

# Wakatipu Basin Land Use Planning Study

Final Report  
March 2017



Prepared for *Queenstown Lakes District Council* by



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Consulting in:

- Resource Management
- Land Use and Property Development
- Mediation and Litigation
- Strategic Planning and Policy
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## 1.0 Executive Summary

1.1 This report has been undertaken in response to a detailed brief from Queenstown Lakes District Council (QLDC) which followed from a minute from the Chair of the Hearings Panel for the QLDC Proposed District Plan (PDP). That minute was issued in response to the evidence around the Wakatipu Basin (WB) zonings and the Rural, Rural Residential and Rural Lifestyle zones in particular. A number of questions arose from that evidence and background reporting underpinning the PDP and hearings on the various topics. The Panel set out a number of specific matters that they sought responses to. The primary matters were summarised in the Council's brief as follows:

- a) *Identify the environmental characteristics and amenity values of the area that should be maintained and enhanced, noting that these will vary across the Wakatipu Basin floor;*
- b) *Identify those areas able to absorb development without adversely affecting the values derived in (a) and without adversely affecting the values associated with the surrounding Outstanding Natural Landscapes and Outstanding Natural Features;*
- c) *Identify those areas that are unable to absorb such development;*
- d) *Determine whether, given the residual development already consented, there is any capacity for further development in the Wakatipu Basin floor and, if there is, where it should be located and what form it should take.*

1.2 The Council's brief identified a number of primary resource management matters that needed further assessment and analysis in order to assist the Council [and the Panel] in making its recommendations.

1.3 Putting those resource management matters simply, the nature of the existing character of the WB is a fundamental driver to establishing an appropriate planning regime for the future. That existing character is perceived to no longer reflect a traditional rural productive farming landscape and built environment character; rather it has a rural amenity value and character that derives from a mix of rural activities that reflect lifestyle uses of land, with a limited component of what could best be termed 'hobby farming'. There are few larger blocks of land that are actively farmed for productive purposes, and they tend to be located in the outer 'peripheral parts' of the Basin (e.g. Crown Terrace).

1.4 That existing environment context is influenced by: a) a range of Special Zones where development has occurred in a predominantly urban form; as well as, b) a number of SHAs which enable pockets of urban development within the rural area. That environment has also been shaped by both the legacy and PDP Rural Lifestyle and Rural Residential zones, coupled with the discretionary opportunity to consent building platforms up to 1,000m<sup>2</sup> in area in the General Rural zone.

1.5 Those influences have combined cumulatively to create the existing environment against which the appropriateness of the PDP zones has been assessed. The PDP's zoning strategy for the WB was underpinned by a range of Council promulgated landscape studies which have occurred over time in respect of both individual consent applications, Plan Changes and for the PDP. There have also been a range of landscape assessments of part and in some cases, the whole of the WB, carried out by professionals acting for applicants. Those studies include assessments prepared for Environment Court hearings.

1.6 Overall it can be concluded that the WB area has been subject to intensive landscape (and planning) scrutiny over the last 25-30 years in particular. Based on that history the WB area could be said to have been subjected to more resource management related scrutiny than most other parts of the District.

- 1.7 While not leading directly to our zoning recommendations it is relevant to note that the planning history of the WB area foreshadows the need for and validity of separating the zoning regime for the WB away from the generality of the District-wide zones.
- 1.8 A summary of the planning history of the Queenstown Lakes District's rural planning regimes, and in particular the earlier eras, is provided in **Appendix A**. As an example of historical work, the Council's Monitoring Report: Monitoring the Effectiveness and Efficiency of the Rural General Zone 2009 examined the effectiveness of the existing operative provisions and reflected on the amount of residential subdivision and development that had been consented in the Rural General Zone.
- 1.9 The 'Rural Monitoring Report 2009' had a particular focus on subdivision and development in the WB, an area which has received a relatively high number of resource consent applications and approvals for subdivision and development.
- 1.10 A key theme of the report was whether the existing provisions were effectively managing cumulative effects of residential subdivision and development. The report noted that the WB area has also been subject to private plan changes to create rural lifestyle living and resort activities and accommodation, and identified that the cumulative effects of development pressure within the WB were not being effectively managed.
- 1.11 In particular, the report identified a lack of connection between the objectives and policies of the landscape categories identified within the Plan and the assessment matters. The report suggested that these could more explicitly outline the desired landscape outcome, particularly for the areas subject to the 'Visual Amenity Landscapes category' assessment criteria.
- 1.12 Returning to the more specific matters raised in the Council's brief, we agree with the 2014 Read Report that the WB comprises a landscape in its own right, and that the various landscape character units identified in this study are nested within that larger landscape, loosely defined by the large-scale mountain ranges that encircle the Basin.
- 1.13 We consider the process undertaken by Council to date with respect to the identification of Outstanding Natural Features and Landscapes (ONFLs) is, by and large, methodologically robust.
- 1.14 The ONFLs throughout the study area have informed the landscape capability analysis that follows as part of an holistic landscape assessment process. In our view, minor amendments in the position of the ONFL boundaries that may arise as part of the PDP ONFL Mapping Hearing Topic will not influence the capability mapping and recommendations contained in this report.
- 1.15 Based on our analysis, we agree with the parties who have stated that the identifiable (and established) rural character and amenity values of the WB do not derive predominantly from rural productive/agricultural land-uses. The nature and extent of approved/existing development and the lot size (and ownership) patterns that exist in the Basin simply do not support the characterisation of the study area as having a dominant rural production landscape character.
- 1.16 We also note that on an employment basis, the primary production sector in the study area is at a similar level (accounting for around 200 jobs) to what it was a decade ago (2006). By contrast there has been significant growth in 'non-farming' employment sectors (e.g. Accommodation and Food Services) in the study area over the same period, which reflects the increased presence of residential and visitor accommodation/facilities development and land-use activities in the area.
- 1.17 Our assessment of the rural character of the WB identified a total of 25 landscape character units (LCU). The absorption capability for each landscape character unit is as follows.

**Table 1: Landscape Character Unit Absorption Capability and Zoning**

NAME	LCU	Absorption Capability <sup>1</sup>	Recommended Planning Strategy
Speargrass Flat (around Lake Hayes Rural Residential area)	8	High	Wakatipu Basin Rural Lifestyle Precinct (minimum lot size 4,000m <sup>2</sup> , buildings as RDA)
Fitzpatrick Basin	2	High	Wakatipu Basin Rural Lifestyle Precinct (minimum lot size 4,000m <sup>2</sup> , buildings as RDA)
Tucker Beach (central and eastern end of unit)	4	High	Wakatipu Basin Rural Lifestyle Precinct (minimum lot size 4,000m <sup>2</sup> , buildings as RDA)
Dalefield	5	High (potentially limited by existing building, vegetation and lot patterns)	Wakatipu Basin Rural Lifestyle Precinct (minimum lot size 4,000m <sup>2</sup> , buildings as RDA)
Wharehuanui Hills	6	High	Wakatipu Basin Rural Lifestyle Precinct (minimum lot size 4,000m <sup>2</sup> , buildings as RDA)
Domain Road River Terrace	7	High	Wakatipu Basin Rural Lifestyle Precinct (minimum lot size 4,000m <sup>2</sup> , buildings as RDA)
Hawthorn Triangle	9	High (potentially limited by existing building, mounding, and vegetation patterns)	Wakatipu Basin Rural Lifestyle Precinct (minimum lot size 4,000m <sup>2</sup> , buildings as RDA)
Lake Hayes Rural Residential	12	High (potentially limited by existing building, vegetation and lot patterns)	Wakatipu Basin Rural Lifestyle Precinct (minimum lot size 4,000m <sup>2</sup> , buildings as RDA)
Ladies Mile	10	High	Ladies Mile Gateway Precinct (1:250m <sup>2</sup> and/or 1:450m <sup>2</sup> )
Arrow Junction Rural Residential	21	High	Wakatipu Basin Rural Lifestyle Precinct (minimum lot size 4,000m <sup>2</sup> , buildings as RDA)
South Arrowtown	24	High	South Arrowtown Precinct (PDP Medium and Low Density Residential Zone: 1:250m <sup>2</sup> and/or 1:450m <sup>2</sup> )
Shotover Country Margins (western portion)	25	High	PDP Low Density Residential and Open Space Reserve zones (urban)
Lake Hayes Terrace	14	Moderate – High	Wakatipu Basin Rural Lifestyle Precinct (minimum lot size 4,000m <sup>2</sup> , buildings as RDA)
Shotover Country Margins (eastern portion)		Moderate – High	PDP Large Lot Residential zone (urban)

NAME	LCU	Absorption Capability <sup>1</sup>	Recommended Planning Strategy
Hogans Gully	15	Moderate	Wakatipu Basin Rural Amenity Zone (minimum lot size 80ha)
The Hills	22	Moderate	Wakatipu Basin Rural Amenity Zone (minimum lot size 80ha)
Millbrook	23	Moderate	PDP Millbrook Special Zone
Morven Ferry	17	Moderate – Low	Wakatipu Basin Rural Amenity Zone (minimum lot size 80ha)
Shotover River Terrace	3	Low	Wakatipu Basin Rural Amenity Zone (minimum lot size 80ha)
Tucker Beach (western end)	4	Low	Wakatipu Basin Rural Amenity Zone (minimum lot size 80ha)
Speargrass Flat (excluding area around Lake Hayes Rural Residential area)	8	Low	Wakatipu Basin Rural Amenity Zone (minimum lot size 80ha)
Slope Hill ‘Foothills’	11	Low	Wakatipu Basin Rural Amenity Zone (minimum lot size 80ha)
Lake Hayes Slopes	13	Low	Wakatipu Basin Rural Amenity Zone
Bendemeer	16	Low	PDP Bendemeer Special Zone
Morven Eastern ‘Foothills’	18	Low	Wakatipu Basin Rural Amenity Zone (minimum lot size 80ha)
Malaghans Valley	1	Very Low	Wakatipu Basin Rural Amenity Zone (minimum lot size 80ha)
Gibbston Highway Flats	19	Very Low	Wakatipu Basin Rural Amenity Zone (minimum lot size 80ha)
Crown Terrace	20	Very Low	Wakatipu Basin Rural Amenity Zone (minimum lot size 80ha)

<sup>1</sup> Note: An absorption capability classification of ‘low’, ‘moderate’, ‘high’ does not indicate the relative scale, density or volume of additional dwellings that could potentially be accommodated in the LCU. Capacity depends on the spatial character of the LCU and the zoning controls, especially minimum lot size.

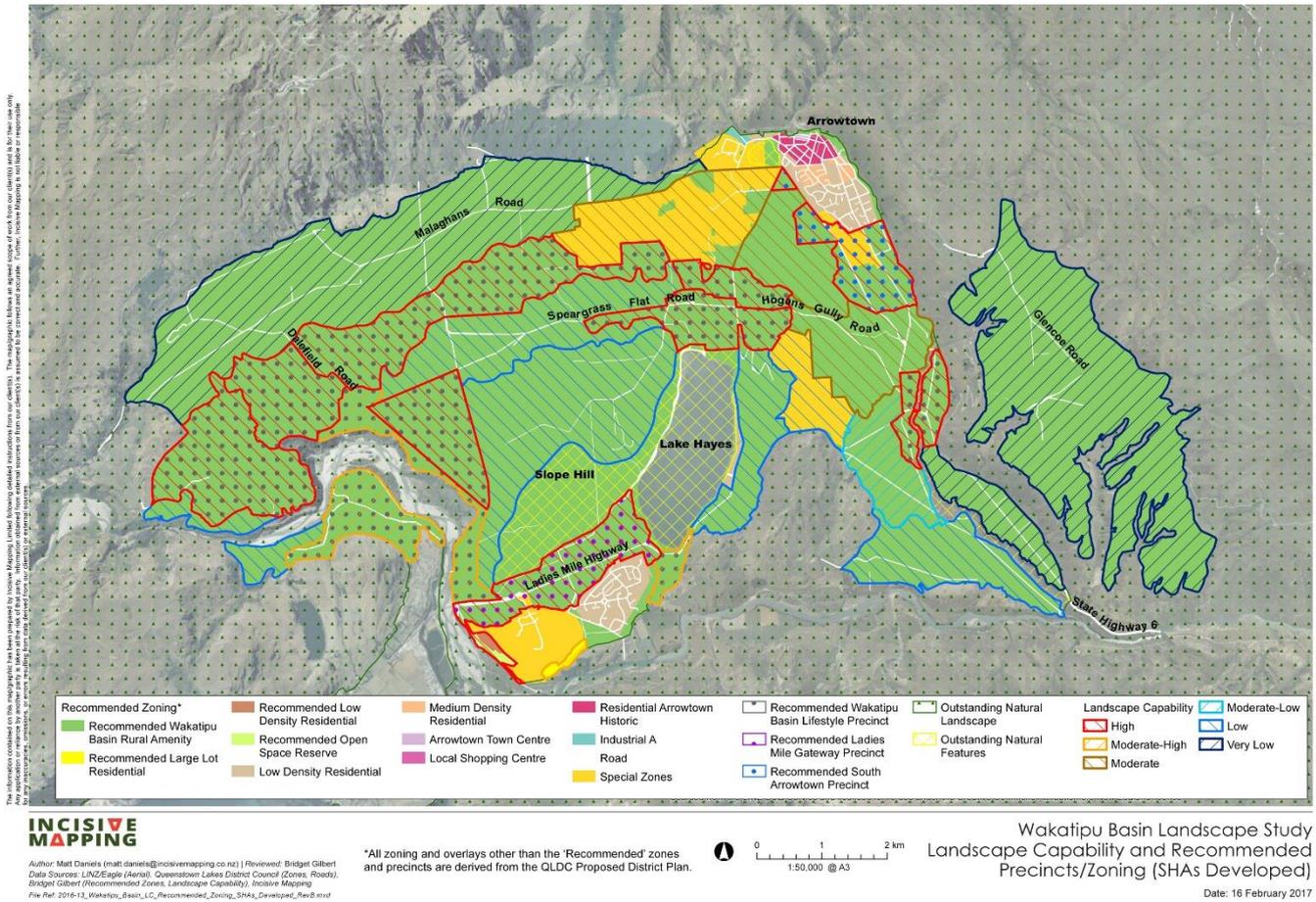


Figure 1: Landscape Capability and Recommended Zoning/Precincts (assuming SHAs developed)

- 1.18 In our view, areas with an absorption capability of **Low** or **Very Low** are suited to absorbing very limited or no additional development. A rating of **Moderate-High** is considered to be an appropriate threshold for upzoning. Considering the Basin landscape as a whole, upzoning units with a rating of **Moderate** or **Moderate-Low** runs the risk of: detracting from the high amenity values of the study area; undermining the impression of informal nodes of rural residential development interspersed with swathes of more open, rural areas; and/or, detracting from the neighbouring ONFL context.
- 1.19 For those parts of the WB with a rating of **Moderate-High** or higher, the landscape sensitivity of the majority of units suggests a Rural Lifestyle type planning strategy (via a precinct) is appropriate.
- 1.20 The distinctly urban Special Housing Area (SHA) development that has been approved within the Ladies Mile Highway and Arrowtown South landscape character units under QLDC's SHA First Lead Policy (together with the unbuilt and consented platforms), suggests a considerably reduced sensitivity to additional development and the potential to accommodate urban residential land uses in these areas (assuming the SHAs are developed). We consider an 'urban parkland' development character is likely to be appropriate in each of these locations drawing from the character of Millbrook, rather than the more 'traditional' urban form characterised by Lakes Hayes Estate or Shotover Country. An urban parkland development character would enable higher density in places, with lower densities and landscape buffers as the site-specific circumstances dictate. If the SHAs lapse, it is our recommendation that each of these areas should revert to their underlying zoning i.e. the Wakatipu Basin Rural Amenity Zone.

- 1.21 With respect to the Shotover Country margins that are currently zoned Rural, it is recommended that these areas are rezoned Urban adopting the relevant zonings anticipated by the approved SHA on the western side of the area and a Large Lot Residential zoning for the sliver of land on the eastern side.
- 1.22 The key conclusion of the Rural Landscape Character Assessment is that there are differences between the PDP mapping of areas in the WB study area that are suited to absorb additional development and the findings of our study. These primarily derive from variances in the datasets and assessment methodology used for each study.

