

**QLDC Council
3 May 2018**

Report for Agenda Item: 13

Department: Planning & Development

Special Housing Area Expression of Interest: Bullendale

Purpose

- 1 The purpose of this report is to identify measures to be adopted by way of the Draft Deed of Agreement so that the Council can recommend to the Minister of Housing and Urban Development (**Minister**) that the Bullendale EOI (**the proposal**) be established as a Special Housing Area (**SHA**).

Public Excluded

- 2 It is recommended that **Attachment A** (Draft Deed of Agreement) to this report is considered with the public excluded in accordance with the Local Government Official Information and Meetings Act 1987 section 7(2)(h) on the grounds that the withholding of the information is necessary to enable any local authority holding the information to carry on, without prejudice or disadvantage, commercial activities and section 7(2)(i) on the grounds that withholding of the information is necessary to enable any local authority holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations).

Executive Summary

- 3 The Expression of Interest for the proposed Bullendale SHA was submitted to the Council on the 7 November 2017. The site is located at 117 Arthurs Point Road, Arthurs Point and it adjoins the Arthurs Point SHA (located to the east of the subject site and currently under construction). The proposal comprises a residential development that is very similar to the approved development within the neighbouring site.
- 4 This proposal was supported in principle at the Council meeting that took place on the 14 December 2017, and is again presented to Council following Council's resolution at the meeting to seek further information in regards to traffic effects, obtain feedback from the Department of Conservation in relation to the storm water proposal and the negotiation of the draft Deed in accordance with the Lead Policy (titled: Housing Accords and Special Housing Areas Act 2013 Implementation Guidelines) (**the Lead Policy**).
- 5 This report sets out how these matters have been addressed since the meeting. It does not repeat the assessment of the proposal against all of the statutory and other criteria as set out in the earlier report. The Council might wish to remind itself of the advantages and disadvantages of the proposal, and the criteria to be considered when considering whether or not to agree with the terms of the draft Deed and resolve to enter into the Deed.

- 6 The draft Deed has been negotiated and agreed by the developer in principle, subject to agreement and refinement by the Council. The draft Deed contains commitments relating to infrastructure provision and affordable housing as conditions on which the proposed SHA will be recommended to the Minister. It provides a mechanism to avoid use of the dwellings as commercial visitor accommodation. A copy of the draft Deed is contained in **Attachment A** (*Public excluded*). It is anticipated that the agreed copy of the Deed will be available prior to the meeting.

Recommendation

7 That Council:

1. **Note** the contents of this report and in particular the assessment of the measures implemented to address the resolutions of the meeting of the 14 December 2017;
2. **Confirm** that the Council agrees in principle with the contents of the (draft) Bullendale SHA Deed (Infrastructure and Affordability) and **delegate** to the General Manager, Planning and Development the authority to execute the Deed on behalf of the Council, subject to any minor changes consistent with Council's Lead Policy and infrastructural requirements identified by Council's Chief Engineer.
3. **Recommend** to the Minister that the land to which the Bullendale proposal relates be established as an SHA, subject to the following:
 - a. execution of the draft Deed and the performance of any conditions in it;
 - b. a 4 storey and 11m height limit for qualifying developments; and
 - c. minimum number of dwellings to be built 3.
4. **Agree**, subject to the proposal being approved as an SHA by the Minister and resource consent being granted for the Bullendale proposal and any upgrade requirements being met by the developer, the Queenstown Lakes District Council (QLDC) water supply and wastewater scheme boundaries be extended to allow servicing of the proposed development.

Prepared by:



Anita Vanstone
Senior Planner

10/04/2018

Reviewed and Authorised by:



Tony Avery
GM Planning and
Development
18/04/2018

Background

- 8 The proposal site is located at 117 Arthurs Point Road, Arthurs Point and is approximately 4.12ha. The proposal site is on the left hand side of Figure One below, while the approved Arthurs Point SHA development is shown on the right hand side.



Figure One: Proposed Site Layout (indicated on the left hand side)

- 9 The site is located in the following zones of both the Proposed and Operative District Plans:

Operative District Plan (ODP)	Proposed District Plan (PDP)
<ul style="list-style-type: none"> • Rural General • Partly located within the Outstanding Natural Landscape • Low Density Residential • Building line restriction adjacent to Arthurs Point Road 	<ul style="list-style-type: none"> • Rural • Partly located within the Outstanding Natural Landscape • Low Density Residential in notified version of PDP (2015) • Medium Density Residential in the decision version of PDP (2018) • Partly located within the Urban Growth Boundary (UGB) • Building line restriction adjacent to Arthurs Point Road.

- 10 The site is located in an area that has a nil to low liquefaction risk and the rear portion of the site is identified as being a landslide area.

- 11 In summary the proposal will be predominantly residential and involves the construction of the following (these numbers will be subject to final resource consent):

Dwelling Type	Bedrooms	Total	Dwelling Type	Bedrooms	Total
House	2 bedroom	19	Apartment	1 bedroom	9
	3 bedroom	16		2 bedroom	32
	3.5 bedroom	4		3 bedroom	12
Total	12	39			53
Overall Total					92

- 13 Overall, the proposal provides for 2 car parking spaces per dwelling (184 in total). However, it is unclear from the EOI if this is allocated evenly to each dwelling.
- 14 The proposal also includes the vesting of reserves and roads with Council and through the draft Deed the developer has confirmed compliance with the affordable housing contribution of the Lead Policy.
- 15 The EOI comprises concept design plans and images of the Arthurs Point SHA, with supporting assessments from a planner, urban designer and engineers. It is noted that the same consultant team is involved in the proposal as the Arthurs Point SHA.
- 16 At the 14 December 2017 meeting, the Council resolved:
1. *Note the contents of this report and;*
 2. *Note feedback received from the public will be provided to Councillors separately;*
 3. *Approve in principle the potential development of the Bullendale Special Housing Area, subject to further consideration of the below requirements:*
 - a) *Instruct the General Manager of Planning and Development to proceed with negotiation of the Stakeholder Deed that fulfils the infrastructure, parks and reserves (including trails, footpaths and connections) and affordable housing requirements of the Special Housing Area Lead Policy titled: Housing Accords and Special Housing Areas Act 2013 Implementation Guidelines;*
 - b) *The developer to obtain confirmation from the Department of Conservation that the proposed stormwater solution to increase flows over their land is acceptable;*
 - c) *Gain confirmation from Aukaha that the proposal is supported in principle;*
 - d) *Negotiate qualifying development criteria for the proposed Special Housing Area; and*

e) *Provide further detailed assessment on the traffic effects.*

f) *Instruct Council officers to report back to the Council on the measures discussed in Point 3 above.*

17 This proposal was supported in principle at the Council meeting on the 14 December 2017. Measures taken to address the resolution are detailed further below.

