

**BEFORE THE QUEENSTOWN LAKES DISTRICT COUNCIL**

**IN THE MATTER** of the Resource Management Act 1991

**AND**

**IN THE MATTER** Plan Change 50 (Queenstown Town Centre Zone  
Extension) to the Queenstown Lakes District Plan

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**STATEMENT OF EVIDENCE OF CLINTON BIRD**

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## 1 Executive Summary

- 1.1 This evidence is based upon having visited the site, peer reviewed the Urban Design Framework (UDF), familiarized myself with the development controls proposed to apply to both the Lakeview and Isle Street sub-zones, read the submissions and advised Council on how to respond to the urban design-related aspects of the submissions on Plan Change 50.
- 1.2 I fully support the objective of the Plan Change to, over time, extend the Queenstown Town Centre westwards onto the land forming the focus of this hearing.
- 1.3 My evidence confirms that, as a result of the iterative peer review process<sup>1</sup>, I consider the UDF<sup>2</sup> for the Lakeview sub-zone, including the Structure Plan and the Height Limit Plan (all of which have informed the Plan Change development controls for that sub-zone) is based upon very sound urban design analysis of both the natural and built Queenstown environments.
- 1.4 I support the urban design ingredients of the Structure Plan and the Height Limit Plan and consider that they will have a positive and beneficial outcome for Queenstown.
- 1.5 The photomontages<sup>3</sup> contained in this evidence are taken from a series of carefully selected public viewpoints from places in and around Queenstown from which the site can be seen. When considering the photomontages it is important to bear in mind that they do not represent the likely 'architectural' outcomes of the Plan Change. With the exception of a couple of views from the Queenstown Cemetery for which a hypothetical architectural character has been depicted, all of the remaining photomontages are nothing more than representations of maximum building heights enabled on various parts of the site, which have been 'chopped up' into a series of hypothetical building block/bulks. The photomontaged representations take into account the 2m roof bonus, and the proposed layout of all streets, squares, lanes and view shafts.
- 1.6 In my opinion, the photomontages confirm that the enabled maximum building heights are both respectful of and responsive to the Queenstown landscape, including in particular the Outstanding Natural Landscape of the Wakatipu Basin (ONL(WB)), the orientation of the site, the tall and steep backdrop of Ben Lomond, and neighbouring buildings.
- 1.7 The key findings from my iterative peer review and technical input into the Plan Change<sup>4</sup> are that:
  - (a) fearonhay's analysis of the Lakeview site prior to their formulation of the UDF has been both thorough and sound;
  - (b) The UDF for the Lakeview sub-zone identifies the key urban design ingredients necessary to achieve a high quality and integrated extension of the existing Queenstown Town Centre;
  - (c) The Structure Plan strikes an appropriate balance between prescribing the key urban design ingredients necessary to ensure a high quality and well-integrated extension of the Town Centre that will provide a high level of public

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<sup>1</sup> See Section 6 of this evidence.

<sup>2</sup> See Section 7 of this evidence.

<sup>3</sup> See Section 8 of this evidence.

<sup>4</sup> See Section 9 of this evidence.

amenity, while at the same time enabling a high degree of development flexibility;

- (d) The Height Limit Plan for the Lakeview sub-zone, together with the height limits pertaining to the Isle Street sub-zone, will ensure that the height, bulk and scale of future development within the Lakeview and Isle Street Town Centre sub-zones will be attractively varied, appropriately subservient to that of the Ben Lomond Scenic Reserve ONL, and respectful of and responsive to the scale and character of the existing Town Centre and its environs. In my opinion, this is confirmed by the photomontages;
- (e) The assessment criteria in the District Plan will ensure that the urban design quality of the two dimensional pattern of the Lakeview site network of streets, squares, lanes, green spaces, view shafts, indicative service lanes, and activated street edges and corners will be 'elevated' into a high quality, three-dimensional, urban spatial form by the adjoining buildings; and
- (f) Overall, I considered that the various urban design components of proposed Plan Change 50, particularly as they applied to the Lakeview sub-zone, will result in an extension to the Queenstown Town Centre which is well integrated, of high public amenity, and appropriate to the extraordinary character and identity of its unique local and wider Queenstown natural and constructed contexts.

1.8 With regard to submissions on the Proposed Plan Change, there were many more urban design-related concerns pertaining to the development controls proposed for the Isle Street sub-zone than there were for the Lakeview subzone.

1.9 In response to specific submissions on the development controls proposed for the Lakeview sub-zone<sup>5</sup>, this evidence recommends that:

- (a) Building heights be retained as notified, including the 12m maximum permitted building height on the privately owned land at 34 Brecon Street that adjoins the public open space associated with the historic Queenstown cemetery;
- (b) Cemetery Road be aligned in association with a land swap;
- (c) The maximum permitted building height on the reserve site at the corner of Thompson Street be retained at 4.5m (and not increased to a maximum of 8m);
- (d) The minimum ground floor 4.5m 'floor-to-floor' height be retained;
- (e) All proposed site coverage controls, viewshafts and active frontages be retained;
- (f) The opportunity for proposed developments to be assessed by the Queenstown Lakes District Council Urban Design Panel (**QLDCUDP**) is retained;

1.10 The submissions on the Isle Street sub-zone<sup>6</sup> were very wide-ranging and often directly opposed in their views. Perhaps the most outstanding overall difference in sentiment lay in the extent to which the sub-zone should or should not be up-scaled

<sup>5</sup> See Section 10 of this evidence (paragraphs 10.1-10.48).

<sup>6</sup> See Section 10 of this evidence (paragraphs 10.49-10.113).

and intensified to become a vital, vibrant, mixed-use (residential/retail/commercial) urban extension of the existing Town Centre. In my opinion, this can be explained by the fact that the Isle Street sub-zone contains primarily older, detached, individually owned, one or two storey high houses, which will inevitably contrast with the height and character of development outcomes enabled by Plan Change 50. Although I respect and understand the concerns of submitters opposed to the proposed development controls, in my experience it is not unusual to encounter opposition of this kind whenever a Plan Change seeking to up-scale building height and intensity is proposed. In this evidence I have taken the view that there may have to be some 'short term pain' in order to achieve what I consider, from an urban design perspective, to be a very appropriate and worthy 'long term gain'.

1.11 In response to specific submissions on some of the more controversial aspects of the development controls proposed for the Isle Street sub-zone this evidence recommends that:

- (a) The maximum permitted height limit be retained at 12m (plus the 2m roof bonus);
- (b) The 15.5m maximum building height limit for sites in excess of 2,000m<sup>2</sup> and with frontages to both Isle and Man Streets be deleted;
- (c) The front yard 1.5m maximum depth be retained, except that no front yard setbacks should be permitted on Brecon Street;
- (d) No car parking be permitted in the front yard;
- (e) All side yards be abolished;
- (f) The 5m + 45 degree recession plane on all boundaries (with the exception of the northern and north-eastern boundaries) be deleted and replaced with a requirement for a set back of 3.2m for all buildings where they are higher than 8m on all boundaries (with the exception of the northern and north-eastern boundaries, where a 12m high building on the boundary is considered acceptable); and
- (g) A minimum rear yard setback of 6m is imposed.

1.12 I have reviewed the Planner's Section 42A report and support its recommendations with regard to urban design matters, including amendments to urban design policies, principles, standards, rules and assessment criteria.

1.13 The conclusion of my evidence confirms my support for the proposed Plan Change, subject only to the recommendations I have made in response to the various submissions on urban design-related matters.

1.14 I would be happy to answer any questions.

## **2 Introduction**

2.1 My name is Clinton Bird. For the past 35 years I have been the sole Director of Clinton Bird Urban Design Limited and for the 30 years prior to 2009 I was a full time Associate Professor of Architecture and Urban Design at the University of Auckland. I have 35 years of architectural design and urban design experience. I have a Bachelor of Architecture degree (with Honours) from the University of Auckland, a post-graduate Diploma in Urban Design (with Distinction) and a Master of Arts

Degree in Urban Design, both from Oxford Brookes University in the United Kingdom. I was a founding Member of the Urban Issues Group of the New Zealand Institute of Architects (NZIA) (Auckland Branch), an NZIA-nominated member of the (former) Auckland City Council Inaugural Urban Design Panel between 2003 and 2010, and a member of the judging panel of the New Zealand Property Council of NZ National Awards between 2005 and 2011.

2.2 Of particular relevance to the subject of the plan change, is my urban design experience associated with the following:

- (a) Urban design consultant to the Auckland City Council for the preparation of the Viaduct Harbour Urban Design Guidelines;
- (b) Urban design consultant to Auckland City Council for Plan Change 2. This Plan Change introduced urban design criteria and residential amenity standards across the Auckland Central Area;
- (c) Urban design consultant to Viaduct Harbour Holdings Limited (VHHL) with regard to Auckland City Plan Change 4 for the Wynyard Quarter (previously known as the Western Reclamation and/or the Tank Farm);
- (d) Urban design consultant to Westfield (New Zealand) Limited for North Shore City Plan Change 30, which introduced a new urban design code to improve the quality and standard of all building alterations and developments within the small business clusters and town centres of the North Shore (including Albany Town Centre in particular);
- (e) Urban design consultant to Westfield (New Zealand) Limited for Auckland City Council Plan Change 50, to enable the future expansion of Westfield St Lukes in a planned and coordinated manner;
- (f) Urban design consultant to Cooper and Co. Limited for the private Plan Change 41 for the Britomart Precinct, Auckland. This Plan Change increased the maximum permitted height and floor area ratio, and introduced an extensive suite of assessment criteria for the Seafarers Site at 104-114 Quay Street and the Britomart Precinct.;
- (g) Urban design consultant to Cooper and Co. Limited for Plan Change 35 for the Quay Park Precinct, Auckland. This Plan Change introduced provisions for accommodation and minor amendments to the Quay Park Precinct;
- (h) Urban design consultant to the Ellerslie Racing Club for Plan Change 168. This Plan Change introduced a Structure Plan and associated design guidelines for land surplus to the requirements of the Ellerslie Racing Club;
- (i) Urban design consultant to Rodney District Council for the Silverdale North Structure Plan;
- (j) Urban design consultant to Rodney District Council for the Orewa West Structure Plan;
- (k) Urban design consultant to the BBG Trust with in opposing regard to Plan Change 145 which sought to create character overlays for the suburban centre planning, and which were removed from the final version of the St Heliers Centre Plan; and

- (l) Urban design consultant to the Infinity Group for Variation 25 to the partly operative Queenstown Lakes District Plan, to rezone land at Beacon Point (known as Peninsula Bay).

- 2.3 I became involved in the current matter in July 2014. Since then I have been involved in an iterative peer review of the urban design framework produced by fearonhay and Populous (**fearonhay**<sup>7</sup>). During that time, and in response to my advice, some changes were made to various components of the Urban Design Framework, including but not limited to the Structure Plan and the Height Limit Plan. I have also been involved in reviewing the District Plan provisions for both the Lakeview sub-zone and the Isle Street sub-zone. As a result of this work I prepared for the Queenstown Lakes District Council an Urban Design Peer Review report on the Urban Design Framework (**UDF**), dated 26 August 2014. This report focused upon the work carried out by fearonhay for the Lakeview sub-zone and the District Plan provisions for the Isle Street sub-zone in the context of the Proposed Plan Change 50.
- 2.4 Although I knew Queenstown quite well from previous visits over the years, I have made special visits to the site and to those parts of the Queenstown where I considered the site might be visible from key public viewpoints.
- 2.5 The appendix to this evidence contains all the Figures referred to in the text.
- 2.6 Except where stated otherwise, all photographs were taken by myself, using a Nikon D7000 digital SLR camera with a 35mm lens (the equivalent of a 50mm non-digital lens). Because of the adverse weather conditions when I visited the site, almost all of the photographs in this evidence have been supplied to me by fearonhay. However, where I have used photographs taken by fearonhay, I can confirm that I have visited and am familiar with all of the places illustrated in their photographs.
- 2.7 I have read the Code of Conduct for Expert Witnesses outlined in the Environment Court's Consolidated Practice Note and have complied with it in preparing this evidence. I also agree to follow the Code when presenting evidence to the Council. I confirm that the issues addressed in this brief of evidence are within my area of expertise and that I have not omitted to consider material facts known to me that might alter or detract from my opinions.

### **3 Scope of Evidence**

- 3.1 My evidence will describe the site, outline the iterative peer review process, discuss the key UDF ingredients arising out of that process, assess the photomontages of the proposed maximum building height limits enabled by the proposed Plan Change from various view points in and around Queenstown, respond to submissions of an urban design nature, and outline my conclusions as to the appropriateness of the Plan Change to the Lakeview site and the two Isle Street blocks.

