

**BEFORE THE HEARINGS PANEL  
FOR THE QUEENSTOWN LAKES PROPOSED DISTRICT PLAN**

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

**AND**

**IN THE MATTER** of Hearing Stream 13 – Queenstown  
Mapping Annotations and Rezoning  
Requests

---

**SECTION 42A REPORT / STATEMENT OF EVIDENCE OF KIMBERLEY BANKS  
ON BEHALF OF QUEENSTOWN LAKES DISTRICT COUNCIL**

**STRATEGIC OVERVIEW AND COMMON THEMES**

**25 May 2017**

---

---

 **Simpson Grierson**  
Barristers & Solicitors

S J Scott / H L Baillie  
Telephone: +64-3-968 4018  
Facsimile: +64-3-379 5023  
Email: sarah.scott@simpsongrierson.com  
PO Box 874  
SOLICITORS  
CHRISTCHURCH 8140

## TABLE OF CONTENTS

1. INTRODUCTION.....	1
<b>PART A – OVERVIEW AND BACKGROUND.....</b>	<b>3</b>
2. SCOPE OF THIS EVIDENCE.....	3
3. APPROACHES TO THE DISTRICT PLAN REVIEW.....	9
4. MATTERS OF SCOPE AND SUBMISSIONS THAT ARE NOT ACCEPTED AS BEING 'ON' STAGE 1 OF THE PDP.....	12
5. SUBMISSIONS ADDRESSED IN PREVIOUS HEARING STREAMS ON THE PROVISIONS.....	14
6. SPECIFIC SUBMISSIONS TRANSFERRED FROM PREVIOUS HEARING STREAMS ON PROVISIONS.....	16
7. SUBMISSIONS ON SKI AREA SUBZONES NOT ADDRESSED IN PREVIOUS HEARING STREAMS.....	17
8. SUMMARY OF THE PDP STRATEGIC DIRECTION, ZONES, AND PROVISIONS AND CHANGES RECOMMENDED THROUGH COUNCIL'S RIGHT OF REPLY	18
9. STATUTORY CONSIDERATIONS.....	36
10. NON-STATUTORY PLANS AND PUBLICATIONS.....	44
<b>PART B - DEVELOPMENT OF THE PDP.....</b>	<b>47</b>
11. STRATEGIC DIRECTION OF THE PDP.....	47
12. ZONING STRUCTURE.....	49
13. SUBMITTER AND COUNCIL OFFICER RECOMMENDED CHANGES TO TEXT	51
<b>PART C – COUNCIL'S APPROACH TO THE ANALYSIS OF SUBMISSIONS SEEKING TO REZONE LAND OR AMEND MAPPING ANNOTATIONS.....</b>	<b>52</b>
14. OVERARCHING STRATEGY.....	52
15. CONSIDERATIONS IN THE ANALYSIS OF THE MOST APPROPRIATE ZONING.....	55
16. APPROACH TO SUBMISSIONS SEEKING TO REZONE LAND TO AN ODP ZONE.....	57
17. ASSUMPTIONS USED TO CALCULATE THE DEVELOPMENT YIELD.....	59
<b>PART D – RECOMMENDATIONS ON SUBMISSIONS MADE ON STRATEGIC AND GENERAL MAPPING MATTERS.....</b>	<b>60</b>
18. OVERVIEW.....	60
19. QUEENSTOWN URBAN GROWTH BOUNDARY.....	60
20. URBAN GROWTH BOUNDARY AT JACKS POINT (WOODLOT PROPERTIES).....	64
21. QUEENSTOWN MEDIUM DENSITY ZONE.....	67
22. REMARKABLES PARK ZONE.....	69
23. FRANKTON FLATS SPECIAL ZONE.....	69
24. DESIGNATIONS AND HERITAGE FEATURES.....	70

25.	HERITAGE FEATURES .....	71
26.	PC35 AND NOISE CONTOUR MAPPING .....	72
27.	OTHER GENERAL MAPPING SUBMISSIONS .....	75
28.	IDENTIFYING OUTSTANDING NATURAL FEATURES AND LANDSCAPES .	76
29.	LANDSCAPE BOUNDARIES AND CLASSIFICATIONS ON LAND OTHER THAN RURAL .....	78

**Appendix 1 – Recommendations on submissions considered in this evidence**

## 1. INTRODUCTION

1.1 My name is Kimberley Anne Banks. I am employed by the Queenstown Lakes District Council (**Council**) as a senior planner and I am a full member of the New Zealand Planning Institute. I hold the qualifications of Master of Planning and Bachelor of Science from the University of Otago. I have been employed in planning and development roles in local authorities and private practice since 2006. I have been employed by the Council since 2015.

1.2 I was involved in the preparation of the following notified PDP chapters:

- (a) Urban Development (4);
- (b) Medium Density Residential (8);
- (c) High Density Residential (9);
- (d) Energy and Utilities (30); and
- (e) Temporary Activities and Relocated Buildings (35).

1.3 I have been the hearings reporting officer for the Council on the following:

- (a) Temporary Activities and Relocated Buildings (35) (Stream 5);
- (b) High Density Residential (9) (Stream 6); and
- (c) Ski Area Sub Zones Mapping (Stream 11).

1.4 I am based at the Council's Queenstown Service Centre and am familiar with the Queenstown area, development, and planning issues in this area. I have visited the majority of sites where submitters have requested that their land be rezoned. Where I have not visited a site it is because I am already familiar with the site, or I have viewed the part of the site subject to the rezoning from public locations, such as roads, trails or parks.

1.5 I confirm that I have read the Code of Conduct for Expert Witness contained in the Environment Court Practice Note and that I agree to comply with it. I confirm that I have considered all the material facts

that I am aware of that might alter or detract from the opinions that I express, and that this evidence is within my area of expertise, except where I state that I am relying on the evidence of another person. The Council as my employer has agreed to me giving this evidence.

**1.6** Documents that I refer to are included in the Council's Bundle of Documents (**CB**), the Council's Supplementary Bundle of Documents (**SB**), or the Council's Second Supplementary Bundle of Documents (**SSB**). I have also read and considered the S42A report, Reply and Recommended Revised Chapters for all other chapters of Stage 1 of the PDP, which I am not the author of, to ensure I have adequately considered matters of integration and consistency. I have also read the Upper Clutha Mapping s42A reports).

**1.7** I am also relying on the evidence of the following:

- (a) Dr Marion Read – Landscape Architect;
- (b) Ms Helen Mellsop – Landscape Architect with respect to submissions 409, 710, 806 and 807;
- (c) Mr Ulrich Glasner – Infrastructure matters (wastewater and water supply);
- (d) Ms Wendy Banks – Transport (in relation to Queenstown Urban Groups 1A, 1B, 1C and 1D);
- (e) Mr Denis Mander – Transport (in relation to Rural Group 2);
- (f) Mr Timothy Heath – Business Capacity Analysis;
- (g) Mr Philip Osborne – Industrial Capacity Analysis;
- (h) Mr Glenn Davis – Ecology;
- (i) Dr Kelvin Read – Ecology (Coneburn Industrial Zone, submission 361);
- (j) Dr Stephen Chiles – Acoustics.

**1.8** All references to PDP provision numbers, are to the Council's Reply version of those provisions (unless otherwise stated).

## PART A – OVERVIEW AND BACKGROUND

### 2. SCOPE OF THIS EVIDENCE

2.1 For Hearing Stream 13: Queenstown Mapping Annotations and Rezoning Requests, six statements of planning evidence have been prepared as follows:

- (a) Strategic Overview and Common Themes;
- (b) Group 1A Queenstown Urban – Business and Industrial (prepared by Ms Ruth Evans);
- (c) Group 1B Queenstown Urban – Frankton and South (prepared by Ms Kim Banks);
- (d) Group 1C Queenstown Urban – Central, West and Arthurs Point (prepared by Ms Rosalind Devlin);
- (e) Group 1D Queenstown Urban – Jacks Point Extension (prepared by Ms Vicki Jones); and
- (f) Group 2 Rural (prepared by Mr Robert Buxton).

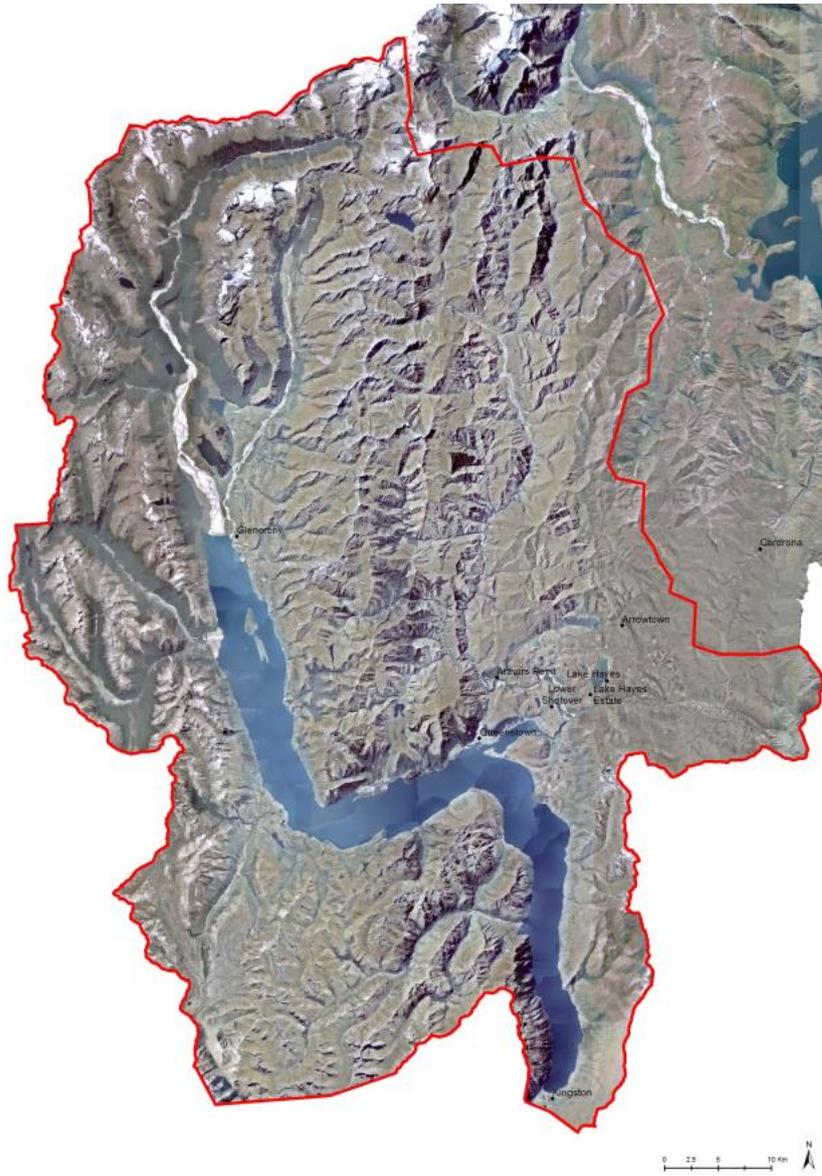
2.2 This Strategic Overview and Common Themes evidence provides a strategic planning overview of the recommendations to the Hearings Panel (**Panel**) on submissions seeking to rezone and/or undertake alterations to the mapping annotations on the Proposed District Plan (**PDP**) planning maps within the Queenstown area. This evidence also addresses submissions relating to common themes, procedural matters and issues relating to scope.

2.3 In this report I focus specifically on:

- (a) higher order strategic policy directions, and how they have informed Stage 1 PDP chapters and zoning of land;
- (b) the scope of the higher order directions in terms of urban limits and management of the rural resource, landscape and indigenous biodiversity;
- (c) the PDP zoning structure and the approach to evaluating rezoning requests;
- (d) the National Policy Statement on Urban Development Capacity 2016 (**NPS-UDC**), the supply of commercial and

- residential land in the Queenstown area as part of the notified PDP, and the Council's dwelling capacity model;
- (e) key objectives and policies of the applicable PDP Chapters (reply versions);
  - (f) submissions that are not considered to be on Stage 1 PDP zones and therefore not within scope; and
  - (g) submissions that are on the notified Queenstown Urban Growth Boundary (**UGB**) generally, including requests for an outer UGB. Submissions on extending the UGB associated with a rezoning request will be addressed in the respective rezoning group report.

**2.4** The Queenstown area for the purposes of this hearing is broadly identified as the entire southern portion of the Queenstown Lakes District (**District**), excluding the Wakatipu Basin area. **Figure 1** below illustrates the approximate boundaries of rezoning submissions that are considered within this Queenstown Hearing Stream 13.



**Figure 1.** Area within the red outline is the Queenstown portion of the Queenstown Lakes District subject to this mapping hearing, excluding the area of the Wakatipu Basin that is illustrated in **Figure 2** below.

**2.5** As previously mentioned I have divided the submissions into five broad groups; Queenstown Urban – Business and Industrial (1A), Queenstown Urban – Frankton and South (1B), Queenstown Urban – Central, West and Arthurs Point (1C), Queenstown Urban – Jacks Point Extension (1D), and Rural (2). Report 1A addresses submissions within the notified Queenstown UGB that are either on, or seeking, a business or industrial zone. The urban areas addressed in Reports 1B, 1C and 1D are those within or immediately adjacent to the proposed Queenstown UGB seeking residential or other zones. The Rural areas addressed in Report 2 are those

located outside of the notified Queenstown UGB and on land notified as Rural, Rural Residential or Rural Lifestyle. The specific areas addressed within each of these groups are detailed in each respective s42A report.

**2.6** **Appendix 1** to this report contains a spreadsheet of the submissions relating to common themes and procedural matters that are addressed in this strategic statement of evidence; and a summary as to whether I recommend that the submission be accepted or rejected. For rezonings addressed within the specific s42A reports / statements of evidence, the spreadsheet of submissions and any section 32AA assessment is provided with each of these individual reports.

**2.7** I note that submissions on land within the 'Wakatipu Basin'<sup>1</sup> as shown in **Figure 2** below are not addressed within this hearing stream, and have been placed in the Wakatipu Basin Hearing Stream (currently referred to as Stream 14).

**2.8** The approach to the separation of the Queenstown and Wakatipu Basin Hearing Streams was clarified in a Memorandum of Counsel issued on 30 March 2017.<sup>2</sup>

---

1 The Wakatipu Basin area is broadly defined as the entire area east of Arthurs Point, east and north of the Shotover River, north of the Kawarau River and west of the Crown Terrace.  
2 Memorandum of Counsel for QLDC Regarding Timetabling for Hearing Stream 13 dated 30 March 2017.



**Figure 2:** Approach to the separation of the Queenstown and Wakatipu Basin Hearing Streams

### **Wakatipu Basin Land Use Planning Study**

**2.9** The Wakatipu Basin area is subject to a specific land use planning study that was commissioned by Council in response to a minute issued by the Chair of the Hearings Panel.<sup>3</sup> **Figure 3** below illustrates the area of land that is subject to this study; the boundary of this study is the ONL boundaries and was confirmed via a minute released by the Panel dated 8 July 2016.

---

3 Memorandum concerning PDP provisions affecting Wakatipu Basin dated 1 July 2016.



**Figure 3:** Wakatipu Basin Land Use Planning Study Area

**2.10** This study has only recently been released to the public and the Council has not yet formed a view on its recommendations. However, it is likely that the development of a planning framework for all or at least some of the Wakatipu Basin will require a variation to the PDP. This will be subject to a decision to be made at a subsequent Council meeting.

**2.11** It is important to note that, contrary to the approach identified in the Council's Memorandum of 30 March 2017 (and the image in **Figure 2** above), a number of submissions made on land in the vicinity of the Wakatipu Basin study area at Lake Johnson / Tucker Beach were allocated to this Queenstown Mapping Stream 13, as a result of a Minute issued by the Panel.<sup>4</sup> These submissions are partly located within, and partly located outside of the area covered by the Wakatipu Basin Land Use Planning Study.

**2.12** The Minute issued by the Panel resulted in the following submissions being transferred from the Wakatipu Basin Hearing Stream to the Queenstown Mapping Hearing Stream (Stream 13):

- (a) Middleton Family Trust (338) (and FS1117, FS1270, FS1289, FS1340, FS1097);

<sup>4</sup> Minute Concerning Submissions 338 and 501 dated 28 February 2017. See also Minute in Response to Request by Middleton Family Trust (#338) dated 17 May 2017.

- (b) Woodlot Properties (501) (and FS1112, FS1102, FS1270, FS1289);
- (c) Jon Waterston (310);
- (d) James Canning Muspratt (396);
- (e) Mr Scott Conway (467);
- (f) Mr David Broomfield (500);
- (g) Mr Richard Hanson (473);
- (h) Keith Hindle & Dayle Wright (476); and
- (i) Hansen Family Partnership (751) (and FS1061).

**2.13** Submissions 310, 500.1, 467.1 and 473.2 were subsequently transferred from the Queenstown Mapping hearing stream back to the Wakatipu Basin hearing stream, at the submitters' request.<sup>5</sup> Submission points 501.17-501.20 were withdrawn on 11 May 2017.

**2.14** Because the submissions remaining in hearing stream 13 are on land partly within the scope of the Wakatipu Basin Land Use Planning Study, the evaluation undertaken within this hearing stream has regard to the outcomes of this study, as they exist at the time of writing. In particular, the landscape evidence of Dr Read has considered and responded to the findings of the study, specific to each of these rezoning submissions.

### **3. APPROACHES TO THE DISTRICT PLAN REVIEW**

**3.1** The PDP was notified on 26 August 2015. In October 2015 the Council resolved to formally withdraw provisions relating to visitor accommodation (**VA**) within the Low, Medium, and High Density Residential Zones. The PDP also did not contain any provisions for 'VA Subzones' within these residential zones; and these subzones were subsequently removed from the planning maps under clause 16A of Schedule 1 of the RMA.

**3.2** The VA provisions were withdrawn due to concerns with the popularity of using housing for visitor accommodation activities and its potential impacts on available housing supply. The notified policy and rule framework was focused on the effects of this activity on

---

5 Minute Transferring Submissions to Wakatipu Basin Hearing Stream dated 17 May 2017.

residential amenity values and facilitating registration of visitor accommodation activities, and did not address the potential adverse effects of visitor accommodation on housing supply. The Council intends to address these rules at a future date, through notification of provisions in a later stage of the plan review.

**3.3** As a consequence of these provisions being withdrawn, the Council does not need to make recommendations on those submissions that were on provisions that are no longer in the PDP. There are however some rezoning submissions that seek a rezoning that allows for an activity of this type, or a VA sub zone. Such submissions are "on" Stage 1 of the PDP, provided they relate to land that has been notified in Stage 1 and recommendations are made in the various planning evidence. For example, this is the case for the submission of Reddy Group Limited (699), who seeks that a new VA Subzone be established over land at specified properties in Fernhill.

**3.4** The Council are undertaking a partial and staged review of the ODP. The Council's approach to Stage 1 and 2 has evolved since the commencement of the hearings in March 2016, and the Council provided the Panel with an updated position and approach to Stage 1 and 2 of the District Plan Review on 23 November 2016.<sup>6</sup> A key change to the outcome is the separation of the District Plan into two volumes, based on geographic area.

**3.5** A key reason for this was to reduce complexity associated with recently settled plan changes to the ODP. The approach also avoids the uncertainty to the Council and proponents of the plan changes for these to be further litigated and altered through the PDP process. The volumes will be as follows:

- (a) **Applicable across both volumes:** the PDP Introduction and Strategy chapters as notified in Stage 1, will apply across both Volumes A and B. These chapters consist of PDP Chapters 1 (Introduction), 3 (Strategic Direction), 4 (Strategic: Urban Development), 5 (Strategic: Tangata Whenua) and 6 (Strategic: Landscapes). There will also be

---

<sup>6</sup> Memorandum of Counsel for QLDC Regarding Approach to Stage 1 and Stages 2-5 dated 23 November 2016.

one Designations chapter, which applies across both Volume A and B geographic areas;

- (b) **Volume A**, which will comprise the geographic areas that have been notified in either Stages 1 or 2 (or a later stage) of the PDP, and District Wide chapters to cover these areas, included PDP definitions; and
- (c) **Volume B**, which will comprise the ODP as it relates to geographic areas that are excluded from the partial review, and are therefore not being notified in either Stages 1 or 2 of the PDP, and the operative district wide chapters to cover these areas, including ODP definitions.

**3.6** Volume B of the District Plan applies to the following areas in Queenstown (within the geographic area of this hearing stream):

- (a) Remarkables Park Special Zone; and
- (b) Frankton Flats B Special Zone.

**3.7** The ODP District-wide chapters, including definitions, will continue to apply to these two special zones. However, as previously confirmed to the Panel, the PDP Introduction and Strategy chapters as notified in Stage 1, will apply across this Volume B land.

**3.8** The ONL / ONFs, Urban Growth Boundary (**UGB**) and Air Noise Boundary (**ANB**) and Outer Control Boundary (**OCB**) were all notified in Stage 1.

