



Order Paper for an extraordinary meeting of the

QUEENSTOWN LAKES DISTRICT COUNCIL

to be held on

Wednesday, 8 November 2017 commencing

at 3.00pm

In the Council Chambers, 10 Gorge Road,

Queenstown

9.12 ITEMS OF BUSINESS NOT ON THE AGENDA WHICH CANNOT BE DELAYED

A meeting may deal with an item of business that is not on the agenda where the meeting resolves to deal with the item and the Chairperson provides the following information during the public part of the meeting:

- (a) the reason the item is not on the agenda; and
- (b) the reason why the discussion of the item cannot be delayed until a subsequent meeting.

s. 46A (7), LGOIMA

Items not on the agenda may be brought before the meeting through a report from either the chief executive or the Chairperson.

Please note that nothing in this standing order removes the requirement to meet the provisions of Part 6, LGA 2002 with regard to consultation and decision-making.

9.13 DISCUSSION OF MINOR MATTERS NOT ON THE AGENDA

A meeting may discuss an item that is not on the agenda only if it is a minor matter relating to the general business of the meeting and the Chairperson explains at the beginning of the public part of the meeting that the item will be discussed. However the meeting may not make a resolution, decision or recommendation about the item, except to refer it to a subsequent meeting for further discussion.

REFERENCE:

Queenstown Lakes District Council Standing Orders adopted on 15 December 2016.



30 October 2017

Mr Mike Theelen
Chief Executive
Queenstown Lakes District Council
Private Bag 50072
QUEENSTOWN

Dear Mr Theelen

REQUISITION OF EXTRAORDINARY MEETING

In accordance with Standing Order 8.3, I hereby requisition an extraordinary meeting of Council to be held on Wednesday 8 November 2017 commencing at 3.00pm. The purpose of the meeting is to consider Stage 2 Proposed District Plan Notification.

Yours sincerely

A handwritten signature in blue ink, appearing to read 'Jim Boulton', written in a cursive style.

Jim Boulton
MAYOR

Agenda for an extraordinary meeting of the Queenstown Lakes District Council to be held in the Council Chambers, 10 Gorge Road, Queenstown on Wednesday, 8 November 2017 commencing at 3.00pm

Item	Page No.	Report Title
		Apologies/Leave of Absence Requests Councillors Ferguson and MacDonald (on approved leave of absence); Councillor Smith
		Declarations of Conflict of Interest
		Matters Lying on the Table
		Public Forum
		Special Announcements
		Confirmation of Agenda
1.	5	Stage 2 Proposed District Plan Notification - Transport Attachment 3 circulated separately.
2.	316	Stage 2 Proposed District Plan Notification – Wakatipu Basin
3.	486	Stage 2 Proposed District Plan Notification – Visitor Accommodation

**QLDC Council
8 November 2017**

Report for Agenda Item: 1

Department: Planning & Development

Stage 2 Proposed District Plan Notification - Transport

Purpose

- 1 The purpose of this report is to present parts of Stage 2 of the Proposed District Plan (PDP) addressing Transport for Council's approval to proceed to statutory public notification. The material presented includes a new chapter, Chapter 29 Transport, and consequential variations to a number of chapters previously notified as part of Stage 1 of the district plan review.
- 2 References to "Stage 2" of the PDP in this report refer to both the introduction of new chapters and provisions into the PDP and to proposed variations to existing parts of the PDP introduced with Stage 1 of the district plan review.

Recommendation

That Council:

1. **Note** the contents of this report.
2. Having particular regard to the section 32 evaluation reports, **approve** pursuant to section 79(1) and clause 5 of the First Schedule of the Resource Management Act 1991 the Stage 2 provisions of the Queenstown Lakes District Council Proposed District Plan 2015 for notification:
 - a) Chapter 29 Transport;and
 - b) New definitions in Chapter 2 Definitions, in relation to Park and ride, Accessory car parks, Active Transport network, Balcony, Elderly care home, Large format retail, Mobility parking space, Motor vehicle repair and servicing, Non-accessory parking, Offsite parking, Staff, Public amenities, Public transport facility, Transport infrastructure, Transport network, Unformed road, Public water ferry service.
3. Having particular regard to the section 32 evaluation reports, **approve** pursuant to clauses 5 and 16A of the First Schedule of the Resource Management Act 1991 the following variations to the Stage 1 provisions of the Queenstown Lakes District Council Proposed District Plan 2015 for notification:
 - a) Changes to Planning Maps 1-41 (inclusive) varying the spatial extent of Stage 1 zones as a consequence of new roads having been

created or existing roads having been stopped since the planning maps were notified;

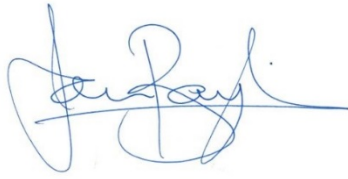
- b) Changes to Chapter 2 Definitions in relation to Park and ride areas;
- c) Changes to Chapter 9 High Density Residential Zone, Rule 9.2.6.7 addressing reductions in parking requirements close to bus stops and the town centre zone;
- d) Changes to Chapter 12 Queenstown Town Centre Zone, addressing the provision of public water ferry services;
- e) Changes to Chapter 21 Rural, addressing the provision of public water ferry services;
- f) Changes to Chapter 37 Designations
 - i. removing from Rule 37.2 Schedule of Designations, text deeming all roads to be designated;
 - ii. removing Rule A.1 Stopped Roads, text requiring rezoning of stopped roads to zones.

4. **Authorise** the Manager Planning Policy to:

- a) make minor edits and changes to the chapters, maps and section 32 reports to improve clarity and correct errors and to notify Stage 2 of the Queenstown Lakes District Council Proposed District Plan 2015 in accordance with clause 5 of the First Schedule of the Resource Management Act 1991
and
- b) notify Stage 2 of the Queenstown Lakes District Council Proposed District Plan 2015 in accordance with clause 5 of the First Schedule of the Resource Management Act 1991 from 23 November 2017 for a period of 50 working days.

- 5. **Note** that a detailed table of changes to parcels and properties affected by updating new roading data into the Planning Maps will be notified along with the new maps.
- 6. **Note** that the (Stage 2) Planning Maps contain all the changes applicable to notification of Stage 2 of the Proposed District Plan including the Wakatipu Basin Variation, Open Space and Recreation Zones, Visitor Accommodation Sub-zones and roads applicable to the Transport Chapter.
- 7. **Note** the zones and mapping notations notified in Stage 1 that are not amended by the Stage 2 changes remain part of the Proposed District Plan.

Prepared by:



Ian Bayliss
Planning Policy Manager

30/10/2017

Reviewed and Authorised by:



Tony Avery
General Manager Planning
and Development

31/10/2017

Background

- 3 The Proposed District Plan (PDP) was notified on 26 August 2015 as a staged review, commencing with the areas most urgently requiring attention and delivering most immediate benefit contained in Stage 1 (see attachment 1 Proposed for details).
- 4 Stage 1 of the review commenced with 30 key chapters including the strategic direction and landscape, residential, rural and commercial zones, designations and maps. Transport has been one of the most notable omissions from Stage 1. Matters raised in submissions have been considered at a series of 13 hearings the last of which was completed in September 2017.
- 5 Recommendations from the Independent Hearings Panel on the Stage 1 provisions are expected in February/March of 2018, which will allow Council to issue decisions in the first or second quarter of 2018.
- 6 In the mean-time a number of changes have been made to the Operative District Plan (ODP) which have not been duplicated in the Proposed District Plan¹. Council instead agreed on 29 September 2016, to separate the new plan conceptually and by geographic area into two volumes, which at the end of the staged review process will contain:
 - **Volume A**, the geographic areas that have been notified into the PDP, and District Wide chapters to cover these areas, including the strategic chapters and PDP definitions; and
 - **Volume B**, the ODP as it relates to geographic areas that are excluded from the partial review, and the operative district wide chapters to cover these areas, including ODP definitions.
- 7 The intent of this conceptual two-volume approach is to manage areas of land within the District that were subject to a plan change since the Proposed District

¹ Plan Change 51 Peninsula Bay North; Plan Change 50 - Queenstown Town Centre Zone Extension; Plan Change 46 Ballantyne Road Industrial and Residential Extension; Plan Change 45 – Northlake; Plan Change 44 – Hanley Downs;; Plan Change 41 Shotover Country; Plan Change 34 – Remarkables Park; Plan Change 19 – Frankton Flats B.

Plan was notified in August 2015. As PDP provisions become operative the equivalent provisions in Volume B will cease to apply for that land².

Monitoring and the Need for Review

- 8 The District Plan Monitoring Report Section 14: Transport (2012) identified the following general issues with the operative Transport Chapter:
- a) the rules are frequently not efficient or effective in practice;
 - b) the provisions do not align with the Council's Code of Practice, NZ standards, or best practice or align with the Council's transportation strategies, which focus on encouraging an integrated transportation network that caters for cycling, walking, public transport, and private vehicles;
 - c) there are issues with some specific parking provisions, the design of access points, off street manoeuvring space, vehicle crossings, pedestrian safety, surfaces, the design and provision of street lighting;
 - d) the Road Hierarchy and Traffic Design Standards and designation status need to be updated.
- 9 On the basis of the above report and further work undertaken as part of a 2017 review (as detailed in the attached section 32 analysis), the operative Transport Chapter is not considered to be the most appropriate way of achieving the purpose of the RMA.
- 10 Council have informally considered the substantive matters addressed in these proposed provisions through a series of workshops and elected member briefings have been held on the draft chapters and provisions. This paper brings these matters together for Council's final approval.

Comment

Consultation for the Transport Chapter Review

- 11 The development of the Transport chapter has built on previous public consultation undertaken to develop many of transport strategies and business cases that have fed into this report listed in paragraph 44 of this report. In addition to this:
- a meeting was held with private sector traffic engineers to understand key concerns with and ideas for improving the ODP provisions and to gather ideas for the new chapter;
 - transport related submissions on Stage 1 of the District Plan review were consolidated and considered;
 - an 'all of council' internal project team was established and several meetings were held;

² Volume B chapters (including district-wide operative chapters) will however remain in the district plan where they apply to provisions not being reviewed such as Remarkables Park Zone the Queenstown Town Centre extension and Frankton Flats B.

- two meetings were held with New Zealand Transport Agency, comments were exchanged on the draft chapter and discussed;
 - written communication was sent to the Otago Regional Council and comments were exchanged in relation to public ferry services; and
 - written communication was sent to Iwi authorities.
- 12 Other statutory agencies (the Minister for the Environment and neighbouring district councils) have all been consulted on these proposed changes, provided with information and offers have been made to meet and discuss the proposals further.
- 13 Any feedback received from statutory agencies after the close of the agenda item will be tabled on 8 November along with any changes that may result from this feedback.

Proposed Provisions – Transport

- 14 The quality of the environment and the well-being of people and communities (including the economy) are affected by choices about the management of transport activities, the development of quality street networks and highway infrastructure, traffic management and providing for a range of transport modes.
- 15 Transport activities can be an activity in their own right (e.g. a public transport facility) or are often an integral part of land use, subdivision, and development (e.g. the provision of onsite parking and access). In both instances, they can have adverse effects on the transport network, mobility options, landscape, nature conservation values and amenity values in both rural and urban locations that need to be managed in order to promote the sustainable management of natural and physical resources.
- 16 An evaluation report prepared under section 32 of the RMA accompanies the chapter (see **Attachment 1** – Section 32 Evaluation). This evaluation has helped determine the appropriateness of objectives to achieve the purpose of the RMA in light of the issues. It identifies the following as key issues:
- Issue 1 - Increasing road congestion and reduced liveability, amenity, and quality of living.
 - Issue 2 - Roads that are not laid out or designed in a manner that provide for all modes of transport and do not necessarily provide a quality of urban design appropriate to the location.
 - Issue 3 - The transport network and parking provisions prioritise travel by private vehicle with considerably less emphasis on alternative modes of travel..
 - Issue 4 - Localised congestion, safety, and amenity issues in discrete instances due to inadequate parking, access, and loading space being provided onsite.
 - Issue 5 – In some instances, on-site parking requirements and zoning contribute to unaffordable housing through increased development costs and

reduced developable area; and enable dispersal of employment, commercial, and community activities.