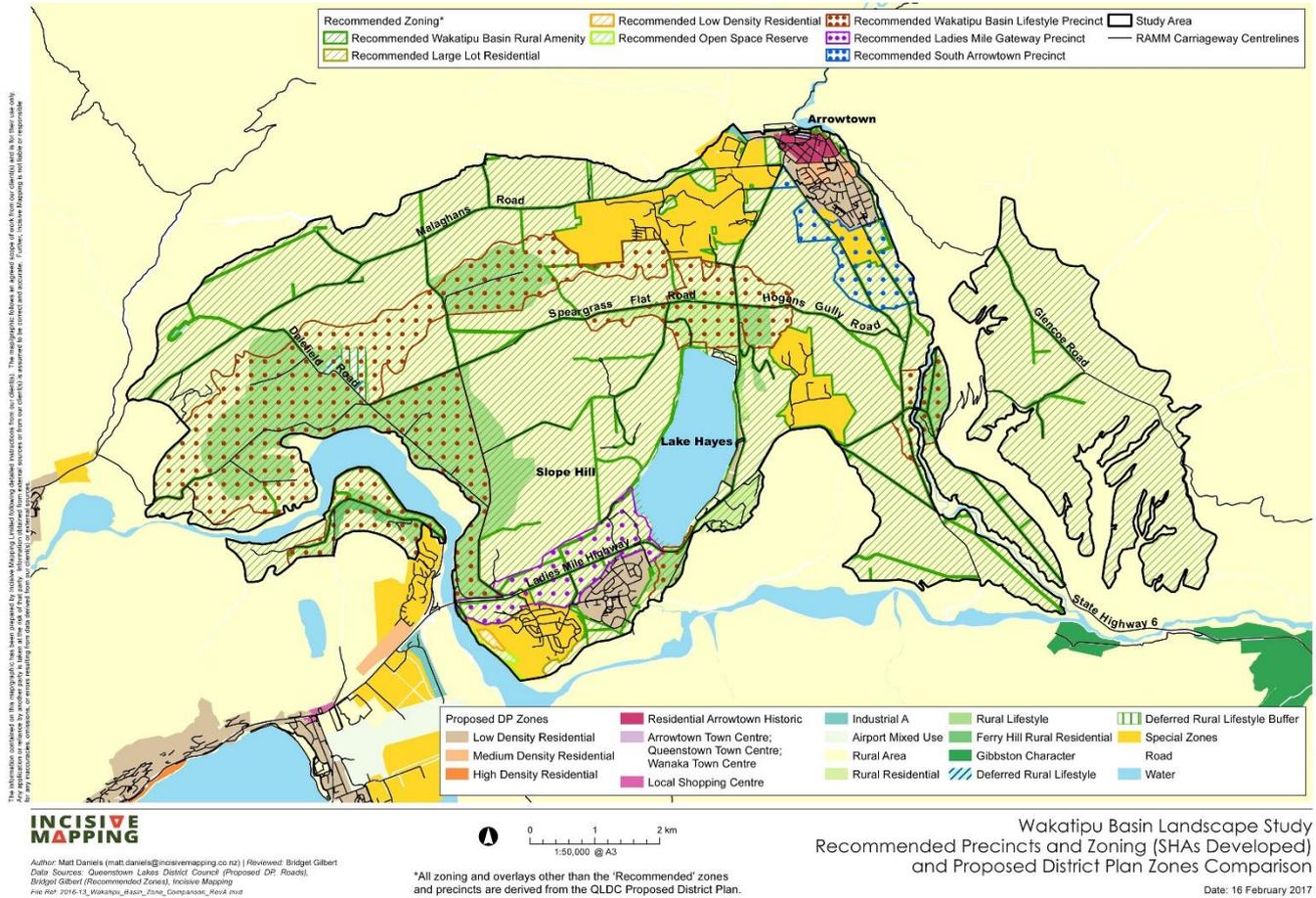


Figure 2: Recommended Precincts and Zoning Map (assuming SHAs developed)

- 1.23 In summary, we recommend:
  - a) the expansion of rural lifestyle living in Dalefield/Wharehuanui Hills, the central and eastern end of Tucker Beach, the northern end of Lake Hayes, and at Arrow Junction, largely in response to the landform and settlement patterns (including unbuilt and consented platforms); and
  - b) a reduction in the extent of rural lifestyle living on the western side of Slope Hill due to the visual exposure of this area and its importance as a relatively spacious backdrop within the Basin.
- 1.24 In regard to zoning policy, we concur with the Panel’s preliminary conclusion that continuation of the fully discretionary development regime (the identification of building platforms in particular) of the Rural Zone as proposed by the PDP is unlikely to achieve the Strategic Direction of the PDP in the WB

- over the life of the PDP. Similarly, the merits of applying the same approach to the Rural Lifestyle Zone are debatable.
- 1.25 Given the significance of the Basin in terms of landscape character and amenity values; its function as a gateway to Queenstown and the wider area; its role as a tourism destination and cornerstone for the visitor industry; and, as a desirable location for both visitor and permanent accommodation, we conclude that the planning zones applying to the WB should stand alone and be clearly distinguishable from the zonings that apply to other rural parts of the District.
- 1.26 It is recommended that the following zoning strategy be implemented (refer Figures 3 and 4 below):
- Creation of a primary **Wakatipu Basin Rural Amenity Zone (WBRAZ)** with a specified minimum lot size subdivision regime of 80ha being applied in association with all buildings (whether dwellings or farm buildings) requiring consent as a restricted discretionary activity (RDA).
  - **the WBRAZ is then overlaid by (and thus trumped by associated rules as specified):**
    - A **Wakatipu Basin Lifestyle Precinct (WBLP)** replacing the PDP Rural Residential and Rural Lifestyle zones, and containing provisions that ‘trump’ the underlying WBRAZ provisions as and where specified, and including specific objectives, policies, rules and assessment criteria. Minimum lot size: 4,000m<sup>2</sup> with buildings requiring consent as a restricted discretionary activity.
    - A **Ladies Mile Gateway Precinct (LMGP)** which may achieve a density of development at the same level as the PDP’s Low or Medium Density Residential zones, is subject to a 75m building setback control (from the highway), and assumes an ‘urban parkland’ type development character. The LMGP trumps the underlying WBRAZ provisions. A Structure Plan process will be required to address amenity, landscape and infrastructure issues.
    - An **Arrowtown Precinct (AP)** which may also achieve a density of development at the same level as the PDP’s Low or Medium Density Residential zones, requires the integration of a clearly defensible urban edge, and assumes an ‘urban parkland’ type development character. The AP trumps the underlying WBRAZ provisions. As for the LMGP, a Structure Plan process will be required to address amenity, landscape and infrastructure issues.
  - Retention of existing **Special Zones**, again trumping the underlying WBRAZ.
  - Applying the above zoning strategies irrespective of current SHAs, noting that those effectively ‘distort’ coherent zoning strategies and thus if they (the SHAs) lapse, the land should appropriately revert to the above recommended zoning patterns (this may stimulate actual development of the SHAs so that they do not lapse).
- 1.27 Underpinning the above recommendations, we also consider that a number of rules/standards in the PDP provisions will need amending if the desired landscape and amenity related outcomes in particular are to be achieved. The Council has already suggested some changes both in officer’s evidence and in s32AA reports. We generally concur with most of those recommendations subject to further iterations that are discussed in the body of this report and/or will evolve depending on the Council’s response to our recommendations.
- 1.28 Further detail on those particular recommended changes are outlined in Section 8.0 and are not repeated here.

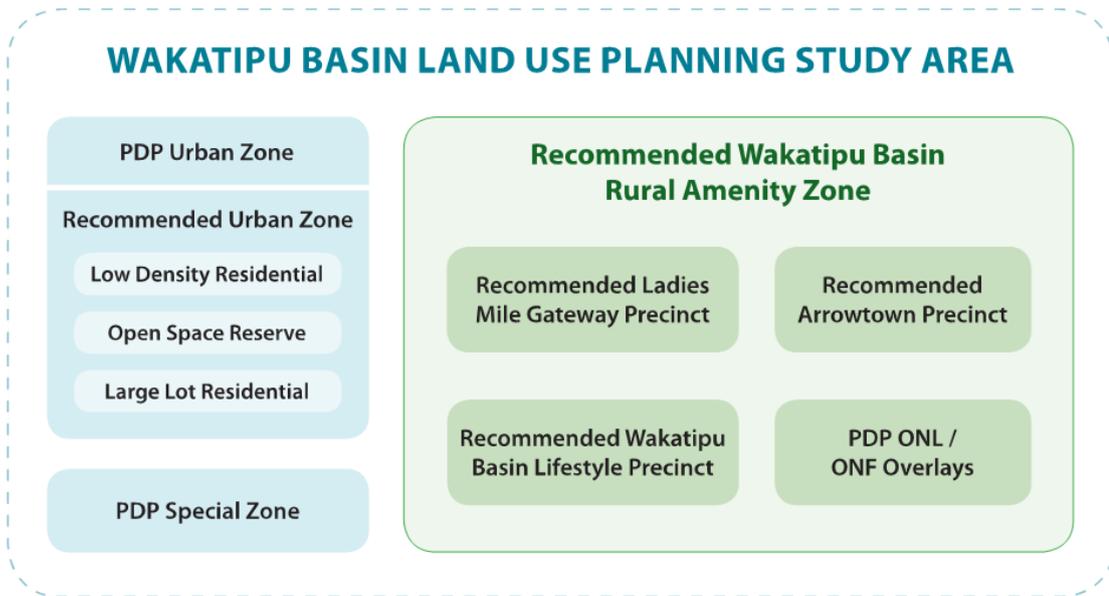


Figure 3: Recommended Zoning Strategy

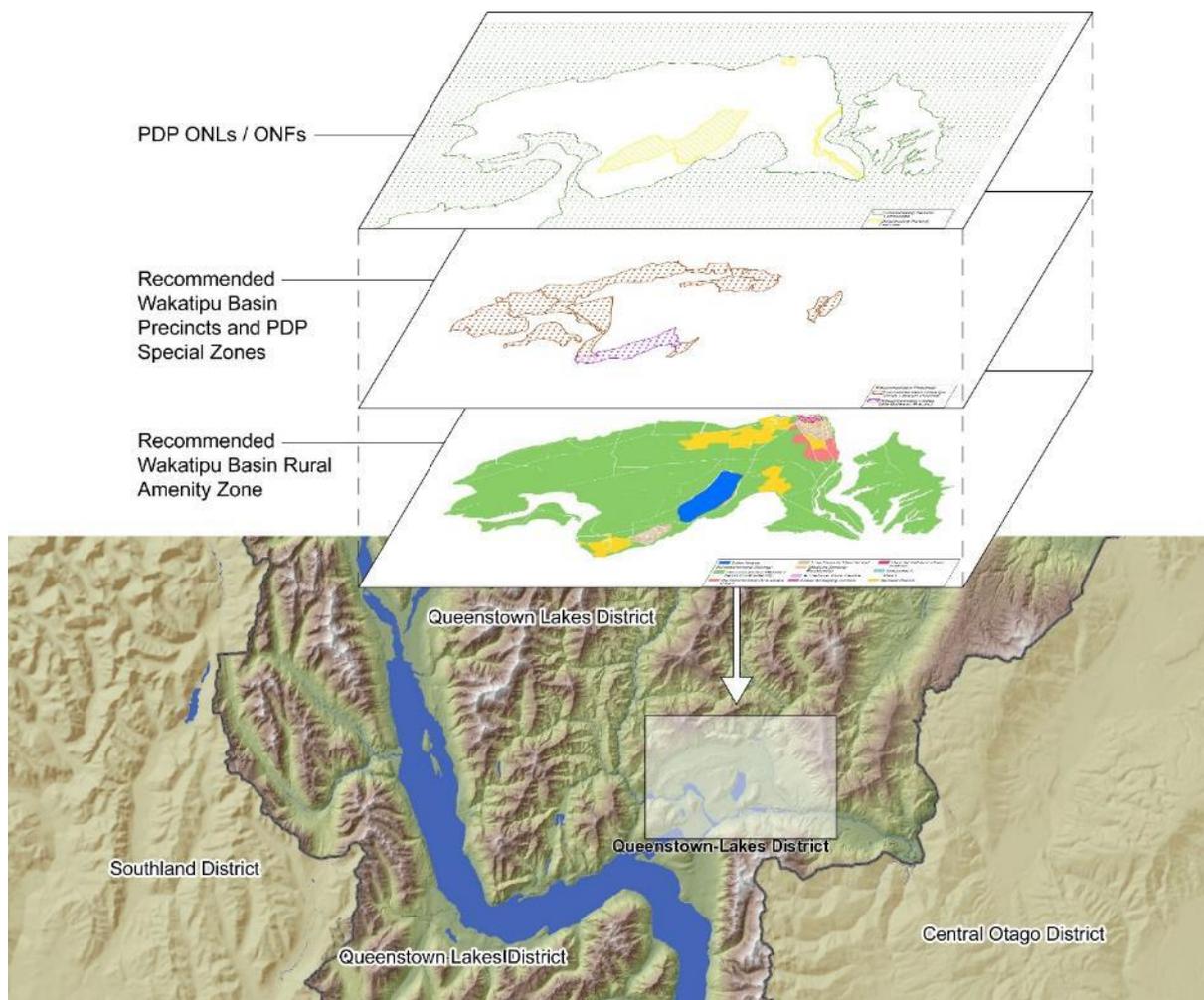


Figure 4: Hierarchy of Recommended Zoning Strategy

- 1.29 Based on StatsNZ area units encompassing the WB study area, we estimate the study area's population was around 6,150 (with total dwellings of close to 3,000) in 2013. Whilst it accounts for less than a quarter of the district's total population, it has grown at a significantly faster rate over 2006-13 than the district as a whole (by close to 40% compared to the district's 23%), reflecting its high attractiveness as a residential location within the district.
- 1.30 The Queenstown Lakes District's population is estimated to be 34,700 (2016). It has sustained a significantly high rate of growth since the 2013 census (at 5.6% per annum over 2013-16) and is projected to double in size between 2013 and 2043 (over 30 years).
- 1.31 The WB will continue to face pressure to accommodate a high share of population and dwellings growth given its attractiveness to residents and visitors, together with its proximity to the international airport and visitor attractions. Whilst a high growth scenario for the district as a whole should continue to support the feasibility of higher density typologies being achieved in the district's main towns (i.e. within the urban growth boundaries), threats to the PDP's objectives to protect the amenity landscape character of the WB study area are unlikely to diminish. The district will continue to face pressure to extend urban growth boundaries and/or to rezone rural land in order to provide additional dwellings capacity.
- 1.32 However, limitations on being able to extract significant additional capacity from within the study area without detracting from landscape amenity values, and the potential for 'leakage' of dwelling capacity in both 'urban' and 'rural' zones for other uses (such as non-dwelling based visitor accommodation or aged care facilities), implies that the majority of future dwellings demand will need to rely on capacity being provided elsewhere in the district. We note that these are matters that the Council will need to address under the National Policy Statement on Urban Development Capacity 2016 (NPSUDC 2016) which came into effect on 1 December 2016.
- 1.33 The potential dwellings capacity under the PDP (as notified) has not been estimated for the study area as a whole, but this is expected to be available once the council has completed the Development Capacity Model (DCM) update in 2017. The DCM update will provide a basis for assessing the relative contributions of PDP (as notified) capacity, together with the additional capacity associated with this report's recommended changes to the PDP's zones for areas identified (by the landscape character assessment) as suitable for absorbing further development. We note that some of these areas may also be considered as appropriate locations for new Special Housing Areas (SHAs) under the Council's recently adopted Lead Policy on SHAs (2016).
- 1.34 An initial assessment of the potential for additional development capacity has been undertaken for the proposed WBRAZ and 'Precinct' zones recommended in this report. On a gross land area basis, the GIS analysis suggests that zone enabled capacity for additional dwellings would be in the order of a total 9,400 to 14,300 dwellings (the range determined by alternate density standards). Allowing for a reduction in the effective developable land area by 30% (e.g. for roading and reserves), suggests capacity would be in the order of 6,600-10,000 dwellings. These estimates are subject to several qualifications noted in Section 9.0 of the report.
- 1.35 Two areas (Ladies Mile and Arrowtown Precincts) are identified as potentially suited to low or medium density development (at 1: 450m<sup>2</sup> and 1: 250m<sup>2</sup> respectively, and assuming an 'urban parkland' development patterning rather than a traditional urban development pattern), while the WBRAZ and WLPZ will have comparatively limited capacity to accommodate additional dwellings given their comparatively large minimum lot sizes (80ha and 4,000m<sup>2</sup> respectively).
- 1.36 The recommended zoning framework provides a basis for the Council to consider additional factors (e.g. infrastructure servicing implications) before making final decisions about the proposed zones and their application to specific locations.

## 2.0 Introduction

- 2.1 This Final Report has been prepared by Barry Kaye Associates Limited (BKA), Strateg.Ease Limited and Bridget Gilbert Landscape Architecture Limited (BGLA) for Queenstown Lakes District Council. The report summarises the key findings from the consultants to date.

## 3.0 The Brief

### Background

- 3.1 Upon completion of the hearing of submissions on the Strategic Direction, Landscape, Urban Development and Rural Zone chapters of the Proposed District Plan, the Hearing Panel issued a memorandum on 1 July 2016 which stated:

*“that continuation of the fully discretionary development regime of the Rural General Zone of the ODP, as proposed by the PDP, was unlikely to achieve the Strategic Direction of the PDP in the Wakatipu Basin over the life of the PDP. We are concerned that, without careful assessment, further development within the Wakatipu Basin has the potential to cumulatively and irreversibly damage the character and amenity values which attracts residents and other activities to the area. In addition, we consider there is some merit in the proposition that the rural character and amenity values of the Wakatipu Basin do not derive predominantly from farming and agricultural practices”.*

- 3.2 The Hearing Panel considered that an additional study of the Wakatipu Basin was required to:
- a. Identify the environmental characteristics and amenity values of the area that should be maintained and enhanced, noting that these will vary across the Wakatipu Basin floor;
  - b. Identify those areas able to absorb development without adversely affecting the values derived in (a) and without adversely affecting the values associated with the surrounding Outstanding Natural Landscapes and Outstanding Natural Features;
  - c. Identify those areas that are unable to absorb such development; and
  - d. Determine whether, given the residual development already consented, there is any capacity for further development in the Wakatipu Basin floor and, if there is, where it should be located and what form it should take.
- 3.3 The council’s brief (dated September 2016) requires the study:
- a. To critically review the Council’s reports and evidence used to date to support the PDP as it relates to the approach to manage development in the Wakatipu Basin, and to consider submissions received on zoning in the Wakatipu Basin and the evidence relevant to the Wakatipu Basin heard in the PDP Hearing Streams 1 & 2.
  - b. To identify and consider, given the residual development already consented and approved HASHA developments, the capacity of the Wakatipu Basin to accommodate further development, and the nature and type of any such development.