**3.9** As the ONL and UGB annotations are created by the Strategic framework, through Policy 3.2.5.1.1 and Policy 3.2.2.1.1, and Objective 4.2.2 (and associated policies) respectively, I understand they are to remain on the planning maps district wide. This is relevant in this hearing as there is an ONL across the (ODP) Remarkables Park zone that has been submitted against, and the ANB/OCB is also located over that same area of land.

**3.10** Objective 4.2.5 and policies underneath, require all of the ANB/OCB to be shown on the PDP maps. I understand this matter will be covered by legal counsel, but I note that I have made

recommendations on (and relevant experts have given evidence on), submissions relating to these strategic and district wide planning map annotations.

**3.11** I have not made recommendations on submissions relating to the location of the Eastern Arterial Route through the (ODP) Remarkables Park Zone. Essentially submissions seek that the location of the EAR on the planning map be moved within the (ODP) Remarkables Park Zone. As the underlying Remarkables Park Zone itself, is not being reviewed through this hearing, and because the EAR is not a 'strategic' district wide annotation, I understand it is not within the scope of this hearing.

**3.12** There is also land that has been specifically withdrawn from the PDP in accordance with Section 8(D) of Schedule 1 of the Act, and this land and associated zone chapters are located within Volume B of the ODP.<sup>7</sup> This is the land affected by Queenstown Town Centre Extension (Plan Change 50).

**3.13** No evaluation has therefore been undertaken for any rezoning submissions that relate to this land. The relevant submissions are:

- (a) Cameron Steele (170);
- (b) Cedric Hockey (667); and
- (c) Watertight Investments Ltd (672) who seek to include the block surrounded by Brecon Street, Camp Street, Isle Street, and Man Street (the geographic area of PC50) to be rezoned PDP Queenstown Town Centre.

#### **4. MATTERS OF SCOPE AND SUBMISSIONS THAT ARE NOT ACCEPTED AS BEING 'ON' STAGE 1 OF THE PDP**

**4.1** A number of submissions were made on land that has not been notified in Stage 1 of the PDP. Land that was not part of Stage 1 of the PDP is shown with ODP or operative zoning on the PDP Planning Maps, and only district-wide chapters apply to this land. Including the operative zonings on the planning maps was for context and

---

7 Refer to Council resolution dated 16 March 2017.

information purposes only. There is no accompanying zone chapter in the PDP, for land not notified in Stage 1 of the PDP (for example, Townships, and Industrial A). This approach was first foreshadowed by Council, in its opening legal submissions for the Strategic Directions Hearing Stream 01. As a consequence, no evaluation has been undertaken of the following submissions' rezoning requests as they are not on land notified in Stage 1:

- (a) NZIA Southern and Architecture + Women Southern (238) who seek to rezone land on the periphery of the Queenstown Town Centre from High Density Residential Zone (**HDRZ**) to Business Mixed Use. Some of the land included in the submission map is subject to Stage 2. Therefore, the part of the rezoning request relating to that Stage 2 land has not been considered;
- (b) Lloyd James Veint, Arcadia Station (480) who support the (ODP) Rural Visitor Zone over the subject land;
- (c) Cabo Limited (481) who support the (ODP) Visitor Accommodation Subzone on the Township Zone of Glenorchy;
- (d) The Jandel Trust (717) who seeks that the land within the (ODP) Quail Rise Special Zone is rezoned as Rural;
- (e) Robins Road Limited (366 and FS1118) who seek that land shown on planning map 32 as HDRZ (at Robins Road and Huff Street), but has not been notified in Stage 1 (ie this is still an ODP zone) be rezoned to a transitional zone or subzone of either the HDR or Town Centre Zone that provides for commercial activities;
- (f) J D Familton and Sons Trust (586) and H R & D A Familton (775) and H R Familton (803) who oppose the (ODP) Visitor Accommodation Sub Zone at Frankton; and
- (g) Remarkables Park Limited (807) in relation to the part of the submission on PC50 land.

**4.2** The submission by Schist Holdings Limited and Bnzl Properties Limited (488) relates to land partly notified in Stage 1 (as Rural), and also land that has not been notified in Stage 1 but which has an Industrial zoning in the ODP. The submission relates to two properties located on the eastern side of Glenda Drive; and seeks that the entire sites be

rezoned to Business Mixed Use. FS 1340 (Queenstown Airport Corporation) opposes this submission. Because the majority of this submission is on land notified as Rural in Stage 1, it has been considered, and is addressed in Ms Evans' Group 1A: Queenstown Urban – Business and Industrial report. I understand this approach will be addressed by legal counsel, as necessary.

## **5. SUBMISSIONS ADDRESSED IN PREVIOUS HEARING STREAMS ON THE PROVISIONS**

**5.1** A number of submissions on the planning maps have been previously addressed (and recommendations made) through the hearing on provisions. This for example has occurred where submitters have made or been allocated separate submission points for both the chapter provisions and also planning maps. Where relevant, these are identified in the Table in Appendix 1 to the relevant s42A report, and are not evaluated further.

**5.2** Within these are a group of submissions seeking changes to the planning maps as they relate to the Entertainment Precinct or Waterfront Sub Zone of the Queenstown Town Centre Zone (Chapter 12). The majority of these have been previously addressed in Stream 8, and accordingly no evaluation has been undertaken of the following submissions:

- (a) Pog Mahones Irish Pub (247);
- (b) Well Smart Investment Holding (NZQN) Limited (308);
- (c) Stanley Street Investments Limited and Stanley Street Limited and Kelso Investments Limited (394);
- (d) Man Street Properties Limited (398);
- (e) John Thompson and MacFarlane Investments Limited (FS1274);
- (f) Good Group Limited (544);
- (g) Watertight Investments (549);
- (h) Simple Simon Suck Fizzle Soup and Gourmet Pie Company Trading as The Atlas Beer Cafe (587);
- (i) Imperium Group (FS1318);
- (j) Goose Cherry Cod Catering Company Limited Trading as Ivy and Lolas (589);

- (k) Peter Flemming and others (599);
- (l) Foodstuffs South Island Ltd and Foodstuffs South Island Properties Ltd (650);
- (m) Kopuwai Investments Limited (714);
- (n) Queenstown Wharves GP Limited (766);
- (o) Real Journeys Limited (FS 1341);
- (p) Queenstown Chamber of Commerce (774);
- (q) Southern Pub Company Limited - T/A Pub on Wharf (804);  
and
- (r) Wai Queenstown Limited (835).

**5.3** However a small number of submitters on the Entertainment Precinct or Waterfront Sub Zone were not addressed in Stream 8, and seek similar relief to that which has been previously addressed. These submissions are evaluated in the **Group 1A** s42A report, and include the following:

- (a) 1876 Bar & Restaurant (250);
- (b) Grand Lakes Management Limited (FS1043);
- (c) Taco Medic (291);
- (d) Imperium Group FS1318.12;
- (e) Barry Ellis (357);
- (f) Peter Flemming and others (599);
- (g) Remarkables Park Limited (807);
- (h) Finz Queenstown Limited (832); and
- (i) Queenstown Gold Ltd (724).

**5.4** Due to the duplication of analysis of these matters within Stream 8 and Stream 13, the submitters identified in paragraph 5.3 above will be served notice of Hearing Stream 13 for information purposes, to ensure they are able to remain informed of evaluations undertaken in this hearing stream, which may affect their submission points previously addressed.

## 6. SPECIFIC SUBMISSIONS TRANSFERRED FROM PREVIOUS HEARING STREAMS ON PROVISIONS

6.1 A number of specific submission points are addressed in this hearing stream, which have been transferred from previous hearings on provisions heard in Stream 6 (Residential), Stream 8 (Business) and Stream 9 (Resort Zones). These relate to submission points made specific to the following defined areas:

(a) the 'Frankton MDRZ' (Chapter 8) located between Hansen Road and Ferry Hill Drive,<sup>8</sup> affecting the following Chapter 8 provisions:<sup>9</sup>

- (i) Objective 8.2.8 and all Policies underneath it;
- (ii) Rule 8.4.11.3 Bullet Point 6; and
- (iii) Rule 8.5.3.

(b) the '1 Hansen Road LSSZ'<sup>10</sup> (Chapter 12), affecting the following submissions:

- (i) 698 Spence Farms Limited;
- (ii) FS1077 Board of Airline Representatives of New Zealand Incorporated;
- (iii) FS1340 Queenstown Airport Corporation Limited;
- (iv) 719 New Zealand Transport Agency;
- (v) 433 Queenstown Airport Corporation Limited;
- (vi) FS1077 Board of Airline Representatives of New Zealand Incorporated;
- (vii) FS1097 Queenstown Park Limited; and
- (viii) FS1117 Remarkables Park Limited;

(c) Mount Crystal Limited (150) proposed rezoning at Frankton Road which also seeks to amend the height limit for the MDRZ solely in respect to the submitter's land;<sup>11</sup>

---

8 Minute regarding Frankton Medium Density Residential Zone dated 21 September 2016.

9 Villa dellLago (380), Peter and Margaret Arnott (399), Otago Foundation Trust Board (420), NZ Transport Agency (FS1092), Peter and Margaret Arnott (FS1167), Hansen Family Partnership (FS1270), The Jandel Trust (717), NZ Transport Agency (719), Universal Developments Limited (177).

10 Minute directing that certain submissions be transferred to mapping hearings dated 2 December 2016.

11 Minute concerning Mount Crystal Ltd Submission (#150) dated 22 September 2016.

- (d) an extension to the Jacks Point Zone (Chapter 41) – the submission of the Jardine Family Trust and Remarkables Station Limited (#715) who has sought an extension to the notified Jacks Point Zone, an extension to the Jacks Point Structure Plan, and a number of specific amendments to the text and notified portion of the Structure Plan in Chapter 41. This affects the following submission points, as detailed in the Memorandum of Counsel for QLDC dated 22 December 2016:<sup>12</sup>
- (i) 715.3, 715.7, 715.9, 715.10, 715.11, 715.15, 715.17, 715.18 (transferred to mapping entirely); and
  - (ii) 715.1, 715.5, 715.6, 715.8, 715.12, 715.13, 715.14, 715.16, 715.19 (addressed in Stream 9 and also transferred to mapping).

**6.2** These submission points are addressed in the individual s42A reports, and these submitters have been served notice of this hearing stream.

## **7. SUBMISSIONS ON SKI AREA SUBZONES NOT ADDRESSED IN PREVIOUS HEARING STREAMS**

**7.1** Queenstown Park Limited (806) seeks the expansion of the ski area sub zone south to the Doolans, and/or the renaming of that sub zone in that new area, to the "Remarkables Alpine Recreation Area".

**7.2** This submission point has been allocated to the Queenstown Mapping Stream as it is considered that the relief sought is materially related to the relief sought for the creation of the "Queenstown Park Special Zone" (also sought by submission 806), and the rezoning of land associated with the proposed gondola access corridor to the Remarkables ski field. This approach has been confirmed with, and agreed by the submitter.

---

<sup>12</sup> Memorandum of Counsel on behalf of the QLDC regarding Transfer of Submission Points to Rezoning Hearing dated 22 December 2016.

**7.3** This submission point is therefore addressed in s42A report **2 (Rural)** and has not been previously addressed in Stream 11 (Ski Area Sub Zones).

**8. SUMMARY OF THE PDP STRATEGIC DIRECTION, ZONES, AND PROVISIONS AND CHANGES RECOMMENDED THROUGH COUNCIL'S RIGHT OF REPLY**

**8.1** The following provides a synopsis of the key Strategic, District Wide and Zone policy framework. The text is marked up to show the changes that were recommended in the Council's Reply versions of those chapters.

**Strategic Direction Chapter (3) [CB3]**

**8.2** The Strategic Direction Chapter sets the overall direction for the management of growth, land use and development in a manner that ensures sustainable management of the District's special qualities. The chapter will apply to both Volume A and B land.

**8.3** Objective 3.2.1.1 sets out Queenstown town centre as an important hub of New Zealand's premier alpine resort and the District's economy. Policies 3.2.1.1.2 and 3.2.1.1.3 seek avoidance of commercial rezoning that undermines the role of Queenstown town centre for the District's economic activity and seeks to promote quality visitor growth and attractions in the Queenstown town centre.

**8.4** Objectives 3.2.4 and 3.2.5 direct urban development within urban growth boundaries and identify the matter of cumulative effects of development in rural areas. Objectives 3.2.6.1 and 3.2.6.2 relate to the provision of housing, and seek an outcome for a mix of housing opportunities and access to housing that is more affordable.

**8.5** Objective 3.2.5.1 is the protection of the District's landscapes from inappropriate subdivision use and development. Related policies 3.2.5.1.1 and 3.2.5.2.1 set a framework to identify the ONFs and ONLs on the planning maps and to direct new subdivision and development in areas that have the potential to absorb change.

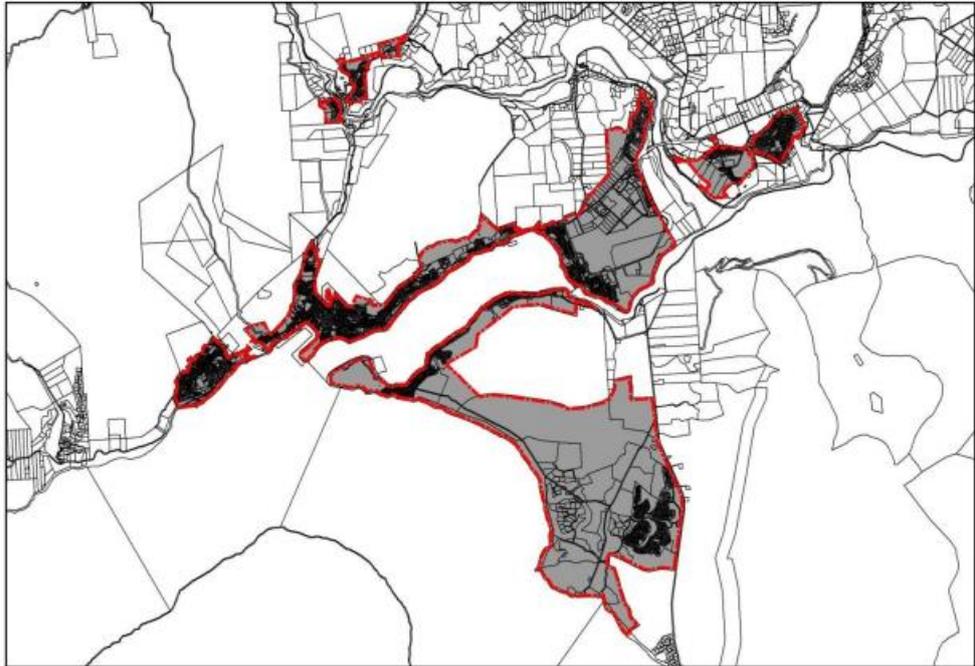
- 8.6** The changes recommended during Hearing Stream 01 as they relate to the Queenstown area involved the creation of Objective 3.2.1.2 to recognise the key mixed use function of Frankton, and the need for better transport connections and integration with Remarkables Park, Queenstown Airport, Five Mile and Frankton Corner. Policy 3.2.1.2.3 was included to avoid future additional commercial rezoning that will undermine the function and viability of the Frankton commercial area. Policy 3.2.1.2.4 was also added under Goal 3.2.1 to specifically recognise the essential contribution of the Queenstown Airport for economic resilience.
- 8.7** A new Goal and subsequent objective and policy have been recommended to be added that provide for infrastructure and that infrastructure is safeguarded from incompatible development. A new definition of 'Regionally Significant Infrastructure' was recommended and this includes Queenstown Airport and Electricity Transmission Infrastructure forming the National Grid.

#### **Strategic Urban Development Chapter (4) [CB4]**

- 8.8** This Chapter sets out the objectives and policies for managing the spatial location and layout of urban development within the District. This chapter forms part of the strategic intentions of this District Plan and will guide planning and decision making for the District's major urban settlements and smaller urban townships. The chapter will also apply to both Volume A and B land.
- 8.9** The Urban Development Chapter builds on Goal 2 of the Strategic Directions and associated policy framework, being: *The strategic and integrated management of urban growth*. The Urban Development Chapter contains 7 objectives with associated policies. The first 3 (Objectives 4.2.1 – 4.2.3) seek that urban development is integrated with infrastructure, that urban growth boundaries are established and have distinct defensible urban edges, and within the urban growth boundaries a compact and integrated urban form is encouraged that makes efficient use of infrastructure.
- 8.10** Objectives 4.2.4 to 4.2.7 are to do with Queenstown, Queenstown Airport and Arrowtown specifically. The Arrowtown area and its UGB

is to be addressed within the subsequent Wakatipu Basin Hearing Stream.

**8.11** **Figure 4** below illustrates the extent of the Queenstown UGB, contained within Chapter 4.



**Figure 4:** Queenstown Urban Growth Boundary, Chapter 4 (Urban Development)

**8.12** The provisions applicable to the Queenstown UGB were largely unchanged following the hearing on provisions, and seek to provide for coordinated planning of urban capacity, infill development within existing urban areas, and for existing urban settlements to become better connected.

**8.13** Two new objectives 4.2.5 and 4.2.6 were recommended to be inserted, specific to the Queenstown Airport. Objective 4.2.5 relates to setting appropriate noise limits to protect airport operations, and to manage the adverse effects of aircraft noise on Activities Sensitive to Aircraft Noise (**ASAN**). Objective 4.2.6 seeks to manage urban growth issues on land in proximity to the Queenstown Airport. The policies refer to the establishment and maintenance of appropriate noise boundaries, and include managing the adverse effects of noise from aircraft on any ASAN within the airport noise boundaries. These provisions were recommended following conferencing

undertaken with QAC (433), and in part reflect the outcomes of PC35 for this chapter, which did not exist at the time of PC35.

- 8.14** The Urban Development Chapter dovetails with the Landscape Chapter at a strategic level, and Rural Zones at the zone level, to discourage ad-hoc urban development in the Rural Zone. I consider that the Urban Development chapter provides an appropriate framework for urban development in Queenstown.

### **Strategic Tangata Whenua Chapter (5) [CB5]**

- 8.15** The Council will recognise and provide for Ngāi Tahu as a partner in the management of the District's natural and physical resources through the implementation of the PDP. The chapter will apply to both Volume A and B land.

- 8.16** A recommended change expressed in the Reply version was to emphasise that these provisions relate to Ngāi Tahu's cultural interests only.

- 8.17** The objectives and related policies:

- (a) promote consultation with tangata whenua;
- (b) provide for a Ngāi Tahu presence in the built environment;
- (c) protect Ngāi Tahu taonga species and related habitats;
- (d) enable the sustainable use of Māori land; and
- (e) protect and manage wāhi tūpuna and all their components appropriately.

- 8.18** Methods associated with achieving these objectives include mapping areas where customary uses are occurring, nohoanga sites, consultation through statutory acknowledgement processes, limited and public notification of resource consent and notices of requirements or plan changes where the activities could impact cultural values.

- 8.19** Cultural Redress elements of the Ngāi Tahu Claims Settlement Act 1998 provided Ngāi Tahu with an ability to express its traditional relationships with the natural environment and to exercise its Kaitiaki

responsibilities. This ability is given practical effect through Statutory Acknowledgements, Nohoanga and Tōpuni.

**8.20** The Statutory Acknowledgements within the Queenstown area are:

- (a) Whakatipu-wai-māori (Lake Wakatipu); and
- (b) Pikirakatahi (Mount Earnslaw).

**8.21** Nohoanga located in the Queenstown area are:

- (a) Lake Wakatipu – (Wye Creek); and
- (b) Shotover River - (Tuckers Beach).

**8.22** The Tōpuni located in the Queenstown area is Pikirakatahi (Mt Earnslaw).

**8.23** No significant changes were recommended to this chapter by Council following the hearings. I consider that the Tangata Whenua Chapter provides an appropriate framework to provide for Ngāi Tahu as a partner in the management of the District's natural and physical resources.

### **Strategic Landscape Chapter (6) [CB6]**

**8.24** The purpose of this chapter is to recognise the landscape as a significant resource to the District and Region. This resource requires protection from inappropriate activities that could degrade its qualities, character and values. The chapter will also apply to both Volume A and B land.

**8.25** Landscapes have been classified to identify their importance to the District, to align with regional and national legislation and to provide decision makers under the RMA with certainty about the management of development and land use affecting landscapes. In particular, protecting and providing for ONFs and ONLs are recognised as matters of national importance.

**8.26** The first objective of the Landscape Chapter (6.3.1) applies to both Section 6 and Section 7 landscapes in RMA terms. The policies

establish a framework for methods, including the identification of the ONF and ONL areas on the PDP Planning Maps and assessment matters in the Rural Zone, and seek that landscapes are appropriately managed from the effects of a range of activities.