Negotiation of Draft Deed (Resolution 3 (b))

18 The draft Deed (**Attachment A** – Public excluded) has been developed for consideration by Council to outline conditions on which this proposal could be recommended to the Minister. The draft Deed addresses the resolutions of 14 December 2017 relating to infrastructure, reserves and connections and affordable housing deliverability. The draft Deed contains the following:

- a) The developer has agreed to design, and obtain all necessary consents for, and construct the necessary water, wastewater and storm water infrastructure at its sole cost. Further assessment of the water and waste water network has confirmed that there is capacity in the existing networks to cater for the development. Some site specific servicing issues in regards to water supply have been raised and the developer will address this within the subsequent resource consent application. Noting that the design and construction of this will be at their cost;
- b) All roads, paths, footpaths (including the connection path to Arthurs Point and Atley Roads) and the pedestrian crossing will be designed and built to Council standards at the sole cost of the developer;
- c) Residential visitor accommodation is permitted that is in line with the requirements of the Proposed District Plan. This means house owners are able to rent out their properties for a cumulative total of 28 days per 12 month period for up to 3 lets, which is the same as other residential properties. Commercial visitor accommodation is not permitted;
- d) Affordability – 10% of the developable area is to be provided to the Queenstown Lakes Community Housing Trust (**QLCHT**). This must be capable of housing at least nine residential units, be supplied to the Trust within a set timeframe from the commencement of onsite works and be a suitable surface condition and level to enable the dwellings to be efficiently constructed onsite. The Deed also requires the developer and the QLCHT to enter into a Heads of Agreement on how each party will work together to address the construction of the future dwellings on the lot; and
- e) The draft Deed requires the QLCHT and the developer to enter into a head of agreement to work together in good faith in relation to the future dwellings on the site.

19 As with all developments including SHAs, there would be an ongoing cost to Council for maintaining any vested services or reticulation constructed to service the development, but the developer otherwise agrees to fund the planning and construction of the necessary infrastructure.

- 20 The draft Deed has been agreed in principle by the developer. It is only the final wording that is still being negotiated. The draft Deed is structured such that it would be executed prior to recommendation of the SHA to the Minister.

Agency Responses from Aukaha and Department of Conservation (Resolution 3 (b) and 3 (c))

- 21 Aukaha (formerly Kai Tahu ki Otago) have no specific concerns with the proposal on the understanding that the existing infrastructure will accommodate the new proposed subdivision (**Attachment B**). Aukaha have requested that the Heritage New Zealand Pouhere Taonga Archaeological Discovery Protocol be adhered to. This will be considered as part of the resource consent process.
- 22 The Department of Conservation have also provided an in principle confirmation of the proposed stormwater solution (**Attachment C**). The Department of Conservation have noted that this does not negate the requirement for the Department to undertake a full assessment once a formal concession application for stormwater discharge is received. This also will be assessed at the time of the resource consent application.

Negotiation of Qualifying Development Criteria (Resolution 3(d))

- 23 An 8m height limit currently applies to both the Low Density Residential (for flat sites), and Medium Density Residential (decision version of PDP 2018) and Rural General/Rural Zones, and a 7m height limit applies to sloping sites of the Low Density Residential in the ODP and PDP. It is noted that the Rural Visitor Zone (ODP) to the east has a 8m height limit for residential developments and 12m height limit for Visitor Accommodation. For design reasons, the developer prefers that some flexibility is provided for height to enable three storey development with a basement car parking area. As the legislation specifies a default SHA height limit of 27m unless otherwise specified, it is recommended that a 11m height limit and four storey limit apply to the proposed SHA. This has been confirmed by the developer. This would mean that if SHA status was conferred, and a subsequent application for a qualifying development was received by Council that exceeded this height limit or storey height, it would not be accepted as a 'qualifying development' under the SHA.
- 24 A minimum number of 3 dwellings is also being proposed as one of the qualifying development criteria. This means that to be a qualifying development at least 3 residential units need to be proposed to be able to be processed under the HASHAA. This minimum is consistent with those of other approved SHAs and has been kept low to allow a degree of flexibility. The draft Deed requires the site to be developed in general accordance with the Expression of Interest, but it is acknowledged that in some instances dwellings have had to be removed from the proposal due to adverse effects.
- 25 It is also noted that the effects of the proposal on neighbours will be assessed at the time of any qualifying development resource consent application.

Further assessment of the traffic effects (Resolution 3(e))

- 26 The applicant has submitted further information in regards the effects on the Edith Cavell Bridge and the proposed pedestrian crossing (**Attachment D**). The consultant traffic engineer has concluded that the proposal will increase traffic demand at the Edith Cavell Bridge, but the effect of this is not significant and is within current daily and seasonal variations. Council's Infrastructure Engineer agrees with these findings.
- 27 The proposal identifies a pedestrian crossing over Arthurs Point Road and further information was requested to make sure there were no safety issues. The Consultant Traffic Engineer has concluded that the proposed crossing would be acceptable with respect to safety. Council's Infrastructure Engineer is satisfied with these findings. Further detailed assessment will be provided as part of the resource consent application.