- c. To identify, at a high level, any other important planning opportunities and constraints including but not limited to transportation, walking and cycle trails, water, waste water and stormwater management, and any environmental constraints such as natural hazards which should be taken into account when considering the future capacity of the Wakatipu Basin to absorb further development.
- d. Based on a-c, to provide an assessment of the capacity of the Wakatipu Basin to absorb further development and to recommend resource management methods to appropriately manage the character and amenity values of the Wakatipu Basin to achieve the Strategic Direction of the PDP.

3.4 For ease of reference a summary response to the brief is attached as **Appendix B**.



Figure 5: Study Area Plan

3.5 The Council’s brief identified a number of primary resource management matters that needed further assessment and analysis in order to assist the Council [and the Panel] in making its recommendations.

3.6 Putting those resource management matters simply, the nature of the existing character of the WB is a fundamental driver to establishing an appropriate planning regime for the future. That existing character is perceived to no longer reflect traditional rural productive farming landscape and built environment character rather it has a rural amenity value and character that derives from a mix of rural activities that reflect lifestyle uses of land with a limited component of what could best be termed ‘hobby farming’. There are few larger blocks of land that are actively farmed for productive purposes. That existing environment context is influenced by: a) a range of Special Zones where development has occurred in a predominantly urban form; as well as, b) a number of SHAs which enable urban developments in pockets within the rural area. That environment has also been shaped by both the

legacy and PDP Rural Lifestyle and Rural Residential zones coupled with the discretionary opportunity to consent building platforms up to 1000m<sup>2</sup> in area in the General Rural zone.

- 3.7 Those influences have combined cumulatively to create the existing environment against which the appropriateness of the PDP zones has been assessed. The PDP's zoning strategy for the WB was underpinned by a range of Council promulgated landscape studies which have occurred over time in respect of both individual consent applications, Plan Changes and for the PDP. There have also been a range of landscape assessments of part and in some cases, the whole of the WB, carried out by professionals acting for applicants. Those studies include assessments prepared for Environment Court hearings.
- 3.8 Overall it can be concluded that the WB area has been subject to intensive landscape (and planning) scrutiny over the last 25-30 years in particular. Based on that history the WB area could be said to have been subjected to more resource management related scrutiny than most other parts of the District. While not leading directly to our zoning recommendations, it is relevant to note that the planning history of the WB area foreshadows the need for and validity of separating the zoning regime for the WB away from the generality of the District Wide zones.
- 3.9 As an example of historical work, the Council's Rural Monitoring Report 2009 examined the effectiveness of the existing operative provisions and reflected on the amount of residential subdivision and development that had been consented in the Rural General Zone.
- 3.10 The Monitoring Report had a particular focus on subdivision and development in the WB, an area which has received a relatively high number of resource consent applications and approvals for subdivision and development. The report noted that the WB has also been subject to private plan changes to create rural lifestyle living and resort activities and accommodation.
- 3.11 A key theme of the Rural Monitoring Report 2009 was whether the existing provisions were effectively managing cumulative effects of residential subdivision and development. The Monitoring Report identified that the cumulative effects of development pressure within the WB were not being effectively managed.
- 3.12 The report identified a lack of connection between the objectives and policies of the landscape categories identified within the Plan and the assessment matters. The report suggested that these could more explicitly outline the desired landscape outcome, particularly for the areas subject to the 'Visual Amenity Landscapes category' assessment criteria.
- 3.13 We agree with the 2014 Read Report that the WB comprises a landscape in its own right, and that the various landscape character units identified in this study are nested within that larger landscape, loosely defined by the large-scale mountain ranges that encircle the basin.
- 3.14 Based on our analysis, we agree with the parties who have stated that the identifiable (and established) rural character and amenity values of the WB do not derive predominantly from rural productive/agricultural land-uses. The nature and extent of approved/existing development and the lot size (and ownership) patterns that exist in the Basin simply do not support the characterisation of the Basin as having a dominant rural production landscape character.

## Guide to the Final Report

- 3.15 This report has been co-authored by the project team; Ms Gilbert has prepared the landscape related comments, and Messrs Kaye and Norgrove have prepared the demographic and development trends analysis and planning comments.
- 3.16 An outline of the project methodology is attached in **Appendix C**.
- 3.17 The body of the report is structured as follows:
- Section 4.0 Resident Population, Dwellings and Rural Industry Activity
  - Section 5.0 Wakatipu Basin Rural Landscape Character Assessment
  - Section 6.0 Recommended Landscape Planning Strategies
  - Section 7.0 Planning Findings
  - Section 8.0 Planning Recommendations
  - Section 9.0 Development Capacity
  - Section 10.0 Conclusions
- 3.18 With the exception of **Appendix I**, the report and appendices have been formatted to print at A4 in colour. **Appendix I** has been formatted to print at A3 in colour.

## 4.0 Resident Population, Dwellings and Rural Activity

- 4.1 Demand for dwellings development for both permanent and occasional residents and for visitor accommodation is a core driver of development pressure in the WB study area. Such demand will also impact on the long-term prospects of rural production activities in the area. A scene-setting analysis is provided in **Appendix D: Resident Population, Dwellings and Rural Activity**, which outlines:
- a. the current size of the resident population and dwellings stock in the WB study area, and in relation to its share of the wider Queenstown Lakes District (QLD); and
  - b. the significance of rural industry activities in the study area (in response to comments specifically raised by the Hearings Panel, vis “farming is barely practised in the Wakatipu Basin” and “the range of activities present in the Wakatipu Basin severely constrains the viability of farming in the Basin”<sup>1</sup>).
- 4.2 Key points from **Appendix D** are summarised below.
- a. Queenstown Lakes District was the fastest growing area in the country over 2001-06, and by 2013 reached a resident population of 28,224 (increase of 65% over 15 years). StatsNZ’s latest estimate (2016) for the resident population is 34,700<sup>2</sup> indicating this high rate of growth has continued over the past 3 years (averaging 5.6% per annum).
  - b. Dwelling numbers in the district are significantly higher than the resident population would suggest, due to a significant proportion of ‘unoccupied dwellings’. There were 15,975 total

<sup>1</sup> Refer Hearings Panel comments in the project brief.

<sup>2</sup> Stats NZ provisional estimate. Source: <http://nzdotstat.stats.govt.nz/wbos/Index.aspx?DataSetCode=TABLECODE7502>

dwellings in the district in 2013 with 28% (4,467) being unoccupied<sup>3</sup>. These dwellings grew by 30% over 2001-13 (half the rate of growth in occupied dwellings), reflecting the district's popularity as a residential and tourist destination subject to high in-migration of new workers and residents.

- c. The projected demand for dwellings in the QLD (including occupied and unoccupied dwellings) is in the range of 12,000-15,000 additional dwellings by 2033 and 15,000-19,000 additional dwellings by 2043 (i.e. double the 16,000 dwellings that existed in 2013).
- d. The Wakatipu Study Area is estimated to accommodate around 6,150 residents and close to 3,000 dwellings (in 2013). Whilst it accounts for less than a quarter of the district's population and less than a fifth of total dwellings (occupied and unoccupied), it has grown at a much faster rate than the district as a whole in the past 15 years. It is estimated that at least 100 dwellings per annum have been built in the study area over 2006-13 and higher levels of development could be achieved in future, subject to capacity being available.
- e. The potential for additional dwellings development capacity under the PDP (as notified) has not been estimated for the study area as a whole. In 2017 the council's District Capacity Model (DCM) is due to be updated which will provide current estimates of both existing dwellings and potential development capacity under the PDP.
- f. The WB will continue to face pressure to accommodate a high share of population and dwellings growth given its attractiveness to residents and visitors, together with its proximity to the international airport and visitor attractions. Whilst a high growth scenario for the district as a whole should continue to support the feasibility of higher density typologies being achieved in the district's main towns (i.e. within the urban growth boundaries), threats to the PDP's objectives to protect the amenity landscape character of the WB study area are unlikely to diminish. The district will continue to face pressure to extend urban growth boundaries and/or to rezone rural land in order to provide additional dwellings capacity.

## 5.0 Wakatipu Basin Rural Landscape Character Assessment

### Scope

- 5.1 The extent of the rural landscape character assessment is confined to land zoned Rural, Rural Lifestyle and Rural Residential within the study area, excepting areas identified as ONFLs in the PDP. It is generally accepted that additional rural residential development (or indeed urban) development is inappropriate in these locations and therefore a determination as to their capability to absorb development change is unnecessary.
- 5.2 Also excluded from the rural landscape character assessment are the Special Zones (Quail Rise, Meadowpark and Shotover Country) and urban areas (Arrowtown, Lake Hayes Estate and the Low Density Residential zoned land along the eastern side of Lake Hayes) that falls within the Urban Growth Boundaries. (Refer **Appendix I Figure 33.**)

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<sup>3</sup> Unoccupied Dwellings include those classified as 'Residents Away' or Empty Dwellings' in the 2013 Census. They differ from 'occupied dwellings' on the basis that they are occupied periodically (e.g. as second homes or holiday homes, or rented visitor accommodation).

- 5.3 A summary of our review of the Council Reports and Evidence and Submitter Evidence is attached in **Appendix E**. These findings have informed the rural landscape character assessment that follows.

## ONFLs

- 5.4 For completeness, we consider the process undertaken by Council to date with respect to the identification of ONFLs is, by and large, methodologically robust (refer **Appendix E** discussion).
- 5.5 In our view, potential concerns with respect to the accuracy of the proposed ONFL mapping will be addressed in the PDP ONFL Mapping Topic.
- 5.6 The ONFLs throughout the study area have informed the landscape capability analysis that follows as part of an holistic landscape assessment process. In our view, minor amendments in the position of the ONFL boundaries will not influence the capability mapping and recommendations contained in this report.

## Wakatipu Basin Landscape Character Context

- 5.7 We agree with the 2014 Read Report that the Wakatipu Basin comprises a landscape in its own right, and that the various landscape character units identified in this study are nested within that larger landscape, loosely defined by the large-scale mountain ranges that encircle the basin.
- 5.8 Ms Pfluger's evidence<sup>4</sup> provides a helpful summary of the characteristics of the wider Wakatipu Basin landscape:

*4.9 Both Dr Read and Mr. Baxter comment on the fact that the landscape character is 'contained by significant mountains<sup>5</sup>' with Mr. Baxter referencing further the 'sculptured landforms, such as the Roche Moutonees of Morven Hill, Slope Hill, Queenstown Hill etc.' In my view, in general terms the key landscape characteristics of the Wakatipu Basin are related to its landform determined by its complex underlying geology, the current landuse/ landcover forming the visible overlay and its location surrounded by mountain ranges. More specific characteristics are notable within discrete parts of the basin (for example Dalefield is characteristically different from land south of Ladies Mile), however they share higher level landscape characteristics. These generic characteristics include:*

- The glacial carved basin, defined by prominent peaks and ridges of surrounding mountains. The distinctive formative processes provide sculpted basin-wide features, including roche moutonees, alluvial terracing, lakes and rivers. The basin setting has influenced drainage, soils, vegetation, land use and settlement.*
- Open and expansive valley floors, where natural vegetation patterns relate only to parts of the 'edges' of the basin and the higher elevated areas where alpine and tussock vegetation dominate.*
- Both the Shotover and Kawarau Rivers flow into Lake Wakatipu and demonstrate significant alluvial erosion and cutting through basement rock along their Wakatipu stretches.*

<sup>4</sup> Proposed District Plan Proposed Plan Review (Chapters 21 and 22), Statement of Evidence of Yvonne Pfluger, 21 April 2016

- *Within the basin, settlement patterns vary in size with Arrowtown and Queenstown being the principal areas. Locally quarried stone brings a noted harmony to much of the built environment drawing on the area's mountainous setting.*
- *Farming (both arable and pasture) is limited to a few areas, with the predominance of life style and low-density living paramount. A mix of densities proliferates throughout the basin, all angled to capture views and aspect. Specific areas such as Dalefield retain higher densities of dwellings as opposed to parts of Speargrass Road for example, creating a difference within the basin character. New areas of development, such as Lake Hayes Estate and Shotover Country are further changing the urban built form outside of Queenstown and Arrowtown, creating new nodal communities.*
- *Shelterbelts and deciduous tree lines define land use boundaries within the basin. Species, despite being exotic, have become known to typify the area, promoting seasonal variation.*
- *The roading network is typically straight, dual-lane and sealed. Many roads are lined with hedges and trees, which are generally located on adjacent private properties. Views towards the surrounding peaks and ridges provide containment and internal basin features including the roches moutonees, lakes and rivers amplify the formative processes within this basin landscape.*

*Footnote 5: Wakatipu Basin Residential Subdivision and Development: Landscape Character Assessment; Read Landscapes, June 2014, page 5 and Evidence of Mr. Baxter, Wakatipu Basin Character, referencing Dr Read at paragraph 8.*

5.9 Within the context of a study that aims to identify those areas where no change should occur, areas that are capable of absorbing change, together with an indication of what appropriate change might 'look like', we would also add the following descriptors to the summary of the wider Basin's landscape characteristics:

- a. Generally, successfully integrated rural residential development is characterised by:
  - a reasonably modest building scale;
  - visually recessive and/or natural stone materials;
  - substantial plantings around dwellings; and,
  - limited earthworks.
- b. Where sizeable expanses of open land are evident – be they on valley floors, terraces or the more undeveloped elevated hill slopes, escarpments and roche moutonées – they play an important role as a 'breathing space' between the existing informal 'nodes' of the rural residential development (for example, Hawthorn Triangle, Arrowtown Junction and the north end of Lake Hayes) and as a spacious backdrop to the more intensively settled areas.
- c. The entire Basin displays high recreational values as a consequence of the numerous popular walkways and cycleways throughout the area, and the scenic vehicular routes that criss-cross the area.
- d. There is a strong visual connection between the majority of the Basin landscape and the surrounding dramatic mountain context, virtually all of which is identified as ONL.

- 5.10 Overall, (and as outlined earlier), it is our view that the wider Wakatipu Basin is best described as an Amenity Landscape. This is a consequence of its high recreational values, generally high aesthetic values (derived from both natural and man-made elements) and its almost unbroken connection with the ONL / ONF context throughout and surrounding the Basin.

## Determination of Landscape Character Units

- 5.11 A range of datasets and assumptions were taken into account in the determination of the nature and extent of the various landscape character units throughout the Basin. A full description is provided in **Appendices F and G** covering such matters as GIS Data, Unbuilt Consented Platforms (UCP), SHAs and Special Zones, Covenants, Lot Size and Land Ownership Analysis and the delineation of landscape character units.

## Landscape Character Unit Worksheets

- 5.12 The range of criteria included on the worksheets (refer **Appendix H**) was tailored to both the setting and the scope of the project. This resulted in the inclusion of more objective landscape characteristics (such as landform, vegetation, hydrology, settlement and land use patterning, zoning etc.), alongside more subjective and location-specific factors considered to be of relevance to a setting that is highly regarded for its aesthetic and recreational values, and also potentially vulnerable to adverse cumulative landscape and visual effects as a consequence of development pressure.
- 5.13 For these reasons, criteria have been included that address the boundaries of landscape units, their location relative to key scenic routes and recreational features, their proximity to ONLs and ONFs, visibility and prominence, views, the patterning of existing and unbuilt consented development, and 'sense of place'. Overall, the worksheets include a mix of the biophysical, perceptual, and associative aspects of landscape character.
- 5.14 Each worksheet sheet concludes with a list of:
- a. Potential landscape issues and constraints associated with additional development.
  - b. Potential landscape opportunities and benefits associated with additional development.
  - c. Environmental characteristics and amenity values to be maintained and enhanced.
- 5.15 This is followed by a rating in terms of the unit's capability to absorb additional development (discussed below).
- 5.16 For units with a rating of **Moderate-Low or higher**, the unit's worksheet concludes with a list of recommended landscape planning strategies intended to safeguard and enhance the environmental and amenity values of the specific unit should it be considered appropriate to allow additional development within the unit.
- 5.17 Within a high value landscape setting such as the Wakatipu Basin, a ranking of **Moderate-Low** as a potential trigger for additional development could be construed as irresponsible. However, with the pressures for growth as they are in the Basin, in combination with the wide range of planning tools that are available to realise additional development capacity, it was agreed that optimising the scope of areas where additional development could be 'explored' was appropriate.

## Landscape Character Unit Mapping

- 5.18 The Landscape Character Unit (LCU) mapping is depicted in **Appendix I Figures 44-70**.
- 5.19 **Appendix I Figure 18** shows our LCU mapping overlaid with the 2014 Read Report LCU mapping that was relied on for the PDP. The variances between our LCU mapping and the 2014 Read Report LCU mapping are expected to derive from differences in the data sets and methodology outlined in **Appendices F and G**.

## Landscape Character Units

- 5.20 A total of 25 different landscape character units were identified within the Wakatipu Basin – refer **Appendix I Figure 44**. (NB this is one more than the number of units identified by the 2014 Read Report and the configuration of units is different.)
- 5.21 A full discussion of the various landscape assessment criteria explored in the worksheets is attached in **Appendix J**. Photographs of each unit are contained in the **Appendix H** worksheets.