17 The section 32 evaluation report for this chapter considers whether the proposed provisions are the most appropriate way to achieve the relevant objectives. The proposed policies, rules and other methods are examined for their costs, benefits, efficiency, effectiveness and risk in terms of achieving the objectives, and a range of alternative approaches and methods are considered.

18 The report concludes that the proposed Transport Chapter (see Attachment 2) will assist the Council to fulfil its statutory functions and responsibilities through the following objectives, and associated policies and rules:

- Objectives that promote
 - i. an integrated, safe, and efficient transport network:
 - for all transport modes
 - future growth needs and continued economic development
 - public and active transport and reducing private motor vehicle dependence
 - addressing the effects on climate change; and
 - reducing the impacts of vehicles on the Town Centre Zones;
 - ii. parking, loading, access, and onsite manoeuvring that
 - are consistent with the character, scale, intensity, and location of the zone
 - address safety and efficiency, compact urban growth, economic development, facilitate walking and cycling and achieve appropriate levels of urban design;
 - iii. roads that facilitate continued growth and safe and efficient road use for all users and modes while supporting the aims of adjoining zones;
 - iv. an integrated approach to subdivision, land use and transport supporting active and public transport, reducing traffic generation, and managing transport effects.
- Policies that explain how the objectives will be achieved in practice and address the issues identified above.
- Rules designed to be the best reasonably practicable options for achieving the objectives.

19 This District Wide Transport Chapter applies to all land notified in Stage 1³ of the Proposed District Plan on 26 August 2015, and all additional land notified in Stage 2. This land collectively forms the geographic area currently subject to Volume A of the District Plan.

³ With the exception of land formally withdrawn from the PDP (Plan Change 50 Queenstown Town Centre extension, Plan Change 41 Peninsula Bay North, Plan Change 45 Northlake Special Zone, Plan Change 46 Ballantyne Road Industrial and Residential extension).

20 The proposed Transport Chapter results in a consequential need to notify a variation to Stage 1 PDP provisions, located in the following Stage 1 chapters:

- a) New definitions and amended definitions in Chapter 2 Definitions, in relation to Park and ride, Accessory car parks, Active Transport network, Balcony, Elderly care home, Large format retail, Mobility parking space, Motor vehicle repair and servicing, Non-accessory parking, Offsite parking, Staff, Public amenities, Public transport facility, Transport infrastructure, Transport network, Unformed road, Public water ferry service;
- b) Chapter 9 High Density Residential Zone, Rule 9.2.6.7 addressing reductions in parking requirements close to bus stops and the town centre zone;
- c) Chapter 12 Queenstown Town Centre Zone Rule 12.2.5.7 addressing the provision of public water ferry services;
- d) Chapter 21 Rural Zone, Rule 21.5.43A addressing the provision of public water ferry services;
- e) Chapter 37 Designations
 - i. removing from Rule 37.2 Schedule of Designations, text deeming all roads to be designated;
 - ii. removing Rule A.1 Stopped Roads, text requiring rezoning of stopped roads to zones.

21 New roads have been created and existing roads having been stopped since the Stage 1 planning maps were notified in August 2015 and updating these changes requires varying Planning Maps 1-41 and in some cases amends the spatial extent of Stage 1 zones. A detailed table of changes to parcels and properties affected by updating new roading data into the Planning Maps will be notified along with the new maps.

22 The Operative Transport chapter has been used as a base for the proposed Stage 2 PDP Transport provisions and the key changes that are recommended are as follows:

- a) Replace the rule deeming all roads to be designated with a rule whereby all land (including vested, formed and unformed roads) that meets the definition of a "road" (as defined under the Local Government Act 1973) is identified as a road but is not zoned.
- b) Apply a simplified version of the One Network Road Classifications (not including the specific classifications of the State Highways) to provide an up to date road network classification of roads within the District Plan. The updated classification distinguishes between State Highways, Arterial Roads, Collector Roads and Local Roads for the purpose of applying rules for access design and location.
- c) Buildings within roads associated with transport infrastructure and public amenities are permitted but require buildings that don't comply with the standards relating to height and location in adjoining zones subject to a restricted discretionary consent.

- d) New policies and rules supporting water-based public ferry services and associated public transport facilities.
- e) Permit walking and cycling trails, bicycle parking, and bus shelters but require restricted discretionary consent for park and ride, bus interchanges and other transport network activities.
- f) Reduce on-site minimum parking requirements below what is currently required in those areas that are most accessible to other modes of travel and for residential flats.
- g) Amendments to the rules managing accesses, loading and parking to reflect best practice, duplicate current technical standards where appropriate and include reference to other documents in assessment matters, indicating that failure to meet the rule may be acceptable provided relevant national standards are complied with.
- h) Requiring a restricted discretionary consent for all High Traffic Generating Activities to mitigate effects of traffic generation through integrated design, improvements to active and public transport infrastructure, employing travel plans and implementing travel demand management.
- i) Requiring a restricted discretionary consent for rental vehicle activities in all zones where commercial activities (including retail activities) are permitted.

Legal effect of these decisions

- 23 As the proposed provisions proceed through the review process from notification, to decisions on submissions, to resolution of any appeals, to being made operative, the legal effect of those provisions will change.
- 24 Following notification, an application for consent on land affected by the Stage 2 provisions, will need to be assessed considering all relevant Operative District Plan (ODP) provisions, and the Stage 1 and 2 PDP objectives policies and definitions can also be considered. If no submissions are made on a PDP rule, it must be treated as operative and any previous rules must be treated as inoperative after the close of submissions. For all rules except those in the following paragraph, the proposed Stage 1 and 2 rules will have legal effect when a decision on submissions relating to the rules is publically notified.
- 25 Under section 86B(3) of the RMA a number of the Stage 2 provisions will take immediate legal effect including all rules that protect or relate to water, air, or soil (for soil conservation) and these are as follows:
- a) Proposed Rule 21.5.43A Public water ferry services within the Rural chapter. This rule sets out the restricted discretionary activity status and matters of discretion.
 - b) Proposed Rule 12.2.5.7 Provide for public water ferry services within the Queenstown Town Centre Waterfront Subzone within the Queenstown Town

Centre Zone. This rule sets out the restricted discretionary activity status and matters of discretion.

Submissions and Hearings

26 A communications plan has been prepared for this Stage 2 phase of the district plan review, which includes (but is not limited to) the following:

- Direct mail out of the public notice and a detailed information brochure to all ratepayers in the district
- Notify a public notice in local papers
- Setting up a dedicated email address which will log all enquiries and responses
- 10 week (50 working days) public submission period from 23 November 2017 - 23 February 2018
- 2 week (10 working day) further submission period in March-April
- Facebook advertising including information videos and fact sheets (also available from the Council website and from Council service centres)
- Notification emails to everyone on the District Plan database (includes around 600 submitters on Stage 1).

27 In addition to the above (apart from during the annual Christmas closedown⁴) members of the council policy team will be available during the submission period to answer enquiries and provide information as well as attend meetings on request.

28 Once the Stage 2 provisions are notified (November 2017), the submission period is 50 working days (10 weeks) concluding on 23 February 2018. Following this submission period, a summary of decisions requested is prepared by staff and a public notice will be made stating the availability of this summary and a period of 10 working days then allows for further submissions to be made.

29 A detailed plan for hearing streams has not yet been confirmed and will depend on the number, extent and content of submissions. In broad terms however, hearings are programmed to occur in the second and third quarter (June – August) of 2018.

Options

30 This report identifies and assesses the following reasonably practicable options for assessing the matter as required by section 77 of the Local Government Act 2002:

31 **Option 1** Approve the PDP (Stage 2) for public notification

Advantages:

⁴ Council is closed between Monday 25 December and Tuesday 2 January 2018 other than for emergency and core essential services.

32 Progresses the PDP, which addresses a number of fundamental shortcomings in the Operative District Plan.

33 Responds to statutory requirements of the Resource Management Act 1991. In particular, Section 79(1) requires local authorities to commence a review of provisions in its District Plan if the provisions have not been the subject of a review or change during the previous 10 years. Many of the provisions in the Operative District Plan have now been operative for more than 10 years. While no explicit specification exists as to timeframes for notification following commencement of a review, the requirement under section 21 to avoid unreasonable delay applies.

Disadvantages:

34 None

Option 2 Not proceed to approve Stage 2 of the PDP for notification (for example to enable more consultation or analysis to occur).

Advantages:

35 Given the breadth of the issues addressed in Stage 2, and the number of potentially interested parties, it is considered unlikely that substantial material progress would result from further pre-notification consultation or discussions such that a delay would be warranted.

36 A large amount of analysis has been undertaken for Stage 2 which builds on the strategic chapters of Stage 1 of the plan review, for which extensive non-statutory consultation occurred prior to and after notification. Submissions on Stage 1 of the plan have also been considered.

37 The public notification process allows for careful and informed consideration of submissions to be undertaken and for the issues raised to be addressed in a managed and transparent process.

Disadvantages:

38 Would unnecessarily delay progression of the PDP. Further, it would delay the introduction of parts of the PDP that are considered necessary to have a well-functioning and integrated PDP.

39 This report recommends **Option 1** for addressing the matter.

Significance and Engagement

40 This matter is of high significance, as determined by reference to the Council's Significance and Engagement Policy because the PDP impacts on a large number of residents and ratepayers and residents, many of whom will be specifically affected by the proposed provisions.

Risk

- 41 This matter relates to the strategic risk SR1 'Current and future development needs of the community (including environmental protection), as documented in the Council's risk register. The risk is classed as high. This matter relates to this risk because the District Plan, along with the 10 Year Plan and Asset Management Plans, is central to the current and future development needs of the community.
- 42 The recommended option considered above mitigates the risk by providing the necessary regulatory framework to provide for these needs.

Financial Implications

- 43 Costs associated with the recommended decisions are accounted for in operational budgets.

Council Policies, Strategies and Bylaws

- 44 A number of Council policies, strategies and bylaws have been considered in developing the PDP, including:

NZTA Planning Policy Manual 2007
 Plan Change 6 Decision (operative 2009)
 Plan Change 8 Decision (operative 2009)
 Queenstown Lakes District Plan Monitoring Report Section 14: Transport 2012
 Wanaka Town Centre Character Guidelines 2011
 Queenstown Town Centre Guidelines 2014
 Wanaka Lakefront Reserves Management Plan 2014
 QLDC Land development and Subdivision Code of Practice 2015
 QLDC Subdivision Design Guidelines 2015
 Arrowtown Design Guidelines 2016
 Queenstown Town Centre Transport Strategy 2016
 Arrowtown Design Guidelines 2016
 Queenstown Town Centre Master Plan working drafts 2017
 Queenstown Integrated Programme Business Case 2017 (QITPBC)
 Queenstown Town Centre Business Case 2017
 Frankton Business Case 2017
 Wakatipu Basin Public Transport Detailed Business Case 2017
 Queenstown and Wanaka Parking Surveys 2017
 Wanaka Strategic Case Review Evidence 2017
 Queenstown Lakes District Council Southern Light Part One - A Lighting Strategy and Queenstown Lakes District Council Southern Light Part Two – Technical Specifications March 2017.

- 45 These policies and strategies are of varying age, currency and continued relevance, and are also referenced in the supporting s32 evaluation reports.
- 46 This matter is included in the 10-Year Plan/Annual Plan.

Local Government Act 2002 Purpose Provisions

47 The recommended option:

- Will help meet the current and future needs of communities for good quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses;
- Can be implemented through current funding under the 10-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.

Consultation: Community Views and Preferences

48 The persons who are affected by, or interested in this matter are residents and ratepayers of the District, Iwi, the Otago Regional Council, neighbouring district Council's and other statutory bodies.