### **4 The Plan Change**

- 4.1 The Plan Change has been described in detail by Mr Speedy, for the Queenstown Lakes District Council, so I will not repeat that material here.

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<sup>7</sup> fearonhay is the correctly spelt name of the architectural practice who produced the urban design framework.

## 5 The Site

- 5.1 In terms of my involvement in the plan change, the site comprises all the land occupying the Lakeview sub-zone and the Isle Street sub-zone (see Figures 1, 2 and 3).

### Location

- 5.2 The site is located between the north-western edge of Lake Wakatipu, and the base of the Ben Lomond Scenic Reserve's precipitous cliff face. It is highly visible from the Queenstown Town Centre lakefront, the pedestrian pathway around the lake edge of Queenstown Gardens and the elevated residential areas to the north-east and south-east of the Town Centre (see Figure 2), as well as Queenstown Bay.

### Boundaries

- 5.3 The site comprises all the land contained within the two proposed new Queenstown Town Centre sub-zones. The Lakeview sub-zone includes the Lynch Block, Council owned reserves, the Camping Ground, twelve residential lots on the corner of Glasgow and Thompson Street, and the privately owned land at 34 Brecon Street, while the Isle Street sub-zone comprises the block bounded by Isle, Hay, Man and Brecon Streets and the block bounded by Isle, Brecon, Man and Camp Streets (see Figures 1, 2 and 3). I note that the Plan Change also includes the site referred to in Mr Speedy's evidence as the Beach Street site. I have not addressed this site in my assessment.

### Character of context

- 5.4 The site sits immediately adjacent to base of the Ben Lomond Scenic Reserve which is categorized as an Outstanding Natural Landscape (Wakatipu Basin) [(ONL (WB))] (see Figure 4). The potential for the ONL to be subject to adverse effects of future development was upper-most in my mind throughout my review of the UDF and the proposed District Plan provisions.
- 5.5 The local context is extremely varied and includes the immense natural backdrop of the Ben Lomond Scenic Reserve, Lake Wakatipu, a variety of sizes of hotel buildings providing visitor accommodation, a cemetery, the base of the Queenstown Gondola, relatively modest private residential properties, retail shops on the edges of the existing Town Centre, and ferry terminal and food and beverage facilities on the edge of the lake (see Figures 2 and 3).
- 5.6 Relatively few buildings would exceed three storeys in height and those that do frequently step down in height to follow the slope of the underlying topography.

### Topography

- 5.7 The site sits on an elevated shelf of land not far back from the north-western edge of Lake Wakatipu. The land is relatively gently sloping in two directions; down from the base of the Ben Lomond Scenic reserve towards the lake and, parallel to the lake, from the Lynch Block at the far western end of the site down towards the existing Town Centre (see Figure 3).

### Existing buildings

- 5.8 Largely occupied by the Lakeview Holiday Park, the Lakeview sub-zone contains buildings varying widely in age, value and architectural style.

- 5.9 Much of the Lakeview sub-zone's elevated boundary to Thompson Street is edged by a double row of quite old and simple, but nonetheless quite charming, single storey cabins/cribs (see Figures 3, 5 and 6).
- 5.10 Similar buildings occupy the rear of the site and the Lynch Block that, together with a group of private dwellings and a parcel of vacant land, forms the south-western corner of the Lakeview sub-zone (see Figures 3, 7 and 8). This block is significantly elevated above the level of the remainder of the Lakeview site.
- 5.11 I understand that the although the proposed Town Centre Plan Change does not require removal of the cabins/cribs, the development opportunities that the Plan Change provides mean that it is likely that all of the cabins/cribs will eventually be relocated.
- 5.12 The north-eastern area of the Lakeview sub-zone, near the cemetery, is occupied by the relatively modern and high quality Lakeview Holiday Park tourist flats and leisure lodges with their building footprints forming a semi-circle (see Figure 3).
- 5.13 Terminating the view south-westwards along Isle Street are a pair of relatively recently constructed Camping Ground communal facilities buildings (see Figures 3 and 9).
- 5.14 The interior of the Lakeview site is predominantly occupied by 'powered' and 'unpowered' camping sites, all of which are serviced by the two, relatively modern, communal amenities buildings at the end of Isle Street (see Figures, 3, 10 and 11).
- 5.15 The Isle Street sub-zone comprises relatively modest and largely one and two storey high private residential properties, varying in age and value, and interspersed with two residentially scaled hotels and commercial offices (see Figures 3, 12, 13, 14, 15 and 16).

### **Existing vegetation**

- 5.16 For a site of its size, and probably because of the open nature of the camping ground, the Lakeview site contains relatively little substantial vegetation. There are six oaks, two Wellingtonias and eight cedars that have been identified as worthy of retention and are statutorily protected. Three of the protected cedar trees are on the north-western edge of James Clouston Memorial Park. Because these three trees would preclude any future buildings on this part of the north-western edge of the Park from activating the edge of the park, my urban design peer review report recommended that consideration be given to the removal of these trees to enable a superior urban design outcome.

### **Access**

- 5.17 The Lakeview site is accessible from a number of locations on surrounding roads, including Isle Street, Man Street, Lake Street, Hay Street, Brecon Street, Thompson Street, Glasgow Street and Earnslaw Street (see Figure 3).
- 5.18 The Isle Street sites are accessible from Brecon Street, Isle Street, Hay Street, Man Street and Camp Street (see Figure 3).
- 5.19 Both the Lakeview and the Isle Street sites are within a comfortable 10-15 minute walk uphill from the Town Centre. The walk could be made easier with flights of public steps, similar to those in Brecon Street, at strategic locations along the way (see Figures 2 and 3).



## **Neighbouring properties**

- 5.20 The neighbouring properties generally provide residential and visitor accommodation, except for the north-western boundary with Ben Lomond Scenic Reserve and Brecon Street, the latter of which borders the historic Queenstown Cemetery to the north-west and the one and two storey high, predominantly retail and recreational, premises on the opposite site of the street (see Figure 17).
- 5.21 The Brecon Street cemetery has significant heritage values, whilst its elevated physical setting provides public views out to the mountains and to the town.
- 5.22 Having visited the sites comprising the Lakeview and Isle Street sub-zones within their local Queenstown context, I consider them to be both appropriate and worthy candidates for inclusion within the Town Centre zone. In my opinion, their close proximity to the existing town centre will provide the town with a relatively rare opportunity to provide for the future expansion of the town centre in a readily accessible and relatively easily walkable manner, thereby contributing to the sustainable management of the Queenstown town centre.

## **6 The Iterative Peer Review Process**

- 6.1 The iterative peer review process involved a series of meetings with fearonhay. At the first meeting fearonhay architects introduced their analysis of the site and its Queenstown context. This included:
  - (a) Key site attributes, including constituent 'blocks' and their respective view/aspect orientations;
  - (b) Site topography;
  - (c) Proximity to accommodation;
  - (d) Vantage points;
  - (e) Prevailing wind;
  - (f) Sunlight access (during mid-summer and mid-winter);
  - (g) Figure - ground (building footprint/public space) scale relationships;
  - (h) Current Town Centre and commercial intensification;
  - (i) Anticipated Town Centre growth and intensification;
  - (j) Existing infrastructure (arterial routes, local roads and interconnecting pedestrian and service lanes);
  - (k) Grid patterns;
  - (l) Pedestrian networks;
  - (m) Development 'blocks' and areas;
  - (n) Land title status and areas (in m<sup>2</sup>);
  - (o) Existing land uses and areas (in m<sup>2</sup>);

- (p) Protected tree retention;
  - (q) Potential site activities and requirements (Convention Centre, Hot Pools, Commercial, Mixed Use, Hotel and Residential, and Public Square);
  - (r) Road access options (four, with Option 1 recommended);
  - (s) Camping Ground land allocation options (medium to long term) (three, with Option 1 recommended);
  - (t) Convention Centre location options (three, with Option 2 recommended);
  - (u) Hot Pools location options (three, with Option 2 recommended);
  - (v) Interrelationship between Core Activities (Convention Centre, Commercial Development and Public Square location mix strategy);
  - (w) Market Square strategy options;
  - (x) UDF options (two, with Option 2 recommended); and
  - (y) Indicative Staging.
- 6.2 In my opinion, the analysis underpinning the proposed UDF was both extensive and thorough, and the conclusions sound.
- 6.3 I subsequently reviewed this work in detail and fed comments back to the authors of the UDF at a second meeting. Each meeting included feedback on the findings of the previous review and the degree to which comments made at the previous meeting had been incorporated into the latest draft of the UDF document.
- 6.4 We paid particular attention to the content, detail and accuracy of the diagrams that have been included in the UDF, the majority of which underpin the Structure Plan (see Figure 14). These include:
- (a) The existing Town Centre grid pattern;
  - (b) The grid pattern and topography;
  - (c) Streets;
  - (d) The Square;
  - (e) Lanes;
  - (f) Green spaces;
  - (g) View shafts;
  - (h) Indicative service lanes;
  - (i) Building height;
  - (j) Minimum floor to floor height;
  - (k) Roof bonus;

- (l) Building length;
  - (m) Public space edge conditions;
  - (n) Shading;
  - (o) The Convention Centre;
  - (p) The Hot Pools; and
  - (q) Protected trees.
- 6.5 The Structure Plan represents a distillation of the key urban design components of the UDF (see Figure 18).
- 6.6 We also paid particular attention to the Height Limit Plan (see Figure 15). Key factors that both fearonhay and myself considered during the formulation of this plan were:
- (a) The heights of buildings as seen against the backdrop of the Ben Lomond Scenic Reserve (classified as an ONL);
  - (b) The potential profile of built form against the natural backdrop of the Ben Lomond Scenic Reserve and their respective relative heights;
  - (c) Potential dominance effects on, and view effects from, the Queenstown Cemetery in Brecon Street;
  - (d) The vertical heights of buildings in relation to the dimensions of public streets and open spaces, including the square and parks;
  - (e) Shading, both from the natural landscape and from the potential built form which would be enabled by the Lakeview and Isle Street sub-zones;
  - (f) Views from various buildings of the lake and mountains;
  - (g) Potential building types/activities such as a conference centre and both permanent and non-permanent accommodation;
  - (h) Enabling generous and high quality building floor-to-floor height outcomes; and
  - (i) The provision of a roof bonus to encourage attractively designed roof top outcomes.
- 6.7 The Height Limit Plan contains six different maximum height limits, each of which applies to specific location/s within the Lakeview sub-zone. All height limits are based upon a 4.5m minimum floor-to-floor dimension at ground level and include a 2m maximum roof bonus (see Figure 19). The range of height limits<sup>8</sup> is as follows:
- (a) 4.5m (1 storey);
  - (b) 12.0m (3 storeys);

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<sup>8</sup> Based upon ground floor level floor-to-floor height of 4.5m minimum plus upper level floor-to-floor heights of 3.2m plus 0.5m for roof structure, all exclusive of the 2m maximum roof bonus, rounded off to create increments of one storey at 3.5m per storey.

- (c) 15.5m (4 storeys);
- (d) 19m (5 storeys);
- (e) 22.5m (6 storeys); and
- (f) 26m (7 storeys).

- 6.8 The Height Limit Plan limits buildings on the majority of the site, including the two Isle Street blocks, to 12m in height (see Figure 19). There is one relatively large area of the site, bordering the bend in Thompson Street, where building height is limited to 4.5m and only one very small area, adjacent to the elevated Lynch Block at the south-western end of the site, where it is limited to a maximum of 26m. The medium heights of 15.5m and 19m are limited to the north-eastern and north-western edges of the square where buildings of these heights will help to spatially define and contain the square, not block views of the lake from other parts of the site, be set against the foot of the relatively precipitous and high Ben Lomond Scenic Reserve, and where any shading effects will be minimised.
- 6.9 Variation in building height across the plan change area will be achieved by a combination of variations in the maximum building height specified in the Height Limit Plan and variations in the level of the site's natural topography.
- 6.10 In my opinion, the analysis underlying the Height Limit Plan and its prescriptions are both sound and appropriate to the character and context of the Lakeview site.

