

QLDC Council
2 June 2022

Report for Agenda Item | Rīpoata moto e Rāraki take [8]

Department: Planning & Development

Title | Taitara: Variation to Proposed District Plan chapters in relation to Chapter 44 – Coneburn Industrial Zone and associated changes to relevant district-wide chapters

PURPOSE OF THE REPORT | TE TAKE MŌ TE PŪRONGO

- 1 The purpose of this report is to request that the Council approve the notification of a variation to Chapter 44 - Coneburn Industrial Zone and an associated variation to Chapter 27 – Subdivision.
- 2 Variations to the district wide chapters of the Proposed District Plan (PDP), as listed below, are also proposed in order to identify the Coneburn Industrial Zone within their overall management framework:
 - Chapter 25 (Earthworks);
 - Chapter 29 (Transport);
 - Chapter 31 (Signs); and
 - Chapter 36 (Noise)

EXECUTIVE SUMMARY | WHAKARĀPOPOTOTANGA MATUA

- 3 Chapter 44 of the PDP contains objectives, policies and rules controlling land use and development within the Coneburn Industrial Zone. The Coneburn Industrial Zone is a special purpose industrial zone intended to provide for the establishment and operation of Industrial and Service activities.

District-wide variations

- 4 However, in making their recommendations on Chapter 44, as part of Stage 1 of the PDP, the Independent Hearings Panel (IHP) did not undertake any associated variations to identify controls for the Coneburn Industrial Zone within relevant district wide chapters of the PDP, including Chapter 25 (Earthworks), Chapter 29 (Transport), Chapter 31 (Signs) and Chapter 36 (Noise).
- 5 In the absence of these relevant district wide provisions, the Council is not able to control a range of potential land use and development activities within the Coneburn Industrial

Zone. This has the potential to give rise to a range of unintended adverse social, economic and environmental effects, and cause inefficiencies for plan users and potential future landowners and/or occupiers within the Zone.

- 6 To avoid these potential adverse effects and inefficiencies it is recommended that the following variations be undertaken:
 - Chapter 25 (Earthworks) – identify a maximum permitted volume of earthworks that can be undertaken within the Zone;
 - Chapter 29 (Transport) – identify a requirement for activities within the Zone to provide off-street loading areas and note the need to meet the parking requirements for any activities ancillary to Industrial and Service activities;
 - Chapter 31 (Signs) – identify appropriate activity statuses for signs within the Zone; and
 - Chapter 36 (Noise) – identify noise limits for activities operating within the Zone, and mechanical ventilation requirements for activities that contain critical listening environments.

- 7 It is also recommended to undertake other minor changes to Chapter 44 and Chapter 27 in order to improve the clarity and intent of its existing provisions and more closely align the provisions with the overall strategic intent of the PDP. These include:
 - Identifying Residential Visitor Accommodation (RVA) and Homestay activities as being prohibited activities within the Zone alongside the existing prohibition of Visitor Accommodation activities; and
 - Amending the language used in the provision controlling custodial units to more accurately portray the application of the definitions for Residential Flat and Residential Unit;
 - Changes to Building Coverage to amend the permitted coverage rules.
 - Amending Rule 27.7.7.3 to reflect that it is no longer acceptable to construct a priority T intersection to service this type of development, and a roundabout is required, as confirmed by Waka Kotahi.

- 8 The proposed variation also involves a small number of other changes to Chapter 44 which do not substantially change the overall intent or purpose.

RECOMMENDATION | NGĀ TŪTOHUNGA

That Council:

1. **Note** the contents of this report.
2. Having particular regard to the section 32 evaluation report, **approve** pursuant to clauses 5 and 16A of the First Schedule of the Resource Management Act 1991 to notify the following variation and consequential variations to the Queenstown Lakes Proposed District Plan:
 - a. Chapter 25 Earthworks
 - b. Chapter 27 Subdivision
 - c. Chapter 29 Transport
 - d. Chapter 31 Signs; and
 - e. Chapter 36 Noise
 - f. Chapter 44 Coneburn Industrial Zone
3. **Authorise** the Manager Planning Policy to make minor edits and changes to the provisions to be varied and section 32 report to improve clarity and correct errors and to notify the variation in accordance with clause 5 of the First Schedule of the Resource Management Act 1991.

