IN THE ENVIRONMENT COURT

ENV-2018-

IN THE MATTER

of an appeal under clause 14(1) of

The First Schedule to the Resource

Management Act 1991

BETWEEN

HOMESTEAD BAY TRUSTEES

LIMITED

Appellant

AND

QUEENSTOWN LAKES DISTRICT

COUNCIL

Respondent

NOTICE OF APPEAL BY HOMESTEAD BAY TRUSTEES LIMITED AGAINST **DECISION ON DISTRICT PLAN REVIEW HEARING STREAM 13**

18 June 2018

Solicitor acting: James Turner McVeagh Fleming PO Box 300844 Albany Auckland 0752 P: 09 4154477

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Wellington P: 04 4729026

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To The Registrar Environment Court Christchurch

Introduction

- Homestead Bay Trustees Limited ("HBTL") appeals against the decision made by Hearing Commissioners on behalf of Queenstown Lakes District Council ("Council") on District Plan Review hearing Stream 13 of the Queenstown Lakes District Plan ("Plan Review" and "District Plan").
- HBTL made a submission on the Plan Review (attached as Appendix A) and appeared at the hearing on 8th August 2017.
- HBTL is not a trade competitor for the purposes of section 308D of the Resource Management Act 1991 ("RMA").
- 4. HBTL received notice of the Council's decision on the Plan Review on 7th May 2018.
- 5. The particular parts of the Council's decision that HBTL is appealing are:
 - (a) District Planning Map 41 in relation to the extension of the Jacks Point
 Zone to include R(HB) D, (Lots 6 & 7 DP 452315);
 - (b) District Planning Map 41 in relation to the extension of the Urban Growth Boundary to include R(HB) - D, (Lots 6 & 7 DP 452315);
 - (c) District Plan Chapter 41 (Jacks Point) Structure Plan: 41.7 to include Activity Area R(HB) - D, (Lots 6 & 7 DP 452315)
 - (d) Chapter 41 (Jacks Point) decisions version:
 - (i) Rule 41.4.2.1 (delete);
 - (ii) Rule 41.4.4.12 (delete);
 - (iii) Rule 41.4.4.13 (amend
 - (iv) Rule 41.5.1.1 (amend);
 - (v) Rule 41.5.1.13 (new);
 - (vi) Rule 41.5.2.5 (delete);
 - (vii) Rule 41.5.4.7 (delete);
 - (viii) Rule 41.5.4.8 (delete);
 - (ix) Rule 41.5.5.3. (amend); and

- (x) Rule 41.5.5.5 (new).
- These provisions are described in more detail below, followed by the grounds for this appeal and the relief sought by HBTL.

Activity status in Area D

- 7. Under the Operative District Plan's standard 12.2.5.1 the use of the Open Space Horticulture Activity Area was: "restricted to horticultural activities and accessory buildings and activities, and residential activities, provided that:
 - (i) No more than 15 building platforms are permitted within the Activity Area;
 - (ii) Those 15 building platforms referred to in (i) above are confined to 3 or 4 clusters; and
 - (iii) No building is to be erected prior to the horticultural activity being approved by the Council and planted."
- 8. Building in the Open Space Horticulture activity area is a listed controlled activity under part 12.2.3.2 Operative District Plan.
- 9. Standard 41.5.4.8 of the notified version of the Proposed District Plan specifies the activities in (i) to (iii) above are restricted discretionary activities while it is a discretionary activity under rule 41.4.4.12 for "horticultural activities and accessory buildings and activities, and residential activities".
- 10. Proposed District Planning Map 41 identifies the Open Space Horticulture Activity Area within the Urban Growth Boundary. The Urban Growth Boundary is supported by Strategic Chapter 4 Urban Growth and the PDP defines the urban growth boundary as "...a boundary shown on the planning maps which provides for and contains existing and future urban development within an urban area."
- 11. The recommendation of the Panel records:
 - (a) "Strategically, we consider that the Coneburn Valley is suitable for urbanisation and would be a logical area for expansion of Queenstown long term." [294]
 - (b) "Self-servicing the development of Homestead Bay is the submitters' prerogative, we have been left wondering whether a thorough investigation of alternatives might have resulted in the opportunity to develop this land more intensively in future." [322];

- (c) Concerns in regards to enabling residential activity in R(HB) D within close proximity of the airstrip and the fact that given the lack of any noise modelling data. [336];
- (d) Accepted and relied on the Memorandum of Traffic Conferencing insofar as it addresses the issue of access to SH6. However, raised concerns in the ability of any trigger rule in relation to monitoring when the residential equivalent of 244 ODP capacity for Homestead Bay had been reached. [346];
- (e) R(HB) D was not disputed in terms of the extent to which the submitters' amended relief satisfied the objectives and policies of the Plan concerning views of the ONL from the State Highway. [355];
- 12. The decision rejected medium density residential activity in Area D for reasons which included:
 - (a) Failing to establish the proposed wastewater treatment would not compromise the existing water supply bore;
 - (b) Failing to confirm there the location of the 55dbh contour on the southern side of the existing airstrip;
 - (c) Failing to demonstrate how cumulatively the 244 dwelling residential equivalent is monitored.