- 8.27** The matter of cumulative effects from subdivision use and development is identified and managed through Objective 6.3.2 and an associated policy framework.
- 8.28** Objective 6.3.3 is dedicated to section 6 RMA landscapes described in the PDP as ONF and ONL.
- 8.29** Objective 6.3.2 aims to manage the effects of development in Section 7 RMA landscapes described as Rural Landscapes. The phrase and association with 'amenity' was purposefully removed because while section 7(c) includes 'amenity values', section 7(f) is the maintenance and enhancement of the quality of the environment.
- 8.30** The policy framework and assessment matters in Part 21.7 identify rural character as a quality and a certain type of amenity of the landscape.
- 8.31** In parts of the District's rural areas, 'visual amenity landscapes' are also working landscapes, characterised by relatively large paddocks and an absence of domestic buildings and associated activities and curtilage that can disrupt the rural character created by pastoral farming. In many areas, the predominant (introduced) vegetation patterns are for sheltering stock and paddocks, rather than creating amenity and shelter associated with housing.
- 8.32** The landscape character of these areas and the management of them with regard to subdivision and development were not considered to be appropriately managed by the ODP visual amenity landscape provisions. The ODP Visual Amenity policies and assessment matters anticipate the creation of areas that are 'arcadian' or 'pastoral in poetic sense'<sup>13</sup> and this does not reflect the landscape quality, character and amenity across the wider Rural

---

13 QLDC Operative District Plan Part 4.2 - Landscape and Visual Amenity – District Wide Issues and Part 5.4.2 Rural General Zone Assessment Matters.

Zone.<sup>14</sup> To rectify this deficiency, a new, 'Rural Landscape' (**RLC**) category has been included in the PDP.

- 8.33** The RLC category covers the Rural zoned land that is not a section 6(b) landscape. The Landscape and rural character of this land are a section 7(c) landscape and fall within the spectrum of having visual amenity values and/or rural character.
- 8.34** The changes recommended by Council in the Reply version of the Landscape chapter restructure the objectives so they are expressed as outcome based statements. In addition, the ONF and ONL objective and policy suite were merged, reflecting that these are both section 6(b) RMA landscapes. Over 1000 submission points were coded against the Landscape chapter and there was criticism from submitters that the policies were too restrictive, while a smaller number of submitters considered that the chapter would weaken landscape protection.<sup>15</sup> Submitters also supported and gave evidence on the Landscape Chapter.<sup>16</sup> As a result, a number of policies are recommended to be amended so that they contemplate development applications, and are not as absolute as they were in the notified text.
- 8.35** I consider that the landscape resource is of critical strategic importance to the District for both its intrinsic values and economic value derived from tourism and related recreational and visitor opportunities.<sup>17</sup> I also consider that the landscape chapter provides an appropriate basis to manage the District's landscapes.

### **Low Density Residential Zone Chapter (7) [CB7]**

- 8.36** The purpose of the Low Density Residential Zone (**LDRZ**) chapter is to provide for suburban densities and housing forms that are well designed and located so to provide a high level of residential amenity. Community activities are also anticipated within the LDRZ where they ensure residential amenity is not unduly compromised.

---

14 Refer to Appendix 1 of the Landscape, Rural and Gibbston Valley section 32: Read Landscapes Limited 'Report to Queenstown Lakes District Council on appropriate landscape classification boundaries within the District, with particular reference to Outstanding Natural Landscapes and Features' 2014.

15 Upper Clutha Environmental Society (145).

16 Just One Life and Longview Environmental Trust (1282, 1320).

17 Refer to the economic evidence of Phil Osborne **[CB49]**.

- 8.37** The as-of-right net site area created by subdivision is one residential unit per 450m<sup>2</sup>, and this includes an additional residential flat, defined in the PDP as a stand-alone building with a kitchen or laundry not exceeding 70m<sup>2</sup>.
- 8.38** Infill provisions anticipate the potential for a density of up to 300m<sup>2</sup> as a restricted discretionary activity on the basis that a range of bulk and location standards are adhered to, including that the building is single story for sites less than 900m<sup>2</sup> in area.<sup>18</sup>
- 8.39** The Council reply version does not recommend any fundamental changes to the density and built form outcomes sought from this zone. However the gentle density approach was amended from a permitted activity to a RD activity, as noted above. A new standard was also inserted requiring sound insulation in buildings for activities sensitive to road noise within 80m of the state highway.
- 8.40** I consider that the LDRZ provisions assist in achieving the Strategic Directions and in particular Goal 3.2.2 "*The strategic and integrated management of urban growth*"; and Goal 3.2.3 "*A quality built environment taking into account the character of individual communities*". The LDRZ provisions also integrate with the provisions of chapter 4, including Policy 4.2.4.2 "*ensure that development within the Queenstown urban growth boundary: Provides a diverse supply of residential development...*".

### **Medium Density Residential Zone Chapter (8) [CB8]**

- 8.41** The Medium Density Residential Zone (**MDRZ**) provides land for residential development at a higher density than the LDRZ. In conjunction with the High Density Residential Zone (**HDRZ**) and LDRZ, the zone will play a key role in minimising urban sprawl and increasing housing supply in locations close to a wide range of services, attractions, employment and efficient infrastructure. The zone will primarily accommodate residential land uses, but may also support limited non-residential activities where these enhance

---

18 Refer to reply version Rules 7.4.10, 7.5.3, 7.5.9 [CB7].

residential amenity or support an adjoining Town Centre, and do not impact on the primary role of the zone to provide housing supply.

**8.42** While there are not any fundamental changes to the density outcome of 250m<sup>2</sup> net site area sought in the MDRZ, a number of changes are recommended to the provisions. These include:

- (a) removal of provisions that enabled reduced car parking requirements;
- (b) extension of setback or acoustic insulation / ventilation for all properties within 80m of a State Highway; and
- (c) removal of the rules relating to density incentives associated with designing to reach a specified Homestar rating.

**8.43** As discussed in paragraph 6.1 above, the provisions of the notified MDRZ chapter contained a number of provisions specific to the Frankton MDRZ located between Hansen Road and Ferry Hill Drive, with the aim of ensuring integrated transport and infrastructure connections throughout this strip of land. These provisions were analysed by Ms Amanda Leith through Hearing Stream 6 and recommendations were made within her s42A report for Chapter 8. However, during the course of the hearing these provisions were transferred to the mapping stream and are therefore evaluated in this hearing stream within s42A reports for Groups 1A and 1B.

**8.44** The matter of design guidelines was also discussed through the residential hearing stream. As noted in the Right of Reply of Ms Leith for Chapter 8, Council resolved on 27 September 2016 to include design guidelines for the MDRZ within Stage 2 of the plan review. At the time that the design guidelines are notified, the Council will also need to initiate a variation in order for them to be appropriately referenced within the MDRZ chapter. As a result, provisions referring to urban design guidelines were deleted from Chapter 8 (notified Policy 8.2.2.6) until such time as a variation is initiated by Council.

**8.45** I consider that the MDRZ provisions assist in achieving the Strategic Directions and in particular Objective 3.2.2.1, which seeks to ensure that urban development occurs in a logical manner that promotes a

compact, well designed and integrated urban form that manages the cost of infrastructure. It also gives effect to Policy 4.2.4.2: "*ensure that development within the Queenstown urban growth boundary: ...provides infill development as a means to address future housing demand...*".

### **High Density Residential Zone (9) [CB9]**

**8.46** The purpose of the HDRZ Chapter (Chapter 9) is to provide for more intensive use of land within close proximity to town centres that is easily accessible by public transport, cycle and walk ways. In conjunction with the MDRZ, the zone will play a key planning role in minimising urban sprawl and consolidating growth in existing urban areas.

**8.47** Recommended changes to the HDRZ through Hearing Stream 6 included:

- (a) revisions to the rules for building heights on both flat and sloping sites to provide for buildings up to 15m on flat sites and 10m on sloping sites as a RD activity;
- (b) removing reference to numbers of 'storeys' within building height standards to instead revert to pure height limits;
- (c) removal of the Homestar and Green Star building incentives;
- (d) extension of setback or acoustic insulation / ventilation for all properties within 80m of a State Highway; and
- (e) amendment of matters of discretion for building height to provide additional urban design considerations.

**8.48** The matter of design guidelines was also discussed through the residential hearing stream in relation to their application to the HDRZ. I refer to my comments on this matter above, in relation to the MDRZ, as the same applies.

### **Queenstown Town Centre Zone Chapter (12) [CB11]**

**8.49** The Queenstown Town Centre is a key destination for visitors to the District, and provides a focus for community life, retail, entertainment, business and services. It also serves as the principal civic centre for

the District, providing a variety of activities for residents and visitors. An Entertainment Precinct has been established to provide a higher permitted noise threshold for noisier activities within the central part of town. The Strategic Direction Reply chapter also recognises (at Objective 3.2.1.1) the Queenstown and Wanaka Town Centres as the hubs of NZ's alpine resort and the District's economy.

- 8.50** The Council's Reply clarified the concept of a maximum building coverage limit in relation to comprehensive developments (Rule 12.5.1). A new general rule was added at 12.3.2.3 to specify a comprehensive development as being the development of a site exceeding 1400m<sup>2</sup>, which requires restricted discretionary activity resource consent under Rule 12.5.1 when site coverage is greater than 75%.
- 8.51** The Reply chapter also introduced a number of changes to objectives and policies, including amendments to recognise and promote the opening up of Horne Creek as a feature to the zone, address the effects of buildings on shading and access to sunlight, and clarify the role of the Waterfront Zone. The ability to consider opportunities for landmark buildings was also created through General Rule 12.3.2.5 and 12.5.9 for building height.

#### **Local Shopping Centre Zone Chapter (15) [CB12]**

- 8.52** The Local Shopping Centre Zone (**LSCZ**) enables small scale commercial and business activities in discrete pockets of land that are accessible to residential areas and people in transit.
- 8.53** The zone seeks to reduce the necessity for people to travel longer distances to town centres to purchase convenience goods and access services. Due to the nature of the Zone's locations in predominantly residential environments, the Zone's standards are designed to limit potential adverse effects on residential amenity and discourage the establishment of inappropriate activities. Visitor accommodation and residential activities are provided for in the Zone, adding to the vibrancy and viability of the Zone, whilst contributing to the diversity of housing options enabled by the PDP.

**8.54** The LSCZs are located at 1 Hansen Road, Frankton Corner and Fernhill. Ms Amy Bowbyes, on behalf of the Council, did not recommend fundamental changes to these areas.<sup>19</sup> A new rule 15.5.10 was inserted to limit the floor area of retail and office activities to 300m<sup>2</sup> and 200m<sup>2</sup> respectively.

**8.55** An outstanding matter initially addressed in Hearing Stream 8 (Business zones), but transferred to the current Hearing Stream 13 are the submissions relating to the size and nature and scale of activities of the LSCZ at 1 Hansen Road, Frankton. Submissions made relating to this specific site were transferred to enable the site to be considered within the wider context of the rezoning submissions.<sup>20</sup> These matters and submissions are addressed in Report 1A – Queenstown Business and Industrial.

#### **Business Mixed Use Zone Chapter (16) [CB13]**

**8.56** The Business Mixed Use Zone (**BMUZ**) provides for complementary commercial, business, retail and residential uses that supplement the activities and services provided by town centres. In Queenstown, the BMUZ replaces part of the 'Business Zone' of the ODP in the Gorge Road commercial area, and encourages a range of mixed uses in addition to light industrial and manufacturing activities.

**8.57** The main matters raised during the hearing on the chapter text specific to Queenstown, included:

- (a) encouraging higher quality aesthetic built environment outcomes, restructuring the matters of discretion and making a distinction between assessment matters and the matters of discretion with regard to natural hazards (Rule 16.4.2);
- (b) changing the visitor accommodation activity status from Restricted Discretionary to Controlled;
- (c) more conservative recession plane requirements where the BMU site adjoins a residential zone (Rule 16.5.1);

---

<sup>19</sup>

**[CB61].**

<sup>20</sup> Memorandum of Counsel on behalf of the QLDC regarding submissions to be heard in the rezoning / mapping hearings, Chapter 15 Local Shopping Centre Zone, 1 December 2016

- (d) requiring a 2 metre landscape area where residential activity is occurring at ground floor level (Rule 16.5.3); and
- (e) requiring landscaping at a minimum of 10% (Rule 16.5.7).

**8.58** As for the MDRZ and HDRZ, design guidelines were also discussed for the BMUZ, and recommended by Ms Bowbyes in her s42A report (paragraphs 13.18 to 13.20). Any future design guidelines for this zone would also require variation to be incorporated by reference.

### **Airport Zone Chapter (17) [CB14]**

**8.59** The notified PDP introduced the 'Queenstown Airport Mixed Use Zone' (Chapter 17) to recognise the strategic importance of the Queenstown Airport to the District and consolidate and enable a range of airport related activities within the zone.

**8.60** Through the submissions and hearing process, the Wanaka Airport (which was zoned Rural in the notified PDP) was integrated with the planning framework for the 'Queenstown Airport Mixed Use Zone Chapter' to create the 'Airport Zone' introduced through the reply version of the chapter. As a result, Chapter 17 now applies to both Queenstown and Wanaka airports.

**8.61** Specifically for Queenstown, the objectives and provisions recognise the Queenstown Airport as 'nationally significant infrastructure' and provide for a wide range of airport and 'airport related activities' (as defined).

**8.62** In the Right of Reply Ms Holden recommended a number of changes to this chapter, including:

- (a) a controlled activity status for Buildings for Airport and Airport Related Activities, with matters of control for design and appearance;
- (b) a prohibited activity status for ASAN, including visitor accommodation and childcare centres; and
- (c) amendment to the non-notification clause of 17.6.1 to limit it to controlled activities only.

## **Rural Zone Chapter (21) [CB15]**

**8.63** The Rural Zone encompasses the majority of land within the District. A wide range of productive activities occur in the Rural Zone and because the majority of the District's distinctive landscapes (comprising open spaces, lakes and rivers with high visual quality and cultural value) are located in the Rural Zone, the zone also accommodates a wide range of rural living, recreation, commercial and tourism activities.

**8.64** These activities include:

- (a) farming and farm buildings;
- (b) recreational activities;
- (c) commercial recreation and a wide range of tourism based activities;
- (d) informal airports, the majority catering for helicopter flights;
- (e) rural living;
- (f) commercial activities in the form of restaurants and cafes;
- (g) forestry;
- (h) commercial activities and structures on the surface of lakes and rivers;
- (i) mining;
- (j) skiing and associated infrastructure within the Ski Area Sub Zones; and
- (k) industrial activities.

**8.65** 1973 points of submission were received on the Rural Zone chapter. No significant changes in terms of the purpose, framework and levels of assessment have been recommended in the reply version.

**8.66** I consider the reply version of the Rural Zone Chapter forms an appropriate basis to manage these areas and the wide range of activities that could be contemplated to occur within them.

## **Rural Residential and Rural Lifestyle Zones Chapter (22) [CB16]**

**8.67** The Rural Residential and Rural Lifestyle zones provide residential living opportunities on the periphery of urban areas and within specific

locations in the wider rural areas of the District. In both zones a minimum allotment size is necessary to maintain the character and quality of the zones and, where applicable, a buffer edge between urban areas, or the open space, rural and natural landscape values of the surrounding Rural Zone.

- 8.68** The Rural Residential zone generally provides for development at a density of up to one residence every 4000m<sup>2</sup>. Some Rural Residential areas are located within visually sensitive landscapes and additional provisions apply to development to enhance landscape values, indigenous vegetation, and the quality of living environments within the zone, and to manage the visual effects of the anticipated development from outside the zone. The potential adverse effects of buildings are controlled by bulk and location, colour and lighting standards and, where required, design and landscaping controls imposed at the time of subdivision.
- 8.69** The Rural Lifestyle zone provides for rural living opportunities, having a development density of one residential unit per hectare with an overall density of one residential unit per two hectares. Building platforms are identified at the time of subdivision to manage the proliferation of buildings, to manage adverse effects on landscape values, and to manage other identified constraints such as natural hazards and servicing. The potential adverse effects of buildings are controlled by height, colour and lighting standards.
- 8.70** The Rural Lifestyle Zone was created through a response to submissions on the Proposed District Plan 1995. The result was the creation of a number of Rural Lifestyle Zones across the Upper Clutha and Wakatipu Basin areas that do not necessarily fit with the PDP Strategic policy framework.
- 8.71** New Rural Lifestyle Zones were identified as part of the notified PDP to respond to the existing environment and to areas that have capacity for development from a landscape perspective. For example, a new Rural Lifestyle Zone was identified near Glenorchy at Wyuna.

- 8.72** There are no significant changes to the Rural Residential and Lifestyle zones recommended in the Reply version of Chapter 22.
- 8.73** I note the comments made by Mr Barr for Stream 12 (Upper Clutha Mapping) that many of the Rural Residential and Rural Lifestyle Zones are a legacy of the outcomes of submissions on the ODP. Notwithstanding that improvements to the administration of the policy and rule framework have been made in the PDP, there were not any existing zones removed or altered through the notified PDP. The principal reason for this was to acknowledge the long standing development rights in these zones, and the likelihood that the future environment that this will create will be distinctly different from other rural areas. While appreciating this, I concur with Mr Barr and consider that the application of these zones should be limited going forward, particularly within the ONF and ONL areas.
- 8.74** Overall, the Rural Zone assessment matters (Part 21.7), and Strategic Landscape Chapter provide a more appropriate design led response to development proposals in these ONF and ONL areas.

### **Indigenous Vegetation and Biodiversity Chapter (33) [CB22]**

- 8.75** The Council has a responsibility under Part 2 Section 6(c) of the RMA to maintain indigenous biodiversity and to recognise and provide for the protection of significant indigenous vegetation and significant habitats of indigenous fauna, which are collectively referred to as Significant Natural Areas (**SNAs**).
- 8.76** Chapter 33 provides a policy and rule framework and makes the following distinctions in terms of rules and permitted clearance:
- (a) the identification and scheduling of SNAs and provisions that allow very limited clearance and maintenance of existing tracks within these areas;
  - (b) alpine environments defined as land above 1070 metres above sea level (**masl**);

- (c) within areas identified as being located within a chronically or acutely threatened land environment, as defined by the Land Environments of New Zealand,<sup>21</sup> and
- (d) in all other areas, removal of not more than 5000m<sup>2</sup> of indigenous vegetation, or 500m<sup>2</sup> on sites less than 10ha, subject to standards.

**8.77** The changes recommended through the Reply version do not make any fundamental changes to the notified chapter, particularly in terms of the policy framework for significant natural areas and addressing section 6(c) of the RMA. The rules were redrafted at the suggestion of the Panel to be easier to understand, however the permitted clearance thresholds have not changed.

**8.78** A substantive recommended change was the reordering of Policy 33.2.1.8 to provide a policy framework for the concept of biodiversity offsetting and the introduction of a schedule (33.10) that sets out a framework for biodiversity offsetting.

**8.79** A new rule (Rule 33.4.4) was recommended to be introduced that exempts indigenous vegetation clearance within land administered under the Conservation Act 1987, subject to certification from the Council. In these circumstances the Department of Conservation (**DOC**) undertakes an assessment process and the duplication required by the Council is not considered efficient.

**8.80** I consider that Chapter 33 will enable the Council to fulfil its functions in terms of Section 31 and protecting indigenous vegetation in terms of section 6(c) of the RMA.

### **Natural Hazards Chapter 28 [SSB91]**

**8.81** A series of maps are included in the Second Supplementary Bundle **[SSB93]** that illustrate the identified potential natural hazards and known recorded areas of potentially contaminated land. The features identified on the maps comprise collectively what is referred to as the Council's 'Hazards Register'.

---

21 Refer to the Landcare Research Threatened Environment Classification:  
[http://www.landcareresearch.co.nz/\\_data/assets/pdf\\_file/0007/21688/TECUserGuideV1\\_1.pdf](http://www.landcareresearch.co.nz/_data/assets/pdf_file/0007/21688/TECUserGuideV1_1.pdf)

**8.82** The same information is used by Council staff to undertake initial assessments for resource consents, and the information is made available as part of Land Information Memorandums (**LIMs**) or Project Information Memorandums (**PIMS**). The maps are also referred to in Chapter 28 Natural Hazards [**SSB91**] as a source of information to assist with the identification of Natural Hazards. The hazards register is available to the public as an online tool through the Council's online map viewer.<sup>22</sup> Paper copies of an area are available on request.

**8.83** The Natural Hazards Register sits outside the District Plan, and while referred to in the Natural Hazards Chapter, is not incorporated by reference. The Natural Hazards Reply Chapter (28.2 – Natural Hazard Identification) states [**SSB91**]:

*Council holds information in a natural hazards database which has been accumulated over a long period of time by both the Council and the Otago Regional Council. The database is continually being updated and refined as new information is gathered. Given the ongoing updates occurring, with the exception of flooding information, which has historically been mapped, Council has decided not to map natural hazards as part of the District Plan. This decision has been made due to the fact the maps may quickly become out of date as new information becomes available. Council will rely upon the hazards database in the consideration of resource consents and building consents.*

*The database is readily available to the public through the Council website and at Council Offices.*

**8.84** The areas captured in the maps contained in [**SSB93**] coincide with the respective areas where a rezoning submission has been received.