Prepared by:

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10/05/2022

Reviewed and Authorised by:

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11/05/2022

CONTEXT | HOROPAKI

Staged PDP review

- 9 The Operative District Plan (the ODP) is being reviewed in stages. At this point the reviewed part of the ODP (referred to as the Proposed District Plan) contains new and revised provisions within 44 new chapters that apply to 99.8% of the land in the district.
- 10 The land subject to the Coneburn Industrial Zone was reviewed as part of Stage 1 and initially notified as being located within the Rural Zone. A submission was received on Stage 1 requesting that this land be rezoned within the ODP as Industrial B Zone. In May 2018 the Independent Hearings Panel resolved that this submission be accepted in part, and that the subject land be re-zoned 'Coneburn Industrial'¹. The Coneburn Industrial Zone now comprises Chapter 44 of the PDP and is not subject to any appeals.
- 11 In making their recommendations on Chapter 44, as part of Stage 1 of the PDP, the Independent Hearings Panel (IHP) did not undertake any associated variations to identify controls for the Coneburn Industrial Zone within relevant district wide chapters of the PDP, including Chapter 25 (Earthworks), Chapter 29 (Transport), Chapter 31 (Signs) and Chapter 36 (Noise):
 - Chapter 36 (Noise) was notified as part of Stage 1 of the district plan review. The IHP's recommended decision on Chapter 36 was also released in May 2018.
 - Chapter 25 (Earthworks), Chapter 29 (Transport) and Chapter 31 (Signs) were notified as part of Stage 2 of the district plan review. The IHP released their recommended decisions on Stage 2 topic in March 2019.
- 12 In the absence of these relevant district wide provisions, the Council is unable to control a range of potential land use and development activities within the Coneburn Industrial Zone. This has the potential to give rise to a range of unintended adverse social, economic and environmental effects, and cause inefficiencies for plan users and potential future landowners and/or occupiers within the Zone.
- 13 Stage 3 review topics were notified in September 2019. This included a new Chapter 18A (General Industrial Zone (GIZ)) which rationalises the approach to managing industrial land within the District. The proposed GIZ seeks to address wide ranging issues, including weaknesses within the ODP which have facilitated the use of industrially zoned land for non-industrial land uses.

Appeals

- 14 There are a number of outstanding appeals related to Stage 1 and Stage 2 topics of the PDP, including on Chapter 25 (Earthworks), Chapter 29 (Transport) and Chapter 31 (Signs) They are not relevant to this proposal.

¹ Para 244, IHP Report 17-8

- 15 The active appeals on the Chapter 25 relate to the Wakatipu Basin and the Victoria Flats Zone and therefore are not relevant to this proposal. The active appeals on Chapter 29 and 32 again relate to the Victoria Flats Zone.
- 16 Although an appeal was received on Chapter 44, it has since been withdrawn. As such, the Coneburn Industrial Zone can now be treated as operative.

Site Background

- 17 The Coneburn Industrial Zone covers a discrete area of land, approximately 114 Ha in area situated on the Kingston Highway (State Highway 6/SH6) (see Figures 1 and 2 below). It is located to the south of the Remarkables ski field access road and across SH6 to the east of the Jacks Point Zone.
- 18 The Coneburn Industrial Zone is shown in pink. For clarity, the Jacks Point Zone is shaded bright yellow and the Rural Zone is shaded light yellow.