Water and Wastewater Scheme Boundary Adjustments

- 28 The proposal site is partly zoned Low Density Residential and Rural (notified version of PDP 2015) and the Medium Density Residential and Rural Zones (decision version of PDP 2018). As a result, part of the site that may be acceptable for development falls outside the existing water and waste water scheme boundaries. The developer has agreed, at its sole cost, to design and obtain all necessary consents and construct any infrastructure that is necessary to enable an adequate water supply and address the wastewater effects of the proposal in accordance with Council standards.
- 29 If the Minister agrees to establish the proposal site as a SHA a technical issue arises when processing resource consents that propose use of Council water and waste water infrastructure. Only development within approved scheme boundaries will be looked upon favourably. Conditionally approving an extension to water and waste water supply/scheme boundaries to cater for the approved qualifying development will overcome this technicality.
- 30 To effectively process resource consent applications for the proposal, confirmation is required from Council that the supply boundaries can be extended to meet the associated demand if relevant resource consents are granted within the proposed SHA area. There are considered to be no adverse effects from conditionally extending the scheme boundaries if resource consent is approved. Council's Infrastructure Development Engineer has not raised any concerns with the proposal, as all the infrastructure requirements to service the proposal site will be met by the developer prior to the extension of the scheme boundary.

Conclusion

- 31 In recommending the SHA to the Minister, the Council has to be satisfied that the proposal is generally consistent with the principles espoused in the Lead Policy. The majority of the portion of the site that is proposed for residential purposes is located on residential zoned land that is within the proposed UGB in the PDP. The proposal targets a specific housing market (being first home owners), it would provide both a mixture of dwellings and apartments and different sizes sized dwellings (1 to 3 + bedrooms). Council's Infrastructure Department have confirmed that adequate infrastructure exists or is likely to exist to service the development.

- 32 It should be emphasised that conferring SHA status for the site only enables the potential for development. SHA status, in itself, does not guarantee applications for qualifying developments will be approved, and planning matters (including UGBs, character / amenity and landscape issues and impact on neighbouring properties) are a relevant and explicit consideration at the resource consent application stage as second, third and fourth tier considerations under HASHAA. In particular, the applicant will need to address the impact of the increased levels of development, including bulk, location and shading on adjacent neighbours.

Other matters

- 33 The Arthurs Point Residents Association (**APRA**) provided feedback, which was provided to Councillors on the 7 December 2017. In the APRA minutes it was noted that Mr Streat (neighbouring landowner and developer) supported the vehicle connection through to Morning Star Terrace. Mr Streat has since contacted Council and advised he does not support this connection.

Options

- 34 Option 1: Agree with the terms of the draft Deed and the conditional scheme boundary extension. Resolve to enter into the Deed.

Advantages:

- 35 Helps contribute to achieving the purpose of the HASHAA, advancing the principles and priority actions in the Housing Accord, and helps the Council to achieve the housing targets in the Housing Accord by enabling new housing aimed at first home owners to be constructed.
- 36 Generates a number of social and economic benefits (both short term and long term) such as the creation of jobs during the construction phase and long term benefits relating to the increased provision of the supply of a range of houses;
- 37 Contributes to affordable housing in the Wakatipu Basin;
- 38 Ensures the developers commitments to the provision of affordable housing, infrastructure and reserves are legally binding after the SHA is established;
- 39 Provides certainty over conditions for recommendation to the Minister via a draft Deed; and
- 40 The proposal is considered to be generally consistent with the Council's Lead Policy, due to the majority of the site being located within the proposed UGB and the proposed residential zone of the PDP. It is a logical extension of the Arthurs Point SHA.

Disadvantages:

- 41 Given the Council's support in principle for the Bullendale proposal, there are no significant disadvantages in entering the draft Deed.

- 42 Option 2: Not agree with the terms of the draft Deed and the conditional scheme boundary extension.

Advantages:

- 43 Given the Council's support in principle for the Bullendale proposal, there are no significant advantages in not entering the draft Deed.

Disadvantages:

- 44 Given the Council's support in principle for the proposal, not entering the Deed would mean that the Council would not be in a position to recommend to the Minister that the SHA be established. This would risk the District's acute housing supply and affordability issues continuing to grow, resulting in adverse social and economic benefits; and
- 45 The Council would forgo the opportunity of providing a significant new housing option in the Wakatipu Basin, and the long and short term social and economic benefits offered by the proposal.

- 46 This report recommends **Option 1** for addressing the matter.

- 47 If **Option 2** is adopted:

- a. further negotiation between the developer and Council will be required to secure any remaining HASHAA and Lead Policy requirements such that the Council can be confident in recommending the proposal to the Minister; or
- b. the Council will not be able to recommend the proposal to the Minister for establishment as an SHA.

Significance and Engagement

- 48 This matter is of high significance, as determined by reference to the Council's Significance and Engagement Policy because:

- **Importance:** the matter is of high importance to the District. Housing supply and affordability is a significant issue for the District;
- **Community interest:** the matter is of considerable interest to the community;
- **Existing policy and strategy:** The proposal is considered consistent with the Housing Accord, and is generally consistent with the Council's Lead Policy. Some aspects of the proposal are generally consistent with the provisions of the ODP and PDP because urban development is anticipated on the residentially zoned portion of the site. However, the proposal also promotes increased levels of density to those anticipated by both the ODP and PDP, and proposes residential development on Rural zoned land that is located outside the UGB and within the ONL. This is not entirely consistent with either the ODP or PDP and will be assessed at the time of the qualifying development resource consent.
- **Capability and Capacity:** There is capacity within the existing network to service the proposal.

Risk

- 49 This matter relates to the strategic risk SR1 'Current and future development needs of the community (including environmental protection)' as documented in the Council's risk register. The risk is classed as high. This is because of economic, social, environmental and reputational risks.
- 50 This matter relates to this risk because the supply of housing is central to the current and future development needs of the community. In this instance, it is considered that the social and economic benefits towards the provision of housing and land packages that are targeted at first home owners are met. The subsequent resource consent assessment process under the HASHAA also provides the opportunity for further mitigation of risk.

Financial Implications

- 51 Under the HASHAA, developers are required to provide the necessary infrastructure to service their developments. This has been secured in the draft Deed. It is acknowledged that there will be some ongoing infrastructure maintenance costs, but these are likely to be minor.

