that some location specific factors will also benefit redevelopment feasibility – such as the proximity of the zone in Queenstown and Wanaka to town centres and amenities; and Fernhill being located on a regular bus route.

The investigation by Insight Economics<sup>26</sup> also noted that land supply within the Wakatipu Basin is held very tightly by a very small number of landowners, who may have little shorter term incentives to rapidly develop their landholdings (and indeed in the face of limited alternative supply there may be significant economic benefit in 'land banking'). The evidence of the past 5-7 years shows that very little new housing supply has been realised in some of these locations; and land is often advertised for its landbanking potential. This is also the case in Wanaka where a large portion of greenfield land supply is held in a small number of ownerships.

Clearly, dwelling capacity is a complex matter, subject to many potential variables and influences. The Productivity Commission has recommended that the Ministry of the Environment consider developing a sophisticated model that could be applied throughout New Zealand. Until then, the revised Dwelling Capacity Model for Queenstown is a relevant tool or guide for planning, however its significance should not be overstated and it is but one tool or indicator.

It is evident from the review of the DCM<sup>28</sup> that existing residential capacity is not sufficient in itself to realise the necessary development yield to cater for anticipated levels of growth. These results point towards the need to increase the supply of land for housing, and minimise the negative externalities of landbanking. The ability to increase greenfield land supply within the district is limited by topography, natural hazards and objectives to protect the Districts natural landscapes. In the absence of large areas of suitable greenfield land (such is particularly the case for Queenstown and Arrowtown), provision for increased density through zoning and development controls is necessary to achieve additional dwelling capacity. For Wanaka, whilst greenfield capacity does exist, this land is held within a small number of ownerships, and there remains limited opportunity for increased density close to the town centre.

Appropriately 'upzoning' wider tracts of residential land comprising many smaller individual land titles held in a multitude of ownerships offers the potential for a more elastic housing supply response, promoting competition in the market and incentivising the opportunity for smaller land owners to redevelop their property. Increased supply of viable land will also have some effect on reducing incentives for land banking.

To further limit holding incentives on land, another method identified by staff and in some feedback provided to Council as part of engagement on proposed Special Housing Areas was to apply 'sunset clauses' to zoning, so there is greater incentive for landowners to develop their land, and less incentive to landbank. It is considered problematic to apply this approach to existing zones because of existing development rights and expectations, however it is proposed to apply such a provision to the density bonus provisions applying to Homestar 6 rated dwellings in the Medium Density zone, being a proposed upzoning. The sunset clause and incentives for energy efficient design are consistent with actions 2c/2d and 5h of the *Growth Management Strategy for the Queenstown Lakes District (2007)*.

Economic analysis points to the need for increased density offered by the medium density zone. However it is noted that the zone is not intended to cater for the entire extent of predicted population/housing growth, and will be supported by the wider planning framework and development entitlements of other residential zones.

#### Methods to address the issue

- *Increasing land supply and density through the Medium Density Zone*
- *Apply a sunset clause on the density bonus provisions in the Medium Density zone to incentivise development and discourage landbanking*

#### **Issue 7: The impact of restrictive planning controls (such as height, recession plane, density, private open space and balconies) can reduce development viability and increase house prices**

The New Zealand Productivity Commission's inquiries have identified the negative impact that planning rules can have on the realisation of housing supply:

*"Land use regulations in District Plans affect the supply and price of development capacity, by limiting the use of particular pieces of land and adding steps to development processes"*<sup>18</sup>.

*"Councils should ensure that their planning policies, such as height controls, boundary setbacks and minimum lot sizes, are not frustrating more efficient land use. Such policies put a handbrake on greater density and therefore housing supply."*<sup>24</sup>

The height and recession plane controls of the Residential zones in the Operative District Plan are overly restrictive, and in many situations make complying development to even 2 storeys difficult to achieve, especially on flatter land. Other existing rules such as minimum private outdoor living space for apartments (resulting in the need for balconies) also reduces the achievable development capacity due to financial or spatial constraints. These factors can make development uneconomical, or, create unnecessarily delays whereby developers require resource consent to achieve an alternative outcome.

Historically, in Queenstown and other New Zealand locations, there has been an 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).

The Productivity Commission 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 benefits<sup>18</sup>.

Density controls have a fundamental influence on housing supply as they determine the maximum yield of housing possible on any given plot of land. The use of density controls by Councils in New Zealand is common. There are relatively rare situations in some zones applied by some Councils where either no density controls are applied (eg. Wellington), or a different form of development control is applied. For example, in Taupo, the Council applies a 'Floor Area Ratio' control and no density control.

Especially in locations with mid to high land values – such as Queenstown - higher densities than are typically provided for by traditional suburban density controls are required in order to facilitate feasible redevelopment. If density controls are not sufficiently liberal then the objectives and policies that may be espoused in Medium Density Zones may struggle to be provided for.

Supporting this approach, the Property Group (2014)<sup>30</sup> considers the impact of restrictive planning controls on the viability of development:

*'Without derogating from the need for regulatory control per se we believe that it is important to recognise the profound impact that district plan regulation has on developer confidence and activity. Our recent engagement with the development sector indicates that resource consents are one of if not the single biggest obstacle to getting development proposals off the ground. In most cases commercial contracts and bank funding are dependent on obtaining resource consent, and accordingly any uncertainty (avoidable or unavoidable) can cause developers to abandon proposals (The Property Group Limited, 2014)'.*<sup>30</sup>

In addition, private open space requirements can also impact on development viability, and do not necessarily offer significant amenity benefits. For example, a balcony requirement can add substantially to the sale price of an apartment, and may offer minimal benefit if the development site is located in a dense urban setting or on a highly trafficked and noisy transport corridor. In addition, in a cooler climate such as Queenstown balconies arguably have generally less utility than in warmer climates, and Body Corporate rules often prevent their use for functions such as clothes drying. Requirements for deep balconies (ie. more than 1.5m) can also negatively impact on winter sunlight admission into units which can also have winter heating cost implications.

A recent (January 2015) paper prepared for Treasury and the Ministry of Business, Innovation and Employment (MBIE) by economists Motu<sup>31</sup> – quantified some of the economic impacts of rules such as balcony requirements. Motu found that balconies (ranging in area from 5 to 8 square metres would typically add \$40,000 to \$70,000 to the selling price of an apartment. MOTU also quantified housing cost implications of a range of other planning rules, with the additional costs (specified as a range) set out as follows:

- Building height limits: \$18,000 to \$32,000 per unit/dwelling
- Floor to ceiling heights: \$21,000 to \$36,000 per unit/dwelling

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<sup>30</sup> 'Wellington City Housing and Residential Growth Study: Final Planning Assessment and Recommendations', The Property Group Limited, 2014.

<sup>31</sup> 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

- Mix of dwelling units: \$6000 to \$15,000 per unit/dwelling
- Extended consent process: \$3,000 to \$6,000 per unit/dwelling
- Site coverage and greenspace: \$5000 to \$10,000 per unit/dwelling
- Other urban design considerations: \$1,500 to \$8,000 per unit/dwelling

It should be emphasized that the Motu study focused on the financial costs of planning rules and not potential benefits, and was explicit in acknowledging this. However, their analysis is important in recognising the financial implications of planning rules; and highlighted where some flexibility should be considered, particularly where these costs substantially outweigh potential benefits. The Productivity Commission's recent inquiry report (2015) concluded that the costs of imposing minimum private open space requirements were likely to exceed the benefits, citing the Motu study and work by MRCagney and recommended that Councils dispense with such requirements.

With regard to balconies and floor to ceiling heights, it is considered that more flexibility is required and that generally speaking the market is best able to determine the need, depending on site location, views, aspect etc. Avoiding such requirements may help better realize the delivery of affordable rental studio apartments in central locations, in particular.

Furthermore, 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 for Queenstown's Medium Density Zone, 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 Medium Density Residential Zone have been developed with specific regard to improving the ease of development for low risk activities. 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. A summary of the proposed variations from operative amenity controls (compared to the operative Low Density Residential Zone provisions) include:

- Provision for site density of 1 unit per 250m<sup>2</sup>
- Minor increase in building height in Arrowtown (from 6 m to 7 m)
- Minor increase in height allowance for sloping sites
- Recession planes specific to each site boundary and liberalised
- Sound insulation requirements for residential uses adjoining the State Highway network
- No requirements for balconies or private open space

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 visualisation<sup>32</sup> 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.

Overall, the Medium Density Zone has the purpose to increase the supply of land for higher density housing, achieved through the provision of a more liberal planning framework. 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 better aligned with their associated costs and benefits.

#### Methods to address the issue

- *Activity status aligned with purpose to enabling increased density housing, including Permitted activity status for certain low risk residential and visitor accommodation activities*
- *Non-notification of Restricted Discretionary activities for 4 or more residential units (2 or more residential units in Arrowtown) where the development is able to achieve certification to a minimum 6-star level using the New Zealand Green Building Council Homestar Tool*
- *Removal of balcony and private open space requirements*
- *Liberalisation of recession plane controls*
- *Minor increases to building coverage and height controls*

#### **Issue 8: 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.

It is acknowledged there is a general concern within the community that higher 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)<sup>20</sup> 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 must be carefully balanced against high urban design standards.

*“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”<sup>30</sup>*

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<sup>32</sup> Shadow and Recession Planes Study, Virtual Rift 3D Solutions, prepared 12 March 2015.

Whilst the Operative District Plan contains a large number of urban design criteria, these need to be reframed into a more concise and direct format consistent with the revised structure of the Proposed District Plan. Proposed development standards (for example recession planes, sunlight access, building height, and site coverage) have been retained to protect residential amenity and it is noted that density is not intended to come at the expense of quality design. In particular, medium density development in Arrowtown 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.

Such standards however, should be seen in the context of the purpose of the zone to accommodate a higher density of housing supply. Therefore, where necessary, existing rules have either been removed or liberalised to avoid the economic impacts of overly restrictive policy (Refer Issue 7), and ensure better alignment between the potential costs and benefits of such rules.

Building design and site layout also has a direct impact on energy consumption and health (Shaping Our Futures Energy Forum Report, 2014). It is recognised that the District Plan should encourage built forms which achieve more efficient energy use through solar orientation and insulation; and increase the ease and convenience of walking and cycling.

#### Methods to address the issue

- *Frame policies and rules in a manner that better balances development rights and amenity values*
- *Continue Operative District Plan's strong emphasis on urban design but in a more streamlined and focussed manner*

### **Issue 9: 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*".

The Economic Development Strategy (2015) 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*". The appropriateness of higher density environments for providing such services and amenities is also identified by the report of the Heart Foundation<sup>33</sup> which notes "*higher density residential densities bring destinations closer together and support the presence of local shops, services and public transport*" and

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<sup>33</sup> 'Does Density Matter – The role of density in creating walkable neighbourhoods', discussion paper by the National Heart Foundation of Australia

further that people “are seeking out places where they can be less car dependent and where they can live, work and play”<sup>33</sup>.

Provision for appropriate community and commercial uses which contribute to economic diversification and social interaction are considered to be appropriate for a residential environment which is intended to support an increased density of population. Currently, the provisions of the operative District Plan generally limit commercial and community uses to specialist zones or sub-zones, and lack flexibility to cater for a growing community with changing needs.

Specifically, in Wanaka, the zone adjoins land within the Wanaka Town Centre Zone. A discrete area of the medium density zone here (the Wanaka Town Centre Transition Overlay) is considered to be appropriate for mixed use development forms, to provide for the managed expansion of the Wanaka Town Centre. This area may also accommodate higher density forms of visitor accommodation given its proximity to the town centre.

#### Methods to address the issue

- Provision for low intensity commercial and/or community uses
- Support for mixed use development within a discrete area adjacent to the Wanaka Town Centre, subject to compliance with the provisions of the Wanaka Town Centre Zone Chapter (Refer further detail contained within the ‘Section 32 Evaluation Report: Wanaka Town Centre’).

#### **Issue 10: Better coordination of infrastructure and services and forward planning**

In the past, the lack of strategic guidance within the Operative District Plan about where future development should be located has resulted in sprawling urban settlements. Urban sprawl prompts the need for expansion of infrastructure networks, with associated capital expenditure and maintenance costs to Council and ratepayers. 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”<sup>34</sup>.*

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%<sup>35</sup>. This study cites a number of other studies supporting this notion. There is also a large body of research from Australia supporting these findings.

Conversely, a growth management approach based around urban intensification is generally considered significantly more cost efficient than an approach based around sprawl. Accordingly, the Medium Density Residential Zone has been intentionally sited in locations where existing infrastructure capacity is available (or can be upgraded efficiently) and incorporates policy to ensure that development is designed consistent with the capacity of existing networks.

#### Methods to address the issue

- Supporting increased density in locations where existing infrastructure capacity is available (or can be upgraded efficiently)
- Provisions support the Strategic Directions (Chapter 3) and Urban Development (Chapter 4) policies by promoting a compact urban form.

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<sup>34</sup> 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>

<sup>35</sup> Building Better Budgets: A National Examination of the Fiscal Benefits of Smart Growth Development, Smart Growth America, 2013.

## 4.2 Summary and outcomes

The identification and analysis of issues relevant to residential development has helped define how section 5 of the RMA should be expressed in the context of the Queenstown Lakes District. This has informed determination of the most appropriate objectives to give effect to section 5 of the RMA in light of the issues. The appropriateness of potential objectives cannot be assessed without due consideration to the issues that frame what sustainable management means for the district at this point in time and into the future.

The formulation of the Medium Density Zone, and the associated objectives, policies and rules has been 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. The provisions have been developed on the premise that the District is going to grow, and 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.

For example, without the issue context of high growth pressures, alternative objectives may have been recommended that provide less emphasis on density, land supply and affordability; and more emphasis on amenity. In this scenario, the market would play a greater role in determining the location and form of future growth. However, regardless of growth pressures, such an approach takes a short term view and has the potential to result in a proliferation of a sprawling urban form, with the delivery of inefficient housing and infrastructure which does not necessarily promote sustainable management.

The Medium Density Residential Zone is also inherently linked to the strategic intentions of the District Plan, expressed by growth management objectives of the Strategic Directions (Chapter 3) and the Urban Development framework (Chapter 4). The zone is essential to the functioning of urban growth boundaries for Queenstown, Wanaka and Arrowtown which have the purpose to maintain the heritage, character and cohesion of these centres – whilst still being able to accommodate anticipated growth.

The zone supports the intentions of Part 2 (Strategy) of the Proposed District Plan, namely Strategic Directions (Chapter 3) and Urban Development (Chapter 4) which seek to achieve a compact urban form.

## 6 Initial consultation

In developing the Medium Density Residential Zone and supporting provisions, during the preparation phase of the Proposed District Plan, QLDC invited informal feedback from the public and targeted landowners potentially affected by the proposed rezoning.

It is noted that public consultation during the preparation of the District Plan is not mandatory under the RMA, but is however provided for by 3(2) of Schedule 1, and has been undertaken by QLDC on issues where specific public input was sought.

A summary of the consultation undertaken for the Medium Density Residential Zone is outlined below.

Date	Task
February 2015	Copy of Draft Residential Zone Chapters and supporting summary document (' <i>District Plan Review – Residential Chapter, Summary of Issues and Proposed Changes</i> ') placed on the QLDC website. Written feedback was invited.
9 February 2015	Letter sent to all residents within the extent of proposed Medium Density Residential Zone located at: <ul style="list-style-type: none"><li>• Arrowtown</li><li>• Frankton</li><li>• Fernhill</li><li>• Queenstown Central</li></ul>

	<ul style="list-style-type: none"> <li>Wanaka</li> </ul> Written feedback was invited.
14 February 2015	Drop in session held in the Summit Room of the Edgewater Resort on Saturday 14 February, between 10am – 1pm.
21 February 2015	Drop in session held at the Council Chambers at 10 Gorge Road, Queenstown, on 21 February, between 10am – 1pm
28 February 2015	Drop in session held at the Athenaeum Hall, Arrowtown on Saturday 28 February, between 10am – 1pm.
2 March 2015	Drop in session held at Council Offices, Reece Crescent, on Monday 2 March, between 4.30 – 6.30pm.
4 March 2015	Drop in session held at the Council Chambers at 10 Gorge Road, Queenstown, on 4 March, between 4.30pm – 6.30pm
21 April 2015	Letters sent to landowners of SH6 within area of proposed extension to the Medium Density Residential Zone.
1 May 2015	Letters sent to landowners of SH6A within area of proposed extension to the Medium Density Residential Zone.

Initial consultation indicated a range of views. A number of changes have been made to reflect public feedback. The key changes made in direct response to consultation include:

**1. Significant reduction in the spatial extent of the Medium Density Residential Zone in Arrowtown.**

Public consultation and external investigations undertaken during this time prompted a review of the extent of the zone in Arrowtown. A report prepared by Richard Knott Limited<sup>36</sup> (Refer Appendix X) specifically recommended the removal of four specific areas from the zone, including:

- Land to west of Berkshire Street within Old Town Neighbourhood 2, Soldiers Hill
- Land to east of Berkshire Street within Old Town Neighbourhood 5, Stafford Street
- Land above (to the east of) the Arrowtown Scenic Protection Area within Newtown Neighbourhood 10, Adamsons Ridge
- Land to east of Nairn Street within Old Town Neighbourhood 6, Nairn and Criterion Street

These locations have subsequently been removed from the proposed zone.

Additionally, the eastern extent of the zone along Shaw Street has also been reduced in recognition of topography and potential visual impacts from McDonnell Road. The investigation by Richard Knott Limited (Refer Appendix X) also notes that “*This is a relatively newly developed area and it may be that existing improvement values will mean that redevelopment is not economically feasible for many years*”.

The current proposed extent of the zone in Arrowtown has therefore been considerably reduced from that which was advertised in February 2015.

**2. Activity Status - Requirement for resource consent for multi-unit development proposals in Arrowtown**

In recognition of the high quality design standards sought in Arrowtown, the permitted activity status was revised to ensure that any development involving more than 1 unit per site in Arrowtown will require resource consent, and will be assessed against the Arrowtown Design Guidelines.

**3. Standards – Revision of site coverage and density provisions**

<sup>36</sup> Proposed Medium Density Housing Zone, Arrowtown – Review of Boundaries, Richard Knott Limited

Maximum site coverage has been reduced from 55% to 45%; and a density provision has been included to maintain residential amenity.

#### **4. Significant reduction in the spatial extent of the Medium Density Residential Zone in Queenstown Central**

The spatial extent of the Zone in Queenstown central has been reduced to exclude land bounded by Park Street, Cecil Road, Frankton Road and Suburb Street; resulting in an approximate halving of zoned land in this location.

## **7 Evaluation**

### **6.1 Purpose and options**

In serving the function of a territorial authority provided by Section 31(1) of the Act, the Medium 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 Medium Density Residential Zone is to facilitate higher density development of up to two storeys, close to town centres, which will provide the following benefits:

- Provide greater housing supply to respond to strong demand for centrally located housing
- Increase supply elasticity, reducing landbanking incentives and improving housing affordability
- Provide greater diversity of housing
- Place less pressure on the District's road transport network by providing housing close to town centres where walking and cycling to the centres as places of employment, retail and entertainment is readily achievable
- Increasing the viability of public and active transport networks
- Reduce pressure for residential development on the urban fringes and beyond
- Coordinated delivery of infrastructure and services.

Whilst the operative District Plan shares many of these objectives, there is poor translation of these objectives into regulation that is sufficiently enabling to facilitate the density of development sought. As The Property Group<sup>30</sup> notes, there is little point in providing High or Medium Density zonings if the regulation imposed has not been designed in a manner that considers development feasibility, which is often driven strongly by density controls.

In addition to applying the Medium density zone in new locations in Fernhill, Frankton (SH6), Arrowtown and Wanaka it is proposed that the zone will replace the least intense of the High Density subzones – Subzone C – in the Operative District Plan.

### **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.*

*Goal 3.2.3: A quality built environment taking into account the character of individual communities*

*3.2.3.1 Objective - To achieve a built environment that ensures our urban areas are desirable places to live, work and play*

*Goal 3.2.4: The protection of our natural environment and ecosystems*

*3.2.4.1 Objective - Promote development and activities that sustain or enhance the life-supporting capacity of air, water, soil and ecosystems.*

*3.2.4.2 Objective - Protect areas with significant Nature Conservation Values.*

*Goal 3.2.5: Our distinctive landscapes are protected from inappropriate development*

*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.*

*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.*

*Goal 3.2.6: Enable a safe and healthy community that is strong, diverse and inclusive for all people.*

*3.2.6.1 Objective - Provide access to housing that is more affordable.*

*3.2.6.2 Objective - Ensure a mix of housing opportunities.*

*3.2.6.3 Objective - Ensure planning and development maximises opportunities to create safe and healthy communities through subdivision and building design.*

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

- Establishing a new Medium Density Residential Zone which enables higher density development close to existing urban centres, active and public transport routes
- Promoting quality developments with a range of housing options to meet the needs of the community
- Contributing to the overall compact growth management approach which seeks to reducing environmental, social and economic effects associated with urban sprawl
- Promoting efficient use of existing services and infrastructure, including potential increase in the viability of public transport

## **6.2 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 of the District Plan, being the existing 'Low Density Residential – Medium Density Subzone', and the High Density Residential Zone – Subzone C', and not expanding the extent of these zones. This option maintains the status quo.

- ***Option 2: Realise greater density and development potential in central locations only through new provisions for the High Density Zone and Low Density Zone, and not introduce a Medium Density zone.***

Option 2 comprises the absence of a medium density zone, and instead including additional provisions to support medium density housing in the High Density Zone and Low Density Zone.

- ***Option 3: (Recommended) Comprehensive review – introduce a new Medium Density Zone***

Option 3 involves a comprehensive review to establish a new Medium Density Zone, and integrate this with areas of the operative 'Low Density Residential – Medium Density Subzone', and the High Density Residential Zone – Subzone C'. This option involves creating new areas of medium density zoned land in locations close to town centres, local shopping zones, activity centres, and public transport routes.

**Option 1: Retain the operative provisions**

**Option 2: Realise greater density and development potential in central locations through new provisions for the High Density Zone and Low Density Zone, and not introduce a Medium Density zone.**

**Option 3: (Recommended) Comprehensive review – introduce a new Medium Density Zone**

	<p><b>Option 1: Status quo/ No change</b></p>	<p><b>Option 2: Realise greater density and development potential in central locations only through new provisions for the High Density Zone and Low Density Zone, and not introduce a Medium Density zone</b></p>	<p><b>Option 3: Comprehensive review Introduce a Medium Density zone</b></p>
<p><b>Costs</b></p>	<ul style="list-style-type: none"> <li>Does not enable further opportunities to increase development capacity.</li> <li>Operative provisions of the general LDR Zone only support development to a density of 1 unit per 450m<sup>2</sup>, and do not expressly support medium density built forms.</li> <li>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.</li> <li>Limited achievable yield as most development potential in existing sub zones has been realised; and does not liberalise operative provisions which are restricting housing development.</li> <li>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.</li> <li>Does not give effect to the relevant goals and objectives of the proposed Strategic</li> </ul>	<ul style="list-style-type: none"> <li>Has costs associated with going through the District Plan Review process (but this is required by legislation).</li> <li>Inclusion of provisions within High Density Zone and Low Density Zone lacks certainty/clarity around medium density development forms and complicated implementation of the District Plan.</li> <li>Not likely to provide sufficient opportunity for higher density redevelopment to occur</li> <li>More diverse housing would only be enabled in very urban settings and this would not provide for sufficiently diverse housing options in a variety of locations through the District where greater diversity is required</li> <li>Is less able to provide for more affordable housing</li> <li>Does not support a diversity of housing forms</li> <li>Would require resource consent where developers seek to meet demand for medium density housing forms in areas not anticipated</li> </ul>	<ul style="list-style-type: none"> <li>Has costs associated with going through the District Plan Review process (but this is required by legislation).</li> <li>Intensification in certain locations will change the character and amenity of established residential areas. There is a concern within the community that medium density housing will create ‘slums’ and potentially reduce property values. However, a report by Paul Newman (2014)<sup>17</sup> 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.</li> <li>May require infrastructure upgrades to support increased density</li> <li>Increased density may result in effects</li> </ul>

	<ul style="list-style-type: none"> <li>Directions chapter.</li> <li>Does not achieve the goal for a transparent and streamlined District Plan.</li> <li>Does not improve housing elasticity and supply</li> <li>Requires reliance on high level policies and objectives for urban growth management &amp; density, with a lack of consideration to development at the locality/site level.</li> <li>Further incentivises landbanking whereby supply continues to be restricted</li> <li>Compromises functioning of urban growth boundaries</li> <li>Retains complex regulatory process, affecting the economics of development</li> <li>Retains complex regulatory process which requires resource consent for alternative solutions</li> <li>Limitation on supply further inflate land values and incentivise landowners to seek to protect their property values via regulatory processes</li> <li>Does not provide any mechanism to address developers withholding land</li> <li>Does not encourage sustainable or innovative building forms</li> <li>Does not provide for a range of housing choices for older people or those wishing to downsize</li> <li>May not sufficiently address current overcrowding and associated health concerns</li> </ul>		<p>associated with parking and access</p> <ul style="list-style-type: none"> <li>The Zone at Frankton (SH6) is located within a noise sensitive environment (subject to road noise and airport flight paths) and development of this area will require noise mitigation.</li> </ul>
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<p><b>Benefits</b></p>	<ul style="list-style-type: none"> <li>Retains the established approach which parties are familiar with.</li> <li>Low cost for Council</li> <li>Maintains strong planning regulation limiting scale of development therefore ensuring strong protection of existing amenity values</li> </ul>	<ul style="list-style-type: none"> <li>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.</li> <li>Simplifies the District Plan making process</li> <li>Acknowledges that the District Plan takes a long-term view by enabling future development opportunities as the population increases over time.</li> <li>Enables economic development and investment opportunities</li> </ul>	<ul style="list-style-type: none"> <li>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. Will assist in mitigating potential impacts on property values associated with the establishment of urban growth boundaries.</li> <li>Would allow a comprehensive review of the Residential provisions</li> <li>Potential for more development and housing options</li> <li>Clearly signals support for medium density housing forms</li> <li>Identifies new locations suitable for medium density development in strategic locations which are able to better support sustainable and active living through proximity to services and public and active transport routes.</li> <li>Essential to support the efficient use of land within urban growth boundaries</li> <li>Supports ease of interpretation of provisions and rules through an integrated zone</li> <li>Promotes elasticity in housing market and minimises the incentive for landbanking</li> <li>Improves housing affordability through enabling smaller housing forms</li> <li>Provides increased housing choice for older people wishing to downsize</li> <li>Development of the new zone provides opportunities to encourage more sustainable building forms, with less demand on infrastructure, water and energy use.</li> <li>Provides opportunities to disincentivise land banking via sunset clauses</li> <li>Provision for smaller housing forms reduces construction cost per unit and creates</li> </ul>
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			<p>opportunities for economies of scale</p> <ul style="list-style-type: none"> <li>• Liberalisation of Rules and notification clauses should reduce the numbers of resource consents required and the time and costs associated with this process</li> <li>• Liberalisation of Rules (such as removal of private open space requirements for apartments) has the potential to increase capacity and may promote more innovative building forms</li> <li>• May reduce scale of overcrowding issue through enabling smaller forms of infill housing</li> </ul>	<b>1</b>
<b>Ranking</b>	<b>3</b>	<b>2</b>		<b>1</b>

**Conclusions:**

Overall, following a review of the three alternatives above, *Option 3: Comprehensive review - Introduce a Medium Density zone* 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 benefits for housing supply, affordability and infrastructure efficiency to be realised through introduction of the zone have been assessed to outweigh the potential costs.