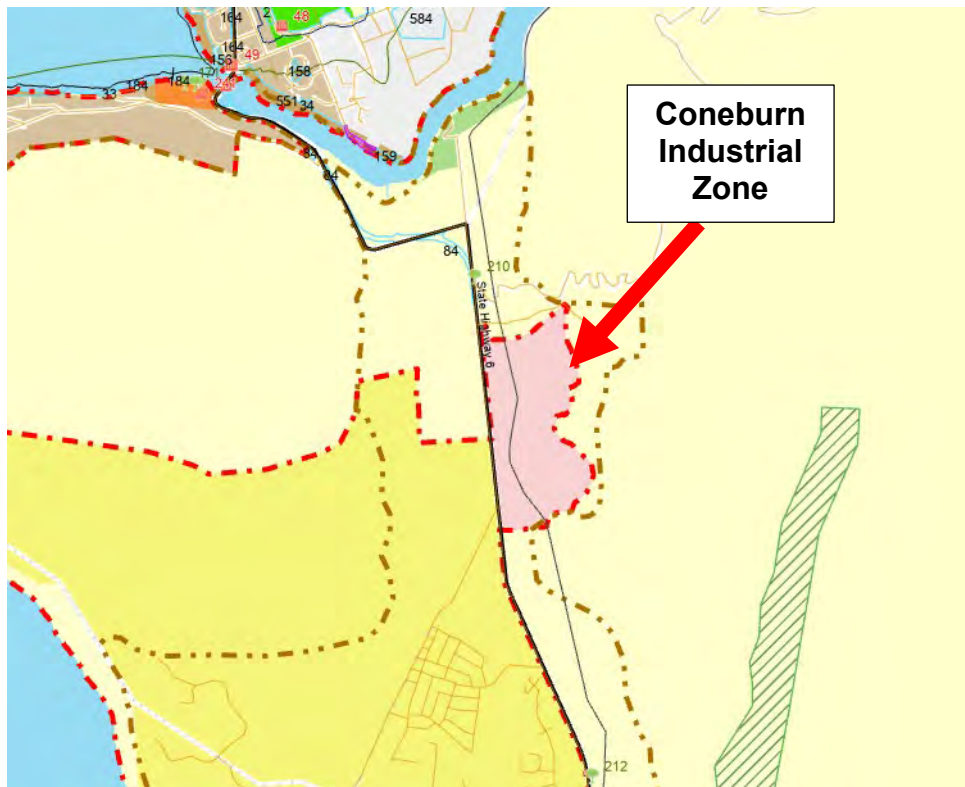


Figure 1: PDP Stage 1, 2 & 3 decisions zone map



Figure 2: Aerial imagery showing the extent of the Coneburn Industrial Zone (blue line) and the existing quarry operations.

- 19 Although Chapter 44 is now treated as operative, some of the subject land is currently being used in association with a working quarry operation. It is not clear when, or if, the land will in fact be developed in accordance with the provisions of Chapter 44. The quarrying is expected to continue for the foreseeable future, both to exercise those rights afforded by the existing consented quarry, and to sufficiently prepare the land to accommodate urban development in accordance with the landscape and visual amenity protections set out in Chapter 44.
- 20 Given that the Zone is not yet ready for urban development, the current lack of district wide provisions described in this report has little immediate material consequence. It is therefore appropriate to resolve the present lack of district wide provisions in time for development opportunities be given effect to in the Zone.
- 21 The Coneburn Industrial Zone is known to be subject to a range of natural hazards. The Council’s natural hazard maps illustrate a range of hazards being present across the Zone consistent with those identified in the abovementioned assessment. An assessment of natural hazards the Zone was undertaken by Tonkin & Taylor (**Attachment I**) as part of a past resource consent process. This assessment investigated the presence of landslide

movement, rockfall, liquefaction, stability of cut and fill on the quarry, and flooding². Further natural hazard reports have been undertaken by Geosolve and Golder Associates (**Attachments G & H**), to a level of detail suitable for a plan variation. The findings are discussed in paragraphs 68-71 of this report.

The Coneburn Industrial Zone

22 The purpose of the Coneburn Industrial Zone is set out at 44.1 of Chapter 44:

The Coneburn Industrial Zone provides for industrial and service activities. Conversely, standalone offices, residential and almost all retail uses are excluded within the zone in order to ensure that it does not become a mixed-use zone where reverse sensitivity issues and land values make industrial and service activities unviable within the zone.

23 The intent set out within 44.1 is conveyed throughout the remaining objectives, policies and rules of Chapter 44. Overall, they seek to provide viable sites for the establishment and operation of Industrial and Service activities. The provisions provide scope for limited ancillary office and retail activities which are associated with activities permitted within the Zone.

24 The Coneburn Industrial Zone is set amongst the Rural Zone and adjoins the Remarkables Mountain Range classified as an Outstanding Natural Landscape (ONL). Landscape values were considered by the IHP in their decision report for the Zone. On balance, the IHP considered that the resultant landscape related effects of the proposed urban zone to be acceptable³. However, the unique location of the Zone set amongst an ONL and surrounding rural setting, is recognised through Objective 44.2.2 and Policies 44.2.2.1 and 44.2.2.3 which outline that it is required to fit into the surrounding landform and that any resulting visual effects be mitigated through the use of landscaping and revegetation.

25 The Zone's ecological value was highlighted through PDP review proceedings. It was emphasised that policy and rules promoting the retention and enhancement of existing ecological values, restoration of ecologically appropriate forest and control of exotic weeds were necessary, given the extensive loss of indigenous cover from the land environments within which the Zone sits⁴. As a result, a range of provisions has been included in Chapter 44 relating to the restoration and enhancement of ecological values within the Zone.

General Industrial and Service Zone (GISZ) – Chapter 18A

26 The General Industrial and Service Zone (Chapter 18A) was notified as part of Stage 3 of the district plan review. It contains a new suite of objectives, policies and rules for managing land use and development within the District's industrially zoned land.

