

11. Business and Industrial Areas Queenstown, Frankton, Arrowtown and Wanaka

11.1 Issues, Objectives and Policies

11.1.1 Resources, Activities and Values

Business activities occur throughout the commercial, service and administration centre within the District, however they tend to be concentrated in or near urban areas. Queenstown is the dominant containing the widest range of business activities.

Over recent years there has been a greater mixture of activities on individual sites.

This trend has been most evident in Queenstown although it is discernible in other urban areas.

It can typically be seen in the following outcomes:

- home occupations and small business offices established in residential areas
- retailing activities in more traditional industrial or service activity neighbourhoods

Business activities are an important socio-economic resource and occupy a significant portion (in terms of dollar value) of the land resource. Past planning regimes have provided adequate opportunities for expansion of business activities through the zoning of land although there is now a need for increased zoning.

At present the main activities are concentrated in and around the town centres and the commercial core areas of the townships. This distribution is a direct result of historical factors which have been reinforced by past zoning provisions.

A further trend which has emerged in recent years is a shift towards home occupations. There are many reasons for this. In urban areas home occupations are generally small scale and cover a wide range of activities. In rural areas home occupations tend to be craft based and often have a retail component.

The Council acknowledges this development.

The business and industrial base of the District is founded in three sectors:

- primary produce
- visitor services
- development and construction

Traditionally the industrial activities have serviced the rural sector or have been based on primary production. A number of the smaller settlements of the District still rely on businesses servicing the rural sector for a substantial part of their economic well being.

The significant growth in tourism, and the range of activities in which visitors may now participate, has resulted in development of a number of industries specialising in servicing tourist activities. Also resulting from the expansion in tourism and associated increase in resident population, there is an emerging local construction and development industry.

11.1.2 Issues

i Land and Location

- **Unavailability of land and poor location can result in loss of opportunity and vitality of the business sector, as well as inefficient use of infrastructure, inconvenience and adverse effects on surrounding areas.**

In Queenstown the growth in visitor and resident population has resulted in demand for land exceeding supply. This has given rise to increases in

land values, decentralisation of some business activities, dislocation of other land use activities, redevelopment of existing premises and a need for expansion of business activity areas.

ii Development Opportunities

- **The difficulty to change or redevelop the use of buildings and sites can lead to inefficient use of buildings and infrastructure and loss of business vitality.**

The Council must have regard to efficient use and development of physical resources and to the effects of activities. Activities appropriate in the zones are determined not just through the nature of the surrounding environment but also in terms of District wide implications. In particular, some of the areas which have traditionally provided for light industrial activities have the ability to accommodate a wide range of business activities and in particular, elements of retailing.

iii Environmental Effects

- **The establishment and operation of business and industrial activities may result in adverse effects on business areas and their surroundings.**

In addition to making business areas physically accessible to the public it is also necessary to enhance their amenities to make them pleasant places to visit and work. The level of amenity may differ in particular business and industrial areas. Therefore there are a number of amenity issues as follows:

- **Industrial** activity and traffic noise.
- **Noise** is of concern in proximity to residential areas, and therefore needs to be strictly controlled at the residential interface.
- **Glare** is created from lighting, buildings and car parking.
- **Visually** the industrial and business areas are characterised by buildings built up to boundaries with minimum setback. Accepting the

functional needs of business, the Council sees a need to improve amenity in all of the business and industrial areas.

- **Traffic** within industrial and business areas creates more heavy traffic than occurs elsewhere.
- **Industrial Air Pollution** and industrial activities may produce air emissions which have the potential to pollute the environment.

Reverse Sensitivity effects on Queenstown Airport may arise where activities sensitive to aircraft noise are established within business and industrial areas where those areas are located in the Queenstown Airport's Outer Control Boundary or Air Noise Boundary.

iv Retailing

- **Location of retail activities in the business and industrial areas could adversely effect the town centres and result in adverse effects on traffic safety and vehicle/pedestrian conflict.**

The types of activities undertaken from industrial areas have changed in recent years. Industrial areas are no longer primarily areas of processing and manufacturing. Services and retailing are becoming increasingly significant. In the past there has been limited provision for retail activity from industrial areas. It is important retailing does not result in compromised traffic safety, pedestrian conflict with traffic flows, degradation of the amenity values of the town centres, and loss of efficiency of main arterial roads.

11.1.3 Objectives and Policies

Objective 1 - Business and Industrial Activity

A range of industrial locations which accommodate a variety of appropriate activities, including the maintenance and consolidation of existing business areas.