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.

## **8 Context of the zone locations**

The table below provides a description of some the matters considered in determining the location of the Medium Density Residential Zone.

Location	Summary
Fernhill	<p>The identified MDR Zone in Fernhill contains the following attributes which support increased density:</p> <ul style="list-style-type: none"> <li>• a regular bus service</li> <li>• favourable development feasibility</li> <li>• proximity to a local shopping centre zone</li> <li>• proximity to commercial services and amenities within existing hotels and motels</li> <li>• sloping topography which will assist in minimising impacts to lake views</li> <li>• proximity to the Queenstown Town Centre, also partly accessible by existing trail network</li> <li>• contains land located within the existing 'High Density Residential (HDR) Subzone C' which is only partly developed.</li> <li>• Spatial location west of the Town Centre assists in distributing traffic impacts/congestion in and around Frankton.</li> </ul>
Frankton (Sh6)	<p>The identified MDR Zone in Frankton (SH6) contains the following attributes which support increased density:</p> <ul style="list-style-type: none"> <li>• Opportunities for greenfield land development, resulting in favourable development yield and opportunities for affordable housing</li> <li>• Proximity to the Five Mile development, including future commercial services, amenities and public transport connections.</li> <li>• Proximity to Frankton Local Shopping Centre Zone</li> <li>• Proximity to existing trail networks</li> <li>• Proximity to community facilities including schools and childcare</li> </ul>
Queenstown Central	<p>The identified MDR Zone in Queenstown Central contains the following attributes which support increased density:</p> <ul style="list-style-type: none"> <li>• Contains land located within the existing 'High Density Residential (HDR) Subzone C'</li> <li>• Proximity to Queenstown Town Centre, services and amenities – with associated benefits to overall affordability</li> <li>• Adjacent to the Botanic Gardens and recreational opportunities</li> <li>• Proximity to an existing trail network</li> <li>• favourable development feasibility</li> <li>• sloping topography which will assist in minimising impacts to lake views</li> <li>• proximity to a regular public transport route</li> <li>• Proximity to community facilities</li> </ul>
Wanaka	<p>The identified MDR Zone in Wanaka contains the following attributes which support increased density:</p> <ul style="list-style-type: none"> <li>• favourable development feasibility</li> <li>• proximity to the Wanaka Town Centre, services and amenities – with associated benefits to overall affordability</li> <li>• gently sloping topography which will assist in minimising impacts to lake views</li> </ul>
Arrowtown	<p>The identified MDR Zone in Arrowtown contains the following attributes which support increased density:</p> <ul style="list-style-type: none"> <li>• favourable development feasibility</li> <li>• proximity to the town centre and Arrowtown Residential Historic Management Zone</li> <li>• favourable topography which may assist in reducing development costs and improving affordability</li> <li>• assists in meeting housing demands, reducing pressure for development outside of the Arrowtown boundary</li> <li>• Spatial location and alternative transport routes assists in distributing traffic impacts/congestion in and around Frankton.</li> </ul>

## 9 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 Medium 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 the provisions introduce a new zone into the district plan to realise housing supply at higher densities; and that residential provisions affect a large area of the Districts population. 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.

## 10 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 Medium 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.

<b><i>Proposed Objective</i></b>	<b><i>Appropriateness</i></b>
<b>8.2.1 Medium density development will be realised close to town centres, local shopping zones, activity centres, public transport routes and non-vehicular trails in a manner that is responsive to housing demand pressures.</b>	<p>Sets a broad goal of achieving medium density zones close to town centres, services and public transport routes.</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 Gives effect to RPS policies 5.5.3 to 5.5.6 Has regard to Proposed RPS objective 2.2 and 3.4</p> <p>Serves the intent of Section 5 of the RMA through promoting the sustainable use of land and resources, and Section 31 of the RMA by establishing objectives and policies for controlling the actual or potential effects of the use of land.</p>

<p><b>8.2.2</b></p> <p><b>Development provides a positive contribution to the environment through quality urban design solutions which complement and enhance local character and identity</b></p>	<p>Recognises that medium density housing has the potential to change the character and amenity of residential areas, but that quality urban design solutions can mitigate perceived effects.</p> <p>Consistent with Goal 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, 3.8.3</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><b>8.2.3</b></p> <p><b>New buildings are designed to reduce the use of energy, water and the generation of waste, and improve overall comfort and health.</b></p>	<p>Advances Section 5 of the Act for “...<i>the sustainable management of use, development, and protection of natural and physical resources...</i>” by encouraging sustainable building designs which reduce demands for energy and water, and potentially limiting or delaying the need for capital infrastructure projects.</p> <p>Gives effect to RPS objective 5.4.1 and 6.4.1 Gives effect to RPS policies 5.5.3 to 5.5.5 Has regard to Proposed RPS objective 3.4 and 3.6</p>
<p><b>8.2.4</b></p> <p><b>Provide reasonable protection of amenity values, within the context of an increasingly intensified suburban zone where character is changing and higher density housing is sought.</b></p>	<p>Acknowledges that some change to the amenity and character of established residential areas is anticipated to enable an increased density of housing. However, the scale of change can be managed through the inclusion of controls to protect amenity to a reasonable level.</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><b>8.2.5</b></p> <p><b>Development supports the creation of vibrant, safe and healthy environments</b></p>	<p>Recognises that growth and development, if delivered in the right way, can have positive effects to the local community, and that ‘place making’ achieved through increased density has a proven link on improving the uptake of walking and cycling.</p> <p>A key element of wellbeing expressed in S5 is the</p>

	<p>health of people and communities. Evidence suggests there is growing prevalence of overcrowding in Queenstown, with associated public health risk, and the objective is an appropriate way of recognising the relationship between the design of buildings and urban settlements and public health and safety.</p> <p>Consistent with Goal 3.2.3 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 the purpose of the RMA through enabling people and communities to provide for their social, economic and cultural wellbeing.</p>
<p><b>8.2.6 In Arrowtown medium density development responds sensitively to the town's character</b></p>	<p>Recognises the unique character and heritage significance of Arrowtown, and that medium 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><b>8.2.7 Ensure medium density development efficiently utilises existing infrastructure and minimises impacts on infrastructure and roading networks.</b></p>	<p>Specifically acknowledges the need to reduce infrastructure costs and utilise existing services by developing at higher density close to town centres, 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><b>8.2.8 Provide for community activities and facilities that are generally best located in a residential environment close to residents.</b></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><b>8.2.9</b> <b>Enable low intensity forms of visitor accommodation that are appropriate for a medium density environment and do not adversely impact on the supply of permanent rental accommodation.</b></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><b>8.2.10</b> <b>Provide for limited small-scale commercial activities where such activities:</b> <b>(a) contribute to a diverse residential environment;</b> <b>(b) maintain residential character and amenity; and</b> <b>(c) do not compromise the primary purpose of the zone for residential use.</b></p>	<p>Acknowledges that limited commercial activities, when combined in higher density environments, can have positive benefits on residential amenity, and may avoid the need for people to travel for access to services or amenities. However recognises that potential effects must be appropriately managed to maintain the 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><b>8.2.11</b> <b>The development of land fronting State Highway 6 (between Hansen Road and the Shotover River) provides a high quality residential environment which is sensitive to its location at the entrance to Queenstown, minimises traffic impacts to the State Highway network, and is appropriately serviced.</b></p>	<p>Provides specific policy for a defined area of medium density zoned land adjacent to the State Highway, recognising the potential effects of development in this location associated with reverse sensitivity, visual amenity and traffic impacts. Supported by site specific policies, this objective will ensure the necessary weight is applied to sustainable management objectives in this location.</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 to 9.4.3 Has regard to Proposed RPS objectives 3.7 and 3.8</p> <p>Recognises the need for integrated management to address the specific effects of the use of land and resources in this location, as required by Section 31(1) of the RMA.</p>
<p><b>8.2.12 Objective – The Wanaka Town Centre Transition Overlay enables non-residential development forms which support the role of the Town Centre and are sensitive to the transition with residential uses.</b></p>	<p>Provides for the managed extension of the Wanaka Town Centre into adjoining residential zoned land. Specific provisions are applied to this area, recognising that it provides a transition with the town centre yet still maintains a residential form and amenity (Refer further detail within the ‘Section 32 Wanaka Town Centre Zone’ report.</p> <p>Gives effect to RPS objective 9.4.1 to 9.4.3 Gives effect to RPS policies 9.5.1 to 9.5.5 Has regard to Proposed RPS objective 3.7, 3.8 and 4.3</p> <p>Advances section 5 of the Act by enabling people and communities to provide for their social, economic and cultural wellbeing.</p>
<p><b>8.2.13 Objective – Manage the development of land within noise affected environments to ensure mitigation of noise and reverse sensitivity effects.</b></p>	<p>Recognises that some areas within the proposed medium density zone may be subject to noise effects associated within their proximity to the State Highway network and being within the flight paths of the Queenstown Airport. The policy provides for sound insulation within new buildings as a method of protecting residential amenity.</p> <p>Gives effect to RPS objective 9.4.1 to 9.4.3 Gives effect to RPS policies 9.5.1 to 9.5.5 Has regard to Proposed RPS objective 3.8</p> <p>Consistent with Section 31 of the RMA which enables <i>"...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"</i> and <i>"the control of any actual or potential effects of the use, development, or protection of land ..."</i>.</p>

## 11 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, 2, 4 – Growth, visitor accommodation and the sustainable management of land and resources**

**Objectives:**

- Medium density development will be realised close to town centres, local shopping zones, activity centres, public transport routes and non-vehicular trails in a manner that is responsive to housing demand pressures.
- Provide reasonable protection of amenity values, within the context of an increasingly intensified suburban zone where character is changing and higher density housing is sought.
- Development supports the creation of vibrant, safe and healthy environments
- Ensure medium density development efficiently utilises existing infrastructure and minimises impacts on infrastructure and roading networks.
- Enable low intensity forms of visitor accommodation that are appropriate for a medium density environment and do not adversely impact on the supply of permanent rental accommodation.
- New buildings are designed to reduce the use of energy, water and the generation of waste, and improve overall comfort and health.

Summary of proposed provisions that give effect to these objectives:

- Rule specifying that the proposed density bonuses will expire 5 years after the operative date of the provisions
- Activity status which enables low risk residential and visitor accommodation activities that are anticipated for the zone without the need for resource consent
- Rules enabling higher density
- Policies which clearly support increased density as one of the mechanisms to meet future housing and accommodation demands
- Policies which acknowledge that 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
- Policies which recognise the need for solar oriented design to limit energy costs
- Policies which encourage built forms and amenities to improve uptake and convenience of walking and cycling
- Increased density and non-notification incentives to encourage design to a Homestar rating of 6 or more.

<i>Proposed provisions</i>	<i>Costs</i>	<i>Benefits</i>	<i>Effectiveness &amp; Efficiency</i>
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<p><b>Objectives</b></p> <p>8.2.1, 8.2.3, 8.2.4, 8.2.5, 8.2.7, 8.2.9</p>	<p><b>Environmental</b></p> <p>Intensified urban land may exacerbate environmental effects associated with stormwater runoff, waste generation, water and wastewater treatment, energy consumption and air quality.</p>	<p><b>Environmental</b></p> <p>Higher density development 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.</p>	<p>More enabling policy and rules, and avoiding the need for resource consent for low risk activities, are considered to be effective and efficient methods of enabling further capacity for medium density development. Direct and unambiguous policies will aid effectiveness and efficiency, as will the concise and streamlined structure of the proposed provisions.</p>
<p><b>Policies:</b></p> <p>8.2.1.1 to 8.2.1.5</p> <p>8.2.3.1 to 8.2.3.3</p> <p>8.2.4.1 to 8.2.4.3</p> <p>8.2.5.1 to 8.2.5.4</p> <p>8.2.7.1 to 8.2.7.5</p> <p>8.2.9.1 to 8.2.9.3</p>	<p>Policies relating to energy efficient design (8.2.4.2, 8.2.3.1) and encouragement of walking and cycling (8.2.5.2, 8.2.5.3), without the support of Rules, may not go far enough to improve the health and sustainability of the District.</p> <p>The bonus density expiry rule may generate potential costs in underutilising the areas of land zoned for MDR, in terms of areas considered to have good spatial planning qualities for intensification in support of public transport, walking and cycling and efficient use of infrastructure.</p>	<p>The density 'bonus' and non-notification provisions for development that can demonstrate higher energy / environmental performance will lead to environmental benefits through reducing water and energy usage, and potentially waste minimisation.</p> <p>The density bonus expiry rule will assist in bringing redevelopment forward, including redevelopment utilising the density bonus for Homestar rated development. This could help create better market awareness and acceptance of Homestar rated homes, leading to permanent benefits in terms of greater uptake of higher performing housing and its resulting environmental, economic and social benefits.</p>	<p>The provisions are also considered to be effective in reducing incentives for landbanking. Firstly, the zone provides increased supply of land which can be used for housing, and enables a greater number of players in the market – reducing the control over supply by larger developers and improving affordability. Furthermore, following community feedback, a sunset clause has been applied to density and non-notification incentives whereby these provisions would expire after five years. It is considered that the density bonus expiry rule can act as an effective method of disincentivising land banking and realising more housing supply in a responsive manner.</p>
<p><b>Activity table:</b></p> <p>8.4.10</p> <p>8.4.22</p>	<p>However, on expiry the fall-back provision will be the permitted density of 1/250 which still enables moderate densities.</p> <p>In addition, it is noted that Council has a duty under Section 35 of the RMA to monitor District Plans, and it is considered appropriate that around the halfway point of the 5 year expiry period, the provisions and development outcomes be reviewed.</p>	<p>Increased population density within defined limits can improve infrastructure efficiency in favour of the expansion of linear infrastructure networks, which consumes 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</p>	<p>Furthermore, the structure of policies and rules also seeks to encourage more sustainable building forms through density and non-notification incentives for buildings achieving certification to a Homestar™ rating of 6 or more. The incentive approach rather than mandatory regulation is considered to be effective in avoiding financial costs associated with mandatory regulation, but provides scope for a developer to consider options for providing sustainable design to gain benefits in achievable yield.</p>
<p><b>Rules:</b></p> <p>8.5.5</p> <p>8.6.2.1</p> <p>8.6.2.2</p> <p>8.5.1</p> <p>8.5.4</p>	<p>Without prejudicing future Council decisions, it may be considered that a future plan change may have merit in either extending, or abolishing, the sunset clause.</p> <p><b>Economic</b></p> <p>It has been suggested by some members of the community that rather than plan for future</p>	<p>Increased population density within defined limits can improve infrastructure efficiency in favour of the expansion of linear infrastructure networks, which consumes 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</p>	<p>Furthermore, the structure of policies and rules also seeks to encourage more sustainable building forms through density and non-notification incentives for buildings achieving certification to a Homestar™ rating of 6 or more. The incentive approach rather than mandatory regulation is considered to be effective in avoiding financial costs associated with mandatory regulation, but provides scope for a developer to consider options for providing sustainable design to gain benefits in achievable yield.</p>

	<p>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. 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>Higher density development close to centres is not without infrastructure upgrade costs. However, typically these costs are less than for traditional low density development on the edges or urban areas.</p> <p>Requiring high design quality adds costs to development projects.</p> <p>Requiring energy efficient, solar oriented designs may increase costs associated with building design and land acquisition. However, such requirements have been retained at the level of Objectives and Policies to enable case by case considerations, based on the merits and site specific considerations of the proposal.</p> <p>Design of buildings to achieve Homestar</p>	<p>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>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. In particular, the development of medium density zoned land at Fernhill is conveniently located next to a frequent bus service, and near to local shopping nodes. Increased population density in these locations may act to improve the viability of the bus service (and reduced costs) over time.</p> <p>Encouragement for energy efficient design and mechanisms to promote walking and cycling can reduce energy consumption associated with heating and transport.</p> <p><b>Economic</b></p> <p>Enabling greater development intensities close to town centres and local shopping zones should help support the economy of the centres by creating more permanent and temporary (ie. visitor accommodation) population within easy access to the centres.</p> <p>Liberalisation of Rules should improve the economics of development.</p> <p>Providing for low risk residential and visitor</p>	
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	<p>rating of 6 or more can result in minor increases to construction costs. Advice from the Green Building Council is that the achievement of a Homestar rating of 6 for a typical 3 bedroom house in Queenstown adds around \$4,000 to construction costs, but that this cost is recovered via savings of approximately \$1000 per year in energy, water use and wastewater efficiencies. When combined with potential savings via economies of scale for smaller housing forms, and increases to resale prices, this additional cost should not be significant.</p> <p>Provision of bicycle parking and end of trip facilities may increase build costs and occupy space which may otherwise be used for commercial gain. However, such requirements have been retained at the level of Objectives and Policies to enable case by case considerations, based on the merits and site specific considerations of the proposal.</p> <p>The density bonus expiry rule could potentially result in significant front ending of development and oversupply. However, this is considered unlikely as most commercially astute developers will strongly factor in market conditions in their development plans.</p> <p>In addition, given the rule sets an expiry, any landowner who does not take advantage of the rule within the expiry period will lose the commercial opportunity presented. However this is the <i>raison d'être</i> of the rule.</p>	<p>accommodation activities without the need for resource consent (i.e. Activity table 8.4.10, 8.4.22) avoid economic costs associated with the regulatory process, and improves developer confidence. Simplifying the regulatory process may also enable more players in the market, increasing supply elasticity.</p> <p>Better enabling higher density development in central locations will help 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%<sup>[1]</sup>. This study cites a number of other studies supporting this notion. A study from 2015 by the New Climate Economy reaches similar conclusions.<sup>[2]</sup></p> <p>Encouragement of Homestar certification can increase the capacity and design life of existing infrastructure – potentially avoiding or delaying costly capital works.</p> <p>High density development close to town</p>	
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[1] Smart Growth America, 2013, 'Building Better Budgets: A National Examination of the Fiscal Benefits of Smart Growth Development'

[2] The New Climate Economy, 2015, Analysis of Public Policies that unintentionally encourage and subsidize urban sprawl'

	<p>Furthermore, it is noted that no rights that currently exist under the Operative District Plan provisions will be lost, and the proposed MDR zone rules that would be reverted to will provide significantly more development opportunity than exists with the LDR zone at present.</p> <p>Provisions providing for higher density development can have both positive and negative impact on property values. Generally and in a broad sense, upzoning (ie. providing greater density) tends to result in uplift in property values. It is more in rezonings that enable high rise development where the impacts can be more variable (ie. early developers can get big value rises, but those who delay may lose out in terms of impacts on views and then property values). A Westpac economist report in 2015<sup>37</sup> ('Home Truths Special Edition', 14 May 2015) supports the notion that higher density rezonings tend to increase land values:</p> <p><i>'But in the recent past there has been a strong push from both central and local government to liberalise housing supply rules...These recent regulatory changes – and perhaps an expectation of further liberalisation to come – may have created a perception that it will be easier and cheaper to subdivide today's properties, and intensify Auckland's housing, than it seemed in the past. This has boosted the perceived future value of the land upon which today's houses stand – thus pushing property prices higher'</i><sup>37</sup>.</p>	<p>centres can provide for more affordable living options. Whilst rent associated with new high density apartment living in some cases may not be affordable, transport and heating costs associated with such living on average will be significantly lower than traditional lower density housing located remote from town centres or places of employment. As a result, higher density development – in particular studio apartments – can represent a relatively affordable housing option.</p> <p>Enabling greater density and improving development viability will help support more construction activity and associated employment and economic benefits. The construction industry is a major aspect of the District's economy, with the Council's Economic Development Strategy demonstrating that in 2014 the industry provided estimated GDP of \$171 million, which was second behind 'Rental, hiring and real estate services', and higher than 'Accommodation and Food Services'. The more enabling provisions will help support all three of these major District industries, which despite the goal of diversifying the district's economy will remain major economic drivers.</p> <p>The density bonus expiry rule (or 'sunset clause') will help incentivise and bring forward such development and its associated opportunities, rather than it remaining as a latent opportunity.</p> <p>As discussed in the analysis on economic</p>	
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<sup>37</sup> Westpac Report Home Truths Special Edition', 14 May 2015

	<p>Whilst such land value inflation represents a potential benefit for landowners, it could be argued that it is counterproductive for housing affordability. Whilst true to a point, the impacts are likely to be minor in that:</p> <ol style="list-style-type: none"> <li>1. The extent of the MDR zoning is limited relative to overall zonings and taking into account the proposed liberalisation of the LDR zone ; and</li> <li>2. The increased land value is 'rationed' amongst a higher number of dwellings upon redevelopment, helping to minimise impact</li> <li>3. The sunset clause provisions will help bring forward development and limit price inflation increases over a longer period.</li> </ol> <p>It should also be noted that land supply and provision for increased density is likely to also improve affordability of land outside the zone through reducing 'scarcity'.</p> <p><b>Social &amp; Cultural</b>  Rules 8.5.1 and 8.5.4 enable increased building height and site coverage compared to operative provisions. Enabling further development capacity to higher density may generate some impact on the enjoyment of amenity values by existing property owners and occupants, with the 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>costs, the proposed upzoning is likely to increase land values, rather than devalue them.</p> <p>Homestar certified design can result in cost savings associated with reduced energy and water costs, as well as increasing property re-sale values.</p> <p>Increased density supports the functioning of urban growth boundaries such that land price increases should not be as pronounced.</p> <p>Distribution of population growth to centres outside of Frankton provides alternative transport routes which will assist in reducing some traffic impacts/congestion at Frankton-Ladies Mile and Kawarau Road.</p> <p><b>Social &amp; Cultural</b>  Enabling the potential for more affordable living options close to town centres 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>The density bonus expiry rule will incentivise earlier uptake of redevelopment potential, more readily facilitating supply and addressing housing diversity and affordability issues.</p> <p>Increased population and greater densities helps support the viability of cultural events and facilities, as well as attracting new</p>	
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	<p>Policies relating to energy efficient design and encouragement of walking and cycling, without the support of Rules, may not meet expectations for improving the health and sustainability of the District.</p> <p>Increased density and population may place pressure on community facilities such as schools. This issue appears pressing in Arrowtown. However there is some minor potential for increasing capacity at Arrowtown Primary School, and the Ministry of Education<sup>38</sup> projects that the school's roll will start to decline after reaching a peak around 2020. Furthermore, it is anticipated that the number of school age children living in housing enabled by the zoning in Arrowtown will be significantly less than that typically enabled by a low density zoning. In addition, the sunset clause provisions will place a limit on the amount of redevelopment likely to be realised. Impact on school roll could be one of the matters monitored and assessed at the mid point.</p> <p>In order for developers to achieve the greater building density and non-notification provisions enabled in the proposed provisions, Homestar certification is required. This adds some costs, however such costs are considered minor. Evidence demonstrates that achieving a 6 star Homestar rating adds minor costs to development, but provides significant operational cost savings, and utilisation of the bonus provides significant economic</p>	<p>events.</p> <p>Increased population and greater densities – especially if within well designed built development - can help support community safety.</p> <p>Increased density is recognised to improve health due to its relationship in increasing the uptake of walking and cycling, and relationship in localising services and amenities within walking distance to residences. In particular, the medium density zone at Frankton (sh6) will be is conveniently located in proximity to public transport, facilities and services within the Five Mile development (once completed). Additionally, the location of the zone at Fernill is also located on an operational public transport route, and in proximity to a local shopping node.</p> <p>Increased population density may generate funding for additional infrastructure and services to meet community needs. In Arrowtown, increased population density may stimulate an expansion of local services within the town, avoiding the need for residents to travel to Queenstown for daily needs.</p> <p>Policies relating to energy efficient design and encouragement of walking and cycling, may improve health and increase the amenity values of new developments.</p>	
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<sup>38</sup> Assessment of Arrowtown Special Housing Areas: Queenstown Lakes District Council, Ministry of Education, 15 May 2015.