## **7 The Urban Design Framework**

- 7.1 The UDF comprises the key ingredients underpinning the Structure Plan. These are:
- (a) Streets (see Figure 20);
  - (b) The Square (see Figure 21);
  - (c) Lanes (see Figure 22);
  - (d) Green spaces (see Figure 23);
  - (e) View shafts (see Figure 24);
  - (f) Indicative service lanes (see Figure 25); and
  - (g) Public space edge conditions (see Figure 26).
- 7.2 In my opinion, these diagrams illustrate the key urban design components of the structure plan that are essential to the integration of the Lakeview site with the town centre and the unique identity-establishing ingredients of the Queenstown landscape; Lake Wakatipu and the dramatic hills, including Cecil Peak, the Remarkables, Double Cone, Coronet Peak, Ben Lomond and Mount Crichton.

### **Streets**

- 7.3 The layout of streets is arguably one of the most important moves in determining the quality of any given urban design outcome. As a key underlying ingredient of the Structure Plan, the pattern of the Lakeview site street layout draws upon and extends

the rectilinear grid system originally deployed in the town centre and adjusts it to the underlying Lakeview site topography (see Figure 20).

- 7.4 Isle Street is projected and extended, in a south-westerly direction, directly through the middle of the site.
- 7.5 It is acknowledged the extension of Isle Street across the site will require the removal of the relatively recently constructed Camping Ground communal facilities buildings near the intersection of Isle and Hay Streets. Although it has been suggested that the alignment of the extended Isle Street could be curved around these buildings, I consider that this would result in an inferior urban design outcome. In my opinion, a curved Isle Street would seriously compromise and undermine the desired extension of the simple orthogonal pattern of the existing Town Centre street grid network, and the long-term quality and amenity of the urban design outcome. Even more importantly, it would undermine the potential to achieve a clear line of sight and physically/visually connective axis from the south-western end of the existing Isle Street, through the site, to the new square.
- 7.6 Man Street is bent at its intersection with Thompson Street and projected through the site to join the western end of the extended Isle Street, at the apex of the square.
- 7.7 Both Thompson and Hay Streets are projected, in a north-easterly direction, through the site. It is acknowledged that the extension of Hay Street is not contemplated immediately given the camping ground occupies this site.
- 7.8 For all of the urban design reasons outlined, I consider that the future development of the Lakeview site will form an integral part of, and be inextricably linked with, the Town Centre.

### **The square**

- 7.9 Attractive, successful and popular squares are typically undeveloped city blocks with buildings fronting on to all of their edges and with activities accommodated at least at the ground levels of those buildings that activate the edges of the square and make it an interesting and attractive place to pass through or linger within (see Figure 21).
- 7.10 The proposed square is at the confluence of a number of streets. It terminates the main axis formed by the extension of Isle Street through the middle of the site and is edged by the extended Isle, Man and Thompson Streets.
- 7.11 In my opinion, the location of the square within the proposed street network, the nature of the anticipated conference centre, hot pool and visitor accommodation activities, together with the new building design assessment criteria, all bode well for a successful square.

### **Lanes**

- 7.12 In addition to the proposed new streets, three new lanes are proposed. One is aligned NW/SE to pass approximately mid-way through the square, a second extends Lake Street in an NW/SE alignment through the site, and the third is located on the lower north-western edge of the Lynch Block (see Figure 22).
- 7.13 The overall urban design effect of these lanes is, along with the NW/SE aligned new streets, is to physically, visually and spatially connect the Ben Lomond Scenic Reserve (including its bike trail) with Lake Wakatipu and the mountains beyond.

- 7.14 The visual connection of the site to the lake and mountains, via the proposed streets and lanes, will ensure it relates to the natural forces of the region that collectively contribute to the *genius loci*<sup>9</sup> and unique identity of Queenstown.
- 7.15 In my opinion, the proposed new lanes, together with the new streets, will ensure that the Lakeview sub-zone is visually and physically integrated into its Queenstown setting in a manner that will ensure that it forms an integral part of the Town Centre, and in a manner that embraces and reinforces that centre's focus upon Lake Wakatipu's Queenstown Basin.

### **Green spaces**

- 7.16 The existing James Clouston Memorial Park is conceptually and physically extended into the green space area proposed to be occupied by the hot pools on the southern edge of the square (see Figure 23). There is also green space to the rear of the zone, where the existing bike track is located.

### **View shafts**

- 7.17 Primary view shafts through the site align with and extend the full widths of Thompson and Hay Streets to focus on Lake Wakatipu and the Ben Lomond Hill, while secondary viewshafts (a minimum of 8m in width) align with the proposed lanes to focus on the same two Queenstown natural features (see Figure 24).
- 7.18 The view shafts will also limit the maximum length of any proposed new building. Without these view shafts, the Structure Plan would run the risk of enabling a continuous length of building that would be out of synch with, and potentially visually dominate, the built form, urban grain and character of the existing and likely future Queenstown Town Centre, as well as its greater landscape setting.

### **Indicative service lanes**

- 7.19 A series of indicative service lanes have been proposed in order to make the site more permeable and its subdivided lots more accessible (see Figure 25). These service lanes will also add to and enrich the potential scale, variety and character of pedestrian pathways through the site. These service lanes are shown in the UDF but are not depicted on the Structure Plan because the exact location of the service lanes will be determined at the time the site is developed.
- 7.20 In future years, if and when the population reaches a sufficiently high level of intensity, these lanes have the potential to accommodate retail, food and beverage and/or residential activities in a manner and character similar to that which has evolved within the existing Town Centre.

### **Public space edge conditions**

- 7.21 The UDF prescribes public space edges that are required to have 'active frontages' (see Figure 26) with the active edges being designated on the Structure Plan. The purpose of these edge controls is to ensure that key areas of the extended Town Centre public realm will be edged by new development containing activities at ground level that will provide vitality, interest and physically engage the passing public. Active edges typically provide public spaces with high levels of amenity, safety and comfort.

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<sup>9</sup> *Genius loci* – usually refers to a location's distinctive atmosphere, or "spirit of place".

- 7.22 In my opinion, the analysis underpinning the UDF is sound and its directives represented by the Structure Plan are both responsive and appropriate to the site's local and broader Queenstown contexts.

## **8 Photomontages**

### **Location of viewpoints**

- 8.1 I visited the various potentially significant locations around Queenstown, from which the Lakeview/Isle Street sub-zones could be seen, and took a series of photographs from these locations, which are depicted in Figure 27.
- 8.2 I also considered a series of photomontages prepared by fearonhay, from a viewpoint near the approximate mid-point of the Brecon Street frontage to the Queenstown cemetery, looking south towards the property at 34 Brecon Street. For this reason, I did not take any photographs from this viewpoint.

### **Preparation of panoramic photographs for photomontages**

- 8.3 The preparation of the panoramic photographs used to produce the photomontages depicting the potential building heights enabled by the Plan Change generally follows the recommendations in the Best Practice Guide: Visual Simulations BPG 10.2 produced by the New Zealand Institute of Landscape Architects (**NZILA**).
- 8.4 From each viewpoint, I took a panoramic series of portrait format photographs using a 35mm lens on a Nikon digital SLR D7000 camera. The 35mm digital lens is equivalent to a 50mm non-digital lens. These photographs were then 'stitched' together using HP Photosmart Stitch software. The resulting image generally conforms to the fields of view of the human eye; i.e. 124 degrees horizontally and 55 degrees vertically.
- 8.5 I checked the accuracy of the cone of vision relative to the panoramic photograph using an aerial photograph of Queenstown. I drew a line from the viewpoint to the middle of the site and then a line at an angle of 62 degrees (the 124 degree horizontal field of view of the human eye divided by 2) was drawn to each side of the central line. I checked the points at which these two 62 degree (from centre) angled lines met the landscape depicted in the aerial photograph against the actual horizontal extent of the corresponding view of the same landscape captured in the panoramic photographic image. The horizontal extents of the aerial photo view and the actual photo view were found to generally correspond with one another.
- 8.6 Because some of the panoramic images resulting from the identified viewpoints were quite similar or because the site was not sufficiently visible from some of the selected viewpoints, only photos from Viewpoints 1, 2, 3, 6, 7 and 8, together with the photographs from taken by fearonhay from George Road, the Queenstown Cemetery, Earnslaw Park and Lomond Crescent were selected for use in the production of the photomontages (see Queenstown Lakeview Development Photomontages 1, 2, 3, 6, 7, 8, and 9 and fearonhay's additional Photomontages 1, 2, 3 and 4 (Figures 29-39)). fearonhay's additional photomontages include a red dotted line which depicts the 8m maximum building height limit that applies in the High Density Residential Zone to help illustrate the extent of the additional height provided by the Plan Change.
- 8.7 The modelling of the building height in the photomontages reflects the three dimensional spatial effects of the public spaces (streets, square, lanes, green spaces and view shafts) illuminated in the UDF and prescribed in the Structure Plan.

- 8.8 The modelling of the heights of the buildings in the photomontages is based upon the maximum permitted height, including the 2m roof bonus, which is reflected in the gently sloping roofs.

### **Assessment of photomontages**

- 8.9 When viewing photomontages 1, 2, 3, 6, 7 and 8 it is very important to remember that the photomontages depict only the indicative maximum potential building height enabled by the plan change. The building envelopes depicted in the photomontages have been based upon various hypothetical building footprints, in an attempt to simulate the maximum likely bulk and scale of any one particular building. The photomontages do not represent architecturally designed buildings and are totally devoid of the articulation, modulation, materials, colours and details that any likely future buildings would invariably exhibit. They do not attempt to depict an actual built outcome for the plan change; the photomontages are simply a tool for assessing the appropriateness of the proposed building height limits. They do not demonstrate actual buildings; instead they depict the maximum building mass/bulk enabled by the proposed plan change within any one maximum height zone, which has then been chopped up into smaller pieces more closely resembling possible building plan footprints. This is illustrated by comparing Figures 32 and 33. Figure 32 is typical of most other photomontages in depicting 'building blocks' only whereas Figure 33 illustrates just one 'indicative' example of a more architecturally realistic development outcome. Two of the four additional photomontages produced by fearonhay illustrate 'indicative only' buildings (see Figures 38 and 40).
- 8.10 I consider that the individual photomontages demonstrate that the potential building bulk enabled by a combination of the Structure Plan and the Height Limit Plan will result in a collective building mass that is appropriately subservient in scale to the Ben Lomond Scenic Reserve ONL. The same documents will provide for an attractively varied and undulating roofline silhouette against the backdrop of the Ben Lomond Reserve.
- 8.11 The curving and undulating line collectively formed by the tops of the building blocks depicted in the photomontages creates a visually attractive built landscape in the foreground of the much more dominant natural landscape occupied by the Ben Lomond mountain behind (see Figures 30, 31, 32, 34 and 35).
- 8.12 Additional photomontages 1-4 illustrate the existing 8m maximum building height plane relative to the various maximum permitted height limits enabled by the proposed Plan Change (see Figures 37, 38, 39 and 40).
- 8.13 Additional photomontages 2 and 4 illustrate an 'indicative only' series of architecturally stylized building masses, all to the various maximum permitted height limits enabled by the proposed Plan Change (see Figures 38 and 40).
- 8.14 In my opinion, the photomontages demonstrate that the overall urban design outcome in the Lakeview and Isle Street sub-zones resulting from the combined effects of the Structure Plan, the Height Limit Plan and the District Plan Rules will be of a development grain, scale, height and character both appropriate to and complementary to the Lakeview and Isle Street sub-zone sites and their local and greater Queenstown contexts.

## **9 Key Findings**

- 9.1 The key findings from my technical input into the Plan Change are as follows:



- (a) fearonhay's analysis of the Lakeview site prior to their formulation of the UDF has been both thorough and sound;
- (b) The UDF for the Lakeview sub-zone identifies the key urban design ingredients necessary to achieve a high quality and integrated extension of the existing Queenstown Town Centre;
- (c) The Structure Plan strikes an appropriate balance between prescribing the key urban design ingredients necessary to ensure a high quality and well-integrated extension of the Town Centre that will provide a high level of public amenity, while at the same time enabling a high degree of development flexibility;
- (d) The Height Limit Plan for the Lakeview sub-zone together with the height limits pertaining to the Isle Street sub-zone will ensure that the height, bulk and scale of future development within the Lakeview and Isle Street Town Centre sub-zones will be attractively varied, appropriately subservient to that of the Ben Lomond Scenic Reserve ONL, and respectful of and responsive to the scale and character of the existing Town Centre and its environs. This is confirmed by the photomontages;
- (e) The assessment criteria in the District Plan will ensure that the urban design quality of the two dimensional pattern of the Lakeview site network of streets, squares, lanes, green spaces, view shafts, indicative service lanes, and activated street edges and corners will be 'elevated' into a high quality of three dimensional urban spatial form by the adjoining buildings; and
- (f) Overall, I considered that the various urban design components of proposed Plan Change 50, particularly as they applied to the Lakeview sub-zone, will result in an extension to the Queenstown Town Centre which is well integrated, of high public amenity, and appropriate to the extraordinary character and identity of its unique local and wider Queenstown natural and constructed contexts.