---

22 Refer to <http://www.qldc.govt.nz/council-online/maps/gis-mapping/>

## 9. STATUTORY CONSIDERATIONS

### Resource Management Act 1991

**9.1** The statutory framework for preparing a district plan (change), and assessing the merits of the application of zones, is set out in sections 31, 32, 33A and 72 to 76 of the RMA.

**9.2** By way of summary, the statutory requirements of a district plan, which relate to the proposed zoning of land must:

- (a) accord with and assist the Council in carrying out its functions<sup>23</sup> so as to meet the requirements of Part 2 of the RMA;<sup>24</sup>
- (b) must be prepared in accordance with any regulation<sup>25</sup> (there are none) and any direction given by MfE;
- (c) have regard to the actual and potential effects of activities on the environment;<sup>26</sup>
- (d) have regard to any evaluation report prepared in accordance with section 32;<sup>27</sup>
- (e) give effect to any national policy statement;<sup>28</sup>
- (f) be in accordance with any regulations (including National Environmental Standards);<sup>29</sup>
- (g) give effect to the Otago Regional Policy Statement (**RPS**);<sup>30</sup>
- (h) have regard to the Proposed Otago Regional Policy Statement (Decisions Version) (**PRPS**);<sup>31</sup>
- (i) have regard to management plans and strategies under other Acts (to the extent that they have a bearing on the resource management issues in the region);<sup>32</sup>
- (j) have regard to any relevant entry on the New Zealand Heritage List (to the extent that they have a bearing on the resource management issues in the District);<sup>33</sup>

---

23 Section 31.  
24 Section 74(1) (b).  
25 Section 74(1).  
26 Section 76(3).  
27 Sections 74(1)(d) and 74(1)(e).  
28 Section 75(3).  
29 Section 74(1)(f).  
30 Section 75(3)(c).  
31 Section 74(2)(a)(i).  
32 Section 74(2)(b)(i).  
33 Section 74(2)(b)(iii).

- (k) have regard to the extent to which the district plan needs to be consistent with policy statements and plans of adjacent regional councils and territorial authorities;<sup>34</sup>
- (l) take into account any relevant planning document recognised by an iwi authority and lodged with the Council to the extent that its content has a bearing on the resource management issues of the district;<sup>35</sup> and
- (m) not have regard to trade competition or the effects of trade competition.<sup>36</sup>

**9.3** Under section 32 of the RMA, an evaluation must also:

- (a) examine whether the proposal being evaluated (i.e. the application of zones) is the *most appropriate* way to achieve the purpose of the RMA; and whether the proposal is the *most appropriate* way to achieve the objectives (i.e. of the Strategic Directions and the PDP) by:
  - (i) identifying other reasonably practicable options for achieving the objectives,
  - (ii) assessing the efficiency and effectiveness of the provisions in achieving the objectives,<sup>37</sup> and
  - (iii) summarising the reasons for deciding on the proposal (being the application of zones); and
  - (iv) contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated (from implementing the requested zoning).

**9.4** The RMA has an overriding purpose to promote the sustainable management of natural and physical resources.<sup>38</sup> The PDP uses a zoning approach as a method (s75(2)) to implement the objectives and policies for the management of land use and activities. The

---

34 Section 74(2)(c).

35 Section 74(2A).

36 Section 74(3).

37 In particular that evaluations must also identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from implementing the provisions including the opportunities for economic growth and employment that are anticipated to be provided or reduced, quantify these benefits and costs if practicable, and assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions (section 32(2) of the RMA).

38 Section 5.

application of zoning, subzones and overlays is a fundamental method to achieve the purpose of the RMA.

- 9.5** The zoning regime and accompanying policy framework sets out the direction to assist in determining the future land uses, built form and nature of geographic areas. The Council also owns and manages physical infrastructure comprising roads, water and wastewater. The efficient location and integrated management of this resource with land uses is integral to sustainable management.<sup>39</sup>
- 9.6** In accordance with s74(1(b) of the RMA, a district plan must be prepared in accordance with Part 2. The matters of national importance set out in section 6 of the RMA represent values that must be recognised and provided for in a district plan and when considering appropriate locations for zones to implement the objectives and policies. Many of these values are represented by overlays in the PDP Planning Maps, including Significant Natural Areas (**SNA**) and Outstanding Natural Features and Landscapes (**ONF** and **ONL**).
- 9.7** In preparing a district plan and determining the location of zones, particular regard must also be had to the matters listed in section 7 of the RMA, including the efficient use and development of natural and physical resources, the intrinsic values of ecosystems, the maintenance and enhancement of the quality of the environment, and the maintenance and enhancement of amenity values.<sup>40</sup>
- 9.8** Section 8 of the RMA requires the principles of the Treaty of Waitangi to be taken into account. The provisions in Chapter 5 of the PDP in particular address these issues.<sup>41</sup>
- 9.9** The following National Policy Statements have also been given effect to. These will be identified and discussed where applicable further in this evidence or in the context of site specific submissions:

- (a) Urban Development Capacity **[CB28]**;

---

39 Sections 7(b), 30(g)(b), 31(1)(a).  
40 Section 7.  
41 Section 8.

- (b) Freshwater Management **[CB30]**;
- (c) Renewable Electricity Generation **[SB77]**;
- (d) Electricity Transmission **[CB29]**; and
- (e) Indigenous Biodiversity (Proposed) **[CB31]**.

### **Operative Otago Regional Policy Statement 1998 (ORPS)**

**9.10** Section 75(3) of the RMA requires that a district plan prepared by a territorial authority must "give effect to" any regional policy statement. This requirement applies to the ORPS 1998.

**9.11** Relevant objectives and policies of the ORPS include:

Objective 5.4.3 *To protect Otago's outstanding natural features and landscapes from inappropriate subdivision, use and development (Policy 5.5.6)*

Objective 9.4.1 *To promote the sustainable management of Otago's built environment in order to:*

- (a) *Meet the present and reasonably foreseeable needs of Otago's people and communities; and*
- (b) *Provide for amenity values, and*
- (c) *Conserve and enhance environmental and landscape quality; and*
- (d) *Recognise and protect heritage values*

Objective 9.4.2 *To promote the sustainable management of Otago's infrastructure to meet the present and reasonably foreseeable needs of Otago's communities (Policies 9.5.2 and 9.5.3)*

Objective 9.4.3 *To avoid, remedy or mitigate the adverse effects of Otago's built environment on Otago's natural and physical resources. (Policies 9.5.1 and 9.5.3 to 9.5.6)*

Objective 11.4.1 *Recognise and understand the significant Natural Hazards that threaten Otago's communities and features (Policies 11.5.1, 11.5.6 and 11.5.7)*

- 9.12** Objectives 5.4.3 and Policy 5.5.6 seek to protect Otago's outstanding natural features and landscapes from inappropriate subdivision, use and development. Objective 5.4.5 and Policies 5.5.3 to 5.5.5 promote sustainable land use and minimising the effects of development on water and land.
- 9.13** The promotion of sustainable management of the built environment and infrastructure, as well as avoiding or mitigating against adverse effects on natural and physical resources is also incorporated into Objectives 9.4.1, 9.4.2 and 9.4.3; as well as Policies 9.5.1 to 9.5.5. Objectives 11.4.1 and 11.4.2 seek to manage risks from natural hazards by identifying and then avoiding or mitigating the risks.

### **Proposed Otago Regional Policy Statement (Decisions Version) (PRPS)**

- 9.14** Section 74(2) of the RMA requires that a district plan prepared by a territorial authority shall "*have regard to*" any proposed regional policy statement. The PRPS was notified for public submissions on 23 May 2015, and decisions on submissions were released on 1 October 2016.
- 9.15** The following objectives and policies of the Decisions Version of the PRPS **[CB34]** are relevant to Queenstown and submissions on mapping:

Objective 3.1 *The values of Otago's natural resources are recognised, maintained and enhanced.*

Related Policies:

- Policy 3.1.9 associated with maintaining or enhancing indigenous biological diversity.
- Policy 3.1.10 associated with recognising the values of natural features and landscapes.

Objective 3.2 *Otago's significant and highly-valued natural resources are identified, and protected or enhanced.*

Related Policies:

- Policies 3.2.1 – 3.2.2 and Schedule 5 associated with identifying and managing significant vegetation.
- Policies 3.2.3 – 3.2.6 and Schedule 4 associated with identifying and managing outstanding or highly valued natural features and landscapes.

Objective 4.3 *Infrastructure is managed and developed in a sustainable way.*

Related Policies:

- Policies 4.3.1 – 4.3.4 associated with managing infrastructure.

Objective 4.4 *Energy supplies to Otago's communities are secure and sustainable.*

- In particular Policy 4.4 which seeks to protect renewable electricity production.

Objective 4.5 *Urban growth and development is well designed, reflects local character and integrates effectively with adjoining urban and rural environments.*

Related policies:

Policy 4.5.1 *Managing for urban growth and development.*

*Manage urban growth and development in a strategic and co-ordinated way, by all of the following:*

- a) Ensuring there is sufficient residential, commercial and industrial land capacity, to cater for the demand for such land, over at least the next 20 years;*
- b) Coordinating urban growth and development and the extension of urban areas with relevant infrastructure development programmes, to provide infrastructure in an efficient and effective way;*
- c) Identifying future growth areas and managing the subdivision, use and development of rural land outside these areas to achieve all of the following:*

- i. *Minimise adverse effects on rural activities and significant soils;*
- ii. *Minimise competing demands for natural resources;*
- iii. *Maintain or enhance significant biological diversity, landscape or natural character values;*
- iv. *Maintain important cultural or historic heritage values;*
- v. *Avoid land with significant risk from natural hazards;*
- d) *Considering the need for urban growth boundaries to control urban expansion;*
- e) *Ensuring efficient use of land;*
- f) *Encouraging the use of low or no emission heating systems;*
- g) *Giving effect to the principles of good urban design in Schedule 5;*
- h) *Restricting the location of activities that may result in reverse sensitivity effects on existing activities.*

*Policy 4.5.2 Planned and coordinated urban growth and development*

*Where urban growth boundaries or future urban development areas, are identified in a district plan, control the release of land within those boundaries or areas, by:*

- a) *Staging development using identified triggers to release new stages for development; or*
- b) *Releasing land in a way that ensures both:*
  - i. *a logical spatial development; and*
  - ii. *efficient use of existing land and infrastructure before new land is released; and*
- c) *Avoiding urban development beyond the urban growth boundary or future urban development area.*

**9.16** The changes made to the PRPS through its decisions are relatively minor. The majority of the provisions of the Decisions Version have been appealed and mediation is still ongoing. Accordingly, limited weight can be provided to the Decisions Version of the PRPS. However, the provisions of the PRPS are relevant in identifying a direction in ensuring plans provide for sufficient urban land capacity, where this is coordinated and integrated with infrastructure, and provides good urban design.

## National Policy Statement on Urban Development Capacity (NPS-UDC)

- 9.17** The NPS-UDC came into force on 1 December 2016. The NPS-UDC has the overall intent to require local authorities to provide sufficient residential and business land capacity over the short, medium and long term. Queenstown is identified as a 'High Growth Urban Area' under the NPS-UDC. In accordance with the NPS-UDC, amongst other things the Council is required to:
- (a) begin to monitor indicators under policy PB6 by June 2017;
  - (b) begin to use indicators of price inefficiency under policy PB7 by 31 December 2017;
  - (c) complete the housing and business development capacity assessment under policy PB1 by 31 December 2017; and
  - (d) produce the future development strategy under policies PC12 to PC14 by 31 December 2018.
- 9.18** As per s55 of the RMA, the Council must amend its proposed plans and plans, if the national policy statement directs so, to include specific objectives and policies set out in the statement, or so that objectives and policies specified in the plans *give effect to* the objectives and policies specified in the national policy statement.
- 9.19** On 8 February 2017, the Panel issued a minute asking the Council to confirm whether it is satisfied that the provisions of the PDP which have already been heard *give effect to* the NPS-UDC. This question related to the text of the Stage 1 chapters. Counsel on behalf of QLDC responded to this with a memo on the 3 March 2017<sup>42</sup> and this is discussed further at Part 13 of this report in relation to the approach of this hearing.
- 9.20** The PDP was notified on 26 August 2015 and the NPS-UDC came into effect on 1 December 2016. The hearings on text were completed in March 2017 and the Panel's Minute issued on 8

---

<sup>42</sup> Memorandum of Counsel on behalf of QLDC regarding the National Policy Statement on Urban Development Capacity dated 3 March 2017. <http://www.qldc.govt.nz/assets/Uploads/Planning/District-Plan/Hearings-Page/Memorandums/General/S0001-QLDC-ScottS-Memorandum-Regarding-NPS-UDC.pdf>

February 2017 requests that the requirements of the NPS-UDC are included and addressed in the S42A reports.<sup>43</sup>

- 9.21** As set out in the Council's memorandum dated 3 March 2017, it is the Council's position that a number of the objectives and policies of the NPS-UDC that take immediate effect, are given effect to by the provisions of the Stage 1 PDP chapters.<sup>44</sup>
- 9.22** The Council's development capacity model (**DCM**) is currently being updated in relation to Queenstown based zones and will contribute to a statement of supplementary evidence that will be filed on 16 June 2017.<sup>45</sup>
- 9.23** Also as identified in the Council's memorandum dated 3 March 2017 Council will work to the timeframes included in the NPS-UDC for release of the first housing and business assessment, which is to be completed by the end of 2017. This will ensure that an informed and strategic approach is undertaken to the delivery of any additional capacity, and that this is integrated with the necessary infrastructure plans and strategies. Nonetheless, the recommendations made within this hearing stream have been cognisant of the NPS-UDC and those objectives and policies that are already in effect.
- 9.24** Further, the PDP is not the only method by which the Council may give effect to the NPS-UDC. Other statutory (for example, Special Housing Areas (**SHAs**) under the Housing Accords and Special Housing Areas Act 2013) and non-statutory methods are available.

## **10. NON-STATUTORY PLANS AND PUBLICATIONS**

- 10.1** As per s74(2)(b)(i) a district plan must have regard to management plans and strategies under other legislation. The following are considered relevant to the evaluation of rezoning proposals in Queenstown.

---

43 Refer to Minute Concerning National Policy Statement on Urban Development Capacity dated 8 February 2017 <http://www.qldc.govt.nz/assets/Uploads/Planning/District-Plan/Hearings-Page/Memorandums/General/General-Request-re-NPSUDC-2016-8-2-17.pdf>.

44 Memorandum of Counsel on behalf of QLDC regarding the National Policy Statement on Urban Development Capacity dated 3 March 2017, at paragraph 3.

45 Ninth Procedural Minute dated 11 April 2017 at paragraph 8.

## Strategies

### **QLDC Economic Development Strategy (2015)<sup>46</sup>**

- 10.2** The QLDC Economic Development Strategy identifies key economic development priorities for the District. The strategy states that:<sup>47</sup>

*Queenstown Lakes' economic development potential and performance depends on the quality of the resources that can be drawn on (people, infrastructure, natural environment, capital and institutions) and how effectively they are combined and used to generate value.*

- 10.3** The strategy identifies four key economic development priorities, with Priority 1 being to "*enhance the quality of our natural, business and living environments*". Within Priority 1 are a number of sub-themes, including planning for growth, property demand and supply, and housing affordability.
- 10.4** Priority 4 is to "future proof infrastructure" and relates to ensuring "*efficient and effective road, air and communications infrastructure facilitates increased economic activity such as visitor attraction, investment and internationalisation*". Sub-themes within this priority area are airport infrastructure and connectivity, Internet and broadband connectivity, road network, water and waste water.

---

46 Queenstown Lakes District Council *Economic Development Strategy* February 2015  
<http://www.qldc.govt.nz/assets/Uploads/Council-Documents/Strategies-and-Publications/Queenstown-Lakes-Economic-Development-Strategy-Consultation-Document.pdf>

47 At page 3.

**The Otago Regional Council Public Transport Plan 2014 Draft Addendum:  
Wakatipu Basin and Concord – Green Island Link (March 2017)<sup>48</sup>**

**10.5** The ORC has recently consulted on proposed amendments to the Regional Public Transport Plan (2014), with the purpose of making changes to the Wakatipu Public Transport (bus) Network. Subject to collaboration between ORC, QLDC and NZTA, the proposed changes are to reduce fare; and align bus routes and frequency of services to integrate with planned road network improvements.

**10.6** **Figure 5** below illustrates the proposed new route structure. Of particular relevance is the removal of the Arrowtown to Arthurs Point direct connection.



**Figure 5:** Queenstown Town Centre Master Plan Establishment Report (2017)<sup>49</sup>

**10.7** The Queenstown Town Centre Master Plan (**Master Plan**) is a project being undertaken by Council, alongside an advisory group made up of investor partners.

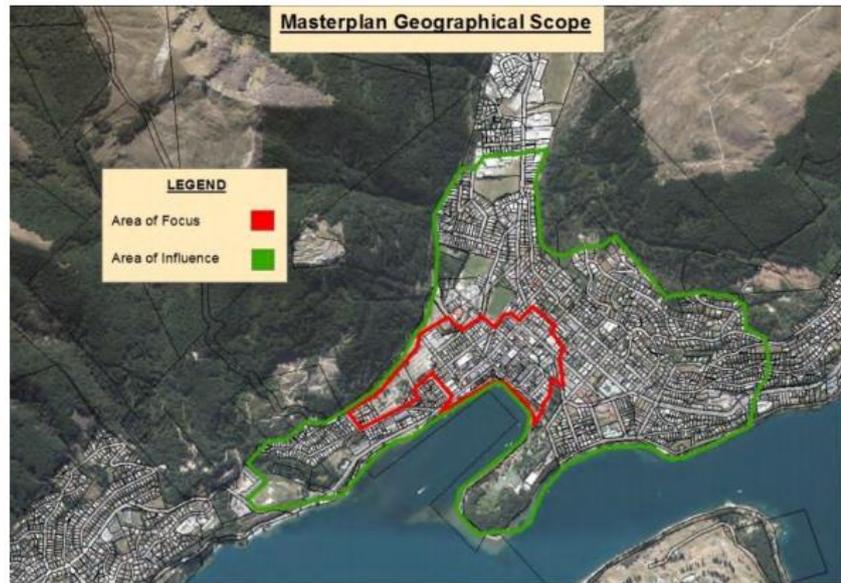
**10.8** The Master Plan attempts to integrate and reconcile the findings of a number of previous strategic documents applicable to the town centre (including Town Centre Strategy (2009), Transport Strategy (2016

<sup>48</sup> <http://www.orc.govt.nz/Documents>

<sup>49</sup> Queenstown Lakes District Council *Queenstown Town Centre Masterplan – Establishment Report* dated 13 January 2017 <http://www.qldc.govt.nz/assets/Uploads/Council-Documents/Full-Council-Agendas/2017/27-January-2017/Item-1-Queenstown-Town-Centre-Masterplan/1a-Queenstown-Town-Centre-Masterplan-c.pdf>

and Inner Links project (2014)), to create a single vision for the management of growth and defining the future role and function of the town centre. The project also aims to address traffic congestion effects of growth on the visitor experience.

- 10.9** The Master Plan is a work in progress and remains at the business case stage. **Figure 6** illustrates the geographic scope of this study.



*Figure 4: Queenstown Town Centre Masterplan - Geographical Scope*

**Figure 6:** Geographic scope of Master Plan business case study

## **PART B - DEVELOPMENT OF THE PDP**

### **11. STRATEGIC DIRECTION OF THE PDP**

- 11.1** The PDP has a hierarchical structure. The higher order provisions of 'Part Two – Strategy' highlight overarching resource management goals and objectives, to meet the needs of the community and achieve Part 2 of the RMA. These chapters also provide the framework to integrate and manage matters of national importance (s6(b), s6(c), s6(e) of the RMA).
- 11.2** Strategic Directions Chapter (Chapter 3) sits above the remaining strategic chapters (Chapters 4 Urban Development, 5 Tangata

Whenua and 6 Landscapes). These chapters as a group sit above the remaining zone and district wide chapters.<sup>50</sup>

**11.3** Chapter 3: Strategic Direction brings together the key resource management issues for the District in a relatively concise manner and provides a policy framework that establishes the rationale for the remaining components of the District Plan. The evidence of Mr Matthew Paetz for the Council at Hearing Stream 1B on the Strategic Direction and Urban Development chapters **[CB35]** provides the following discussion on the Strategic Direction Chapter:<sup>51</sup>

*As the Strategic Direction chapter is a policy framework, containing no rules (but provides the strategic basis for subsequent chapters and rules), it is important that it:*

- *Is underpinned by a sound analysis and understanding of the key resource management issues in the district, both present and future.*
- *Distils the meaning of the purpose of the RMA for the district, based on an understanding of those issues and expressed community views.*
- *Reconciles the competing issues in the District in a balanced manner, through providing for the social, economic and cultural wellbeing of people and communities balanced with the environmental objectives set out in Sections 5(2)(a), (b) and (c) of the RMA.*

*It is important that the chapter is a meaningful tool for decision makers, both with regard to resource consent applications, and any plan change applications that may be made. In order to be a meaningful regulatory tool, it should not only appropriately distil the key resource management issues of the District, but should provide a strong policy direction on how those issues should be managed. As far as possible, the aim should be to provide a policy direction that is meaningful and not so general or broad as to be of limited decision making value.*

---

50 **[CB39]**.