Council Policies, Strategies and Bylaws

- 52 The following Council policies, strategies and bylaws were considered:
- Lead Policy for SHAs;
 - The Operative District Plan;
 - The Proposed District Plan;
 - Growth Management Strategy 2007;
 - Housing Our People in our Environment Strategy;
 - Economic Development Strategy;
 - 2017/2018 Annual Plan and the Long Term Plan;
 - Mayoral Housing Affordability Taskforce Report;
 - Monitoring Reports for
- 53 This matter is partly included in the 10-Year Plan/Annual Plan, due to the fact that some level of development is anticipated on the site.

Local Government Act 2002 Purpose Provisions

- 54 The proposed resolution accords with Section 10 of the Local Government Act 2002, in that it fulfils the need for good-quality performance of regulatory functions.
- 55 The recommended option:
- a. Will help meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses by

- utilising the HASHAA to enable increased levels of residential development on the proposal site;
- b. Can currently be implemented through current funding under the 10-Year Plan and Annual Plan;
- c. Is considered to be generally consistent with the Council's plans and policies; and
- d. Would alter the intended level of infrastructural service provision undertaken by or on behalf of the Council.

Consultation: Community Views and Preferences

- 56 HASHAA does not set any statutory responsibilities in terms of consultation on the establishment of SHAs. However, the Council has sought public feedback / comment regarding the proposed SHA, which it has done for all SHA proposals. This feedback was provided to Councillors prior to the 14 December 2017 Council meeting and is available on the Council's website
- 57 In addition, should the SHA be established, the consent authority may request at the time of the resource consent application the written approval of adjacent land owners if they are deemed to be affected. In addition, the consent authority may undertake a limited notification resource consent process with adjacent landowners, local authorities (Otago Regional Council), infrastructure providers (limited to those who have assets on, under or above, or adjacent to the proposal site) and requiring authorities (if the adjacent land is subject to a designation).

Legal Considerations and Statutory Responsibilities

- 58 The HASHAA provides limited guidance as to the assessment of potential SHAs, beyond housing demand and infrastructure concerns. HASHAA is silent on the relevance of planning considerations; however the Council's legal advice is that these are relevant considerations and this has been confirmed by a High Court decision. The weight to be given to these matters is at the Council's discretion, having regard to the overall purpose of HASHAA. These matters have been considered in this report and the previous report presented to Council at the 14 December 2017 Council meeting.
- 59 The Council will need to consider the consistency of any decision to recommend this SHA to the Minister and its decision in July 2015 to notify the PDP which maintains the sites as Low Density Residential / Rural Zone. It also need to be aware of its proposed Medium Density Residential / Rural Zoning in the decision version of the PDP (2018). The majority of the proposal site is located within the proposed UGB and it adjoins an existing urban area being Arthurs Point. It also adjoins the Arthurs Point SHA that is currently under construction. The proposal is considered to be generally consistent with the Lead Policy, the Accord and the purpose of the HASHAA.
- 60 In this instance the provision of houses outweighs the adverse effects of proceeding with a development that promotes increased levels of development anticipated by the ODP and PDP.
- 61 The proposal would help achieve the purpose of HASHAA.

62 The draft Deed has been drafted and reviewed by Council's lawyers.

ATTACHMENTS

- A Draft Deed – *Public excluded*
- B Agency Response – Aukaha (formerly *Kai Tahu ki Otago*)
- C Agency Response – Department of Conservation
- D Transport Assessments – Edith Cavell Bridge and Pedestrian Crossing

Recommendation to Exclude the Public

It is recommended that the Council resolve that the public be excluded from the following parts of the proceedings of the meeting:

The general subject of the matters to be discussed while the public is excluded, the reason for passing this resolution in relation to the matter, and the specific grounds under Section 48(a) of the Local Government Information and Meetings Act 1987 for the passing of this resolution is as follows:

Agenda Items

General subject to be considered.	Reason for passing this resolution.	Grounds under Section 7 for the passing of this resolution.
13. Special Housing Area Expression of Interest: Bullendale <u>Attachment A: Draft Deed</u>	<p>That the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information where the withholding of information is necessary to:</p> <p>h) enable any local authority holding the information to carry on, without prejudice or disadvantage, commercial activities;</p> <p>i) enable any local authority holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations);</p>	<p>Section 7(2)(h)</p> <p>Section 7(2)(i)</p>

This resolution is made in reliance on Section 48 [1] [a] of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act or Section 6 or Section 7 or Section 9 of the Official Information Act 1982 as the case may require, which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public are as shown above with respect to each item.

28 November 2017

Queenstown Lakes District Council
Private Bag 50072
QUEENSTOWN 9348

Attention: Anita Vanstone

Proposal

Ngā Rūnanga understands that Queenstown Lakes District Council are seeking advice on Māori archaeological and cultural values for:

- Proposed Bullendale Special Housing Area – 117 Arthurs Point Road, Arthurs Point, Queenstown (as specified in the information provided)

Situation

Aukaha writes this report on behalf of Kāti Huirapa Rūnaka ki Puketeraki and Te Rūnanga o Ōtākou, two of the kaitiaki Rūnanga whose takiwa includes the site the proposal relates to.

Decision

Rūnanga representatives have been informed of the proposal received 8 November 2017. Please be advised that Ngā Rūnanga have no specific concerns with the above proposal on the understanding that the existing infrastructure will accommodate the new proposed subdivision and also request the following be adhered to:-

1. That the Heritage New Zealand Pouhere Taonga Archaeological Discovery Protocol (attached) should be adhered to.

Ngā Rūnanga would like it noted that although there are no recorded Māori archaeological sites within the boundary of the proposed Special Housing Area. This area is known to be utilised as a thoroughfare for Māori in the past. Therefore, any earthworks undertaken should be carried out in a way that allows contractors to monitor for artefacts or archaeological material.

This reply is specific to the above proposal. Any changes to the proposal will require further consultation.

Nahaku noa
Na



Chris Rosenbrock
General Manager

cc Kāti Huirapa Rūnaka ki Puketeraki
Te Rūnanga o Ōtākou

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15th February 2018

Shane Fairmaid
237 Wairakei Road
Bryndwr
CHRISTCHURCH 8053
Email: shanef@momentumprojects.co.nz

Dear Shane

Re: State 2 – Bullendale – Tomasi site – Special Housing Area

I have considered your request for the Tomasi site to be included in the current concession for discharging storm water from a residential subdivision in the name of Riverton Queenstown Limited (54170-OTH) for the purposes of the Special Housing Area approval which the Queenstown Lakes District Council approved in December 2017.