## Key Landscape Character Findings

5.22 The key findings for each landscape character unit are summarised below.

**Table 2: Key Landscape Character Findings**

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>1: Malaghans Valley</b>			
<ul style="list-style-type: none"> <li>• Generally, the area displays a predominantly working rural landscape character with pockets of (mostly) sympathetic rural residential development evident in places.</li> <li>• The valley also serves as an important 'breathing space' between Queenstown and Arrowtown and reads as a sensitive landscape 'transition' to the neighbouring ONL.</li> </ul>	<ul style="list-style-type: none"> <li>• The relatively open, exposed and 'undeveloped' nature of the unit, in addition to its importance as a scenic route, providing a buffer between Queenstown and Arrowtown, and as a transition to the ONL, makes it highly sensitive to additional development.</li> </ul>	<ul style="list-style-type: none"> <li>• Riparian restoration potential.</li> <li>• Potential integration of walkway / cycleway etc.</li> <li>• Larger-scaled lots suggest potential for subdivision.</li> </ul>	<ul style="list-style-type: none"> <li>• Sense of openness and spaciousness associated with predominantly pastoral landscape.</li> <li>• Subservience of buildings within the overall unit.</li> <li>• Dramatic views from Malaghans Road to the mountain range.</li> <li>• Highly attractive rural views from Malaghans Road to the Wharehuanui hillslopes and escarpment faces.</li> <li>• Impression of the area as a buffer between Queenstown and Arrowtown.</li> <li>• Impression of the area as a sympathetic transition between the wider basin and the surrounding mountain ONL.</li> </ul>

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>2: Fitzpatrick Basin</b>			
<ul style="list-style-type: none"> <li>Generally, the area reads as a predominantly rural residential landscape that, together with the adjacent Dalefield landscape character unit, forms a discrete enclave, apart from the balance of the Wakatipu Basin study area.</li> </ul>	<ul style="list-style-type: none"> <li>Relatively open and exposed nature of the northern and central portion of the unit, albeit with the exposure effectively confined to the Fitzpatrick Basin and Dalefield catchment (i.e. not the wider Wakatipu Basin landscape).</li> <li>South aspect of the northern portion.</li> <li>Integration with consented but unbuilt development - potential for adverse cumulative effects.</li> </ul>	<ul style="list-style-type: none"> <li>Visually contained nature of the location (in terms of the wider Wakatipu Basin landscape).</li> <li>Larger-scaled lots suggest potential for subdivision.</li> <li>Riparian restoration potential.</li> <li>Weed management potential.</li> <li>Potential integration of walkways / cycleways etc.</li> <li>Close proximity to Queenstown.</li> </ul>	<ul style="list-style-type: none"> <li>Integration of buildings with landform and/or planting.</li> <li>Avoiding built development on the elevated northern and western slopes that frame the unit.</li> <li>Avoiding built development on the Shotover River cliff / terrace edges.</li> <li>Maintaining the low 'public profile' of the unit with respect to the wider landscape of the Wakatipu basin.</li> </ul>
<b>3: Shotover River Terrace</b>			
<ul style="list-style-type: none"> <li>Generally, the unit reads as a discrete rural residential area that is strongly connected to the Shotover River and the undeveloped ONL area to the south.</li> </ul>	<ul style="list-style-type: none"> <li>Relatively open and exposed nature of the unit, within an extremely high value landscape context dominated by ONLs, makes it highly sensitive to landscape change.</li> <li>South aspect.</li> <li>A very private landscape with virtually no public access.</li> <li>Generally relatively small-scaled lots.</li> </ul>	<ul style="list-style-type: none"> <li>Close proximity to Queenstown.</li> <li>Contained nature of location.</li> <li>Riparian restoration potential.</li> <li>Potential for integration of walkways / cycleways etc. associated with riverscape.</li> </ul>	<ul style="list-style-type: none"> <li>Sense of (relative) remoteness and connection with the riverscape and surrounding mountains.</li> </ul>

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>4: Tucker Beach</b>			
<ul style="list-style-type: none"> <li>Generally, the unit reads as a part of the Shotover River margins with a clearly legible patterning of decreasing development as one moves westwards away from Quail Rise.</li> </ul>	<ul style="list-style-type: none"> <li>Relatively open, exposed and undeveloped nature of the western portion of the unit, within an extremely high value landscape context dominated by ONLs and including a substantial DoC Reserve, makes it highly sensitive to landscape change.</li> <li>Absence of defensible boundaries to existing rural residential and urban zones in the vicinity, make the central and eastern portions of the unit in particular, vulnerable to development creep.</li> <li>Visibility of the development throughout the elevated slopes along the southern edge of the unit.</li> </ul>	<ul style="list-style-type: none"> <li>Close proximity to Queenstown.</li> <li>Relatively contained nature of location.</li> <li>Riparian restoration potential.</li> <li>Potential for integration of walkways / cycleways etc. associated with riverscape.</li> <li>Integration of defensible edges with additional subdivision.</li> <li>Integrating effect of existing development context throughout eastern end of the unit in particular.</li> <li>Easy topography along central and northern portion of the unit.</li> <li>Close proximity of urban infrastructure.</li> </ul>	<ul style="list-style-type: none"> <li>Sense of (relative) remoteness and connection with the riverscape and surrounding mountains at the western end of the unit.</li> <li>Integration of buildings via planting.</li> </ul>
<b>5: Dalefield</b>			
<ul style="list-style-type: none"> <li>Generally, the area reads as a well-established and reasonably intensively-inhabited leafy rural residential landscape.</li> </ul>	<ul style="list-style-type: none"> <li>Very few larger-scaled lots.</li> <li>Existing platform and lot arrangement together with the vegetation patterning is likely to make it very difficult to locate new building platforms.</li> </ul>	<ul style="list-style-type: none"> <li>Close proximity to Queenstown.</li> <li>Relatively visually discreet nature of the location (primarily due to vegetation patterning).</li> <li>Riparian planting potential.</li> <li>Potential to integrate walkways / cycleways.</li> </ul>	<ul style="list-style-type: none"> <li>Unobtrusiveness of buildings and their integration via planting.</li> </ul>

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>6: Wharehuanui Hills</b>			
<ul style="list-style-type: none"> <li>Generally, the area reads as a rural residential landscape in which buildings are reasonably well integrated by landform and vegetation.</li> <li>Whilst larger more 'rural' lots are evident, overall the amenity plantings throughout tend to contribute a parkland rather than a working rural landscape impression.</li> </ul>	<ul style="list-style-type: none"> <li>Poor drainage / wet areas.</li> <li>Potential visibility of development along the north and south ridgeline edges of the unit.</li> <li>Accessways and large-scale buildings have the potential to compromise the distinctive hummocky landform pattern.</li> </ul>	<ul style="list-style-type: none"> <li>Relatively visually discreet nature of the majority of the unit (due to landform and, to a lesser degree, vegetation patterns).</li> <li>Integration potential of landform pattern.</li> <li>Large-scaled lots suggest potential for subdivision.</li> <li>Riparian restoration potential.</li> <li>Potential to integrate walkways / cycleways.</li> </ul>	<ul style="list-style-type: none"> <li>Landform patterning.</li> <li>Integration of buildings with landform and planting.</li> <li>Set back of buildings from the ridgeline crests to the north and south edges of the unit.</li> </ul>
<b>7: Domain Road River Terrace</b>			
<ul style="list-style-type: none"> <li>Generally, the area reads as a part of the river 'fringe', distinct from the densely-planted and inhabited units of Dalefield and the Hawthorn Triangle (to the north and east respectively), and the more open and elevated landscape associated with Slope Hill to the east.</li> </ul>	<ul style="list-style-type: none"> <li>The relatively open and exposed nature of the central portion of the unit, within a high value landscape context, makes it sensitive to landscape change.</li> <li>Proximity of popular walkway / cycleway route.</li> <li>The relatively close proximity of visible urban development (Quail Rise) to the southern portion of the unit and proximity of the intensively developed Hawthorn Triangle to the east suggests a reduced sensitivity. The complex patterning of vegetation throughout this portion of the unit also serves to reduce its sensitivity.</li> <li>Integration with consented but unbuilt development - potential for adverse cumulative effects.</li> </ul>	<ul style="list-style-type: none"> <li>Larger-scaled lots suggest potential for subdivision.</li> <li>Close proximity to Queenstown.</li> <li>'Developed' context.</li> <li>Easy topography.</li> </ul>	<ul style="list-style-type: none"> <li>Connection with riverscape.</li> <li>Set back of buildings from river cliff edges.</li> <li>Integration of buildings with plantings.</li> </ul>

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>8: Speargrass Flat</b>			
<ul style="list-style-type: none"> <li>Generally, the area displays a predominantly working rural landscape character with scattered and for the most part, relatively subservient rural residential development evident in places.</li> <li>Whilst Hawthorn Triangle and Lake Hayes Rural Residential LCUs form part of the valley landscape, their quite different character as a consequence of relatively intensive rural residential development sets them apart from the Speargrass Flat LCU, with the latter effectively reading as 'breathing space' between the two. To the eastern end of the unit, there is the perception of the Lakes Hayes Rural Residential area sprawling into Speargrass Flat.</li> </ul>	<ul style="list-style-type: none"> <li>Absence of a robust edge to the Lake Hayes Rural Residential LCU makes Speargrass Flat vulnerable to 'development creep'.</li> <li>Open character, in combination with walkway / cycleway, makes it sensitive to landscape change.</li> </ul>	<ul style="list-style-type: none"> <li>Larger-scaled lots suggest potential for subdivision.</li> <li>Subdivision around the edges of the Lake Hayes Rural Residential Unit suggest the potential to consolidate the existing rural residential 'node' and integrate a defensible edge.</li> <li>Riparian restoration potential.</li> <li>Easy topography.</li> </ul>	<ul style="list-style-type: none"> <li>Sense of openness and spaciousness as a 'foil' for the more intensively developed rural residential areas nearby.</li> <li>Views from Speargrass Flat Road to the largely undeveloped hillslopes and escarpment faces to the north and south.</li> <li>Integration of buildings with landform and/or planting.</li> </ul>

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>9: Hawthorn Triangle</b>			
<ul style="list-style-type: none"> <li>• Generally, the triangle displays a large-lot suburban parkland character.</li> <li>• The tall, linear and dense perimeter plantings serve to screen road (and potentially, private property) views of the wider mountain setting of the Basin and contrast with the more varied planting patterns evident elsewhere in the Basin.</li> <li>• This planting does, however, significantly diminish an awareness of the density of development within the triangle from the immediate surrounds (excepting elevated areas).</li> </ul>	<ul style="list-style-type: none"> <li>• Very few larger-scaled lots.</li> <li>• Existing platform and lot arrangement, together with mounding and vegetation patterns (which may be covenanted), may physically constrain additional development.</li> <li>• Proximity of popular walkway/cycleway route.</li> <li>• Integration with consented but unbuilt development - potential for 'internal' adverse cumulative effects (i.e. effects within the triangle).</li> </ul>	<ul style="list-style-type: none"> <li>• The enclosed and screened nature of the area suggests the potential to integrate additional development with minimal impact on the wider Basin landscape.</li> <li>• Close proximity to Queenstown.</li> <li>• Easy topography.</li> </ul>	<ul style="list-style-type: none"> <li>• Integration of buildings via appropriately-scaled mounding, planting, and the application of a consistent series of building development controls addressing such matters as building height, coverage, colours / materials, fencing, paving, etc.</li> </ul>

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>10: Ladies Mile</b>			
<ul style="list-style-type: none"> <li>• Generally, Ladies Mile reads as a critical part of the ‘green’ entrance to Queenstown. The care that has been taken to ensure that both rural residential and urban development in the vicinity is not visible from the road reinforces the role of this unit as a spacious green entrance.</li> <li>• This has however been significantly compromised by the Queenstown Country Club SHA retirement village development which confers a distinctly urban character in a prominent, central and sizeable part of the LCU.</li> <li>• The LCU also functions as an important ‘breathing space’ between the urban development of Frankton Flats to the west (and Queenstown proper beyond) and the ribbon development and rural residential ‘node’ associated with Lake Hayes to the east. Again, it is acknowledged that the character of development associated with the Queenstown Country Club SHA significantly compromises this impression.</li> </ul>	<ul style="list-style-type: none"> <li>• Role of the unit as a ‘green’ entrance to Queenstown.</li> <li>• The function of the LCU as an important scenic route and its proximity to ONFs.</li> <li>• Role of the area as a ‘breathing space’ between the urban area to the west and the relatively consistent and intensive patterning of rural residential development associated with Lake Hayes to the east.</li> </ul>	<ul style="list-style-type: none"> <li>• The discreet nature of the western end of the unit makes it more suited to absorbing change.</li> <li>• Larger-scaled lots suggest the potential for subdivision whilst retaining generous setback from SH6.</li> <li>• Close proximity to Queenstown.</li> <li>• Close proximity to urban infrastructure.</li> <li>• Urbanising effects of the approved Queenstown Country Club SHA suggest a tolerance for (sensitive) urban development.</li> <li>• Potential for integration of walkways/cycleways.</li> <li>• Riparian restoration potential (limited).</li> </ul>	<ul style="list-style-type: none"> <li>• Sense of a spacious, green entrance to Queenstown.</li> <li>• Views from SH6 to the surrounding mountain / hill / lake context.</li> </ul>

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>11: Slope Hill 'Foothills'</b>			
<ul style="list-style-type: none"> <li>• Generally, the area reads as a mixed rural and rural residential landscape.</li> <li>• The elevated portions of the area read as a rural residential landscape 'at, or very near, its limit'.</li> <li>• The lower-lying stream valley area to the east remains largely undeveloped, and functions as somewhat of a 'foil' for the more intensive rural residential landscape associated with the surrounding elevated slopes.</li> </ul>	<ul style="list-style-type: none"> <li>• DoC ownership of part of low lying stream valley to the east.</li> <li>• Drainage in places (e.g. low-lying stream valley to east)</li> <li>• Potential visibility of development throughout western hillslopes in particular.</li> <li>• Importance of the western slopes as a contrasting and highly attractive backdrop to the intensive patterning throughout the Hawthorne Triangle, particularly in views from within the triangle.</li> <li>• Proximity of popular walkway/cycleway route.</li> <li>• Environment Court history suggest that the capacity has been fully exploited in most parts of the unit.</li> </ul>	<ul style="list-style-type: none"> <li>• Riparian restoration potential.</li> <li>• Large-scaled lots suggest potential for subdivision.</li> <li>• Improved landscape legibility via gully and steep slope planting.</li> </ul>	<ul style="list-style-type: none"> <li>• Landform pattern.</li> <li>• Careful integration of buildings with landform and planting.</li> <li>• Set back of buildings from ridgeline crests to north and east of unit.</li> </ul>

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>12: Lake Hayes Rural Residential</b>			
<ul style="list-style-type: none"> <li>• Generally, the unit reads as a distinct ‘node’ of rural residential development at the northern end of Lake Hayes (despite not having a discernible ‘heart’).</li> <li>• The ribbon-type patterning at the western end, extent of (as yet, unbuilt) development at the eastern end, and absence of legible defensible edges, including for the development to the north of Speargrass Flat Road, confer the impression of an ‘actively’ spreading node.</li> </ul>	<ul style="list-style-type: none"> <li>• Absence of legible edges to the west and north edges of the unit.</li> <li>• Very few larger-scaled lots to accommodate additional development.</li> <li>• Existing platform and lot arrangement together with vegetation patterns may constrain additional development.</li> <li>• Proximity of popular walkway / cycleway route.</li> </ul>	<ul style="list-style-type: none"> <li>• Riparian restoration potential.</li> <li>• Integration of defensible edges with additional subdivision.</li> <li>• The enclosed and screened nature of the area, together with its established rural residential node character, suggests the potential to integrate additional development with minimal impact on the wider basin landscape.</li> <li>• Easy topography.</li> </ul>	<ul style="list-style-type: none"> <li>• Integration of buildings via planting and the application of building design controls.</li> </ul>
<b>13: Lake Hayes Slopes</b>			
<ul style="list-style-type: none"> <li>• Generally, the area displays a relatively unsympathetic rural residential character that reads as development sprawl up the hillsides. The exception to this is the older and lower lying, generally more modest development adjacent Arrowtown-Lake Hayes Road.</li> </ul>	<ul style="list-style-type: none"> <li>• Elevated and exposed location that is highly visible from the surrounding area, including key scenic routes.</li> <li>• Steep topography.</li> <li>• Absence of vegetation.</li> <li>• Risk of exacerbating perception of development sprawl.</li> </ul>	<ul style="list-style-type: none"> <li>• Larger-scaled lots suggest potential for subdivision.</li> <li>• Improve landscape legibility via gully/steep slope planting.</li> </ul>	<ul style="list-style-type: none"> <li>• Landform patterning.</li> <li>• Careful integration of buildings with landform and planting.</li> </ul>
<b>14: Lake Hayes Terrace</b>			
<ul style="list-style-type: none"> <li>• Generally, the area reads as a relatively undeveloped small-scale plateau sandwiched between the urban area of Lake Hayes Estate and the Morven Hill ONL (WB).</li> </ul>	<ul style="list-style-type: none"> <li>• Importance of the unit as a buffer between the urban area to the west and the ONL to the east and south.</li> </ul>	<ul style="list-style-type: none"> <li>• Larger-scaled lots suggest the potential for subdivision.</li> <li>• Easy topography.</li> <li>• ‘Developed’ context to the west.</li> <li>• Proximity of urban infrastructure.</li> </ul>	<ul style="list-style-type: none"> <li>• Impression of the area as a relatively visually discreet buffer between the urban area of Lake Hayes Estate and the undeveloped Morven Hill ONL to the east.</li> <li>• Integration of buildings with plantings.</li> </ul>