² Para 178, Report 17-8

³ Para 227, Report 17-8

⁴ Para 206, Report 17-8

- 27 The GISZ has a direct focus on the provision of sites for the establishment and operation of Industrial and Service activities. It seeks to enable activities that promote the long-term viability of the District’s industrial economy, including the provision of limited Office, Retail and Commercial activities which directly support an Industrial and Service activity. It excludes a range of activities which have the capability to adversely affect the operation of existing Industrial and Service activities or reduce the availability of sites within the Zone for the establishment of new Industrial and Service activities.
- 28 Overall, the GISZ takes on a similar approach to managing the finite availability of industrially zoned land as that set out within Chapter 44 for the Coneburn Industrial Zone.
- 29 The Council’s proposed approach to the GISZ review recognises some short falls in the long-term supply of industrially zoned land within the Wakatipu Ward as required by the National Policy Statement for Urban Development 2020 (NPS-UD). However, the notified General Industrial Zone (now GISZ) did not identify materially significant new areas of industrial land. It is considered strategically more efficient and effective to enable the Council’s Future Development Strategy (FDS) to identify potential future sites for commercial zoning, including for industrial purposes.
- 30 The GISZ contains a number of variations to district wide chapters to ensure it was appropriately identified within the PDPs overall framework. These variations have formed key considerations in regard to the Coneburn Industrial Zone variations subject to this report. Given the similarities between the GISZ and the Coneburn Industrial Zone, attempts have been made to align the two proposed management approaches.

ANALYSIS AND ADVICE | TATĀRITANGA ME NGĀ TOHUTOHU

- 31 These variations have been developed in conjunction with a planner representing the landowners. Council met with the Consultant (Nick Geddes) acting for the landowners at the site in April 2021. The proposed changes have been endorsed by the landowners. Contact has occurred in May 2022 to update the Mr Geddes and landowners, that the variations are to be brought before Full Council on 2 June 2022 for approval for notification.

VARIATIONS TO DISTRICT WIDE CHAPTERS

Variation to Chapter 25 (Earthworks)

- 32 Chapter 44 itself does not contain any specific provisions limiting the volume of earthworks that can take place within the Coneburn Industrial Zone. Table 25.2 of Chapter 25 sets out maximum earthworks volumes across the District’s PDP zones.⁵ Similarly, no volume limits are provided within Table 25.2 for the Coneburn Industrial Zone. Given this, any volume of earthworks may be undertaken within the Zone. The absence of such a

⁵ Note that a number of zones are not incorporated into the PDP framework as they have not yet been reviewed. Land use, subdivision and development activities within these as yet un-reviewed zones are still contained within the ODP. Earthworks within these ODP zones are controlled by provisions within the ODP earthworks chapter (Section 22).

threshold means that otherwise compliant activities involving earthworks from being assessed for potential adverse effects.

- 33 Earthworks which do not comply with the maximum volumes set out within Table 25.2 require a restricted discretionary activity resource consent. A number of the matters of discretion associated with such breaches are relevant considerations within the Coneburn Industrial Zone.
- 34 Matter of discretion 25.7.1.1 enables the consideration of *soil erosion, generation and run-off of sediment*. These are important considerations for earthworks related activities within the Zone on account of its ecological values. These values are safeguarded by specific provisions within Chapter 44⁶ which seek to secure the restoration and enhancement of ecological values within the Zone. It is important that a maximum earthworks volume trigger is identified within Chapter 25 for the Coneburn Industrial Zone as uncontrolled volumes of earthworks can cause soil erosion, generation and sediment run-off that may result adverse effects on these ecological values.
- 35 Matter of discretion 25.7.1.2 enables the consideration of *landscape and visual amenity*. These are also important considerations for earthworks in the Zone on account of the direction provided within Chapter 44 that the Zone fit into the surrounding landform and that any resulting visual effects be mitigated. Uncontrolled quantities of earthworks may result in adverse visual effects being experienced beyond the boundaries of the Zone. It may also result in adverse amenity related effects within the Coneburn Industrial Zone, being an urban environment that is intended to facilitate business and employment.
- 36 Matter of discretion 25.7.1.8 enables the consideration of *natural hazards*. Uncontrolled volumes of earthworks may result in adverse effects on the nature and scale of natural hazard risk to people and property within the Coneburn Industrial Zone. This is therefore a relevant and important consideration given the presence of multiple natural hazards across the Coneburn Industrial Zone.
- 37 An absence of control over earthwork volumes is generally considered inconsistent and inefficient in terms of the overall form and intent of the PDP.
- 38 Taking into account the above, it is proposed that a maximum earthworks volume of 500m³ be introduced for the Coneburn Industrial Zone within Table 25.2. This volume is consistent with the permitted volume for other commercial zones in the district and is the same volume provided for within the GISZ, and the other zones listed in Table 25.2 below.