	incentive through development yield.	achieving more	The provisions may also help support some older residents remaining within communities as opposed to moving out of communities to find suitable housing.
<b>Alternative options considered less appropriate to achieve the relevant objectives and policies:</b>			
<p><i>Option 1: Retain the operative provisions</i></p> <ul style="list-style-type: none"> <li>• Lack of clarity around medium density development</li> <li>• Operative medium density subzones are largely limited to Queenstown</li> <li>• Do not sufficiently promote or enable medium density development to achieve goals expressed in objectives</li> <li>• Lack flexibility</li> <li>• Not sufficiently enabling to facilitate adjustment in housing supply to meet demand</li> <li>• 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</li> </ul>			
<p><i>Option 2: Adopt more liberal rules than proposed</i></p> <ul style="list-style-type: none"> <li>• Would help achieve intensification goals but potentially at the cost of unacceptable impacts on amenity values</li> <li>• Potential effects to the local economy where development outcomes do not maintain acceptable amenity</li> </ul>			

<p><b><u>Issue 3 and 8 : Quality urban design, amenity and compact urban form</u></b></p> <p><b><u>Objectives:</u></b></p> <ul style="list-style-type: none"> <li>• Development provides a positive contribution to the environment through quality urban design solutions which complement and enhance local character and identity</li> <li>• New buildings are designed to reduce the use of energy, water and the generation of waste, and improve overall comfort and health.</li> <li>• Provide reasonable protection of amenity values, within the context of an increasingly intensified suburban zone where character is changing and higher density housing is sought.</li> <li>• In Arrowtown medium density development responds sensitively to the town's character</li> <li>• The development of land fronting State Highway 6 (between Hansen Road and Ferry Hill Drive) provides a high quality residential environment which</li> </ul>
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<p>is sensitive to its location at the entrance to Queenstown, minimises traffic impacts to the State Highway network, and is appropriately serviced.</p> <ul style="list-style-type: none"> <li>• Manage the development of land within noise affected environments to ensure mitigation of noise and reverse sensitivity effects.</li> <li>• The Wanaka Town Centre Transition Overlay enables non-residential development forms which support the role of the Town Centre and are sensitive to the transition with residential uses.</li> </ul> <p>Summary of proposed provisions that give effect to these objectives:</p> <ul style="list-style-type: none"> <li>• Enabling increased density to support a compact urban form</li> <li>• Stronger policies setting clear expectations on good urban design and the wider built environment</li> <li>• Policies requiring site specific design and enabling flexibility where warranted to achieve a better design outcome</li> <li>• In Arrowtown, setting specific design outcomes and requiring compliance with the Arrowtown Design Guidelines (and any future adopted updates)</li> <li>• Marginally more liberal rules for building height, setbacks and recession planes to enable increased site density whilst maintaining a reasonable protection of amenity</li> <li>• Remove maximum building footprint sizes</li> <li>• For areas at Frankton (SH6), the inclusion of rules to manage reverse sensitivity effects noise from the State Highway network and Queenstown Airport flight paths</li> <li>• Increased density and non-notification options to encourage design to a Homestar rating of 6 or more.</li> </ul>			
<b>Proposed provisions</b>	<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<p><b>Objectives</b></p> <p>8.2.2</p> <p>8.2.3</p> <p>8.2.4</p> <p>8.2.6</p> <p>8.2.11</p> <p>8.2.12</p> <p>8.2.13</p>	<p><b>Environmental</b></p> <p>Increasing building heights may result in adverse effects on amenity values, such as increased shading and blocking some views. However, protection is still offered through recession plane controls and other methods. The height controls will generally retain a two storey building form which is consistent with that expected within a residential environment.</p> <p>Higher density may increase impacts associated with traffic and parking.</p> <p><b>Economic</b></p> <p>Requiring high design quality adds costs to development projects, and may impact on</p>	<p><b>Environmental</b></p> <p>Better enables the urban areas of the District to develop a compact form that reduces reliance on private motor vehicle transport and promotes walking and cycling and use of public transport.</p> <p>High expectations around design quality as expressed in the objectives and policies should help ensure that new development makes a positive environmental contribution from a visual perspective.</p> <p><b>Economic</b></p> <p>The Productivity Commission notes that rules aiming to protect amenity often come with significant opportunity costs and the costs</p>	<p>More enabling policy and rules are considered to be an effective and efficient method of enabling further capacity for medium density development. However, increased density should not come at the expense of quality urban design.</p> <p>Effectiveness of policy encouraging and enabling urban intensification can be significantly impacted by the extent and nature of rules such as bulk and location controls, private open space requirements and carparking. This fact has been central to the development of the rules and policy. Whilst rules still apply for the protection of amenity values (including building height, recession planes, setbacks and site</p>

<p><b>Policies:</b></p> <p>8.2.1.1 to 8.2.1.5</p> <p>8.2.3.1 to 8.2.3.3</p> <p>8.2.4.1 to 8.2.4.3</p> <p>8.2.6.1 to 8.2.6.3</p> <p>8.2.11.1 to 8.2.11.6</p> <p>8.2.12.1 to 8.2.12.3</p> <p>8.2.13.1 to 8.2.13.2</p> <p><b>Rules:</b></p> <p>8.5.1</p> <p>8.5.2</p> <p>8.5.5</p> <p>8.5.6</p> <p>8.6.2.1</p> <p>8.6.2.2</p>	<p>housing affordability. However, policies and rules which simplify the regulatory process should also act to reduce building costs overall.</p> <p>Higher density development close to centres is not without infrastructure upgrade costs. However, typically these costs are less than for traditional low density development on the edges or urban areas.</p> <p>Requirement for sound insulation and mechanical ventilation for locations at Frankton (SH6) subject to airport and road noise may increase building costs, however additional costs of sound insulation (above minimum building code standards for Queenstown which already require double glazed windows and insulation) are not expected to be significant.</p> <p>Design of buildings to achieve Homestar rating of 6 or more can result in minor increases to construction costs.</p> <p>Non-residential activities in the Wanaka Town Centre Transition Overlay will be required to adhere to the amenity controls of the MDR Zone as a whole. This may limit potential for more intensive uses which may benefit to the town centre. However, policies will enable consideration to variances to amenity controls for developments of high design standard. Recession planes also will not apply for areas of the transition zone which adjoin the town centre.</p> <p>The imposition of urban growth boundaries (via Chapter 4 of the Proposed District Plan)</p>	<p>associated with compliance often exceed the benefits they are seeking to achieve<sup>18</sup>. 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>Homestar certified design can result in cost savings associated with reduced energy and water costs, as well as increasing property re-sale values.</p> <p>High quality built forms will contribute to the character of the urban environment, which underpins economic wellbeing within the District.</p> <p>Enabling greater density and improving development viability will help support more construction activity and associated employment and economic benefits.</p> <p>High density development close to town centres and public transport routes can provide for more affordable living options. Whilst rent associated with new high density apartment living may not be affordable, transport and heating costs associated with such living on average will be significantly</p>	<p>coverage) these controls have been relaxed from the operative provisions in the context of seeking to achieve increased density, and recognising that this zone is intended to accommodate change. The provisions are considered to provide an effective balance in mitigating the effects of this change. 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.</p> <p>Specific provisions have been developed where necessary to address localised effects, including those applying to:</p> <ul style="list-style-type: none"> <li>• Land within the flight paths of the Queenstown Airport</li> <li>• Land adjacent to SH6</li> <li>• Land within the Wanaka Town Centre Transition Overlay</li> <li>• Development in Arrowtown.</li> </ul> <p>Such provisions are considered to effectively address site specific resource management issues and ensure realisation of the benefits associated with development of these areas.</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>has the potential to result in adverse effects to housing affordability, if not combined with a suitably enabling framework that enables increased density within these boundaries. However, similar effects on house prices are also expected when comparing the change between urban and rural zonings which occurs at the boundaries. This effect is mitigated through enabling increased density within the Medium Density Zone, and is an essential to the successful functioning of a compact urban form; and forms part of the strategic housing approach sought by the Proposed District Plan.</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)<sup>20</sup> 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><b>Social &amp; Cultural</b> 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</p>	<p>lower than traditional lower density housing located remote from town centres or places of employment. As a result, higher density development – in particular studio apartments – can represent a relatively affordable housing option.</p> <p><b>Social &amp; Cultural</b> High urban design standards will ensure quality housing stock is developed with consideration to maintaining sunlight access and minimising heating costs.</p> <p>Enabling increased density supports the functioning of urban growth boundaries and their role in protecting local character and heritage.</p> <p>Enabling the potential for more affordable living options helps respond to the housing issue in the District. Enabling smaller housing forms at increased site density should reduce house and rental prices overall.</p> <p>Inclusion of sound insulation and mechanical ventilation for locations at Frankton subject to airport and road noise will ensure protection of amenity for residents.</p> <p>Increased population and greater densities helps support the viability of cultural events and facilities.</p> <p>Increased population and greater densities – especially if within well designed built development - can help support community safety.</p> <p>Strong development control policies to</p>	
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	<p>coverage).</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 7m, and the need for development consent for development involving more than 1 unit per site. Therefore all 'medium density' development proposals will require resource consent and must be assessed against the Arrowtown Design Guidelines. Furthermore, the extent of the Medium Density Zone in Arrowtown has been substantially reduced from initial proposals following the outcomes of public consultation (Refer Section XX) as well as specialist assessment of the zone on existing development patterns and character. An assessment by Richard Knott Limited (Refer Attachment 8) noted that "<i>The majority of the proposed Medium Density Zone is within the southern section of The New Town Precinct. The (Arrowtown Design) Guidelines identify that this area has developed rapidly since the 1970s and bears little relationship to the Old Town. It is suggested that if 'one disregards the setting when entering Arrowtown...one could be in a new residential area anywhere in New Zealand'</i>".</p> <p>Potential for reduced level of amenity for locations at Frankton subject to road and airport noise. However, this effect is appropriately managed through the inclusion of rules requiring sound insulation and</p>	<p>mitigate against noise and overdevelopment.</p> <p>Medium density development in Arrowtown will be required to adhere to high urban design standards, and may benefit in improving the character of the 'New Town Precinct' and its connection with the 'Old Town'.</p> <p>A report by Insight Economics identifies that in Arrowtown, there could be demand for an extra 690 to 870 dwellings over the next twenty years. The Medium Density Zone will enable increased density within the Arrowtown Urban Growth Boundary, and will therefore contribute to meeting a portion of this demand.</p>	
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	mechanical ventilation to accepted standards (NZ Standard AS/NZ 2107:2000). Where sound insulation rules are not met, a proposal would be 'non complying'.		
<b>Alternative options considered less appropriate to achieve the relevant objectives and policies:</b>			
<i>Option 1: Retain the operative provisions</i>	<ul style="list-style-type: none"> <li>• Do not sufficiently promote or enable density development to achieve goals expressed in objectives</li> <li>• Lack flexibility</li> <li>• Limits development feasibility</li> </ul>		<ul style="list-style-type: none"> <li>• Would help achieve intensification goals but potentially at the cost of unacceptable impacts on amenity values</li> <li>• May compromise residential character, and impact on heritage values of Arrowtown.</li> <li>• Potential effects to the local economy where development outcomes do not maintain acceptable amenity</li> </ul>
<i>Option 2: Adopt more liberal rules than proposed</i>		<p><b><u>Issue 5, 6, 7: Development viability and the impact of restrictive planning controls</u></b></p> <p><b><u>Objectives:</u></b></p> <ul style="list-style-type: none"> <li>• Medium density development will be realised close to town centres, local shopping zones, activity centres, public transport hubs and non-vehicular trails in a manner that is responsive to housing demand pressures.</li> <li>• Provide reasonable protection of amenity values, within the context of an increasingly intensified suburban zone where character is changing and higher density housing is sought.</li> </ul> <p>Summary of proposed provisions that give effect to these objectives:</p> <ul style="list-style-type: none"> <li>• Policies which clearly support intention for increased density building forms</li> <li>• Removal of restrictive planning controls which increase development costs (such as the need for balconies, minimum floor area, private and communal open space)</li> <li>• Liberalising height, site coverage and setback controls to support increased density and improving flexibility for a range of building designs</li> <li>• Use of Rules to enable compliance and potentially avoidance of a resource consent, as opposed to a more rigid approach which requires consent in all circumstances.</li> <li>• Policies which recognises that minor non-compliance or variance may be appropriate to enable a better design outcome</li> </ul>	

<ul style="list-style-type: none"> <li>• Direct and unambiguous policies to reduce uncertainty and improve developer confidence</li> <li>• For areas at Frankton (Sh6), the inclusion of clear policy intentions and rules to manage reverse sensitivity effects noise from the State Highway network and flight paths of the Queenstown Airport</li> <li>• Permitted activity status for certain low risk residential activities</li> <li>• Non-notification of all controlled activities</li> <li>• Non-notification of Restricted Discretionary activities for 4 or more residential units (2 or more residential units in Arrowtown) where the development is able to achieve certification to a minimum 6-star level using the New Zealand Green Building Council Homestar Tool</li> </ul>			
<b>Proposed provisions</b>	<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<p><b>Objectives</b></p> <p>8.2.1, 8.2.4</p> <p><b>Policies:</b></p> <p>8.2.1.1 to 8.2.1.5</p> <p>8.2.4.1 to 8.2.4.3</p> <p><b>Activity table:</b></p> <p>8.4.10</p> <p>8.4.22</p> <p><b>Rules:</b></p> <p>8.6.1</p> <p>8.6.2</p> <p>8.5.2</p>	<p><b>Environmental</b></p> <p>Removing development controls, such as private space requirements or balconies, may reduce the amenity features included within medium density developments.</p> <p>Provision for increased density through more liberal development standards will realise some change to the amenity of the zone over time. However, this change will be balanced with the requirement for quality urban design solutions, and the benefits to be gained from increased density.</p> <p>Reduced regulation control may impact on the energy efficiency of housing produced.</p> <p><b>Economic</b></p> <p>Limitation of building height to two storeys, and site coverage rules may not go far enough to support a diverse range of building forms.</p> <p>Retention of site coverage and recession plane rules may limit development yield and increase building costs.</p>	<p><b>Environmental</b></p> <p>Provisions which facilitate increased density within key urban centres will contribute to the protection of urban boundaries and minimise the effects of urban sprawl.</p> <p>Policies which support increased density within urban areas may reduce air emissions through reduced private vehicle usage.</p> <p><b>Economic</b></p> <p>The Productivity Commission has consistently identified the detrimental effect of restrictive planning policy on land supply and affordability:</p> <p><i>“Land use regulations in District Plans affect the supply and price of development capacity, by limiting the use of particular pieces of land and adding steps to development processes”<sup>18</sup>.</i></p> <p>Their recent report also notes that 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<sup>18</sup>. Better clarification of the priority of the zone to accommodate housing ensures the protection of amenity does not restrict supply</p>	<p>The Queenstown Lakes district has a recognised housing and rental supply, and associated affordability issues contributed by ongoing population and tourism growth. Compounding this, are the effects of speculative market behaviour, whereby large areas of developable land are held in a limited number of ownerships having significant control over land supply. Such behaviour is incentivised by restrictive development controls and a complicated regulatory process which reduces developer confidence.</p> <p>The medium density zone aims to support an efficient development market which is not limited by supply. Therefore, the policies set the clear expectation that land within the zone will be developed for medium density housing. The structure of activity status ensures low risk residential activities are not unnecessarily restricted by the regulatory process, whilst land uses which would compromise the integrity of the zone are discouraged. The format of policies and rules is sufficiently enabling to support the type of development anticipated for the zone, and will support the efficient use and</p>

	<p>Requirement for sound insulation and mechanical ventilation for locations at Frankton (Sh6) subject to aircraft and road noise may increase building costs; however additional costs of sound insulation are not expected to be significant. Overall, sound insulation will ensure maintenance of an appropriate level of in-building amenity and will likely benefit property values (in comparison to a non-insulated scenario).</p> <p><b>Social &amp; Cultural</b></p> <p>Potential social effects associated with intensification within and at the boundary of the zone. Retention of building height, site coverage, landscaping requirements and recession planes will mitigate impacts to adjoining properties.</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 MDR zone are generally consistent with the operative approach; and for multi-unit developments of 4 or more residential units (2 or more residential units in Arrowtown) such provisions can only be utilised where development achieves a Homestar™ rating of 6 or more – which has associated social benefits in improving the quality of housing. Furthermore, in order to utilise non-notification provisions the development is required to comply with site design standards.</p>	<p>to the extent which costs are greater than the potential benefits. Additionally, the streamlined structure of the Medium Density Zone, and removal of restrictive Rules should remove perceived barriers and administrative costs to development, therefore improving development feasibility and increasing supply.</p> <p>Use of permitted standards as opposed to restrictive activity status places the onus on the proponent to control the activity status. For example, it is possible for the development of up to 3 units per site in Queenstown to be a permitted activity, provided all Standards are complied with. Providing developers/investors with increased flexibility and control over the planning process will remove perceived barriers to development. Additionally, it will be possible for individual property owners to undertake re-development without the need for resource consents and consultant fees. For example, for areas at Frankton (SH6), rules for sound insulation and mechanical ventilation will still enable development to be permitted (if provided for by the activity table) subject to compliance with all rules, including 8.5.2 for sound insulation.</p> <p>Removal of development standards for private open space and balconies will enable greater market control over such features and reduce build costs. Removal of such rules may also increase the achievable development capacity/yield, and reduce the influence of economic factors which act to reduce development viability.</p>	<p>development of land.</p> <p>Effectiveness of policy encouraging and enabling urban intensification can be significantly impacted by the extent and nature of rules such as bulk and location controls, private open space requirements and carparking. This fact has been central to the development of the rules and policy. Whilst rules still apply for the protection of amenity values (including building height, recession planes, setbacks and site coverage) these controls have been relaxed from the operative provisions in the context of seeking to achieve increased density, and recognising that this zone is intended to accommodate change. The provisions are considered to provide an effective balance in mitigating the effects of this change</p>
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	<p>Minor increased building height allowance (from 7m to 8m for sloping sites in Queenstown; and 6 m to 7 m for Arrowtown) and maximum site coverage (from 40% to 45% - compared with the operative LDR Zone) may more easily enable 2 storey development avoid the need for non-standard building designs.</p> <p>Requirement for sound insulation, mechanical ventilation and non-complaints covenants for locations at Frankton (Sh6) subject to airport flight paths and road noise will ensure protection of these uses from noise effects; and reduce the operational effects of reverse sensitivity on the Airport and NZTA. Additionally, inclusion of sound insulation will ensure maintenance of an appropriate level of in-building amenity and will likely benefit property values (in comparison to a non-insulated scenario).</p> <p>Provision for smaller housing forms may create economies of scale, reducing construction costs.</p> <p>Unambiguous support for increased density via clear and direct policies and objectives supports the functioning of urban growth boundaries and minimises demand for land outside of these boundaries.</p> <p>The Permitted activity status for certain residential activities and non-notification for specified low risk activities will improve investment certainty, and minimise development costs through potentially minimising delays associated with processing resource consents. Such provisions also</p>	
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		<p>minimise the perceived uncertainty surrounding the regulatory process.</p> <p><b>Social &amp; Cultural</b></p> <p>Enabling the potential for more affordable living options helps respond to the housing issue in the District. Enabling smaller housing forms at increased site density should reduce house and rental prices overall.</p> <p>Improving development economics via streamlined regulation should increase the quantity of housing brought to market, providing greater consumer choice.</p> <p>Construction cost savings achieved through smaller housing forms may increase the viability of sustainable building forms, in turn improving the comfort and quality of housing.</p>	
<p><b>Alternative options considered less appropriate to achieve the relevant objectives and policies:</b></p>			
<p><i>Option 1: Retain the operative provisions</i></p>			<ul style="list-style-type: none"> <li>• Does not improve on current development restrictions</li> <li>• Lack of clarity around medium density housing forms</li> <li>• Lack of support for medium density housing outside of Queenstown and Wanaka town centres</li> <li>• Potential for economic decline where provisions do not enable the supply of housing and reduce the appeal and liveability of the District</li> </ul>
<p><i>Option 2: Adopt more liberal rules than proposed</i></p>			<ul style="list-style-type: none"> <li>• Would help achieve intensification goals but potentially at the cost of unacceptable impacts on amenity values</li> <li>• Intensification may be greater than the capacity of the land</li> <li>• May compromise residential character, and impact on heritage values of Arrowtown.</li> <li>• Reduced regulatory control may result in poor quality housing stock and adverse impacts on infrastructure</li> <li>• May result inefficient housing forms which are not designed for solar access.</li> </ul>

<p><b><u>Issue 9: Economic diversification</u></b></p> <ul style="list-style-type: none"> <li>• Provide for community activities and facilities that are generally best located in a residential environment close to residents.</li> <li>• Provide for limited small-scale commercial activities where such activities: <ul style="list-style-type: none"> <li>○ contribute to a diverse residential environment;</li> <li>○ maintain residential character and amenity; and</li> <li>○ do not compromise the primary purpose of the zone for residential use.</li> </ul> </li> <li>• The Wanaka Town Centre Transition Overlay enables non-residential development forms which support the role of the Town Centre and are sensitive to the transition with residential uses.</li> </ul> <p>Summary of proposed provisions that give effect to these objectives:</p> <ul style="list-style-type: none"> <li>• Policies which support community uses and commercial activities from locating within the zone, subject to these being low intensity and appropriate for a residential environment.</li> <li>• Policies which support the establishment of non-residential and mixed use development within the Wanaka Town Centre Transition Overlay. These properties are located on Russell Street and the southern side of Brownston Street, where it adjoins the Town Centre Zone. In this location, Commercial Activities may proceed as a Permitted Activity; and certain residential activities are also Permitted.</li> <li>• Discretionary activity status for Commercial Activities of 100m<sup>2</sup> or less.</li> </ul>			
<b><i>Proposed provisions</i></b>	<b><i>Costs</i></b>	<b><i>Benefits</i></b>	<b><i>Effectiveness &amp; Efficiency</i></b>
<p><b><u>Objectives</u></b></p> <p>8.2.8</p> <p>8.2.10</p> <p>8.2.12</p> <p><b><u>Policies:</u></b></p> <p>8.2.1.1 to 8.2.1.5</p>	<p><b><i>Environmental</i></b></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 population base outside of the Medium Density Zone.</p> <p>The Wanaka Town Centre Transition Overlay will formalise the existing creep of town centre activities into residential areas located adjacent to the Town Centre Zone. Residents</p>	<p><b><i>Environmental</i></b></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 the Medium Density 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><b><i>Economic</i></b></p>	<p>Provisions for commercial and community activities within the Medium Density Zone seek to maximise the benefits to be gained from increased proximity of such uses to residential areas, whilst managing their potential effects. 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</p>

<p>8.2.7.4</p> <p>8.2.10.1 to 8.2.10.6</p> <p>8.2.12.1 to 8.2.12.3</p> <p><b>Activity table:</b></p> <p>8.4.6</p> <p>8.4.10</p> <p>8.4.26</p> <p>8.4.27</p>	<p>within these areas may prefer that town centre activities remain within the bounds of the existing Town Centre Zone due to any adverse effects on residential amenity values that may result.</p> <p><b>Economic</b></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><b>Social &amp; Cultural</b></p> <p>Inclusion of commercial and community facilities may result in amenity impacts associated with noise, visual amenity, traffic and parking. However, within the proposed provisions protection is still offered through stipulation for 'low intensity uses only' and limiting commercial uses to 100m<sup>2</sup> gross floor area (Activity Table 8.4.6). 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>In the Wanaka Town Centre Transition Overlay, the Permitted activity status for commercial and certain residential activities (refer Rules 8.4.10, 8.4.26 and 8.4.27) may be perceived to result in un-intended amenity effects. However the scale of development able to utilise the Permitted activity status has been determined with consideration to</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>Recognising the proximity of MDR zoned land in Wanaka to the existing town centre, the 'Wanaka Town Centre Transition Overlay' has been provided to enable opportunities for mixed use development forms which enhance the quality of the town centre, activate the street and contribute to a diversified economy. This overlay also formalises the existing creep of town centre activities into these locations. A reduction in parking requirements may be considered in this area due to proximity to the town centre; and this may improve development feasibility (through reducing costs and increasing yield) and improve design outcomes.</p> <p>In the Wanaka Town Centre Transition Overlay, the Permitted activity status for commercial and certain residential activities will improve investment certainty, and minimise development costs by potentially minimising delays associated with the resource consents process. Such provisions also minimise the perceived uncertainty</p>	<p>of it by the community.</p> <p>The proposed provisions would see the introduction of the Wanaka Town Centre Transition Overlay which would enable the continuation of residential activities (as the land would continue to be zoned for residential uses), whilst enabling non-residential activities to establish as a Permitted Activity. The location of the transition overlay is a discrete area which provides a logical link with the existing town centre. Establishing this overlay is considered to be an efficient and effective method of enabling further capacity for commercial and mixed use developments through incremental change at the fringes of the town centre; and formalises the existing creep of town centre activities into these locations. Development in this area will be required to adhere to the amenity standards applicable for the zone, and buildings require assessment as a Restricted Discretionary activity to ensure appropriate consideration of urban design. These controls are an effective and efficient method of enabling existing residential activities to continue, whilst enabling non-residential activities which may integrate with the town centre.</p> <p>Outside of the Wanaka Town Centre Transition Overlay, a 'Discretionary' status has been applied to both Commercial and Community Activities ensuring that the effects of such activities can be appropriately considered via resource consent.</p>
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	<p>the potential effects of the activity. Also, the development will still be required to comply with the amenity controls of the MDR zone.</p>	<p>surrounding the regulatory process.</p> <p>In the MDR Zone generally, the Discretionary Activity status (as opposed to a more restrictive status) for commercial activities of 100m<sup>2</sup> or less will improve certainty for investors and allow scope for consideration of integrated mixed use development proposals.</p> <p><b>Social &amp; Cultural</b></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>Opportunities for mixed use development forms within the 'Wanaka Town Centre Transition Overlay' create places for people to gather and socialise.</p> <p>In the MDR Zone generally, the Discretionary Activity status for commercial activities of 100m<sup>2</sup> or less will enable sufficient consideration of potential effects associated with commercial uses locating within rural areas (such as noise, visual amenity, traffic, parking and access).</p>	
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**Alternative options considered less appropriate to achieve the relevant objectives and policies:**

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

## 12 Efficiency and effectiveness of the provisions

The Medium Density Residential Zone of the Proposed District Plan has the purpose to implement policy and tools to increase the supply of medium density forms of housing. The provisions support 'Part 2 – Strategy' of the Proposed District Plan, namely Strategic Direction (Chapter 3) and Urban Development (Chapter 4) which seeks to achieve a compact and integrated urban form within defined limits. The Medium Density Zone, in combination with the provisions of the High Density and Low Density Zones, is essential to the successful functioning of urban growth boundaries which have been established (via Chapter 4) to protect the character and amenity of Queenstown, Wanaka and Arrowtown. The provisions of the Medium Density Zone form one element of the strategic housing approach sought by the Proposed District Plan, with the overall aim to promote higher density housing in areas where people want to live.