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>15: Hogans Gully</b>			
<ul style="list-style-type: none"> <li>Generally, the area reads as a mixed rural and rural residential area that is somewhat tucked away and forgotten.</li> <li>As a consequence, the unit functions as 'breathing space' between the more intensive rural residential 'nodes' at the north end of Lake Hayes (to the west) and the Arrow River crossing (to the east).</li> </ul>	<ul style="list-style-type: none"> <li>Potential visibility from nearby rural residential development on elevated land (Bendemeer), ONLs (including tracks) and zig zag lookout.</li> <li>Accessways and large-scale buildings have the potential to compromise the distinctive hummocky landform pattern.</li> <li>Potential visibility of development along ridgeline edges and from Hogans Gully Road.</li> <li>Lack of defensible edges in places. Potential for development to read as sprawl between the Lake Hayes Rural Residential and Arrow Junction 'nodes'. Also the potential for development here to read as sprawl between Arrow Junction and Arrowtown South.</li> </ul>	<ul style="list-style-type: none"> <li>Integration potential of landform pattern.</li> <li>Riparian restoration potential.</li> <li>Larger-scaled lots suggest potential for subdivision.</li> <li>Relatively visually discreet nature of the majority of the unit (due to landform and to a lesser degree, vegetation patterns).</li> <li>Potential to integrate walkways/cycleways.</li> </ul>	<ul style="list-style-type: none"> <li>Buildings integrated by landform and vegetation.</li> <li>Retention of hummock landform pattern.</li> <li>Reinforcement of landform patterning via gully / stream plantings.</li> </ul>
<b>16: Bendemeer</b>			
<ul style="list-style-type: none"> <li>Generally the area reads as an overtly private, gated, rural residential landscape. This serves to set the area apart from the predominantly rural residential Lakes Hayes Slopes LCU 13 to the west and the more mixed rural/rural residential landscape of Hogans Gully to the east (LCU15).</li> </ul>	<ul style="list-style-type: none"> <li>Bendemeer Special Zoning is likely to have thoroughly explored the development capacity of the unit, therefore likely to be very limited potential for further development without generating appreciable adverse landscape effects.</li> <li>Accessways and large-scale buildings have the potential to compromise the distinctive hummocky landform pattern.</li> </ul>	<ul style="list-style-type: none"> <li>Landscape opportunities are likely to have been fully explored as part of Bendemeer Special Zone process.</li> </ul>	<ul style="list-style-type: none"> <li>Buildings integrated by landform and vegetation.</li> <li>Retention of hummock landform pattern.</li> <li>Reinforcement of landform patterning via gully / stream plantings.</li> </ul>

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>17: Morven Ferry</b>			
<ul style="list-style-type: none"> <li>Generally, the area reads a mixed rural and rural residential landscape on the edge of the established Arrow Junction rural residential ‘node’.</li> </ul>	<ul style="list-style-type: none"> <li>The location of the northern portion of the area adjacent to scenic routes, in combination with its relatively open pastoral character, makes it sensitive to landscape change.</li> <li>Absence of legible edges to the rural residential enclave to the east associated with Arrow Junction makes the unit vulnerable to development creep.</li> <li>Potential for development in northern portion to read as sprawling into Hogans Gully and northwards to Arrowtown.</li> <li>Walkway/cycleway proximity.</li> </ul>	<ul style="list-style-type: none"> <li>Large-scaled lots suggest potential for subdivision.</li> <li>Vegetation provides containment in places.</li> <li>Proximity to good roading infrastructure.</li> <li>Integration of defensible edges with additional subdivision.</li> <li>Potential for development to form a legible node, as a consequence of ‘junction’ function, landform pattern (contrasting ‘flats’) and noting that this patterning is already emerging immediately to the east.</li> <li>Easy topography.</li> </ul>	<ul style="list-style-type: none"> <li>Open views from SH6 and McDonnell Road to the Crown Terrace escarpment and ONL ranges to the south.</li> <li>Open views from SH6 and McDonnell Road to Morven Hill and the flanking moraine ‘foothill’ landscape to the north.</li> <li>Integration of buildings with planting.</li> </ul>
<b>18: Morven Eastern ‘Foothills’</b>			
<ul style="list-style-type: none"> <li>Generally, the area reads as a mixed rural and rural lifestyle / hobby farming area that functions as a transition between the mountain ONL and the lower-lying and more ‘developed’ river terrace to the north and east.</li> </ul>	<ul style="list-style-type: none"> <li>The unit’s very close proximity to ONLs and ONFs, location on a popular walkway/cycleway route together with the role of the area as a transition between the mountain ONL and the lower-lying and more ‘developed’ river terrace to the north and east, makes it sensitive to additional development.</li> </ul>	<ul style="list-style-type: none"> <li>Hummocky landform on western side of Morven Ferry Road, and vegetation patterns on eastern side of Morven Ferry Road, suggest the potential to absorb additional development.</li> <li>Larger-scaled lots suggest the potential for subdivision.</li> <li>Riparian, pond, and wetland restoration potential.</li> <li>Dead-end road – limited ‘profile’.</li> </ul>	<ul style="list-style-type: none"> <li>Landform patterning.</li> <li>Integration of buildings with landform and/or planting.</li> </ul>

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>19: Gibbston Highway Flats</b>			
<ul style="list-style-type: none"> <li>Generally, the unit reads as a working rural landscape on the very edge or at the entrance (depending on orientation) of the Wakatipu Basin.</li> </ul>	<ul style="list-style-type: none"> <li>The location of the unit adjacent to a scenic route, in combination with its relatively open pastoral character, makes it sensitive to landscape change.</li> <li>Absence of legible edges to the rural residential enclave to the north associated with Arrow Junction makes the unit vulnerable to development creep.</li> <li>Role of the unit as a 'gateway' to the Wakatipu Basin.</li> <li>Potential for development to read as linear sprawl from the established and legible rural residential 'node' associated with Arrow Junction.</li> </ul>	<ul style="list-style-type: none"> <li>Large-scaled lots suggest potential for subdivision.</li> <li>Vegetation provides containment in places.</li> <li>Proximity to good roading infrastructure.</li> <li>Integration of defensible edges with additional subdivision.</li> <li>Riparian restoration potential.</li> </ul>	<ul style="list-style-type: none"> <li>Maintenance of a relatively spacious and, in places, open, working rural landscape character.</li> <li>Open views from SH6 to the Crown Terrace escarpment, the Arrow River margins, Morven Hill and the Remarkables to the south.</li> <li>Impression of the area as a 'green' gateway to the Basin.</li> </ul>
<b>20: Crown Terrace</b>			
<ul style="list-style-type: none"> <li>Generally, the unit displays a working rural landscape character with a reasonably spacious patterning of rural residential development in places.</li> <li>The terrace serves as an important transition between the 'inhabited' Wakatipu Basin landscape and the relatively unmodified 'wilderness' landscape of the Crown Range to the east.</li> </ul>	<ul style="list-style-type: none"> <li>The relatively open and exposed nature of the unit, in addition to its importance as a scenic route and as a transition between the Wakatipu Basin and the Crown Range, makes it highly sensitive to landscape change.</li> </ul>	<ul style="list-style-type: none"> <li>Riparian restoration potential.</li> <li>Potential integration of walkways / cycleways etc.</li> <li>Larger-scaled lots suggest potential for subdivision.</li> </ul>	<ul style="list-style-type: none"> <li>Sense of openness and spaciousness associated with a predominantly pastoral landscape.</li> <li>Dramatic views from the Crown Range Road to the Wakatipu Basin and surrounding mountain setting.</li> <li>Impression of the area as a transition between the inhabited basin landscape and the more 'wild' Crown Range mountain-scape to the east.</li> </ul>

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>21: Arrow Junction Rural Residential</b>			
<ul style="list-style-type: none"> <li>Generally, the area reads as an established node of rural residential development focused on the Arrow River crossing.</li> </ul>	<ul style="list-style-type: none"> <li>Absence of legible edges to the unit to the southwest, southeast and north west.</li> <li>Existing platform and lot arrangement throughout the 'node' around the river crossing, together with vegetation patterns, may constrain additional development.</li> <li>Walkway/cycleway proximity.</li> <li>Scenic route proximity.</li> </ul>	<ul style="list-style-type: none"> <li>Riparian, pond edge restoration potential.</li> <li>Some larger lots to the northern end of the unit suggest the potential for subdivision.</li> <li>Integration of defensible edges with additional subdivision.</li> <li>The relatively visually discreet nature of the area, together with its established rural residential node character, suggest the potential to integrate additional development with minimal impact on the wider basin landscape.</li> <li>Vegetation provides containment in places.</li> <li>Proximity to good roading infrastructure.</li> </ul>	<ul style="list-style-type: none"> <li>Views from SH6 and McDonnell Road to the Crown Terrace escarpment and ONL ranges to the south.</li> <li>Views from SH6 and McDonnell Road Morven Hill and the flanking moraine 'foothill' landscape to the north.</li> <li>Views of the Arrow River from SH6 and the walkway/cycleway route.</li> <li>Integration of buildings via planting.</li> </ul>
<b>22: The Hills</b>			
<ul style="list-style-type: none"> <li>Generally, the area reads as a distinctly private, highly modified golf course parkland landscape in which rural residential development is an established component. The unit forms part of the swathe of golf courses that 'contain' the western and southern edges of Arrowtown, effectively functioning as a green belt to the village.</li> </ul>	<ul style="list-style-type: none"> <li>Private golf course and previous (recent) resource consent processes suggests limited further capability for development.</li> <li>Accessways and large-scale buildings have the potential to compromise the distinctive hummocky landform pattern.</li> </ul>	<ul style="list-style-type: none"> <li>Relatively visually discreet nature of the location (due to landform and, to a lesser degree, vegetation patterns).</li> <li>Integration potential of landform pattern.</li> <li>Riparian restoration potential.</li> <li>Integration of walkways / cycleways.</li> <li>Close proximity to Arrowtown.</li> <li>Large-scaled lots suggest potential for subdivision?</li> </ul>	<ul style="list-style-type: none"> <li>Locating buildings so that they are visually discreet.</li> <li>Integration of buildings with landform and planting.</li> <li>Set back of buildings from the ridgeline crests to the eastern edges of the unit.</li> </ul>

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>23: Millbrook</b>			
<ul style="list-style-type: none"> <li>• Generally, the unit reads as an intensively-developed attractive urban settlement set within a parkland landscape.</li> <li>• The area also forms part of the swathe of golf courses that frame the western and southern edges of Arrowtown and effectively function as a greenbelt to the village.</li> <li>• The far eastern triangle comprises a discrete flat area that contrasts with the more rolling golf course / parkland landscape to the west and south (LCU 22) and associates more closely with the adjacent urban area of Arrowtown.</li> </ul>	<ul style="list-style-type: none"> <li>• Existing density of development and the issue of absorbing additional development without compromising existing (urban) parkland feel.</li> <li>• Ensuring existing development character does not sprawl westwards and southwards into the existing, 'more rural' areas.</li> <li>• Private golf course and previous (recent) resource consent processes suggests limited further capability for development.</li> </ul>	<ul style="list-style-type: none"> <li>• Relatively visually discreet nature of the location (due to landform and vegetation patterns).</li> <li>• Close proximity to Arrowtown.</li> <li>• Urban infrastructure.</li> <li>• Large-scaled lots suggest potential for subdivision.</li> </ul>	<ul style="list-style-type: none"> <li>• Attractive urban parkland character.</li> <li>• Landscape coherence.</li> </ul>

Sense of Place	Potential landscape issues and constraints associated with additional development	Potential landscape opportunities and benefits associated with additional development	Environmental characteristics and amenity values to be maintained and enhanced
<b>24: Arrowtown South</b>			
<ul style="list-style-type: none"> <li>Generally, the unit reads as part of the swathe of golf courses and rural residential development that frame the western and southern edges of Arrowtown and effectively function as a 'greenbelt' to the village.</li> <li>However, this 'greenbelt' effect, together with the legibility of the escarpment as a robust defensible edge to Arrowtown has been significantly compromised by the Arrowtown Lifestyle Retirement Village SHA which confers a distinctly urban character in a prominent and sizeable part of the unit.</li> </ul>	<ul style="list-style-type: none"> <li>Role of unit as a 'greenbelt' to Arrowtown.</li> <li>Role of the escarpment as an edge to the village.</li> <li>Ensuring existing development character does not sprawl westwards and southwards into the existing, 'more rural' areas.</li> <li>Public golf course facility.</li> </ul>	<ul style="list-style-type: none"> <li>Golf course landscape potentially suited to accommodating a reasonably high level of development (e.g. Millbrook).</li> <li>Close proximity to Arrowtown.</li> <li>Close proximity to urban infrastructure.</li> <li>Large-scaled lots suggest potential for subdivision.</li> <li>Urbanising effects of the approved Queenstown Country Club SHA suggest a tolerance for (sensitive) urban development.</li> <li>Potential for integration of walkways/cycleways.</li> <li>Riparian restoration potential.</li> <li>Easy topography.</li> </ul>	<ul style="list-style-type: none"> <li>Views from McDonnell Road and Centennial Avenue to the surrounding mountain/river context.</li> <li>Reinforcing/ re-establishing a robust and defensible edge to Arrowtown.</li> </ul>
<b>25: Shotover Country Margins</b>			
<ul style="list-style-type: none"> <li>The Shotover Country SHA anticipates an urban pattern (450m<sup>2</sup>) with Reserve land proposed throughout the entire western portion of the unit.</li> <li>Generally, the balance of the unit (i.e. the eastern portion) reads as 'left over' land on the edge of the Shotover Country Special Zone that effectively functions as a spacious green edge to the urban area.</li> </ul>	<ul style="list-style-type: none"> <li>Steep topography of parts of the eastern portion of the unit.</li> <li>Visibility and prominence of the elevated land within the eastern portion of the unit.</li> <li>Airport Noise Buffer constraint that applies to part of the eastern portion of the unit.</li> <li>Proximity of popular walkway/cycleway route.</li> <li>Close proximity to ONLs.</li> </ul>	<ul style="list-style-type: none"> <li>Close proximity to Shotover Country Special Zone.</li> <li>Localised plateaus and accessways within eastern portion of the unit.</li> <li>Integrating effect of nearby urban development context.</li> <li>Close proximity to urban infrastructure.</li> <li>Large-scaled lots suggest potential for subdivision.</li> </ul>	<ul style="list-style-type: none"> <li>Absence of buildings from steep land and prominent ridgelines (eastern portion).</li> <li>Reinforcing spacious green edge to Shotover Country Special Zone.</li> <li>Retention and restoration of localised escarpment landform features (eastern portion).</li> </ul>

## Landscape Capability to Absorb Additional Development

- 5.23 The appraisal of a unit's capability to absorb additional development focusses on:
- a. the landscape and visual complexity of the LCU i.e. its ability to absorb landscape and visual change;
  - b. the influence of the LCU on the wider landscape of the basin (i.e. its visibility and prominence or 'profile');
  - c. the 'fit' of additional subdivision and development with the existing landscape character of the unit and its surrounds, taking into account both existing and consented but unbuilt development; and
  - d. the potential for development to remedy or enhance the landscape character and visual amenity values of the unit.
- 5.24 The rating scale applied comprises a 5-point scale ranging from **Very Low** to **Very High**. An explanation of the ratings scale is attached in **Appendix K**.
- 5.25 In determining the absorptive capability of each of the landscape character units, it is necessary to review each unit 'individually' and to also consider the unit within the broader context (including neighbouring units). This latter analysis includes:
- a. the consideration of the function or role of the unit within the wider landscape setting;
  - b. how the unit contributes to or influences the key landscape character-shaping attributes of the Wakatipu Basin as outlined earlier; and
  - c. the relationship between units.
- 5.26 The complexity of this analysis means that it is an iterative (or 'looped') rather than a sequential assessment process.
- 5.27 The Landscape Capability of each of the LCUs (i.e. the capability of each LCU to absorb additional development) is illustrated in **Appendix I Figure 71**.
- 5.28 A single rating has been applied to the majority of units. The exceptions to this are 04 Tucker Beach, 08 Speargrass Flat, and 23 Millbrook, where the proximity to existing urban development or an established rural residential node results in a variance in the capability to absorb additional development across the unit.

### Very High

- 5.29 The underlying Amenity Landscape context of the Wakatipu Basin means that no units were given a rating of **Very High** with respect to their capability to absorb additional development.

### High

- 5.30 The entire extent or parts of 11 landscape character units were identified as having a **High** capability to absorb additional development.

- 5.31 In the case of (LCU) **10 Ladies Mile** and **24 Arrowtown South**, absorption capability was largely driven by the UCPs and distinctly urban SHA developments within each unit. Were these SHAs not in place, each of these units would have rated as **Low** or **Very Low** as a consequence of the important role they each play in shaping the character of the Basin (Ladies Mile: very high profile location and reads as part of the entrance to Queenstown; Arrowtown South: forms part of the defensible edge to Arrowtown).
- 5.32 On this basis, it would appear that SHA development is a key driver of landscape change within the Wakatipu Basin. It is noted that each of these SHA developments were approved under the QLDC's SHA First Lead Policy.
- 5.33 That said, enabling additional development in each of these units suggests the potential to establish new defensible edges.
- 5.34 The **High** rating applied to the small triangular parcel at the eastern end of **23 Millbrook** is the consequence of the proximity of this area to Arrowtown and its enclosure along its west and south edges by golf course landscapes. In essence, this parcel comprises an anomaly in the patterning of Arrowtown and rural residential golf course landscapes that define the western and southern margins of the settlement.
- 5.35 For **05 Dalefield**, **09 Hawthorn Triangle**, **12 Lake Hayes Rural Residential** and **21 Arrow Junction Rural Residential**, the existing level of built development (including UCPs) and vegetation patterns, in combination with the relatively limited prominence of the unit (as a result of either a low-lying location or visual discreetness) mean that the unit has a **High** capability to absorb additional development. However, a caveat applies: the existing development patterning (including building locations, vegetation patterns, mounding, and potentially, covenants) may limit the ability to accommodate additional buildings 'on the ground'.
- 5.36 The existing level of development and the limited visibility of the majority of the unit confers a **High** rating to **02 Fitzpatrick Basin** and **06 Wharehuanui Hills**. Enabling additional development in each of these units also suggests the potential to establish defensible edges (for example via building setbacks from landform edges).
- 5.37 The eastern end of **08 Speargrass Flat** also has a ranking of **High**. This is the consequence of its proximity to the established rural residential node of 12 Lake Hayes Rural Residential combined with the landform patterning of the area to form a relatively visually discreet, enclosed 'bowl', effectively dominated by the existing rural residential pattern on the south side of Speargrass Flat Road and Hogans Gully Road. Again, enabling additional development in this part of the unit suggests the potential to establish defensible edges for the Lake Hayes rural residential node.
- 5.38 For the western portion of **25 Shotover Country Margins**, the Shotover Country SHA anticipates an urban pattern (450m<sup>2</sup>) with Reserve land, suggesting a **High** capability to absorb additional development.