My approval to include this area as part of the concession is granted “in principle” on the basis that the proposal is as described, is for the purposes described, and will have the effects on the Department’s interests as described in your email dated 12th January 2018 to Kelvin Brown, Permissions Advisor, in the Dunedin Office.

This approval is limited to the likely adverse effects of the proposal on the Department’s interests and should not be construed as approval to effects on the environment generally.

This approval does not negate the requirement for the Department to undertake a full assessment once a formal concession application for the stormwater discharge is received. Should any further impacts come to light then the risk and consequence of this is yours to bear.

This approval will be rendered null and void if the proposal to which it refers is changed between the date of this approval and its consideration by the consent authority without referral back to me for my further assessment.

Yours sincerely

Geoff Owen
Operations Manager
Wakatipu District

Whakatipu-wai-Māori / Queenstown Office
1 Arthurs Point Road, Arthurs Point, Queenstown 9371
PO Box 811, Queenstown 9348



19 February 2018

Bullendale Developments Limited

C/- Momentum Projects

By email

Attention: Shane Fairmaid

Dear Shane,

Edith Cavell Bridge, Arthurs Point Traffic Report

The purpose of this letter is to provide a high level traffic report for the Edith Cavell Bridge.

1 Background

The Tomasi SHA is a proposed extension of Bullendale subdivision at 157 Arthurs Point Road.

The Tomasi development would subdivide Lot 2 DP12913 with accesses through the Bullendale Subdivision which is a SHA created under consent approval SH160143. Bullendale is not fully constructed although design drawings have been approved for a proposed access from Arthurs Point Road.

This high level traffic report for the Edith Cavell Bridge has been provided following a request from Council when considering the proposed Tomasi SHA Application.

2 Existing Traffic

Edith Cavell Bridge is a single lane bridge on Arthurs Point Road which is part of an arterial road link between Queenstown and Arrowtown. Arthurs Point Road also provides the main transport link between Queenstown and the Coronet Peak Ski Area, hence it is likely that Arthurs Point Road will have a significant seasonal variation in traffic flows.

2.1 QLDC traffic Data

Traffic flow data for Arthurs Point Road is collated by QLDC, the following Table 1 provides a summary of the peak period traffic flows in the vicinity of the site.

Table 1 – Arthurs Point Road Traffic Count Data, Peak Hourly Traffic (vph)

Site	2011	2012	2013	2014
Arthurs Point Road (Edith Cavell Bridge) From chainage 0m (Oxenbridge Tunnel Road) to 640m (Atley Road)	337 ¹	365 ²	393 ³	505 ⁴

¹ Peak flow at 17:00, November.

² Peak flow at 17:00, January. A further count undertaken has a peak flow of 324vph at 08:00, October.

³ Peak flow at 17:00, February.

⁴ Peak flow at 17:00, March. A further count undertaken has a peak flow of 406vph at 16:00, July.

This traffic count data is provided as a two directional peak period traffic. The peak periods recorded in the table above all occurred in the evening (pm) peak period (17:00). No current traffic count data has been provided for this portion of Arthurs Point Road.

2.2 Crash History

The NZTA crash database (CAS) has been used to identify any reported crashes at the Edith Cavell Bridge during the last 5 years, 2013 to 2017 inclusive. There have been a total of eight reported crashes within 150m of the bridge which includes:

- Six loss of control type crashes, one of these was a loss of control on the bridge and three were at the Gorge Road/Oxenbridge Tunnel Road end of the bridge. One of these loss of control crashes resulted in two minor injuries. These crashes do not appear to be a result of the bridge control or queuing,
- One crash at the northern/eastern end of the bridge where a bus collided with a vehicle within the road. The position of this crash is between the bridge and the Shotover Jet Access but does not appear to be related to the bridge control or queuing, and
- One crash at the southern/eastern (Queenstown) end of the bridge which appears to be queue related. The crash involved a car colliding with the back of a stopped/slow moving car awaiting for traffic. This appears to be a typical back of queue type crash which is related to the bridge control.

It is noted that in May 2012 (6 years ago) there was also a queue related crash at the northern/eastern end of the bridge which related in two minor injuries.

2.3 Recent Traffic Observations

The following (refer Table 2) traffic flows have been recorded for Edith Cavell Bridge during 2017/2018.

Table 2 – Edith Cavell Bridge, Peak Period Traffic by Bartlett Consulting

Survey Date	Period	Peak ⁵ (vph)	Typical ⁶ (vph)	Observations
1 Jun 2017	08:00-09:00, AM	642	600	79% towards Queenstown
1 Jun 2017	17:00-18:00, PM	1326	888	46% towards Queenstown
26 Jul 2017	17:00-18:00, PM	1110	848	41% towards Queenstown Winter traffic including a greater proportion of bus type vehicles.
27 Jul 2017	08:00-09:00, AM	768		80% towards Queenstown
23 Jan 2018	17:00-18:00, PM	752	736	46% towards Queenstown Summer season traffic.

For the basis of this traffic analysis the individual counts have been averaged to give an average existing 2017/2018 traffic flow at the Edith Cavell Bridge of 836vph in the pm peak period and 656vph in the am peak period.

When these traffic flows were recorded the following traffic flow observations were also noted:

⁵ Based on the peak 10 minute count at the site factored to an hourly traffic flow.

⁶ Based on more the average of more than one 10 minute count at the site and factored up to an hourly traffic flow.