Policies

- 1.1 *To enable a wide range of activities to establish throughout the business and industrial areas.*
- 1.2 *To encourage redevelopment within existing business areas by consolidating these areas.*
- 1.3 *To provide for additional industrial and business zoned land in areas which will not adversely affect existing business activities and is consistent with maintaining the standard of amenities in the area.*
- 1.4 *To recognise existing large-scale business activities in rural areas and townships.*
- 1.5 *To consider the effects of retail uses in the Business Zones on the Town Centre Zones and the people and community*

Implementation Methods

Objective 1 and associated policies will be implemented through a number of methods including:

(i) District Plan

- (a) Provide rules for distinctive business and industrial areas.
- (b) Zone rules to provide for specific retailing opportunities.
- (c) Identification of zone areas for expansion of industrial and business opportunities

(ii) Other Methods

- (a) Provision of works and services.

Explanation and Principal Reasons for Adoption

Many of the existing industries have been established for a long time, particularly those which traditionally serviced rural activities such as transport businesses and sawmills. Others have established to service the needs of a growing resident population and tourism activities.

There are some areas where industrial activities have established and which are subject to servicing constraints. In other areas constraints arising from adjacent land use activities give rise to limitations on development; for example, the Shotover Industrial Area and the limitations imposed on that by the Queenstown Airport. Over time servicing constraints may be overcome by extended or upgraded infrastructure.

Unrestricted retail activities are considered unsuitable for business and industrial areas because of the need to ensure retailing does not result in compromised traffic safety, pedestrian conflict with traffic flows, degradation of the amenity values of the town centres, and loss of efficiency of main arterial roads. Town Centres are pedestrian orientated and it is necessary to ensure these attractive environments are not degraded by retail activities that are incompatible with their amenities.

Objective 2 - Amenity within the Business and Industrial Areas

Areas of industrial and business activity which have a standard of amenity pleasant to visit and work within while recognising their function.

Policies

- 2.1 *To enhance the business and industrial areas by minimising the adverse effects created by activities as a result of street appearance, noise, glare, traffic and dust.*
- 2.2 *By ensuring sites for business and industrial activities provide an attractive frontage to streets, public places and neighbours.*
- 2.3 *To ensure provision is made for adequate and properly designed car parking areas.*
- 2.4 *To exclude business activities which generate levels of pedestrian activity which are incompatible with the location.*
- 2.5 *To recognise heavy and noxious activities may not be able to operate under the higher amenity standards and to impose less stringent standards in the industrial zones.*

Implementation Methods

Objective 2 and associated policies will be implemented through a number of methods including:

(i) District Plan

- (a) Provision of rules to put in place performance standards for matters such as landscaping, building and street appearance, noise, glare and separation from neighbours.

Explanation and Principal Reasons for Adoption

Amenity and environmental quality are important in business and industrial areas. Environmental effects of concern are traffic generation, pedestrian generation, visual impact, and emissions of all types.

For this reason the Council has determined the locations in which industrial activities may establish and acceptable levels of effects that may arise from activities within those areas.

Concerns regarding the effects of traffic and pedestrians are addressed through location. It is important industrial areas are situated where they have direct access to main traffic routes because of the nature and volumes of traffic generated by these activities. It is important pedestrian levels are not so high as to cause concerns for the safety of the pedestrians. Other areas may be more suited to pedestrian usage.

Visual amenity is addressed through five main elements: landscaping, building setback, outdoor storage, development density and building appearance. Ensuring adequate performance in respect of each of these is important to retaining or enhancing the amenity within the industrial areas as well as to minimise the effects of these areas on the wider environment.

Noise standards are also included while the matter of air emission is controlled by the Otago Regional Council.

Objective 3 - Effect on Amenities

Minimisation of the effects of business and industrial activities on neighbours, other land use activities and on visual amenities.

Policies:

- 3.1 *To impose performance standards at the interface between the business and industrial areas and residential areas to protect living environments from unacceptable noise, smell, shading, traffic and glare.*
- 3.2 *To control the location of business activities so impacts of vehicle movements are restricted to main traffic routes.*
- 3.3 *To promote design and layout of new business and industrial areas sensitive to the amenity of neighbouring activities.*
- 3.4 *To have regard to visual amenity of the business and industrial sites which are located at the Gorge Road entrance to Queenstown and the Shotover entrance to Frankton.*
- 3.5 *To ensure provision is made for employee car parking in the Business and Industrial Zones at the time of development.*
- 3.6 *To ensure that public/visitor car parking is provided on ground level adjacent to the street frontage of the site.*

Implementation Methods

Objective 3 and associated policies will be implemented through a number of methods including:

(i) District Plan

- (a) Include rules relating to environmental standards for noise, glare, landscaping, setback, height and external appearance of buildings.

- (b) Include the use of rules to set down performance standards for activities adjacent to residential areas.

Explanation and Principal Reasons for Adoption

There is a desire to protect the environment which has resulted in policies directed at containment of urban areas.