51 **[CB35]** at paragraphs 8.5-8.6.

- 11.4** I agree with these statements. The Strategic Directions of the PDP overall focuses future urban development within identified urban growth boundaries with urban zones that provide for urban growth to meet the needs of the District.
- 11.5** An overview of the applicable chapters, including the purpose, description key objectives and policies and key changes recommended through hearings is in Part 15 of this evidence. It is these strategic chapters that include the policy direction that provides for showing the ONLs, ONFs, UGB and ANB/ OCB on the planning maps.

## **12. ZONING STRUCTURE**

- 12.1** As set out in paragraph 3.4, the District Plan review is a partial review and will be notified in various stages. Stage 1 notification comprises zoning for the majority of the land area covered by the District<sup>52</sup> and the bulk of district wide chapters.
- 12.2** The notable components not yet reviewed that are relevant to the Queenstown area are the (operative) Industrial A and B zones, provisions on visitor accommodation in the Low, Medium and High Density Residential Zones, the Rural Visitor Zone, and the district wide signs, earthworks and transportation chapters.
- 12.3** The development of the PDP and review of the Stage 1 PDP components provided an opportunity to reduce the number of bespoke rules that were in the equivalent ODP zones, reduce unnecessary complexity associated with provisions, and provide a more helpful policy framework for users of the Plan and decision makers.
- 12.4** To provide for local variation and needs, a number of zones have overlays that provide for specific activities within them or a higher threshold of effects associated with activities. The overlays are framed so that specified activities generally trump the rules of the underlying zone where they relate to that activity only. In reviewing

---

52 The Rural Zone makes up approximately 98% of the District, however a substantial portion of this land is mountainous and within the National Parks.

the existing overlay areas and evaluating new overlays, the Council has been careful not to encourage their proliferation at the expense of presenting a district plan that is efficient to administer, while providing appropriately for local issues and needs.

**12.5** A summary of the zones and associated overlays or sub zones in the Queenstown Area are:<sup>53</sup>

- (a) Low Density Residential Zone (Chapter 7);
  - (i) Building Restriction Area;
- (b) Medium Density Residential Zone (Chapter 8);
- (c) High Density Residential Zone (Chapter 9)
- (d) Business Mixed Use Zone (Chapter 12)
- (e) Queenstown Town Centre (Chapter 13);
  - (i) Waterfront Sub Zone;
  - (ii) Entertainment Precinct Overlay;
  - (iii) Height Precinct P1 to P7;
  - (iv) Town Centre Special Character Area;
  - (v) Historic Management Precinct;
  - (vi) Town Centre Transition Sub Zone;
- (f) Local Shopping Centre Zone (Chapter 15);
- (g) Rural Zone;
  - (i) Building Restriction Area;
  - (ii) Ski Area Sub Zones;<sup>54</sup>
  - (iii) Outstanding Natural Features and Landscapes;
  - (iv) Areas specifying where certain structures on the surface of water would be non-complying;
  - (v) Significant Natural Areas;<sup>55</sup>
  - (vi) Queenstown Airport Outer Control Boundary;
- (h) Rural Residential and Lifestyle Zone (Chapter 22); and
  - (i) Visitor Accommodation Sub Zone.

**12.6** With regard to the rezoning requests, one element of the assessment principles (refer paragraph 15.3) used to assist with assessment of

---

53 Excluding District Wide annotations and overlays not directly associated with a zone. Including Heritage Features, Designations, the Wanaka Airport Obstacle Limitations Surface Map (Designations), Protected Trees.

54 Submissions on Ski Area Sub Zones are heard in Hearing Stream 11 and are not subject to this hearing.

55 This overlay is district wide and derived from Chapter 33 Indigenous Vegetation and Biodiversity, and not restricted only to the Rural Zone. However all the SNAs in the Upper Clutha are located in the Rural Zone.

rezoning requests, is to evaluate whether the rezoning request is simply attempting to mimic the development potential available to an existing activity, or an existing but unimplemented resource consent, or whether the additional development rights sought by the rezoning request would be better assessed through a resource consent.

- 12.7** I consider that if the Council accepted rezoning requests on the basis that a range of activities could occur due to 'effects' based factors, such as landscape only, or an existing resource consent, this could reduce the overall coherency of the use of zoning and could lead to a proliferation of spot zoning. The issue of using an existing consent or consents as a "springboard" to promote a zone that would otherwise be considered an inappropriate way to achieve the plan's objectives also arises. This in turn would not give effect to the RPS, would compromise the Strategic Directions of the PDP and reduce the effectiveness of the overall policy framework of the PDP.

## **Roads**

- 12.8** Roads are not zoned in the PDP, however their legal boundaries are shown on the planning maps and distinguish between State Highways and Council roads. The matter of whether a zone and any provisions will be applied to roads is set aside for future stages of the district plan review – one alternative is as part of a new Transport chapter. With the exception of the RPL submission on the EAR, no submissions have been received requesting zoning for roads or rules within the identified legal roads as part of the Stage 1 of the PDP.

## **13. SUBMITTER AND COUNCIL OFFICER RECOMMENDED CHANGES TO TEXT**

- 13.1** The hearings for submissions on the PDP text, including new text associated with any substantive changes to mapping (such as a new overlay annotation) were heard from March 2016 to March 2017. Through the evaluation of submissions and questioning from the Hearings Panel a number of changes are recommended to the Stage 1 Chapters. The Right of Reply versions filed by the Council at the

conclusion of each hearing have been used as a basis to assess the rezonings, and are included in the Council's Bundle of Documents.

- 13.2** A synopsis of the respective zone descriptions and frameworks, and the extent to which they have been amended through Council's evidence is at Part 15 of this evidence.
- 13.3** While a number of changes are recommended, the overall thrust of the Strategic Directions chapters and the zone chapters have not substantially changed since notification.

## **PART C – COUNCIL'S APPROACH TO THE ANALYSIS OF SUBMISSIONS SEEKING TO REZONE LAND OR AMEND MAPPING ANNOTATIONS**

### **14. OVERARCHING STRATEGY**

- 14.1** In assessing and forming a recommendation on the most appropriate zoning and annotations to PDP planning maps, in response to submissions, the Council has been guided by the relevant statutory tests (as set out earlier), in addition to the overarching strategy applied to implement the objectives of Strategic Chapters of the PDP and give effect to the NPS-UDC.
- 14.2** In paragraphs 9.2-9.4 I have outlined the statutory requirements for preparing a plan, as these relate to the zoning of land as a method to achieve Part 2 of the RMA. The PDP must give effect to the ORPS, the NPS-UDC, and have regard to the PRPS.
- 14.3** The relevant objectives of the RPS and the PRPS are set out in paragraphs 9.11 and 9.15 and promote urban growth in a coordinated manner that is supported by planned and coordinated infrastructure. The respective RPS documents also seek that landscape and scenic values, indigenous biodiversity and rural production is appropriately managed.
- 14.4** The PDP Strategic Direction Chapter gives effect to the RPS and has regard to the Decisions Version of the PRPS through providing guiding principles as to the overall objectives sought by the Council to

achieve sustainable management. It distils the key resource management issues facing the District and provides clarity around the appropriate locations for specific activities, in addition to identification of circumstances and locations in which development may be considered inappropriate.

- 14.5** Zoning is a key method used in the PDP to give effect to the objectives and policies of the RPS and NPS-UDC, the Strategic objectives in Chapters 3-6 of the PDP, and achieve Part 2 of the RMA. The zoning framework of the PDP focuses urban development within identified UGBs and provides for the coordinated and integrated provision of infrastructure within these identified locations. UGBs are identified for the Queenstown, Arrowtown and Wanaka urban areas.
- 14.6** The majority of land outside the Queenstown UGB is zoned Rural. Activities in the Rural zone are subject to reasonably high levels of assessment and control under the PDP to ensure the District's highly valued landscapes and the character of the rural environment are appropriately managed.
- 14.7** Current urban growth located outside of the notified Queenstown UGB is limited to the zoned extent of the established (and operative) Township Zones at Glenorchy, Kingston, Gibbston and Kinloch. Development of an urban nature is also established in the Operative District Plan (**ODP**) Rural Visitor Zones at Cecil Peak, Walter Peak, Blanket Bay, Arthurs Point, and Arcadia Station.
- 14.8** The following overarching methods and approaches have influenced the Council's application of zones and mapping overlays to accord with the relevant statutory considerations under sections 31, 32, 33A and 72 to 76 of the RMA and implement Strategic Directions:
- (a) the identification of ONFs and ONLs, as required by section 6 of the RMA;
  - (b) the identification and scheduling of SNAs to protect indigenous vegetation under Section 6(c) of the RMA, and appropriate rules in Chapter 33 Indigenous Vegetation and

- Biodiversity, to manage the effects of clearance on as yet unidentified areas of significant indigenous vegetation;
- (c) the development of Chapter 4 (Urban Development) as one of the key strategic chapters of the PDP, building on Goal 2 of Strategic Directions by addressing key urban growth management issues and the tools by which they will be achieved - in particular, the establishment of an UGB around Queenstown providing for the planned and integrated location of urban development and infrastructure.
  - (d) the combination of the Rural Zone employing the discretionary activity status for the majority of non-farming buildings, comprehensive assessment matters in Part 21.7 and the objectives and policies in Chapters 3, 4, 6, and 21, as the most appropriate way to manage the effects of the wide range of activities that seek to locate within rural areas on landscapes and natural features, rural amenity, reverse sensitivity, permitted farming activities, including matters of national importance;
  - (e) retaining within the Queenstown area the existing area of Rural Lifestyle and Rural Residential Zones, recognising the established development rights and development patterns within these zones;
  - (f) identifying the Rural Lifestyle Zone at Wyuna to provide for rural living opportunities that are sensitive to the wider ONL in the Glenorchy area; and the Visitor Accommodation Subzone at Matakauri Lodge to reflect the character and built form present on the Matakauri site;<sup>56</sup>
  - (g) providing for increased housing capacity through the proposed Medium Density Zone in Queenstown, Frankton, and Fernhill;
  - (h) providing for complementary commercial, business, retail and residential uses through the BMUZ (Chapter 16), which provides opportunities for buildings of 12m in height as a permitted activity; and up to 20m in height as a restricted discretionary activity;
  - (i) providing for increased densities in the Low Density Residential Zones through the 'gentle density' framework, by

---

56 S42A Report of Mr Craig Barr for Chapter 22 (Rural Residential and Lifestyle) [CB43].

- providing for additional dwellings and infill opportunities through reduced minimum lot size and enabling a density of 1 unit per 300m<sup>2</sup> as a restricted discretionary activity;
- (j) providing for increased development opportunities and a range of built forms through increased building height in the High Density Residential Zone and removal of the density control;
  - (k) not providing for additional urban growth in un-serviced settlements;<sup>57</sup>
  - (l) the identification of a Town Centre Entertainment Precinct within the Queenstown Town Centre and increased height limits to provide additional development opportunities and better design outcomes, in combination with recession planes to maintain amenity and character of the façade; and
  - (m) the identification of the Local Shopping Centre Zone at Fernhill, 1 Hansen Road, and Frankton Corner to enable small scale commercial activities in discrete locations accessible to residential areas and people in transit; and
  - (n) the creation of the Airport Zone to apply to the Queenstown and Wanaka airports recognise their strategic importance to the District and consolidate and enable a range of airport related activities within the zone.

**14.9** I support the overarching strategy set out above.

## **15. CONSIDERATIONS IN THE ANALYSIS OF THE MOST APPROPRIATE ZONING**

**15.1** In determining the *most appropriate* zoning of land in response to submissions, the assessments have been guided by the relevant statutory considerations (including s 32) and the key strategies of the Strategic Directions chapter to:

- (a) focus growth within the identified UGBs;
- (b) promote increased densities where appropriate; and

---

57 Noting that the Township Zones are to be reviewed as part of Stages 2-5 of the district plan review.

- (c) protect the District's valued landscapes, in terms of both their intrinsic value, and economic value to the region and the District's tourism economy.<sup>58</sup>

**15.2** A range of Assessment Principles have been considered in the analysis of the rezoning submissions. These are in addition to the statutory tests (outlined in paragraphs 9.2-9.4) for deciding on what are the *most appropriate* provisions or zones in a district plan; and are applied as a qualitative measure of the overarching strategy discussed above.

**15.3** The principles are based on the capacity of urban land within the notified Queenstown UGB, and the reply version of the PDP Stage 1 chapters:

- (a) whether the change is consistent with the objectives and policies of the proposed zone. This applies to both the type of zone in addition to the location of the zone boundary;
- (b) whether the zone proposed / sought is more appropriate than the notified zone;
- (c) whether the change is consistent with and does not compromise PDP Strategic chapters and in particular the Strategic Direction, Urban Development and Landscape Chapters;
- (d) the overall impact of the rezoning gives effect to the ORPS;
- (e) economic costs and benefits are considered;
- (f) zone changes should take into account the issues debated in recent plan changes;
- (g) changes to zone boundaries are consistent with the maps in the PDP that indicate additional overlays or constraints (e.g. Airport Obstacle Limitation Surfaces, SNAs, Building Restriction Areas, ONF/ONL);
- (h) changes should take into account the location and environmental features of the site (e.g. the existing and consented environment, existing buildings, significant features and infrastructure);
- (i) zone changes recognise the availability or lack of major infrastructure (e.g. water, wastewater, roads);

---

58 Refer to the economic evidence of Phil Osborne [CB49].

- (j) zone changes take into account effects on water, wastewater and roading network capacity, and are not just limited to the site specific effects of extending infrastructure;
- (k) there is adequate separation between incompatible land uses;
- (l) rezoning in lieu of resource consent approvals, where a portion of a site has capacity to absorb development does not necessarily mean another zone is more appropriate; and
- (m) zoning is not determined by existing resource consents and existing use rights, but these will be taken into account.

**15.4** The evaluation of the most appropriate zoning of land should also be considered in the context of a site or geographic area.

**15.5** Relevant local context factors have been considered and include:

- (a) the layout of streets and location of public open space and community facilities;
- (b) land with physical challenges such as steep topography, poor ground conditions, instability or natural hazards;
- (c) accessibility to centres and the multiple benefits of providing for intensification in locations with easy access to centres; and
- (d) the vulnerability of the wider area the subject land is part of to absorb development.

## **16. APPROACH TO SUBMISSIONS SEEKING TO REZONE LAND TO AN ODP ZONE**

**16.1** A number of submissions seek that land notified in Stage 1 be rezoned to a zone that exists in the ODP and has not been notified in Stage 1 of the PDP.

**16.2** For example, there are requests to rezone notified Rural land to Rural Visitor Zone, which is an ODP Zone.<sup>59</sup> The submissions do not contain any associated zone provisions or planning framework and

---

<sup>59</sup> For example refer to <http://www.gldc.govt.nz/planning/district-plan/volume-1-district-plan/section-12-special-zones-rural-visitor-zones-cecil-peak-walter-peak-cardrona-blanket-bay-arthurs-point-arcadia-station-windermere/>.

limited information of the zone purpose, rules or anticipated environmental results.

- 16.3** Similarly there are some submissions seeking rezoning to 'Industrial', 'Industrial A' or 'Industrial B', which I have also understood to be the ODP Zone or a variation of it.<sup>60</sup>
- 16.4** The Council has not yet notified these chapters and while there has been a resolution to review these chapters, this does not necessarily mean the same or a similar chapter will be notified as part of Stages 2-5. Substantial (or minor) changes could possibly be made to those chapters prior to notification.
- 16.5** For example, after undertaking an evaluation in terms of Section 32 of the RMA, the Council could resolve to discontinue the Rural Visitor zone and rezone the land Rural Zone or similar. Similarly, the Industrial Chapters are to be reviewed in a later stage and may also be evaluated under s32 of the RMA to be amended, to identify new or reduced land within the zone, and to refine/ amend zone provisions.
- 16.6** In respect of these particular types of submissions, the evaluation of these requests have focussed on the overall use of the land (as inferred by the zoning), rather than the specific bulk and location standards or the activity status of land uses that could be specified if there is an ODP Zone chapter with the same name. It has not been recommended (as a consequence of the rezoning request) that a site specific zone type would be inserted into Stage 1 of the PDP; or that the ODP provisions would be inserted into the PDP to give effect to rezoning submissions on individual sites.
- 16.7** Instead, where I recommend accepting the general rezoning submission in principle, I have qualified my recommendations. A recommendation to an ODP zone that has not yet been notified, is a recommendation that there be a variation and the land be notified in a later stage alongside the equivalent zone provisions. Therefore, in this circumstance, the submitter may therefore want to take an

---

<sup>60</sup> Such submissions include 361 (Grant Hylton Hensman, Sharyn Hensman & Bruce Herbert Robertson, Scope Resources Ltd, Granty Hylton Hensman & Noel Thomas van Wichen, Trojan Holdings Ltd), 344 (Fletcher Distribution Ltd and Mico New Zealand Ltd), 418 (Aviemoire Corporation Ltd), 720 (Reavers NZ Limited).

interest in the actual zone provisions, in Stages 2-5 of the PDP as they apply to the land.

## **17. ASSUMPTIONS USED TO CALCULATE THE DEVELOPMENT YIELD**

**17.1** Where a rezoning submission has requested a zone or activity but has not provided any detail on the likely development or any restrictions, particularly for larger 'greenfield' rural areas, the potential yield has been calculated on the anticipated subdivision minimum allotment size (based on the right of reply provisions), with a reduction of 32% for roads and reserves. While I accept that the 32% is an estimate, it has been accepted by the respective infrastructure and traffic specialists and is considered a reasonably sound estimate of the amount of land within a greenfield area that would be required for roading and reserves. For infill development, this figure also provides a reasonable estimate of yield after discounting land required for access, parking landscaping and servicing.

**17.2** The yield calculations for the respective zones are based on the following minimum allotment sizes for subdivision as set out in the Subdivision chapter **[CB18]**, with the exception of the HDRZ and BMUZ which have been calculated based on assumed densities achievable in the zone based on the provisions:

- (a) Low Density Residential – 450m<sup>2</sup>;
- (b) Medium Density Residential – 250m<sup>2</sup>;
- (c) High Density Residential – 115m<sup>2</sup>;
- (d) Business Mixed Use – 115m<sup>2</sup>;
- (e) Arrowsmith Residential Historic Management Zone – 800m<sup>2</sup>;
- (f) Rural Lifestyle – 2 hectares; and
- (g) Rural Residential – 4,000m<sup>2</sup>.

**17.3** As already mentioned, visitor accommodation sub zone activities, industrial and rural visitor zones are not provided for or included in the Stage 1 PDP chapters. Where no assistance has been provided by the submissions, an analysis has been undertaken using the nature, scale and intensity of the developed areas from the ODP Zones as a guide.

- 17.4** The LSCZ at 1 Hansen Road, Frankton Corner and Fernhill is anticipated to provide primarily for commercial or business activities. Therefore no yield has been calculated for this zone, and an analysis has been undertaken based on the types of development which may be anticipated within the zone, or as indicated by the submission.
- 17.5** Other submissions seeking a type of Special Zone (including #715<sup>61</sup> which seeks the extension of the Jacks Point Special Zone) have been analysed with reference to the capacity or intensity specified by the submission (where this information has been provided).

## **PART D – RECOMMENDATIONS ON SUBMISSIONS MADE ON STRATEGIC AND GENERAL MAPPING MATTERS**

### **18. OVERVIEW**

- 18.1** The following section of my evidence addresses submissions on strategic components and common themes that are more appropriately addressed here rather than individually across the respective rezoning reports.
- 18.2** **Appendix 1** to this report contains a table summarising these submission points and my overall recommendation. This table also identifies those submission points that have been previously addressed through hearings on provisions.

### **19. QUEENSTOWN URBAN GROWTH BOUNDARY**

- 19.1** Some submissions were received on the UGBs generally, and I discuss these below. Submissions<sup>62</sup> that specifically relate to extending the UGB at a particular location and associated with rezoning are discussed in the relevant s42A report.

---

61 Jardine Family Trust and Remarkables Station Limited.

62 For example including but not limited to; Murray Blennerhassett (322), M. Beresford (149) Allenby Farms (502).

**19.2** Winton Partners (653) seek that the UGB is deleted from all planning maps. The reasons given in the submission are paraphrased as follows:

- (a) UGBs are neither efficient nor effective;
- (b) there has been no meaningful assessment or quantification of potential effects on issues such as housing supply, landscape values and energy use;
- (c) in many places the UGBs are illogical and do not follow natural topography;
- (d) the UGB is founded on community documents that are out of date; and
- (e) UGBs do not allow for future expansion.