	Table 25.2 - Maximum Volume	Maximum Total Volume
25.5.5	Queenstown Town Centre Zone Wanaka Town Centre Zone Local Shopping Centre Zone Business Mixed use Zone Airport Zone (Queenstown) Millbrook Resort Zone Gibbston Valley Resort Zone	500m ³

⁶ Note Rules 44.4.8(b), 44.5.1 and 44.5.2 of Chapter 44

	General Industrial and Service Zone Three Parks Commercial and Three Parks Business Rural Visitor Zone <u>Coneburn Industrial Zone</u>	
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Variation to Chapter 29 (Transport)

- 39 Chapter 29 addresses most transport matters applicable to the Coneburn Industrial Zone, including parking requirements for Industrial and Service activities. However, there are two additional transport related matters relevant to the Zone not addressed in Chapter 29. These relate to loading spaces, and minimum parking requirements for activities ancillary to Industrial and Service activities.
- 40 Rule 29.5.10 sets out what zones are required to provide off-street loading spaces. The Coneburn Industrial Zone is not identified in this rule. Given the purpose of the Zone, it is anticipated that loading and unloading of vehicles will be a common and necessary occurrence. The absence of such off-street loading space may result in loading and unloading operations taking place within the road corridor, thereby impacting the safe and efficient operation of the transport network. Given this, it is considered necessary to identify the Coneburn Industrial Zone as being a location in which activities are expected to provide off-street loading spaces.
- 41 The Council’s proposed Chapter 18A (GISZ) specified the same variation to Chapter 29 as outlined above, and this variation would therefore achieve consistency across zones with similar functions.

Variation to Chapter 31 (Signs)

- 42 Chapter 31 does not currently contain any provisions controlling the nature and scale of signage within the Coneburn Industrial Zone.
- 43 The absence of provisions controlling signage within the Coneburn Industrial Zone may result in adverse environmental effects. The Zone is commercial in nature and signage is therefore a necessary and important element. In some cases, multiple businesses on single sites (including ancillary activities) may need to provide locational information, branding, and a certain level of self-promotion through the use of signage. There are examples of signage proliferation in other commercial and industrial locations within the District which has resulted in poor environmental outcomes in terms of visual amenity and signage legibility, which has had an overall detrimental impact to the safe and efficient movement of pedestrians and vehicles. A such, an unmanaged, unclear or overly permissive approach to signage is likely to result in cumulative adverse environmental effects within the Coneburn Industrial Zone.
- 44 It is the overall intent of the PDP to ensure signs within the District’s commercial purpose zones are appropriately managed in terms of their number, type, location, appearance and design. Therefore, the absence of signs provisions for the Coneburn Industrial Zone is inconsistent with the established approach within the PDP.

- 45 Taking these matters into account, it is considered appropriate to vary Chapter 31 to ensure signage provisions are explicitly set out for the Coneburn Industrial Zone. It is proposed to control signage in broadly the same manner as other commercial purpose zones in the District.
- 46 It is noted that decisions version of the GISZ accepted a submission seeking to identify a set of provisions in Chapter 31 controlling signage within the GISZ. The proposed variation to the CIZ would replicate these GISZ signage provisions, therefore promoting consistency across zones with similar functions.

Variation to Chapter 36 (Noise)

- 47 Chapter 36 does not currently control noise effects experienced either within or outside of the Zone.
- 48 Given that the Coneburn Industrial Zone is intended to provide for the establishment and operation of Industrial and Service activities, it is likely that the Zone will generate greater levels of noise than other similar commercial type zones. In the event that this noise travels beyond the boundaries of the Zone to other adjoining or nearby zones, such as the Rural Zone and Jacks Point Special Zone, owners and/or occupiers of properties within these zones may be adversely affected.
- 49 The absence of noise standards for the Coneburn Industrial Zone would be inconsistent with the approach taken for managing potential noise effects within the PDP.
- 50 As such, it is considered important that appropriate noise controls be provided in Chapter 36 which apply to activities undertaken within the Coneburn Industrial Zone.
- 51 It is proposed that a set of noise standards be introduced to Table 3 of Rule 36.6 to identify specific noise standards relating to activities within the Coneburn Industrial Zone. These standards would not control noise received within the boundaries of the Zone. They would however require noise from within the Zone which is received in any 'other' zone to meet the noise standards within these 'other' zones.
- 52 It is also proposed to identify the Coneburn Industrial Zone within Rule 36.7 controlling *ventilation requirements for other zones*. This Rule identifies ventilation requirements for 'critical listening environments' such as bedrooms and other environments used for high quality listening or communication to protect their function and to avoid reverse sensitivity effects on Industrial and Service activities. This proposed variation is considered appropriate as the Zone enables residential activities for custodial purposes as well as ancillary Office and Retail activities.
- 53 The GISZ includes variations identical to those subject to this report. The proposed variation would therefore facilitate consistency across zones with similar functions.

OTHER AMENDMENTS AND VARIATIONS

Custodial Units

54 Rule 44.4.9 provides for *custodial units* to be established within the Coneburn Industrial Zone as a discretionary activity. Chapter 2 (Definitions) does not provide a definition of custodial unit. As such, Rule 44.4.9 defers to the defined term of Residential Flat:

A single residential flat providing for the custodial management of an Industrial or Service activity and which complies with all of the following requirements...