To reduce the adverse impacts of business activities on residential and other environments, it is necessary to establish performance measures. Those promoted through these policies will avoid, remedy or mitigate adverse effects.

In new business activity areas the opportunity exists for development to be designed in a way which avoids many of these effects. This can be achieved through the placement of infrastructure and roading, establishment of buffer zones and separation using topographical features. The use of these techniques will be encouraged at the time of subdivision and development.

Certain areas require greater amenity control because of their impact on surrounding activities. In particular, greater amenity requirements are needed in specific areas of the Gorge Road business area and in the Shotover Industrial Zone.

Objective 4- Effect on Queenstown Airport of Activities Sensitive to Aircraft Noise

Manage business and industrial areas in proximity to Queenstown Airport to ensure that the operations of the Airport are not adversely affected by Activities Sensitive to Aircraft Noise.

Policies

- 4.1 *To prohibit the location of any new Activity Sensitive to Aircraft Noise on business or industrial land within the Outer Control Boundary for Queenstown Airport.*
- 4.2 *To require as necessary mechanical ventilation for any alterations or additions to Critical Listening Environments within any existing buildings*

containing an Activity Sensitive to Aircraft Noise within the Queenstown Airport Outer Control Boundary.

Implementation Methods

Objective 4 and associated policies will be implemented through a number of methods including:

i District Plan

- (a) Rules to prohibit any new Activity Sensitive to Aircraft Noise locating within the Outer Control Boundary of Queenstown Airport in the Business and Industrial Zones.
- (b) Rules to require mechanical ventilation of any Critical Listening Environment within alterations and additions to existing buildings that contain any Activity Sensitive to Aircraft Noise on sites within the Outer Control Boundary to achieve an Indoor Design Sound Level of 40 dB Ldn, based on the 2037 Noise Contours.
- (c) Queenstown Airport Corporation shall offer to part fund retrofitting over time of mechanical ventilation of any Critical Listening Environments within existing buildings containing an Activity Sensitive to Aircraft Noise located between the Air Noise Boundary and the 2037 60 dB Noise Contour. This ventilation is to enable windows and doors to remain closed to achieve the Indoor Design Sound Level if required. Retrofitting shall be offered at the time the Projected 60 dB AANC reaches the property.

All retrofitting shall be conducted in accordance with the conditions attached to Designation 2.

ii Other Methods:

Notification through Land Information Memoranda of the prohibition of new Activities Sensitive to Aircraft Noise and the requirement to provide sound insulation and / or mechanical ventilation (where necessary to meet an indoor sound design level of 40 dB Ldn) for additions or alterations to existing buildings containing an Activity Sensitive to Aircraft Noise within the Air Noise Boundary or the Outer Control Boundary.

11.1.4 Environmental Results Anticipated

Implementation of the policies and methods relating to Business and Industrial activities will result in:

- (i) A diverse range of industrial and service activities.
- (ii) Provision for a wide range of industrial and service uses to be located at accessible and convenient locations throughout the District.
- (iii) Higher levels of noise in contrast to other zones.
- (iv) A distinctly industrial visual environment in terms of building style and outdoor storage.
- (v) Provisions to gradually improve and enhance the street appearance and character through the use of more detailed frontage landscaping and controls on external appearance.
- (vi) Relatively high levels of vehicle generation including heavy vehicles.
- (vii) Retailing activity primarily limited to bulky items, service uses, goods produced on site and retailing uses which will not undermine the viability, amenity values and coherence of the town centres.
- (viii) Retention of an attractive landscaped gateway area on the Gorge Road approach and departure point to Queenstown and protection of the visual amenity and approach to Queenstown along State Highway No. 6 in the vicinity of the Shotover industrial area.

11.1.5 Industrial B Zone

The previous sections 11.1.1 and 11.1.2 which outline the issues facing the Business and Industrial (A) zones are also applicable to the Industrial B Zone.

Objectives and Policies

Objective 1

A high quality, functional area that provides for a wide range of business, industrial, service and trade-related activities and avoids residential, office, and most retail uses.