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. It is noted that the Medium Density Residential Zone has been developed in the context of managing high levels of anticipated growth and its potential effects, not preventing it. It is acknowledged that alternative options may have been considered where growth pressures were not as significant. However, regardless of the relevance of growth pressures, the establishment of the Medium Density Residential Zone supports demands for smaller housing options, an element which the operative District Plan currently lacks. 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 Medium Density Residential Zone are:

- Ensuring density provisions support the effectiveness of urban growth boundaries (established via Chapter 4 of the Proposed District Plan) to mitigate the potential effects of urban containment
- The zone supports increased density housing through liberalised provisions, providing options for smaller households or people wishing to downsize.
- Permitted Activity status for certain low risk residential and visitor accommodation activities (subject to compliance with amenity controls) and non-notification provisions will improve the efficiency of land release and development, and minimise time and costs associated with the regulatory process.
- The scale and location of the zone increases the supply of land for housing and minimises landbanking incentives;
- Clear and unambiguous policy which provides certainty over the future location of growth for landowners, developers and investors
- Location of the zone in proximity to activity/town centres, public transport routes and trails supports the efficient use of the urban environment to support public health and minimise the environmental and financial impacts of urban sprawl
- Incentives for sustainable building supply should improve the quality of housing stock.

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,

## 13 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 Medium Density Residential Zone have been developed to address growth pressures experienced within the District, and the potential environmental, social and cultural effects of uncontrolled or

piecemeal urban growth. 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 the Medium Density Zone and increased density provisions 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. 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 where employment opportunities decrease. Additionally, the protection of important landscapes and significant environmental or natural features enabled through support for increased density will still be relevant even under a low growth scenario.

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.

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

## **14 Summary**

In reviewing the District Plan, the *Local Government Act 2002* provides that in decision making, a local authority should consider not only current environments, communities and residents but also those of the future.

It is noted that the opportunity to rollover many of the existing provisions exists. This may also be improved by some minor amendments to the provisions in response to the resource management issues raised. Neither of these approaches reflect the current changing nature of the RMA with its drive to simplify and streamline, nor do they address the significant growth pressures affecting the District. The District Plan is a forward planning mechanism and the opportunity to make bold changes in order to make a more noticeable difference. Not taking the more compact approach to this section and others, will not advance the usefulness of the District Plan in pursuit of its function in the sustainable management of natural and physical resources.

Therefore the provisions are forward looking and are intended to provide for a growing population in a more sustainable and coordinated manner. The proposed Medium Density Residential Zone are based on the premise that it is not the role of the RMA or the District Plan to restrict growth, but rather to manage the effects of such growth to meet the foreseeable needs of the community.

The Medium Density Zone 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 increased supply of affordable housing forms to address anticipated population and tourism growth. Without 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.

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. In such a scenario, alternative options such as maintaining the status quo may have been given more weight. However, following a review of the costs and benefits associated with alternative options, and the costs and benefits of the proposed provisions; it is considered that the benefits to be gained by the proposed approach outweigh the risks associated with a lack of a coordinated growth management response. Whilst growth pressures can vary over time, the provisions reflect a long term view and will enable sustainable management of urban growth during a range of economic conditions.

## Attachments

1. *QLDC MDR REVIEW - Infrastructure Assessment*, Holmes Consulting Group - [link](#)
2. *Arrowtown Dwelling Supply and Demand*, Prepared by Insight Economics for Queenstown Lakes District Council, 18 February 2015 - [link](#)
3. *Queenstown Visitor Accommodation Projections*, Prepared by Insight Economics for Queenstown Lakes District Council, 8 April 2015. - [link](#)
4. *Brief Analysis of Options for Reducing Speculative Land Banking*, Prepared by Insight Economics for Queenstown Lakes District Council, 6 August 2014 - [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. *Medium to High Density Housing Study: Stage 1b – Dwelling Capacity Model Review*, Prepared by Insight Economics for Queenstown Lakes District Council, 13 March 2015 - [link](#)
7. *Shadow and Recession Planes Study*, Virtual Rift 3D Solutions, prepared 12 March 2015. - [link](#)
8. *Proposed Medium Density Housing Zone, Arrowtown, Review of Proposed Boundaries*, Richard Knott Limited, 4th February 2015. - [link](#)

## References/Material Sources

### 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

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- Proposed Medium Density Housing Zone, Arrowtown, Review of Proposed Boundaries, Richard Knott Limited, 4<sup>th</sup> February 2015.

**Other relevant sources**

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- *'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>)
- Queenstown Airport Monthly Passenger Statistics (available at [www.queenstownairport.co.nz](http://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
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- New Zealand Green Building Council, The Value and Affordability of Homestar.
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## **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 8.2.1

##### **Recommended amended Objective 8.2.1**

Medium density development ~~will be realised~~ occurs close to town centres, local shopping zones, activity centres, public transport routes and non-vehicular trails ~~in a manner that is responsive to housing demand pressures~~

##### **Appropriateness (s32(1)(a))**

The change is appropriate as it frames the provision as an objective rather than a description of the zone intent.

#### Updated Policy 8.2.1.1

##### **Recommended updated Policy 8.2.1.1**

~~The zone accommodates existing traditional residential housing forms (dwelling, residential flat), but fundamentally has the purpose to~~ Provide opportunities for medium density housing ~~land~~ close to town centres, local shopping zones, activity centres and public transport routes ~~that is appropriate for medium density housing or visitor accommodation uses.~~

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

#### Updated Policy 8.2.1.2

##### **Recommended updated Policy 8.2.1.2**

Enable ~~M~~medium density development ~~is anticipated up to two storeys in~~ of varying varied building forms typologies including terrace, semi-detached, duplex, townhouse and small lot detached housing.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• This change clarifies the outcomes expected in relation to the building typology.</li> </ul>	<ul style="list-style-type: none"> <li>• This change is effective as it describes an action which is the function of a policy.</li> <li>• This removal of the reference to the height is efficient as this is adequately addressed via notified Objective 8.2.4 (redrafted 8.2.3) and notified Policy 8.2.4.1 (redrafted 8.2.3.1)</li> </ul>

**Deleted Policy – 8.2.1.3**

Recommended deleted Policy – 8.2.1.3
<p><del>More than two storeys may be possible on some sloping sites where the development is able to comply with all other standards (including recession planes, setbacks, density and building coverage).</del></p>

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• Given that breaches of height are proposed to be non-complying activities, the deletion of this policy removes the contradiction that additional height maybe acceptable.</li> </ul>	<ul style="list-style-type: none"> <li>• The deletion of this policy is effective as the policy does not take into account that a minor breach of building coverage for example may still be acceptable along with the additional height, however given the non-complying activity status recommended for breaches of height, development would consequently be considered contrary to this policy and therefore unable to satisfy the s104D test of the RMA.</li> </ul>

**Updated Policy 8.2.1.3 (notified 8.2.1.4)**

Recommended updated Policy 8.2.1.3
<p><del>The zone provides</del> Provide for compact development forms that provide a diverse housing supply and contain the outward spread of residential <u>growth areas</u>.</p>

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

**Deleted Policy – 8.2.1.5**

**Recommended deleted Policy – 8.2.1.5**

~~Higher density development is incentivised to help support development feasibility, reduce the prevalence of land banking, and ensure greater responsiveness of housing supply to demand.~~

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>• The deletion of this policy results in less certainty for developments with greater density.</li> </ul>	<ul style="list-style-type: none"> <li>• The deletion of this policy provides greater certainty as to the anticipated density of the zone and will therefore make infrastructure planning easier.</li> <li>• The deletion will also provide greater certainty to the community as what they can expect within the zone.</li> </ul>	<ul style="list-style-type: none"> <li>• This deletion is effective and efficient as it will enable more certain infrastructure planning for the zone.</li> </ul>

**Updated Objective 8.2.2**

**Recommended updated Objective 8.2.2**

~~Developments provides a positive contribution to the environment through quality urban design solutions which positively responds to the site, neighbourhood and wider context complement and enhance local character, heritage and identity.~~

**Appropriateness (s32(1)(a))**

The change is appropriate as it frames the provision as an objective or outcome. The amended objective is also clearer in its intent and application and more directive as to the outcome sought.

**Updated Policy 8.2.2.1**

**Recommended updated Policy 8.2.2.1**

~~Ensure Buildings shall address streets and provide direct connection between front doors and the street, with limited presentation of unarticulated blank walls or facades to the street.~~

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• This change is efficient as it is more succinct through removing the repetition within the policy.</li> <li>• This change is also effective as it provides greater consistency with the chapter and greater clarity of its intent.</li> </ul>

**Updated Policy – 8.2.2.2**

**Recommended updated Policy – 8.2.2.2**

Require visual connection with the street through the inclusion of windows, outdoor living areas, low profile fencing or landscaping. Where street activation (by the methods outlined by the Policy above) is not practical due to considerations or constraints such as slope, multiple road frontages, solar orientation, aspect and privacy,, as a minimum buildings shall provide some form of visual connection with the street (such as through the inclusion of windows, outdoor living areas, low profile fencing or landscaping).

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>None identified</li> </ul>	<ul style="list-style-type: none"> <li>The amendments to the policy provide greater clarity as to what is expected. The measures outlined are considered to be valid for developments with and without site constraints.</li> </ul>	<ul style="list-style-type: none"> <li>The amended policy is more succinct and clearer in its intent.</li> <li>It also describes an action which is the function of a policy.</li> </ul>

### **Updated Policy – 8.2.2.3**

#### **Recommended updated Policy – 8.2.2.3**

Avoid ~~S~~street frontages shall not be dominated by garaging, parking and accessways through measures including not locating garages forward of the front elevation of the residential unit, use of two separate doors to break up the visual dominance of double garages or use of tandem garages or locating a second storey over the garage to enhance passive surveillance and street activation.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>The measures outlined within the policy to reduce the dominance of garages may require amendments to standard house designs on constrained sites which will add to the development cost.</li> </ul>	<ul style="list-style-type: none"> <li>The amended policy is clearer in its direction that garages which dominate the frontage are to be avoided.</li> <li>The amended policy will lead to better urban design outcomes.</li> </ul>	<ul style="list-style-type: none"> <li>The modified policy is more effective as it provides examples as to how this could be achieved and what is being sought. This is also considered to be more efficient.</li> <li>The policy also describes an action which is the function of a policy.</li> </ul>

### **Updated Policy – 8.2.2.4**

#### **Recommended updated Policy – 8.2.2.4**

Ensure developments reduce visual dominance effects ~~the mass of buildings shall be is broken down~~ through variation in facades and materials, roof form, building separation and recessions or other techniques ~~to reduce dominance on streets, parks, and neighbouring properties.~~

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>The removal of the specific properties to be considered is</li> </ul>	<ul style="list-style-type: none"> <li>The amended policy is more succinct and provides an</li> </ul>

	beneficial as all properties should be considered including the street.	action which is therefore considered more effective and efficient.
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### **Updated Policy – 8.2.2.5**

#### **Recommended updated Policy – 8.2.2.5**

Ensure landscaped areas ~~shall be~~ are well designed and integrated into the design of developments, providing high amenity spaces for ~~outdoor living purposes recreation and enjoyment~~, and to soften the visual impact of development, with particular regard to the street frontage of developments.

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>None identified</li> </ul>	<ul style="list-style-type: none"> <li>The change to the policy to concentrate on providing high amenity spaces for outdoor living purposes rather than recreation and enjoyment is considered to be more aligned to the function of the MDRZ.</li> </ul>	<ul style="list-style-type: none"> <li>The amended policy provides an action which is the function of a policy and is therefore more effective and efficient.</li> </ul>

### **Updated Policy – 8.2.2.6**

#### **Recommended updated Policy – 8.2.2.6**

Require ~~D~~development ~~must~~ take account of any Council adopted design guide or urban design strategy applicable to the area.

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>None identified</li> </ul>	<ul style="list-style-type: none"> <li>The amended policy now refers only to Council adopted guides or strategies which provides greater certainty.</li> </ul>	<ul style="list-style-type: none"> <li>The modified policy provides an action which is the function of a policy and is therefore more effective and efficient.</li> </ul>

### **Updated Policy – 8.2.2.7**

#### **Recommended updated Policy – 8.2.2.7**

Ensure ~~The amenity and/or environmental values of~~ natural site features (such as topography, geology, vegetation, waterways and creeks) are ~~taken into account by~~ incorporated into the site layout and design, and integrated as assets to the development (where appropriate).

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>Incorporating natural site features into a development may result in greater costs than only</li> </ul>	<ul style="list-style-type: none"> <li>The modifications to the policy clarify the outcome sought by changing 'taking into account' to 'incorporated into the site'.</li> </ul>	<ul style="list-style-type: none"> <li>The amended policy will be more effective in ensuring developments are designed to reflect their natural site</li> </ul>

taking them into account.	As a consequence developments will not have to incorporate the natural site features into a development rather than just take them into account.	features. <ul style="list-style-type: none"> <li>• The amended policy is also providing an action which is the function of a policy and therefore this is more effective and efficient.</li> </ul>
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**Deleted Objective 8.2.3**

<b>Recommended deleted Objective 8.2.3</b>
<del>New buildings are designed to reduce the use of energy, water and the generation of waste, and improve overall comfort and health.</del>

<b>Appropriateness (s32(1)(a))</b>
The deletion of this objective is considered to be appropriate as I consider that there are implementation problems with applying the Homestar rating system within the rules.

**Deleted Policy 8.2.3.1**

<b>Deleted Policy 8.2.3.1</b>
<del>Enable a higher density of development and the potential for non-notification of resource consent applications where building form and design is able to achieve certification to a minimum 6-star level using the New Zealand Green Building Council Homestar™ Tool.</del>

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• The deletion of this policy results in less certainty for developments with greater density.</li> <li>• The deletion will result in less costs for both developers and Council in not having to engage Homestar Tool specialists.</li> </ul>	<ul style="list-style-type: none"> <li>• The deletion of this policy provides greater certainty as to the anticipated density of the zone and will therefore make infrastructure planning easier.</li> <li>• The deletion will also provide greater certainty to the community as what they can expect within the zone.</li> <li>• The deletion of this policy will allow the assessment of the effects of additional density to be assessed as part of a resource consent process.</li> <li>• Another benefit is the removal of reference to a tool which is outside of Council's control which may be the subject of change over time that the Council does not support.</li> </ul>	<ul style="list-style-type: none"> <li>• This deletion is effective and efficient as it will enable more certain infrastructure planning for the zone.</li> <li>• The deletion will also be effective as compliance with the Homestar Tool would not negate the potential effects of the additional density.</li> <li>• This deletion is effective and efficient as it is an approach that other Council's around New Zealand.</li> <li>• Potential efficiencies also result from the potential compliance issues that may have arisen whereby developments were not constructed to the Homestar specifications, however are constructed at the higher density.</li> </ul>

**Deleted Policy 8.2.3.2**

**Deleted Policy 8.2.3.2**

~~Encourage the timely delivery of more sustainable building forms through limiting the time period in which incentives apply for development which is able to achieve certification to a minimum 6-star level using the New Zealand Green Building Council Homestar™ Tool.~~

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• With the deletion of this policy, there is less incentive for people to develop as soon as possible to meet the five year expiry date. This may result in a slower take up of development within the zone which will not address the District's existing latent housing shortage as quickly.</li> <li>• The deletion of the policy will not act to discourage land banking.</li> </ul>	<ul style="list-style-type: none"> <li>• The deletion of the policy will lead to a greater accuracy of infrastructure planning for these areas.</li> <li>• The deletion of the policy is also consistent with the proposed National Policy Statement on Urban Development Capacity in that Council is to ensure that dwelling capacity in the District as a margin of at least 15-20% above the projected demand. The deletion of the clause will ensure that the development potential of the MDRZ will remain which will provide additional capacity.</li> </ul>	<ul style="list-style-type: none"> <li>• The deletion of this policy will be effective as it will ensure that the density of the zone is enduring and will prevent the need to undertake a costly and time consuming plan change process in the future.</li> <li>• The deletion is also more efficient as it will remove the potential problem of people not knowing when the time period for the additional density expires.</li> </ul>

**Deleted Policy 8.2.3.3****Deleted Policy 8.2.3.3**

~~Development considers methods to improve sustainable living opportunities, such as through the inclusion of facilities or programs for efficient water use, alternative waste management, edible gardening, and active living.~~

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• Deletion of this policy may result in continued or increased reliance on Council's infrastructure and rubbish collection.</li> </ul>	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The deletion of this policy is efficient as there was no s32 analysis provided in relation to this policy and with the deletion of the policies in relation to the Homestar Tool, the application of this policy becomes difficult.</li> <li>• The deletion of this policy is also efficient as it is considered that its implementation would be varied as there is no additional guidance as to what is sought.</li> </ul>

**Updated Objective 8.2.3 (notified 8.2.4)**

**Recommended updated Objective 8.2.3**

~~Objective - Provide reasonable protection of amenity values, within the context of an increasingly intensified suburban zone where character is changing and higher density housing is sought. Development provides high quality living environments for residents and maintains the amenity of adjoining sites.~~

**Appropriateness (s32(1)(a))**

The change is appropriate as it frames the provision as an objective or outcome rather than an action. The amended objective is also clearer in its intent and more directive as to the outcome sought.

**Updated Policy 8.2.3.1 (notified 8.2.4.1)**

**Updated Policy 8.2.3.1**

Apply recession plane, building height, ~~yard setbacks and site coverage, and window sill height~~ controls as the primary means of ensuring reasonable protection of neighbours' access to sunlight, privacy and amenity values.

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The addition of 'access to sunlight' reflects the outcome of the application of recession plane, building height and setback controls and therefore should be included.</li> </ul>	<ul style="list-style-type: none"> <li>• The proposed changes are efficient and effective as they reflect recommended changes to the built form controls below.</li> </ul>

**Deleted Policy 8.2.4.2**

**Recommended deleted Policy 8.2.4.2**

~~Ensure buildings are designed and located to respond positively to site context through methods to maximise solar gain and limit energy costs.~~

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The deletion of this policy is effective in that it does not implement the objective.</li> </ul>

**Deleted Policy – 8.2.4.3**

**Recommended deleted Policy 8.2.4.3**

~~Where compliance with design controls is not practical due to site characteristics, development shall be designed to maintain solar gain to adjoining properties.~~

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The inclusion of 'access to</li> </ul>

		sunlight' within updated policy 8.2.3.1 (notified 8.2.4.1) allows deletion of this policy which therefore creates a more succinct chapter and is therefore more efficient.
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**New Policy 8.2.3.2**

<b>Recommended new Policy 8.2.3.2</b>
<u>Ensure built form achieves an acceptable level of privacy for the subject site and neighbouring residential units through the application of setbacks, offsetting of habitable windows, screening or other means.</u>

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The inclusion of this policy will ensure that privacy is a consideration in the design of developments.</li> </ul>	<ul style="list-style-type: none"> <li>• The policy is effective and efficient as it provides qualifiers as to how an acceptable level of privacy for adjoining properties can be achieved.</li> </ul>

**Updated Policy 8.2.4.1 (notified 8.2.5.1)**

<b>Recommended updated Policy 8.2.4.1</b>
Promote active living through providing or enhancing connections to public places and active transport networks (walkways and cycleways) <u>where possible</u> .

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• Properties which are located where connections to public places and active transport networks may be advantageous may be requested to provide linkages.</li> </ul>	<ul style="list-style-type: none"> <li>• The amendment to the policy acknowledges that not all developments may be able to provide these connections.</li> </ul>	<ul style="list-style-type: none"> <li>• The amended policy is more effective as it allows consideration of these connections on a case by case basis.</li> </ul>

**Updated Policy 8.2.4.2 (notified 8.2.5.2)**

<b>Recommended updated Policy 8.2.4.2</b>
<del>Design p</del> Provides a positive connection to the street and public places, and promotes ease of walkability for people of all ages.

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

**Updated Policy 8.2.4.3 (notified 8.2.5.3)**

**Recommended updated Policy 8.2.4.3**

~~Encourage W~~ walking and cycling is encouraged through provision of bicycle parking and, where appropriate for the scale of activity, end-of-trip facilities (shower cubicles and lockers) for use by staff, guests or customers of non-residential activities.

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The amendment clarifies that this policy only applies to non-residential developments and not residential which removes ambiguity.</li> </ul>	<ul style="list-style-type: none"> <li>• This change is effective as it describes an action which is the function of a policy.</li> </ul>

**Updated Policy 8.2.4.4 (notified 8.2.5.4)**

**Recommended updated Policy 8.2.4.4**

~~Protect P~~ public health and safety is protected through design methods for non-residential developments to increase passive surveillance and discourage crime, such as through the provision of security lighting, avoidance of long blank facades, corridors and walkways; and good signage.

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The amendment clarifies that this policy only applies to non-residential developments and not residential which removes ambiguity. Passive surveillance and street activation are promoted for residential development through policies 8.2.2.2 and 8.2.2.3.</li> </ul>	<ul style="list-style-type: none"> <li>• This change is effective as it describes an action which is the function of a policy.</li> </ul>

**Deleted Policy 8.2.6.2**

**Recommended deleted Policy 8.2.6.2**

~~Flat roofed housing forms are avoided.~~

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The deletion will allow the use of flat roof forms which are a common secondary roofing form within Arrowtown.</li> <li>• Flat roof forms are covered by the Arrowtown Design</li> </ul>	<ul style="list-style-type: none"> <li>• This change is effective as it will allow the continued use of flat roof forms where needed.</li> <li>• Reference to the Arrowtown Design Guidelines is considered to be more</li> </ul>

	Guidelines and these are referenced in 8.2.5.1 (revised chapter 8.2.6.1)	efficient.
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**Updated Objective 8.2.6 (notified 8.2.7)**

**Recommended updated Objective 8.2.6**

Ensure ~~medium~~ density development efficiently utilises existing infrastructure and minimises impacts on infrastructure and roading networks.

**Appropriateness (s32(1)(a))**

With the recommended deletion of the Homestar Tool related provisions, the minimisation of impacts on infrastructure is now redundant. Furthermore, infrastructure capacity for the proposed zone is available and roading networks are best addressed in the Transport Chapter. This amendment also converts the objective from an action statement to an outcome focused statement which is the purpose of an objective.

**Deleted Policy 8.2.7.1**

**Recommended deleted Policy 8.2.7.1**

Medium density development is provided close to town centres and local shopping zones to reduce private vehicle movements and maximise walking, cycling and public transport patronage.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>The deletion of this policy is both efficient and effective as its content is already covered by policy 8.2.1.1.</li> </ul>

**Updated Policy 8.2.6.1 (notified 8.2.7.2)**

**Recommended updated Policy 8.2.6.1**

Ensure development connects to existing or planned ~~Medium density development is located in areas that are well serviced by public transport linkages, trail/track networks and infrastructure, trail/track networks, and is designed in a manner consistent with the capacity of infrastructure networks and maintains the safety, efficiency and functionality of those networks.~~

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>This change is effective as it describes an action which is the function of a policy.</li> <li>The amended policy is also clearer in its intent and outcome sought.</li> </ul>

**Updated Policy 8.2.6.2 (notified 8.2.7.3)**

**Recommended updated Policy 8.2.6.2**

Access and parking is located and designed to ~~optimise~~ maintain the efficiency and safety of the transportation network and minimise ~~impacts~~ adverse effects to on-street parking.

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>The change of the word 'impacts' to 'adverse effects' acknowledges the intensification which is being promoted by the zone.</li> <li>The amendments also remove the word 'optimise' as it is unlikely that developments can do this.</li> </ul>	<ul style="list-style-type: none"> <li>The amendments to this policy are efficient and effective as they result in a provision which is clearer in its outcome sought and represents what is anticipated within the zone.</li> </ul>

**Deleted Policy 8.2.7.4****Recommended deleted Policy 8.2.7.4**

A reduction in parking requirements may be considered in Queenstown and Wanaka where a site is located within 400 m of either a bus stop or the edge of a town centre zone.

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>Deletion of the policy reduces the flexibility for the consideration of car parking shortfalls for developments within the zone which are in close proximity to the town centres and public transport.</li> </ul>	<ul style="list-style-type: none"> <li>The deletion of this policy will allow robust consideration of appropriate on-site car parking requirements for the zone within the Transportation chapter.</li> </ul>	<ul style="list-style-type: none"> <li>The deletion of this policy is both effective and efficient as it will ensure that car parking requirements are considered for all areas in an integrated manner.</li> </ul>

**Updated Policy 8.2.6.3 (notified 8.2.7.5)****Recommended updated Policy 8.2.6.3**

Encourage Low impact approaches to storm water management, including on-site treatment and storage / dispersal ~~approaches are enabled~~ to limit demands on public infrastructure networks.