49 The Council has consulted on draft versions of the Transport Chapter with a number of specific parties. In addition, some statutory consultation has been undertaken with Iwi / statutory bodies.

50 A range of views were expressed during consultation on Stage 1 of the proposed district plan review and these views have been taken into account when developing the provisions. Additionally, it is noted that Council has a duty under both the Local Government and Resource Management Acts to consider the wellbeing of people and communities into the future (i.e. Council's decision making has a strong intergenerational component).

51 Specific feedback on the draft provisions was provided by representatives of the New Zealand Transport Agency which sought various amendments, including:

- minor changes to policies addressing vehicle crossings; road safety and efficiency; integrated management of subdivision, land use and the transport system; commercial activities and home occupations in residential areas;
- exclusion of State Highways from rules controlling buildings overhanging roads;
- changes to minimum sight distances, minimum distances between vehicle crossings onto State Highways, and minimum distances of Vehicle Crossings from Intersections onto State Highways to be more consistent with NZTA regulations;
- access dimensions for shared vehicle access links and vehicle crossings adjacent to State Highways;
- rules controlling vegetation on private land which could shade roads.

52 A number of changes were made in response to NZTA's comments on the draft Transport chapter including:

- adding rules specific to State Highway's in relation to minimum sight distances, minimum distance between vehicle crossings onto State Highways, and minimum distances of Vehicle Crossings from Intersections onto State Highways;
- retaining less onerous access standards for council owned than those imposed by NZTA in relation to state highways and exempting State Highways from these rules;
- including State Highway's in a separate table in the classification (schedule) rather than classifying them all as arterials;
- adding effects on traffic safety and on the kerbside movement of high-sided vehicles as a matter of control/ discretion when considering consents for verandas, etc.
- minor amendments to objectives and policies.

53 Public notification of the PDP provides people with the opportunity to make submissions, to be heard at hearings, and ultimately, if not satisfied with decisions, to appeal to the Environment Court.

Legal Considerations and Statutory Responsibilities

54 Development of the PDP Stage 2 has occurred in accordance with the requirements of the RMA. Particular clauses of relevance include Sections 5-11, 31 and 32, 79 and Schedule 1.

55 The Local Government Act has also informed the review.

56 The process for notifying the PDP Stage 2 is stipulated by and will follow the procedures of the RMA.

Attachments

Attachment 1. Section 32 Evaluation Report – Proposed District Plan Chapter 29 Transport

Attachment 2. Proposed District Plan Chapter 29 Transport

Attachment 3. Proposed District Plan Maps – Stage 2

Attachment 1:

Section 32 Evaluation Report - Transport



**Queenstown Lakes District Proposed District Plan
Section 32 Evaluation
Stage 2 Components November 2017**

For:

Chapter 29 Transport

And consequential Variations to Proposed District Plan 26 August 2015:

**Chapter 2 Definitions
Chapter 12 Queenstown Town Centre
Chapter 21 Rural
Chapter 37 Designations
Planning Maps 1 to 41**

Report dated: 1 November 2017

File Reference: PDP Stage 2: Transport

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2. Introduction
3. Background
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7. Non-statutory context
8. Issues with the Operative District Plan (ODP)
9. Resource management issues
10. Scale and significance evaluation
11. Evaluation of proposed objectives section 32(1)(a)
12. Evaluation of the proposed provisions section 32(1)(b)
13. The Risk of not acting

- Appendix 1.** List of Council documents referenced in the proposed Transport Chapter and/ or this S32 Evaluation
- Appendix 2.** Series of Technical Notes (2017) in relation to parking, developer provision of public transport and active modes infrastructure, high traffic trip generating activities, the national and regional policy context, cycle parking and end of trip facilities, and providing for public transport and active modes.
- Appendix 3.** Operative Queenstown Lakes District Plan Operational Standards Review (August 2017).
- Appendix 4.** Memorandum entitled “Onsite loading for Queenstown Town Centre Zone” (28 August 2017).
- Appendix 5.** An assessment of the zones in terms of their accessibility and the level of intensification anticipated by the zone.

1. EXECUTIVE SUMMARY

- 1.1. The Stage 2 Proposed District Plan Transport Chapter (**Transport Chapter**) is intended to manage the actual and potential adverse effects of transport on the environment and the effects of activities that occur within roads. The Transport Chapter applies to all the land notified in Stages 1 and 2 of the district plan review and to all roads within the District Plan, regardless of whether they adjoin land/ traverse through zoned land that is not within stages 1 or 2 of the District Plan.
- 1.2. The key transport-related issues facing the district are increasing road congestion; reduced liveability; roads that do not cater well for all modes of travel; land use patterns and parking requirements that affect the affordability of housing and enable the dispersal of employment, commercial, and community activities; and the inadequate provision of onsite parking, access, and loading in some situations.
- 1.3. To address these issues, the proposed Transport Chapter includes:
- (i) Objectives and policies aimed at establishing a more connected transport network that caters for public transport, motorists, walkers, and cyclists and encourages increased travel by modes other than the private car;
 - (ii) rules that enable a less onsite parking in those zones where alternative modes of travel are available now or will be in the foreseeable future;
 - (iii) rules that enable council to consider a wide range of transport effects and mitigation measures when making decisions on developments and subdivisions that have the potential to generate large amounts of traffic (referred to as 'High Traffic Generating Activities' (**HTGAs**) in this report);
 - (iv) rules that enable a wide range of activities to occur within roads where these comply with standards;
 - (v) rules relating to access, parking, and loading that align with the QLDC Land development and Subdivision Code of Practice;
 - (vi) Code of Practice, relevant national standards, other legislation, best practice, and/ or common practice around NZ in order to avoid contradictory provisions to streamline processes wherever possible;
 - (vii) rules that enable public transport and Park and Ride facilities to be developed in appropriate locations and in an appropriate manner; and
 - (viii) an updated road classification (hierarchy) that reflects the current function of roads.
- 1.4. This report contains a number of technical terms and you are advised to consult the proposed chapter, which introduces definitions for many of these.

2. INTRODUCTION

- 2.1. Section 32 of the Act requires objectives in plan change proposals to be examined for their appropriateness in achieving the purpose of the Act, and the policies and methods of those proposals to be examined for their costs, benefits, efficiency, effectiveness and risk in achieving the objectives.
- 2.2. Transport activities can be an activity in their own right (e.g. a public transport facility) or are often an integral part of land use, subdivision, and development (e.g. the provision of onsite parking and access). In both instances, they can have adverse effects on the transport network, mobility options, landscape, nature conservation values and amenity values in both rural and urban locations that need to be managed.
- 2.3. The evaluation of the appropriateness of the Transport Chapter is based upon the following five issues
- (i) Issue 1 - Increasing road congestion and reduced liveability, amenity, and quality of living.
 - (ii) Issue 2 - Roads that are not laid out or designed in a manner that provide for all modes of transport and do not necessarily provide a quality of urban design appropriate to the location.
 - (iii) Issue 3 - The transport network and parking provisions prioritise travel by private vehicle with considerably less emphasis on alternative modes of travel.
 - (iv) Issue 4 - Localised congestion, safety, and amenity issues in discrete instances due to inadequate parking, access, and loading space being provided onsite.
 - (v) Issue 5 – In some instances, on-site parking requirements and zoning contribute to unaffordable housing through increased development costs and reduced developable area; and enable the dispersal of employment, commercial, and community activities.
- 2.4. This District Wide Transport Chapter applies to all land notified in Stage 1¹ of the Proposed District Plan on 26 August 2015, and all additional land notified in Stage 2. This land collectively forms the geographic area currently subject to Volume A of the District Plan. The District Wide Transport Chapter applies to all land identified as Stage 1 and Stage 2 land on the Planning Maps attached to the Stage 2 notification bundle.
- 2.5. For clarity, **Table 1** below identifies the land area (generally described by way of zone) and various components of the PDP that together comprise Volume A of the District Plan at Stage 2 of the District Plan review as it relates to the Transport Chapter (29). All other land within the District continues to fall into Volume B of the District Plan.

¹ With the exception of land formally withdrawn from the PDP (Plan Change 50 Queenstown Town Centre extension, Plan Change 41 Peninsula Bay North, Plan Change 45 Northlake Special Zone, Plan Change 46 Ballantyne Road Industrial and Residential extension).

Table 1. District Plan Volume A components, showing proposed new Stage 2 components related to the Transport Chapter.

Volume A of the PDP	
Stage 1 Proposed District Plan 26 August 2015	Stage 2 As it relates to the Transport Chapter only
Introduction	
1. Introduction 2. Definitions	<ul style="list-style-type: none"> • New Stage 2 definitions • Variation to Stage 1 Definitions Chapter 2, as related to Stage 2 Transport components.
Strategy	
3. Strategic Direction 4. Urban Development 5. Tangata Whenua 6. Landscapes	
Urban Environment	
7. Low Density Residential 8. Medium Density Residential 9. High Density Residential 10. Arrowtown Residential Historic Heritage Management Zone 11. Large Lot Residential 12. Queenstown Town Centre* (part withdrawn) 13. Wanaka Town Centre 14. Arrowtown Town Centre 15. Local Shopping Centres 16. Business Mixed Use Zone 17. Queenstown Airport Mixed Use Variation 1: Arrowtown Design Guidelines 2016	<ul style="list-style-type: none"> • Variation to Stage 1 Queenstown Town Centre
Rural Environment	
21. Rural Zone 22. Rural Residential and Lifestyle 23. Gibbston Character Zone	<ul style="list-style-type: none"> • Variation to Stage 1 Rural Zone
District Wide Matters	
26. Historic Heritage 27. Subdivision and Development 28. Natural Hazards 30. Energy and Utilities 32. Protected Trees 33. Indigenous Vegetation and Biodiversity 34. Wilding Exotic Trees 35. Temporary Activities and Relocated Buildings 36. Noise 37. Designations	<ul style="list-style-type: none"> • Stage 2 Transport Chapter 29.
Special Zones	
41. Jacks Point 42. Waterfall Park 43. Millbrook	

3. BACKGROUND

District Plan Review

- 3.1. The review of the Operative District Plan (ODP) is being undertaken in stages. Stage 1 commenced in April 2014 and was publicly notified on 26 August 2015. Hearings on Stage 1 components comprising ten individual hearing streams for 33 chapters, 1 variation² and three separate hearing streams for rezoning requests and mapping annotations³ were held from March 2016 to September 2017.
- 3.2. On 29 September 2016 the Council approved the commencement of Stage 2 of the review of the ODP. As part of the 29 September 2016 resolutions, the Council addressed what the plan outcome would be at the end of the partial review. It approved the separation of the District Plan into two volumes, Volume A and Volume B. Volume A (at the point in time of notification of Stage 2) consists of the Proposed District Plan chapters notified in Stages 1 and 2 of the proposed District Plan, which includes variations to Stage 1, and all the land as identified in the Planning Maps forming the Stage 2 notification bundle, as discussed above.
- 3.3. All other land currently forms Volume B of the District Plan. This includes zones that have not yet been reviewed and notified (i.e. Township Zone, Industrial A and B Zones, Rural Visitor Zone), land that has been withdrawn from the district plan review (i.e. the land subject to Plan Changes 46 - Ballantyne Road Industrial and Residential extensions, 50 - Queenstown Town Centre extension and 51 – Peninsula Bay North) and the Frankton Flats B Special Zone and the Remarkables Park Special Zone. All Volume B land is subject to the ODP with the exception that any land that is a 'road' by definition in the PDP and which traverses through Volume B land is subject to the provisions in Chapter 29 that relate to roads.
- 3.4. In summary, this Transport Chapter 29 will apply to:
- (i) Volume A – all zones and roads
 - (ii) Volume B – all roads, but not zones. Activities undertaken outside of roads in a Volume B zone are subject to the provisions of Volume B.