Grounds for appeal: Area D and Map 13

- 13. The reasons for the appeal in respect of Map 13 and the Homestead Bay Structure Plan of the Jack's Point Special Zone (Map 41) are that the Council's decision:
 - (a) fails to promote the sustainable management purpose of the RMA, particularly by managing the use, development, and protection of natural and physical resources in a way which enables people and communities of Queenstown and the wider region to provide for their social, economic, and cultural well-being and for their health and safety while avoiding, remedying, or mitigating any adverse effects of activities on the environment;
 - fails to ensure the efficient use and development of natural and physical resources;
 - fails to achieve consistency with the relevant planning instruments and to give effect to the higher order planning instruments;

- (d) fails to change the District Plan in accordance with the matters set out in section 74 and 75 of the RMA;
- (e) fails properly to evaluate the changes advanced by submitters to the provisions of the Plan Change as notified; and
- (f) make changes to the provisions of Plan Review that were not based on any submissions and were therefore outside the Council's decisionmaking scope.
- 14. In addition, without derogating from the generality of the points above, other specific reasons for the appeal include that the decision:
 - (a) fails properly to recognise Homestead Bay as having potential to provide for a supply of medium density residential opportunities that allow people to provide for their social and economic wellbeing;
 - (b) fails properly to recognise the benefits of a strong and effective Homestead Bay Structure Plan in terms of:
 - (i) promoting the health and safety of people and communities;
 - (ii) facilitating appropriate residential development; and
 - (iii) achieving the efficient use of natural and physical resources;
 - (c) is not consistent with the Jack's Point Zone objectives and policies;
 - (d) fails to give effect to objectives in Chapter 4 of the District Plan (Urban Growth) in that:
 - (i) a density of development within Homestead Bay's Area D (10-15 units per hectare) is able to be serviced by appropriate infrastructure whilst avoiding remedying and mitigating adverse effects including effects on the existing water supply bore, and
 - (ii) Homestead Bay Village Centre is recognised and supported by enabling appropriate establishment and operation of residential activities within its immediate vicinity, and
 - (iii) infill development at Homestead Bay between Jack's Point to the north and Lakeside Estates to the south is the best use of the land resource and is ultimately inevitable.¹

Panel's recommendation at xx

Servicing

- 15. Contrary to the Panel's findings at paragraph 319 of the Mapping Decision sufficient evidence was available that there are appropriate wastewater disposal solutions and HBTL's experts identified an area of land for the disposal of treated wastewater.
- 16. The Land can be entirely self-serviced without any assistance from the Council and/or access to Council-owned infrastructure can be provided.
- 17. The Respondent's experts agreed that the proposed storm water solution was appropriate for the proposal and HBTL considers that the concerns raised regarding the Coneburn Water Supply intake can be addressed at the regional consenting stage.

Noise Effects from the Airstrip

- 18. The Panel erred in its view that it did not have the necessary evidence in relation to noise effects associated with the use of the airstrip on the Land.
- 19. HBTL opposes Rule 27.7.5.4 set out at paragraph 378 of the Mapping Decision as Airport Noise Standard NZS 6805:1992 does not contemplate that residential activity is prohibited within the 55 dB LDN contour, rather new noise sensitive activities should be subject to a requirement to incorporate appropriate acoustic insulation to ensure a satisfactory internal noise environment.
- 20. Accordingly, HBTL considers that noise effects can be controlled by way for a rule to ensure that at the time of subdivision (after earthworks have been completed), contour lines are defined and appropriate steps taken to ensure an acceptable level of internal noise amenity. To ensure this, HBTL sought that the following rule be added to the subdivision chapter:
 - "27.7.14.8: Following the construction of State Highway Earthworks and prior to the subdivision of Residential Activity Areas R(HB) A C an acoustic assessment (Homestead Bay Nosie Contours) shall determine the extent of the 55dBA contour to the south of the existing air strip. Should any residential sites be located between the 55dBA contour and the airstrip the following consent notice shall be registered:
 - "Any residential building shall be designed to achieve an Indoor Design Sound Level of 40 dB Ldn within any Critical Listening Environment, based on the Homestead Bay Noise Contours. Compliance shall be demonstrated by either installation of mechanical ventilation to achieve the requirements in Table 4 of Chapter 36 or by submitting a certificate to Council from a person suitably qualified in acoustics stating that the proposed construction will achieve the Indoor Design Sound Level with the windows open.""

21. The Panel erred in not providing for this rule mechanism to manage any noise effects associated with the airstrip and maintain amenity values while protecting the airstrip from incompatible land uses.

Access

22. In relation to traffic and access, all the traffic engineers agreed that access to the proposed rezoning could be provided and the Panel agreed at paragraph 349 of the Mapping Decision that access from either Maori Jacks Road or SH6 could be provided.

Open Space Residential - South

- 23. The decisions version mistakenly and/or unnecessarily deducted two residential units from the total for the Open Space Residential (OSR) Activity Area South (from 41 to 39) for ecological reasons. The reasoning of the Panel is at paragraphs 371 and 372 of their Recommendations which refers to a recommended reduction at 3.48 of the evidence of Victoria Jones for the Council relying on ecological impacts on the 'westernmost OSR'. The ecological evidence referred to was in respect of the OSR North.
- 24. There are no ecological reasons for deducting two residential units from the total residential units deemed appropriate for the OSR- South.