- During the June am peak period there appeared to be some available capacity when the majority of traffic is traveling towards Queenstown and generally has the right of way. There was minor delay and queuing noted in the opposite direction, toward Arrowtown. This suggests that the Edith Cavell Bridge would have a Level of Service of B during the am peak period. This is based on there being some delay as a result of the bridge control but generally less than 15 second average delay⁷.
- During the July am peak period the level of delay had increased as a result of increased traffic. During the July observations the majority of traffic (80%) was towards Queenstown and had the right of way at the bridge. Queuing at the Queenstown end was noticeably greater with delays greater than 15 seconds suggesting a level of service of C for this direction. It was also noted that the traffic from Queenstown had a greater proportion of buses associated with Coronet Peak ski traffic. During this period there were times when courteous behaviour allowed drivers queued on the give way control to proceed over the bridge.
- During the June pm peak period there was queuing, on both sides of the bridge, through the peak period. During one 10 minute sample period the minimum queue length was 3 vehicles with the maximum queue length in excess of 13 stationary vehicles on each side of the bridge. During this period the level of service was estimated as either D or E as the average delay as a result of the bridge control would be between 25 and 50 seconds⁸. During a 10 minute sample 221 vehicles crossed the bridge⁹ suggesting a peak hourly flow estimated at 1,326vph¹⁰. During the pm peak period the bridge operated through driver courtesy in that those with the right of way regularly stopped to create a gap to allow vehicles queued on the opposite side of the bridge to proceed over the bridge. This behaviour essentially overrides the current priority control at the bridge.
- The July and January pm peak period had similar operational issues in that there was queuing at the bridge during the peak periods. Up to 185 vehicles crossing the bridge during a 10 minute sample period in July suggesting a peak traffic flow of 1,110vph. During this time there was an increased number of bus type vehicles associated with Coronet Peak ski traffic. During the January pm peak period the traffic flow was more distributed over the full hour period and there was no identifiable peak during the hour.

3 Predicted Future Traffic

QLDC have a Queenstown Traffic Model (2016). This provides the AM and PM peak hour traffic volumes for 2016 by direction which has then been used to predict future for 2025 and 2045 based on anticipated growth from existing and possible development enabled by the Operative QLDC District Plan. The following information was provided with the model data.

The Queenstown traffic model uses data from the QLDC growth forecasts prepared by Rationale Limited and peer reviewed by Insight Economics, to ascertain anticipated growth in the District. These forecasts have been approved by the QLDC Finance, Planning and Infrastructure teams. For the purposes of this update the landuse growth was informed by the peak day "High Adj" high growth scenario which was the recommended scenario from the Rationale forecasts and sits between Statistics New Zealand's medium and high growth forecasts.

⁷ Based on am traffic observations on 1 June 2017.

⁸ Based on pm traffic observations on 1 June 2017 (10 minute survey 17:15 to 17:25).

⁹ Based on pm traffic observations on 1 June 2017 (10 minute survey 17:15 to 17:25).

¹⁰ Based on pro rata calculation from a 10 minute traffic observations.

The following Table 3 provides the future predicted traffic at the Edith Cavell Bridge.

Table 2 – Edith Cavell Bridge, Peak Period Traffic from Queenstown Traffic Model

Model Year	AM traffic (vph)	PM traffic (vph)	Observations
2016	515	590	Based on other traffic counts on Arthurs Point Road the 2016 traffic flows are considered similar to actual traffic flow in 2016. AM – 74%, PM – 33% towards Queenstown
2025	597	729	
2045	749	940	

Based on the predicted traffic from the Queenstown Traffic model there would be an annual traffic growth rate of:

- Between 2016 and 2025 – 1.65% in the am peak period and 2.38% in the pm peak period.
- Between 2025 and 2045 – 1.15% in the am peak period and 1.28% in the pm peak period.

It is noted that predicted growth rates are significantly less than the current growth rates experienced within this part of the QLDC road network. However, the model can be used to provide a potential growth rate between now (2018) and a possible design year for a development project such as 2030 being 10 years from a possible opening date. Based on the Queenstown traffic model the am peak period traffic at Edith Cavell bridge would increase 19% to 2030 and the pm peak period will increase 26% to 2030.

4 Committed Development

There are a number of committed developments within the immediate area of the proposed Tomasi development site. These developments have planning approvals and are currently under construction, these include:

- Bullendale SHA, 88 residential dwellings, SH160143
- Residence du Parc, RM160899 Subdivision to create 6 lots for development including RM161114 to develop 48 Visitor Accommodation apartments over 2 lots. The remaining lots have the potential (under RM160899) to be developed as further 13 residential dwellings.

These committed developments will increase the potential traffic flow at the Edith Cavell Bridge. Based on traffic generation from the Atley Road portion of Arthurs Point (173 residential dwellings) it is possible that these committed developments (total 149 dwellings) could add 79vph in the am peak period and 76vph in the pm peak period. It is noted that there is considerable scope for further dwellings to be developed within the Morning Star terrace portion of Arthurs Point. This area is generally zoned Low Density Residential, the development of this area has been assumed to be included in the QLDC traffic model as this is the type of development anticipated within the zoning of the Operative QLDC District Plan.

5 Proposed Development

The proposed Tomasi development is expected to include up to 100 residential dwellings within Lot 2 DP12913. Access to this development will utilise the roading infrastructure within the Bullendale development. This includes the road link, Bullendale Drive and access intersection from Arthurs Point Road.

5.1 Development Traffic

Turning traffic counts have been undertaken at the intersection of Arthurs Point Road and Atley Road. Atley Road serves approximately 173 developed residential lots and it is therefore

possible to use the turning counts at this intersection to estimate a trip rate for development which would utilise Edith Cavell Bridge. Based on this methodology the proposed Tomasi development (100 residential dwellings) would increase traffic flow at Edith Cavell Bridge by 53vph (7%) in the am peak period and 51vph (6%) in the pm peak period.

6 Traffic Assessment

Based on predicted traffic flows from the Queenstown Traffic Model (2016) the Edith Cavell Bridge is currently operating at a traffic flow anticipated beyond 2033 in the am peak period and 2036 in the pm peak period. This is a result of traffic growth being significantly greater than predicted in the Queenstown Traffic Model.

During the am peak period the priority controls at the Edith Cavell Bridge are generally effective as the majority of traffic is towards Queenstown and therefore has the right of way. During this period the observations suggest that the delay was less than 15 seconds towards Queenstown (level of service B) and greater the 15 seconds from Queenstown (level of service C) as a result of the give way control.