## **10 Submissions and Further Submissions**

- 10.1 Rather than discuss each submission and further submission in turn, I will respond to the key urban design issues commonly identified in the submissions.
- 10.2 Submissions typically tend to focus on either the Lakeview sub-zone or the Isle Street sub-zone and for that reason I will discuss submissions in respect of each of these two sub-zones separately.
- 10.3 It is of interest that the majority of the submitters expressed concerns related to the Isle Street sub-zone rather than to the Lakeview sub-zone.

### **The Lakeview sub-zone**

- 10.4 The key urban design issues raised by submitters include:
  - (a) Building height generally;
  - (b) Locational distribution across the site of enabled building height;
  - (c) Relationship to Queenstown cemetery;

- (d) Re-alignment of Cemetery Road in association with a land swap;
- (e) Increase in maximum permitted building height on site at 34 Brecon Street, from 12m to 19m (for a controlled activity) or 24m (for a non-notified restricted discretionary activity) or 22.5m (for a non-notified restricted discretionary activity) provide the 2m roof bonus could be used for accommodation and a maximum additional height of 3m for roof plant with an area of less than 40m<sup>2</sup> located greater than 10m from any road boundary. Any building height of greater than 19m should have a maximum site coverage of 70%;
- (f) Increase in maximum permitted building height on the 'Hot Pools site/zone' from
- (g) 4.5m to 8m;
- (h) Replace minimum ground floor 4.5m 'floor-to-floor' height with 3.5m 'floor-to-ceiling' height;
- (i) Site coverage;
- (j) Viewshafts;
- (k) Active frontages; and
- (l) Assessment of all proposed developments by the Queensland Lakes District Council Urban Design Panel (QLDCUDP);

10.5 I will now discuss each of these issues in turn.

### **Building height generally**

#### ***Submitters' concerns***

- 10.6 Relatively few submitters are concerned about the range of maximum permitted building heights proposed for the Lakeview sub-zone.
- 10.7 Two submitters consider that PC 50's 'high rise' approach will result in environmental and visual damage by turning the town into a 'Surfers' Paradise' and losing the unique alpine resort town if high rise buildings are allowed right up to the District's mountains. Another submitter considers that the proposed building height limits (in both sub-zones) could detract from the visual amenity and landscape qualities of Queenstown and its surrounds.
- 10.8 Two submitters consider that the proposed maximum permitted building height of 4.5m on the Thompson Street reserve site (**the Hot Pool site**) is too low. One submitter requests that it be raised to 8m and the other that it be raised to 10m plus a 2m roof bonus.

#### ***My response***

- 10.9 I do not agree that PC 50 will result in 'high rise' buildings that will undermine the visual attractiveness, quality and/or amenity of the site or its broader Queenstown setting, including in particular the Ben Lomond Scenic Reserve and the Outstanding Natural Landscape of the Wakatipu Basin (**ONL(WB)**).
- 10.10 The Height Limit Plan illustrates the specific areas of the Lakeview sub-zone to which various maximum building heights apply (see Figure 19). These heights range from

4.5m (at the yellow end of the spectrum), via incremental steps of 12m (3 storeys), 15.5m (4 storeys), 19m (5 storeys), 22.5m (6 storeys), to a maximum height of 26m (7 storeys) (at the red end of the spectrum), excluding the possible 2m roof bonus for attractive roof design. In my experience, it is generally accepted internationally that buildings of 6-7 storeys in height are 'medium rise', and *not* 'high rise'.

- 10.11 The vast majority of the sub-zone is subject to a maximum building height limit of 12m (3 storeys), which is little more than the height of a typical residential town house. Buildings of this height would, in my opinion, be considered 'low rise'.
- 10.12 If it were to be built to its maximum, the Height Limit Plan will result in a series of buildings whose heights gradually step up from 15.5m at the north-eastern end of the sizeable triangular-shaped 'town square' to 26m *on a very small building footprint area* at the south-western edge of the square. These tallest buildings are set against the base of the dramatically steep Ben Lomond mountain, where in my opinion, their height will pale into insignificance when viewed against the height of Ben Lomond. In my opinion, this is illustrated in the various photomontages of the potential building mass/bulk enabled by PC 50, set into the Lakeview and Isle Street sub-zone settings (see Figures 29, 30, 31, 32, 33, 34, 35, 37, 39 and 40).
- 10.13 The very small footprint of the area on which an up to 26m high building is enabled is also set against the relatively elevated Lynch Block (which is subject to a 12m maximum height limit) to its immediate south-west.
- 10.14 The proposed maximum building height limits are generally consistent with the conclusions reached in the 'Queenstown Height Study: Landscape and Urban Design Assessment'<sup>10</sup>.
- 10.15 Further, the proposed maximum building height controls are generally supported by Dr Marion Read's 'Landscape and Visual Effects Report'<sup>11</sup>.
- 10.16 For all of these reasons, I consider that the proposed maximum building height limits are appropriate to their local and wider Queenstown contexts.

### **Spatial distribution of enabled building heights**

#### **Submitters' concerns**

- 10.17 One submitter is of the view that, among other things, there are no sound urban design grounds for promoting building heights of up to 26m within that part of the Lakeview sub-zone that relates most poorly to the existing town centre "core", while suppressing the potential of that zone that is closest to the existing "core" to accommodate buildings to a similar or even greater height.
- 10.18 The same submitter requests that the Height Limit Plan be modified to allow, on the 34 Brecon Street site, maximum building heights to be increased from three habitable storeys (12m) to seven habitable storeys (24m) as a non-notified restricted discretionary activity.

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<sup>10</sup> Prepared by Lakes Environmental Limited and Queenstown Lakes District Council, November, 2009.  
<sup>11</sup> Plan Change 50 – Queenstown Town Centre Zone: Landscape and Visual Effects Report, 8 October, 2014

***My response***

- 10.19 While this may, at first, seem a reasonable position, in my opinion such a view is predicated on only one very limited, 'locational', effect of enabled building height. It ignores other effects such as:
- (a) The relationship to the adjoining and more elevated Lynch Block landform;
  - (b) Proximity to the toe of the Ben Lomond mountain;
  - (c) The very small size of the area footprint zoned to enable buildings up to 26m in height;
  - (d) The shading that would result from building/s of this height;
  - (e) The advantages of a having a 26m high building to spatially contain and define the large, triangular-shaped public space referred to as 'Market Square';
  - (f) The potential 'landmark' effect of such a building to visually denote, from further afield, the location of the Market Square and its associated activities;
  - (g) The potential for a building of this height to be used as a hotel, given its location so close to the contemplated Conference Centre; and
  - (h) The potential for a building of this size, height and visual significance to draw people from the Town Centre to the western end of the Lakeview sub-zone and thereby create pedestrian foot traffic to activate the Isle Street sub-zone along the way.
- 10.20 I disagree that the maximum building height on the site at 34 Brecon Street should be increased from three to seven habitable storeys. In my opinion, this would have adverse shading and visual effects on the adjoining historic Queenstown Cemetery, which is an important public space.
- 10.21 I disagree that the 12m maximum building height for the site at 34 Brecon Street is anomalous in light of the building heights promoted by Council as acceptable on its own less-well located land. The Height Limit Plan demonstrates that the majority of the land within the Lakeview sub-zone is subject to a maximum building height of 12m, which is the same as the limit that applies to 34 Brecon Street. The 12m maximum building height limit proposed in PC 50 is 50% higher than the existing height limit of 8m applicable under the provisions of the High Density Residential zone (with a commercial overlay).
- 10.22 I note that Dr Read cautions in her report<sup>12</sup> that "In the case of the Cemetery, it has been proposed that a more restrictive height limit (8m rather than the proposed 12m) adjacent to the site might be required to avoid these (adverse) effects."
- 10.23 I also note that the Queenstown Height Study observes that the area (around the corner of Man and Brecon Streets "has less potential to absorb significant building height increases than the adjacent Lakeview Park area, as it is separated from the steeply sloping land of Ben Lomond by the cemetery open space." Buildings over three or four storeys could have significant adverse effects on landscape and heritage values, by:

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<sup>12</sup> Plan Change 50 – Queenstown Town Centre Zone: Landscape and Visual Effects Report, 8 October 2014, paragraph 6.5.

- (a) Dominating and shadowing the cemetery and potentially blocking views from this important public space to the Remarkables, Cecil Peak, Queenstown Hill and the town;
- (b) Visually dominating views for Queenstown Recreation grounds, Queenstown Primary School playing fields and parts of the town centre;
- (c) Potentially obscuring vistas up Brecon Street and Camp Street to the gondola and Ben Lomond.

10.24 I have considered Dr Read's suggestion and do not agree that a maximum building height limit of 8m should apply within the area marked 'Area A of adjacent site' on the diagram in her Landscape and Visual Assessment Report. In my opinion, the topography of the Cemetery site is such that it would generally enable a person in the Cemetery to see the additional 4m of building over, above and set back from the 8m high building face nearest the cemetery (see Figure 38). In my opinion, a very similar outcome would result from the application of a recession plane of 45 degrees inclined inwards, over the site at 34 Brecon Street, from a height of 8m above the common boundary with the Cemetery (see Figure 38).

10.25 In my opinion, Figure 38 also demonstrates that 12m high buildings (plus the roof bonus) will not dominate the Cemetery, for the following reasons:

- (a) Even with the 2m roof bonus included, the buildings barely break the natural skyline silhouette provided by Double Cone, the Remarkables and Cecil Peak;
- (b) All buildings will require resource consent as controlled activities with Council able to impose conditions that manage the design and appearance of buildings, including the type and colouring of the cladding materials;
- (c) I further support the recommendation from the section 42A report which includes a new matter for control for buildings whereby the relationship to the setting of the adjoining Queenstown Cemetery from 34 Brecon Street and from the Lakeview Camping Ground can be controlled via the resource consent process; and
- (d) The height of the buildings is not excessive given the large expanse of the Cemetery open space.

10.26 For all of the reasons outlined, I am of the opinion that the one small area where the Plan Change enables a building or buildings up to 26m in height is appropriately located at the western end of the Lakeview sub-zone. I am also of the view that the maximum permitted building height on the site at 34 Brecon Street should remain at 12m (plus the 2m roof bonus).

### **Re-alignment of Cemetery Road in association with a land swap**

#### ***Submitters' concerns***

10.27 The owner of 34 Brecon Street submits that a more logical and superior outcome would result if the current dog-leg followed by Cemetery Road from the intersection of Brecon and Isle Streets upwards to the Hay Street extension were able, through a land swap process, to follow a direct and straight route from the proposed Hay Street extension along the northern edge of the sub-zone and adjoining the Cemetery boundary.

**My response**

10.28 I fully endorse and support this submission.

**Queenstown cemetery****Submitters' concerns**

- 10.29 Heritage New Zealand submits that the proposed provisions incorporate reference to the importance of the setting and surroundings of the Queenstown Cemetery and include appropriate provisions for maintaining the quality of the cemetery's setting and relationship to its wider context. Such restrictions could include additional height restrictions/guidelines.
- 10.30 The submission also notes that the Queenstown Height Study included in the application states that "Opportunity for increased height is also recognized in the Brecon Street area, but the potential *increase is limited by Queenstown cemetery and the prominence of the area in important views shafts and vistas... Crucial to this study are the heritage values of the cemetery, which include the gravestones and monuments and the stories they have to tell people about the history of the town, but also the physical setting high on the lake beach terrace with views out to the mountains and the town.*"

**My response**

- 10.31 I agree with this submission in respect of the comments about the Queenstown Cemetery. However, I also consider that the photomontage from the Cemetery illustrates the appropriateness of the proposed 12m maximum building height limit on the neighbouring Lakeview sub-zone land at 34 Brecon Street (see Figure 38). I do however support the recommended amendment to Controlled Activity Rule 10.6.3.1(vi), which requires consideration of the relationship between the Queenstown Cemetery for new buildings at 34 Brecon Street and the Lakeview Camping Ground.