Relief sought: Map 13, Area D and Structure Plan, and OSR - South

- 25. In order to enable development of medium density residential dwellings and accessory buildings, HBTL seeks the following relief (or wording to like effect and any consequential changes that may arise):
 - (a) The decision version of Planning Map 13 is amended to extend the Jacks Point Zone so as to include R(HB) - D land as depicted in Attachment B of primary submission #715 attached as Appendix A;
 - (b) The decision version of Planning Map 13 is amended to extend the Urban Growth Boundary so as to include the full extent of R(HB) - D land as depicted in Attachment B of primary submission #715 attached as Appendix A;
 - (c) The decision version of Part 41.7 of Chapter 41, "Jacks Point Structure Plan – Homestead Bay Insert" is deleted and replaced with the version contained in Attachment B of primary submission #715 attached as Appendix A, so as to include R(HB) - D land;
 - (d) Delete Rule 41.4.4.12;

(e) Amend Rule 45.5.1.1:

45.5.1	Density	
	41.5.1.1	RD
	The average density of residential units within each of the Residential	Discretion is restricted to:
	Activity Areas shall be as follows: R(jP) – 1 13 – 19 per Ha	a. residentia amenity values:
	R(jP) – 2A 14 – 33 per Ha R(jP) – 2B 14 – 15 per Ha	b. traffic.
	R(jP) – 3 14 per Ha R(jP-SH) – 1 10 per Ha R(jP-SH) – 2 9 per Ha	access, parking;
	R(jP-SH) – 3 5 – 27 per Ha R(jP-SH) – 4 5 – 12 per Ha R(HD-SH) – 1 12 – 22 per Ha	c. adequacy
	R(HD-SH) – 2 2 – 10 per Ha R(HD) – A 17 – 26 per Ha	infrastructur
	R(HD) – B 17 – 26 per Ha R(HD) – C 15 -22 per Ha	
	R(HD) – D 17 – 26 per Ha R(HD) – E 25 – 45 per Ha R(HD) – F 17 – 24 per Ha	
	RL 2 per Ha	
	R(HB)D 10-15 per hectare	
	Density shall be calculated on the net area of land available for development and excludes land vested or held as reserve, open space, public access routes or roading and excludes sites used for non-residential activities. Within the Residential Areas of Hanley Downs, if part of an Activity Area is to be developed or subdivided, compliance	
	must be achieved within that part and measured cumulatively with any preceding subdivision or development which has occurred with that Activity Area. Within the jacks Point Residential Activity Areas, density shall be calculated and applied to the net area of land across the whole	

- (f) Delete Rule 41.5.2.5;
- (g) Delete Rule 41.5.4.7;
- (h) New Rule 41.5.1.13:

41.5.1	Residential Activity Area	
	Foreshore Revegetation	<u>NC</u>
	41.5.1.13	
	In the R(HB)D and V(HB) Activity Areas, no residential units may be constructed until a revegetation plan (including species lists, planting density, weed and pest control strategies) is approved by Council for the gully area identified on the Structure Plan. This plan shall detail a five-year planting programme and maintenance plan. The goal of the programme shall be to achieve a self-sustaining colony of appropriate indigenous vegetation within ten years.	

- (i) Delete Rule 41.5.4.8;
- (j) Amend Rule 41.5.5.3:

41.5.5	General Zone Wide Standards	
	Access to the State Highway	RD
	41.5.5.3	Discretion is restricted to:
	Access from State Highway 6 shall be only at the intersections at Maori jack Road, and Woolshed Road, <u>Homestead Bay Access</u> and in a third location as approved by RM160562, as shown on the Structure Plan.	a. the safe and efficient functioning of the road network

(k) Insert New Rule 41.5.5.5:

41.5.5	General Zone Wide Standards	
	Homestead Bay Access	NC
	41.5.5.5	
	Only 244 residential lots, or non-residential activity that is projected to generate the equivalent traffic volumes, may be built within the Homestead Bay Area of the Jacks Point Zone and utilise Maori Jack Road.	

(I) Delete Rule 41.4.2.1.

(m) Amend Rule 41.4.4.13:

41.4.4	Open Space (OS) and Homesite (HS) Activity Areas	
	Open Space - Residential (OSR) Activity Areas	D
	41.4.4.13	
	OSR South No more than 39 41 residential units.	

26. HBTL opposes any further provisions and seeks such further, other, amended, alternative or consequential relief as is necessary or appropriate to give effect to this appeal.

Appendices to this Notice of Appeal

27. The following documents are attached to this notice:

- (a) a copy of HBTL's submission and further submission on the Plan Review(Appendix A);
- (b) Map 13 as notified (Appendix B);
- (c) a modified Map 13 with expanded areas D and OSR South (Appendix C);
- (d) a list of names and addresses of persons served with a copy of this notice (Appendix D).

KM Gordon

Counsel for Homestead Bay Trustees Limited

Address for service of Applicant
Homestead Bay Trustees Limited
c/- James Turner, McVeagh Fleming Lawyers
PO Box 300844
Albany
Auckland 0752
Phone (09) 415 4477
jturner@mcveaghfleming.co.nz

Advice to recipients of copy of notice of appeal

How to become party to proceedings

You may be a party to the appeal if you made a submission or a further submission on the matter of this appeal.

To become a party to the appeal, you must:

- within 15 working days after the period for lodging a notice of appeal ends, lodge
 a notice of your wish to be a party to the proceedings (in form 33) with the
 Environment Court and serve copies of your notice on the relevant local authority
 and the appellant; and
- within 20 working days after the period for lodging a notice of appeal ends, serve copies of your notice on all other parties.