### Moderate-High

- 5.39 Three units are identified to have a capability to absorb additional development that rates as **Moderate-High**.
- 5.40 At the eastern end of **04 Tucker Beach**, and throughout **07 Domain Road River Terrace** and **14 Lake Hayes Terrace**, the existing level of development, in combination with the relatively limited prominence of each of the units and their proximity to established urban areas, suggests a High rating should be applied. However, each of the units' very close proximity and visual connection to an ONL

suggests a heightened sensitivity to landscape change. For this reason, a **Moderate-High** ranking is considered appropriate.

- 5.41 In the case of the eastern portion of **25 Shotover Country Margins**, the very close proximity of the area to the urban area of Shotover Country suggests a High rating should be applied. However, the role of the area as a relatively spacious green edge to the urban area and as a transition to the backdropping ONL context, in combination with the topographical constraints of the unit result in a **Moderate-High** capability to absorb additional development.

### Moderate

- 5.42 Of the three units that have a ranking of **Moderate**, two relate to the rural village/urban and rural residential golf course landscapes around the south-western edges of Arrowtown (**23 Millbrook** and **22 The Hills**).
- 5.43 On the face of it, the existing level of development and modification in each of these landscapes suggests a reasonable capability to absorb development without adversely impacting on the character of the wider Basin. The integrating potential of the established plantings throughout Millbrook and the hummocky landform pattern at The Hills are also of benefit in this regard. However, the function of each of these landscapes as a relatively spacious (albeit highly contrived) buffer to Arrowtown tempers their suitability to absorbing development. Given the existing level of development evident in each of these units, adding more buildings runs the risk of creating a landscape character that effectively merges with the adjacent settlement and the Lake Hayes Rural Residential area to the south/south west, thereby undermining the impression of Arrowtown as a discrete rural 'village', and also the patterning of distinct (albeit informal) nodes of rural residential development throughout the Basin.
- 5.44 In a similar manner, **15 Hogans Gully** functions as an important breathing space between the more intensive rural residential nodes at the north end of Lake Hayes / Bendemeer and the Arrow River crossing (Arrow Junction). A rating of **Moderate** is considered appropriate, despite the relatively limited visibility of much of the unit.

### Moderate-Low

- 5.45 In the case of **17 Morven Ferry**, the unit functions as an edge to the established rural residential node associated with Arrow Junction, with much of the area visible from key vehicular scenic routes. Adding more buildings runs the risk of the existing rural residential node reading as sprawling westwards and southwards in a high-profile location within the Basin. This would mean that along the route between Frankton Flats and the Arrow River crossing, only the short length of SH6 running around the north side of Morven Hill would appear as more spacious and rural in character. However, the flat topography, existing level of development and vegetation patterns suggests a tolerance for a limited level of additional development and hence a rating of **Moderate-Low** is considered appropriate.

### Low

- 5.46 Seven units (or at least parts of units) are identified to have a **Low** capability to absorb additional development.
- 5.47 In the case of **11 Slope Hill 'Foothills'**, **13 Lake Hayes Slopes** and **16 Bendemeer**, the existing level of rural residential (or in the case of Bendemeer, effectively urban) development suggests a landscape 'at, or very near its limit'. Much of the development in each of these areas has been subject to a rigorous Environment Court process suggesting that the optimal development level has been carefully examined.

- 5.48 It is acknowledged that within **11 Slope Hill 'Foothills'** there are a number of larger lots that include visually discrete areas (clear of the lower lying wet areas that are likely to be unsuitable for development). However, generally this swathe of elevated hills reads as an important backdrop to other parts of the Basin and overall is considered to be sensitive to landscape change. To identify specific locations within the unit where additional development might be more appropriate is beyond the scope of this study, as it would require detailed site survey of private properties.
- 5.49 **08 Speargrass Flat** functions as an important breathing space between the Hawthorn Triangle and the rural residential area at the north end of Lake Hayes. The area is predominantly open, enabling views to the highly attractive hill slopes and escarpments that frame the area, suggesting a heightened sensitivity to landscape change. Further, introducing additional buildings runs the risk of effectively merging 12 Lake Hayes Rural Residential node with the large lot suburban enclave associated with 09 Hawthorn Triangle.
- 5.50 **18 Morven Eastern 'Foothills'** is rated as **Low**, largely as a consequence of its role as a transition between the adjacent dramatic ONL and the lower lying and more developed river terrace context to the north and east. However, unlike a number of other units that adjoin ONLs (e.g. 02 Fitzpatrick Basin, the eastern end of 04 Tucker Beach, 05 Dalefield, 21 Arrow Junction Rural Residential and 24 Arrowtown South), **18 Morven Eastern 'Foothills'** currently displays a relatively low level of development and forms a sympathetic buffer to the neighbouring ONL. For this reason, the unit is assessed to have a **Low** capability to absorb additional development. It is acknowledged that this unit is relatively visually discreet.
- 5.51 For similar reasons, a **Low** rating applies to **03 Shotover River Terrace** and the western end of **04 Tucker Beach** despite their relatively low visual profile. In each of these locations, there is a strong connection with the neighbouring ONLs (as opposed to the nearby rural residential or urban areas), largely as a consequence of landform patterning. Land ownership (DoC Reserve) and land use (pastoral) also play a role in the case of **04 Tucker Beach**.

### Very Low

- 5.52 A rating of **Very Low** applies to **01 Malaghans Valley**, **19 Gibbston Highway Flats** and **20 Crown Terrace**.
- 5.53 Both **01 Malaghans Valley** and **20 Crown Terrace** are considered to comprise areas that play a key role in shaping the identity of the wider landscape as a consequence of their location on key scenic routes and their relatively 'undeveloped' character.
- 5.54 In the case of **01 Malaghans Valley**, the predominantly open pastoral landscape serves as a highly attractive and important buffer between Queenstown and Arrowtown, and as a transition to the dramatic ONL to the north.
- 5.55 **20 Crown Terrace** functions as a transition between the relatively modified and inhabited landscape of the Basin and the (largely) unmodified Crown Range ONL further to the east. The area also functions as an important gateway for people travelling between Queenstown/Arrowtown and Cardrona/Wanaka.
- 5.56 **19 Gibbston Highway Flats** forms an important gateway for people travelling between Queenstown/Arrowtown and the Gibbston Valley/Cromwell.
- 5.57 Additional development in each of these areas has the potential to undermine their very high profile landscape function and in so doing, compromise the perceived character of the wider Wakatipu Basin landscape.

## 6.0 Recommended Landscape Planning Strategies

- 6.1 It is recommended that no additional development be encouraged within units with a rating of **Low** or **Very Low**.
- 6.2 As explained earlier, for units with a rating of **Moderate-Low or higher**, a series of recommended landscape planning strategies are included on each worksheet. These draw from the environmental characteristics to be maintained and enhanced, and the potential landscape constraints and opportunities associated with additional development for each unit and inform the following recommendations (noting that these recommendations do not equate to a recommendation for upzoning of LCUs with a rating of **Moderate-Low or higher** as such).

### Recommendations for all units with a rating of Moderate-Low or higher

- 6.3 Locating and designing buildings to fit comfortably within the landscape is of critical importance in an amenity landscape. It is recommended that assessment criteria are included that address:
- a. the location of buildings to exploit the integrating benefits of existing landform and vegetation patterns;
  - b. building height;
  - c. building colours/materiality;
  - d. building coverage; and
  - e. accessory buildings.
- 6.4 In an amenity landscape, it is also important to consider the design of fencing / gates, external lighting, domestic infrastructure (water tanks etc.), mounding, and framework planting to integrate buildings, and the effects of the development on views from public places and neighbouring dwellings to the surrounding ONL and ONF context. Assessment criteria covering these design aspects are also recommended for all of the relevant units.
- 6.5 Lastly, given that virtually all of the relevant units have at least some level of rural residential development, which in turn is likely to be accompanied by open space, mounding, built development and / or planting covenants, it is recommended that a criterion is included that requires the retention of existing covenants or the consideration of alternate strategies that deliver the same landscape and visual effects outcome.

### Unit-specific Recommendations

- 6.6 Where there are ponds, wetlands or streams within a unit, a criterion addressing the consideration of riparian restoration is recommended. (02 Fitzpatrick Basin, 04 Tucker Beach).
- 6.7 For units with slopes of 15° or greater, a criterion requiring the consideration of the retirement and restoration of steep slopes is recommended (02 Fitzpatrick Basin, 06 Wharehuanui Hills, 15 Hogans Gully, 22 The Hills, 23 Millbrook, 24 South Arrowtown).
- 6.8 For several units, specific view sequences are referenced as a consequence of their importance to the amenity of the area (e.g. the open view from Littles Road to the wider mountain setting in 02 Fitzpatrick Basin, 10 Ladies Mile, requiring buildings to be indiscernible from Hogans Gully Road and McDonnell Road in 15 Hogans Gully, 17 Morven Ferry, 21 Arrow Junction Rural Residential, 24 South Arrowtown).

- 6.9 In units where there is an existing sense of openness, it is recommended that clustering is considered as a potentially appropriate way of integrating additional development. This is an approach that is evident in many successfully integrated developments throughout the basin (02 Fitzpatrick Basin, 15 Hogans Gully, 17 Morven Ferry).
- 6.10 Building setbacks from sensitive edges such as river cliffs (02 Fitzpatrick Basin, 14 Lake Hayes Terrace), prominent hills/escarpments (06 Wharehuanui Hills, 15 Hogans Gully, 22 The Hills) or scenic routes (17 Morven Ferry, 21 Arrow Junction Rural Residential, 10 Ladies Mile) are recommended to protect the integrity of these important landscape features. A minimum distance of 50m is recommended in relation to the landform features and 75m for scenic routes, as this corresponds to the patterning of existing sympathetic development (although it is acknowledged that in some instances site-specific circumstances, a building may be able to be located closer to the feature without comprising landscape and visual amenity values).
- 6.11 In units with visible elevated areas, it is recommended that buildings are confined to the portions of the unit below a defined contour (02 Fitzpatrick Basin 440m contour, 04 Tucker Beach 400m contour, eastern end of 08 Speargrass Flat 370m contour).
- 6.12 Walkways and cycleways pass through many of the units. In these units, it is recommended that any future development gives careful consideration to the integration of the development with the existing routes. In units that do not have existing walkways and cycleways, it is recommended that consideration is given to the incorporation of walkways and cycleways.
- 6.13 For units adjoining existing rural residential nodes or urban development that lacks defensible edges, it is recommended that any additional development seeks to integrate robust, defensible edges (04 Tucker Beach, eastern end of 08 Speargrass Flat, 12 Lake Hayes Rural Residential, 17 Morven Ferry, 21 Arrow Junction Rural Residential, public golf course land within 24 South Arrowtown).
- 6.14 For units with larger lots, it is recommended that a comprehensive development plan approach is encouraged to achieve a coordinated and cohesive development outcome (02 Fitzpatrick Basin, 06 Wharehuanui Hills, 07 Domain Road Shotover River Terrace, eastern end of 08 Speargrass Flat, 10 Ladies Mile, 14 Lake Hayes Terrace, 15 Hogans Gully, 17 Morven Ferry, 21 Arrow Junction Rural Residential, public golf course land within 24 South Arrowtown).
- 6.15 Lastly, for three locations within the Basin, it is recommended that a more urban development approach is explored (at least in part of the unit) i.e. 10 Ladies Mile, 23 Millbrook and 24 South Arrowtown.
- 6.16 With the exception of the small triangular area at the eastern end of 23 Millbrook (which is in single ownership), it is recommended that there is the requirement for a Structure Plan process to achieve a coordinated and cohesive development outcome with clearly legible and robust defensible edges (i.e. 10 Ladies Mile, 24 South Arrowtown).
- 6.17 For the small triangular area at the eastern end of 23 Millbrook, it is recommended that any future development integrates a clearly legible and robust defensible edge along the south boundary of this parcel.
- 6.18 For each of these three 'urban' areas it is recommended that a nuanced development approach is encouraged as opposed to the more traditional urban pattern associated with areas such as Lake Hayes Estate or Shotover Country. Upzoning of each of these areas could result in a built form of development similar to that associated with Millbrook i.e. an urban parkland within which higher density is enabled in places with lower densities and landscape buffers elsewhere, as the site-specific circumstances dictate.

- 6.19 For the eastern portion of 25 Shotover Country Margins a Large Lot urban zoning is recommended as a consequence of the very close proximity of the area to urban infrastructure. It is recommended that any additional development seeks to retire and revegetate the steep slopes throughout the area, exploit existing accessways and cluster built development on the localised plateau areas away from the ridgeline that coincides with the southern edge of the unit.
- 6.20 For the western portion of 25 Shotover Country Margins, it is recommended that the urban zonings anticipated by the approved SHA are applied.

## 7.0 Planning Findings

7.1 Our findings can be summarised as follows:

- a. Given the significance of the Basin in terms of landscape character; its function as a gateway to Queenstown and the wider area; its role as a tourism destination and cornerstone for the visitor industry; and as a desirable location for both visitor and permanent accommodation, we conclude that the planning zones applying to the Basin should stand alone and be clearly distinguishable from the general zonings that apply to other parts of the District.
- b. We consider that there is merit in the submissions where the reliance on the Basin deriving its overarching character from a productive farming/agricultural characteristic is challenged. Following from our landscape findings we consider that a specific Wakatipu Basin Rural Amenity Zone can be used to form the underlying zone for the Basin area. That zone reflects the landscape analysis and recognises that the dominant character of the area derives from a complex mix of established and approved land use activities which have little connection to traditional productive farming.
- c. The premise that the Basin has a dominantly 'rural production type' character is ill-founded, based on our analysis. The nature and extent of approved/existing development results in a completely different character base. The lot size (and ownership) patterns that exist in the Basin do not support the characterisation of the Basin as having a dominant rural production landscape character.
- d. The creation of a 'Wakatipu Basin Rural Amenity Zone' as the primary means of maintaining (and enhancing) the identified WB landscape character and amenity values is an appropriate planning method in our view. That follows from our landscape analysis which identifies the essence of the existing WB environment. As noted also in the landscape section above, establishing a minimum lot size for the Wakatipu Basin Rural Amenity Zone is desirable (80ha based on our existing lot size pattern analysis). We note that whilst there are some existing large lots of 100-500+ hectares in single ownership in central parts of the study area (e.g. Slope Hill, Speargrass Flat) the majority of such land is in the Outer Wakatipu Basin area (e.g. Glencoe Road, Malaghans Road). Rural production activities also tend to occur in the Outer Basin area and the proposed 'Wakatipu Basin Rural Amenity Zone' would constrain subdivision of several such sites. Effectively, coupled with the removal of the discretionary building platform identification method, a lot size minimum will assist in retaining the identified character of the Wakatipu Basin Rural Amenity Zone and provide greater certainty as to the function of and expected outcomes for the zone. This will enable the zone to enable appropriate development without leading to ad hoc residential development compromising the strategies of the PDP and will reinforce the targeted zoning strategy whereby limited additional housing capacity is enabled within the WB area but at a scale and location that fosters the overarching goal of maintaining and enhancing the character of the WB area.

- e. In our assessment, there is little resource management basis for continuing the use of two similar but in terms of lot sizes, different rural lifestyle type zones. We conclude that the PDP's Rural Lifestyle and the Rural Residential zones should effectively be replaced (and amended as to spatial extent) and the associated PDP planning provisions for those two zones should be merged and amended as set out in our detailed recommendations) based on our landscape assessment and be named the Wakatipu Basin Lifestyle Precinct (WBLP).
- f. We also concur with the Panel's preliminary conclusion that continuation of the fully discretionary development regime (the identification of building platforms in particular) of the Rural General Zone of the ODP, as proposed in the PDP, is unlikely to achieve the Strategic Direction of the PDP for the Wakatipu Basin over the life of the PDP.
- g. Based on an analysis of the existing lot sizes in the WB area we have concluded that establishing a minimum lot size of 80ha for the WBRAZ is necessary in order to halt ad hoc cumulative developments that undermine the landscape integrity of the 'rural' parts of the WB area. The low number of large lots remaining in the WB means that setting a high minimum lot size will shift the focus of resource management to where it should be in our view-essentially managing the scale, form, and distribution of buildings in the landscape.
- h. The rationale for having both a Rural Lifestyle and Rural Residential zone lacks (other than being historical) an adequate planning basis in the context of the Plan Review process in our opinion. Those zones can be merged functionally with new development control provisions (building on and altering the notified PDP provisions for those zones) being framed which emphasise a design led building/development control process. The associated lot size minimum (or density using another measure) can be standardised, with opportunities being provided [by way of a listed discretionary activity] that facilitate development approaches such as the clustering of buildings as an alternative means of maintaining and enhancing amenity values.
- i. The rationale for maintaining the (discretionary) identified building platform approach as a means of managing the spatial distribution and number of dwellings (noting there is no lot size minimum) has resulted in approved building platforms (many of which are still undeveloped) and an associated built environment with a cumulative built form patterning that runs contrary to many of the PDP's landscape driven planning directives. Certainly, we have found that planning provision in itself has dramatically changed the character and amenity of the WB as a whole. That provision could be seen to be the single biggest contributor to the changed character of the rural zone within the WB area.
- j. The provisions enabling the construction of dwellings (in the Rural Residential and Lifestyle zones-PDP Rules 22.4.2 & 22.4.3) as a permitted activity [which follows from the use of the consented building platform development control process approach] is, in our view, an inappropriate planning method for managing development located within a dominantly landscape sensitive environment. In our opinion greater emphasis should be placed on managing the nature, form, scale, and location of buildings and that is best achieved by requiring any building(s) to obtain consent as a restricted discretionary activity with appropriate allied assessment criteria. The possible time delays and costs associated with that process can be offset by clear identification of the circumstances where such applications are to be progressed on a non-notified basis.