**Submitter's concerns**

- 10.32 Increase in maximum permitted building height on the 'Hot Pools site' from 4.5m to 8m;

**My response**

- 10.33 During the formulation of both the Structure Plan and the Height Limit Plan for the Lakeview sub-zone, the 4.5m maximum building height limit was proposed on the basis that:
- (a) The height of the one storey (ground floor only) building would match that of the 4.5m minimum floor-to-floor height on the ground floors of all other buildings in the sub-zone. The additional 2m high roof bonus would accommodate roof structure and an attractively designed roof form which would still permit views out to the lake and mountains beyond from within the Square and from those buildings forming the north-western edge of the Square.
  - (b) Relative to the prominence of the Hot Pools site, the (potential) Convention Centre site could be in a secondary location, provided that it retained a prominent gateway presence when approached from the north-east;

- (c) The height limit at the Hot Pools site would not compromise the visual prominence and architectural qualities of the north-eastern and north-western edges of the Convention Centre (site) which was conceptualised as an important landmark within both the Lakeview sub-zone and the greater Queenstown Town Centre.
- (d) There would be an appropriate reduction in height from the steep face of Ben Lomond, down through the 26m, 22.5m, 19m and 15.5m buildings on the north-western side of the square, across the Square, to 12m dropping to 4.5m, before spatially opening out through the gap in the eastern corner of the square to create a built form and spatial focus towards the Town Centre 'proper' and the associated shore at the upper reach of the Queenstown Basin.

10.34 For all of the reasons outlined in paragraph 10.31, I consider that raising the maximum permitted building height limit from 4.5m to 8m, plus the 2m roof bonus, on the Hot Pools site would compromise the rationale for the height limits proposed in the Lakeview sub-zone. In my opinion, it would also compromise the visual prominence and functional significance of a building on the Convention Centre site in relation to the Square generally and, in particular, in relation to the main entrance into the Square from Man Street and the James Clouston Memorial Park. An 8m high building would enhance the tapering effect at the narrow, south-western end of the triangular shaped Square.

10.35 I am, therefore, opposed to the height limit on the Hot Pools site being increased from 4.5m to 8.0m.

**Replace minimum ground floor 4.5m 'floor-to-floor' height with 3.5m 'floor-to-ceiling' height**

***Submitters' concerns***

10.36 One submitter requests that, in order to remove the uncertainty that exists around inter-floor and service height in a floor-to-floor requirement, the means by which the minimum ground floor height is measured is changed from '4.5m floor-to-floor' to '3.5m floor-to-ceiling'.

***My response***

10.37 This issue was debated at length when PC 50 was being drafted. The 'floor-to-floor' approach was chosen for the following reasons:

- (a) Architects' cross sectional drawings typically record the Relative Levels (**RLs**) of the top surface of each floor level and it was considered that recognising this drawing convention/tradition would make it easier for processing planners to check that a proposal complies with the relevant rule;
- (b) Ground floor retail/commercial spaces are increasingly being built without ceilings to maximize the vertical height of the space, to save the cost of ceilings, and to expose the building services for ease of access, so it would not always be possible to measure or confirm a ground floor 'floor-to-ceiling' height;
- (c) If a ceiling were to be attached to the underside of a floor slab, with services such as air-conditioning ducts and lighting below that, it could result in a

building with a ground floor interior space that felt too low and spatially oppressive.

- 10.38 For these reasons I do not support the adoption of a 'floor-to-ceiling' measurement for controlling ground floor height and consider the proposed 'floor-to-floor' height should be retained.
- 10.39 It should be noted that, while it might initially appear that the dispute is over whether ground floor internal heights should be 4.5m (as proposed by PC 50) or 3.5m (as proposed by submitters), it is important to distinguish between the 4.5m dimension being a floor-to-floor measurement and the 3.5m dimension being a floor-to-ceiling measurement. The floor-to-floor measurement includes the building structure and the ceiling space below the floor, all of which typically occupy a depth of approximately 0.5m. This has the effect of delivering a minimum 4.0m floor-to-ceiling dimension, compared with the minimum 3.5m floor-to-ceiling dimension sought by submitters. So, the difference in outcome is not 1.0m but only 0.5m. In my opinion an additional 500mm in the floor-to-ceiling dimension of a ground floor space will provide a high quality and dignified street-edging space and prove highly sustainable by being both flexible and adaptable throughout the expected life of the building.

### **Site coverage**

#### ***Submitters' concerns***

- 10.40 One submitter considers that the (minimum) site coverage for this sub-zone should be increased from the proposed 80% to 95%.

#### ***My response***

- 10.41 I do not support this submission. While I think that the submitter may have meant the maximum (rather than the minimum) site coverage should be 95%, I consider a maximum site coverage of this order to be excessive. I consider the proposed maximum 80% coverage proposed to apply within the Lakeview sub-zone is sufficient to enable the efficient and sustainable use of this scarce and valuable Queenstown land resource.

### **Viewshafts**

#### ***Submitters' concerns***

- 10.42 One submitter is concerned that the secondary viewshaft adjacent to the eastern boundary of their land will become a service lane, used as a back-of-house area for the Convention Centre for the location of skips, bins, deliveries and other low amenity activities (see Figure 18).
- 10.43 Another submitter considers that the viewshafts shown on the Structure Plan should be cross-referenced and/or supported by policy/policies and associated rule/s. The same submitter considers that the width of the western-most proposed viewshaft should be increased from 8m to 20m. Further, the submitter considers that the viewshaft along the western boundary of the 'lease area' for the possible Hot Pool development should not have a potential variance of 5m as enable by proposed rule 10.6.5.1 (xiii), where it refers to the features of the Structure Plan.



***My response***

- 10.44 With regard to the potential for the secondary viewshaft to become a service lane, I understand the concern and note that existing Rule (Site Standard) 10.6.5.1(v) Storage requires all storage areas to be screened from view from all public places, adjoining sites and adjoining zones. I further note that all of the view shafts are located on Roads or Lanes, as depicted on the Structure Plan. New rules are not required to manage roads.

**Active frontages*****Submitters' concerns***

- 10.45 One submitter considers that the active frontage rule would not be appropriate, achievable or desirable within the 'lease area' related to the possible Hot Pools development near the western end of the sub-zone.

***My response***

- 10.46 I disagree with this submission. In my opinion, it is important that all frontages to the proposed triangular shaped square, often referred to as 'Market Square', assist in activating the square. It would be most unfortunate if any development on the possible future Hot Pools site did not positively face onto, address, and activate the edge of the square. In my opinion, there must be the strongest possible visual and functional interaction between the Hot Pools site and the square, if the square is to maximize its potential to become a publicly attractive, engaging, vital place for events to take place and for people to linger. Without the active frontage rule applying along this boundary there is a very real danger that future development could turn its back of the square.

**Assessment of all proposed developments by the Queenstown Lakes District Council Urban Design Panel (QLDCUDP)*****Submitters' concerns***

- 10.47 The New Zealand Institute of Architects Southern Branch (**NZIA-SB**) makes a number of submissions, including one which express concern that, while the Convention Centre has a very detailed suite of assessment criteria, the surrounding up-zoned areas have very few, and that these significant changes in height and density could have poor outcomes if assessment matters relating to Objective 3 are not included in other parts of the Plan Change. The NZIA-SB believes that an easier way through these many assessment matters is to condense them and replace most of them with one assessment matter. The Branch suggests that the QLDC Urban design panel would be a suitable mechanism for such an assessment. The submission suggests that many of the assessment matters relating to design, appearance, urban coherence, appearance, etc; in all areas of the Plan Change could be replaced with simply "*A positive review by the QLDC Urban design Panel.*"

***My response***

- 10.48 Having been a member of the inaugural Auckland City Council Urban Design Panel, I would support the QLDC Urban Design Panel aspects of this submission in principle. However, from an applicants' perspective I am conscious that there could be concerns over the consistency of membership and the quality of the membership of the Panel and I am not sure as to what statutory weight an 'independent' Urban Design Panel's review comments would carry, even if the Panel's comments were

linked to the District Plan in the form of an assessment criterion. I would also strongly suggest that at least one member of the Panel should be suitably qualified and experienced in both urban design and architecture.

***The Isle Street sub-zone***

10.49 The key urban design issues raised by submitters include:

- (a) Building height;
- (b) Recession planes;
- (c) Boundary set-backs;
- (d) Built form outcomes;
- (e) Site coverage;
- (f) 2m roof bonus;
- (g) Shading effects;
- (h) Loss of views;
- (i) Ground level for determining allowable height;
- (j) Car parking;
- (k) Noise;
- (l) Site combination;
- (m) Verandahs;
- (n) Through-block pedestrian links and service lanes;
- (o) Assessment of all proposed developments by the Queensland Lakes District Council Urban Design Panel; and
- (p) Level of urban design analysis carried out in the Isle Street sub-zone compared with the Lakeview sub-zone.

10.50 Before discussing each of these issues in turn, I would like to record that the Isle Street sub-zone proved to be a much more challenging component of PC 50 than did the Lakeview sub-zone. This was mainly because of the larger number of permanent residences on land in multiple ownerships and the low-density, typically suburban character of the two Isle Street blocks which PC 50 seeks to transform into an integral part of the much more urban Town Centre, and create a relatively continuous urban character linkage to the Lakeview sub-zone.

10.51 A key philosophical question became 'How urban should the Isle Street sub-zone become?' The answer was generally deemed to be along the lines of 'More urban than the two Isle Street blocks currently are, but not quite as fully urban as the existing Town Centre.'

10.52 A further challenging factor was the realization that change brought about by PC 50 will inevitably impact on the amenity of those existing properties whose residents

choose not to take advantage of the intensification opportunities provided by the provisions of PC 50. This conundrum is characteristic of nearly all Plan Changes where, particularly in the early life of the Plan Change, there will almost inevitably be some disjunction between the character of what existed as a result of a previous set of development controls and new developments which have taken advantage of the controls introduced by the Plan Change.

- 10.53 In the case of the Isle Street sub-zone, every effort has been made to, on the one hand, strike a reasonable balance between minimizing any adverse effects that PC 50-complying development may have on the residential amenity of existing properties and, on the other, taking advantage of the opportunity to enable development more appropriately urban in character to fulfill the objective of the sub-zone forming an extension of the Town Centre Zone and a visually and functionally important sub-zone link between the Town Centre and the proposed Lakeview sub-zone. In this context, I am of the view that there may have to be some 'short-term pain' in order to achieve the desired 'long term gain'.

### **Building height**

#### ***Submitters' concerns***

- 10.54 Some submitters support the proposed 12m maximum permitted building height while others request that it be reduced to 10m above ground level.
- 10.55 One submitter sought the retention of the existing height limit for High Density Residential Zone (**HDRZ**)<sup>13</sup> in the Isle Street sub-zone or, alternatively, a 5m height restriction on the Man Street rear boundaries with a horizontal plane towards Man Street to a maximum of 12m.
- 10.56 Other submitters oppose the 15.5m height limit for sites greater than 2,000m<sup>2</sup> in area and with frontages to both Isle and Man Streets.

#### ***My response***

- 10.57 I support the proposed 12m maximum permitted building height limit, measured from the existing ground level.
- 10.58 This is consistent with the 12m height limit proposed to apply to the majority of the land to which PC 50 applies. If the maximum building height were to be reduced to 10m plus the 2m roof bonus it could reduce the number of storeys able to be built from three to two if the ground floor were to have a 4.5m floor-to-floor dimension to better accommodate retail/commercial activities on the ground floor. In my opinion, this would be counter to the urban intensification and built form/streetscape character objectives of PC 50.
- 10.59 However, I agree with submitters opposed to the 15.5m height limit for sites with an area greater than 2,000m<sup>2</sup> and with frontages to both Isle and Man Streets. This would enable the construction of buildings higher than the maximum permitted in the Lakeview sub-zone land to the north-west of the Isle Street sub-zone, which would be counter to the urban design and landform/built form objectives of having the taller buildings tucked as closely as possible into the toe of Ben Lomond and then stepping down in height as they move away from that location.

<sup>13</sup>

On flat sites where the slope is less than 6 degrees i.e. less than 1 in 9.5, the maximum permitted building height in the HDRZ is 8m. On sloping sites where the slope is greater than 6 degrees i.e. greater than 1 in 9.5 where any elevation indicates a ground slope of greater than 6 degrees, no part of any building shall protrude through a surface drawn parallel to and 7.0m vertically above the ground.

## Recession planes

### *Submitters' concerns*

- 10.60 PC50 proposes that for all internal boundaries within the Isle Street sub-zone no part of any building shall protrude through a recession line inclined towards the site at an angle of 45° commencing from a line 5 metres above ground level of the site boundary for the Southern, Eastern and Western (and including North-western, South-western and South-east) boundaries of the site. There are no recession plane requirements for the northern/north-east property boundaries.
- 10.61 Some submitters request that all internal boundary recession planes be removed, so that the Isle Street sub-zone recession plane controls match those applying to the Town Centre and Lakeview sub-zone.
- 10.62 Other submitters consider that the recession planes should be either deleted and an alternative design solution/control proposed or the angle/height of the recession planes relaxed.