Your right to be a party to the proceedings in the court may be limited by the trade competition provisions in section 274(1) and Part 11A of the Resource Management Act 1991.

You may apply to the Environment Court under section 281 of the Resource Management Act 1991 for a waiver of the above timing or service requirements (see form 38).

Advice

If you have any questions about this notice, contact the Environment Court in Auckland, Wellington or Christchurch.

APPENDIX A

HBTL's submission and further submission on the Plan Review.

(Overleaf)

RESOURCE MANAGEMENT ACT 1991 SUBMISSION ON QUEENSTOWN LAKES DISTRICT PLAN REVIEW

TO: Mr Mathew Paetz

Planning Policy Manager

Queenstown Lakes District Council

Private Bag 50077

QUEENSTOWN

SUBMITTERS:

Jardine Family Trust and Remarkables Station Limited

The submitters could not gain a trade advantage through this submission.

1.0 Introduction to the submitter(s)

The submitters own land that includes:

- Lot 8 DP 443832 (Remarkables Station Limited)
- Lots 1- 7 DP 452315 (Jardine Family Trust)

Lots 1-7 comprose all the land within the Homestead Bay Structure Plan of the Jacks Point zone in the operative District Plan. The location of Lot 8 DP 443832 ("Lot 8") is highlighted on the Proposed and Operative Planning Maps contained in Attachment [A] of this submission.

Lot 8 is currently occupied by an airstrip operated by a regionally significant tourism operator (Nzone: http://www.nzoneskydive.co.nz/home), and the balance is farmed as part of Remarkables Station.

Remarkables Station originally included the land known as Henley Downs and Kelvin Heights. The Jacks Point Zone originally comprised 3 parts: Henley Downs, Jacks Point (then still part of Remarkables Station), and Homestead Bay. The Jardines still own Homestead Bay.

Since the development of the Jacks Point Zone, the operational farm of Remarkables Station is now centred on the land above the State Highway. Rural

zoning better reflects the predominantly ONL values above the State Highway, compared to the RLC classification of lot 8.

Lot 8 is the last remaining remnant of the Station below the State Highway. It serves no ongoing significance to the balance, productivity, or viability of Remarkables Station. The future management of that land is more appropriately linked to the Jacks Point Zone.

Since the establishment of the Jacks Point Zone in the operative Plan, housing capacity, and the impact of that on affordability, has become a major resource management issue for the Wakatlpu. That issue has culminated intervention by the Minister for Housing through signing a Housing Accord with the Council. Jacks Point may not be an appropriate location for a Special Housing Area, but the Accord points to the need for the Council to examine opportunities for increasing the range of available new housing opportunities within the district. There are locations within the Homestead Bay structure plan (Figure 3) and within lot 8 that are well suited to medium density housing that will provide a greater range of choice than currently provided for. Medium density housing will, in turn, support the economic viability of the Homestead Bay Village.

2.0 OVERALL ISSUES THAT HAVE DETERMINED THE APPROACH IN PREPARING THIS SUBMISSION IN RESPECT TO THE PROPOSED DISTRICT PLAN

2.2 The submitter opposes the Proposed District Plan for the following reasons;

It does <u>not</u> accord with, or assist the territorial authority to carry out its functions to achieve, the purpose of the Resource Management Act 1991 (the Act);

- i. It does <u>not</u> promote the sustainable management of resources;
- ii. It does not meet section 32 of the Act:
- iii. It does not consistent with Part II of Act;
- iv. It does <u>not</u> represent integrated management or sound resource management practice;
- v. It does not meet the reasonably foreseeable needs of future generations;
- vi. It does <u>not</u> implement the most appropriate standards, rules or methods for achieving the objectives set out in the Proposed District Plan.

3.0 SPECIFIC SUBMISSIONS

Without derogating from the generality of the above, the specific parts of the Proposed District Plan that this submission relates to are:

- 3.1 The extension to the Homestead Bay part of the Jacks Point Structure plan is considered to provide new housing in and around the existing settlements of Jacks Point, Homestead Bay and Lakeside Estates
- 3.2 The Homestead Bay extension is considered to represent an increase in housing numbers in accordance with directives set out in the policy sections of the Jacks Point, Urban Development, Strategic Directions and Subdivision Chapters of the Proposed District Plan. Many of these policies seek to intensify existing urban areas whilst the expansion of residential development adjacent to already approved residential zones reduces isolated development in the rural area.
- 3.3 The proposed extension is depicted on the plans contained in Attachment [B] to this submission.
- 3.4 The intentions of the Homestead Bay extension are to promote similar design and location philosophies as the proposed provisions of the Jacks Point Zone. The scale and form of built development within the revised Homestead Bay area is considered to be appropriate and can be adequately administered by the standards and policies contained in the Proposed District Plan. As such, minor amendments to the Proposed District Plan are required.
- 3.3 When viewed from the State Highway any visual impacts of subdivision and development have been effectively avoided by the nature of the existing topography. All residential activity areas have been located in areas where any built form will not be highly visible from the State Highway.
- 3.4 A third and fourth access point onto the State Highway may be required to service the Homestead Bay extension. This point will be located in the vicinity of the existing vehicle crossing which provides gravel access to the
- 3.5 A majority of the activities sought within the extension to Homestead Bay are residential in nature. However, the extension includes an EIC to compliment that of the EIC in the Hanley Downs part of the Jacks Point Zone.
- 3.6 The OSL land within lot 8 adjacent to the State Highway should be managed as a single small farm, with one associated residential building platform and accessory farm buildings. The visibility of a homestead and farm buildings from the State Highway will not be inappropriate in the context of farm land in the foreground to the Jacks Point Zone.
- 3.7 Many of the detailed controls in the operative Plan provisions were devised prior to any development occurring. Experience has shown that many of the original controls were either unnecessary in light of experience (such as policies encouraging co-ordinated services); have become redundant through the

changed environment (such as concerns about the visibility of buildings within the zone); or are unenforceable (such as overall building coverage controls across multiple sites or landholdings). The opportunity should be taken to remove unnecessary controls to encourage more efficient development.