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>The change to the policy does not prevent connection to Council's stormwater infrastructure where necessary.</li> </ul>	<ul style="list-style-type: none"> <li>This change is effective as it describes an action which is the function of a policy.</li> </ul>

**Updated Objective 8.2.7 (notified 8.2.8)****Recommended updated Objective 8.2.7**

Objective - ~~Provide for e~~ Community activities and facilities that are generally best located in a residential environment close to residents

**Appropriateness (s32(1)(a))**

This amendment changes the objective from an action statement to an outcome focused statement which is the purpose of an objective. The change is also appropriate as it removed reference to community facilities which is redundant given there are no identified community facility sub-zones within the zone.

**Deleted Policy 8.2.8.2**

**Recommended deleted Policy 8.2.8.2**

~~Ensure any community uses or facilities are of limited intensity and scale, and generate only small volumes of traffic.~~

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The deletion of this policy is effective and efficient as it will promote a more succinct chapter on the basis that the potential effects of community activities within the zone are already covered by policies 8.2.8.1 (revised chapter 8.2.7.1) and 8.2.8.3 (revised chapter 7.2.7.2).</li> </ul>

**Updated Objective 8.2.8**

**Recommended updated Objective 8.2.8 (notified 8.2.10)**

~~Provide for limited s~~ Small-scale commercial activities are provided for where such activities: ~~they:~~

- contribute to a diverse residential environment;
- maintain residential character and amenity; and
- do not compromise the primary purpose of the zone for residential use.

**Appropriateness (s32(1)(a))**

This amendment changes the objective from an action statement to an outcome focused statement which is the purpose of an objective. The removal of 'limited' is also considered to be appropriate as 'small scale' is considered to be a sufficient qualifier.

**Updated Policy 8.2.8.1 (notified 8.2.10.10)**

**Recommended updated Policy 8.2.8.1**

Support ~~€~~ 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, the viability of the zone or a nearby Town Centre.

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

**Updated Policy 8.2.8.3 (notified 8.2.10.3)**

**Recommended updated Policy 8.2.8.3**

Mitigate ~~€~~ commercial activities which generate adverse noise effects ~~are not supported in the residential environment.~~

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

**Updated Policy 8.2.8.4 (notified 8.2.10.4)**

**Recommended updated Policy 8.2.8.4**

Ensure ~~€~~ commercial activities are suitably located and designed to maximise or encourage walking, cycling and public transport patronage.

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

**Updated Policy 8.2.8.5 (notified 8.2.10.5)**

**Recommended updated Policy 8.2.8.5**

Locate ~~€~~ commercial activities ~~are located~~ at ground floor level and provide a quality built form which activates the street, and adds visual interest to the urban environment.

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

**Deleted Policy 8.2.11.1**

**Recommended deleted Policy 8.2.11.1**

~~Intensification does not occur until adequate water supply services are available to service the development.~~

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>Deletion of this policy removes potential confusion that water supply is not available to the Frankton MDRZ. Mr Glasner has confirmed that water supply is available. Consequently, this deletion is both effective and efficient.</li> </ul>

**Updated Policy 8.2.9.2 (notified 8.2.11.2)**

**Recommended updated Policy 8.2.9.2**

~~Encourage~~ A low impact stormwater network design is provided that utilises on-site treatment and storage / dispersal approaches, and avoids impacts on the State Highway network.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>The change to the policy does not prevent connection to Council's stormwater infrastructure where necessary.</li> </ul>	<ul style="list-style-type: none"> <li>This change is effective as it describes an action which is the function of a policy.</li> </ul>

**Updated Policy 8.2.9.3 (notified 8.2.11.3)**

**Recommended updated Policy 8.2.11.3**

~~Provide a~~ A planting buffer is provided along the road frontage to soften the view of buildings from the State Highway network.

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

**Updated Policy 8.2.9.4 (notified 8.2.11.4)**

**Recommended updated Policy 8.2.9.4**

~~Provide for~~ Safe and legible transport connections are provided that avoid any new access to the State Highway, and integrates with the road network and public transport routes on the southern side of State Highway 6.

**Note:** Attention is drawn to the need to consult with the New Zealand Transport Agency (NZTA) prior to determining an internal and external road network design under this policy.

**Note:** Attention is drawn to the need to obtain a Section 93 notice from the NZ Transport Agency for all subdivisions on State Highways which are declared Limited Access Roads. The NZ Transport Agency should be consulted and a request made for a notice under Section 93 of the Government Rounding Powers Act 1989.

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

**Updated Policy 8.2.9.5 (notified 8.2.11.5)**

**Recommended updated Policy 8.2.9.5**

Require that the design of any road or vehicular access within individual properties is of a form and standard that accounts for long term traffic demands for the area between Hansen Road and Ferry Hill Drive, and does not require the need for subsequent retrofitting or upgrade

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

**Updated Policy 8.2.9.6 (notified 8.2.11.6)**

**Recommended updated Policy 8.2.9.6**

~~Provide a~~ A safe and legible walking and cycle environment ~~is provided that:~~ links to the other ~~internal and external pedestrian and cycling networks and pedestrian and cyclist destinations on the southern side of State Highway 6 (such as public transport stations, schools, open space, and commercial areas) along the safest, most direct and convenient routes~~ and is of a form and layout that encourages walking and cycling.

- ~~▪ provides a safe and convenient waiting area adjacent to the State Highway, which provides shelter from weather~~
- ~~▪ provides a direct and legible network.~~

~~**Note:** Attention is drawn to the need to consult with the New Zealand Transport Agency (NZTA) to determine compliance with this policy.~~

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>The deletion of the note will remove confusion as to whether the NZTA is deemed an affected party as the note implies this status.</li> </ul>	<ul style="list-style-type: none"> <li>The deletion of the note is effective as the note implies that compliance with the policy is a requirement, however this is not the function of a policy.</li> <li>This change is effective as it describes an action which is the function of a policy and the</li> </ul>

		<p>resulting provision is more succinct and clear in its intent.</p> <ul style="list-style-type: none"> <li>• The deletion of the requirement to provide a waiting area and shelter adjacent to the State Highway is effective as this will be outside of the property boundaries for the developments and therefore outside of the control of developers.</li> </ul>
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**Updated Policy 8.2.9.7 (notified 8.2.11.7)**

**Recommended updated Policy 8.2.9.7**

Provide ~~A~~ an internal road network ~~is provided~~ that ensures road frontages are not dominated by vehicular access and parking.

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

**Updated Objective 8.2.10 (notified 8.2.12)**

**Recommended updated Objective 8.2.10**

~~The Wanaka Town Centre Transition Overlay enables n~~ Non-residential development forms which support the role of the Town Centre and are sensitive to the transition with residential uses are located within the Wanaka Town Centre Transition Overlay.

**Appropriateness (s32(1)(a))**

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

**Updated Policy 8.2.10.2 (notified 8.2.12.2)**

**Recommended updated Policy 8.2.10.2**

~~Require N~~ non-residential and mixed use activities provide a quality built form which activates the street, minimises the visual dominance of parking and adds visual interest to the urban environment.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The modified policy specifies that the visual dominance of the parking is the matter of concern which will avoid confusion.</li> </ul>	<ul style="list-style-type: none"> <li>• This change is effective as it describes an action which is the function of a policy.</li> </ul>

**Deleted Policy 8.2.12.3**

**Recommended deleted Policy 8.2.12.3**

~~Allow consideration of variances to Rules for site coverage, setbacks and parking where part of an integrated development proposal which demonstrates high quality urban design.~~

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>The deletion of the policy removes the contradiction that arises between this and other policies within the chapter which makes this deletion effective and efficient.</li> <li>The deletion is also effective as parking standards have not been the subject of an s32 assessment and should await robust assessment via the review of the Transportation chapter.</li> <li>The deletion is also efficient as it removes repetition as high quality urban design is already addressed via notified policy 8.2.12.2 (revised chapter 8.2.10.2) and policy 8.2.10.3.</li> </ul>

**New Policy 8.2.10.3**

**Recommended new Policy 8.2.10.3**

Ensure the amenity of adjoining residential properties outside of the Wanaka Town Centre Transition Overlay is protected through design and application of setbacks and to mitigate dominance, overshadowing and privacy effects

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>The policy allows consideration of the interface between developments within the Wanaka TCTO and adjoining residential units.</li> </ul>	<ul style="list-style-type: none"> <li>The policy is effective in that it is specific as to what should be assessed.</li> </ul>

**Updated Policy 8.2.11.1 (notified 8.2.13.1)**

**Recommended new Policy 8.2.11.1**

Require, as necessary, A all new and altered buildings for activities sensitive to road noise residential and other noise sensitive activities (including community uses) located within 80 m of the State Highway shall be designed to provide protection from sleep disturbance and maintain appropriate amenity meet internal sound levels of AS/NZ 2107:2000.

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The policy is more succinct through recommendation of a definition of 'activities sensitive to road noise' and is therefore both more efficient and effective.</li> <li>• This change is effective as it describes an action which is the function of a policy.</li> <li>• The change is also effective as it describes the particular activities to be protected from the noise effects.</li> </ul>

**Updated Rule – 8.4.5**

**Recommended Updated Rule – 8.4.5 - Prohibited**

~~Bulk material storage~~ Outdoor Storage

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides clarity, as outdoor storage has been defined.</li> </ul>	<ul style="list-style-type: none"> <li>• These changes are effective as they remove ambiguity, as bulk material storage is not defined.</li> </ul>

**Updated Rule – 8.4.9**

**Recommended Updated Rule – 8.4.9 – Discretionary**

~~Community facilities and/or activities~~

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• This change is effective as it removes reference to community facilities as these are not applicable within the zone as no community facility sub-zones are identified within the MDRZ.</li> </ul>

**Updated Rule – 8.4.10**

**Recommended Updated Rule – 8.4.10 – Permitted**

**Dwelling, Residential Unit, Residential Flat**

8.4.10.1 One (1) per site in Arrowtown, except within the Arrowtown Historic Management Transition Overlay Area

8.4.10.2 For all other locations, three (3) or less per site

**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"><li>• The inclusion of the requirement for all new residential units within the identified Arrowtown Historic Management Transition Overlay Area to obtain resource consent will add additional cost to these developments.</li></ul>	<ul style="list-style-type: none"><li>• The requirement to obtain resource consent for all residential units within the recommended Arrowtown Historic Management Transition Overlay Area will ensure that the interface between the Arrowtown Historic Management zone and the MDRZ is adequately managed through application of the Arrowtown Design Guidelines.</li><li>• The removal of 'Dwelling' and 'Residential Flat' will reduce confusion as to what activity is permitted.</li></ul>	<ul style="list-style-type: none"><li>• These changes are considered to be effective and efficient as they manage the interface between the Arrowtown Historic Management zone and the MDRZ and provide clarity as to the activity which is permitted.</li></ul>

**Updated Rule – 8.4.11**

**Recommended Updated Rule – 8.4.11 – Restricted Discretionary**

**Dwelling, Residential Unit, Residential Flat**

8.4.11.1 One (1) or more per site within the Arrowtown Historic Management Transition Overlay Area

~~8.4.11.1~~ 8.4.11.2 Two (2) or more per site in Arrowtown

~~8.4.11.2~~ 8.4.11.3 For all other locations, four (4) or more per site

Discretion is restricted to all of the following:

- ~~• The location, external appearance, site layout and design and how the development addresses its context and contributes positively to the residential character and amenity of the area of buildings and fences~~
- The extent to which the development positively addresses the street activation
- visual privacy of adjoining properties
- ~~• The extent to which the design advances housing diversity and promotes sustainability either through construction methods, design or function-~~
- 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
- For land fronting State Highway 6 between Hansen Road and the Shotover River, provision of a Traffic Impact Assessment, Landscaping Plan and Maintenance Program, and extent of compliance with Rule 8.5.3:
  - safety and effective functioning of the State Highway network;
  - Integration with other access points through the zone to link up to Hansen Road, the Eastern Access Road Roundabout and/or Ferry Hill Drive;
  - Integration with public transport networks
  - Integration with pedestrian and cycling networks, including to those across the State Highway.
- ~~• The extent to which building dominance mass is broken down and articulated in order to reduce impacts on neighbouring properties and the public realm~~
- ~~• Design of P parking and access: safety, 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~~
- 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 mitigated.

**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"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The inclusion of visual privacy as a matter of discretion is of benefit given the standard relating to window sill heights is recommended to be deleted.</li> <li>• The addition of specific matters of discretion related to traffic and access for the Frankton MDRZ is of benefit as they clearly outline the expectations for development within the zone in relation to effects on SH6, integration with other access points, public transport networks and pedestrian and cycling networks.</li> </ul>	<ul style="list-style-type: none"> <li>• The matter of discretion relating to the location, external appearance, layout and design is now more specific which removes ambiguity and will increase its effectiveness.</li> <li>• The change is also effective as the matters of discretion have been redrafted to reflect this function rather than as assessment matters.</li> </ul>
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**Updated rule 8.4.22 (notified 8.4.22)**

**Recommended updated Rule – 8.4.22 – Restricted Discretionary**

**Buildings**

Discretion is restricted to consideration of all of the following: external appearance, materials, signage platform, lighting, impact on the street, and natural hazards to ensure that:

- The design of the building blends well with and its contributes to an integrated built form
- The external appearance of the building is sympathetic to the surrounding natural and built environment. The use of stone, schist, plaster or natural timber is encouraged
- ~~• The views along a street or of significant view shafts have been considered and responded to~~
- Maintenance of the visual privacy of adjoining properties
- The building facade provides an active interface to open space on to which it fronts, and the detail of the facade is sympathetic to other buildings in the vicinity, having regard to:
  - Building materials
  - Glazing treatment
  - Symmetry
  - External appearance
  - Human scale
  - Vertical and horizontal emphasis.
- Storage areas are appropriately located and screened
- ~~• 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 mitigated ~~Error! Bookmark not defined.~~

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>The removal of the matter of discretion relating to significant view shafts will remove the ability for these to be assessed on a site by site basis.</li> </ul>	<ul style="list-style-type: none"> <li>The inclusion of visual privacy as a matter of discretion is of benefit given the standard relating to window sill heights is recommended to be deleted.</li> <li>The removal of the matter of discretion relating to significant view shafts will provide more certainty to people developing their sites. Furthermore, given that buildings within the TCTO have the same setback, height and recession plane requirements as all buildings within the MDRZ, this will allow reasonable protection of view shafts.</li> </ul>	<ul style="list-style-type: none"> <li>The change is also effective as the matters of discretion have been redrafted to reflect this function rather than as assessment matters.</li> </ul>

**Updated Standard – 8.5.1**

Recommended Updated Standard – 8.5.1 – Non-Compliant
<p><b>Building Height (for flat and sloping sites)</b></p> <p>8.5.1.1 Wanaka and Arrowtown: A maximum of 7 metres <u>except for the following:</u></p> <p style="padding-left: 40px;">a. <u>Within 15 metres of Designation 270: Queenstown Lakes District Council recreation reserve where the maximum height is 5.5 metres.</u></p> <p>8.5.1.2 All other locations: A maximum of 8 metres.</p> <p>Note: Refer to Definition for interpretation of building height.</p>

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>The modification to the rule will reduce the ability to maximise the development potential of a portion of the Scurr Heights MDRZ.</li> </ul>	<ul style="list-style-type: none"> <li>The benefit of the change is that views towards Lake Wanaka and the mountains beyond will be maintained from the walkway.</li> </ul>	<ul style="list-style-type: none"> <li>The proposed amended rule is considered both effective and efficient as it protects an amenity that many Wanaka residents value and it clear in its application.</li> </ul>

**Updated Standard – 8.5.2**

Recommended Updated Standard – 8.5.2 – Non-Compliant
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**Sound insulation and mechanical ventilation**

8.5.2.1 For buildings located within 80 m of a State Highway 6 ~~between (between Hansen Road and the Shotover River).~~

Any residential buildings, or buildings containing activity sensitive to road noise, and located within 80 m of the road boundary of a State Highway 6 ~~between Lake Hayes and Frankton~~ shall be designed to ~~meet internal sound levels of AS/NZ 2107:2000~~ achieve an Indoor Design Sound Level of 40 dB  $L_{Aeq(24h)}$ .

Compliance with this rule can be demonstrated by submitting a certificate to Council from a person suitably qualified in acoustics stating that the proposed construction will achieve the internal design sound level.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>The modification of the rule results in the rule applying not only to the Frankton MDRZ but also to area of MDRZ proposed at the entrance to the Queenstown and Wanaka town centres. This will add to the cost of developments on these properties (approximately \$10,000 additional cost for a three bedroom dwelling).</li> </ul>	<ul style="list-style-type: none"> <li>The modifications to the rule will ensure a high level of internal amenity for developments in proximity to the State Highway network and protect from reverse sensitivity effects.</li> <li>The use of the specific indoor design sound level as opposed to the standard will remove ambiguity.</li> </ul>	<ul style="list-style-type: none"> <li>The changes to the rule are effective and efficient as they ensure the rule is easy to understand and apply.</li> </ul>

**Updated Standard – 8.5.3**

**Recommended Updated Standard – 8.5.3 – Non-Compliant**

Development on land fronting State Highway 6 between Hansen Road and Ferry Hill Drive shall provide the following:

8.5.3.1 Transport, parking and access design that:

**32.1.3 Ensures connections to the State Highway network are only via Hansen Road, the Eastern Access Road Roundabout, and/or Ferry Hill Drive**

**32.1.4 There is no new vehicular access to the State Highway Network.**

~~8.5.3.2 A Traffic Impact Assessment which addresses all of the following:~~

~~c. Potential traffic effects to the local and State Highway network (including outcomes of consultation with the New Zealand Transport Agency (NZTA))~~

~~d. Potential effects of entry and egress to the local and State Highway network (including outcomes of consultation with the New Zealand Transport Agency (NZTA))~~

~~a. An access network design via Hansen Road, the Eastern Access Road Roundabout, and/or Ferry Hill Drive, and the avoidance of any new access to the State Highway Network~~

~~b. Integration with existing transport networks and cumulative effects of traffic demand with known current or future developments~~

- ~~c. Integration with public transport networks~~
- ~~d. Methods of traffic demand management.~~

~~8.5.3.3~~ **8.5.3.2A Landscaping Plan and Maintenance Program** which provides a planting buffer fronting State Highway 6 as follows and shall include all of the following:

- ~~a. the retention of existing vegetation (where practicable)~~
- ~~b. a minimum of 2 tiered planting (inclusive of tall trees and low shrubs)~~
- ~~c. planting densities and stock sizes which are based on achieving full coverage of the planting areas within 2 years~~
- ~~d. use of tree species having a minimum height at maturity of 1.8 m~~
- ~~e. appropriate planting layout which does not limit solar access to new buildings or roads.~~

a. A density of two plants per square metre located within 4m of the State Highway 6 road boundary selected from the following species:

- Ribbonwood (Plagianthus regius)
- Corokia cotoneaster
- Pittosporum tenuifolium
- Grisilinea
- Coprosma propinqua
- Olearia dertonii

Once planted these plants are to be maintained in perpetuity.

Costs	Benefits	Effectiveness & Efficiency
<ul style="list-style-type: none"> <li>• There may be increased compliance costs for Council as a result of the modified standard relating to landscaping. Monitoring as to the density and species of plants may be more time consuming than monitoring an approved landscaping plan.</li> </ul>	<ul style="list-style-type: none"> <li>• The amended standard relating to landscaping will ensure that a consistent landscaping buffer will be provided along the length of the MDRZ adjoining SH6, regardless of land ownership and development differences.</li> </ul>	<ul style="list-style-type: none"> <li>• The deletion of the Traffic Impact Assessment portion of the rule is considered to be effective given that the notified standard would not have worked in practice. The intent of the standard is now included as a matter of discretion within rule 8.4.11 which is also considered more efficient.</li> <li>• The modifications to the standard relating to landscaping are more efficient and effective given that it is now clear as to what is required to comply and the standard is now written as a standard which will be easy to</li> </ul>

		implement.
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**Updated Standard – 8.5.5**

<p><b>Recommended Updated Standard – 8.5.5 – <del>Non-Compliant</del> <u>Discretionary</u></b></p> <p><b>Density</b></p> <p>8.5.5.1 The maximum site density shall be one residential unit or dwelling per 250m<sup>2</sup> net site area.</p> <p><del>However, this rule shall not apply where the development can achieve certification to a minimum 6-star level using the New Zealand Green Building Council Homestar™ Tool.</del></p> <p><del>Notwithstanding the above, the exceptions applying to developments achieving certification to a minimum 6-star level using the New Zealand Green Building Council Homestar™ Tool shall cease to apply at a date being five years after the date the Medium Density Residential Zone is made operative.</del></p> <p>8.5.5.2 <u>The minimum site density for the Medium Density Residential zoned land in Frankton adjoining State Highway 6 and in Wanaka adjoining Aubrey Road shall be one residential unit per 400m<sup>2</sup> net site area.</u></p>
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<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• The deletion of the additional permitted density allowed through compliance with the Homestar Tool results in less certainty for developments with greater density.</li> <li>• The deletion will result in less cost for both developers and Council in not having to engage Homestar Tool specialists.</li> </ul>	<ul style="list-style-type: none"> <li>• The deletion of the Homestar related portion of the standard provides greater certainty as to the anticipated density of the zone and will therefore make infrastructure planning easier.</li> <li>• The deletion will also provide greater certainty to the community as what they can expect within the zone.</li> <li>• The change to the activity status from non-complying to discretionary for this standard signals that in some instances additional density may be suitable.</li> <li>• Another benefit of the removal of reference to the Homestar tool is that this is a tool which is outside of Council's control which may be the subject of change over time that the Council does not support.</li> <li>• The inclusion of a maximum density across the two greenfield MDRZ pockets will ensure that the development potential of these areas are maximised rather than creating a density akin to the LDRZ or less. This will increase the number (and</li> </ul>	<ul style="list-style-type: none"> <li>• This deletion of the reference to the Homestar Tool is effective and efficient as it will enable more certain infrastructure planning for the zone.</li> <li>• The deletion will also be effective as compliance with the Homestar Tool would not negate the potential effects of the additional density.</li> <li>• Potential efficiencies also result from the deletion as potential compliance issues may have arisen whereby developments were not constructed to the Homestar specifications, however are constructed at the higher density.</li> <li>• The proposed standard relating to maximum density is considered to ensure an efficient use of the District land resource.</li> </ul>

	possibly diversity) of dwellings within the district which will address issues of dwelling supply and possibly affordability.	
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**Updated Standard – 8.5.6**

<b>Recommended Updated Standard – 8.5.6 – Non-Compliant</b>
<p><b>Recession plane (<u>applicable to flat sites only, and for including accessory buildings on flat and sloping sites</u>)</b></p> <p>8.5.6.1 Northern Boundary: 2.5m and 55 degrees.</p> <p>8.5.6.2 Western and Eastern Boundaries: 2.5m and 45 degrees.</p> <p>8.5.6.3 Southern Boundaries: 2.5m and 35 degrees.</p> <p>8.5.6.4 Gable end roofs may penetrate the building recession plane by no more than one third of the gable height.</p> <p>8.5.6.5 Recession planes do not apply to site boundaries adjoining a town centre zone, fronting the road, or a park or reserve.</p> <p><b>Note</b> - Refer to Definitions for detail of the interpretation of recession planes.</p>

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The clarification that recession planes do not apply to sloping sites (except for accessory buildings) ensures that the development potential of sloping sites is not unduly constrained.</li> </ul>	<ul style="list-style-type: none"> <li>• The changes to the rule are consistent with the recession plane rules within the Low and High Density Residential zones and therefore are more efficient.</li> </ul>

**Updated Standard – 8.5.7**

<b>Recommended Updated Standard – 8.5.7 – <del>Non-Compliant</del> Restricted Discretionary</b>
<p><b>Landscaped permeable surface</b></p> <p>At least 25% of site area shall comprise landscaped permeable surface.</p> <p><u>Where a proposal does not provide 25%, discretion is restricted to the following:</u></p> <ul style="list-style-type: none"> <li>a) <u>The effects of any reduced landscape provision on the visual appearance or dominance of the site and buildings from adjacent sites and the public realm;</u></li> <li>b) <u>The ability for adequate on-site stormwater disposal.</u></li> </ul>

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>

<ul style="list-style-type: none"> <li>• The restricted discretionary activity status may signal to people that disposal of stormwater to Council's infrastructure is more acceptable than the notified non-complying activity status, which may leads to increased demands upon Council infrastructure.</li> </ul>	<ul style="list-style-type: none"> <li>• The matters of discretion ensure that both amenity planting and on-site stormwater disposal are considered as the intent behind this rule could be misconstrued to only relate to landscaping.</li> </ul>	<ul style="list-style-type: none"> <li>• The amended rule is more efficient and effective as it outlines the matters to assess which be clear to both applicants and administrators of the Plan.</li> </ul>
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### **Updated Standard – 8.5.8**

#### **Recommended Updated Standard – 8.5.8 – Discretionary**

##### **Minimum Boundary Setback**

8.5.8.1 Road boundary setback: 3m, except for:

- a. State Highway boundaries where the setback shall be 4.5m
- b. Garages which shall be setback 4.5m

8.5.8.2 All other boundaries: 1.5m except for:

- a. Sites adjoining Designation 270: Queenstown Lakes District Council recreation reserve where the minimum setback shall be 6m.

Exceptions to side and rear boundary setbacks (excluding the setback in 8.5.8.2(a)) include:

Accessory buildings for residential activities may be located within the setback 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.

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• The increased setbacks recommended will further restrict development on sites.</li> </ul>	<ul style="list-style-type: none"> <li>• The additional setback controls promote better urban design outcomes, amenity and retention of views from the walkway alongside Scurr Heights.</li> </ul>	<ul style="list-style-type: none"> <li>• The proposed changes are effective in seeking quality outcomes from the built form within the zone.</li> </ul>

### **Updated Standard – 8.5.9**

#### **Recommended Updated Standard – 8.5.9 – Restricted Discretionary**

### **Continuous-Building Length**

The ~~continuous~~-length of any building facade above ~~one storey~~ ground floor level shall not exceed ~~46m~~ 24m.