Policies

- 1.1 *To avoid development that is not in accordance with the relevant Structure Plan or approved Outline Development Plans.*
- 1.2 *To ensure that development and subdivision only occurs where either the necessary infrastructure exists to service it, or temporary measure(s) have been agreed to by the council and the applicant has committed to connect to the council reticulated system once available.*
- 1.3 *Other than ancillary retail and that retail specifically permitted by the rules, all other retail shall be avoided in order to:*
 - 1.3.1 *Preserve the zone for those uses that are specifically enabled; and*
 - 1.3.2 *Ensure that the vibrancy of the existing town centres and the mixed use and commercial core areas of the Frankton Flats and Three Parks Zones is not undermined.*
 - 1.3.3 *Prevent the further distribution of retail across numerous areas and to therefore encourage continued consolidation of retail activity in those areas intended for that purpose.*
- 1.4 *Residential and office activities shall be prevented in order to avoid reverse sensitivity issues and to preserve the zone for industrial and service activities*

- 1.5 *Small lot subdivision shall be avoided unless combined with a landuse Resource Consent, which illustrates how a complying development can occur on the site(s).*
- 1.6 *Adequate road access and on-site loading and manoeuvring areas shall be provided for heavy vehicles in order to prevent i) any loading or manoeuvring from occurring within the road corridor and ii) any large vehicles (truck and trailer units) having to reverse out of a site onto a road.*
- 1.7 *To ensure the provision of adequate loading zones in the design and layout of the zone, as well as on site loading at the time of development.*
- 1.8 *To require street layouts and design to:*
 - 1.8.1 *Be well-connected, with cul-de-sacs being avoided wherever connected streets would offer greater efficiency and amenity*
 - 1.8.2 *Minimise the creation of rear sites.*
 - 1.8.3 *Be safe for vehicles, cyclists, and pedestrians.*
 - 1.8.4 *Minimise opportunities for criminal activity through incorporating “Crime Prevention Through Environmental Design” (CPTED) principles as appropriate in the design of lot configuration and the street network, car parking areas, lighting, public and semi-public spaces, access ways, landscaping, fencing, and the location of compatible uses.*
- 1.9 *To recognise that the relocation of a fixed road by more than 50 metres or a fixed connection point by more than 20 metres (from that shown on the relevant Structure Plan) is likely to significantly affect the integrity of the Structure Plan and should be avoided.*

Objective 2

Effectively mitigate a) the adverse visual effects of business and industrial development, when viewed from public and private places and b) the adverse nuisance effects on the amenity of residential zones within the vicinity of the Industrial B Zone and

Avoid unreasonable and objectionable odour, which will affect amenity in the residential zones in the vicinity of the Industrial B Zone.

Policies

- 2.1 *To require buildings to be well designed, by encouraging interesting roofscapes, the incorporation of green building principles, and the use of recessive, non-reflective colours whilst ensuring that bright colours are used only as accents on a building.*
- 2.2 *To ensure that maximum building height rules are not used to create overly high surrounding parapet walls which create a visual presence well in excess of what is required to contain buildings’ internal volumes.*
- 2.3 *To ensure that the fixed open spaces shown on the relevant Structure Plan are provided in order to separate and partially screen the zone from adjacent existing or future residential zones in order to minimise the visual, noise, dust, and odour effects of development from both public and private places.*
- 2.4 *To avoid industrial activities that create objectionable and unreasonable odour.*
- 2.5 *To avoid buildings within the fixed open space areas shown on the relevant Structure Plan other than on the designated ‘buildable areas’, upon which certain small scale buildings shall be allowed in order to the viable long term maintenance of those open spaces*
- 2.6 *To require high quality planting and mounding of the open spaces where this is specifically identified as required in the provisions in order to mitigate the visual effects of development within the zone.*
- 2.7 *To avoid excavation on the fixed open space areas identified on the relevant Structure Plan unless it is for the express purpose of providing for the “pedestrian/ connection point” shown on the Structure Plan.*

Objective 3

A street layout, well-considered building design, and other initiatives that, together, help to reduce car use and provide practical alternatives.

Policies

- 3.1 *To require that the street layout and cycle and walking networks are designed to:*
 - 3.1.1 *Enable public transport to efficiently service the area, now or in the future; and*
 - 3.1.2 *Reduce travel distances through well-connected streets; and*
 - 3.1.3 *Provide safe, attractive, and practical routes for walking and cycling, which are well-linked to existing or proposed passenger transport and, which are well-connected to other areas beyond the zone.*
- 3.2 *To require applications for Outline Development Plans and large scale developments to show how they will help reduce private car travel and encourage realistic alternative modes of transport.*
- 3.3 *To encourage large scale developments to prepare voluntary travel plans through the Council providing advocacy and assistance.*

Refer to Council guidelines relating to Travel Plans.

Objective 4

A subdivision layout and built form that demonstrates best practice in terms of achieving environmental sustainability

Policies

- 4.1 *To ensure, through the street layout, that buildings are located and orientated in a way that achieves good solar access*
- 4.2 *To encourage energy-efficient building design.*
- 4.3. *To incorporate stormwater and sediment management options that ensure that:*
 - 4.3.1 *The rate of discharge remains equal to or less than that of pre-development*

4.3.2 *The quality of the water in that discharge remains equal to or better than that of pre-development.*

- 4.4 *To encourage the creation or restoration of wetlands where opportunities exist*