55 However, the definition of Residential Flat requires the presence of a Residential Unit in the first instance i.e. a Residential Flat cannot exist in the absence of a Residential Unit. Chapter 44 does not enable Residential Units as Rule 44.4.19 identifies Residential Activities (other than those provided for in Rule 44.4.9) as prohibited. Given this, Rule 44.4.9 and Rule 44.4.19 are at odds, and effectively exclude the intent to provide for custodial units.

56 Further, the standards for custodial units as set out in Rule 44.4.9 clash with those very specific limits places on Residential Flats in Chapter 2.

57 As such, it is considered appropriate to replace the reference to Residential Flat in Rule 44.4.9 with Residential Unit. This would avoid the internal conflicts mentioned above while still retaining the strict limitations set out within Rule 44.4.9 for any proposed Residential Unit.

Visitor Accommodation

58 Rule 44.4.20 sets out that Visitor Accommodation activities within the Coneburn Industrial Zone are prohibited. While this is an appropriate activity status, the Rule does not appropriately identify the full range of related short term stay activities.

59 In particular, Rule 44.4.20 does not also identify Residential Visitor Accommodation (RVA) or Homestay activities as being prohibited within the Coneburn Industrial Zone. These terms were introduced to the PDP as part of Stage 2 of the district Plan review, after the IHPs recommended Chapter 44 was released. Given this, they have not yet been incorporated into Chapter 44.

60 Given that RVA and Homestay activities are not prohibited, they may be applied for as non-complying activities (subject to Rule 44.4.15), possibly in association with a permitted Residential Unit for custodial purposes.

61 Although the existing policy direction outlines that RVA and Homestay activities are not anticipated within the Zone, it is considered more effective and efficient to expressly prohibit these activities within Rule 44.4.20 along with Visitor Accommodation.

62 It is noted that the GISZ also prohibits RVA and Homestay activities. The proposed variation would therefore facilitate consistency across zones with similar functions.

Building Coverages

63 Landowners within the CIZ have sought to amend Chapter 44 to revert building coverages within the Zone to those originally sought when a roundabout was proposed at the

intersection of SH6 and Woolshed Road. This is in accordance with the planning framework when CIZ was to be accessed via the existing Priority T as well as a roundabout.

- 64 In Activity Area 1A, site coverage of between 30% and 40% is restricted discretionary in the current PDP, but the proposal would include that range within the permitted status (i.e. up to 40% would be permitted). In Activity Area 2A, site coverage between 35% and 65% is restricted discretionary, but the proposal would include that range within the permitted status (i.e. up to 65% would be permitted). The non-complying thresholds remain the same at 40% and 65% respectively.

Table 1. Current and Proposed Building Coverage Standards in the Coneburn Industrial Zone

Activity Area	Permitted	Restricted Discretionary	Non-Complying
Operative Building Coverages			
Activity Area 1A	Up to 30%	30 to 40 %	Above 40%
Activity Area 2A	Up to 35%	35 to 65 %	Above 65%
Proposed Building Coverages			
Activity Area 1A	Up to 40%	-	Above 40%
Activity Area 2A	Up to 65%	-	Above 65%

Expert Input for Building Coverage Variation

Ecology

- 65 Ecological input (**Attachment C**) observed no significant ecological values within in the affected area⁷. Significant replanting is already required in the Zone rules.

Landscape

- 66 An assessment of landscape and visual effects (**Attachment D**) rated adverse landscape effects associated with the proposal, including the roundabout, as very low.⁸ It is relevant to note that height limits have not changed as a result of the proposal.

Transportation

- 67 Transport network considerations⁹ (**Attachment E**) of increased building coverage have determined that the traffic generation from the proposed increased building coverage would be accommodated within the existing capacity for the State Highway link to Queenstown. The proposed roundabout is discussed in paragraphs 76-79 of this report.

⁷ Beale Consultants – Coneburn Industrial Zone Ecological Peer Review

⁸ Bridget Gilbert Landscape Architecture – Coneburn Industrial Zone: Landscape & Visual Effects

⁹ Stantec Technical Review Coneburn Industrial Review – Change to Land Use Coverage

Natural Hazards

68 Report 190413 dated September 2019 by Geosolve¹⁰ (**Attachment G**) presents the results of a geotechnical investigation that assessed the following natural hazard risks within the Coneburn Industrial Zone.

69 A summary of the findings follows:

- Nil to extremely low risk from the mapped landslide feature adversely affecting the stability of the zone.
- The review confirmed there is a low to moderate risk of debris flood across the site.
- The review confirmed there is a low to moderated risk of flooding across the site.
- The review confirmed that the present risk of liquefaction is acceptably low and engineering controls are unlikely to be prohibitively expensive.
- Risk of rockfall is considered negligible

70 The Council's natural hazard maps illustrate a range of hazards being present across the Zone consistent with those identified in this report.