During the pm peak period the bridge generally had queues both sides with occasional clearing of one queue or the other. During this period the priority controls were largely ignored with queuing managed through courteous driver behaviour. It was normal to observe drivers on the Arthurs Point approach (Queenstown bound, with the right of way) stopping to allow opposing traffic to cross the bridge. Without this type of driver behaviour the queuing on the southern/western (Queenstown) end of the bridge would be significant as the formal single lane bridge controls would not cater for current traffic demand. The current operational capacity of the bridge is significantly beyond the capacity of the priority controls.

The proposed development will add traffic to the bridge during the peak periods. This increase will be minor, approximately 7% am and 6% pm, periods. In traffic engineering terms this increase is not considered to be significant. In terms of traffic flow at the bridge the projected increase would be less than the daily and seasonal traffic variations experienced.

During the peak periods it is considered the Bridge is already operating beyond the capacity of the priority control. This is evident by the queuing and driver behaviour whereby those which have the right of way have been observed to wait for other opposing queued traffic to use the bridge. If traffic growth and committed development are allowed for the bridge will be operating significantly beyond the capacity of the priority controls at either an opening year (say 2020) or the design year (say 2030). It is more likely that if there are no capacity improvements at the bridge then growth and committed development will lead to redistribution of traffic such as use of other parts of the network (Littles/Dalefields, Domain and Lower Shotover Roads) or lead to a lengthening of the peak period through peak spreading. It is also possible some users will consider other transport modes such as bus or cycle to travel between Queenstown and Arthurs Point. Based on projected growth and committed development this will happen regardless of the proposed Tomasi development.

It is considered that the only option to improve capacity, to cater for traffic growth and committed developments, at the Edith Cavell Bridge is to provide a two lane crossing. Traffic signals, similar to Kawarau Falls Bridge, are unlikely to have any improvements in the peak periods. Traffic signals will require an all red phase and are more likely to result in greater levels of delay in all time periods.

The QLDC 2015-2045 Infrastructure Strategy (30 year strategy) includes for future works at Edith Cavell Bridge before 2045. This includes the addition of a cycleway, footpath and earthquake strengthening. The replacement of this bridge is currently beyond the 30 year strategy (refer Table 1). It is noted through discussion with the QLDC Road Network Team that the next Land Transport Programme is to be released in June 2018 is likely that this will

include improvements to Edith Cavell Bridge before 2028 although it is not known at this stage what these improvements will be.

7 Summary

This high level traffic report for the Edith Cavell Bridge has been provided following a request from Council when considering the proposed Tomasi SHA Application. This report is based on current traffic flow data, projected traffic flow data from the Queenstown Traffic Model (2016) and traffic flow observations at the bridge during 2017 and 2018.

The current traffic flows at Edith Cavell bridge are significantly greater than anticipated and are generally equivalent to projected traffic flows from the Queenstown Traffic Model for 2033/2036. This significant flow increase has resulted in noticeable traffic effects at the Edith Cavell Bridge. Through observations during the pm peak period it is considered that the current traffic flow is already beyond the efficient operational capacity of the current priority single lane bridge controls.

It is likely that the combination of growth and committed development will lead to significant delays at the existing single lane bridge and potentially to a greater use of other transport routes or modes. It is expected that this will occur regardless of any additional traffic from the proposed Tomasi development. It is recommended that to accommodate anticipated growth and nearby developments that capacity improvements at Edith Cavell Bridge are considered. The only viable capacity improvement is to provide a two lane bridge. Discussion with QLDC have highlighted that there has been no budgeting for any form of capacity improvements at the Edith Cavell Bridge in current budgets or strategies.

The proposed Tomasi development will increase traffic demand at the Edith Cavell Bridge. The increased demand will be minimal and is within the current daily and seasonal variations. In traffic engineering terms the increase will not be significant.

Should you require any further information please contact me.

Yours sincerely,

A handwritten signature in blue ink, appearing to be 'Jason Bartlett', written over a blue oval-shaped stamp.

Jason Bartlett

CEng MICE, G.IPENZ
Traffic Engineer

21 March 2018

Bullendale Developments Limited

C/- Momentum Projects

By email

Attention: Shane Fairmaid

Dear Shane,

Tomasi SHA, Arthurs Point Crossing Location

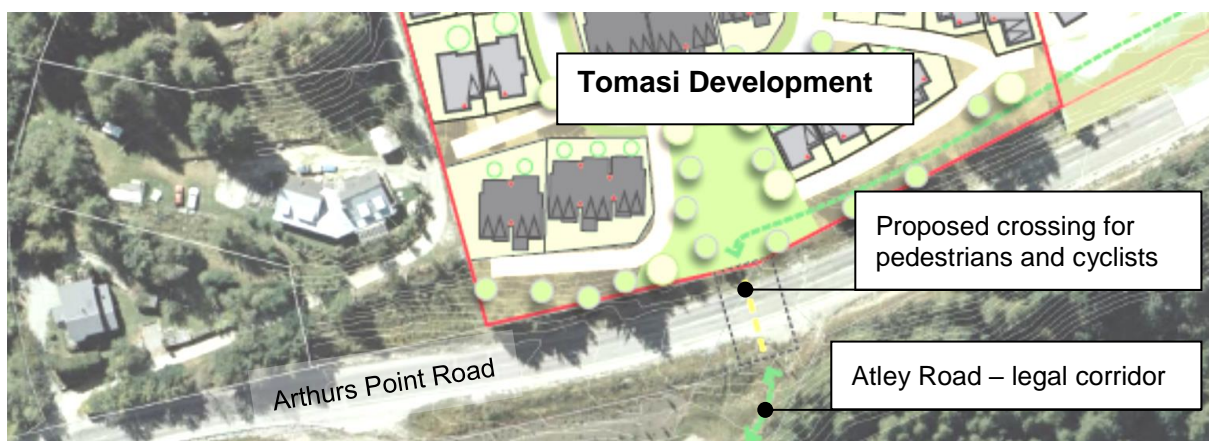
The purpose of this letter is to provide additional information relating to a possible crossing (for pedestrians and cyclists) on Arthurs Point Road. This information is being provided in response to a QLDC request for information and their concern regarding the safety of the proposed crossing location.