### *My response*

- 10.63 I generally agree with the sentiment of these submissions, for a number of reasons.
- 10.64 The key objective of recession planes is to admit natural daylight (as opposed to sunlight) into adjoining properties. Because these recession planes are generally associated with narrow side yards, they tend to have little effect on outlook and/or views.
- 10.65 Recession planes are generally, although not exclusively, associated with suburban residential areas or areas where zones with different development controls interface (e.g. commercial and residential). Neither of these conditions applies to internal boundaries within the Isle Street sub-zone.
- 10.66 In conjunction with side yards, recession planes conspire to visually separate buildings from one another in a typically suburban manner, where buildings are visually and spatially detached from their neighbours. This is the very antithesis of town centres where their urban character derives from, among other things, the *connectedness* of buildings, where there are no side yards and rarely any recession planes except, in some instances, those that apply to the street boundary rather than to the side boundaries.
- 10.67 Where buildings are built to the maximum bulk enabled by a combination of maximum height planes and height-in-relation-to-boundary recession planes, their built forms frequently become manifestations of the applicable development controls rather than the product of sound architectural design principles.
- 10.68 Having closely examined the existing development on the two Isle Street blocks, I have observed that because of the orientation of these blocks, nearly all of the properties have a north-eastern boundary, to which no PC 50 recession planes apply. This means that it would be possible to build up to the maximum permitted height of 12m, a distance of 1.5m from the north-eastern side boundary. On the other side boundary, and provided a 1.5m wide side yard was provided, no part of any building is permitted to protrude through a recession line inclined towards the site at an angle of 45 degrees commencing from a line 5m above the ground level of the site boundary. Viewed from the street, these two different side boundary requirements

could result in an odd-looking, lop-sided building form, which appears to be leaning towards the north-eastern boundary.

- 10.69 Although it has been suggested that such an asymmetrical outcome could be avoided by applying the assessment criteria at 10.6.3.2 for Controlled Activities and Conditions at 10.10.2.iii, it is, in my opinion, somewhat perverse to have a rule where the potential built results of compliance with that rule may have to be 'remedied' or 'mitigated' by the application of one or more assessment criteria.
- 10.70 In my opinion, the objective of extending the Queenstown Town Centre zone across the Isle Street sub-zone, to connect it with the Lakeview sub-zone, requires a built form and streetscape character outcome which is unquestionably urban in character and, in my opinion, the currently proposed recession plane controls will not promote or achieve such an outcome.
- 10.71 In my opinion, the proposed recession plane controls should be replaced with the following controls (see Figure 41):
- (a) On all side boundaries of a site adjoining an existing residential building constructed before PC 50 was notified:
    - (i) For the first 8m in height (approximately two storeys): No set back controls; and
    - (ii) From 8m in height to 12m in height: a minimum 3.2m set back from the side boundaries (with the exception of the north and north-eastern boundaries) is required for all buildings (see Figures 41 and 42); and
  - (b) Where any immediately neighbouring building has been constructed in accordance with the PC 50 set-back controls, the set-back controls do not apply to the either of the two side boundaries; and
  - (c) Buildings shall be set-back a minimum of 6m from any rear boundary.
- 10.72 These rules should help to avoid any elevations and/or built forms with odd-looking 45 degree slopes.
- 10.73 The rules would enable and encourage attractively proportioned and composed street elevations (based upon approximating the harmonious proportions of a square) that would strike a reasonable balance between:
- (a) Achieving an urban as opposed to a sub-urban character in the Isle Street sub-zone;
  - (b) Allowing a reasonable degree of daylight into the north-eastern sides of those existing neighbouring properties which choose not to take advantage of the Plan Change controls;
  - (c) Not overly dominating existing adjoining properties by providing a step down in the height of new buildings as they approach existing neighbouring buildings;
  - (d) Creating elevation dimensions and compositions that are able to harmoniously incorporate a 3m wide garage or a 3m minimum wide vehicular access way to the rear yard; and

- (e) Enabling buildings to be built without any recession planes applying to the side yards where the site is to the north or north-east of a site developed in accordance with the PC 50 recession plane controls.
- 10.74 Where a pre-PC 50 building was subsequently demolished to enable its site to be redeveloped, the 3.2m wide setback above the 8m (2 storey) high component of any neighbouring building to the north or north-east of the site, that had been constructed in accordance with the PC 50 controls, would sit visually comfortably alongside the new building and introduce an attractive idiosyncratic variation in the building's silhouette against the sky and in the collective roofline of the streetscape.
- 10.75 In the case of a new building constructed to the north or north-east of an existing pre-PC 50 residential building, this suite of controls would result in the following maximum diagrammatic building street elevation characteristics, based upon a typical existing site width of 16m-17m (see Figure 41).
- 10.76 This suite of controls will deliver a harmonious 'primary form' (approximating the proportions of a square) and a 'secondary form', together with a series steps down from the highest point of the PC 50-enabled building and an adjoining pre-PC 50 building.
- 10.77 I have also explored the architectural design implications of this set of controls and found that practical floor plan layouts can be readily achieved, in either of the terraced house or apartment typologies. Terraced house floor plans that I have explored for a single, existing, 16m wide site enable the following residential accommodation and streetscape characteristics:
- (a) Generous living/dining/kitchen areas, three bedrooms and three bathrooms;
  - (b) No garage doors facing the street;
  - (c) Front doors facing the street;
  - (d) The Level 1 (ground floor) bedroom could be used as an office (providing passive surveillance of the street);
  - (e) Either a kitchen/dining area or a kitchen overlooking the street from Level 2 (providing passive surveillance of the street); and
  - (f) All garages have direct undercover access into their associated terraced houses.

### **Boundary set-backs**

#### ***Submitters' concerns***

- 10.78 PC 50 proposes a minimum (internal) side yard set-back of 1.5m, which is 0.5m less than the 2m side yard set-back required in the existing High Density Residential Zone (HDRZ). PC50 also proposes a maximum front yard set-back of 1.5m compared to the 4.5m minimum front yard set-back required in the existing HDRZ.
- 10.79 Some submitters request that the side yard set-backs be a minimum of 2m while others consider there should be no minimum side yard set-backs at all, as is the case in the Town Centre, the Transition Sub-zone and the Lakeview sub-zone.

- 10.80 One submitter considered that internal set-backs will disrupt the continuity of built form along of the road frontages.

***My response***

- 10.81 I agree with those submitters that favour the abolition of all side yards. In my opinion, side yards in an urban environment are more often than not a waste of space and relatively little use to anybody. They are more characteristic of suburban residential areas than mixed use urban areas.
- 10.82 In my opinion, it is preferable to combine two typically 1.5m wide side yards (at ground level only) to create a useful 3m wide vehicular access way to the rear of the site. On the upper levels I consider the side yards to be unnecessary. In my opinion, the retention of even 1.5m wide side yards would undermine the requisite spatial definition and containment of the street space and promote a suburban rather than an urban streetscape character.
- 10.83 For these reasons I fully support those submissions seeking the abolition of side yards.
- 10.84 However, I would recommend that all buildings shall be set-back a minimum of 6m from any rear boundary. This will ensure there will be a minimum 6m outlook between any ground level living area, a minimum 6m dimension to any outdoor living space and a minimum of 12m separating the rear walls of buildings on sites backing directly on to one another.
- 10.85 I have checked the implications of the 6m minimum rear yard set back against 70% site coverage rule proposed to apply to the Isle Street sub-zone, and found the two to be compatible. For example, if a typical Isle Street sub-zone site (of, say, 17m wide by 34.4m deep = 584.8m<sup>2</sup>) were to be developed with no front yard set-back, no side yards and only a 6m rear yard set-back, the site coverage would be 82.55%. If the same site were developed with a 1.5m maximum front yard set-back, the site coverage would be 78.19%. If, on the other hand, for example, a 10m minimum rear yard set-back were to be required, that would force a building to align with the entire lengths of the front and both side boundaries of its site in order to be able to achieve a coverage of 70.93%. In the interests of providing for a reasonable degree of flexibility in the shape of building floor plan footprints, their location within the site, and vehicular access to rear yards, I consider that the proposed maximum site coverage of 70% should be retained. The 6m rear yard set-back (in preference to a 10m set-back) will avoid a building having to be pushed to the very front of its site and to align with all but the rear 10m of both of its side boundaries.
- 10.86 I would also recommend that no front yard setbacks be permitted on Brecon Street. The reason for this is that Brecon Street, predominantly because of the large numbers of pedestrian using it to get to and from the gondola, has the potential to be developed into a much more urban, pedestrian-oriented street with ground level retail and/or commercial services abutting the footpath.

**Built form outcomes**

***Submitters' concerns***

- 10.87 One submitter considers that the proposed 12m maximum building height limit, in conjunction with the proposed site restrictions, will generate unusual built form outcomes. Dominated by the recession planes, the submitter considers that the resultant building forms will be low, squat, asymmetrical and truncated, not unlike

those seen in Tauranga and Mt Maunganui. The submitter is also of the view that resulting rooflines will be more the result of shading protections than of any character or quality in the built form.

- 10.88 Other submitters consider that the 45 degree recession plane control starting at 5m above the boundary has not been tested, is overly restrictive and could result in poor design outcomes, including unattractive building forms that are detrimental to the urban form and environment.
- 10.89 One of the submitters wishes to see the adoption of volumetric design controls instead of maximum height plane controls, on the basis that volumetric controls allow for flexibility in building mass and that they create a condition where buildings can be taller if they are thinner.

***My response***

- 10.90 For the reasons outlined in paragraphs 10.63 - 10.77 above, I generally agree with the sentiments expressed in the submissions described in paragraphs 10.87 and 10.88 above.
- 10.91 However, I do not support the submission seeking the application of volumetric design controls in the Isle Street sub-zone, on the grounds that the resulting built forms tend to be unpredictable in both bulk and location. Furthermore, I don't think that the height limits being contemplated in the Isle Street subzone are sufficient to ever achieve a tall, slim, elegant, tower form. Nor do I consider that would be appropriate.

**Site coverage**

***Submitters' concerns***

- 10.92 PC50 proposes an increase to in site coverage to 70%, which is 5% more than currently permitted in the existing HDRZ. Some submitters accept the proposed maximum site coverage while others consider it should be as low as 55% and as high as 80% (to match that of the Lakeview sub-zone).

***My response***

- 10.93 In my opinion, the proposed 70% site coverage is entirely appropriate for an urban outcome of the intensity and character sought by the Plan Change. It is also appropriate given the predominantly residential character of the existing properties within the sub-zone and the likely residential nature of any future development therein.

**2m roof bonus**

***Submitters' concerns***

- 10.94 Some submitters request that the 2m roof bonus be removed from the Isle Street sub-zone.
- 10.95 Another submitter considers that it is not clear whether the roof bonus provides an exemption from the recession plane requirement, or only from the overall 12m building height limit.



***My response***

- 10.96 The objective of the 2m roof bonus is to encourage attractively designed and interesting roof forms, across the entire PC 50 area. It is not intended to enable, and cannot be used to gain, additional habitable floor space.
- 10.97 In my opinion, the 2m roof bonus should not be removed from the Isle Street sub-zone.
- 10.98 However it should be made clear that the 2m roof bonus provides for a potential exemption from the 12m height plane only, and not from any set-back control.

**Shading effects*****Submitters' concerns***

- 10.99 Some submitters consider that the increase in the maximum permitted height limit from 7m (in the HDRZ) to 12m will result in a 'loss of sun' and cause shading in winter and summer.

***My response***

- 10.100 Shading is inextricably linked to building height and I agree that there will be some additional shading as a result of the proposed increased in the building height limit.
- 10.101 However, I note that because of the orientation of the two Isle Street blocks, those properties fronting onto Isle Street will have a highly desirable and sunny north-west orientation and will not therefore be all that affected by shading as a result of the proposed 12m height up-lift in that sub-zone.
- 10.102 The properties fronting on to Man Street will have a south-east orientation, with land on the opposite side of Man Street zoned 'Transition Zone' generally sloping down and away from their frontages. Their back yards will face north-west.
- 10.103 In my opinion, some additional shading of existing properties is an inevitable and necessary consequence of seeking to 'up-zone' the Isle Street sub-zone from its current low density, suburban, residential character to one which is more urban and makes better and more intensive use of a relatively rare and valuable land resource so close to the Town Centre.
- 10.104 As the sub-zone is gradually redeveloped over time, the effects of shading are likely to become progressively more equitable.