- k. The use of SHAs to enable urban forms of development is a useful planning method, however the spatial distribution of the existing (whether or not developed) SHAs results in ‘patterning’s’ that potentially undermine a cohesive growth management strategy which seeks to maintain ‘rural amenity character’. SHAs need to be located on identified areas in the Basin where they do not result in distortions to a rational growth management strategy (noting Objective 3.2.2.1 of the PDP). Given the limited potential for ‘urban type’ growth in the Basin, it is more likely in our opinion that SHAs will be an efficient and rational planning tool for the District where they focus on stimulating ‘Brownfields’ development.
- l. In terms of facilitating appropriate development in the Wakatipu Basin Rural Lifestyle zone as proposed, we also recommend the introduction of a discretionary activity process that allows for comprehensive developments on sites greater than say 4ha, where the key driver (achieved through assessment criteria) for built form and landscape outcomes is not focussed on density, but rather emphasises achievement of appropriate built form and development layouts, landscape character retention and enhancements, and retention of amenity. This could involve obligations to consent notice a high percentage of any site to prevent further building development, to ensure landscape values are protected. It also, through the assessment criteria, can examine likely (cumulative) outcomes in relation to ONL protection, the use of clustering of buildings to better achieve stated landscape outcomes, and overall cumulative effects.
- m. The Residential Flat provision (as notified) as a Permitted activity allows for what is often termed a ‘minor dwelling’. Given the Council’s recommended changes to allow for up to 150m<sup>2</sup> gfa for such a building the provision goes beyond traditional approaches to providing for a minor dwelling. At the suggested scale and noting that accessory buildings are not included by definition, if there was a limit of 150m<sup>2</sup> for a residential flat, the provision would, if approved, simply provide for a second dwelling. Where lot coverage and building form, scale, etc. are managed through consenting processes (by making all buildings RDA) allowing for two dwellings is in our finding appropriate, but only in clearly defined circumstances.

Having reviewed both the Council’s latest position on residential flats and second dwellings and noting the range of evidence from submitters on this matter we suggest the following approach.

- n. In both the WBRAZ and the WBLP coverage limits should be applied to all sites. We also recommend removal of the residential flat option in both the WBRAZ and the WBLP but the introduction of opportunities for second dwellings on a site under clearly defined circumstances where coverage limits apply and where both dwellings are integral. Subdivision of each dwelling should be a non-complying activity. Also, where the second dwelling/residential unit is proposed to be physically separate from (not integral to) the primary dwelling, that should be a non-complying activity.

## 7.2 The Recommended Zoning strategy can be summarised as follows:

- Creation of a primary **Wakatipu Basin Rural Amenity Zone** (WBRAZ) with a specified minimum lot size subdivision regime of 80ha being applied in association with all buildings (whether dwellings or farm buildings) requiring consent as a restricted discretionary activity (RDA).
- **the WBRAZ is then overlaid by (and thus trumped by associated rules as specified):**
  - A **Wakatipu Basin Lifestyle Precinct** (WBLP) replacing the PDP Rural Residential and Rural Lifestyle zones, and containing provisions that ‘trump’ the underlying WBRAZ provisions as and where specified, and including specific objectives, policies, rules and assessment criteria. Minimum lot size: 4,000m<sup>2</sup> with buildings requiring consent as a restricted discretionary activity.

- A **Ladies Mile Gateway Precinct (LMGP)** which may achieve a density of development at the same level as the PDP's Low or Medium Density Residential zones, is subject to a 75m building setback control (from the highway), and assumes an 'urban parkland' type development character<sup>5</sup>. The LMGP trumps the underlying WBRAZ provisions. A Structure Plan process will be required to address amenity, landscape and infrastructure issues.
  - An **Arrowtown Precinct (AP)** which may also achieve a density of development at the same level as the PDP's Low or Medium Density Residential zones, requires the integration of a clearly defensible urban edge, and assumes an 'urban parkland' type development character. The AP trumps the underlying WBRAZ provisions. As for the LMGP, a Structure Plan process will be required to address amenity, landscape and infrastructure issues.
- Retention of existing **Special Zones**, again trumping the underlying WBRAZ.
  - Applying the above zoning strategies irrespective of current SHAs, noting that those effectively 'distort' coherent zoning strategies and thus if they (the SHAs) lapse, the land should appropriately revert to the above recommended zoning patterns (this may stimulate actual development of the SHAs so that they do not lapse).

7.3 We note that we have carefully considered the benefits and costs associated with our recommendations. A key question we examined was the reasonableness of the controls that would be imposed and the potential costs to applicants. We have noted the highlighting in various section 32 reports about the desire to reduce resource consent volumes primarily driven by a cost based argument. Fine balancing is needed between a) the not unreasonable desire to achieve efficiencies in process and reduced costs for 'developers' and b) securing a regulatory control regimen that achieves long term RMA strategies and outcomes reflecting the analysis we have undertaken-administrative process costs and efficiencies are an area where gains can be made to offset an increased need for consents.

7.4 There are other means by which Council can address development cost process issues including setting Council fee scales in a tiered structure proportional to the scale of development for example (Rather than simple hourly charge out regimes). Given that the management of buildings in the WB area is fundamental to maintaining character and amenity values then the associated administrative process could be taken out of the generality of the standard Council process (and charging regime) for a defined period then reviewed at say 5 years. Thus during high pressure periods the benefits of managing buildings in the landscape properly offsets a potential lower return on process recovery costs.

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<sup>5</sup> An 'urban parkland' development character suggests a development pattern similar to Millbrook in which higher density is enabled in places with lower densities and landscape buffers as the site-specific circumstances dictate

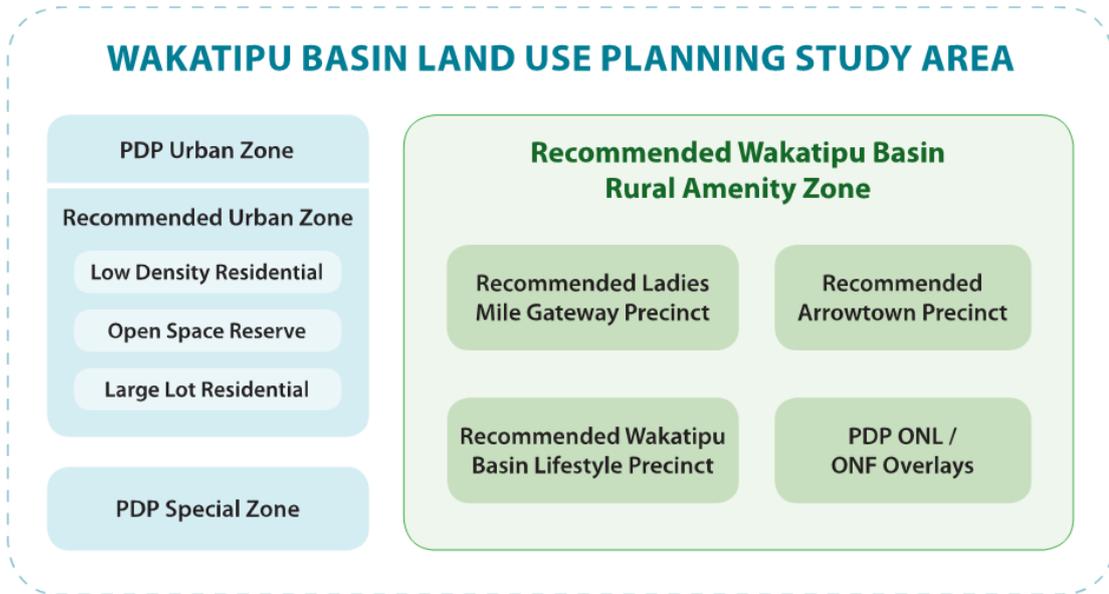


Figure 6: Recommended Zoning Strategy

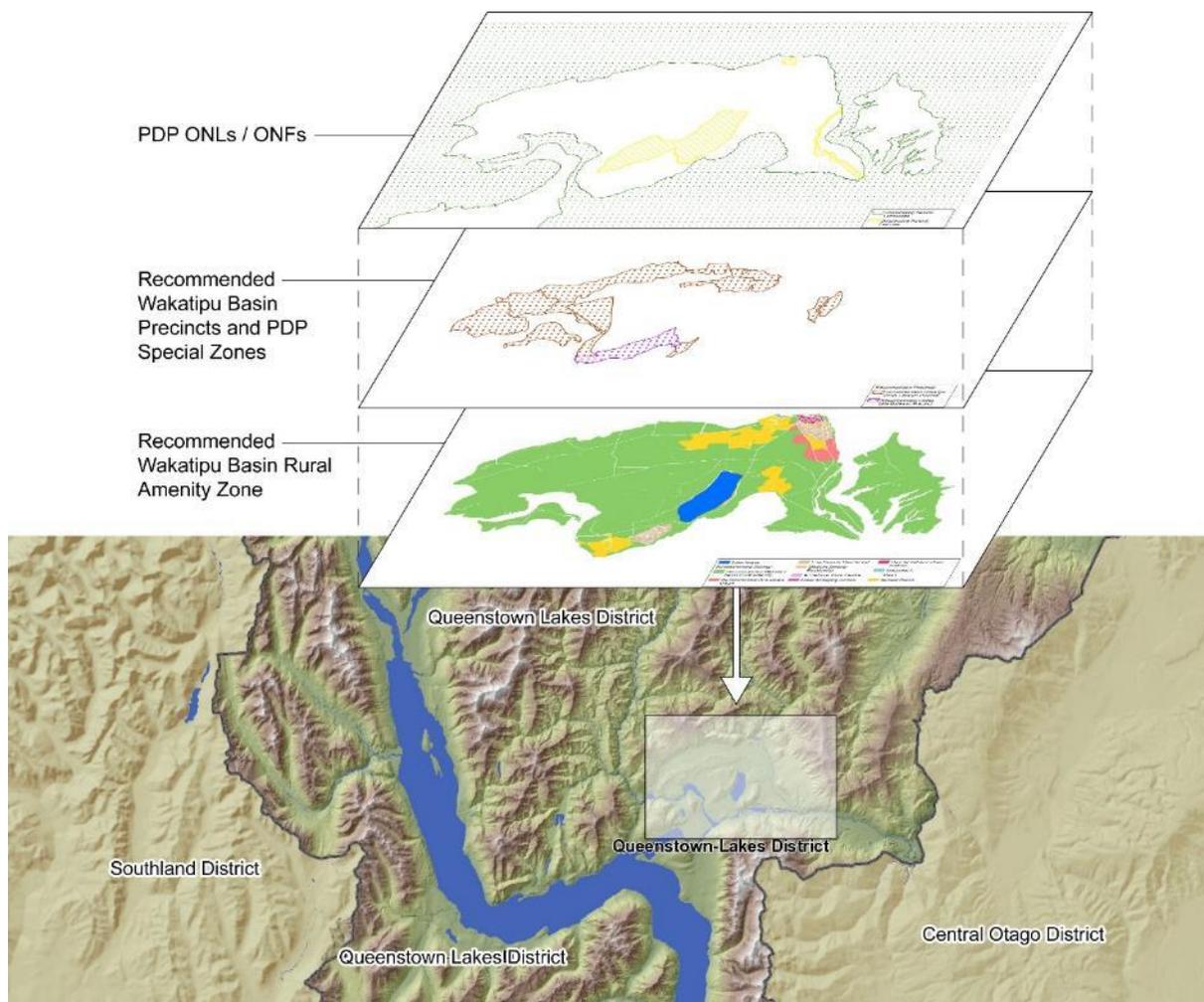


Figure 7: Hierarchy of Recommended Zoning Strategy

## 7.5 Key differences between the PDP (as notified) and the recommended approach are summarised below:

1. The WBRAZ essentially replaces the PDP's Rural Zone in the WB study area (excluding land areas proposed to be subject to the WBLP and existing special purpose zones). The WBRAZ provisions are intended to reinforce the significance of the character and amenity associated with the zone and to stop ad hoc development undermining the integrity of the zone's character and amenity values.
2. A minimum lot size of 80ha would apply in the WBRAZ (whereas there is no such limit in the PDP Rural Zone).
3. The WBRAZ does not continue the provision found in the PDP Rural zone that allows for a building platform to be consented through a discretionary land use consenting process. Building areas are to be defined at the time of subdivision and then buildings managed through the RDA process as noted below. Where there are existing consented (registered) building platforms in the WBRAZ then any building thereon will still require consent as a RDA.
4. The WBLP replaces the PDP Rural Lifestyle and Rural Residential zones within the study area only. A minimum lot size of 4,000m<sup>2</sup> applies compared to the 2ha applied to the PDP Rural Lifestyle Zone and the 4000m<sup>2</sup> allowed for in the PDP Rural Residential zone.
5. All buildings in the WBRAZ and the WBLP would be subject to restricted discretionary activity consent. Compared to the PDP rural zone provisions no distinction is made between farm buildings or dwellings for the purposes of development controls.
6. Additional urban scale development is considered appropriate in two new precincts: the Ladies Mile Gateway Precinct (LMGP) and the Arrowtown Precinct (AP). Whether these areas should also be included within the PDP's Urban Growth Boundaries is left for the Council to determine, subject to finer grain assessments of infrastructure and other location specific factors and having regard to the PDP's overall growth management strategy. LMGP should be prioritised for development given its strategic location.
7. The LMGP could be established through a variation to the PDP or alternatively a Future Urban Zoning applied, however the latter approach will not deliver housing stock in a timely enough manner in our view.
8. Similar options to the LMGP apply to the AP area. The precinct will enable residential growth through provision of a range of housing opportunities in an area close to the main Arrowtown centre. New provisions need to be formulated that provide for and enable a mix of building forms and housing options. Integrated Residential Developments should be fostered by the provisions (as for LMGP). A structure planning type process is needed to develop suitable roading layouts, address landscape and amenity issues, staging and infrastructure, land ownership nuances and explore how to best stimulate development uptake.
9. Key provisions for the LMGP include a 75m building setback from Ladies Mile Highway, all buildings being RDA and enabling Integrated Residential developments as a RDA. For Integrated Residential developments, a key trigger could be that at least 25 units have to be proposed with at least 50% of those being 2 bedrooms and the rest a mix provided there were no more than 20% at 3 bedrooms and above. Minimum green area ratios (40%) and maximum permitted activity coverage (50%) limits need to be applied. Variations to the development control standards should be as a RDA. Up to two dwellings would be provided for as a permitted activity-subject to threshold coverage and gfa standards. All subdivision creating vacant lots would be a DA. The provisions should also provide for subdivision around approved development as a RDA.
10. In the WBRAZ and the WBLP, the residential flat PA provision enabled in the PDP should be replaced by provision for a second dwelling (residential unit) as a PA. That second dwelling

must be integral to the main dwelling, have a maximum gfa of 150m<sup>2</sup> and not result in the site coverage exceeding the suggested 500m<sup>2</sup> permitted activity development control threshold. Where the site coverage (in the above context) is not met, consent as a discretionary activity is required. Where the second dwelling/residential unit is proposed to be physically separate from the primary dwelling, consent is required as a non-complying activity

11. In the WBRAZ and the WBLP any increase in site coverage beyond the permitted activity threshold will require consent as a discretionary activity.
12. In the WBLP, the LMGP and the AP, a new provision (that is not in the relevant PDP zones) is proposed that provides for 'Integrated Residential developments' as a discretionary activity. That approach enables a comprehensive residential development process for lots over 4ha in size and does not set maximum density thresholds, rather is driven through a design led assessment process with key outcomes being retention of landscape character and amenity. Clustered forms of housing development may emerge through the use of this provision.
13. As a result of the shift away (to RDA) from the PDP provisions that enabled buildings as a permitted activity, new assessment criteria need to be formulated that ensure the development control process achieves consistency of outcomes and reflects the landscape values associated with the Basin. There will be a need to distinguish between the nuances of the WBRAZ and the WBLP in terms of landscape and amenity values.

## 8.0 Planning Recommendations

- 8.1 We note at the outset that a Plan Variation is likely to be needed to give effect to our recommendations. That is a decision that the Council must make.