Where a proposal exceeds this length, discretion is restricted to all of the following:

- Building dominance
- Building design, materials and appearance
- ~~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 dominance of the building~~
- ~~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~~

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

### **Updated Standard – 8.5.10**

#### **Recommended deleted Standard – 8.5.10 – Discretionary**

##### **~~Window Sill heights~~**

~~Window sill heights above the first storey shall not be set lower than 1.5m above the floor level where the external face of the window is within 4m of the site boundary.~~

~~Exceptions to this rule are where building elevations face the street or reserves, or where opaque glass is used for windows. In these scenarios the rule does not apply.~~

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• The deletion of this rule will remove the specific privacy related built form control and rely instead upon the matters of discretion within 8.4.11 and 8.4.25 (revised chapter 8.4.22) as well as the other built form controls that do this, such as building setbacks and to a lesser extent recession planes.</li> </ul>	<ul style="list-style-type: none"> <li>• The deletion of the rule will remove a provision that would have been difficult to implement given its drafting.</li> <li>• The deletion of the rule will also allow the predominant architectural feature of orientating dwellings and their living spaces for views.</li> </ul>	<ul style="list-style-type: none"> <li>• The proposed deletion is considered efficient as implementation of the notified rule would have been problematic.</li> <li>• The reliance upon the recommended matters of discretion and other built form controls is considered to be effective in their control of potential visual privacy effects.</li> </ul>

**Updated Standard – 8.5.13 (notified 8.5.14)**

<b>Recommended Updated Standard – 8.5.13 – Non-Compliant</b>
<b>Setbacks from electricity transmission infrastructure</b>
8.5.14.1-National Grid Sensitive Activities are located outside of the National Grid Yard.

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The inclusion of an activity status is effective and efficient as it adheres to the requirements of the RMA and will prevent confusion as to what activity status applies when consent is sought.</li> <li>• The proposed non-complying activity status is efficient as it reflects the potential health concerns that can arise from location in proximity to transmission infrastructure.</li> </ul>

**New Standard – 8.5.14**

<b>Recommended New Standard – 8.5.14 – Discretionary</b>
<b><u>Dominance of Garages</u></b>
<u>Garage doors and their supporting structures (measured parallel to the road) are not to exceed 50% of the frontage of the site as viewed from the road.</u>

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• The implementation of the new rule may require amendments to standard house designs on constrained sites which will add to the development cost.</li> </ul>	<ul style="list-style-type: none"> <li>• Reduction in the dominance allows greater passive surveillance, activation of the street and better urban design outcomes.</li> </ul>	<ul style="list-style-type: none"> <li>• The recommended new rule is effective as it implements notified policy 8.2.2.3.</li> </ul>

**Updated Standard – 27.6.1**

<b>Recommended Updated Standard – 27.6.1 – Non-Complying</b>				
No lots to be created by subdivision, including balance lots, shall have a net site area or where specified, average, less than the minimum <u>or more than the maximum</u> specified.				
<table border="1"> <thead> <tr> <th><b>Zone</b></th> <th><b>Minimum Lot Area</b></th> </tr> </thead> <tbody> <tr> <td><b>Residential</b></td> <td>Medium Density Residential 250m<sup>2</sup></td> </tr> </tbody> </table>	<b>Zone</b>	<b>Minimum Lot Area</b>	<b>Residential</b>	Medium Density Residential 250m <sup>2</sup>
<b>Zone</b>	<b>Minimum Lot Area</b>			
<b>Residential</b>	Medium Density Residential 250m <sup>2</sup>			

<b>Zone</b>		<b>Maximum Lot Area</b>
<u>Residential</u>	<u>Medium Density Residential</u>	<u>The maximum lot area for the Medium Density Residential zoned land in Frankton adjoining State Highway 6 and in Wanaka adjoining Aubrey Road shall be 400m<sup>2</sup></u>

<b>Costs</b>	<b>Benefits</b>	<b>Effectiveness &amp; Efficiency</b>
<ul style="list-style-type: none"> <li>• None identified.</li> </ul>	<ul style="list-style-type: none"> <li>• The inclusion of a maximum density across the two greenfield MDRZ pockets will ensure that the development potential of these areas are maximised rather than creating a density akin to the LDRZ or less. This will increase the number (and possibly diversity) of dwellings within the district which will address issues of dwelling supply and possibly affordability.</li> </ul>	<ul style="list-style-type: none"> <li>• This recommended additional standard is considered to ensure an efficient use of the District land resource.</li> </ul>

## **Appendix 5. Queenstown Low Density Residential Zone 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:

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

### 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.

<b>Use Type- # Bldg Consents Issued</b>	<b>Total</b>	
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%
<b>TOTAL building consents</b>	<b>2350</b>	<b>100%</b>

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).

<b>Number of Res Units- by size, from building consent data</b>		
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.

<b>How Granted?</b>	<b>Resource Consents</b>	
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 600m<sup>2</sup> to 1500m<sup>2</sup> per lot. The effect of this anomaly is that a 900 m<sup>2</sup> 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 450m<sup>2</sup> 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 450m<sup>2</sup> 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 2,000m<sup>2</sup>. 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

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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

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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



August 2010

C10066\_Template\_Report\_Final\_Issued\_20100819

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Lakes District Council

Graphic design by Boffa Miskell

Maps supplied by Queenstown Lakes District Council

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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.

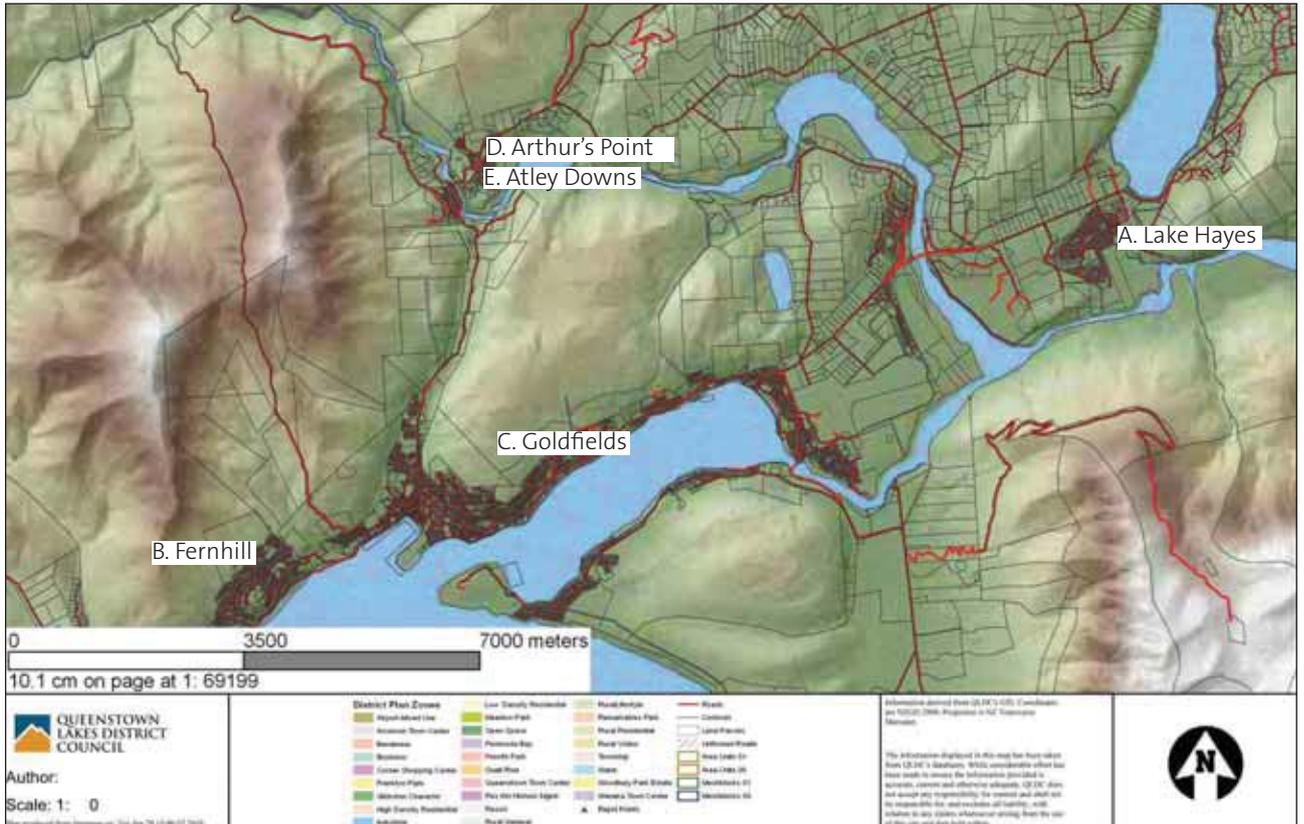
**Distinctiveness:** The special features which make a place more memorable and therefore more legible.

**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.

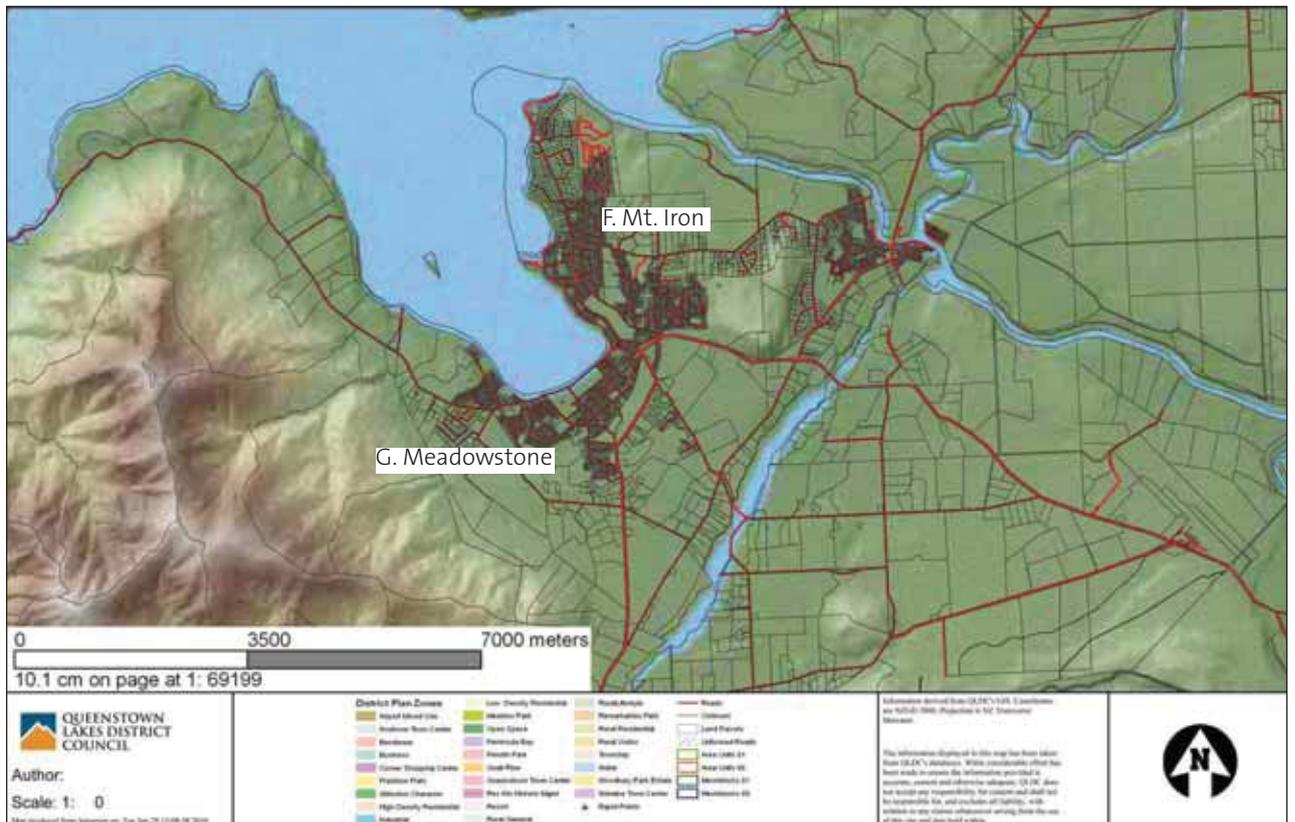
overall rating sits. This is followed by a short summary statement about the subdivision. A number of key lessons to learn from each subdivision are listed beneath the overall assessment table, which also comments on elements of creativity or extremes that were averaged out for the purposes of the ratings.



# 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.

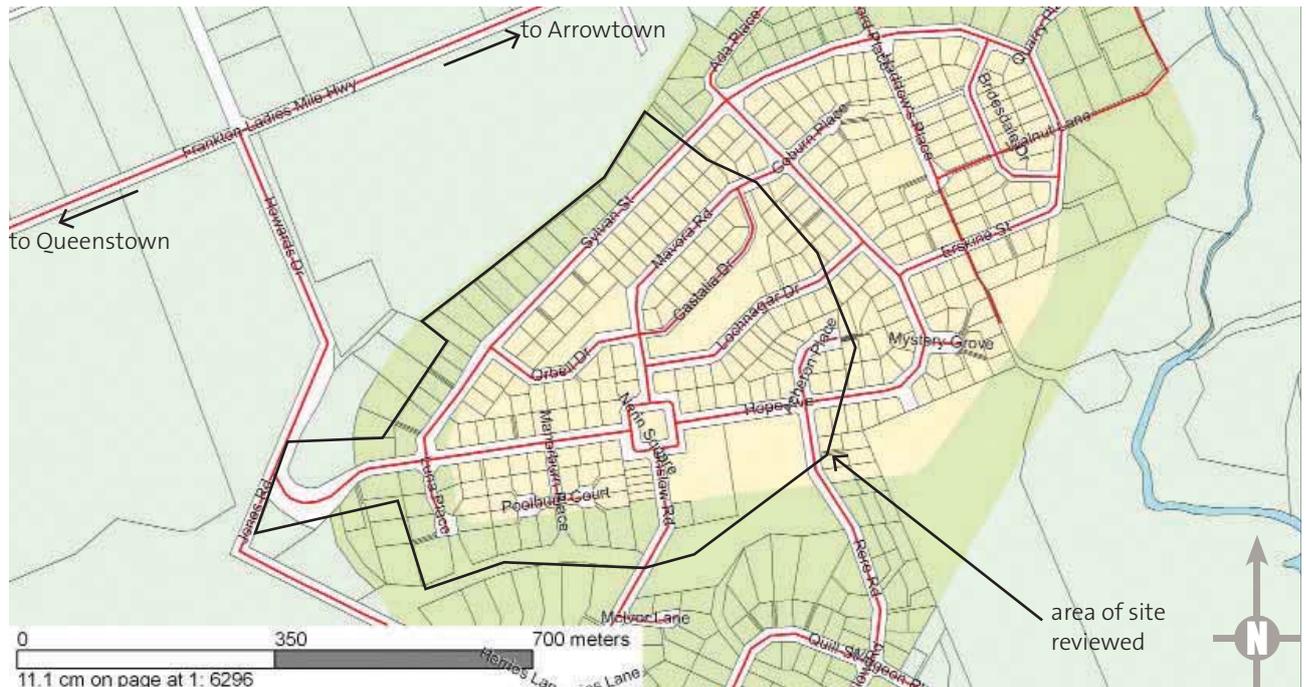
**Date of Resource Consent:** 2001/2002

**Completed:** No, some undeveloped lots within the subdivision.

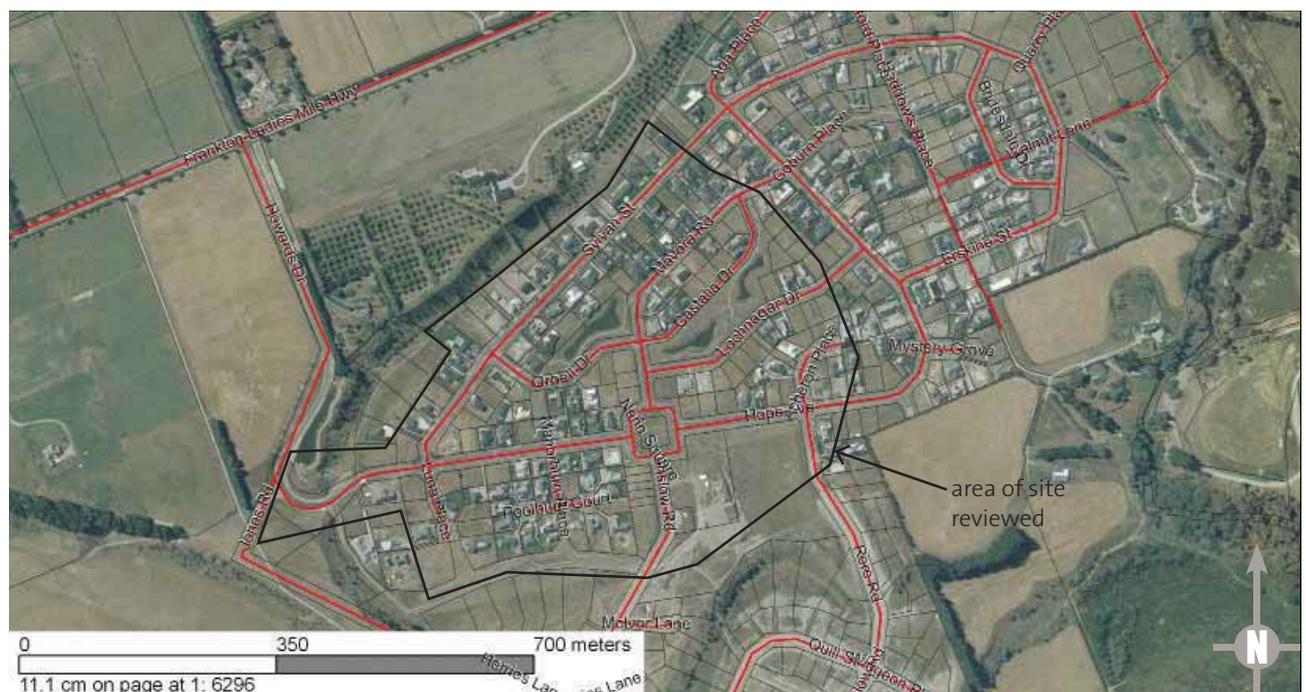
**Zoning:** Residential (light yellow), Rural Residential (green)

**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?



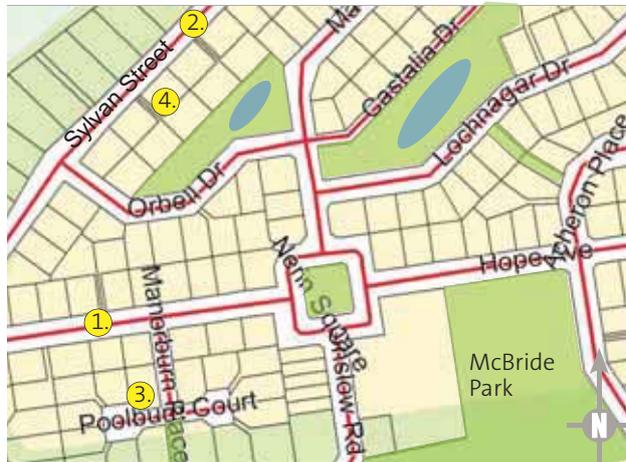
The out-of-town rural location hinders reference to and integration with a local built context. This development is remote and has an ‘island’ feel. On balance, its isolation and lack of service amenities are major factors in the rating. However, it is noted that the development is located well below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

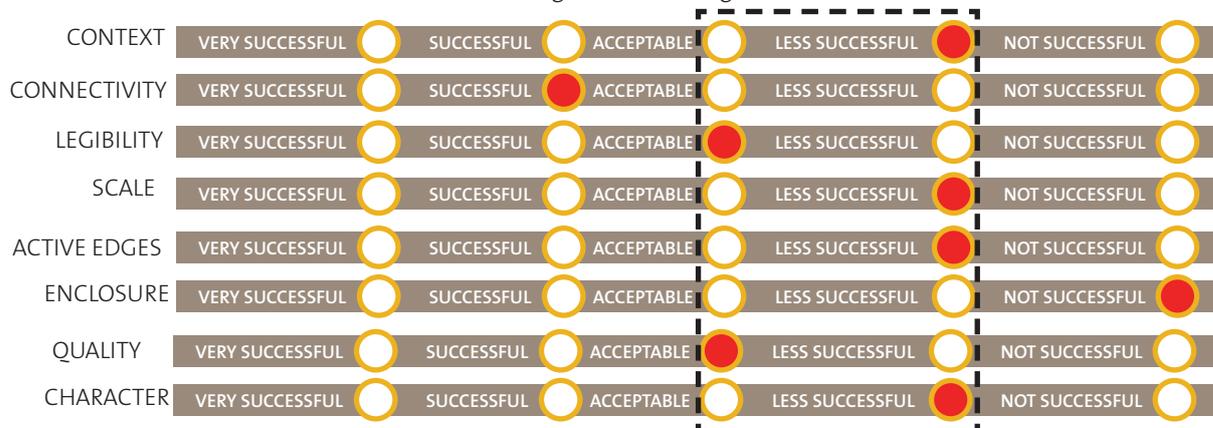


### Roads and Road Reserves Widths

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.



# 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



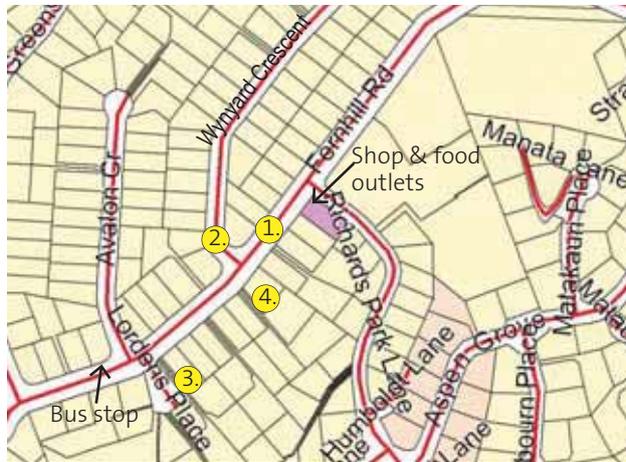
The subdivision is a similar character to surrounding development. It is accessible to the town centre and has good walking and bus connections. There are amenities located centrally on Fernhill Road to meet the day-to-day requirements of residents.

# 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).



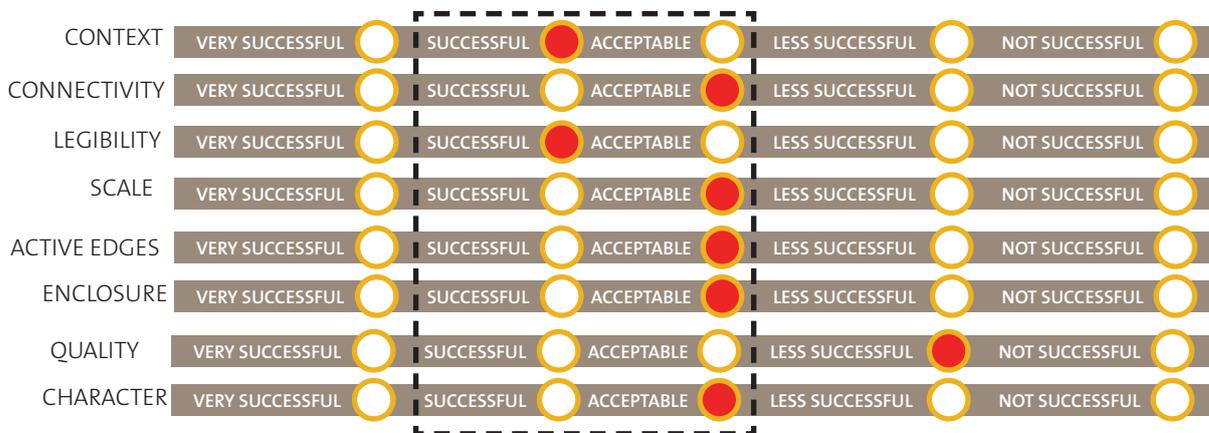
This area is predominately in shade in winter (the sun only came into view in mid-late afternoon on the day of the site visit).