**Loss of views*****Submitters' concerns***

- 10.105 Some submitters expressed concerns that the increase in the permitted building height limit would result in the loss of some of the best views of Queenstown, although they did not specify the particular views they were referring to.

***My response***

- 10.106 For the purposes of this evidence I will assume that these submitters were concerned about private views. As I understand it, the Resource Management Act does not protect private views per se, although such views can be considered to form a component of residential amenity.

10.107 The sloping land within the two Isle Street blocks typically accommodates one or two storey high buildings, with some views through the gaps between (where these are not occupied by tall vegetation) and over the tops of buildings of a similar height but located on lower land. The increase in maximum permitted building height combined with the removal of the side yard requirements will admittedly, over time, close some of those gaps, although barely more so than many are already closed by tall vegetation growing in side yards. However, the opportunities afforded by the sloping land for three storey buildings on higher sites to enjoy views over the tops of buildings of similar height on lower land will be little different to the current situation that applies to one storey buildings.

10.108 As I have already mentioned, the nature of the residential amenity in the Isle Street sub-zone will change as a result of the proposed Plan Change, which seeks to transform two existing low density and highly suburban blocks into a vital, more urban, and mixed use extension of the Town Centre. In my opinion, this will result in a new, more urban quality and character of residential amenity that can be very positive, thereby mitigating the loss of views, if that were to occur.

### **Car parking**

#### ***Submitters' concerns***

10.109 Some submitters consider that car parking within the front yard should be permitted.

#### ***My response***

10.110 In my opinion, permitting car parking in the front yard would detract significantly from the quality of the streetscape. Front yard parking would result in buildings being set back from the street and the cars parked within that set-back would prevent the fronts of the buildings from positively engaging with and interacting with the public realm of the street. This would result in more of a suburban residential character than one suited to an extension of the Town Centre streetscape character and ambience. It would also compromise future opportunities to enable and encourage street front retail/commercial activity. In the existing Town Centre, cars generally park in the street or in the rear of properties, not in the front yards of retail/commercial properties, and this is the arrangement that I consider should apply to the Isle Street sub-zones.

10.111 I therefore fully support the proposal to limit the depth of front yards in the Isle Street sub-zone to a maximum of 1.5m and a rule that prevents car parking in front yards.

### **Level of analysis carried out in the Isle Street sub-zone compared with the Lakeview sub-zone**

#### ***Submitters' concerns***

10.112 Several submitters consider that, overall, further substantial assessment needs to occur in relation to the zoning provisions that apply to the Isle Street sub-zone.

#### ***My response***

10.113 In my opinion, these submissions were influential in Council's reconsideration of many of the proposed Isle Street sub-zone development controls. This process has led to a number of changes to the rules and development controls, which I consider will result in an improved urban design outcome for the sub-zone.

## **11 Conclusion**

- 11.1 Having considered all of the urban design related submissions I have come to the conclusion that the Lakeview sub-zone development controls should be accepted as originally notified. However, the controls proposed for the Isle Street sub-zone were highly contentious and I was asked by Council to consider submissions in respect of those controls and to make recommendations on how they might best be responded to. While not all submitters will be happy with the outcome, some significant changes to the notified version of the Plan Change have been proposed and I believe that the changes proposed will better achieve the objective of enabling the extension of the urban character and ambience of the Town Centre through the Isle Street sub-zone and into the Lakeview area.
- 11.2 From an urban design perspective, and for all of the reasons outlined in my peer review of the Urban Design Framework for the Lakeview sub-zone, and in this evidence, I support the proposed Plan Change 50, subject only to the development control changes recommended in this evidence.
- 11.3 I would be happy to answer any questions.

**DATED** the 10th day of November, 2014

Clinton Bird  
Director  
Clinton Bird Urban Design Limited

**BEFORE THE QUEENSTOWN LAKES DISTRICT COUNCIL**

**IN THE MATTER** of the Resource Management Act 1991

**AND**

**IN THE MATTER** Plan Change 50 (Queenstown Town Centre Zone Extension) to the Queenstown Lakes District Plan

**FIGURES TO ACCOMPANY THE URBAN DESIGN EVIDENCE  
OF CLINTON BIRD**







**Figure 2: The site (outlined in red) sandwiched between Ben Lomond Scenic Reserve and Lake Wakatipu, to the north-west of its Queenstown Town Centre and Queenstown Bay setting**





Figure 3: A Google earth aerial photograph of the site illustrating the area of Queenstown comprising the two sub-zones



# APPENDIX 8A - MAP 1 LANDSCAPE CATEGORISATION IN THE WAKATIPU BASIN

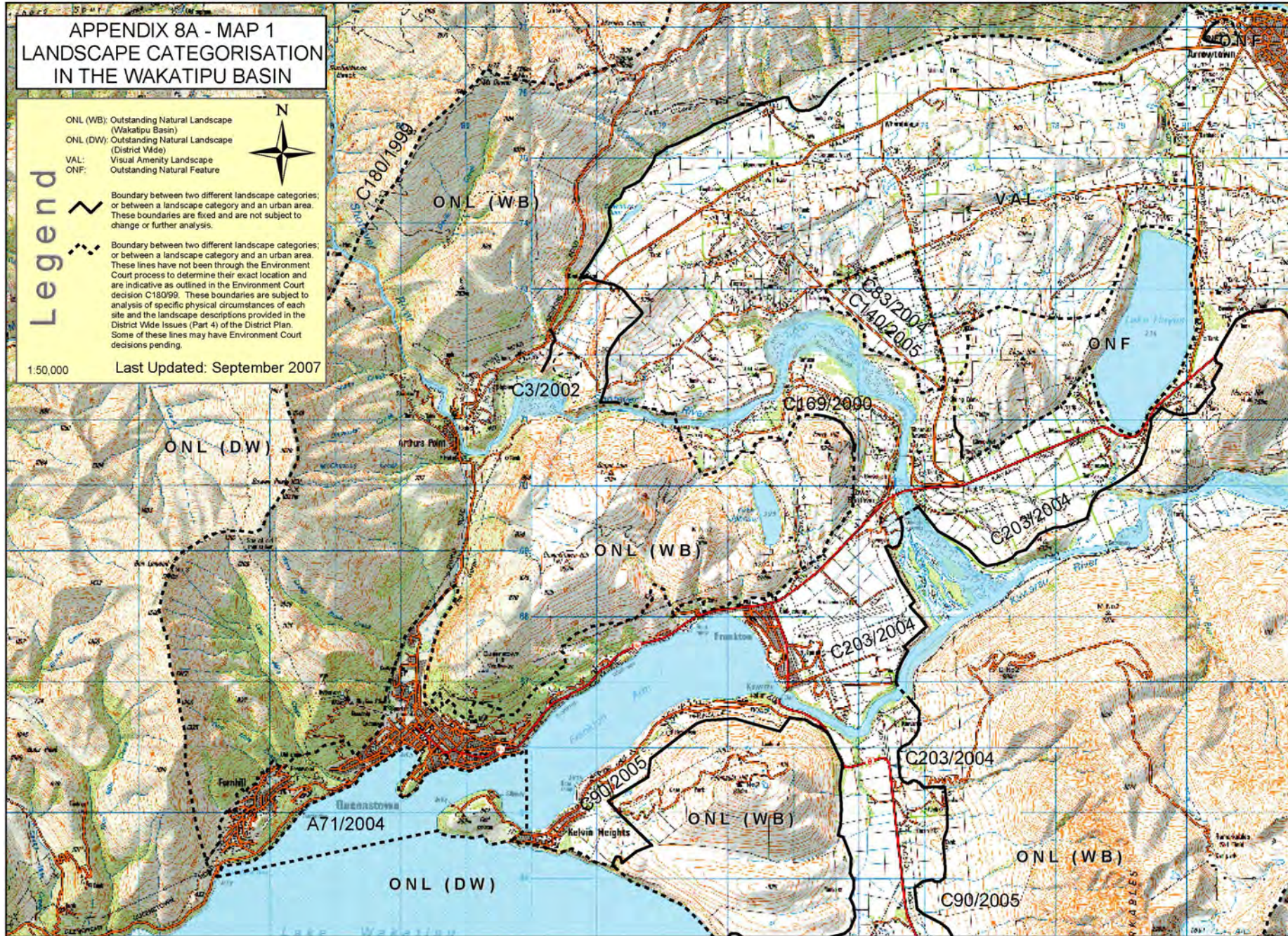
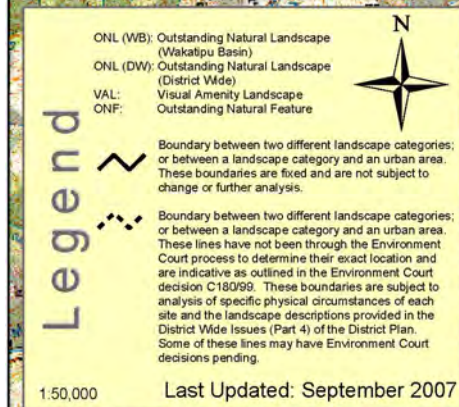


Figure 4: Appendix 8A – Map 1 Landscape Categorization in the Wakatipu Basin





**Figure 5: The front row of old, simple, but nonetheless quite charming single storey cabin/cribs fronting on to Thompson Street**





**Figure 6: The second (rear) row of old, simple, but nonetheless quite charming single storey cabin/cribs fronting on to Thompson Street (seen from the camping ground to their north-west)**





**Figure 7: Cabins/cribs at the rear of the Camping Ground site, tucked into the toe of Ben Lomond. To the left of the photograph are the cabins/cribs below the Lynch Block which is on higher ground just out of view to the left of the photograph**





**Figure 8: Cabins/cribs at the south-western end of the Camping Ground site, behind which is the higher ground of the Lynch Block**





**Figure 9: The pair of relatively recently constructed Camping Ground communal facilities buildings terminating the view along Isle Street from the north-east**





**Figure 10: The interior of the Lakeview sub-zone, currently occupied by 'powered' and 'un-powered' camping sites**





**Figure 11: The interior of the Lakeview sub-zone, currently occupied by 'powered' and 'un-powered' camping sites**





**Figure 12: A Google Earth view of two existing Isle Street properties**





**Figure 13: A Google Earth view of part of the Isle Street sub-zone from Man Street**





**Figure 14: A Google Earth view of part of the Isle Street sub-zone from Man Street**





**Figure 15: A Google Earth view of part of the Isle Street sub-zone from the corner of Hay and Man Streets**





**Figure 16: A Google Earth view of part of the Isle Street sub-zone from lower Isle Street, near its intersection with Camp Street**