Relief Sought

Principal relief sought;

- Extension of the Jacks Point Zone to include the entire area depicted on the plans contained in Attachment [B] to this submission.
- Extension of the Jacks Point Structure Plan to include all activity areas depicted on the plans contained in Attachment [B] to this submission.
- Extension of the Urban Growth Boundary to include the entire area depicted on the plans contained in Attachment [B] to this submission.

The above requires the following amendments to the Proposed District Plan:

Policy 41.2.1.4. Delete.

Policy 41.2.1.10. Delete the words "...while ensuring that development associated with those activities does not over domesticate the landscape".

Policy 41.2.1.13. Add the words "and Residential (Homestead Bay) Activity Area" after the word "Area".

Policy 41.2.1.26. Delete.

Part: 41.4.6

Medium Density Residential Development, make the following changes:

41.4.6.1 Within the R(HD) A – E, R(HB) D – E, and R(HD-SH) 1 and R(HB-SH) A – C Activity Areas, any residential activity which results in either:

41.4.9.11: Add new sentences. There shall be 1 residence accessory to farming activities provided for in the OSL adjacent to State Highway 6 within lot 8 DP 443832. The activities shall also include the airport within lot 8 DP 443832 and associated aviation and commercial recreation activities.

41.4.9.15: Delete the words "12 low level" and replace with "41".

41.4.9.16: Delete.

41.5.2.7: Delete.

41.5.6.1. Delete, or make provision for 2 new access points to be created within lot 8 DP 443832 as Controlled Activities (with control limited to design and location for State Highway traffic safety considerations).

41.5.8.1 Add the following:

R(HB)D and-E 10-15 per Ha

R(HB-SH)A-C 10-15 per Ha

41.5.11. Delete.

41.5.12.2. Add new (j) below (i): Open Space Residential (OSR) and Open Space Landscape (OSL) limited to one residence within lot 8 DP 443832: 7m.

Part: 41.5.15

Building Coverage

41.5.15.2 On any site within the EIC, R(HD), R(HD-SH), R(HB-SH) buildings shall not exceed a maximum building coverage of 50%, except:

41.5.15.4: delete.

Part: 41.7

Structure Plan

The Structure Plan is amended to include the extension as depicted on the plans contained in Attachment [B] to this submission.

The submitter wishes to be heard in support of this submission.

Signature:

Date: (

Address for service of person making submission:

Gallaway Cook Allan

P O Box 143 Dunedin

Attn: Phil Page

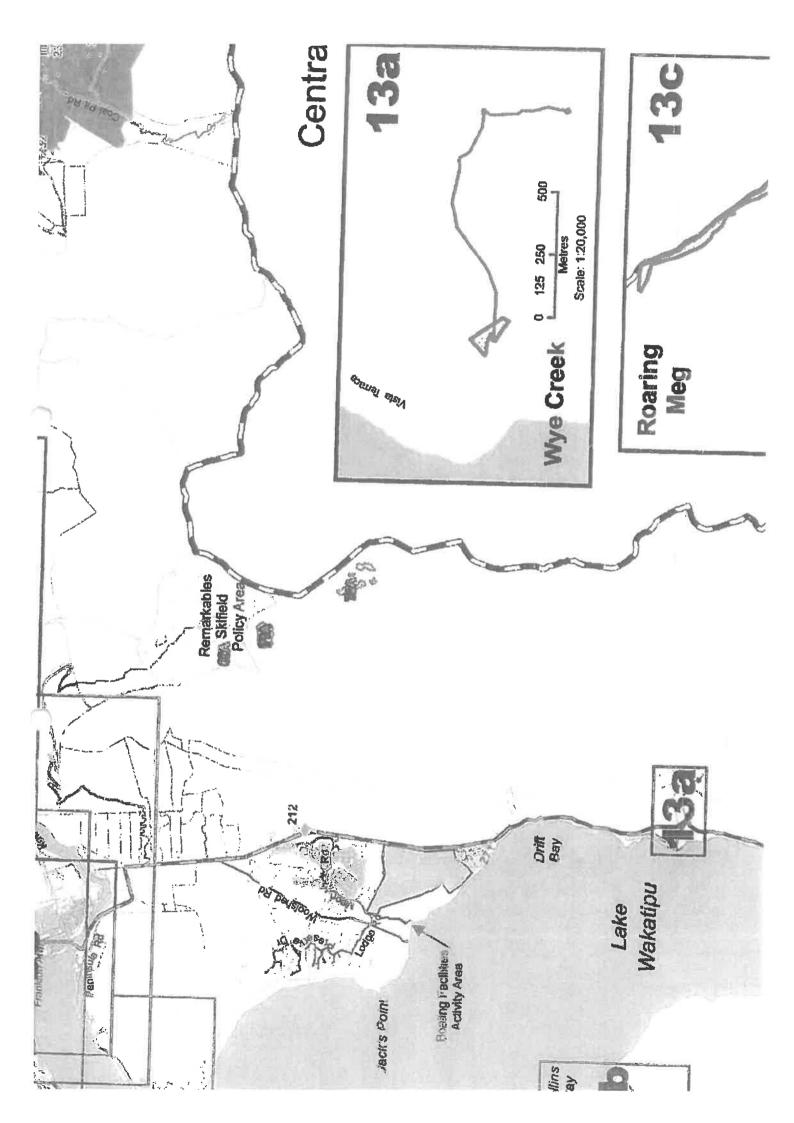
Telephone: 03 4777312

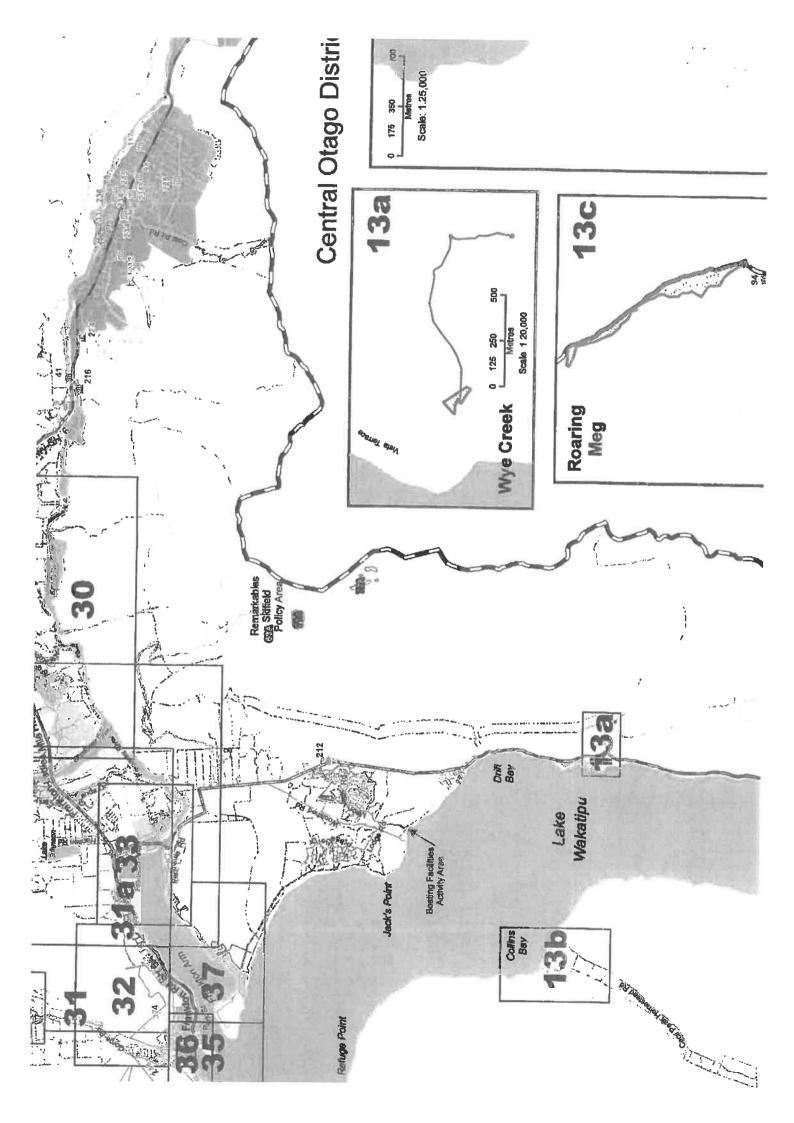
E-mail: phil.page@gallawaycookallan.co.nz