**19.3** I note that this submission was discussed in the Strategic Report of Mr Barr for Stream 12 (Upper Clutha) and I support his statements as they apply to UGBs within the PDP generally, and I wish to reiterate the following statement contained within 17.12 of his evidence:

**17.12** I consider that there are sound resource management reasons for using UGBs as a method. I refer to the evidence of Mr Paetz and Mr Glasner at the Strategic Hearing<sup>64</sup> that discussed the certainty that UGBs provide to the Council, developers, and the community, and the benefits that flow from that certainty. Mr Glasner's evidence<sup>65</sup> identified the strong linkages with other Council functions and processes, particularly relating to financial and infrastructure planning and the wider community benefits that can be achieved by the strong integration that UGBs enable.

**19.4** With regards to the Queenstown UGB specifically, the area encompassed within these boundaries aligns with Council's Long Term Plan and Annual Plan processes for the allocation of funds necessary for provision of service, in addition to setting Council's Development Contributions Policy in each financial year.

**19.5** Paragraph 4.6 of Mr Glasner's evidence<sup>63</sup> notes that the strategic approach to urban development as proposed in the PDP can be met by the current and planned infrastructure going forward. Essentially not all are planned via the LTP but funds can be reallocated and

---

63 [CB37].

projects reprioritised to meet the demands. Mr Glasner concludes his evidence at 7.2 by stating the various infrastructure strategies and plans in their current state provide a good basis to identify and address future needs and demands in the District, which is consistent with the Strategic approach in the PDP.

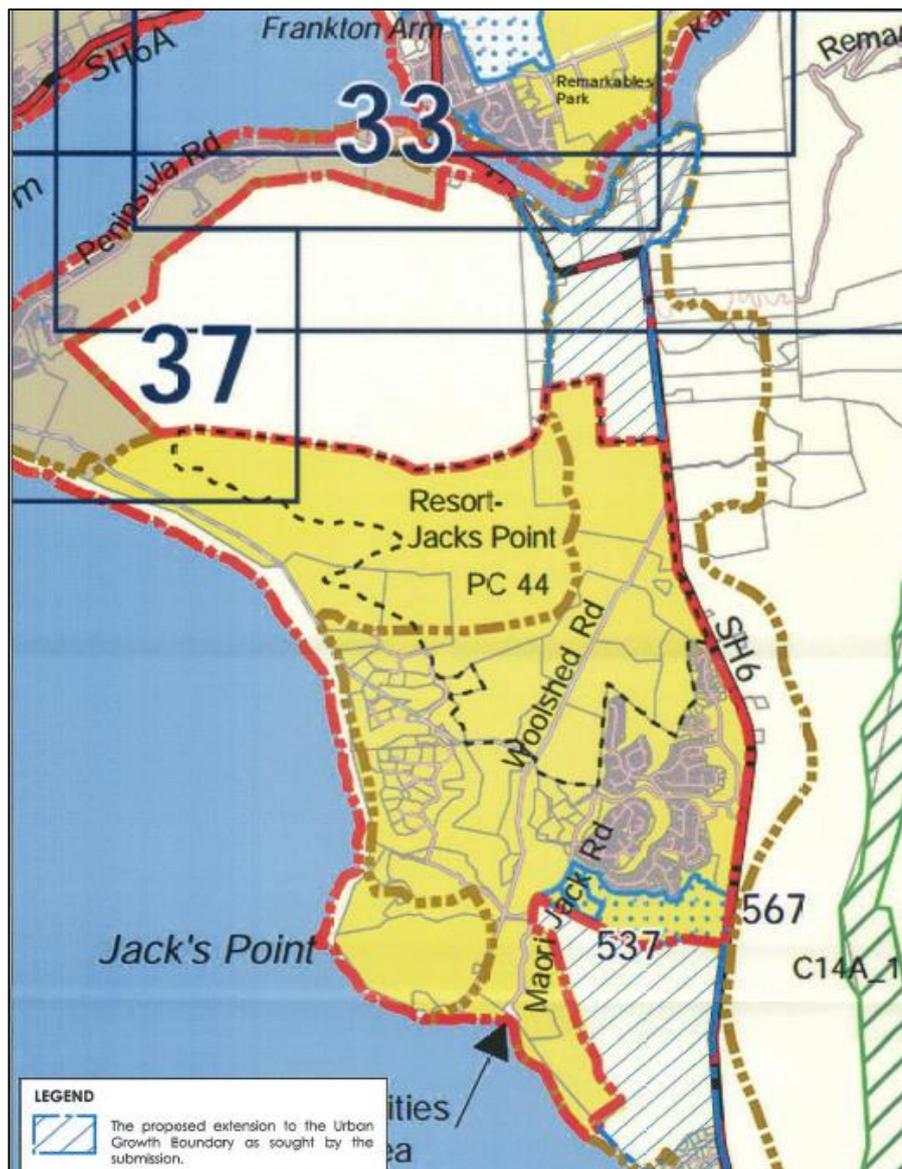
- 19.6** The UGB therefore indicates the urban extent of Queenstown (excluding townships such as Glenorchy and Kingston) for which Council anticipates servicing. As stated in the evidence of Mr Barr, the UGB also provides an effective tool to discourage development outside of the boundary, where this would result in an unreasonable financial burden on the community and such costs cannot be recovered through development contributions.
- 19.7** While I accept that such integration with land use and infrastructure planning presently occurs without these UGBs, they nonetheless provide a definitive and transparent tool for Council, developers, and the wider community alike.
- 19.8** In response to points (a) and (b) of Winton Partners above, I note that the disadvantages of UGBs were acknowledged within the s32 analysis which preceded their inclusion in the notified PDP. However, it is important to acknowledge that the Queenstown UGB was:
- (a) established on the premise that, through greater opportunities for infill and intensification provided in the PDP, sufficient housing capacity is available within the UGB for the life of the Plan (this matter will be subject to specific evidence on dwelling capacity through this hearing);
  - (b) a statutory tool provided to deliver a key goal of the review, identified in Goal 3.2.2 of Strategic Direction "*The strategic and integrated management of urban growth*", to provide for consolidated and compact development, with all the benefits that derive from this; and
  - (c) intended not only to manage the spatial location and timing of growth, but to enable growth in the appropriate locations to manage and protect the District's ONL, ONF and Rural

(s6c) landscapes which are relied upon for economic, social and cultural wellbeing.

- 19.9** With regard to point (a) above, the capacity enabled by the PDP, over and above the ODP, was addressed in the evidence of Mr Paetz for Chapter 3 (Strategic Direction). As previously discussed, Council is currently in the process of reviewing its DCM, and the updated information for the Queenstown UGB will be provided within the statement of supplementary evidence to be filed on 16 June 2017, inclusive of the capacity enabled by rezonings which are supported through this hearing. I note that dwelling capacity evidence has recently been provided to the Panel for Stream 12, as it relates to Upper Clutha. This evidence indicates that the realisable capacity is able to meet dwelling demand to 2048, even with a 20% oversupply buffer.
- 19.10** I emphasise however, that additional and more specific evidence on dwelling capacity for Queenstown, will be filed in accordance with the Panel's timetable directions.
- 19.11** In response to the point that UGBs do not allow for future expansion, I note that Policy 4.2.2.5 of Chapter 4 (Urban Development) recognises that the UGB can be reviewed and amended over time to address community needs. This can be done in any event through a plan change. I consider this supports the objectives of the NPS-UDC, and through this work stream, will enable their review as necessary to deliver on its requirements.
- 19.12** Irrespective of the disadvantages which are acknowledged with the use of UGBs, the s32 analysis and subsequent evidence presented to the Panel for Stream 1 (for Chapter 3 and Chapter 4) demonstrated that the benefits of this 'urban structuring tool' outweigh the potential costs. Their purpose was discussed at paragraph 6.10 of the Reply of Mr Paetz for Chapter 4, and I support these statements.
- 19.13** Therefore, with the exception of amendments to the UGB that are recommended through the respective s42A reports, I reject the submission of Winton Partners (653).

**20. URBAN GROWTH BOUNDARY AT JACKS POINT (WOODLOT PROPERTIES)**

**20.1** Woodlot Properties (501) submit that the UGB should be extended between Jacks Point and Frankton, on the western side of the state highway, and generally north of Henley Downs (PC44), and south of Jacks Point as illustrated on their submission (also copied below).



**Figure 7: The proposed extension to the Queenstown UGB by Woodlot Properties (501)**

## **Ecology**

- 20.2** Mr Davis was unable to comment on this rezoning request from an ecological perspective as the submission is not specific about the areas to be included.

## **Landscape**

- 20.3** Dr Read considers that this area would be appropriate to be included in the UGB as it is largely flat and has dominant views to the Remarkables and Peninsula Hill, which would ensure a high level of amenity for future residents. Dr Read sees this future development as positive in that it would provide an urban link between Kelvin Heights and Jacks Point, which would create a more coherent urban form. Finally Dr Read sees this as allowing for future development that would take development pressure off the Wakatipu Basin, which is a much more sensitive landscape.

## **Infrastructure**

- 20.4** Mr Glasner opposes this submission as the land is not currently serviced, and it would be inefficient to connect to the network as it is well beyond the extent of current infrastructure. Jacks Point is currently serviced by private schemes, and so Mr Glasner considers it would be inefficient to connect areas south of Jacks Point.

## **Traffic**

- 20.5** Ms Wendy Banks opposes the UGB being extended to the area to the north of the Jacks Point Zone because of the existing alignment of SH6. Ms Banks considers that no new accesses should be created for this area, unless the state highway is realigned to ease the curves at the bend. There is an existing road at the bend of SH6, however this currently supports low traffic volumes and Ms Banks considers it to be unsafe to cater for more traffic.

- 20.6** Ms Banks does not oppose the UGB extension south of the Jacks Point Zone, on the basis that no new accesses will be created onto SH6.

### **Analysis**

- 20.7** In principle, I support the extension to the UGB as I consider land north of Jacks Point to be logical for urban expansion, with good proximity to services and amenities and with the ability to realise significant additional housing capacity if this land is ultimately developed.

- 20.8** However, I understand that no submission or further submission has been received from the landowner, and no rezoning of the underlying zone is sought. If the UGB was extended, because there is no current submission seeking to rezone the land, the future zoning of this land would require consultation and a Schedule 1 process to occur under the RMA. Depending on the outcome of this process, if this land were ultimately not re-zoned, the UGB would appear as an anomalous island of rural land not seen elsewhere in the Queenstown UGB.

- 20.9** Possible benefits of including the land within the UGB at this time (such as discouraging ad hoc rural subdivisions which would adversely affect urban development of the area, and the need for roading and other infrastructure in the general area to cater for future urban development of the area), are not in my view likely to be pressing concerns in the likely lifespan of this plan. There is also a risk that including the land within the UGB at this time will lead to significant speculation on the land and price increases that could make ongoing rural use of the land less and less practical. In this scenario Council will come under pressure to facilitate urban development here (as well as in other locations) which will adversely affect its ability to provide for growth in a coherent and orderly manner.

- 20.10** If Council was of a mind to rezone this land and enable development in this location in future, the UGB could be reconsidered at this time.

Therefore, I see no urgent reason that the UGB extension should precede rezoning, particularly given the servicing concerns raised by Mr Glasner. I also note that the current evidence presented on Council's DCM<sup>64</sup> indicates that the PDP will provide sufficient capacity within the Queenstown UGB to 2048 (though I note this information will be refined through supplementary evidence for this hearing).

**20.11** For these reasons, I oppose this submission.

## **21. QUEENSTOWN MEDIUM DENSITY ZONE**

**21.1** The following section discusses (planning map) submissions received on the Medium Density Residential Zone (**MDRZ**) in Queenstown. Specific rezoning requests to either zone land to MDRZ, or from MDRZ to another zone, are discussed in the relevant s42A report.<sup>65</sup>

**21.2** Submitters Helwick Street Limited (445) and Philip Thoreau (668) support the MDRZ.

**21.3** The MDR Chapter section 32 evaluation sets out the issues and options for growth in the District and in particular the efficacy of providing medium density housing opportunities in Queenstown. This report discusses growth predictions undertaken by Insight Economics<sup>66</sup> that indicated a population growth of 3.4% per annum to 2031 (representing a possible increase in population to 55,000 by 2031); and that growth patterns and age profiles indicate that patterns suggest a high proportion of population within the 'first home buyers' and renting bracket, and the need for more diverse and flexible accommodation options.

**21.4** I note that a revised set of population predictions and capacity estimates are to be presented and discussed by Council in its dwelling capacity evidence to be filed on 16 June 2017.

---

64 Evidence of Philip Mark Osborne, Dwelling capacity, dated 1 May 2017 [**SSB104**].

65 In particular refer to the Group 1 report discussion on submissions on the MDRZ relating to the Kirimoko, Kellys Flat and Scurr Heights areas.

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

- 21.5** Nonetheless, there is growing demand for a variety of housing stock. The benefits of creating more compact urban areas where amenities and infrastructure can be consolidated will bring about efficiencies associated with the cost of the development itself and the ongoing maintenance costs to Council.<sup>67</sup>
- 21.6** I consider the PDP MDR Zones and their location throughout Queenstown (with the exception of those recommended to be extended or altered) are appropriate and will assist with reducing sprawl and inefficient infrastructure. The notified PDP zones are located in areas that can sustain higher densities because they are close to amenities, community facilities and commercial services and can be serviced by the Council's infrastructure.<sup>68</sup>
- 21.7** I am also of the view that the MDR Zone will assist with giving effect to the following Strategic Directions components:
- (a) ensure urban development occurs in a logical manner that promotes compact, well design and integrated urban form, manages the cost of infrastructure and protects the District's rural landscapes from sporadic and sprawling development (Objective 3.2.2.1);
  - (b) access to housing that is more affordable (Objective 3.2.6.1); and
  - (c) a mix of housing opportunities are realised (Objective 3.2.6.2).
- 21.8** For these reasons I consider that the PDP MDR Zones are appropriate. I also consider that the further application or refinement of the MDR Zone is appropriate in specific locations to better achieve the purpose of the zone. Recommended changes to the MDRZ extent are identified in the Specific s42A reports.

---

67 Ibid at 9.

68 Evidence of Ulrich Glasner, Hearing 01B Strategic Direction, Urban Development and Landscape Chapters 3, 4, and 6 [CB37] dated 15 May 2015. In particular Appendix 1: Holmes Consulting Group Infrastructure Assessment.

## **22. REMARKABLES PARK ZONE**

**22.1** Remarkables Park Limited ((RPL) 807) have sought a number of changes to the planning maps that affect annotations identified over the Remarkables Park Zone. I note that the underlying Remarkables Park Zone chapter will not be notified through the plan review, and the ODP chapter will be placed in 'Volume B' of the PDP. However, the Strategic Chapters (1 and 3-6) continue to apply district wide and therefore including over the Remarkables Zone. Therefore, and including for the reasons I have set out in Section 11, annotations to this zone as they relate to strategic chapters 1 and 3-6 can be considered within the scope of this hearing. Also ultimately I understand that the district plan (with its two volumes) will only have one set of planning maps.

**22.2** RPL seek that planning maps 31a and 33 are amended to remove the errors on these maps *"which includes amending the planning maps to locate the landscape classification line correctly at the edge of the Kawarau River, and include the RPZ to the Kawarau River boundary."*

**22.3** I note that Clause 16 updates to the planning maps have corrected the legend to the planning map, to show the Remarkables Park Zone itself as an 'operative' zone; and also to extend the zone boundary to the edge of the Kawarau River, consistent with the ODP planning maps and to align with the UGB of the PDP planning maps. I consider these matters are therefore resolved. However I note that the location of the landscape line at the edge of the Kawarau River is subject to consideration through this hearing stream, and is addressed in the s42A report for Group 2 (Rural). As noted above, I understand that because the Strategic and Landscape chapters of the PDP (Chapter 3 and 4-6) still apply to the RPZ, then it is appropriate for the landscape line to be shown across the RPZ on the PDP maps.

## **23. FRANKTON FLATS SPECIAL ZONE**

**23.1** RPL (807) and QLDC (383) have sought that the Frankton Flats Special Zone be delineated as two separate zones on the PDP maps, being 'Frankton Flats A' and 'Frankton Flats B'. Currently, planning

Map 31 shows the two areas collectively as 'Frankton Flats'. I accept this submission and acknowledge this clarification is necessary on all planning maps to show that these are two separate zones. These are also ODP zones and the map legend should reflect that.

## **24. DESIGNATIONS AND HERITAGE FEATURES**

- 24.1** Several submitters seek changes to the maps as they depict designations. Where the submission points have been addressed in the designations hearing, I have noted this in **Appendix 1** and no further discussion is provided.
- 24.2** NZTA (719) seeks that unlabelled designations shown on map 31 and map 33 are deleted; and that appropriate references are inserted to enable specific designations to be identified. I note that these submission points were not addressed in Stream 7 (Designations). In relation to Map 31, the unlabelled designation relates to Item No. 344 (Recreation Reserve, Tucker Beach Road). In relation to map 33, the unlabelled designation relates to Item 154 (Frankton Motor Park). Both designations 344 and 154 are illustrated on the ODP maps 31 and 33, and were not sought to be amended by QLDC through the roll over process. I agree with the inclusion of the appropriate references, and note this is a minor error and these references can be included on the PDP maps via clause 16(2) of the RMA.
- 24.3** QLDC seek to rename designation #576 shown on Map 31a to #230, and to delete the existing annotation and Polygon at #230. This matter was partly addressed in Ms Holden's s42A (General) for Chapter 37 Designations. In that hearing, QAC sought to move the location of the Designation. This was rejected by Ms Holden as she confirmed that the correct location of designation 230 was shown on the planning maps prior to notification.
- 24.4** However the issue of Designation no. 576 was not discussed. No. 576 does not relate to any designation within Reply Chapter 37, and was not shown on ODP maps, nor am I aware of any request for a designation being requested in this location. I therefore accept

QLDC's submission and recommend that Designation 576 is deleted from Planning Map 31a.

## 25. HERITAGE FEATURES

**25.1** Several submitters seek changes to the maps as they depict heritage features. Where the submission points have been addressed in previous hearings, I have noted this in **Appendix 1** and no further discussion is provided.

**25.2** QLDC have sought to include Protected Heritage Feature No.38 on Planning Map 36. No mapping was provided in the submission, however according to Chapter 26 I understand that feature 38 relates to Lot 2 DP 357929 at 11 Camp Street for the 'Bridge Over Horne Creek'. I note that #38 is not identified on the ODP maps.

**25.3** For the Historic Heritage Chapter 26, Ngai Tahu Property Limited & Ngai Tahu Justice Holdings Limited ((NTPL & NTJH) 596.3) sought specifically the below:

*protected feature No.38 (Bridge Over Horne Creek) at 11 Camp Street is not shown on Proposed Planning Map 36. However, it is listed as a protected feature in the proposed heritage chapter. It appears this is an error in the mapping of the protected feature and therefore should be amended.*

**25.4** Ms Jones, who was the author of the s42A report for Historic Heritage Chapter 26, recommended accepting this relief sought in the Heritage Hearing Stream in June 2016, and provided an amended map 36 for the Panel to consider at this time. Her recommendation was made in response to submitter 596, and I understand that the submission of QLDC was missed at this time. I concur with the recommendation of Ms Jones in regards to Heritage Feature 38, and I recommend accepting the relief sought by QLDC.

**25.5** Jackie Gillies (604) has requested amendments to Map 36 Queenstown Central and the annotations for 100 St Peter's Parish Hall, specifically more precise location of the building from 5 Earl

Street to Camp Street adjoining the site of St Peter's Church at 2-6 Church Street. This relief is accepted and I note that this is a minor error that can be amended pursuant to clause 16 of the First Schedule to the RMA.

**25.6** QLDC also seek to amend maps 34, 35 and 36 to show heritage items at all scales. Some heritage items have been excluded from higher level maps because they are located on inset maps. For example, Map 35 shows some heritage items within the Botanic Gardens/Park Street area, however omits them from the Queenstown Town Centre where these are otherwise indicated on Map 36. I understand that this is a matter of the physical limits of cartography which would require these maps to be printed at a different scale to resolve. However, as it stands I agree that the maps may be confusing for plan users to have some heritage items shown and some not on the same planning map. In principle I accept the submission of QLDC and recommend that all heritage items are shown on each of Maps 34, 35 and 36. I understand that this is being addressed in the hearing stream on the heritage items, and recommend that it is best dealt with through that hearing.

## **26. PC35 AND NOISE CONTOUR MAPPING**

**26.1** QAC (433) have sought that the Air Noise Boundary and Outer Control Boundary is shown on the District Plan Maps as per the location shown in Annexure B of their submission, which reflects the 'With Lot 6' noise contours for the Queenstown Airport. This submission is opposed by QPL (FS1097) (the landowner of 'Lot 6').