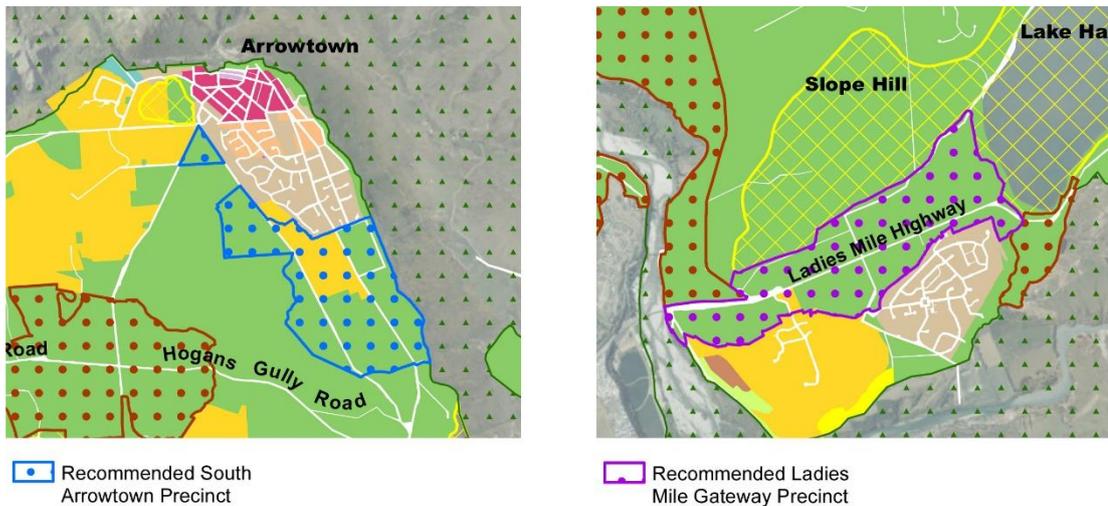
### Mapping

- 8.2 Drawing from the findings of our rural landscape character assessment and review of the landscape/planning reports and evidence, it is our recommendation that the zoning strategy throughout the study area is structured as depicted on **Appendix I Figures 72-76**. This strategy introduces the zone and precinct 'hierarchy'. For completeness, two versions of our recommended zoning strategy have been prepared addressing the suggested outcome assuming: a) the SHAs are implemented; and b) the SHAs lapse.
- 8.3 In summary, the areas where the Wakatipu Basin Rural Lifestyle Precinct is to be applied correspond to LCUs with a rating of **Moderate-High or High**. In our opinion, this is considered to be an appropriate threshold for (potential) upzoning as additional development within the remaining units runs the risk of detracting from the amenity values of the Basin, undermining the impression of informal nodes of rural residential development interspersed with swathes of more open rural areas and/or detracting from the neighbouring ONFL context.

### Application of Urban Growth Limits

- 8.4 Whether or not the Urban Growth Limits should be extended to Arrowtown Precinct and Ladies Mile Gateway Precinct, is a matter that can be resolved once the primary decisions around our recommendations are made.

- 8.5 Assuming the SHAs at Ladies Mile Highway and south of Arrowtown are developed, a precinct overlay should be applied to Arrowtown and Ladies Mile to give certainty as to their suitability for future urban development. The application of urban zoning (and the applicability or not of Urban Growth Limits) will require a more fine-grained consideration of matters which can only be progressed through a structure plan process.
- 8.6 The precinct provisions should indicate that those areas should be zoned medium density or low density residential or a mix of the two (noting we consider achieving a higher yield is preferable given growth projections) with the requirement for development in the area to be structure planned to achieve an integrated development outcome that addresses matters such as amenity, landscape, infrastructure and roading (for example, the establishment of robust defensible edges at Arrowtown and a 75m building setback at Ladies Mile.)



## Recommended Zoning Provisions

- 8.7 We note that where we reference notified PDP rules by number in relation to any recommended changes, those rules will in the case of the WBLP become new rules for that new Precinct and will obviously have different numbering sequences. There also will be consequential numbering changes for the WBRAZ provisions as the PDP rural zone rules will no longer apply but form a base from which to formulate the new WBRAZ rules.

## Wakatipu Basin Rural Amenity Zone (WBRAZ)

- 8.8 Renaming (and amended spatial extent of) an underlying rural zone as the Wakatipu Basin Rural Amenity Zone (WBRAZ). This zone defines the primary policy matters associated with the identified character and amenity values of the Wakatipu Basin ‘rural’ area. This zone’s objectives and policies will become base guidance for assessing any resource consent application coupled with the additional provisions related to any Precinct within which any land may be located.
- 8.9 Establishing a minimum lot size of 80ha for that zone. All subdivisions in this zone should require consent as a discretionary activity including boundary adjustments except where the minimum lot size is not met then a non-complying activity should be required. These provisions are formulated in order to maintain the identified character and amenity associated with the zone and effectively limits further subdivision in the zone to a minimum (given the low number of lots in the WB study area of over 160ha).

- 8.10 Building platform areas should be addressed through the subdivision process and no longer be provided for as a discretionary activity as per notified PDP Rule 21.4.9.
- 8.11 We concur with proposed Rule 27.5.17 (s42a report) that subdivision of a residential flat should be a non-complying activity. That same activity status should apply if second dwellings are consented for any lot.
- 8.12 The residential flat permitted activity provision should be replaced by provision for a second dwelling (residential unit) as a permitted activity but only where:
- a. maximum gfa (excluding a garage or carport) is 150m<sup>2</sup>  
and
  - b. where that residential unit is integral with the main dwelling  
and
  - c. where the permitted activity site coverage is met.
- 8.13 Where the site coverage (in the above context) is not met, consent as a discretionary activity should be required.
- 8.14 Where the second dwelling/residential unit is proposed to be physically separate from the primary dwelling, consent is required as a non-complying activity.
- 8.15 The above recommendation is based on:
- a. the lack of distinction on an effects basis between a residential flat and a residential unit especially where the Councils latest suggestion for a 150m<sup>2</sup> maximum area threshold is taken into account, and
  - b. the intent that the focus in the zone is around the management of buildings in the landscape and that the erection of multiple buildings distributed over a site is contrary to achieving the landscape driven outcomes that the zone supports.
- 8.16 We also note that given our suggested maximum lot coverage permitted activity standard [500m<sup>2</sup> in the WBRAZ and 15% or 500m<sup>2</sup> whichever is the lesser in the WBLP] that for the WBRAZ any new farm buildings, even if a permitted activity as to use, will require consent as a discretionary activity if residential dwellings and/or farm buildings together already take up or exceed 500m<sup>2</sup> of coverage. We see little reason to distinguish between the use of buildings for the purpose of control of bulk and form given the underlying amenity and character values of the WBRAZ and noting the lack of productive land use drivers in the WBLP area and in much of the WBRAZ area.
- 8.17 *While the same provisions can apply to both the WBRAZ and the WBLP, the assessment criteria for the Precinct zone should set up higher level tests for buildings, especially where coverage is proposed to be increased over the permitted activity standard, given the smaller lot sizes enabled in the zone. However, that is tempered by the fact that there are also many smaller sites in the WBRAZ and similar assessment needs will apply there in relation to smaller lots.*
- 8.18 Rule 21.4.7 should be altered so it provides for the construction of any new or alteration to existing buildings (including farm buildings) as a restricted discretionary activity.

- 8.19 Rule 21.4.17 (noting the Council's proposed amendments) should be amended to remove the requirement to link cafes and restaurants to a winery complex in a vineyard, but remain a discretionary activity with appropriate landscape assessment criteria (increased opportunity for tourism/employment related activities in the rural zone).
- 8.20 Rule 21.5.14 and 21.5.15 need removal and replacement by rules relating to making all buildings (and structures) restricted discretionary activities.
- 8.21 Rule 21.5.16 should be amended to become a site coverage standard and provide that (existing + proposed) site coverage over 500m<sup>2</sup> requires consent as a discretionary activity.
- 8.22 Following from the above recommendations, farm buildings can also be addressed as part of the RDA control for any building. Thus Rule 21.5.19 can be deleted.
- 8.23 The standards for height should be merged into a single rule and still can differentiate between farm building and dwelling heights.
- 8.24 The assessment criteria need to be reviewed when formulating a comprehensive set of planning provisions for WBRAZ and reflecting the purposes of the zoned area (character and amenity protection and enhancement).

### Wakatipu Basin Lifestyle Precinct (WBLP)

- 8.25 The objectives and policies for the WBRAZ will continue to apply to this precinct.
- 8.26 We have noted the recommended changes to the subdivision provisions in the relevant s42A report and in order to align the subdivision provisions with the recommended changes to the land use provisions herein we consider that the use of any controlled activity process for subdivision (including boundary adjustments at 27.5.3 – s42A report) should be terminated and replaced by an appropriate hierarchy with boundary adjustments being RDA for example. For the WB study area, we consider that the default subdivision activity status should remain as discretionary except where otherwise provided for in the rules for the WB specific zones. On that basis, we disagree with the suggestion in the s42A report that subdivision in the rural residential and rural lifestyle zones should be a restricted discretionary activity. In the WB area in our view subdivision should be a discretionary activity particularly given the recommendations we make in regards to the WBRAZ and the WBLP and its location and extent.
- 8.27 As noted above subdivision should be a discretionary activity with building platform areas being defined at the time of subdivision rather than through the current discretionary approach (PDP Rule 22.4.3.3). The subdivision rules should require adequate information that substantiates that the proposed lots are able to be built on and building areas (as per PDP rule 27.5.1.2 – 30m x 30m) should be identified and locked in through consent notices in order to assist in addressing cumulative effects. That would also mean the suggested provisions below for second dwellings are reinforced in relation to avoiding any potential for buildings to be dispersed over a site.
- 8.28 Reflecting in part the Council's s32AA report, visitor accommodation should simply be a discretionary activity anywhere in the WBLP (PDP Rule 22.5.13 should be amended).
- 8.29 There should be specified maximum [permitted activity] site coverage in the WBLP which could be 15% of net site area or 500m<sup>2</sup> whichever is the lesser. Any proposed variation to that standard should be a discretionary activity in the WBLP given the importance of addressing cumulative building form, location and scale.

- 8.30 The residential flat permitted activity provision should be replaced by provision for a second dwelling (residential unit) as a permitted activity but only where:
- a. maximum gfa (excluding a garage or carport) is 150m<sup>2</sup>  
and
  - b. where that residential unit is integral with the main dwelling  
and
  - c. where the permitted activity site coverage is met.
- 8.31 Where the site coverage (in the above context) is not met, consent as a discretionary activity is required.
- 8.32 Where the second dwelling/residential unit is proposed to be physically separate from the primary dwelling, consent is required as a non-complying activity.
- 8.33 The above recommendation is based on;
- a. the lack of distinction on an effects basis between a residential flat and a residential unit especially where the Councils latest suggestion for a 150m<sup>2</sup> maximum area threshold is taken into account, and
  - b. the intent that the focus in the zone is around the management of buildings in the landscape and that the erection of multiple buildings distributed over a site is contrary to achieving the landscape driven outcomes that the zone supports.
- 8.34 We also note that given our suggested maximum lot coverage permitted activity standard [500m<sup>2</sup> in the WBRAZ and 15% or 500m<sup>2</sup> whichever is the lesser in the WBLP] that for the WBRAZ any new farm buildings, even if a permitted activity as to use, will require consent as a discretionary activity if residential dwellings and farm buildings together already take up or exceed 500m<sup>2</sup> of coverage. We see little reason to distinguish between the use of buildings for the purpose of control of bulk and form given the underlying amenity and character values of the WBRAZ and noting the lack of productive land use drivers in the WBLP area and in much of the WBRAZ area.
- 8.35 While the same provisions can apply to both the WBRAZ and the WBLP the assessment criteria for the Precinct zone should set up higher level tests for buildings especially where coverage is proposed to be increased over the permitted activity standard given the smaller lot sizes enabled in the zone. However, that is tempered by the fact that there are also many smaller sites in the WBRAZ and similar assessment needs will apply there.
- 8.36 In terms of facilitating appropriate development in the Wakatipu Basin Rural Lifestyle zone as proposed, we also recommend the introduction of a discretionary activity process that allows for comprehensive developments on sites greater than say 4ha, where the key driver (achieved through assessment criteria) for built form and landscape outcomes is not focussed on density, but rather emphasises achievement of appropriate built form and development layouts, landscape character retention and enhancements, and retention of amenity. Any such proposals should be subject to standard s95 assessments. Such proposals should be required to include a concurrent subdivision application in order to achieve integrated outcomes and enable use of consent notices as needed. As noted in the landscape assessment in units where there is an existing sense of openness, it is recommended that clustering is considered as a potentially appropriate way of integrating additional

development. This is an approach that is evident in many successfully integrated developments throughout the basin (02 Fitzpatrick Basin, 15 Hogans Gully, 17 Morven Ferry).

- 8.37 Where lots have multiple zonings applying, a rule needs to be inserted addressing how the separate zoning provisions apply. That also needs to be addressed in the subdivision rules. An example of that approach is the HGI Plan where it states “A subdivision application may propose to create a new site which is affected by two or more ‘land unit’ classifications. Where this occurs, the proposed site is required to meet the subdivision rules for the land unit which covers the greatest part of the proposed site”. This matter needs further examination and will be addressed fully in the final report.
- 8.38 The assessment criteria need to be reviewed when formulating a comprehensive set of planning provisions for WBLP and reflecting the changes to the extent of the zoned area.

### Arrowtown Precinct and Ladies Mile Gateway Precinct

- 8.39 A precinct overlay should be applied to Arrowtown and Ladies Mile to give certainty as to their suitability for future urban development. The application of urban zoning (and the applicability or not of Urban Growth Limits) will require a more fine-grained consideration of matters which can only be progressed through a structure plan process (only if the SHAs at Ladies Mile Highway and south of Arrowtown are developed).
- 8.40 The precinct provisions should indicate that those areas should be zoned medium density or low density residential or a mix of the two (noting we consider achieving a higher yield is preferable given growth projections) with the requirement for development in the area to be structure planned to achieve an integrated development outcome that addresses matters such as amenity, landscape, infrastructure and roading. (For example, the establishment of robust defensible edges at Arrowtown and a 75m building setback at Ladies Mile.)

### Special Zones

- 8.41 The existing Special Zones in the Basin should remain unchanged.
- 8.42 We note that we specifically do not reference any individual submission or relief sought in this report, as the recommendations we make simply form guidance for the Council and ultimately (depending on the Council’s response to this report) the Hearings Panel, which may or may not enable those parties to reach appropriate findings on individual submissions.

## 9.0 Development Capacity

- 9.1 The potential capacity for additional dwellings development within the study area has been estimated only for the land areas subject to the recommended policy and development control framework outlined above<sup>6</sup>.
- 9.2 Refer **Appendix L** for results by zoned area and the assumptions applied in the GIS capacity analysis. The analysis suggests capacity for an additional total 9,400 to 14,300 dwellings (the range determined

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<sup>6</sup> Note it is outside the scope of this report to develop capacity estimates for the entire study area; its focus is on the specific areas identified as having capacity to absorb further development (that are currently zoned Rural, Rural Residential, or Rural Lifestyle).

by alternate density standards) could be enabled by the proposed zoning recommendations (refer **Table 3**). These figures are indicative only and it is noted that no allowance has been made for:

- Loss of subdividable 'land' due to internal roads or accessways or topographical, vegetation, or geotechnical constraints on subdivision or land development – which could reduce potential yield by say 20-30%.
- The potential for two dwellings to occupy a single permitted residential building (e.g. flat/minor unit) which would increase potential yield- even though not separable through subdivision.

**Table 3: Recommended Zoning Approach: Theoretical Additional Dwellings Capacity**

Zone	Additional dwellings <sup>1</sup>
Wakatipu Basin Rural Amenity	265
Ladies Mile Gateway Precinct	3,626 - 6,610
Arrowtown Precinct	2,288 - 4,129
Wakatipu Basin Lifestyle Precinct	3,231
Large Lot Residential	24
<b>Total</b>	<b>9,434-14,259</b>

<sup>1</sup> Zones with range estimates reflect alternative 'low' and 'medium' density standards (250m<sup>2</sup> and 450m<sup>2</sup> respectively)

- 9.3 The total additional capacity of 9,000 to 14,000 dwellings should be interpreted as theoretical 'zone enabled' capacity based purely on gross zoned land area. Allowing for a reduction in the effective developable land area by 30% (e.g. for roading and reserves) suggests maximum capacity would be in the order of 6,600-10,000 dwellings.
- 9.4 The capacity estimates do not presume that network infrastructure capacity is available in the WB study area (i.e. roading or water / wastewater / stormwater) to service that capacity.
- 9.5 The majority of additional dwellings capacity is within the proposed precinct zones, and we note in particular, that all such capacity in the Ladies Mile Precinct and Arrowtown Precinct (i.e. areas subject to the low or medium density standards) would likely be dependent on the ability to connect to main trunk water and wastewater infrastructure.
- 9.6 Furthermore, the capacity estimates do not have regard to market feasibility factors such as landowner willingness to develop, or consideration of the expected costs of site development relative to section or house sales prices.

## 10.0 Conclusions

- 10.1 Based on our landscape character assessment of 25 defined areas in the WB study area we recommend that the PDP's zoning framework for this area be revised by applying four new 'zones' (being the proposed use of three new Precincts as overlays on an underlying new WBRAZ) to supersede current zonings in the PDP. The recommended framework is designed to consolidate the established pattern of rural, rural residential and urban land-use in the study area, and refine the legibility/spatial demarcation of the landscape character units.
- 10.2 Our research and analysis relating to the WB study area has led to a number of outcomes, including:
- a. Re-definition of 25 distinguishable landscape units and establishing their capability to absorb additional development; and
  - b. Recommendations for a zoning strategy comprising the WBRAZ (as the primary zone – but excluding existing Special Zones) complemented three distinctive Precincts [as overlays on top of the WBRAZ] being the WBLP, the AP and the LMGP.
- 10.3 Those recommended changes go hand in hand with a range of more detailed recommendations around the specific nature of appropriate planning provisions including:
- a. the need for all buildings to be managed through a restricted discretionary activity process;
  - b. methods for providing for a second dwellings on a site (and removing the PDP's residential flat approach);
  - c. the need for basic lot coverage controls; and
  - d. the need for a minimum lot size in the WBRAZ; and
  - e. an overall focus on shifting the PDP provisions into a new paradigm where the consenting processes around buildings (where all buildings require consent as restricted discretionary activities unless other rules deliberately alter that status) becomes a primary tool in maintaining and enhancing the identified character and amenity values associated with the WB area.

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