Transport

- 3.5. The Operative District Plan (ODP) transport provisions became operative in 2003. Other than the addition of provisions relating specifically to new zones that have been added to the District Plan since that time, the only district wide changes to the chapter related to residential and visitor accommodation carparking in the Low Density Residential and High Density Residential zones (plan change 8), and to access widths in relation to these zones (plan change 6). Both

² Variation 1 – Arrowtown Design Guidelines 2016

³ Ski Area Sub Zones, Upper Clutha Area and the Queenstown Area (excluding the Wakatipu Basin).

these plan changes became operative in 2009. In summary, the chapter has not been comprehensively reviewed for some 15 years.

Jurisdictional Matters

- 3.6. No decisions have been made on the Proposed District Plan 2015 (Stage 1 and Variation 1) at the time of notification of Stage 2, and therefore this Stage 2 Transport Chapter cannot anticipate what Panel recommendations and subsequently the Council's decision might be, in terms of notifying zone-specific standards. The chapter therefore refers to PDP chapters/zones as notified in Stage 1 and any statutory changes made since notification⁴.
- 3.7. Therefore, for instance, the removal of various definitions (which the transport chapter relies on) in the Council officers' post-hearing reply version of Chapter 2 Definitions has been disregarded and it has been assumed that those definitions will continue to exist in the PDP.
- 3.8. This is a consequence of the staged approach to the review, and can be addressed either through interested parties lodging a submission, or the Council itself lodging a submission on the Stage 2 Transport Chapter 29 to ensure the Stage 2 Transport Chapter 29 ultimately includes any necessary definitions or standards for any new zones or issues, included in the PDP by Council Stage 1 decisions. It is acknowledged that before any submission by Council on the Stage 2 components is lodged, it will need to be passed by a resolution of Council.
- 3.9. Although a decision on provisions is not yet available for Stage 1 of the review, the notified and reply versions of the provisions are indicative of council's strategic approach to the management of land use and development, and the achievement of Part 2 of the RMA.
- 3.10. The 'hierarchy' within the plan (established by the strategic chapters 3-6) means that the lower order zones and chapters need to achieve the higher order objectives and policies. The objectives subject to this s32 analysis for the Transport Chapter are considered to be the most appropriate way of achieving the purpose of the Act, also having regard to the Stage 1 provisions and the strategic hierarchy of the PDP.

4. PURPOSE OF THE REPORT

- 4.1. Section 32 of the Resource Management Act 1991 ('the Act' or 'the RMA') requires objectives in plan change proposals to be examined for their appropriateness in achieving the purpose of the Act, and the policies and methods of those proposals to be examined for their efficiency, effectiveness and risk in achieving the objectives (MFE, 2014). This report fulfils the obligations

⁴ For instance, Variation 1 Arrowtown Design Guidelines, withdrawal of land subject to PC 46, PC 50 and PC 51.

of the Council under section 32 of the Act. The analysis set out below (within sections 14 to 16) should be read together with the reports attached to and referred to in that evaluation, the Proposed Transport Chapter 29, and the various documents that are included in the PDP by reference in that chapter.

4.2. This report provides an analysis of the key issues, objectives and the policy response for the Transport chapter of the PDP under the following headings:

- an overview of the applicable **Statutory Policy Context** (Section 6);
- a description of the **Non-Statutory Context** (strategies, studies and community plans), which have informed the proposed provisions (Section 7);
- a description of the **Issues with the Operative District Plan (ODP)** and the **Resource Management Issues**, which provide the driver for the proposed provisions (Sections 8 and 9);
- A **level of detail** that corresponds to the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of the proposal (Section 32(1)(c) of the RMA) (Section 10);
- an **Evaluation** against Section 32(1)(a) and Section 32(1)(b) of the Act (Sections 11 and 12), that is
 - Whether the objectives are the most appropriate way to achieve the RMA's purpose (Section 32(1)(a) of the RMA);
 - Whether the provisions (policies and methods) are the most appropriate way to achieve the objectives (Section 32(1)(b) of the RMA), including:
 - identifying other reasonably practicable options for achieving the objectives,
 - assessing the efficiency and effectiveness of the provisions in achieving the objectives; and
 - summarising the reasons for deciding on the provisions; and
- Consideration of **Risk** (Section 13).

5. CONSULTATION

5.1. The development of the Transport chapter has built on previous public consultation that was undertaken to develop many of the transport strategies and business cases identified in Appendix 1 of this report.

5.2. In addition:

- (i) a meeting was held with private sector traffic engineers to gauge their key concerns and gather comments and ideas for improvements;
- (ii) all transport related submissions on Stage 1 of the District Plan review were consolidated and considered;
- (iii) an 'all of council' internal project team was established and several meetings were held;
- (iv) meetings were held with New Zealand Transport Agency and the draft chapter provided to the Agency for comment;
- (v) written communication was sent to the Otago Regional Council; and

(vi) written communication was sent to iwi authorities.

- 5.3. The RMA was amended in September 2017 to require that Councils engage with iwi authorities on draft plans and policy statements prior to notification (schedule 1 clause 4A) and consider iwi authority advice in Section 32 evaluation reports. An introductory letter, followed by the transport provisions of the PDP were sent to iwi authorities in late 2017 and no comments or advice has been received at the time of finalising this S 32 evaluation report.

6. STATUTORY POLICY CONTEXT

Resource Management Act 1991 (RMA)

- 6.1. Section 5 sets out the purpose of the RMA, which requires an integrated planning approach and direction to promote the sustainable management of natural and physical resources. Guidance as to how the overall sustainable management purpose is to be achieved is provided in the other sections, including sections 6, 7 and 8 of Part 2 of the RMA:

5 Purpose

- (1) *The purpose of this Act is to promote the sustainable management of natural and physical resources.*

(2) In this Act, sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while—

- (a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- (b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
- (c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

- 6.2. Section 6 of the RMA sets out a number of matters of national importance. Insofar as transport activities can occur in any location in the district, all of Section 6 is potentially applicable depending on the location of the transport activity taking place.
- 6.3. The assessment contained within this report considers the proposed provisions in the context of advancing the purpose of the RMA to achieve the sustainable management of natural and physical resources.
- 6.4. The Queenstown Lakes District is one of the fastest growing areas in New Zealand and recent estimates (refer to more detail in the Stage 1 Strategic Directions Section 32 report) predict that the District will continue to experience significant population growth over the coming years, off the back of strong forecasted growth in visitors, migration into the district and natural population increases. A strategic policy approach is essential to manage future growth pressures and the management of the transport system is important to enable growth while providing for positive effects and mitigating adverse effects.

- 6.5. Transportation is a key element of all activities in that almost all use and development of natural resources involves transporting people, goods, and services from one place to another which, in turn, requires that vehicles then need to be parked, moored, or otherwise stored either short or long term along the network. Providing for a safe and efficient transport network which encourages cycling, walking, and public transport as well as private car travel is a key element in enabling people to provide for their social, economic, and cultural well-being and for their health and safety in a sustainable manner.
- 6.6. The transportation of people, goods, and services; the need to enable the provision of appropriate space to park and manoeuvre vehicles on both private and public land; and the form and function of the road network and active and public transport all have distinct effects on the environment. Transportation is a key driver of the District's economy and a key determinant of the spatial layout, density, urban design quality, and economic efficiency/ performance of the District. The transport provisions of the District Plan are a key determinant of the development capacity, the feasibility of development, and how developments and subdivisions are ultimately designed. As such, existing inefficiencies with the existing transport network and a heavy reliance on private car travel within the district are key resource management issues, which need to be better addressed through the District Plan in order to achieve the purpose of the RMA.
- 6.7. Section 7 lists "other matters" that Council shall have particular regard to. Those that are most relevant to the Transport Chapter are:
- (b) the efficient use and development of natural and physical resources:*
 - (c) the maintenance and enhancement of amenity values:*
 - (f) maintenance and enhancement of the quality of the environment:*
 - (g) any finite characteristics of natural and physical resources:*
 - (i) the effects of climate change:*
- 6.8. Section 8 requires that Council take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). The principles as they relate to resource management derive from Te Tiriti o Waitangi itself and from resource management case law and practice. They can be summarised as follows:
- (a) That there must be active protection of the partnership between the two parties;
 - (b) That there is an obligation to act with reasonableness and good faith, with both parties being prepared to compromise;

- (c) That dialogue and consultation will be the main way in which to give effect to the three principles outlined above.

6.9. The drafting of the Transport chapter has taken Section 8 into account.

6.10. Section 31 of the RMA states (relevant areas underlined to emphasise the provisions relevant to this evaluation):

31 Functions of territorial authorities under this Act

(1) *Every territorial authority shall have the following functions for the purpose of giving effect to this Act in its district:*

(a) *the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:*

(aa) *the establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district:*

(b) *the control of any actual or potential effects of the use, development, or protection of land, including for the purpose of—*

(i) *the avoidance or mitigation of natural hazards; and*

(ii) *the prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances; and*

(iia) *the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land:*

(iii) *the maintenance of indigenous biological diversity:*

(c) *[Repealed]*

(d) *the control of the emission of noise and the mitigation of the effects of noise:*

(e) *the control of any actual or potential effects of activities in relation to the surface of water in rivers and lakes:*

(f) *any other functions specified in this Act.*

(2) *The methods used to carry out any functions under subsection (1) may include the control of subdivision*

6.11. Consistent with the intent of Section 31, the proposed provisions of the Transport Chapter enable an integrated approach to the management of transport-related issues and effects at the time of subdivision and development.

6.12. The Council's management of transport in proposed Chapter 29 is integrated with and complementary to the Otago Regional Council's functions pursuant to section 30 of the Act, associated with the following components of section 30.

Local Government Act 2002

6.13. Sections 14(c), (g) and (h) of the Local Government Act 2002 (**LGA**) are also of relevance in terms of policy development and decision making:

- (c) *when making a decision, a local authority should take account of—*
- (i) *the diversity of the community, and the community's interests, within its district or region; and*
 - (ii) *the interests of future as well as current communities; and*
 - (iii) *the likely impact of any decision on the interests referred to in subparagraphs (i) and (ii):*
- (g) *a local authority should ensure prudent stewardship and the efficient and effective use of its resources in the interests of its district or region, including by planning effectively for the future management of its assets; and*
- (h) *in taking a sustainable development approach, a local authority should take into account—*
- (i) *the social, economic, and cultural interests of people and communities; and*
 - (ii) *the need to maintain and enhance the quality of the environment; and*
 - (iii) *the reasonably foreseeable needs of future generations*

6.14. As with Part II of the RMA, the provisions emphasise a strong intergenerational approach, considering not only current environments, communities and residents but also those of the future. They demand a future focussed policy approach, balanced with considering current needs and interests. Like the RMA, the provisions also emphasise the need to take into account social, economic and cultural matters in addition to environmental concerns.

6.15. Section 14 of the LGA is relevant in that in the context of determining appropriate transportation provisions, it requires that, the Council:

- take account of whether the provisions provide transport choices that are safe, efficient, and affordable for the whole community;
- take account of how the provisions are likely to impact on the social, economic, and cultural interests of the wider community and future generations; and
- manage the efficient and effective use of its existing and future roading, parking areas, and foreshore/ water-based transport facilities; now and into the future.

6.16. Notably, public infrastructure planning and funding (including transport provision) is managed under both the LGA and Land Transport Management Act (2003) (**LTMA**).

Relevant National Policy Statements

6.17. When preparing district plans, district councils must give effect to any National Policy Statement (NPS). Government has produced the following five National Policy Statements that are in effect:

- National Policy Statement on Urban Development Capacity 2016;
- National Policy Statement for Freshwater Management 2014;
- National Policy Statement for Renewable Electricity Generation 2011;
- National Policy Statement on Electricity Transmission 2008; and
- New Zealand Coastal Policy Statement 2010.