1 Background

The transport assessment for the proposed Tomasi SHA (Bartlett Consulting, dated 19 October 2017) recommended a pedestrian/cycle link between the site, on the northern side of Arthurs Point Road, and the Atley Road area of Arthurs Point.

A proposed crossing location is identified in the Masterplan documents and is shown in Figure 1 below.

Figure 1 – Proposed Crossing, from The Property Group drawings



The Council assessment of the proposed development raised concerns regarding the safety of a crossing at this location. This assessment considered the safety elements of the proposed crossing location.

2 Existing Transport Network

Arthurs Point Road has a legal speed limit of 70km/hr. Recently this has been overlaid with a temporary speed limit of 50km/hr. It is believed that QLDC have placed the temporary speed limit on Arthurs Point Road in advance of changes to the Speed Limit Bylaw. It is anticipated that the Speed Limit Bylaw to be revised later this year will reduce the legal speed limit on Arthurs Point Road to 50km/hr.

No speed surveys have been undertaken at the site. It is possible that the operating speed could be as high as 80km/hr¹ based on the current legal speed limit of 70km/hr. This is considered to be a worst case scenario based on the likely speed limit reduction.

3 Visibility Sight Distances

The safety of a crossing is predominantly a result of visibility sight distance. This has two elements:

- That pedestrians have sufficient visibility to view approaching vehicles and make appropriate decisions to cross, and
- That approaching drivers have sufficient visibility to view pedestrians on the crossing and take appropriate action to avoid a collision.

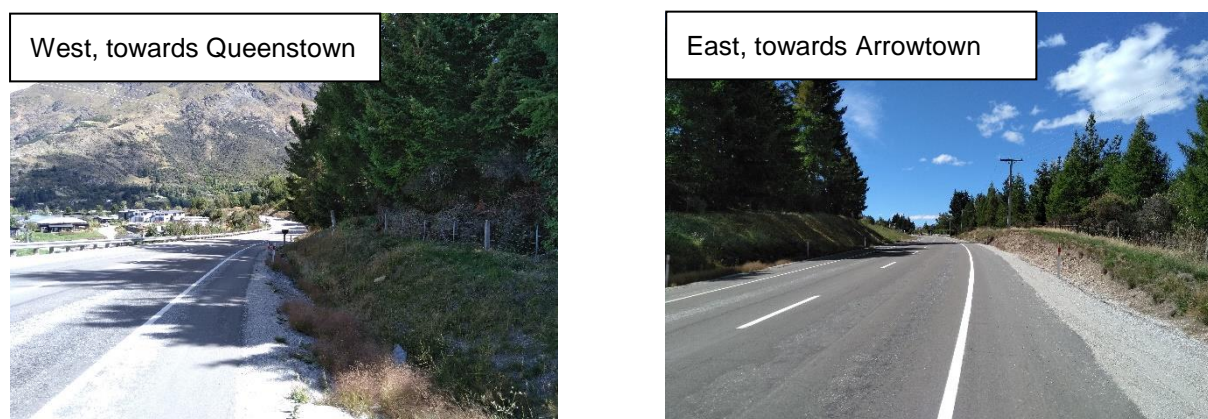
3.1 Available Sight Distance

A review of the available visibility sight distances at the crossing site showed:

- To the west (toward Queenstown) 220m sight distance restricted by the horizontal alignment and vegetation in the road reserve, and
- To the east (towards Arrowtown) 320m sight distance restricted by the horizontal alignment and the topography (slope) on the inside of the curve.

The view from the proposed crossing location (in each direction) is shown in Figure 2 below.

Figure 2 – Visibility from the proposed crossing location



¹ Based on Austroads Guide to Road Design, Part 3: Geometric Design (2016), refer Section 3.3 Operating Speeds on Urban Roads.

3.2 Crossing Sight Distance

Crossing sight distance is the distance pedestrians expect to see towards approaching traffic in order to feel safe when crossing the road. Crossing sight distance is based on the crossing length (carriageway width, 7.5m), expected walking speed (4.5km/hr or 1.25m/sec) and the anticipated approaching vehicle speed (80km/hr). For a pedestrian to feel comfortable to crossing Arthurs Point Road (with no central refuge) they would expect to see 133m² in each direction. If a central refuge is considered this will reduce the crossing length to one lane at a time and thereby also reduce the required crossing sight distance.

This calculation is based on a 70km/hr speed limit. If the posted speed limit was reduced the required crossing sight distance would reduce.

3.3 Safe Intersection Sight Distance

Ideally approaching drivers will have Safe Intersection Sight Distance (SISD) to the crossing location. SISD means that drivers will have sufficient visibility to the crossing so that they can identify any hazard (pedestrian or cyclist) and consider their most appropriate reaction to avoid a pedestrian/cyclist at the crossing. As an absolute minimum approaching drivers should have Approach Sight Distance (ASD) to the crossing which allows drivers identify any hazard and safely stop.

The Minimum (1.5 second reaction time) SISD for an 80km/hr approach is 180m³ allowing for a slight downhill approach gradient. This assessment is based on a 70km/hr speed limit. If the posted speed limit was reduced the required SISD would also reduce.

4 Summary

The proposed Tomasi SHA identifies a possible crossing over Arthurs Point Road. The crossing would provide a pedestrian and cycle link between the proposed Tomasi subdivision and the Atley Road portion of Arthurs Point.

An assessment of visibility sight distances suggest that the available visibility sight distances are greater than the requirements for pedestrians (and cyclists) and approaching drivers. I therefore consider that the proposed crossing would be acceptable with respect to safety. It is noted that this assessment is based on a 70km/hr legal speed limit. For a possible 50km/hr speed limit minimum required sight distances would reduce.

Should you require any further information please contact me.

Yours sincerely,



Jason Bartlett

CEng/MICE, G.IPENZ
Traffic Engineer

² Calculated using Austroads Guide to Road Design – Part 4A: Unsignalised and Signalised Intersections, Section 3.3 Pedestrian Sight Distance Requirements, Equation 3.

³ From Austroads Guide to Road Design – Part 4A: Unsignalised and Signalised Intersections, Section 3.2.2 Safe Intersection Sight Distance (SISD), Tables 3.2 & 3.3.