**26.2** The aircraft noise boundaries shown on the ODP planning maps were amended by QAC through Plan Change 35 (Queenstown Airport Aircraft Noise Boundaries). A summary of Plan Change 35 was provided by Mr John Kyle (on behalf of QAC), who stated at 5.1 of his evidence:<sup>69</sup>

*In 2008 QAC initiated Plan Change 35 (PC35) and an associated Notice of Requirement (NOR) to alter Designation 2.*

---

<sup>69</sup> Evidence of John Clifford Kyle, Chapter 3 (Strategic Direction), Chapter 4 (Urban Development) and Chapter 6 (Landscape) dated 29 February 2016.

*The purpose of PC35 was to put in place an appropriate management regime for managing land use around Queenstown Airport while providing for the predicted ongoing growth of the aircraft operations to 2037. Accordingly, the Plan Change updated the Airport's noise boundaries<sup>12</sup> (Air Noise Boundary (ANB) and Outer Control Boundary (OCB)) to provide for predicted growth in aircraft operations to 2037, and amended various zone provisions relating to the use of land within those updated boundaries likely to be affected by increased aircraft noise.*

- 26.3** In conjunction with the land use management regime proposed by PC35, the Plan Change also sought to amend Designation 2 (Aerodrome Purposes) to extend the aerodrome at Queenstown Airport, and Designation 3 (Air Noise Boundary).
- 26.4** This Plan Change has been the subject of a recent Environment Court decision, which has determined the 'Lot 6' matter on its merits, confirming the "with Lot 6" noise boundaries plan. This decision has subsequently been appealed to the High Court by Remarkables Park Limited (the land owner of 'Lot 6').
- 26.5** The outcome of this plan change is relevant to the submission point of QAC (433), seeking that the Air Noise Boundary and Outer Control Boundary is shown on the District Plan Maps as per the location shown in Annexure B of the submission.
- 26.6** In terms of the submission of QAC, I note that the notified and current version of planning maps 31 and 31a shows the 'without lot 6' version of the noise contours. However I have identified an error on the PDP maps, whereby the 'legend and user information' specifies that the ANB and OCB are 'operative plan' layers, and additionally, the 'without lot 6' version of the contours as contained within QAC's submission differs from that shown on the planning maps in the location of the ANB at Robertson Street and also within the area of Designation 2 (as per the PDP maps).

**26.7** At the time Plan Change 35 is resolved and the extent of Designation 2 determined (ie depending on the outcome of the High Court appeal), the PDP can be updated to give effect to a change in designation (Section 175 of the RMA) without using the Schedule 1 process. Therefore, I consider it unnecessary to update the PDP maps at this point in time, other than to correct the errors I have mentioned relating to the 'without lot 6' version shown on the PDP maps. I therefore reject this submission point of QAC.

**26.8** Remarkables Park Limited (807) also seek to update the planning maps to correctly identify the extent of the Airport Designation 2 and remove the airport designation from Lot 1 DP472825. This is supported by QAC. This issue was discussed in the s42A report of Ms Holden for Designations - Chapter 37 at para 6.12 to 6.15 where she states:

*I confirm that the legal description of this piece of land formed part of Designation #2 within the ODP (although I note that legal descriptions were out of date) and was included within Schedule 37.2 of the PDP when notified. However, I do note that it was not listed within Section 2 of the NoR sent by QAC in relation to the rollover of the designation, which identifies the legal descriptions of all land contained within Designation #2...Further, Lot 1 DP 472825 appears to have been included within the PC35 proceedings and interim decision pertaining to Lot 6.*

**26.9** Ms Holden sought that the Panel obtain clarification from QAC on this matter. This was responded to in the legal submissions of Ms Wolt on behalf of QAC,<sup>70</sup> where she stated at paragraph 123 that QAC confirms that this designation is no longer required and that Designation 2 can be uplifted from Lot 1 DP 472825.

---

<sup>70</sup> Legal Submissions for Queenstown Airport Corporation Limited (Requiring Authority for Designations 2 and 4, and Submitter 433 and Further Submitter 1340 for Designations 29, 64, 65, 230 and 576) dated 14 October 2016.

## **27. OTHER GENERAL MAPPING SUBMISSIONS**

- 27.1** A number of submissions seek general changes to mapping annotations. Minor submissions of this nature are addressed in **Appendix 1** attached to this evidence.
- 27.2** NZIA (238) seeks the addition of cycleways to maps. I understand that this point was made in relation to Policy 7.2.5.3 of the LDRZ which requires that development is integrated with active transport networks.
- 27.3** I note that some cycleways in the District are subject to designations, and others are not. While I can accept that the mapping of cycleways may be useful in some respects, I consider that in practice that this may be difficult from an administrative perspective as there are a range of cycleways that exist for different purposes and for varying grades of ability. The location and alignment of these may also change over time. For developments seeking to determine compliance with this policy, I believe the location of cycleways can be reviewed on a case by case basis through a resource consent process, relative to the location of the development. Therefore I reject this submission point, and I believe this matter is more relevant to address alongside the Transport or Open Space Chapters to be undertaken in Stages 2-5 of the review.
- 27.4** Aurora Energy Limited (635) seek that 'Critical Electricity Lines' are added to the planning maps; and Transpower New Zealand Limited (805) seek changes to the legend of the planning maps to refer to appropriate terminology.
- 27.5** In relation to the submission point of Aurora Energy Limited (635), I note that through the hearing on Chapter 30 (Energy and Utilities) the Reply of Mr Craig Barr recommended to include 'Electricity Distribution Lines' on the planning maps and that this be limited to the 66kV line and the 11kV line from the Camphill Substation at Hawea Flat to Makarora. Mr Barr also recommended Definitions of "Electricity Distribution Lines" and "Electricity Distribution Corridor" was also recommended. I support the recommendations of Mr Barr,

and recommend that the "Electricity Distribution Lines" are included on the PDP maps, as defined in the Reply for Chapter 30.

**27.6** Transpower New Zealand Limited (805) seek the following changes to the mapping legend:

Support with amendments. Amend:  
Legend:  
• ~~National Grid support structures~~ ~~Transpower Pylons~~  
• ~~National Grid transmission line~~ ~~Corridor~~  
• Transpower AG Substation  
Insert the missing Transpower support structures and National Grid transmission line on planning map 31

**27.7** I support this submission, to the extent it is consistent with the Reply of Mr Barr for Chapter 30, and in particular the recommended definitions. The wording currently contained in the legend for 'Transmission Corridor' is technically incorrect, as it does not show a 'corridor' and only shows the alignment of the lines. I also consider that 'support structures' is referenced in Chapter 30 and defined, whereas 'transpower pylons' is not. I also consider that reference to the requiring authority (i.e. Transpower) is not necessary in the legend. Therefore I accept this submission in part, and recommend the legend be amended as follows, including deletion of 'Transpower' from reference to the substation:

- *National Grid support structure*
- *National Grid transmission line*
- *Substation*

## **28. IDENTIFYING OUTSTANDING NATURAL FEATURES AND LANDSCAPES**

**28.1** The Landscape, Rural and Gibbston Character Zone section 32 evaluations<sup>71</sup> identified that the benefits of identifying the District's ONFs and ONLs on the Planning Maps outweigh the costs. Overall, this identification would be more efficient and effective than relying on the identification of landscape categories on a case by case basis, as required by the framework set out in the ODP.

---

<sup>71</sup> Section 32 Evaluation Report Landscape, Rural Zone and Gibbston Character Zone at pages 14, 25, 37, 62 to 66 <http://www.qldc.govt.nz/assets/Uploads/Planning/District-Plan/Section-32s/Landscape-Rural-Zone-Gibbston-Character-Zone-s32.pdf>.

- 28.2** The identification of ONFs and ONLs on the PDP Planning Maps within the Upper Clutha area are based on field mapping, peer reviews and experience with administration of the ODP. In addition, familiarity with the identification of landscape classification for resource consents and plan changes, both at the Council level and before the Environment Court.
- 28.3** The key documents are the relevant landscape assessments supporting the Section 32 Evaluation Report for Landscape, Rural Zone and Gibbston Character Zone:
- (a) Read Landscapes '*Report to Queenstown Lakes District Council on appropriate landscape classification boundaries within the District, with particular reference to Outstanding Natural Landscapes and Features*' April 2014 **[CB68]**;
  - (b) Peer review of Landscape Assessment; Outstanding Natural Landscape of the Upper Clutha Part of the Queenstown Lakes District – Anne Steven, June 2014 **[CB70]**;
  - (c) Landscape assessment of Criffel Station and terrace escarpments near McKay Road '*QLDC Landscape Categorisation Lines*' by Paul Smith, 20 July 2015 **[CB71]**; and
  - (d) Read Landscapes Limited '*Report to Queenstown Lakes District Council on appropriate landscape classification boundaries within the District, with particular reference to Outstanding Natural Landscapes and Features: Post review amendments*', October 2014 **[CB69]**.
- 28.4** Dr Read has provided evidence on submissions relating to landscape (both rezoning requests and the location of landscape lines) in Queenstown, with the exception of the submissions of Queenstown Park Limited (806) and Remarkables Park Limited (807) for which Ms Helen Mellsop has provided landscape evidence.
- 28.5** I refer to and rely on Dr Read's evidence in the Rural Hearing **[CB47]**, at section 4 on the appropriate landscape classification boundaries within the District, with particular reference to ONLs and ONFs where the methodology is set out for identifying the ONFs and ONLs.

**28.6** Having analysed the respective submissions on landscape boundaries, Dr Read recommends that the landscape boundaries are modified in a number of locations. These matters are addressed in the relevant specific s42A report because they are specific submissions on the landscape boundary and category at a particular location.

**29. LANDSCAPE BOUNDARIES AND CLASSIFICATIONS ON LAND OTHER THAN RURAL**

**29.1** All of the submissions discussed below are relevant to the application of the ONL boundaries district wide. This concept was discussed in Hearing Stream 9 Resort Zones, where the PDP ONL boundary passes through the Jacks Point Zone.<sup>72</sup>

**29.2** The framework of the PDP primarily provides for the ONL and ONF classifications and boundaries within the Rural Zone (Chapter 21). The rules and assessment matters relating to the three landscape classification overlays (ONF, ONL, RLC) are in the Rural Zone.

**29.3** The Landscape Chapter objectives and policies apply district wide and are relevant where landscape is at issue. In legal submissions as part of Council's Right of Reply for hearing stream 9 (Resort Zones),<sup>73</sup> paragraph 3.6 states:

*The landscape objectives and policies located in Chapter 6 will also be relevant to any non-complying or fully discretionary activity consent application, and to any restricted discretionary or controlled activity consent application where the same landscape matters are adequately covered in a matter of discretion or control.*

**29.4** I support this statement.

---

73 Dated 24 February 2017.

**29.5** In terms of specific rules in the Rural Zone that apply to the landscape overlays, these are:

- (a) forestry in the RLC is a Discretionary activity (Rule 21.4.21), and in the ONF/L is a non-complying activity (Rule 21.4.1); and
- (b) farm buildings are permitted subject to a range of standards that are more stringent in the ONL and do not permit any permitted buildings on an ONF (Rule 21.5.18).

**29.6** In terms of assessment matters, these are:

- (a) ONF and ONL areas are subject to the Assessment Matters in part 21.7.1; and
- (b) RLC areas are subject to the assessment matters in part 21.7.2.

**29.7** Part 6.2 of the Landscape Chapter states the following:

*Landscapes have been categorised into three classifications within the Rural Zone. These are Outstanding Natural Landscapes (ONL) and Outstanding Natural Features (ONF), where their use, development and protection are a matter of national importance under Section 6 of the RMA. The Rural Landscapes classification (RL) makes up the remaining Rural Zoned land and has varying types of landscape character and amenity values. Specific policy and assessment matters are provided to manage the potential effects of subdivision and development in these locations.*

**29.8** Generally where an ONF or ONL is located within a zone other than the Rural Zone there should be objectives or provisions that manage the respective landscape values and issues to the extent contemplated by the Zone. In the Wakatipu area, in the case of Jacks Point, Feehlys Hill and Remarkables Park Zone these are considered to have specific zoning overlays, policies and rules that manage the landscape resource in terms of sections 6 (a), (b) and section 7(c) of the Act, but do not refer specifically to the ONF, ONL or RLC overlay.

**29.9** In the Queenstown area, and in terms of Stage 1 PDP zones, I do not consider there to be any zones other than the Rural Zone that have

rules that distinguish between, and are specifically designed to cater for section 6(b) landscapes (ONF/ONL), and more or less so than section 7(c) landscapes (RLC).

**29.10** I have identified the following areas in the Queenstown area where a landscape line is located over a zone other than the Rural Zone:

- (a) Medium Density Residential Zone at Frankton;
- (b) Quail Rise;
- (c) Remarkables Park Special Zone (as submitted on by RPL);  
and
- (d) Jacks Point;

### **Medium Density Residential Zone**

**29.11** Universal Developments Limited (177) request that the planning maps be amended so that the ONL lines are only shown on land that is zoned Rural. I am aware that this matter relates in particular to land the submitter owns in the MDR zone at Frankton where the ONL boundary is shown across this land.<sup>74</sup> This particular matter is discussed within the s42A report for Group 1B.

**29.12** I agree that the ONL boundary should not be located over land zoned MDRZ, as there are no provisions to manage the landscape, and residential development can be undertaken as of right in this zone. However, I consider that it is preferable to consider the location of an ONL on its own particular merits before considering that a particular zone may be applied. In this instance Dr Marion Read supports the location of the ONL in this area as it was notified and I support and rely on this evidence. I also note that my recommendation for the zoning of this area is that the land within the ONL should be rezoned to Rural, and the land outside of it should be zoned HDRZ and not MDRZ.

### **Quail Rise Zone (operative)**

- 29.13** The Jandel Trust (717) also request that land within the Quail Rise Zone subject to the ONL be returned to Rural Zone, to give effect to the landscape provisions to apply to this area. While I note this rezoning submission is out of scope as Quail Rise Special Zone is not within Stage 1 of the review, this submission is similarly relevant to the application of landscape classifications through this urban zone.
- 29.14** The ONL boundary affects the Quail Rise Special Zone. This area is identified within the Quail Rise structure plan as 'Area G' Open Space and Passive Recreation.<sup>75</sup> Buildings in this area are identified as a non-complying activity, and the assessment matters refer to landscape. However there is no specific mention of the ONL, nor any particular significance of the landscape value of area G, over and above any other activity area within the zone.
- 29.15** I consider that because the provisions of that zone identify and manage the landscape resource (rather than the Chapter 6 objectives, policies and assessment matters), the ONL boundary should be retained over this land.

### **Remarkables Park Zone (operative)**

- 29.16** RPL seek to "Amend the landscape lines so that it is clear that urban areas are not within an ONL" and also to "contract rather than expand ONL lines to acknowledge urban development and a changing environment." I understand that this relief partly relates to their submission point discussed above to locate the landscape classification line correctly at the edge of the Kawarau River. The appropriate location of the landscape line along the Kawarau River is discussed in the s42A report for Group 2 (Rural). However the submission point is general in nature and applies to the location of landscape lines in urban areas across the District.

---

75 ODP Section 12 (Special Zones) Quail Rise.

**29.17** The rules in the operative RPZ identify the area as 'Activity Area 2a'<sup>76</sup> and I consider the provisions specifically provide for and manage the landscape to the extent contemplated by that zone. Consistent with the recommendation for the Jandel Trust (717) regarding the operative Quail Rose Zone I consider that the location of the line should be retained over this zone.

**29.18** I emphasise that there are not any landscape rules or assessment matters in the PDP that affect this zone, however I consider it is appropriate to include the ONL boundary location because the landscape objectives and policies in Chapter 6 will be relevant to any non-complying or fully discretionary activity consent application, and to any restricted discretionary or controlled activity consent application where the same landscape matters are adequately covered in a matter of discretion or control.

**29.19** The specific location of the ONF/ONL boundary is addressed by Ms Mellsop in her evidence and Mr Buxton's Group 2 evidence.

### **Jacks Point**

**29.20** The location of the ONL within the Jacks Point zone boundaries was discussed in detail within Counsel's legal reply for Stream 9 (Resort Zones),<sup>77</sup> at paragraphs 3.3 to 3.9. In summary, the ONL is located over land within the Jacks Point Special Zone, and Council's position is that the Jacks Point Zone must give an equivalent level of protection to the ONL located within it, as is provided in the district plan to other ONLs. As such, the recommendations of Ms Jones for Chapter 41 provide specific protection to this ONL; and that the ONL remains applied over this urban zone.

---

76 ODP Section 12 (Special Zones) Remarkables Park.

77 Legal Submissions on behalf of Queenstown Lakes District Council as part of Council's Right of Reply Chapters 41 Jacks Point Zone, 42 Waterfall Park Zone, 43 Millbrook Resort Zone dated 24 February 2017.

**29.21** Based on the above, the submissions of RPL, The Jandel Trust (717) and Universal Developments Limited (177) are rejected.

A handwritten signature in black ink, appearing to be 'Kim Banks', written in a cursive style.