- 6.18. The National Policy Statements that are of most relevance to transport are the National Policy Statement on Urban Development Capacity 2016 (**NPS-UDC**).
- 6.19. The NPSUDC contains several objectives that are relevant to transport provisions in district plans. First, it directs decision-makers to plan for “urban environments that have sufficient opportunities for the development of housing and business land to meet demand, and which provide choices...” (OA2) and “urban environments that, over time, develop and change in response to the changing needs of people and communities and future generations.” (OA3).
- 6.20. These objectives highlight the importance of providing sufficient development capacity to meet future demand, including demands for change. If transport provisions limit development opportunities, they may conflict with this objective.
- 6.21. The NPSUDC also directs decision-makers to plan for “urban environments where land use, development, development infrastructure and other infrastructure are integrated with each other” (OD1). This objective highlights the importance of ensuring that land use and development integrates with the wider transport system and that transport provisions provide for the development of new infrastructure to support development.
- 6.22. The proposed provisions relating to transport are considered to give effect to NPSUDC objectives and associated policies Through providing a framework that ensures that land use and infrastructure will be better integrated and that future planning for the transportation network takes account of and facilitates urban development.

Resource Management National Environmental Standards Regulations (NES)

- 6.23. National Environmental Standards (NES) are regulations made under the RMA that prescribe standards for specific activities. An NES overrides any district plan, unless otherwise stated within the NES. Section 44(7) of the RMA states that every local authority and consent authority must observe national environmental standards.
- 6.24. Section 43A (5) of the RMA states:
- (5) *If a national environmental standard allows an activity and states that a resource consent is not required for the activity, or states that an activity is a permitted activity, the following provisions apply to plans and proposed plans:*
 - (a) *a plan or proposed plan may state that the activity is a permitted activity on the terms or conditions specified in the plan; and*
 - (b) *the terms or conditions specified in the plan may deal only with effects of the activity that are different from those dealt with in the terms or conditions specified in the standard; and*
 - (c) *if a plan’s terms or conditions deal with effects of the activity that are the same as those dealt with in the terms or conditions specified in the standard, the terms or conditions in the standard prevail.*
- 6.25. There are currently 5 NES in effect:

- National Environmental Standards for Air Quality
- National Environmental Standard for Sources of Drinking Water
- National Environmental Standards for Telecommunication Facilities
- National Environmental Standards for Electricity Transmission Activities
- National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health

6.26. In addition, the NES on Plantation Forestry has recently been developed and comes into effect on 1 May 2018. Amendments to the NES for Assessing and Managing Contaminants in Soil are also due to be gazetted in 2018.

6.27. To the extent that telecommunication facilities are often located within roads, the NES is of some, although minor, relevance to the transport chapter but given that the rules relating to these facilities sit wholly within the Stage 1 Energy and Utilities Chapter 30 of the PDP, it is not necessary to discuss it further in this S32 evaluation.

Iwi Management Plans

6.28. When preparing or changing a district plan, Section 74(2A)(a) of the RMA states that Councils must take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of the district.

The Cry of the People, Te Tangi a Tauria: Ngāi Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan 2008 (MNRMP 2008)

6.29. Relevant to transport issues:

- Section 3.1.1 contains policies in relation to climate change;
- Section 3.4.4 contains policies relating to tourism and the need to consider Transport options for managing visitor and the need for a coordinated approach to infrastructure
- Section 3.4.8 identifies the increased pressure to improve transport networks (land and air) throughout high country and foothill landscapes for development purposes as a tourism related issue and a policy that timely consultation occurs between tangata whenua and developers in relation to such matters;
- Section 3.5.7 relates to Subdivision and Development and includes policies requiring that subdivision proposals provide evidence of long term planning and cumulative effects assessment, and recommending that developers consult with Ngāi Tahu ki Murihiku with regard to providing Ngāi Tahu names for new roads and areas created by subdivision.

Kāi Tahu ki Otago Natural Resource Management Plan 2005 (KTKO NRMP 2005)

- 6.30. Relevant to transport issues, Part 5.6.2 relating to Cultural Landscape identifies the “extension and maintenance of infrastructure (e.g. transport, telecommunications)” as a general issue that can affect cultural landscapes. Other than that, it does not contain any objectives or policies that relate directly to the issue of transport.
- 6.31. The proposed Transport Chapter is consistent with, and gives effect to, the relevant operative RPS provisions.

Regional Policy Statements

Operative Regional Policy Statement 1998

- 6.32. Section 74 of the Act requires that a district plan prepared by a territorial authority must “give effect to” any operative Regional Policy Statement. The operative Otago Regional Policy Statement 1998 (**RPS**) is the relevant regional policy statement to be given effect to within the District Plan.
- 6.33. The RPS includes Policy 9.5.3⁵ and Policy 12.5.3⁶ to promote and encourage the sustainable management of Otago’s transport network and to promote improved energy efficiency through encouraging energy efficient transport modes in Otago.
- 6.34. The RPS also includes policy 9.5.2⁷ which, while not directly related to transport, is relevant in that it promotes and encourages the efficient development and use of Otago’s infrastructure, which would include its roading network.
- 6.35. The proposed Transport Chapter is consistent with, and gives effect to, the relevant operative RPS provisions.

Proposed Regional Policy Statement 2015

⁵ “Promote and encourage the sustainable management of Otago’s transport network through:

- (a) Promoting the use of fuel efficient modes of transport; and
- (b) Encouraging a reduction in the use of fuels which produce emissions harmful to the environment; and
- (c) Promoting a safer transport system.”

⁶ “Promote improved energy efficiency within Otago through encouraging energy efficient transport modes in Otago”.

⁷ “To promote and encourage efficiency in the development and use of Otago’s infrastructure, which would include its roading network.

- (a) Encouraging development that maximises the use of existing infrastructure while recognising the need for more appropriate technology; and
- (b) Promoting co-ordination amongst network utility operators in the provision and maintenance of infrastructure; and
- (c) Encouraging a reduction in the use of non-renewable resources while promoting the use of renewable resources in the construction, development and use of infrastructure; and
- (d) Avoiding or mitigating the adverse effects of subdivision, use and development of land on the safety and efficiency of regional infrastructure.”

- 6.36. Section 74(2) of the RMA requires that a district plan prepared by a territorial authority shall "have regard to" any proposed regional policy statement.
- 6.37. The Proposed Otago Regional Policy Statement (**PRPS**) was notified for public submissions on 23 May 2015, and decisions on submissions were released on 1 October 2016. The majority of the provisions of the Decisions Version have been appealed and mediation is currently taking place. Accordingly, limited weight can be provided to the Decisions Version of the PRPS at this time, however it is unlikely that this will be the case when decisions on these transport provisions are made. The provisions of PRPS are relevant in highlighting the direction given to local authorities managing the potential adverse effects relating to transport. The following is based on the PRPS Decision version: 1 October 2016.
- 6.38. Objective 4.4 (sustainability of energy supplies to Otago's communities) includes Policy 4.4.6. This policy is to enable energy efficient and sustainable transport through encouraging compact and well integrated urban areas; well-connected integrated transport infrastructure in urban areas; prioritising walking, cycling, and public transport, where appropriate; having high design standards for pedestrian and cyclist safety and amenity; and enabling the development or upgrade of transport infrastructure and associated facilities.
- 6.39. Objective 4.5 (Urban growth and development) includes policy 4.5.1. This policy is to manage urban growth and development in a strategic and co-ordinated way by, amongst other things, coordinating urban growth and development and the extension of urban areas with relevant infrastructure development programmes; providing infrastructure in an efficient and effective way; ensuring efficient use of land; and giving effect to the principles of good urban design. Relevantly, the principles of good urban design (cited in schedule 5 of the **PRPS**) include transport networks that are safe, legible, attractive and well connected; the impact of design on people's health; providing for public transport, roading, cycling and walking networks that are integrated with each other and the land uses they serve; prioritising walking, cycling and public transport; and maximising pedestrian connectivity.
- 6.40. These objectives and policies are to be given effect to by a range of methods including via District Plans (Method 4.1). None of the more detailed methods specified in the **PRPS** are relevant to the transport chapter.
- 6.41. Regard has been had to the PRPS and, to the extent it is relevant, the proposed Transport Chapter is consistent with it.

Regional Plans

Otago Southland Regional Land Transport Plans 2015-2021

- 6.42. The Otago Regional Land Transport Plan 2015–2021 (combined with Southland’s Plan) sets out how the local authorities and the NZ Transport Agency (**NZTA**) intend to achieve their vision for transport in the future through funding and providing transport services and infrastructure. The plan sets out objectives and policies⁸ aimed at ensuring the region has a transport system that delivers appropriate levels of service, minimises congestion, provides active transport and public transport that are affordable and appropriate to function, and supports a choice of safe modes and the integration of these modes.
- 6.43. The combined plan then lists and prioritises all the activities and projects recommended by the Otago and Southland Regional Transport Committees (the RTCs) for funding from the National Land Transport Fund (NLTF) administered by the NZ Transport Agency (NZTA). Projects include transport planning, physical projects and walking, cycling, and public transport improvements and for each project, a cost, description, and reason for recommended priority are provided.
- 6.44. The technical note entitled “National and Regional Policy Context” attached to this S32 report as **Appendix 2** provides more detail on this Plan.

Regional Public Transport Plan: Otago 2014, including Addendum: Wakatipu Basin – May 2017

- 6.45. The Regional Public Transport Plan: Otago 2014 and its addendum Wakatipu Basin 2017 (**RPTP**) outline the current public transport situation in the Otago region, and the strategic direction and objectives for public transport in the region, and the programme of projects to achieve the objectives. The **RPTP** outlines a fundamental shift in the approach to public transport services in the region, anticipating more certainty over routes, reduced travel times, more regular frequencies, the application of national standards for buses, and simplification of the fare structure. The technical note entitled “National and Regional Policy Context” attached to this S 32 report as **Appendix 2** provides more detail on this.
- 6.46. In summary, the proposed Transport Chapter is consistent with, and gives effect to these regional plans.

Notified Proposed District Plan (PDP) 26 August 2015

- 6.47. The following objectives and policies of Stage 1 of the notified PDP (Part 2 Strategic) are relevant to transport, and the PDP Transport Chapter needs to take these into account as a means to achieve the higher order objectives and policies of the plan (in addition to Part 2).

⁸ Objectives 2.1, 2.2, 2.3, 4.1, 4.2, 4.3, and Policies 2.11, 2.19, 2.22, 2.23, 4.1, 4.2, 4.3, 4.10 - 4.18, and Policy 4.26

Strategic Direction Chapter 3

Objective 3.2.2.1 Ensure urban development occurs in a logical manner:

- to promote a compact, well designed and integrated urban form;
- to manage the cost of Council infrastructure; and
- to protect the District's rural landscapes from sporadic and sprawling development.

Policies

...

3.2.2.1.3 Manage the form of urban development within the UGBs ensuring:

- Connectivity and integration with existing urban development;
- Sustainable provision of Council infrastructure; and
- Facilitation of an efficient transport network, with particular regard to integration with public and active transport systems

3.2.2.1.4 Encourage a higher density of residential development in locations close to town centres, local shopping zones, activity centres, public transport routes and non-vehicular trails

Objective 3.2.4.8 - Respond positively to Climate Change.

Policies

3.2.4.8.1 Concentrate development within existing urban areas, promoting higher density development that is more energy efficient and supports public transport, to limit increases in greenhouse gas emissions in the District.

6.48. The Transport Chapter achieves these objectives and policies by providing more detailed objectives and policies, together with methods, that are well aligned to Strategic Directions of the Stage 1 PDP, as notified.

Urban Development Chapter 4:

Objective 4.2.1 - Urban development is coordinated with infrastructure and services and is undertaken in a manner that protects the environment, rural amenity and outstanding natural landscapes and features.

4.2.1.3 Encourage a higher density of residential development in locations that have convenient access to public transport routes, cycleways or are in close proximity to community and education facilities.

4.2.1.4 Development enhances connections to public recreation facilities, reserves, open space and active transport networks

Objective 4.2.3 – Within Urban Growth Boundaries, provide for a compact and integrated urban form that limits the lateral spread of urban areas, and maximises the efficiency of infrastructure operation and provision.