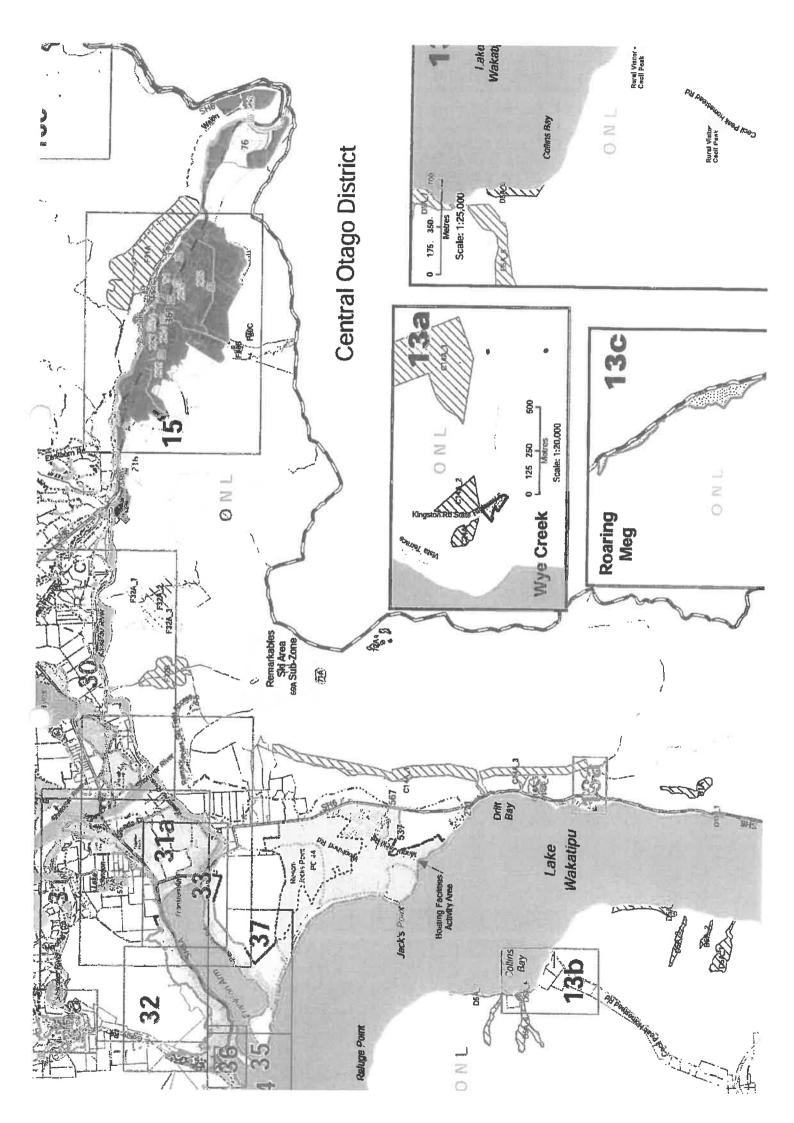
ATTACHMENT [A]

Location of Subject Property:

Operative and Proposed District Planning Maps

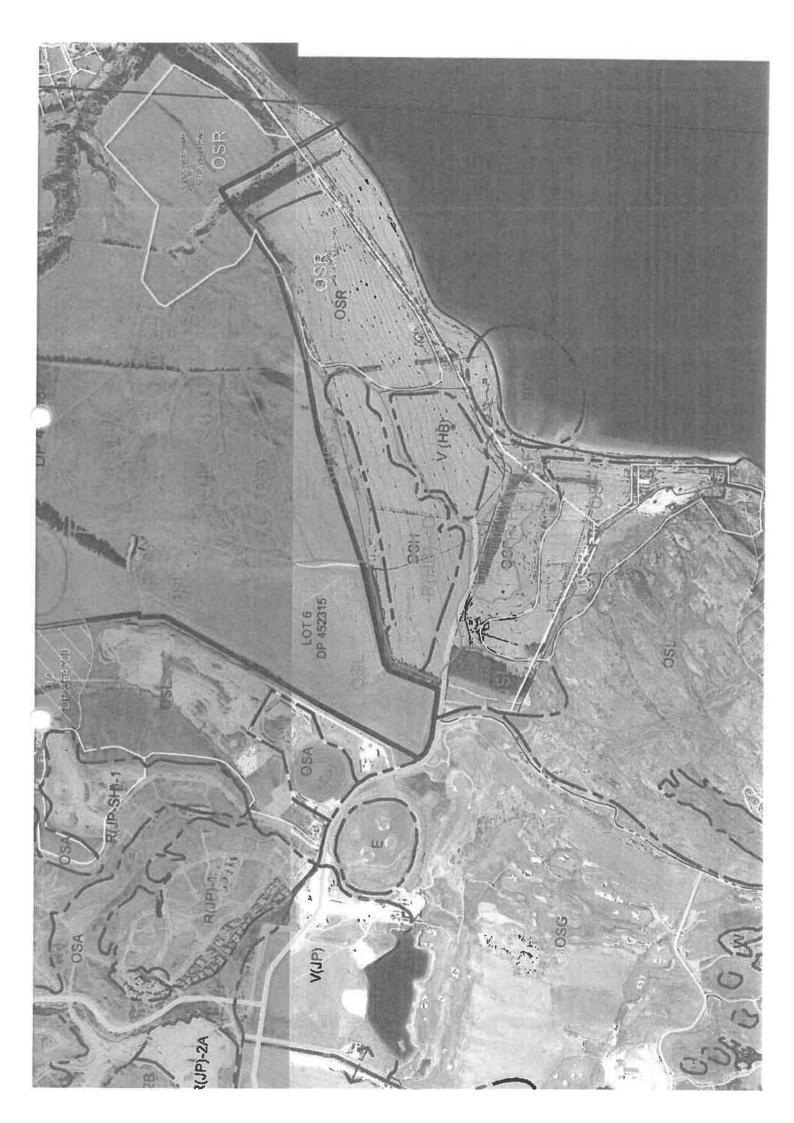


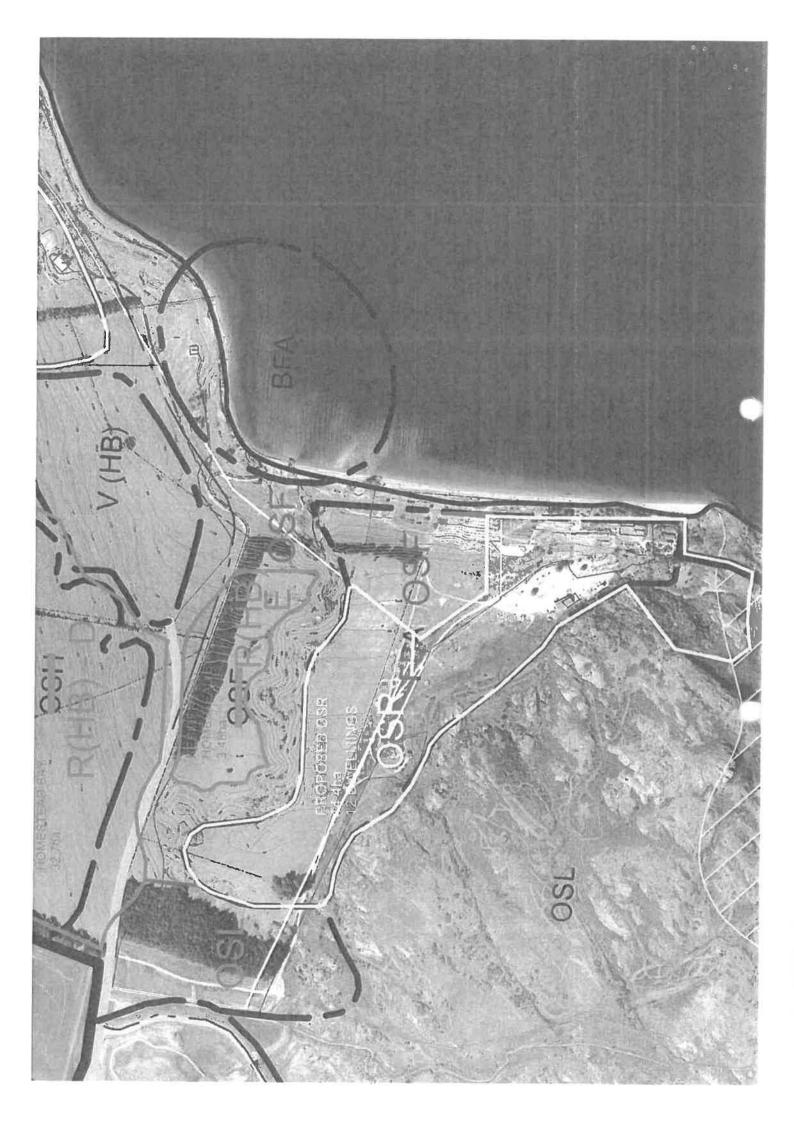




ATTACHMENT [B]

Plans: Homestead Bay Extension





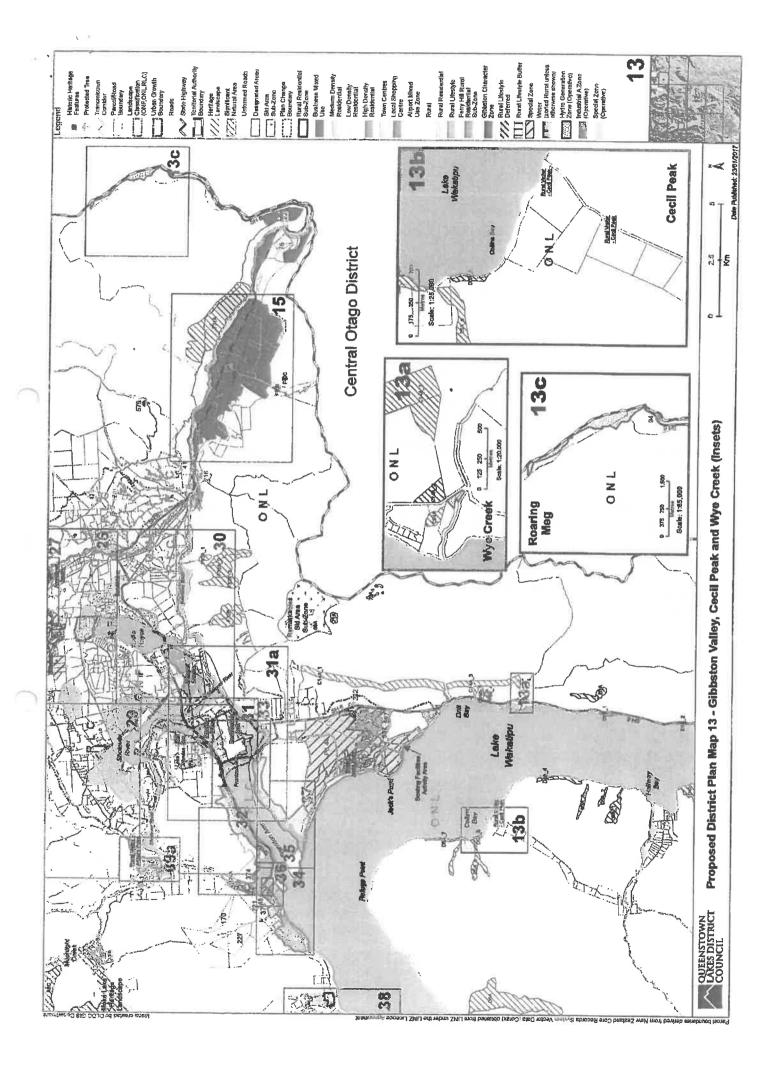
PROPOSED OSR 36 7hs 29 DWELLINGS OSR OSR 28 DWE

PROPOSED OSR 36.7ha 29 DWELLIINGS OSR LOT 8 DP 443832



APPENDIX B

Notified Version of Map 13



APPENDIX C

Decision version of Map 13.2