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

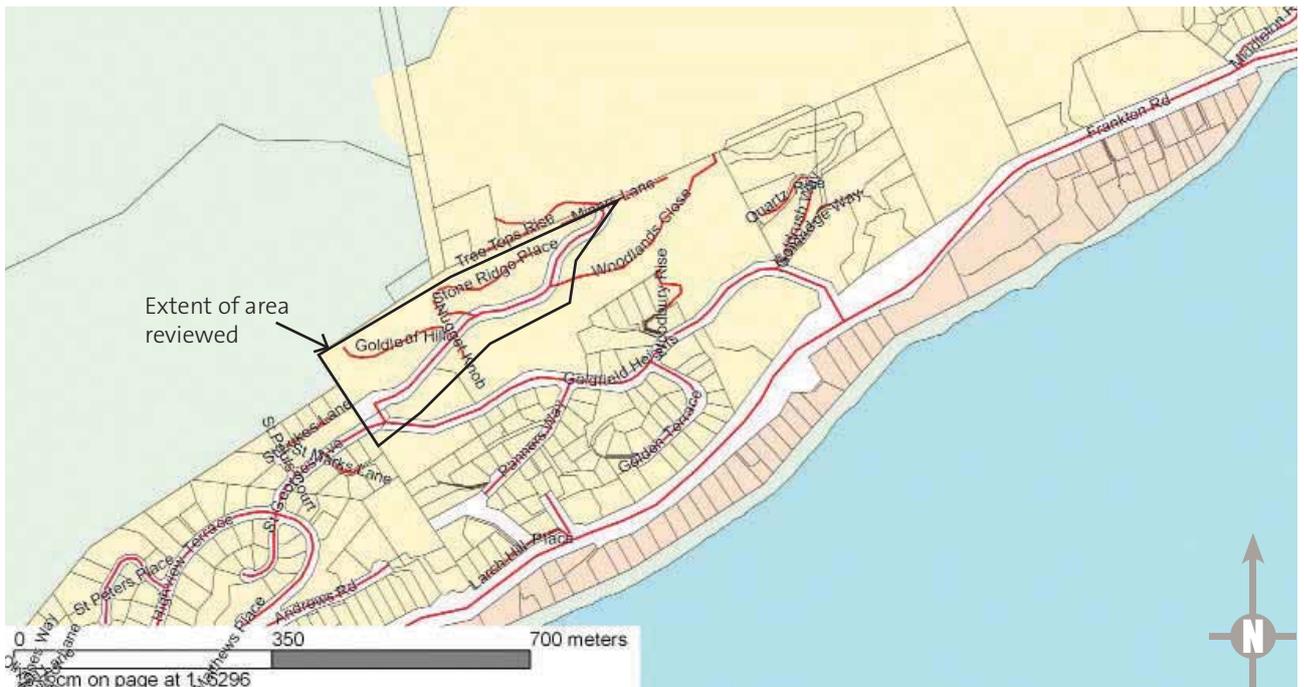
**Date of Resource Consent:** early to mid 1990s

**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

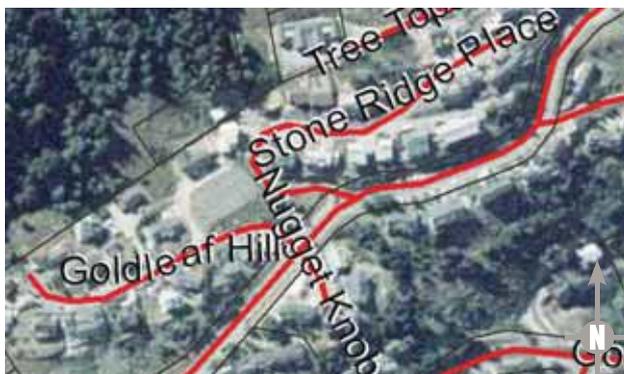
Access is dominated by sharp bends and acute angle junctions. Parking controlled by slope steepness/road proximity.

#### 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.



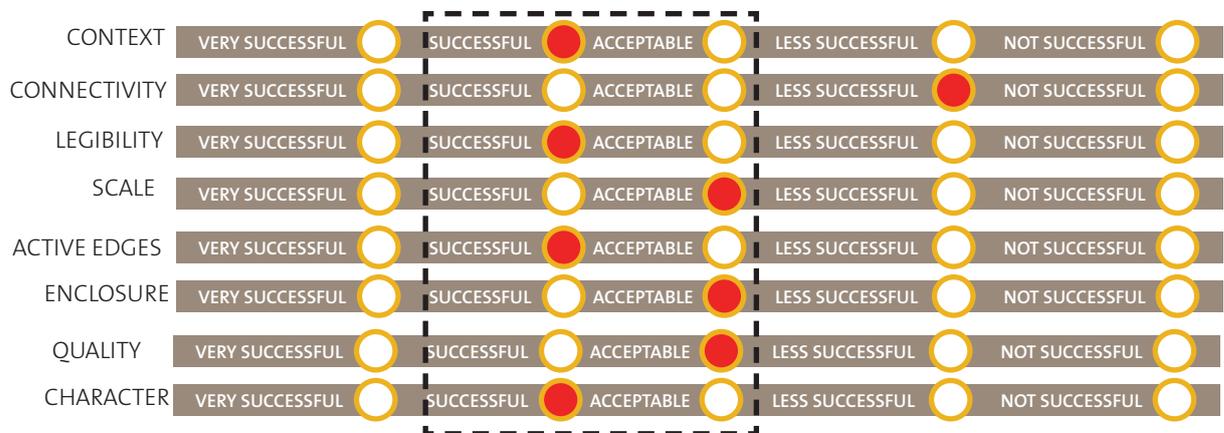
Clustering of buildings in groups around **short cul-de-sacs** addresses slope issues and creates a sense of enclosure of the street and good overlooking.



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

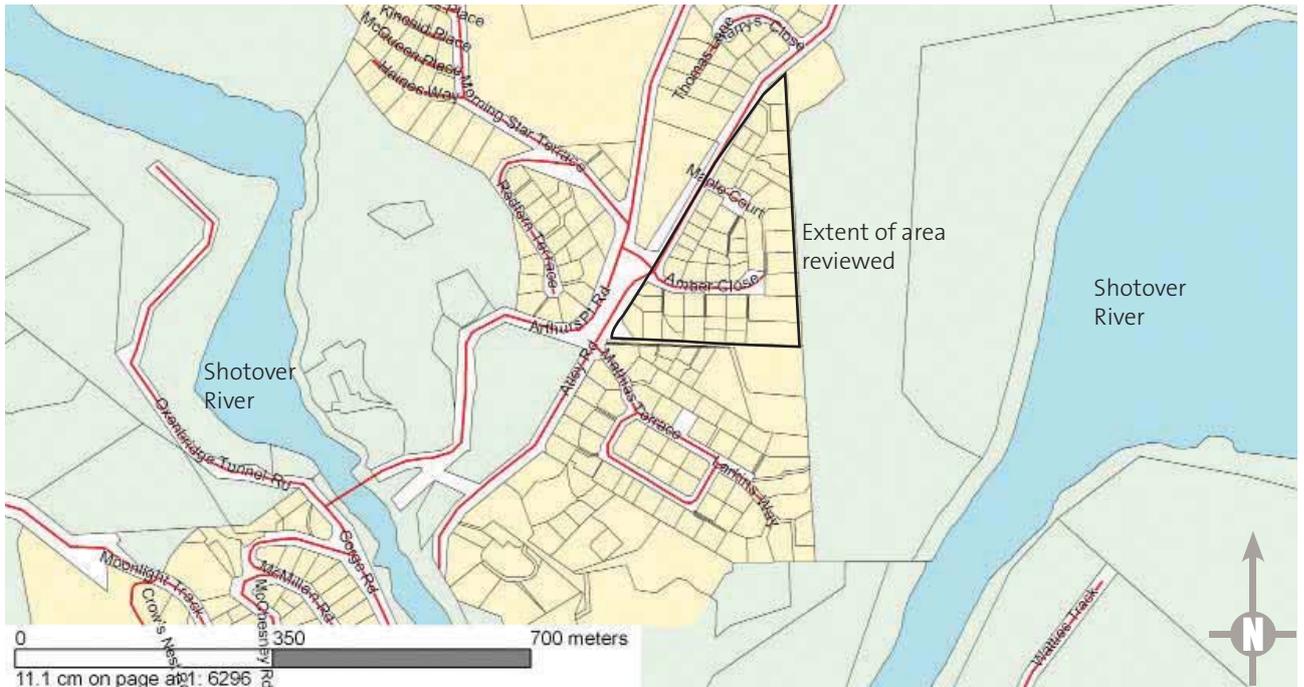
**Date of Resource Consent:** 2002

**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



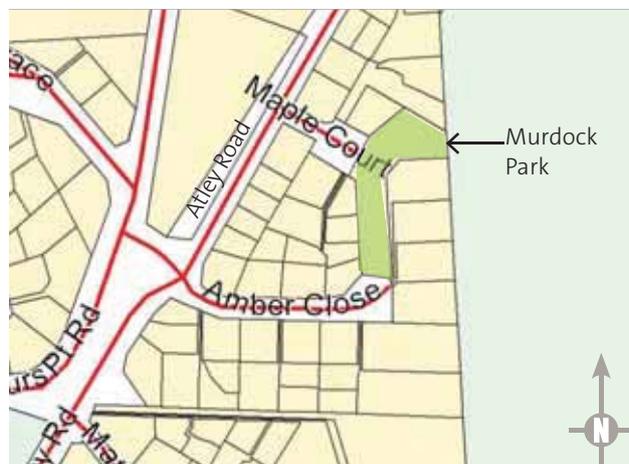
This subdivision forms part of a linear expansion of the Arthur's Point settlement along the road to Queenstown. Its visual impact is limited to one public viewpoint and it sits comfortably on a natural terrace, without the need for substantial modifications to the existing landforms. The rating is reduced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



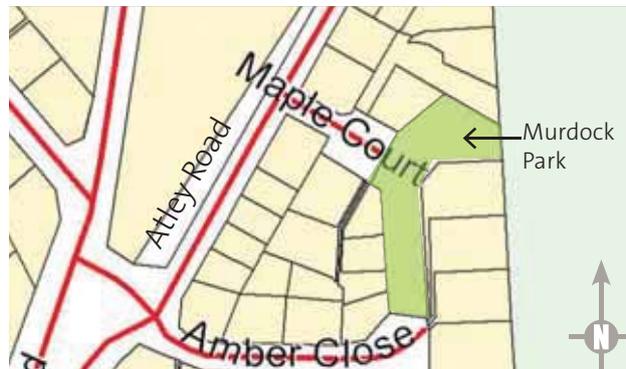
Connectivity could have been better if the greenway extended beyond this site to neighbouring subdivisions. In addition, there are limited connections between internal roads and cul-de-sacs within the development.

# 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**?



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?



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.



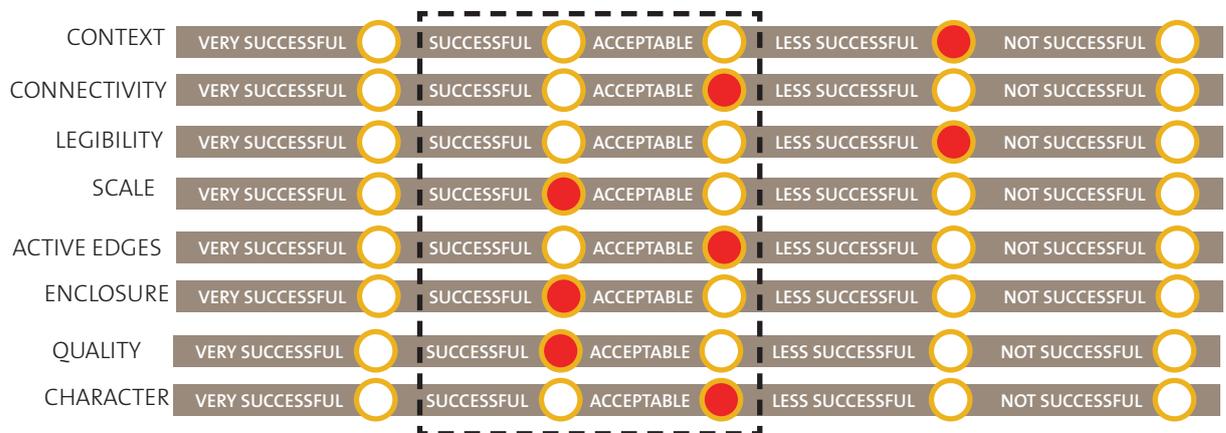
**Garaging to the rear of dwellings** accessed off private drives and dwellings fronting the street creates an active street frontage.



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

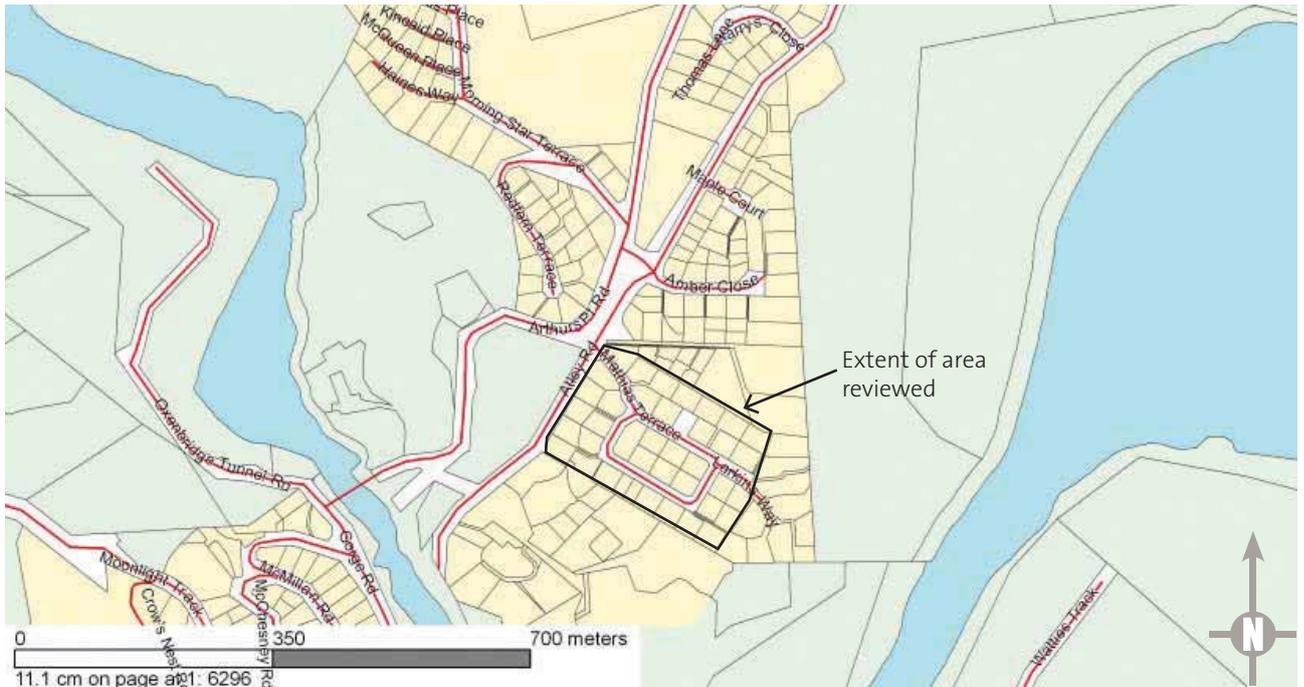
**Date of Resource Consent:** 2002

**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 Zone 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

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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?

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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**

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### **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%
<b>Total Developments- RC</b>	<b>253</b>	<b>100%</b>

### 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%
<b>Total Developments</b>	<b>253</b>	<b>100</b>

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%
<b>Total Developments</b>	<b>253</b>	<b>100%</b>

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**

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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'.

<b>CONSENT GRANTING</b>		
<b>Delegated Authority</b>	148	58%
<b>Commissioner (Hearing)</b>	84	33%
<b>Declined</b>	0	0%
<b>Not Stated</b>	21	8%
<b>Total Developments</b>	<b>253</b>	<b>100%</b>

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.

<b>RESOURCE CONSENT STATUS</b>		
<b>Non-complying</b>	125	49.4%
<b>Restricted Discretionary</b>	52	20.6%
<b>Discretionary</b>	34	13.4%
<b>Controlled</b>	33	13.0%
<b>No Activity Status</b>	5	2.0%
<b>Permitted</b>	1	0.4%
<b>TOTAL</b>	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.

<b>NON COMPLYING 1995-2010</b>		
<b>Activity Not in the Plan (i.e. earthworks and other activities)</b>	29	23%
<b>Garages and garage setback infringements</b>	14	11%
<b>Height and Recession Plane infringements</b>	38	30%
<b>Setback, yard and internal boundary infringements</b>	13	10%
<b>Subdivision infringements</b>	29	23%
<b>Other types of infringements</b>	2	2%
<b>TOTAL</b>	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.

<b>NON COMPLYING 2005-2010</b>		
<b>Height and Recession Plane infringements</b>	32	78%
<b>Subdivision infringements</b>	7	17%
<b>Other types of infringements</b>	2	5%
<b>TOTAL</b>	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**

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### **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**

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### **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:

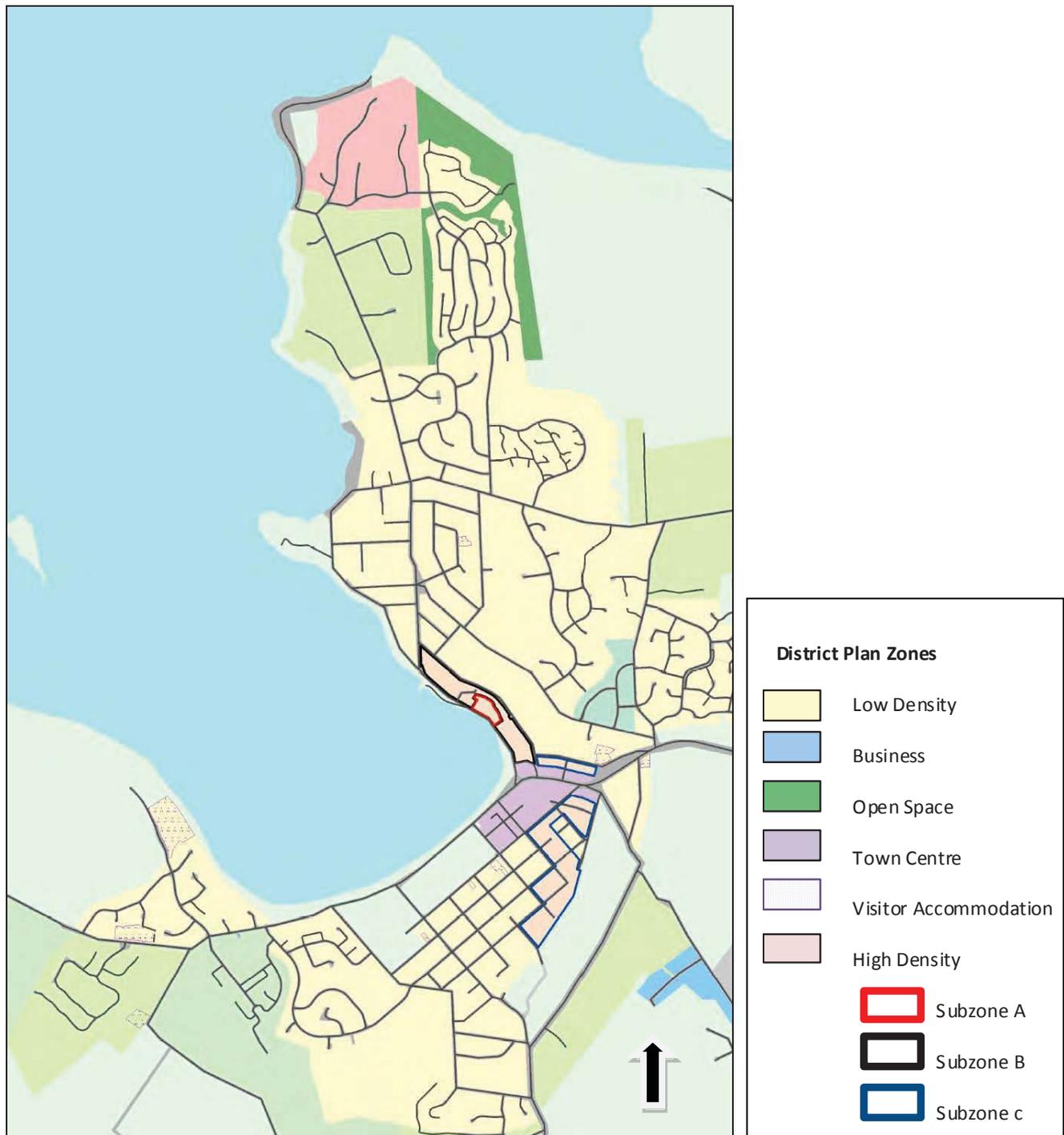
1. District Plan Effectiveness
2. District Plan Efficiency

**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**

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**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.

<b>What is Anticipated in the LDRZ?</b>	<b>What can VA development in LDRZ lead to?</b>
<b>Generally small scale buildings</b>	<b>Large/medium scale buildings</b>
<b>Low level of visible car parking</b>	<b>High level of visible car parking</b>
<b>Extensively landscaped sections</b>	<b>Sections without extensive landscaping</b>
<b>Low noise emissions</b>	<b>High noise emissions</b>
<b>Maintenance of LDR amenity values</b>	<b>LDR amenity values not being maintained</b>

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.

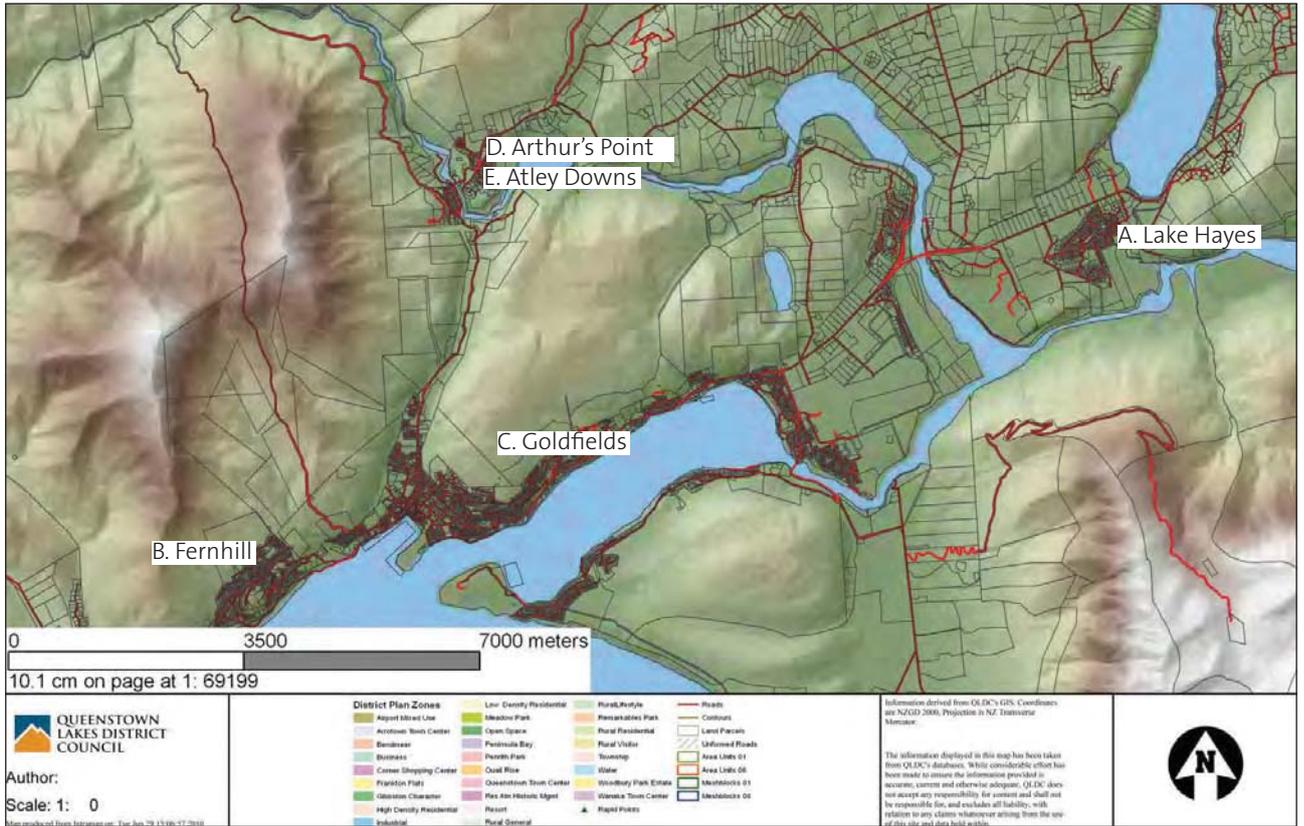
**Distinctiveness:** The special features which make a place more memorable and therefore more legible.

**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.

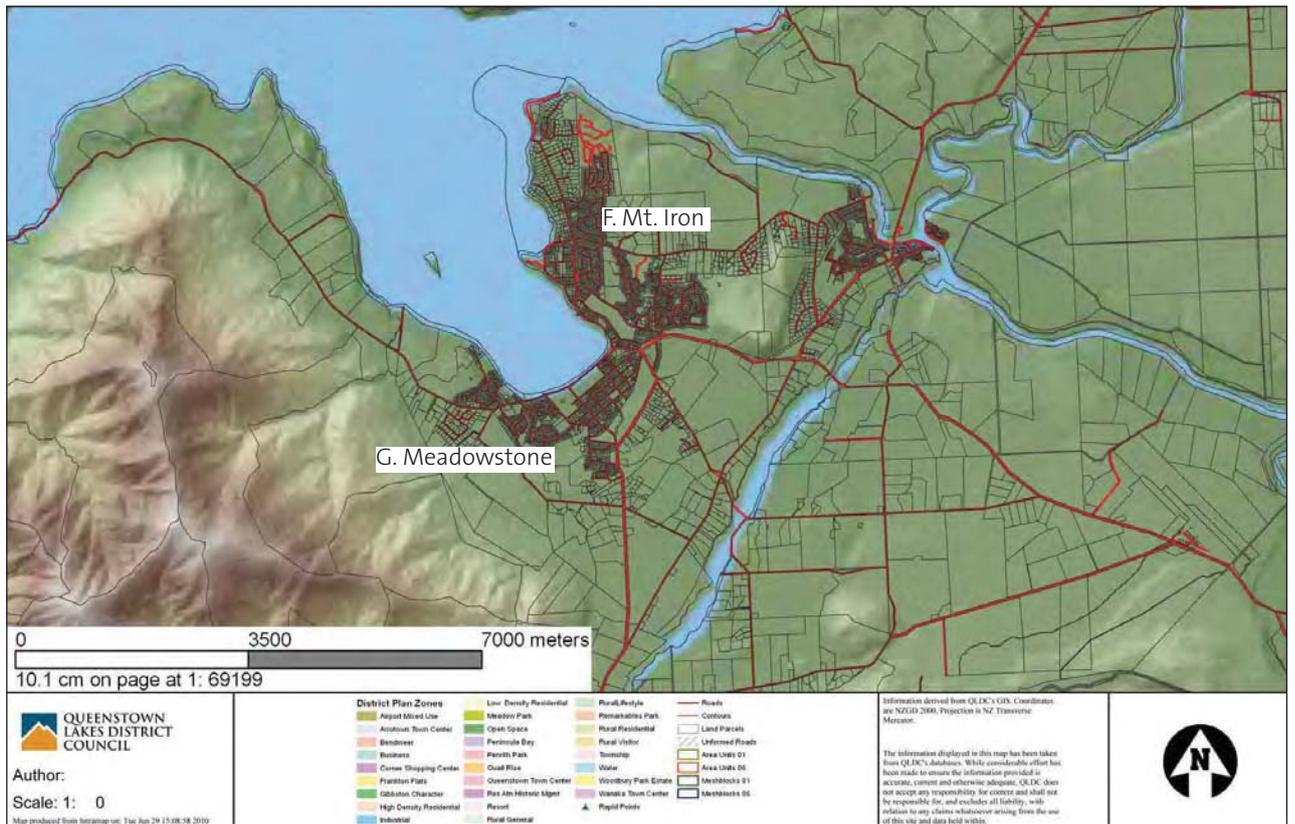
overall rating sits. This is followed by a short summary statement about the subdivision. A number of key lessons to learn from each subdivision are listed beneath the overall assessment table, which also comments on elements of creativity or extremes that were averaged out for the purposes of the ratings.