71 A review by Golder Associates (**Attachment H**) concluded that the Geosolve report adequately addresses the geohazards to a level appropriate for a District Plan Change.

Economics

72 Economic input¹¹ from Market Economics recommended that the proposed variation be approved from an economic costs and benefits perspective, as the economic benefits and costs of the variation are likely to be no more than minor, but that benefits from the proposed site coverage changes may still outweigh any potential costs. Larger building coverages will allow Coneburn to compete more strongly with the General Industrial and service zone.

Infrastructure¹²

Water Supply

73 It is feasible to provide the required level of service for potable water for future development within the Coneburn Industrial Zone. A water bore can be used to supply the site, until a suitable alternative, being the Queenstown Water Supply, becomes available, at which time, the supply must switch to this, and appropriate head works fees shall be paid.

Wastewater

¹⁰ Geosolve: Geotechnical Report (190413) for Resource Consent. Lot 3 DP 392270. September 2019

¹¹ Market Economics – Coneburn Industrial Zone Site Coverage Variation: Economic Assessment

¹² QLDC Property & Infrastructure Memo - Coneburn Industrial: Infrastructure Comment

- 74 Disposal of wastewater is feasible and can be achieved via private treatment and disposal systems within the site as well as connecting to the Coneburn Valley Wastewater reticulation, the project for installing this network is budgeted for Year 8 of the LTP.

Stormwater

- 75 Disposal of stormwater is feasible and can be achieved via private treatment and soakage devices within the site. The details of such devices, including their design, can be determined at the time of subdivision.

Associated Variation to Chapter 27 – Subdivision (Southern Access Point)

- 76 In October 2019, Waka Kotahi advised that the reason permission was not granted to construct the Austroads Priority T intersection at the southern access point was that following the release of the *Government Policy Statement on Land Transport 2018* it was no longer acceptable to construct this type of intersection to service a development of this nature, and a roundabout is required.¹³

- 77 Landowners within the CIZ have since sought to amend Chapter 44 to revert building coverages within the Zone to those originally sought when a roundabout was proposed at the intersection of SH6 and Woolshed Road. This is in accordance with the planning framework when CIZ was to be accessed via the existing Priority T as well as a roundabout.

- 78 To reflect the updated intersection requirements and ensure that the zone is only intensified after the roundabout has been constructed, Rule 27.7.7.3(b) (see **Appendix A** for full rule) is proposed to require:

“any subdivision of land within the Activity Areas 1a and 2a which, by itself or in combination prior subdivisions of land within the zone, involves subdivision of more than 25% of the land area of Activity Areas 1a and 2a must include a condition to provide the consent authority written confirmation from Waka Kotahi NZ Transport Agency that access for the subdivision via a new intersection with State Highway 6 at the Southern Access Point has been designed and constructed to a safe and acceptable standard.”

- 79 This ensures that the development of the zone will not exceed the capacity of its access or pose undue risks to the users of State Highway 6 before the current southern access point is upgraded to a roundabout.

CONSULTATION PROCESS | HĀTEPE MATAPAKI:

SIGNIFICANCE AND ENGAGEMENT | TE WHAKAMAHI I KĀ WHAKAARO HIRAKA

- 80 The Council’s Significance and Engagement Policy identifies an area that needs to be assessed when determining the significance of matters to be decided.

¹³ Memorandum from applicant’s planner Nick Geddes re Coneburn Industrial Zone, Chapter 44 – Potential Variation dated 10 July 2020

81 The proposal requires an assessment against the following thresholds:

- i. **Importance to the Queenstown Lakes District** – the extent to which the matters impact on the environment, culture and people of the district (e.g. significant capital projects).
- ii. **Community Interest** – the extent to which individuals, organisations, groups and sectors in the community are affected by the Council’s decisions.
- iii. **Inconsistency with existing policy and strategy** – the extent of inconsistency and the likely impact.
- iv. **The impact on the Council’s capability and capacity** – the impact on the objectives set out in the Financial Strategy, Ten Year Plan and Annual Plan.¹⁴

82 It is not considered that the proposed suite of variations would be ‘significant’ in respect to any of the abovementioned thresholds. The variations would apply to a discrete area of land which has yet to be developed. Given this, multiple private property interests are not present in the Coneburn Industrial Zone, and as discussed in the proceeding sections of this report, the proposed variations would be consistent with previously established provisions within the PDP for building coverages and the management of district wide matters within industrial zones.

83 The subject matter of this report would not affect any such special interests.

84 Taking into account the above, this matter is considered to be of low significance.

85 The proposed variations have been developed in conjunction with the landowners who endorse the proposed changes. Any other individuals and entities affected will have substantial opportunities to participate in submitting on the notified provisions and participating in hearings, appealing the decisions and joining any appeals.