Policies

4.2.3.1 Provide for a compact urban form that utilises land and infrastructure in an efficient and sustainable manner, ensuring:

- connectivity and integration;
- the sustainable use of public infrastructure;
- convenient linkages to the public and active transport network; and

- *housing development does not compromise opportunities for commercial or community facilities in close proximity to centres.*

4.2.3.2 *Enable an increased density of residential development in close proximity to town centres, public transport routes, community and education facilities.*

...

4.2.3.4 *Urban development occurs in locations that are adequately serviced by existing public infrastructure, or where infrastructure can be efficiently upgraded.*

4.2.3.5 *For urban centres where Urban Growth boundaries apply, new public infrastructure networks are limited exclusively to land within defined Urban Growth boundaries.*

4.2.3.6 *Development improves connections to recreational and community facilities, and enhances the amenity and vibrancy of urban areas*

...

Queenstown

4.2.4 Objective - Manage the scale and location of urban growth in the Queenstown Urban Growth Boundary.

Policies

4.2.4.1 *Limit the spatial growth of Queenstown so that:*

...

- *residential settlements become better connected through the coordinated delivery of infrastructure and community facilities*
- *transport networks are integrated and the viability of public and active transport is improved*
- *the provision of infrastructure occurs in a logical and sequenced manner*

4.2.4.2 *Ensure that development within the Queenstown Urban Growth Boundary:*

...

- *provides a diverse supply of residential development to cater for the needs of residents and visitors*
- *provides increased density in locations close to key public transport routes and with convenient access to the Queenstown Town Centre*
- *Provides infill development as a means to address future housing demand*
- *Maximises the efficiency of existing infrastructure networks and avoids expansion of networks before it is needed for urban development*
- *Supports the coordinated planning for transport, public open space, walkways and cycleways and community facilities*
- *Does not diminish the qualities of significant landscape features*

6.49. The PDP encourages consolidation of urban growth within the urban growth boundaries and existing settlements and recognises that, integral to this is the sustainable, efficient, logical, and sequenced use and development of infrastructure; increased density; connectivity and integration; convenient linkages and connections; integrated transport networks; and the provision of infrastructure.

6.50. The Transport Chapter achieves these objectives and policies by providing more detailed objectives and policies, together with methods, that are well aligned to urban development chapter of the Stage 1 PDP, as notified.

Tangata Whenua Chapter 5

Objective 5.4.3 *Protect Ngāi Tahu taonga species and related habitats.*

Policies

5.4.3.1 *Where adverse effects on taonga species and habitats of significance to Ngāi Tahu cannot be avoided, remedied or mitigated, consider environmental compensation as an alternative.*

Objective 5.4.5 *Wāhi tūpuna and all their components are appropriately managed and protected.*

Policies

5.4.5.1 *Identify wāhi tūpuna and all their components on the District Plan maps and protect them from the adverse effects of subdivision, use and development.*

5.4.5.2 *Identify threats to wāhi tūpuna and their components in this District Plan.*

5.4.5.3 *Enable Ngai Tahu to provide for its contemporary uses and associations with wāhi tūpuna.*

5.4.5.4 *Avoid where practicable, adverse effects on the relationship between Ngāi Tahu and the wāhi tūpuna.*

6.51. The Transport Chapter achieves these objectives and policies by imposing limitations on earthworks within roads and requiring accidental discovery protocols to be followed within areas that are of significance to Māori. Also, the Transport Chapter is structured so that any Sites of Significance to Maori and associated rules that are added to Chapter 26 (historic heritage) through subsequent stages of the PDP will apply to roads, in the same way they will to zoned land.

Landscapes Chapter 6

Objective 6.3.3 - *Protect, maintain or enhance the district's Outstanding Natural Features (ONF).*

Policies

6.3.3.1 *Avoid subdivision and development on Outstanding Natural Features that does not protect, maintain or enhance Outstanding Natural Features.*

6.3.3.2 *Ensure that subdivision and development in the Outstanding Natural Landscapes and Rural Landscapes adjacent to Outstanding Natural Features would not degrade the landscape quality, character and visual amenity of Outstanding Natural Features.*

Objective 6.3.4 - *Protect, maintain or enhance the District's Outstanding Natural Landscapes (ONL).*

Policies

6.3.4.1 *Avoid subdivision and development that would degrade the important qualities of the landscape character and amenity, particularly where there is no or little capacity to absorb change.*

Objective 6.3.5 - *Ensure subdivision and development does not degrade landscape character and diminish visual amenity values of the Rural Landscapes (RLC).*

Policies

6.3.5.1 *Allow subdivision and development only where it will not degrade landscape quality or character, or diminish the visual amenity values identified for any Rural Landscape.*

6.52. The landscape classifications, and therefore the above objectives and policies, will apply to transport infrastructure activities that occur within roads in the same way that they apply to zoned land. As such, while activity on a road in the rural area will not be subject to the rules of the rural chapter, any buildings located within roads associated with public transport facilities or public toilets will be subject to the rules in the rural chapter and any earthworks, utilities, or signs will be subject to those respective rules. Wherever consent is required and Council retains control or discretion over landscape effects, then the Part 6 objectives and policies will apply. All public transport facilities, park and ride, or other transport-related activities on zoned land will be subject to restricted discretionary activity consent/ the zone provisions and also to the Part 6 objectives and policies. As such, the Transport Chapter will support the management of the actual and potential adverse effects of transport activities where these could affect the District's landscape values.

Council Reply versions following hearings on submissions

6.53. Following the consideration of submissions and hearings, Council filed recommended reply versions of the PDP chapters, where changes were supported by Council officers appearing at the hearings. While these versions do not have any statutory status, they are important in the context of whether the Council's position on a matter has shifted from the notified PDP.

6.54. On the whole, it is considered that the reply provisions have not made any fundamental changes, which would affect the general approach of the proposed Transport Chapter. However, the reply version recommended that the following notified definitions be removed from the PDP:

- Backpacker Hostel
- Balcony
- Bar (Hotel or Tavern)
- Elderly Persons Housing Unit
- Health Care Facility
- Place of Assembly
- Place of Entertainment
- Rural Selling Place

6.55. In the event that the Council's decision on the Definitions Chapter (2) deletes these definitions from the Definitions Chapter (2) in accordance with Council's position and evidence, then the Transport Chapter may need to be amended and the definitions reinstated in order to avoid interpretation difficulties. If necessary, this will need to be undertaken either via submission or a Variation.

Relationship with other stage 1 and 2 district wide chapters

- 6.56. As it would apply to roads, the stage 1 Noise Chapter (36) permits sound from vehicles on public roads, imposes a noise limit on telecommunications within roads, requires construction noise to be in accordance with the relevant NZ Standard, and requires that vibration levels not exceed the relevant guideline with regard to noise. While the proposed chapter 29 provisions do not impose noise limits on activities other than construction within the road, no other permitted or controlled activities pose any significant threat from a noise perspective. As such, the rules as notified in the PDP are considered appropriate.
- 6.57. As it would apply to roads, the Signs Chapter (31) notified as part of Stage 2 of the PDP proposes a rule (31.5.23) that lists signs that are permitted on or above roads (with breaches to the rule requiring discretionary activity resource consent). In addition, proposed Rule 31.5.13, (which identifies off site signs as a discretionary activity), and proposed Rule 31.5.14, (which identifies hoardings as a prohibited activity), would also apply to roads. The proposed Signs Chapter also highlights that signs on Council land (including roads), irrespective of whether or not resource consent is required, will require approval of the Council as landowner. The proposed Signs Chapter is considered to manage any effects of signs on and above roads in an appropriate manner.
- 6.58. As it would apply to roads, the Earthworks Chapter (25) notified as part of Stage 2 of the PDP permits unlimited volumes and area of earthworks within roads (proposed rule 22.5.7), except where the road is identified as being within an Outstanding Natural Feature as defined on the Planning Maps. Earthworks within roads are also subject to the standards for earthworks (i.e. maximum area of earthworks (Rule 22.5.11) and accidental discovery of archaeological material (Rule 25.5.15), except Rules 25.5.16 and 25.5.17 height of cut and fill, as they apply to roads. The proposed Earthworks Chapter is considered to manage any effects of signs on and above roads in an appropriate manner.
- 6.59. As it would apply to roads, the stage 1 Temporary Activities and Relocated Buildings Chapter (35) permits any temporary filming without limitation and temporary events up to a certain scale. Consistent with events located on zoned land, such events need not comply with noise limits, although on zoned land, they need to comply with night time noise limits in most instances. Given the existing processes in place to control effects of these two activities on roads, the above-mentioned Signs Chapter rule 31.5.23(d) permitting signs associated with these activities, and the importance of both activities to the economic and social and cultural wellbeing of the community, the approach is considered to be appropriate.
- 6.60. As it would apply to roads, the stage 1 Utilities and Renewable Energy chapter (30) permits or imposes controls on utilities that are likely to occur on roads, including applying additional constraints on ONLs and other sensitive areas. The Utilities and Renewable Energy chapter is considered suitable to manage any effects of utilities on roads in an appropriate manner.

- 6.61. As it would apply to roads, the stage 1 Heritage chapter (26) contains heritage rules, heritage precincts, and heritage landscape overlays and the wording does not require there to be an underlying zone. E.g. heritage items exist on roads, and heritage precincts and landscapes span the roads. Many listed historic heritage items, such as bridges, are within roads. As such, it is considered that the chapter appropriately manages any effects that activities within roads may have on heritage values in an appropriate manner.
- 6.62. As it would apply to roads, the stage 1 Natural Hazards chapter (28) establishes objectives and policies, which will apply to all parts of the District, including roads, and irrespective of whether a zone applies.
- 6.63. As it would apply to roads, the Wilding Exotic Trees Chapter (34) covers all land irrespective of whether it is zoned. This is appropriate.
- 6.64. As it would apply to roads, the Indigenous Vegetation and Biodiversity Chapter (33) covers all land irrespective of whether the land is zoned and specifically references 'roads'. This is appropriate.
- 6.65. As it would apply to roads, the Protected Trees Chapter (32) provides objectives, policies, and rules in relation to scheduled protected trees, scheduled character trees in the Arrowtown Residential Historic Management Zone, and unscheduled trees on streets within the Arrowtown Residential Historic Management Zone. This is appropriate.

7. NON-STATUTORY CONTEXT

- 7.1. Many Councils throughout the country, along with NZTA⁹ have developed guidelines on Integrated Transport Assessments, street and road designs, and the design of public transport facilities, which are intended to supplement the provisions in the District Plan and improve their effectiveness. Many also have active and public transport network plans, which identify the key routes such that this can be referred to when deciding on the most appropriate design for a new or existing road; whether to install new public transport infrastructure as part of a development; and whether a development needs to contribute cycle and walking paths and the location and form of those.
- 7.2. Section 3 of the Council's Land Development and Subdivision Code of Practice 2015 (**Code of Practice/ COP**) guides the design of roads and accesses based on the anticipated function and traffic volumes and this is referred to in both the proposed Transport Chapter (29) and

⁹ <http://www.nzta.govt.nz/assets/resources/research/reports/422/docs/422.pdf>

Subdivision Chapter (27). However, it lacks any detailed guidance on the design and location of public transport or cycling infrastructure and the types of design measures that would assist in achieving the target speeds outlined in the Code of Practice. The Code of Practice is currently being updated but, at this stage, it is not known whether it will provide further detailed guidance on these matters.

- 7.3. The QLDC Subdivision Design Guidelines (2015) - A design guide for subdivision in the urban zones¹⁰ provides guidance on how neighbourhoods can be structured so the layout of streets, lots, parks and connections achieve maximum benefit to the developer and the wider community. It includes sections on transport and connections and street layout and orientation, which discuss the importance of encouraging walkable and cycle friendly neighbourhoods, creating direct connections between roads and pathways, minimising cul-de-sacs, safe roads through design, avoiding cul-de-sacs with no pathway connections, small block sizes, efficient walking and cycling connections to existing and planned public transport; and providing for future public transport.
- 7.4. The use of Active Network Plans and Public Transport Network Plans is referred to in the proposed Transport Chapter as a tool to guide the provision of public transport, cycling, and walking infrastructure on the basis that, while these do not currently exist, the Council has committed to commencing the preparation of both types of Network Plans in the foreseeable future.
- 7.5. The issue of providing more non-statutory guidance is further discussed in the Technical Note entitled “Developer Provision of Public Transport and Active Modes Infrastructure” attached as **Appendix 2** to this S 32 Report.