# 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?



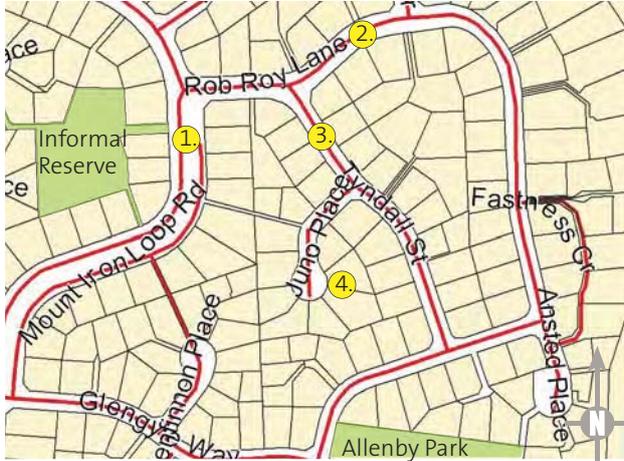
The subdivision has little design reference to its previous activities or features, although Mt. Iron is visible from most locations. The site is well connected and has adopted a similar design approach to that of the surrounding development. However, the urban grain is different to the traditional parallel 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.

#### 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



#### OPEN SPACE



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

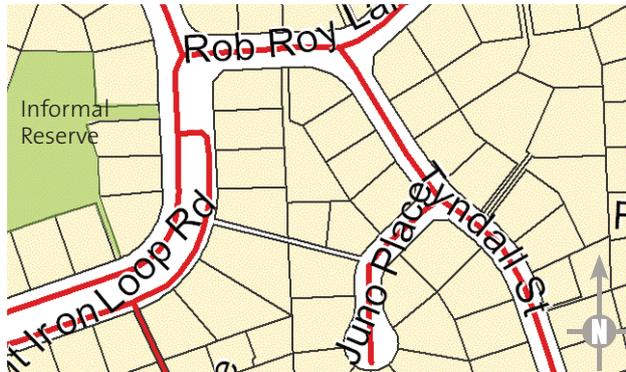
This subdivision has good vehicle and pedestrian connectivity given a network of roads and walkways. However, the walkways show evidence of anti-social behaviour (e.g. graffiti) and could be better designed to increase a sense of safety. The street blocks are large and despite pedestrian walkways in 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**?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



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 dominate 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?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



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

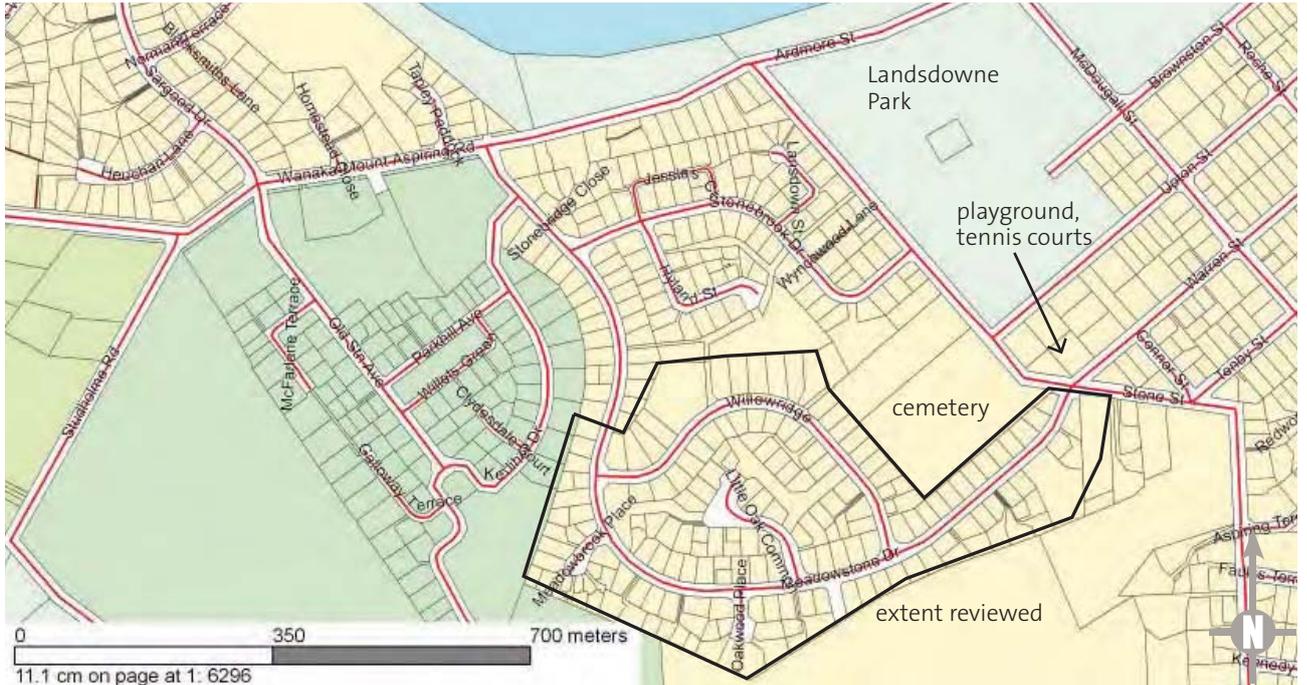
**Date of consent:** 2001/2002

**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?



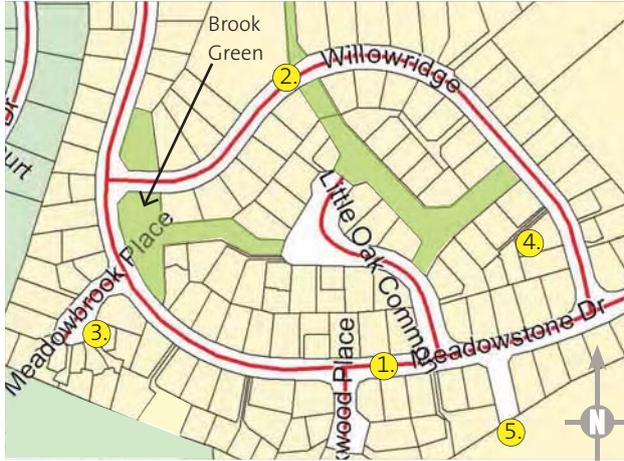
This subdivision integrates well with its natural setting, using existing features and does not unduly encroach on the hillside. However, it backs onto the cemetery, concealing this from public view, and does not reference the grid layout of the nearby town centre.

# 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

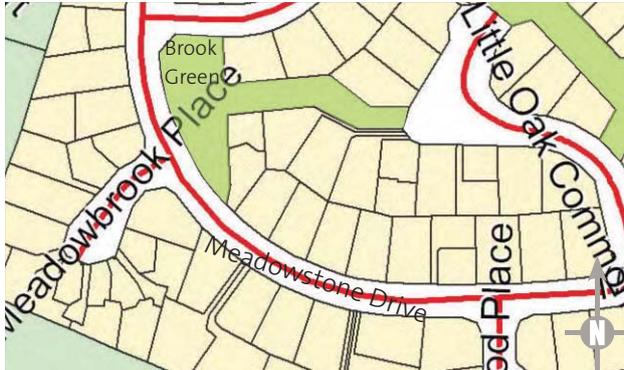
The greenways are well connected. If there was a further vehicle route connectivity would have been more successful.

# 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 cramped 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?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



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?

VERY SUCCESSFUL



SUCCESSFUL



ACCEPTABLE



LESS SUCCESSFUL



NOT SUCCESSFUL



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. Residential Arrowtown Monitoring Report

# 2011

## Monitoring Report: Residential Arrowtown



Queenstown Lakes District Council

November 2011

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## 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.

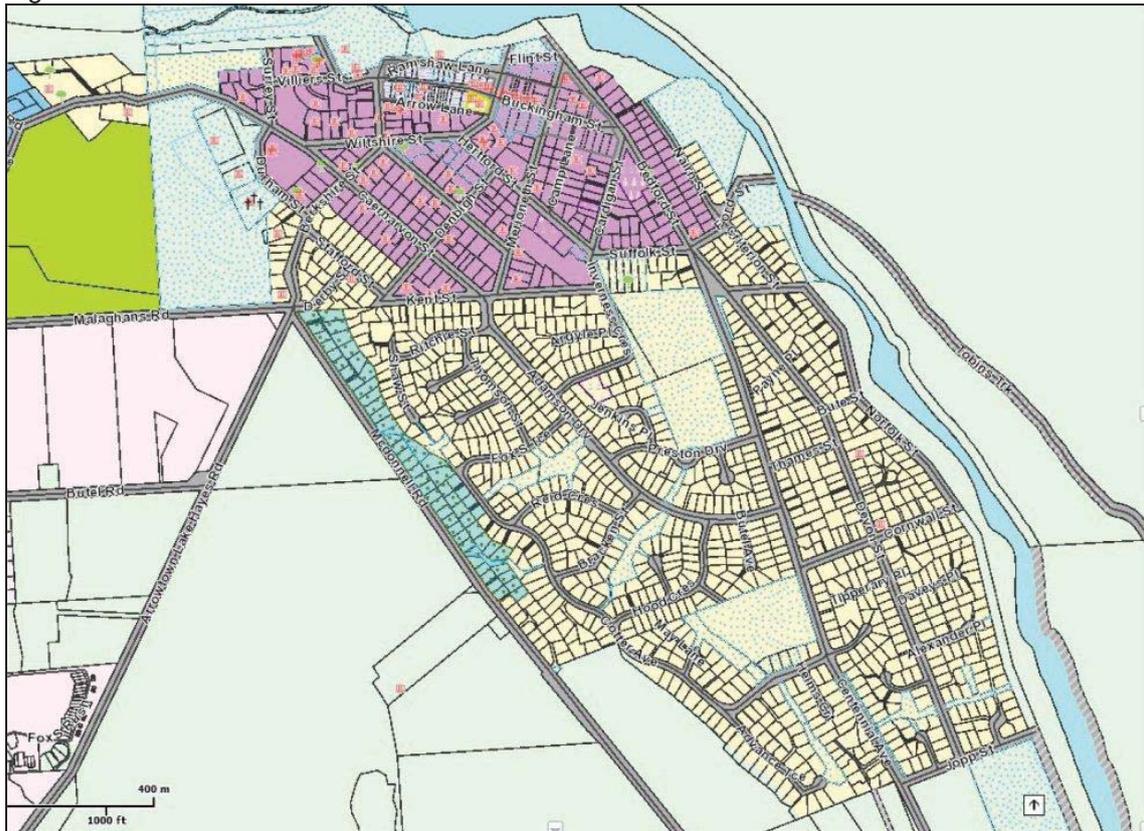
## Introduction

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?

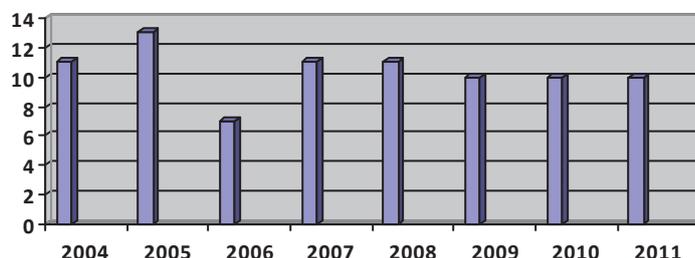
## **What has been granted consent?**

### **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
<b>TOTAL</b>	<b>92</b>	<b>100%</b>

### 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
<b>TOTAL</b>	<b>92</b>	<b>100%</b>

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.

<b>Activity Status</b>	<b>Total</b>	<b>Percentage</b>
Non-complying	35	38
Discretionary	40	43
Restricted Discretionary	13	14
Controlled	2	2
Time Extension	2	2
<b>TOTAL</b>	<b>92</b>	<b>100%</b>

#### 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.

<b>Reason for Application</b>	<b>Total</b>	<b>Percentage</b>
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
<b>TOTAL</b>	<b>92</b>	<b>100.00%</b>

#### 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
<b>TOTAL</b>	<b>92</b>	<b>100%</b>

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.

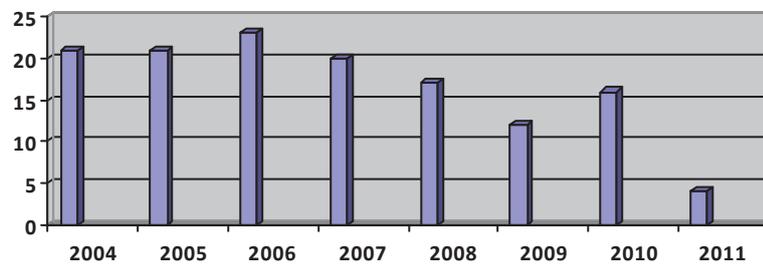
However, there is a higher amount of commercial activity within the Historic Management zone than is anticipated within a residential zoned area. During the District Plan review consideration could be given to whether minor alterations to the zone boundaries are warranted.

### 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
<b>TOTAL</b>	<b>159</b>	<b>100%</b>

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

<b>TOTAL</b>	<b>159</b>	<b>100%</b>
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Activity Status

Most of the applications were processed as either a restricted discretionary or a non-complying activity.

<b>Resource Consent Status</b>	<b>Total</b>	<b>Percentage</b>
Non-complying	60	38
Discretionary	24	15
Restricted Discretionary	54	34
Controlled	21	13
<b>TOTAL</b>	<b>159</b>	<b>100%</b>

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.

<b>Reason for Application</b>	<b>Total</b>	<b>Percentage</b>
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
<b>TOTAL</b>	<b>132</b>	<b>100.00%</b>

How Efficient are the Rules?

All of the 159 applications were processed without the requirement for a resource consent hearing.

<b>Consent Granting</b>	<b>Total</b>	<b>Percentage</b>
Delegated Authority	159	100
<b>TOTAL</b>	<b>159</b>	<b>100%</b>

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 <sup>2</sup>	650m <sup>2</sup>
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.

Time:

10 am

12 pm

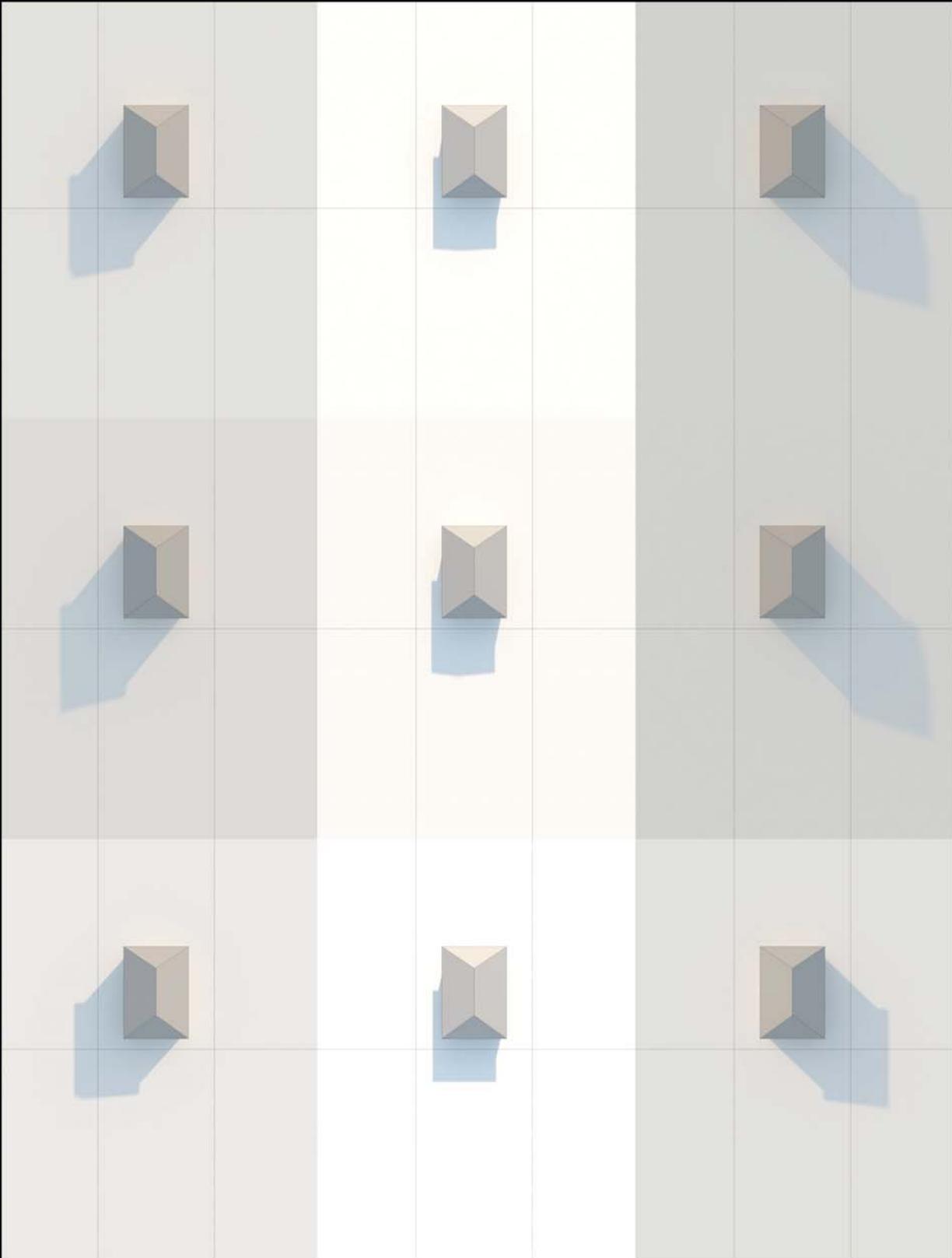
4 pm

Date:

1 June 2015

1 July 2015

1 August 2015



Shadow Study: Building complying with 2.5m, 25 degrees recession plane

Time:

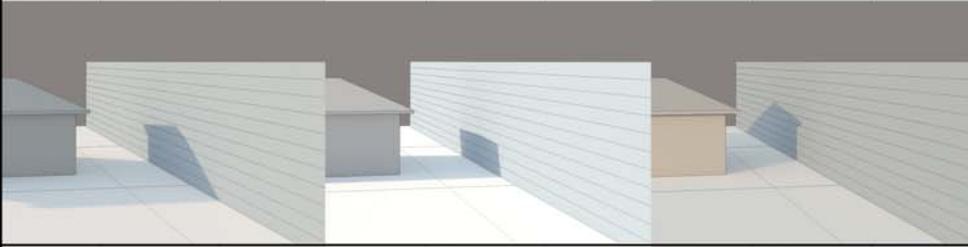
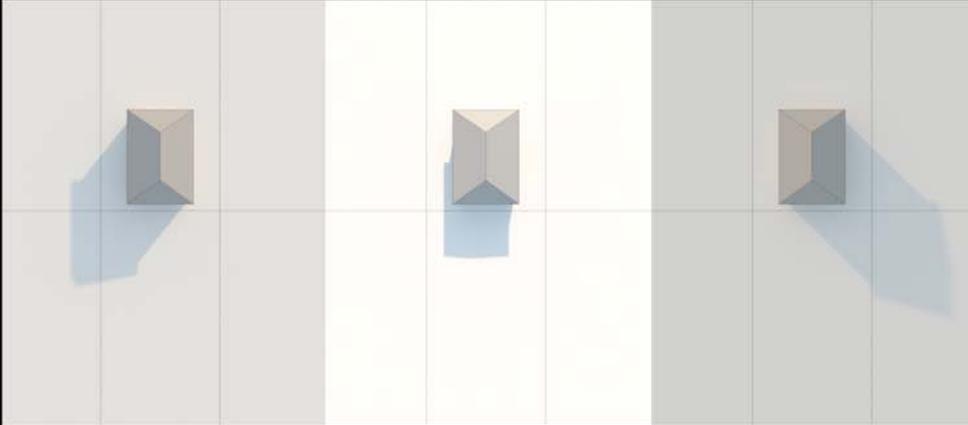
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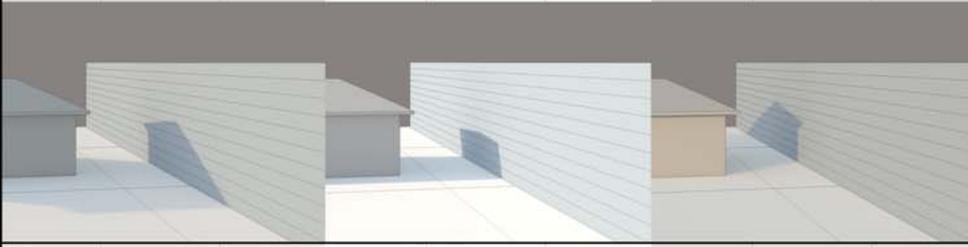
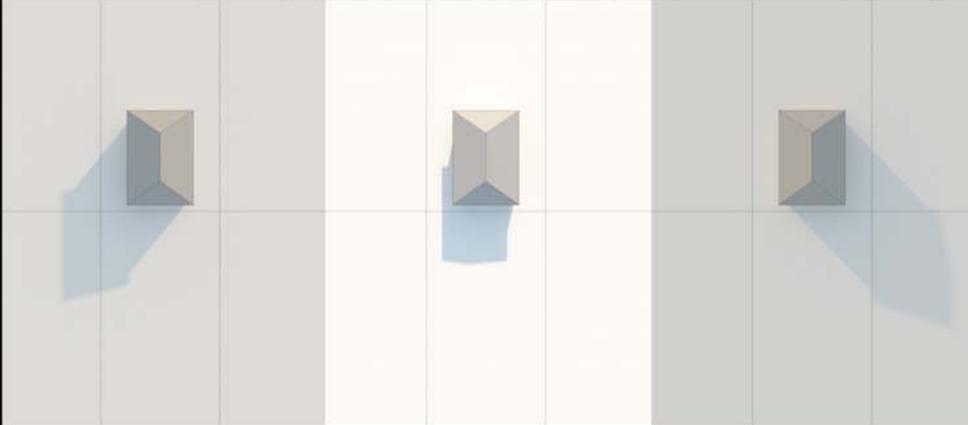
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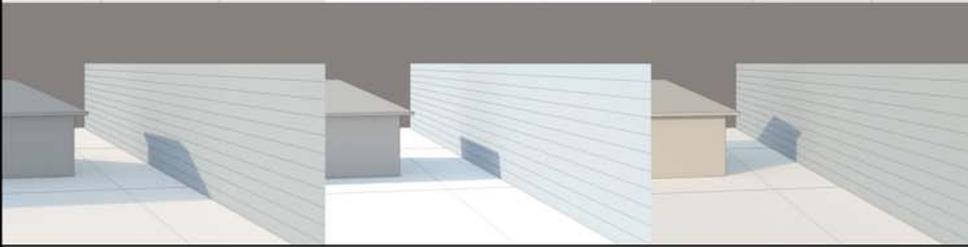
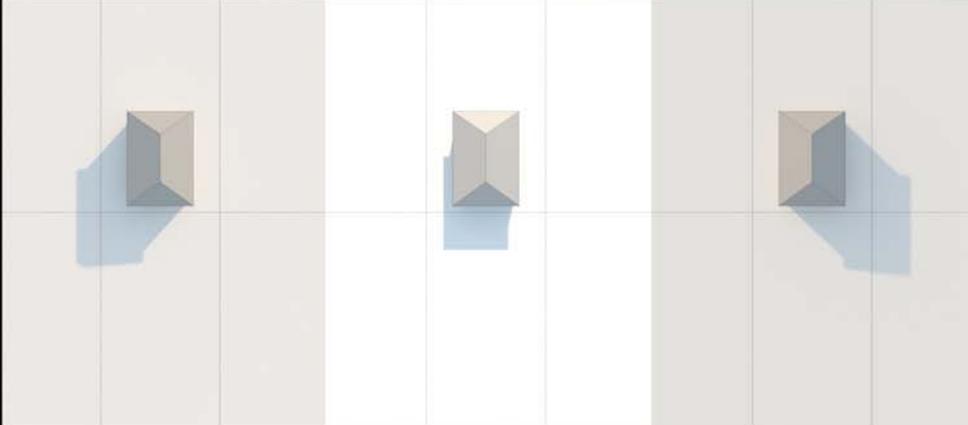
1 June 2015



1 July 2015



1 August 2015



Shadow Study: Building complying with 2.5m, 35 degrees recession plane