MĀORI CONSULTATION | IWI RŪNANGA

86 Consultation with tangata whenua under the Resource Management Act 1991 (RMA) is a legal requirement before notifying a district plan and it is noted that legal requirements in this regard have been met. Consultation was undertaken with representatives from Te Ao Marama and Auhaka on 6 April 2022. The issues traversed are summarised in Section 3.2 of the attached Section 32 report (**Attachment B**).

87 Iwi entities will also have the opportunity to submit if the proposed variations were to proceed to notification.

RISK AND MITIGATIONS | NGĀ RARU TŪPONO ME NGĀ WHAKAMAURUTANGA

88 This matter relates to the Strategic/Political/Reputation risk. It is associated with SR1 ‘Current and future development needs of the community (including environmental protection)’ within the QLDC Risk Register. This risk has been assessed as having a low

¹⁴ Page 3, Significance and Engagement Policy, September 2017

inherent risk rating, because it is not considered to be of significant importance in terms of the managed growth and regulation of development for the District.

89 This report sets out measures to reduce and mitigate the risk with options that retain the risk at its current level.

FINANCIAL IMPLICATIONS | NGĀ RITENGA Ā-PŪTEA

90 There are no budget or cost implications resulting from the decision. The recommended approach can be implemented through current funding under the 10-Year Plan and Annual Plan.

COUNCIL EFFECTS AND VIEWS | NGĀ WHAKAAWEAWE ME NGĀ TIROHANGA A TE KAUNIHERA

91 The following Council policies, strategies, assessments and reports were considered:

- The Operative District Plan
- The Proposed District Plan

92 The recommendations are consistent with the principles set out in the above policies.

LEGAL CONSIDERATIONS AND STATUTORY RESPONSIBILITIES | KA TURE WHAIWHAKAARO, ME KĀ TAKOHAKA WAETURE

93 The process for undertaking plan changes and variations to a Proposed Plan is set out in the First Schedule of the Resource Management Act.

LOCAL GOVERNMENT ACT 2002 PURPOSE PROVISIONS | TE WHAKATURETURE 2002 O TE KĀWANATAKA Ā-KĀIKA

94 The recommended option:

- Will ensure regulatory efficiency by permitting development with greater building coverages while still safeguarding the efficient functioning of the zone
- Will ensure the Coneburn Industrial Zone is appropriately identified within existing district wide chapters of the PDP and that potential adverse effects which may be generated by earthworks, transport, signs and noise related aspect of activities and development taking place within the Zone are appropriately managed in accordance with the overall strategic intent of these district wide chapters
- Will ensure other changes to Chapter 44 are undertaken to improve the clarity and intent of its existing provisions relating to custodial units and Visitor Accommodation type activities, and to ensure these provisions more closely align with the overall strategic intent of the PDP
- Can be implemented through current funding under the Ten-Year Plan and Annual Plan
- Is consistent with the Council's plans and policies; and

- Would not alter significantly the intended level of service provision for any significant activity undertaken by or on behalf of the Council or transfer the ownership or control of a strategic asset to or from the Council.

REFERENCES

[Chapter 44](#) – Coneburn Industrial Zone

Independent Hearings Panel [Report](#) 17.08 Stream 13 – Mapping of Coneburn Valley

Section 42a [Report](#) of Luke Thomas Place, Chapter 18A General Industrial Zone – Text And Mapping, 18 March 2020

ATTACHMENTS | NGĀ TĀPIRIHANGA

A	Proposed Variations to Chapters 25, 27, 29, 31, 36 and 44
B	Coneburn Variations Section 32 Report
C	Beale Consultants – Coneburn Industrial Zone Ecological Peer Review
D	Bridget Gilbert Landscape Architecture – Coneburn Industrial Zone: Landscape & Visual Effects
E	Stantec Technical Review Coneburn Industrial Review – Change to Land Use Coverage
F	QLDC Property & Infrastructure Memo - Coneburn Industrial: Infrastructure Comment
G	Geosolve: Geotechnical Report (190413) for Resource Consent. Lot 3 DP 392270. September 2019.
H	Golder Associates (WSP) Review of Natural Hazards Assessment for Proposed Coneburn Industrial Area Plan Change
I	Tonkin & Taylor Ltd. The Oasis Development, Stoney Creek, Frankton. Natural Hazards Assessment Report. May 2008.
J	Market Economics – Coneburn Industrial Zone Site Coverage Variation Economic Assessment
K	Memorandum from applicant's planner Nick Geddes re Coneburn Industrial Zone, Chapter 44 – Potential Variation dated 10 July 2020

NOTE: All attachments are circulated separately.