8. ISSUES WITH THE OPERATIVE DISTRICT PLAN (ODP)

While there is no presumption that the ODP provisions are the most appropriate, it is useful to briefly consider the known problems with them in order to determine whether they are, indeed the most appropriate means of achieving the purpose of the Act and the objectives of the District Plan

- 8.1. The District Plan Monitoring Report Section 14: Transport (2012) identified the following general issues with the operative Transport Chapter:
- (i) the rules are not efficient or effective;
 - (ii) the provisions do not align with the Council’s Code of Practice, NZ standards, or best practice;

¹⁰<http://www.qldc.govt.nz/assets/Uploads/Planning/District-Plan/Incorporation-of-Documents-by-Reference/QLDC-Subdivision-Design-Guidelines-May15.pdf>

- (iii) the provisions do not align with the Council's transportation strategies, which focus on encouraging an integrated transportation network that caters for cycling, walking, public transport, and private vehicles;
- (iv) many of the objectives and policies could be relocated to the district wide/ strategic chapter;
- (v) other than for the Three Parks Zone and the Frankton Flats Zone, there are no provisions that relate to travel demand management (TDM), bicycle parking, end of trip facilities, or specifically in relation to public transport;
- (vi) the structure of the chapter could be amended to only include district-wide provisions, with zone-specific rules moved to the zone chapter;
- (vii) there are issues with some specific parking provisions, including the Frankton industrial zone parking ratio, the manner in which visitor accommodation parking ratios are interpreted (for dual key visitor accommodation and in relation to coach parking for visitor accommodation activities for example);
- (viii) minor practical issues with the provisions relating to the design of access points, particularly in relation to shared access point, off street manoeuvring space, vehicle crossings, pedestrian safety within car parking areas, surfaces used on steeper gradients, and the design and provision of street lighting;
- (ix) the Road Hierarchy and Traffic Design Standards need to be updated; and
- (x) most roads are not listed as designations and consideration should be given to including a reference which confirms a blanket approach to road designations.

8.2. In summary, on the basis of the above report and further work undertaken as part of this review (as outlined throughout this s32 analysis), the operative Transport Chapter is not considered to be the most appropriate way of achieving the purpose of the RMA.

9. RESOURCE MANAGEMENT ISSUES

Introduction

9.1. The preceding discussion has identified that transport activities are an integral component of land use and development. It is also clear that the actual and potential adverse effects of transport need to be managed in order to ensure that sustainable management of natural and physical resources are promoted.

9.2. The following key issues have been identified as the central themes associated with transport effects in the Queenstown Lakes District. While the issues are more acutely experienced in the Queenstown/ Frankton area than in Wanaka and Arrowtown, for the most part, the issues are considered to be district wide, as if they are not addressed now they will manifest or worsen in some or all of those places within the life of the District Plan. For example, Wanaka also

experiences significant traffic and parking congestion on peak days and a growing urban area requires future proofing of the transport network.

9.3. Many of the issues identified below are also identified in some or all of the following Council documents:

- . Frankton Business Case (2017).
- . Queenstown Town Centre Business Case (2017).
- . Wakatipu Public Transport Programme Business Case (2017)
- . Queenstown Integrated Transport Programme Business Case (2017)

Key Issues

Issue 1 - Increasing road congestion and reduced liveability, amenity, and quality of living

9.4. Significant growth in visitors, residents, and vehicles combined with a heavy reliance on travelling by private vehicles is increasing road congestion, which is affecting trip reliability and the efficiency of the road network, while reducing amenity (especially in the Town Centres). Conflicting demands between pedestrian, cyclists and vehicles in a physically constrained area are degrading the Queenstown Town Centre experience. This is affecting the liveability and attractiveness of the area, particularly around Frankton and the Queenstown Town Centre and the economic wellbeing of the community.

9.5. There is limited opportunity to increase capacity on Frankton Road due to physical constraints which prevent adding additional lanes along much of the route and due to the large number of driveways and connector roads along the route.

9.6. Wanaka's roads are congested in peak times, particularly within and around the Town Centre.

Issue 2 - Roads that are not laid out or designed in a manner that provide for all modes of transport and do not necessarily provide a quality of urban design appropriate to the location

9.7. With the exception of a small number of streets in the Town Centres, space within existing road corridors is almost entirely allocated to the movement and parking of private vehicles. There are currently no priority lanes for public transport, no dedicated on-road cycle lanes, and often footpaths are narrow and/ or are only on one side of the road, and are poorly connected. This is one of the reasons for the communities' current common practice of travelling by car in preference to using other modes of travel. The provisions of the transport chapter can require or encourage changes to the current network design which can in turn support changes in behaviour to other modes of travel.

9.8. Very often, new roads are not laid out or designed in a manner that enables them to be serviced efficiently by public transport, or which enables people to easily walk or cycle within or

beyond the immediate area. They have previously been allowed to include unconnected streets / cul-de-sacs which do not enable an area to be serviced efficiently by buses (or refuse trucks or other heavy vehicles) and which reduce the walkability and safety of the area. Such subdivisions or large scale developments have not been required to provide the infrastructure or, at times, even the physical space to support walking, cycling and public transport in the future, which will make it considerably more difficult for people to choose these modes in the future.

- 9.9. Wanaka is growing rapidly and it is important that new and existing roads provide a well-connected roading network that is designed in a manner that future proofs them for all modes of transport, regardless of whether a public transport system exists at this point in time.

Issue 3 - The transport network and parking provisions prioritise travel by private vehicle with considerably less emphasis on alternative modes of travel

- 9.10. Travelling by private vehicles continues to be the predominant mode of travel throughout the district. While an affordable and efficient public transport system is planned to commence servicing the wider Queenstown and Arrowtown areas in November 2017, there is currently a costly, low frequency public transport service operating in these areas and no public transport service in Wanaka. This has contributed to relatively low uptake of public transport. Furthermore, with the exception of those living or staying within easy walking distance of the Town Centres, relatively low numbers of people commute by foot or bicycle.

- 9.11. The existing car-oriented transport system, together with Town Centre parking charges that are low relative to public transport fares and free and abundant parking at other key destinations, further inadvertently encourages private vehicle travel. Requiring a relatively high number of parking spaces to be provided on residential sites also contributes to high car ownership rates. The lack of an efficient and affordable public transport system or safe and well linked cycle and walking networks also plays an important role in how people are choosing to travel. The growth of self-drive tourism in the district exacerbates these issues. Under the current situation, public transport is unable to compete with the private car, which contributes to traffic congestion in the Wakatipu Basin. District Plan provisions are an important part of a comprehensive suite of initiatives that are required to address this issue.

- 9.12. The problems raised under Issue 2 are also relevant to this issue.

Issue 4 Localised congestion, safety, and amenity issues in discrete instances due to inadequate parking, access, and loading space being provided onsite.

- 9.13. Land use activities do not always provide sufficient onsite parking and rely, instead, on parking on the street and nearby reserves and grass verges. This is due variously to dispensations being granted to allow less parking than the District Plan requires; occupants not obtaining the necessary consents required; over-crowding within residential dwellings and high car ownership

amongst occupants; and the provision of 'free' on street parking in many areas. A specific related issue is the increasingly common practice of rental vehicle businesses parking large numbers of vehicles on streets. While ensuring the District Plan provisions appropriately address this issue, updating the Traffic and Parking Bylaw (as is currently underway); and ongoing enforcement of the Bylaw and the District Plan are likely to be the key methods of addressing this issue.

- 9.14. Access, manoeuvring, and loading needs to be managed to ensure that such activity does not cause safety and congestion issues on roads but this needs to be weighed up against the need to enable land to be used as efficiently as possible.
- 9.15. A related issue is the high occupancy of available carparks in the Queenstown and Wanaka Town Centres¹¹. This indicates that current parking management policies, including any use of parking prices and time limits, may not be sufficient to respond to peak demand issues. It may also indicate that additional shared parking supply could be needed to meet demand, although this would depend upon the financial viability of developing new parking facilities. It is also the likely result of a lack of a regular, affordable public transport system up until this time. One consequential effect of this is that commuter parking is occurring on 'residential' streets within close proximity to the Wanaka and Queenstown Town Centres.

Issue 5 On-site parking requirements and zoning contribute to unaffordable housing and enable the dispersal of employment, commercial, and community activities.

- 9.16. Requirements to provide onsite parking increase the overall cost of development as they require land or space in buildings to be set aside for parking, rather than being allocated to housing or business uses. In areas where land values are high or where there are geographical or zoning constraints that make it challenging to develop more, this may also reduce the amount of housing and business space that can be provided.
- 9.17. The most pronounced effect of this is that if the parking requirement is too high it disincentivises the development of smaller, more affordable units and worker housing; both of which are important elements of addressing housing affordability in the district. As a further consequence, larger and more expensive housing typologies will be developed, which can more easily absorb the high cost of parking provision, but which may not make as effective a contribution to improving housing affordability. The technical note entitled "Parking Advice" attached to this S32 report as **Appendix 2** provides more detail on this.
- 9.18. There are various zones (such as the Jacks Point Zone and the Local Shopping Centre Zone) that enable a considerable amount of commercial, retail, and community activity to be

¹¹ Queenstown Carparking Survey 2017 and Wanaka Carparking Survey July 2017.

developed. Where these activities are large scale and in zones that are relatively remote and not well connected to the majority of the population or to public and active transport networks, there is a risk that they will generate large amounts of traffic and affect the wider transport network. As such, it is important that the wider impacts on the transport network are considered and mitigated at the resource consent stage.

10. SCALE AND SIGNIFICANCE EVALUATION

10.1. S32(1)(c) of the RMA requires that this s32 analysis contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal. In making this assessment, regard has been had to whether the objectives and provisions:

- (i) fulfil the Council's role and functions under the Act as required by ss 31 and 74(1)(b);
- (ii) impose increased costs or restrictions on individuals, communities, or businesses;
- (iii) result in a significant variance from the existing baseline in ODP Chapter 14;
- (iv) have effects on matters of national importance;
- (v) adversely affect those resources overseen by special interests groups and statutory bodies;
- (vi) involve effects that have been considered implicitly or explicitly by higher order documents; and
- (vii) are more appropriate than the existing provisions.

10.2. The level of detail of analysis in this report is moderate to high for the following reasons:

- (i) Providing for transport needs is an anticipated component of many land uses but the effects on the adverse transport network need to be managed, while ensuring that land can still be developed efficiently and that the level of certainty and the administration cost/ transaction cost involved in obtaining resource consent are reasonable;
- (ii) The provisions have the potential to affect a wide sector of the community;
- (iii) The provision of on-site parking is a significant cost of development. Other than for hospitals and day care facilities, the proposed accessory parking requirements for all other activities are the same or less than under the ODP and therefore, with those exceptions, this is not expected to impose a significant additional cost on applicants or the wider community and, in many cases, will result in significant economic benefits;
- (iv) The provisions will impose consenting requirements in relation to establishing non accessory parking, park and ride, and public transport facilities. The consenting is expected to provide greater direction/ certainty and, on balance, impose less cost on applicants than the current regime in residential and rural zones. While there will be less certainty that it will be approved in business zones the consenting costs of obtaining consent for such activity is likely to not be significantly greater;

- (v) The provisions that apply to roads will impose less costs on Council than under the ODP whereby all roads are designated and therefore an outline plan or waiver is required for all work undertaken
- (vi) The provisions requiring consent be obtained for High Traffic Generating Activities (**HTGAs**) district-wide and rental car businesses in those zones where it is currently permitted will impose increased restrictions and costs on individuals applying for such activities but will reduce costs currently borne by communities;
- (vii) The provisions requiring cycle parking and end trip facilities will impose increased costs on individuals applying for activities that require these facilities but these additional costs are likely to be minor; and
- (viii) The operational provisions, relating to matters such as sight distances, parking design and layout, and access design, are not a significant departure from those in the ODP and are intended to make consent processing and District Plan interpretation simpler and more cost-effective.