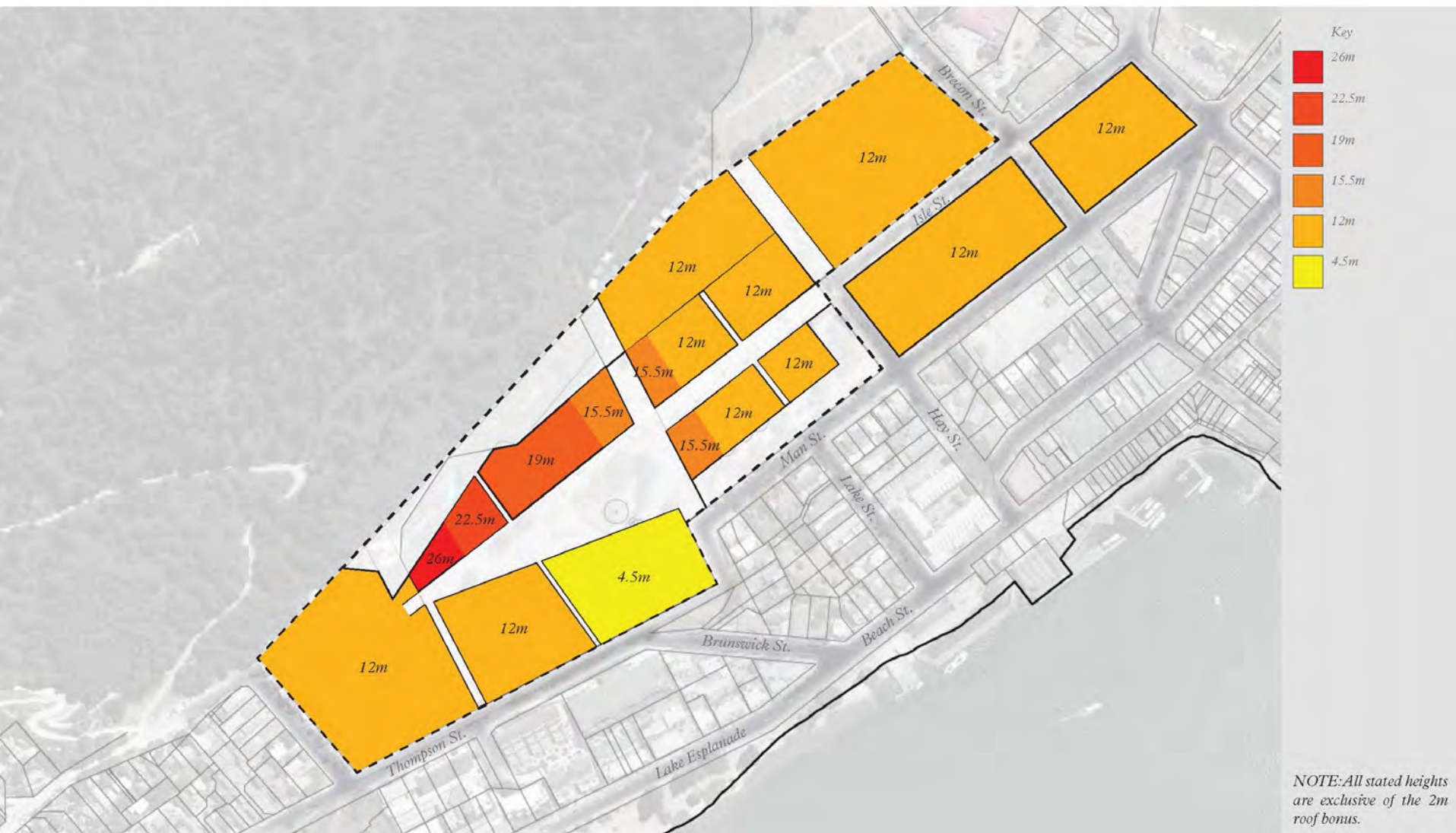


**Figure 17: A Google Earth view of the Queenstown Cemetery (on the left) from Brecon Street , with commercial facilities on the opposite side of the street**





**Figure 18: The Structure Plan for the Lakeview sub-zone (from the UDF)**



**Figure 19: The Height Limit Plan for the Lakeview and Isle Street sub-zones (from the UDF)**





NOTE: All stated heights are exclusive of the 2m roof bonus.

Figure 20: Height diagram for the Lakeview and Isle Street sub-zones (from the UDF)





Figure 21: The Lakeview sub-zone Streets



Figure 22: The Lakeview sub-zone Square



Figure 23: The Lakeview sub-zone lanes



Figure 24: The Lakeview sub-zone green spaces





Figure 25: The Lakeview sub-zone view shafts





Figure 27: The Lakeview sub-zone public space edge conditions





**Figure 28: Key locations from which the Lakeview/Isle Street subzones can be seen and for which photomontages were prepared**





**Figure 29: Viewpoint 1: From McKenzie and Willis in George Road**



**Figure 30: Viewpoint 2: From Queenstown Hill in the cul-de-sac off Edgar Place**



**Figure 31: Viewpoint 3: From the Kelvin Heights Bay View Road car park**





**Figure 32: Viewpoint 6: From near the public toilets on the Queenstown lakefront**



**Figure 33: The building blocks depicted in Figure 32 rendered with an indicative architectural treatment, to illustrate the 'urban grain' likely to eventuate from the future development of the subject land under the provisions of PC 50.**



**Figure 34: Viewpoint 7: From the walking track near the point on the edge of the Queenstown Gardens**





**Figure 35: Viewpoint 8: From approximately half way along the walking track on the edge of the Queenstown Gardens**



- Key
- 1 George Road
  - 2 Cemetery
  - 3 Earnslaw Park
  - 4 Lomond Cres

Figure 36: Viewpoint locations from which four additional photomontages were prepared by fearonhay





**Figure 37: Additional Viewpoint 1: Lakeview and Isle Street sub-zones viewed from George Road. Top: Before and Bottom: Hypothetical after with existing 8m building height limit indicated in the red dotted line**





**Figure 38: Additional Viewpoint 2: Lakeview and Isle Street sub-zones viewed from Queenstown Cemetery. Top: 'before' and Bottom: hypothetical 'after' with existing 8m building height limit indicated in the red dotted line**





**Figure 39: Additional Viewpoint 3: Lakeview and Isle Street sub-zones viewed from Earnslaw Park. Top: Before and Bottom: Hypothetical after with existing 8m building height limit indicated in the red dotted line**





**Figure 40: Additional Viewpoint 4: Lakeview sub-zone viewed from Lomond Crescent. Top: Before and Bottom: Hypothetical after with existing 8m building height limit indicated in the red dotted line**

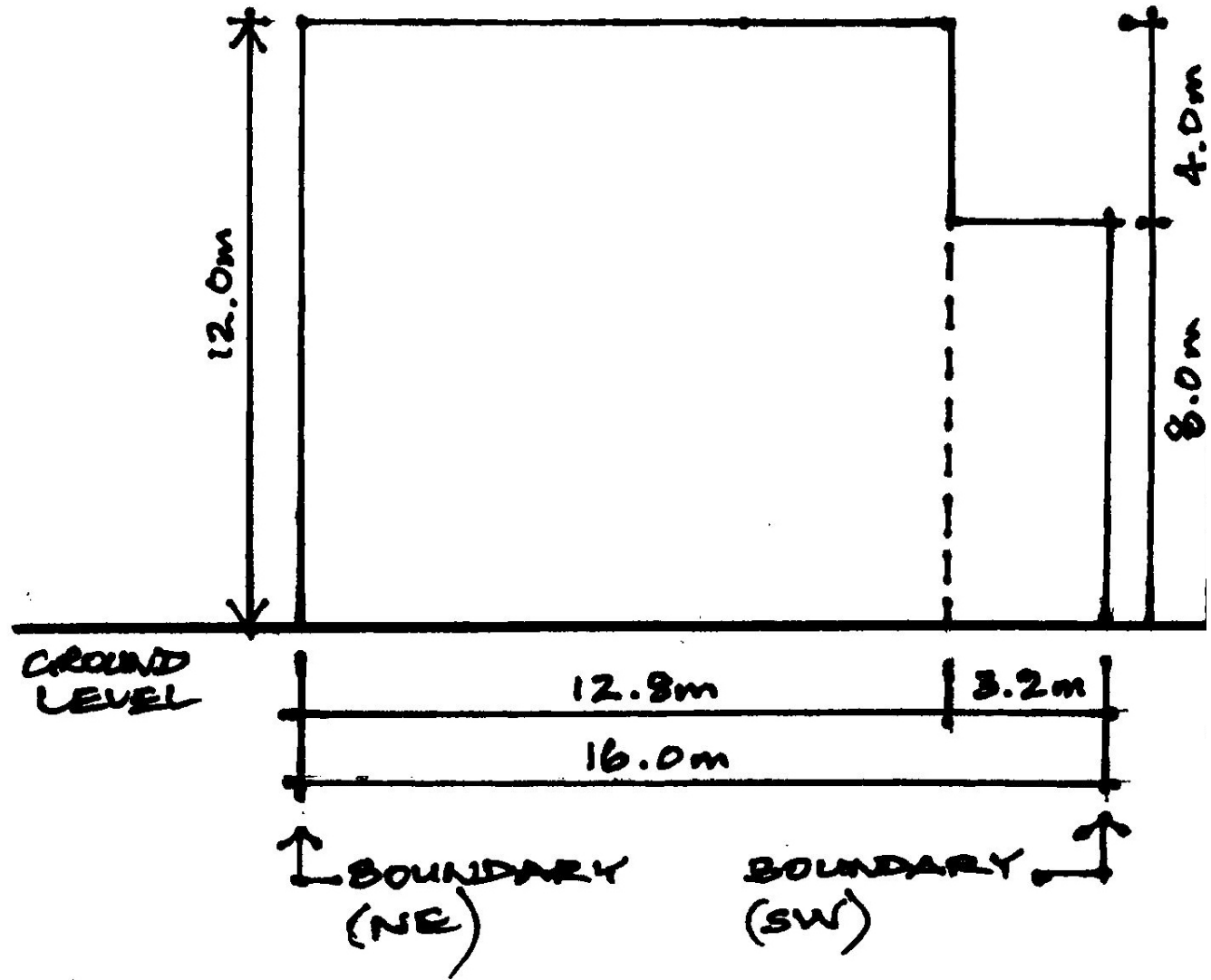


Figure 41: The recommended PC 50 height-in-relation-to-boundary recession plane control for the Isle Street sub-zone, where a new building is to be constructed to the north or north-east of an existing residential building constructed prior to the notification of PC 50



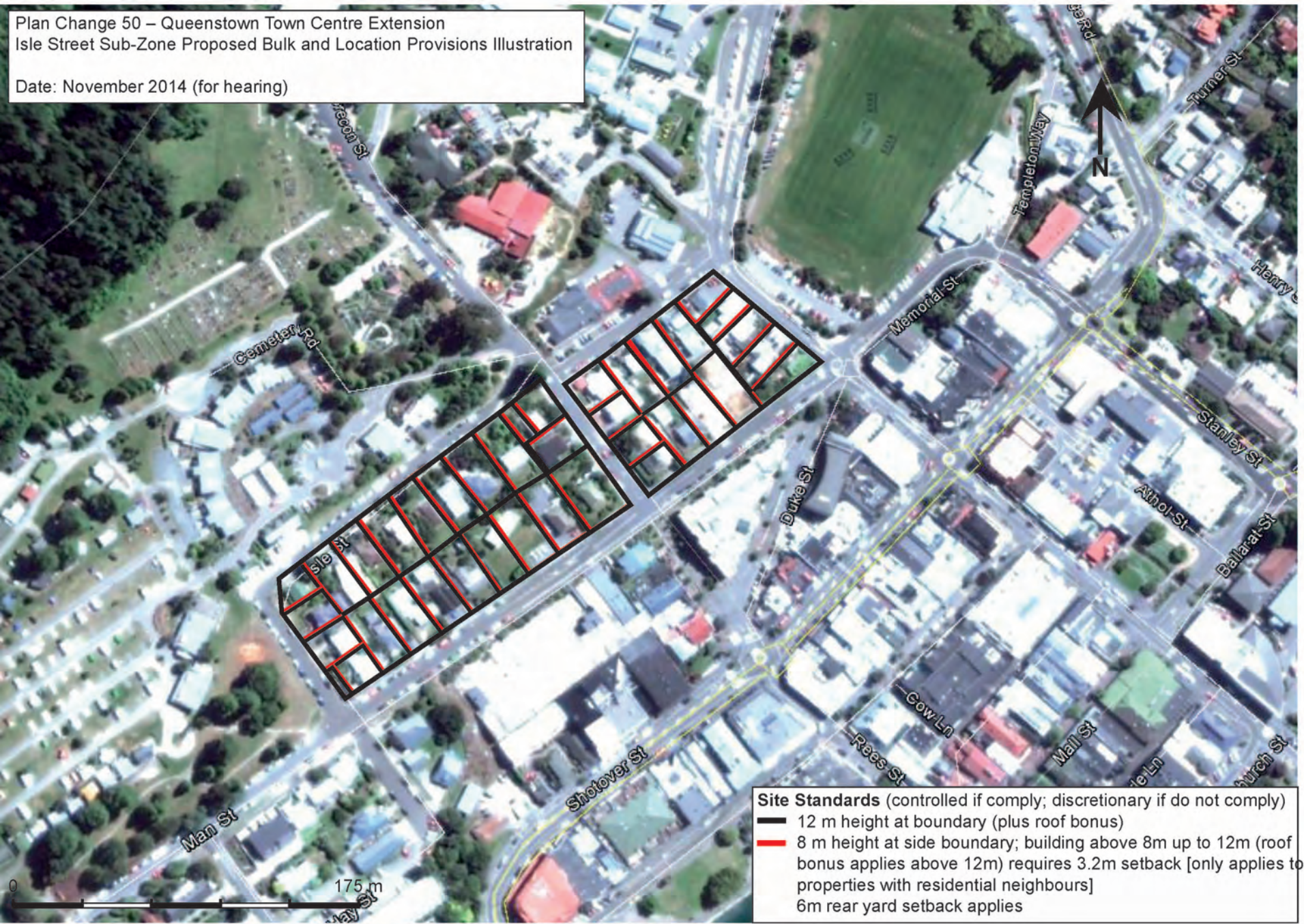


Figure 42: Boundaries subject to 12m (black line) and 8m (red line) height controls and associated boundary set back requirements