**Kim Banks**  
**25 May 2017**

## **APPENDIX 1**

### **Recommendations on submissions considered in this evidence**

**Appendix 1 to the Section 42A Report - Queenstown Mapping - Strategic**

Original Point No	Further Submission No	Submitter	Lowest Clause	Submitter Position	Submission Summary	Planner Recommendation	Issue Reference	Map no	Sub-group
635.86		Aurora Energy Limited	Part Seven - Maps	Not Stated	Insert Critical Electricity Line's onto the District Plan Planning Maps Provide Appropriate recognition and protection of the electricity distribution network in the District by identifying Aurora's sub-transmission network and Critical Electricity Lines and substations on the Proposed District Plan maps. Such notations will have the effect of advising all interested parties in the District of development constraints in close proximity to CEL's and zone substations. <b>(See Annexure Two of submission for plans showing the location of the Critical Electricity Lines)</b>	Accept in part	addressed in Chapter 30 Stream 5. Recommended accept in part the new definition and requires update to the maps.	All	Other
635.86	FS1301.20	Transpower New Zealand Limited (Transpower)	Part Seven - Maps	Not Stated	Neutral, but oppose terminology - Allow, but delete the term in the legend „subtransmission lines? and instead refer to the lines as „electricity distribution line corridor"	Accept in part	addressed in Chapter 30 Stream 5. Recommended accept in part the new definition and requires update to the maps.	All	Other
639.2		NZ Transport Agency	Map 31 - Lower Shotover	Other	Neutral Amend the map to include the correct annotation; or delete the unlabelled designation from Map 31		To be addressed via Clause 16	31	Other
719.164		NZ Transport Agency	Part Seven - Maps	Other	Neutral Insert appropriate references to enable specific designations to be identified.		To be addressed via Clause 16	All	Other
805.102		Transpower New Zealand Limited	Legend and User Information	Other	Support with amendments. Amend: Legend: • National Grid support structures Transpower-Pylons • National Grid transmission line Corridor • Transpower AC Substation Insert the missing Transpower support structures and National Grid transmission line on planning map 31	Accept	see ROR chapter 30 for definitions of support structures	All	Other
238.49		NZIA Southern and Architecture + Women Southern		Support	Requests addition of cycle ways to maps.	Reject		34	Urban - General
238.49	1242.77	Antony & Ruth Stokes	7.2.7 Objective 7	Oppose	The submitter seeks submission be disallowed as it relates to the expansion of the Business Mixed Use Zone (submission point 238.93) with the High Density Residential Zone on the northern side of Henry Street being retained.	Accept	also maps 32, 35, 36, 37	34	Urban - General
238.49	FS1107.54	Man Street Properties Ltd		Oppose	The Submitter opposes this submission. The Submitter does not support or give effect to Part 2 of the Act. The matters raised in the submission do not meet section 32 of the Act, and are not the most appropriate method for achieving the objectives of the Proposed District Plan having regard to its efficiency and effectiveness, and taking into account the costs and benefits.	Accept	also maps 32, 35, 36, 37	34	Urban - General
238.49	FS1226.54	Ngai Tahu Property Limited & Ngai Tahu Justice Holdings Limited		Oppose	The submitter opposes this submission. Alerts that the submission and matters sought in it will therefore not promote or give effect to Part 2 of the Act. States that matters raised in the submission do not meet section 32 of the Act. are not the most appropriate method for achieving the objectives of the Proposed District Plan having regard to its efficiency and effectiveness, and taking into account the costs and benefits.	Accept	also maps 32, 35, 36, 37	34	Urban - General
238.49	FS1234.54	Shotover Memorial Properties Limited & Home Water Holdings Limited		Oppose	States that submission 238 will not promote or give effect to Part 2 of the Act. Agrees that matters raised in the submission do not meet section 32 of the Act. are not the most appropriate method for achieving the objectives.	Accept	also maps 32, 35, 36, 37	34	Urban - General
238.49	FS1239.54	Skyline Enterprises Limited & O'Connells Pavilion Limited		Oppose	Agrees that submission 238 will not promote or give effect to Part 2 of the Act. States that matters raised in the submission do not meet section 32 of the Act. are not the most appropriate method for achieving the objectives.	Accept	also maps 32, 35, 36, 37	34	Urban - General
238.49	FS1241.54	Skyline Enterprises Limited & Accommodation and Booking Agents		Oppose	Agrees that submission 238 will not promote or give effect to Part 2 of the Act. States that matters raised in the submission do not meet section 32 of the Act. are not the most appropriate method for achieving the objectives.	Accept	also maps 32, 35, 36, 37	34	Urban - General
238.49	FS1248.54	Trojan Holdings Limited & Beach Street Holdings Limited		Oppose	The submitter opposes this submission. Alerts that the submission and matters sought in it will therefore not promote or give effect to Part 2 of the Act. States that matters raised in the submission do not meet section 32 of the Act. are not the most appropriate method for achieving the objectives of the Proposed District Plan having regard to its efficiency and effectiveness, and taking into account the costs and benefits.	Accept	also maps 32, 35, 36, 37	34	Urban - General
238.49	FS1249.54	Tweed Development Limited		Oppose	The submitter opposes this submission. Alerts that the submission and matters sought in it will therefore not promote or give effect to Part 2 of the Act. States that matters raised in the submission do not meet section 32 of the Act. are not the most appropriate method for achieving the objectives of the Proposed District Plan having regard to its efficiency and effectiveness, and taking into account the costs and benefits.	Accept	also maps 32, 35, 36, 37	34	Urban - General
383.119		Queenstown Lakes District Council	Map 34 - Fernhill and Sunshine Bay	Other	Amend maps 34, 35 and 36 to show heritage items at all scales.	Accept	The official printed maps are at a range of scales. At its widest scale some of the features will not be visible.	34	Urban - General
445.1		Helwick Street Limited		Support	That the medium density zones be enacted. That the medium density areas immediately bordering both Wanaka and Queenstown business districts be deemed transitional zones to allow some small scale and appropriate commercial activity.	Accept	all maps with medium density	all	Urban - General
506.8		Friends of the Wakatiou Gardens and Reserves Incorporated		Not Stated	Ensure that in the Residential chapters that densification does not reduce the existing public open spaces, reserves and gardens. Densification development should be done on the basis that additional public open spaces, reserves and public gardens are provided.	Accept in part	Addressed in Stream 6, for Chapter 8 (Medium Density Residential) and Chapter 9 (High Density Residential)	35	Urban - General
506.8	FS1063.17	Peter Fleming and Others	Addressed in Hearing Stream 6 (Chaoter 8 - Medium Density Residential)	Support	We support all of their submission. QLDC have provided little or no relevant section 32 reports that is it is lacking in section 32 reports that are of any use. It is unacceptable that submissions on A4 paper all stacked on top of one another would be over 1 metre height and that they can be cross referenced by us mere mortals in 3 weeks. They are closed off less than a week before Christmas New Year which is stupid. We wish to comment further on this at Hearings. We wish to pbject to all submissions that in fact amount to private plan changes. They are undemocratic and most likely illegal. The maps are unreadable.	Reject	Addressed in Stream 6, for Chapter 8 (Medium Density Residential) and Chapter 9 (High Density Residential)	35	Urban - General
653.2		Winton Partners Funds Management No 2 Limited.	Part Seven - Maps	Other	Amend all Planning Maps to delete the Urban Growth Boundary.	Reject	UGB	All	Urban - General
719.168		NZ Transport Agency	Map 33 - Frankton	Oppose	Correct the boundaries of designation number 29.		Addressed in Stream 7 (Designations) Chapter 37. Discussed at para. 7.9 to 7.29 of s42A report for Chapter 37.	33	Urban - General
719.169		NZ Transport Agency	Map 33 - Frankton	Oppose	Delete the unlabelled designation from Map 33	Accept		33	Urban - General
807.26		Remarkables Park Limited	Map 31a - Queenstown Airport	Oppose	Amend the landscape lines so that it is clear that urban areas are not within an ONL.	Accept in part		31a	Urban - General
807.28		Remarkables Park Limited	Map 31a - Queenstown Airport	Oppose	Contract rather than expand ONL lines to acknowledge urban development and a changing environment.	Accept in part		31a	Urban - General
383.116		Queenstown Lakes District Council	Map 31a - Queenstown Airport	Other	Amend map sheet 31a Rename #576 to: #230. Delete the existing annotation and Polygon at #230.		To be corrected via a Clause 16(2)	31a	Urban - Airport
433.119		Queenstown Airport Corporation	Map 31a - Queenstown Airport	Other	That the Queenstown Airport Air Noise Boundary and Outer Control Boundary is shown on the District Plan Maps as per the location shown in Annexure B of the submission.	Reject		31a	Urban - Airport

Appendix 1 to the Section 42A Report - Queenstown Mapping - Strategic

Original Point No	Further Submission No	Submitter	Lowest Clause	Submitter Position	Submission Summary	Planner Recommendation	Issue Reference	Map no	Sub-group
433.119	FS1097.405	Queenstown Park Limited	Map 31a - Queenstown Airport	Oppose	Oppose all amendments to definitions that are inconsistent with Plan Change 35. Oppose all amendments to any provisions that seek to impose controls in addition to those proposed under Plan Change 35. Oppose all amendments that seek to place additional restrictions on existing urban zones such as the Remarkables Park Zone. Oppose all amendments that seek to undermine or circumvent the Plan Change 35 and Lot 6 NoR proceedings that are currently before the Environment Court. Oppose all amendments that seek to enable urban activities on airport land where such activities are constrained on land adjoining or near the airport (Frankton and Remarkables Park). Oppose all amendments that seek to reduce open space or buffer areas between the airport and adjoining urban zones. Oppose all amendments that seek to constrain any existing development opportunity within the Remarkables Park Zone. Any amendments or provisions supported/opposed by QAC that seek to achieve any of the outcomes set out above be rejected.	Accept		31a	Urban - Airport
433.120		Queenstown Airport Corporation	Map 33 - Frankton	Other	That the Queenstown Airport Air Noise Boundary and Outer Control Boundary is shown on the District Plan Maps as per the location shown in Annexure B of the submission.	Reject	duplicate with 433.119 for map 31a	33	Urban - Airport
433.120	FS1097.406	Queenstown Park Limited	Map 33 - Frankton	Oppose	Oppose all amendments to definitions that are inconsistent with Plan Change 35. Oppose all amendments to any provisions that seek to impose controls in addition to those proposed under Plan Change 35. Oppose all amendments that seek to place additional restrictions on existing urban zones such as the Remarkables Park Zone. Oppose all amendments that seek to undermine or circumvent the Plan Change 35 and Lot 6 NoR proceedings that are currently before the Environment Court. Oppose all amendments that seek to enable urban activities on airport land where such activities are constrained on land adjoining or near the airport (Frankton and Remarkables Park). Oppose all amendments that seek to reduce open space or buffer areas between the airport and adjoining urban zones. Oppose all amendments that seek to constrain any existing development opportunity within the Remarkables Park Zone. Any amendments or provisions supported/opposed by QAC that seek to achieve any of the outcomes set out above be rejected.	Accept	duplicate with 433.119 for map 31a	33	Urban - Airport
807.19		Remarkables Park Limited	Map 31a - Queenstown Airport	Oppose	Update the planning maps to correctly identify the extent of the Airport Designation 2 and remove the airport designation from lot 1 DP472825.	Accept	Addressed in Stream 7 (Designations) Chapter 37	31a	Urban - Airport
807.19	FS1340.150	Queenstown Airport Corporation	Map 31a - Queenstown Airport	Support	Support in part - QAC supports this submission point insofar as it relates to the removal of Lot 1 DP 472825 from the designation.	Accept	Addressed in Stream 7 (Designations) Chapter 37	31a	Urban - Airport
807.21		Remarkables Park Limited	Map 31a - Queenstown Airport	Oppose	Await the outcome of Plan Change 35 and the QAC's notice of requirement pertaining to land within the RPZ before fixing the location of noise contours within the RPZ.	Reject		31a	Urban - Airport
807.21	FS1077.67	Board of Airline Representatives of New Zealand (BARNZ)	Map 31a - Queenstown Airport	Support	Support in part, Oppose in part Proceed with the notified noise contours unless Plan Change 35 is finalised before the District Plan.	Reject		31a	Urban - Airport
807.22		Remarkables Park Limited	Map 33 - Frankton	Oppose	Await the outcome of Plan Change 35 and the QAC's notice of requirement pertaining to land within the RPZ before fixing the location of noise contours within the RPZ.	Reject	Duplicate with 807.21 for map 31a	33	Urban - Airport
807.22	FS1077.68	Board of Airline Representatives of New Zealand (BARNZ)	Map 33 - Frankton	Support	Support in part, Oppose in part Proceed with the notified noise contours unless Plan Change 35 is finalised before the District Plan.	Reject		33	Urban - Airport
807.12		Remarkables Park Limited	Map 33 - Frankton	Oppose	That planning maps 31a and 33 are amended so that there are no changes to the RPZ.	Accept		33	Urban - Frankton
383.118		Queenstown Lakes District Council	Map 33 - Frankton	Other	Amend the maps sheets to show the extents of both special zones (Frankton Flats Special Zones A and B).	Accept	Frankton Flats Special Zone	33	Urban - Frankton Flats
807.23		Remarkables Park Limited	Map 33 - Frankton	Oppose	Clearly show on the planning maps that the Frankton Flats is not one special zone, and is instead two separate zones each with a separate set of provisions.	Accept	Duplicate with 807.24 for map 31a	33	Urban - Frankton Flats
807.24		Remarkables Park Limited	Map 31a - Queenstown Airport	Oppose	Clearly show on the planning maps that the Frankton Flats is not one special zone, and is instead two separate zones each with a separate set of provisions.	Accept		31a	Urban - Frankton Flats
668.9		Philip Thoreau		Other	The Medium Density Residential Zone proposal is supported by the submitters, except where indicated in the foregoing, where through reasons of either the proposed boundaries of the zone, through the provisions relating to density 8.5.5, recession planes 8.5.6 and in relation to parking 8.2.7.3 and 8.2.7.4, conflict with the objectives of the zone purpose of 8.1, and will adversely impact on the primary role of the zone to provide housing supply whilst ensuring reasonable amenity protection and protecting the privacy and amenity of guests and residential users.	Accept in part	MDR Provisions	31	Urban - UGB Rural Ladies Mile
668.9	FS1271.35	Hurtell Proprietary Limited and others		Oppose	Opposes. Seeks that the local authority to the development controls specified in Rule 8. 5 remain as per the notified plan.	Reject	MDR Provisions	31	Urban - UGB Rural Ladies Mile
668.9	FS1331.31	Mount Crystal Limited		Oppose	The development controls specified in Rule 8. 5 remain as per the notified plan	Reject	MDR Provisions	31	Urban - UGB Rural Ladies Mile
383.122		Queenstown Lakes District Council	Map 36 - Queenstown Central	Other	Include Protected Heritage Feature No.38 on Planning Map 36.	Accept	Addressed in Stream 3 (Heritage) Chapter 26	36	Urban - Queenstown
383.122	FS1098.4	Heritage New Zealand Pouhere Taonga	Map 36 - Queenstown Central	Support	It is appropriate to amend map 36 so as to identify heritage item 38 in order to avoid uncertainty regarding the location of the heritage item.	Accept	Addressed in Stream 3 (Heritage) Chapter 26	36	Urban - Queenstown
604.57		Jackie Gillies & Associates	Map 36 - Queenstown Central	Oppose	100 St Peters Parish Hall Delete "5 Earl Street" Add "? Camp Street" Amend map 36	Accept	Accepted in part in HH. To address mapping change.	36	Urban - Queenstown
672.9		Watertight Investments Ltd	Map 35 - Queenstown	Other	Amend Policy 12.2.2.8 as per the wording in the submission, as the policy is generally appropriate however amendments are sought a) to ensure it only applies to land affected by flood risk, which should be identified in the district plan maps.	Reject	Addressed in Stream 8 Queenstown Town Centre	35	Urban - Queenstown
433.130		Queenstown Airport Corporation	Map 31a - Queenstown Airport	Other	<b>Designation 29 – Queenstown Lakes District Council – Multi Purpose Indoor and Outdoor Recreation, Cultural and Conference Complex</b> The Proposed District Plan Map 31a – Queenstown Airport is amended to correctly illustrate the boundary of Designation 29;	Accept in part	Addressed in Stream 7 Designations. Also on map 33	31a	3
433.130	FS1097.416	Queenstown Park Limited	Map 31a - Queenstown Airport	Oppose	Oppose all amendments to definitions that are inconsistent with Plan Change 35. Oppose all amendments to any provisions that seek to impose controls in addition to those proposed under Plan Change 35. Oppose all amendments that seek to place additional restrictions on existing urban zones such as the Remarkables Park Zone. Oppose all amendments that seek to undermine or circumvent the Plan Change 35 and Lot 6 NoR proceedings that are currently before the Environment Court. Oppose all amendments that seek to enable urban activities on airport land where such activities are constrained on land adjoining or near the airport (Frankton and Remarkables Park). Oppose all amendments that seek to reduce open space or buffer areas between the airport and adjoining urban zones. Oppose all amendments that seek to constrain any existing development opportunity within the Remarkables Park Zone. Any amendments or provisions supported/opposed by QAC that seek to achieve any of the outcomes set out above be rejected.	Reject	Addressed in Stream 7 Designations. Also on map 34	31a	3

**Appendix 1 to the Section 42A Report - Queenstown Mapping - Strategic**

Original Point No	Further Submission No	Submitter	Lowest Clause	Submitter Position	Submission Summary	Planner Recommendation	Issue Reference	Map no	Sub-group
433.130	FS1117.176	Remarkables Park Limited	Map 31a - Queenstown Airport	Oppose	Oppose all amendments to definitions that are inconsistent with Plan Change 35. Oppose all amendments to any provisions that seek to impose controls in addition to those proposed under Plan Change 35. Oppose all amendments that seek to place additional restrictions on existing urban zones such as the Remarkables Park Zone. Oppose all amendments that seek to undermine or circumvent the Plan Change 35 and Lot 6 NoR proceedings that are currently before the Environment Court. Oppose all amendments that seek to enable urban activities on airport land where such activities are constrained on land adjoining or near the airport (Frankton and Remarkables Park). Oppose all amendments that seek to reduce open space or buffer areas between the airport and adjoining urban zones. Oppose all amendments that seek to constrain any existing development opportunity within the Remarkables Park Zone. Any amendments or provisions supported/opposed by QAC that seek to achieve any of the outcomes set out above be rejected.	Reject	Addressed in Stream 7 Designations. Also on map 35	31a	3
433.131		Queenstown Airport Corporation	Map 31a - Queenstown Airport	Other	<b>Designation 230 – Meteorological Service of NZ Ltd – Meteorological Purposes.</b> That Proposed District Plan Map 31a – Queenstown Airport is amended (if necessary) to correctly illustrate the location of the MetService's designation within the Queenstown Airport boundary, being an automatic weather station.	Reject	Addressed in Stream 7 Designations.	31a	strategic/general
433.131	FS1097.417	Queenstown Park Limited	Map 31a - Queenstown Airport	Oppose	Oppose all amendments to definitions that are inconsistent with Plan Change 35. Oppose all amendments to any provisions that seek to impose controls in addition to those proposed under Plan Change 35. Oppose all amendments that seek to place additional restrictions on existing urban zones such as the Remarkables Park Zone. Oppose all amendments that seek to undermine or circumvent the Plan Change 35 and Lot 6 NoR proceedings that are currently before the Environment Court. Oppose all amendments that seek to enable urban activities on airport land where such activities are constrained on land adjoining or near the airport (Frankton and Remarkables Park). Oppose all amendments that seek to reduce open space or buffer areas between the airport and adjoining urban zones. Oppose all amendments that seek to constrain any existing development opportunity within the Remarkables Park Zone. Any amendments or provisions supported/opposed by QAC that seek to achieve any of the outcomes set out above be rejected.	Reject	Addressed in Stream 7 Designations.	31a	strategic/general
433.131	FS1117.177	Remarkables Park Limited	Map 31a - Queenstown Airport	Oppose	Oppose all amendments to definitions that are inconsistent with Plan Change 35. Oppose all amendments to any provisions that seek to impose controls in addition to those proposed under Plan Change 35. Oppose all amendments that seek to place additional restrictions on existing urban zones such as the Remarkables Park Zone. Oppose all amendments that seek to undermine or circumvent the Plan Change 35 and Lot 6 NoR proceedings that are currently before the Environment Court. Oppose all amendments that seek to enable urban activities on airport land where such activities are constrained on land adjoining or near the airport (Frankton and Remarkables Park). Oppose all amendments that seek to reduce open space or buffer areas between the airport and adjoining urban zones. Oppose all amendments that seek to constrain any existing development opportunity within the Remarkables Park Zone. Any amendments or provisions supported/opposed by QAC that seek to achieve any of the outcomes set out above be rejected.	Reject	Addressed in Stream 7 Designations.	31a	strategic/general
807.25		Remarkables Park Limited	Map 31a - Queenstown Airport	Oppose	Remove the trees denoted as protected on planning map 31a, located on Boyd Road. These trees should not be listed as protected.		To be corrected via a Clause 16(2)	31a	strategic/general
790.4		Queenstown Lakes District Council	Map 35 - Queenstown	Oppose	Requests the removal of Designation 171 (Recreation Reserve) known as Commonage Reserve, Queenstown Hill from the area of Section 1 Survey Office Plan 483628.	Accept	Addressed in Stream 7 (Designations)	35	Rural - EDGE OF UGB - Queenstown Hill
501.16		Woodlot Properties Limited	Map 31a - Queenstown Airport	Not Stated	Opposes the proposed UGB line. States that the existing UGB, while enabling some urban expansion, does not go far enough for the future generations in the Wakatipu basin. Sustainable management will therefore not be achieved. Submits that an example of an area that can absorb future urban zoning is between Jacks Point and Frankton as shown on the plan attached to submission 501.  Requests that if the UGB is to be retained in the District Plan, then it should be expanded to enable the expansion of urban zones in the future into areas that can absorb urban development.	Reject	UGB	31a	Rural - EDGE OF UGB - STRATEGIC REPORT
501.16	FS1270.96	Hansen Family Partnership	Map 31a - Queenstown Airport	Support	Supports in part. Leave is reserved to alter this position, and seek changes to the proposed provisions, after review of further information from the submitter. Seeks conditional support for allowing the submission, subject to the review of further information that will be required to advance the submission.	Reject	UGB	31a	Rural - EDGE OF UGB - STRATEGIC REPORT
501.16	FS1289.16	Oasis In The Basin Association	Map 31a - Queenstown Airport	Oppose	The whole of the submission be allowed.	Accept	UGB	31a	Rural - EDGE OF UGB - STRATEGIC REPORT
323.16		Jed Frost	Map 38 - Wilson Bay and Bobs Cove	Oppose	Requests areas of A23A are removed from Lots 4, 14, 17, 19 & 101 DP 26634 as it does not accord with or assist the Council to carry out its functions to achieve the purpose of the RMA. Also see points 323.8-323.16.	Addressed in Stream 2 (Chapter 33 Indigenous Vegetation and Biodiversity)	SNA		Rural - SNA
23.2		Skydive Queenstown Limited	Map 25 - Glenorchy, Kinloch and South of Blanket Bay	Oppose	Correction of designation 239 in the Schedule of Designations (Chapter 37.2) to refer to the purpose of Glenorchy Aerodrome as 'local purpose (airport) reserve. - Amendment of Proposed District Planning Map 25a. Designation 239 to include all of Section 11 Survey Office Plan 443869 within the designation.	Addressed in Stream 7 (Designations)	Designation		Rural - Glenorchy
23.3		Skydive Queenstown Limited	Map 25 - Glenorchy, Kinloch and South of Blanket Bay	Oppose	Correction of designation 239 in the Schedule of Designations (Chapter 37.2) to refer to the purpose of Glenorchy Aerodrome as 'local purpose (airport) reserve. - Amendment of Proposed District Planning Map 25a. Designation 239 to include all of Section 11 Survey Office Plan 443869 within the designation.	Addressed in Stream 7 (Designations)			Rural - Glenorchy
480.1		Lloyd James Veint, Arcadia Station	Map 9 - Glenorchy Rural, Lake Wakatipu	Not Stated	Submitter owns the site identified as Special Zone – Arcadia under the Proposed District Plan. Supports that land is zoned as Special Zone – Arcadia (Rural Visitor Zone) and seeks no changes to the objectives, policies and rules associated with that zone. Retain Rural Visitor Zone provisions over the area identified as Special Zone – Arcadia within Proposed District Plan Map 9 - Glenorchy Rural, Lake Wakatipu.	Out of Scope not "on" Stage 1			Rural - Glenorchy