11. EVALUATION OF PROPOSED OBJECTIVES SECTION 32(1)(a)

- 11.1. The identification and analysis of issues has helped define how Section 5 of the RMA should be articulated and has helped to determine the most appropriate objectives to give effect to Section 5 of the RMA in light of the issues.
- 11.2. Section 32(1)(a) requires an examination of the extent to which the proposed objectives are the most appropriate way to achieve the purpose of the Act. The following summarises how the Objectives serve to address the key Strategic objectives in the PDP and are the most appropriate way of achieving the purpose of the RMA.

Table 2 - Appropriateness of proposed Objectives	
Proposed Objective	Appropriateness
<p>29.2.1 An integrated, safe, and efficient transport network that:</p> <p>(i) <i>provides for all transport modes and the transportation of freight;</i></p> <p>(ii) <i>provides for future growth needs and facilitates continued economic development;</i></p> <p>(iii) <i>reduces dependency on private motor vehicles and promotes the use of public and active transport;</i></p> <p>(iv) <i>contributes towards addressing the effects on climate change; and</i></p> <p>(v) <i>reduces the dominance and congestion of vehicles in the Town Centre Zones.</i></p>	<p>This Objective, along with the others, is the most appropriate way to meet the purpose of the RMA because it:</p> <ul style="list-style-type: none"> • recognises that establishing a transport network that provides for people's safety; the efficient use of resources (including land, transport infrastructure, and fuel) are all integral components of achieving sustainable management; and • specifically enables people to provide for their social and economic wellbeing by providing for all modes of transport and turn providing for a wider spectrum of the community; and • acknowledges the importance of providing for future generations and ongoing economic development which, given the rapidly evolving technological advances in transportation planning, is particularly relevant. <p>In turn, this Objective, along with the others:</p> <ul style="list-style-type: none"> • achieves the relevant Strategic Direction Objectives identified in this S32 evaluation; • establishes a policy framework within which to implement the Council's function required under s31 of the RMA; • recognises the interrelationship between Part 5 of the RMA, while (relevantly) having regard to sections 7(b), (c), (f), (g), and (i) of the RMA relating to the efficient use and development of resources, amenity values, the quality of the environment: finite characteristics, and climate change; and • gives effect to the RPS and NPS-UDC where relevant.
Proposed Objective	Appropriateness
<p>29.2.2 Parking, loading, access, and onsite manoeuvring that are consistent with the character, scale, intensity, and location of the zone and contributes toward:</p> <p>(i) <i>providing a safe and efficient <u>transport network</u>;</i></p> <p>(ii) <i>compact urban growth;</i></p> <p>(iii) <i>economic development;</i></p> <p>(iv) <i>Facilitating an increase in walking and cycling; and</i></p> <p>(v) <i>Achieving the level of residential</i></p>	<p>This Objective, along with the others, is the most appropriate way to meet the purpose of the RMA because it requires that onsite parking, loading, access, and onsite manoeuvring be provided and designed in a manner that is suitable to its location and does this in a manner that contributes toward safety, efficiency, quality compact growth, economic development, and increased walking and cycling. As such, a balance needs to be found in all applications between the various components of the Objective and a solution found that is appropriate to the location.</p> <p>For example, providing too much parking and loading space or not enabling access onto roads could compromise achieving quality compact growth and increased public transport use while, being too lenient on access and loading standards could result in safety and congestion issues that would compromise economic wellbeing and safety.</p> <p>In turn, this Objective, along with the others:</p> <ul style="list-style-type: none"> • achieves the relevant Strategic Direction objectives identified in this S32 evaluation;

<p><i>amenity and quality of urban design anticipated in the zone.</i></p>	<ul style="list-style-type: none"> • enables Council to achieve its function required under s31 of the RMA; • has regard to sections 7(b), (c), (f), (g), and (i) of the RMA; and • gives effect to the RPS and NPS-UDC where relevant.
<p><i>29.2.3 Roads that facilitate continued growth, provide for the safe and efficient use of roads for all road users and transport modes, and are compatible with the level of amenity anticipated in the adjoining zones.</i></p>	<p>This Objective, along with the others, is the most appropriate way to meet the purpose of the RMA because it requires roads to be provided and designed in a manner that provides for all modes of transport (including the transportation of freight) while managing adverse effects on adjoining zones.</p> <p>In so doing, it recognises the importance of providing a movement network that services the whole community, (not only those in cars), the economic importance of the roading network in getting goods from a) to b), and the an efficient transport network is an essential component of sustainable management in that, without it, land use and development is significantly limited and as a consequence, so is the ability of people and communities to provide for their social, economic, and cultural well-being and for their health and safety</p> <p>In turn, this Objective, along with the others:</p> <ul style="list-style-type: none"> • achieves the Strategic Direction objectives identified in part 15 of this S32 evaluation; enables Council to achieve its function required under s31 of the RMA; • has regard to sections 7(b), (c), (f), (g), and (i) of the RMA; and • gives effect to the RPS and NPS-UDC where relevant.
<p><i>29.2.4 An integrated approach to managing <u>subdivision</u>, <u>land use</u>, and the <u>transport network</u> in a manner that:</i></p> <p>(i) <i>supports improvements to active and public transport networks;</i></p> <p>(ii) <i>increases the use of active and public transport networks;</i></p> <p>(iii) <i>reduces traffic generation;</i></p> <p>(iv) <i>manages the effects of the <u>transport network</u> on adjoining land uses and the effects of adjoining land uses on the transport network.</i></p>	<p>This Objective, along with the others, is the most appropriate way to meet the purpose of the RMA because it:</p> <ul style="list-style-type: none"> • requires that the effects of land use and transport are integrated rather than considered in isolation; and • will contribute to land being developed in a way, or at a rate, that minimises the adverse effects of increased traffic generation and maximises improvements to the public and active transport networks and the uptake of those modes of transport <p>In turn, this Objective, along with the others:</p> <ul style="list-style-type: none"> • achieves Strategic Direction objectives identified in part 15 of this S32 evaluation; enables Council to achieve its function required under s31 of the RMA; and have regard to sections 7(b), (c), (f), (g), and (i) of the RMA; and • gives effect to the RPS and NPS-UDC where relevant.

12. EVALUATION OF THE PROPOSED PROVISIONS SECTION 32(1)(b)

12.1. Section 32(1)(b) requires the Council to:

Examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by—
(i) identifying other reasonably practicable options for achieving the objectives; and
(ii) assessing the efficiency and effectiveness of the provisions in achieving the objectives; and
(iii) summarising the reasons for deciding on the provisions

12.2. The following table identifies the reasonably practicable options for achieving the objectives outlined above. In accordance with section 32(1)(c) of the RMA, the consideration of practicable options has been undertaken to a level of detail that corresponds to the scale and significance of the effects that are anticipated from the implementation of the chapter and, as such, not all possible options for all approaches are included below.

Reasonably practicable options for achieving the objectives (s32(1) (b)(i))

Table 3 - Reasonably practicable options
<p>Options for managing the effects from transport activities within roads and enabling activities to occur within roads</p> <ol style="list-style-type: none"> 1. Rely on the other district wide rules to manage signage, earthworks, effects on natural and historic heritage values, utilities, temporary activities, natural hazards, and noise 2. Include additional rules in the transport chapter to manage these effects <p>➤ Option 1 is preferred, for the reasons outlined in Table 4, below.</p>
<p>Options for what roads to include as ‘roads’</p> <ol style="list-style-type: none"> 1. Include only vested roads 2. Include vested and private roads used by the general public 3. Include formed and unformed roads <p>➤ Options 1 and 3 are preferred, for the reasons outlined in Table 5, below.</p>

Options for managing activities within roads

1. Notify a 'whole of network' road designation
 2. Retain the existing deeming rule, which deems all roads to be designated
 3. Zone all roads as Transport Zone
 4. Deem all land that meets the definition of a 'road' as a road (which is as defined under the LGA 1973)
- Option 4 is preferred, for the reasons outlined in Table 5, below.

Options for determining the classification of roads

1. Retain the road hierarchy in the ODP
 2. Apply the One Network Road Classifications (**ONRC**)
 3. Apply a simplified version of the ONRC (i.e. 3 rather than 8 classifications)
 4. Apply a simplified version of the ONRC and not include the specific classifications of the state highways but, rather, simply list them under the heading of state highways in the schedule.
 5. Apply a simplified version of the ONRC but where Council has signalled that the function of certain roads will likely change in the future (e.g. through the creation of Inner Links around the Queenstown Town centre and the increased pedestrianisation of the centre) then reflect this in the District Plan classification .
- Option 4 is preferred, for the reasons outlined in Table 5, below and, in addition, due to the fact that there is insufficient certainty around projects such as the Inner Links and the Queenstown Masterplan to provide the necessary evidence base for Option 4.

Options for managing the effects of buildings within the road corridor

1. Allow all buildings associated with transport infrastructure and public amenities as permitted
 2. As above but require buildings related to public transport systems or public toilets to comply with standards relating to building height, building height to boundary, and recession planes of the zone adjoining the road and if they do not, make them restricted discretionary activity
 3. Require all or those buildings identified in 2) above to obtain resource consent consistent with the rules (including design control) of the adjoining zone. e.g. a bus shelter adjoining the Town Centre or Rural Zone would require a restricted discretionary activity or discretionary consent, respectively, as well as needing to comply with the standards
 4. Require private overhanging built form (e.g. verandas) to obtain resource consent consistent with what would be required in the adjoining zone.
 5. Rely wholly on the licence to occupy process to consider the bulk, location, and design of buildings within roads
- Options 2 and 4 are preferred, for the reasons outlined in Table 5, below.

Options for providing for water-based public ferry services

1. Provide policies supporting water-based public ferry services in the transport chapter
 2. Provide more enabling rules for new piers and jetties (and buildings thereon) used by scheduled ferry operations
 3. Include ferry terminals in the definition of 'public transport facilities' and, through that, provide more enabling rules than currently exist in the Rural and Queenstown Town Centre Zones.
 4. Provide more enabling rules for defined water-based public ferry services (i.e. the boating activity on the surface of the water).
 5. Provide for specific locations where ferry terminals are enabled through designations or specific zoning.
- Options 1, 3, and 4 are preferred, for the reasons outlined in Table 6, below.

Options for enabling the provision of public transport facilities and park and ride outside of roads

1. Enable transport network activities that occur off the road as a restricted discretionary activity throughout the respective zones (e.g. park and ride, public transport facilities including bus interchanges, and walking and cycle trails), while managing the effects of such facilities
 2. Permit walking and cycling trails, bicycle parking, and bus shelters but require a restricted discretionary consent for other transport network activities
 3. As above but apply a different activity status to each activity depending on the zone and the effects it is likely to cause in that zone
 4. Permit all transport network activities and rely on the HTGA rules to manage the effects of larger scale activities (e.g. a park and ride area or large scale bus interchange)
 5. Designate all such facilities
- Option 2 is preferred, for the reasons outlined in Tables 4 - 6, below.

Options for managing carparking in the Town Centre Zones

1. Require all activities within the Town Centre Zones to provide on-site parking
 2. Require some activities (e.g. visitor accommodation, residential, and retail of a certain scale) within the Town Centre Zones to provide on-site parking
 3. Require all or some activities within the Queenstown Town Centre Transition Sub-zone to provide on-site parking but not elsewhere in the Town Centre Zones
 4. Impose no minimum parking requirement on any activities in any part of the Town Centre Zone and rules requiring restricted discretionary consent to provide either accessory or non-accessory parking within the Town Centre Zones
 5. Impose maximum parking requirements on all activities in any part of the Town Centre Zone
- Option 4 is preferred, for the reasons outlined in Tables 3 and 6, below.

Options for managing the provision of on-site parking in relation to residential development in different zones

1. Require minimum on-site parking ratios to be provided on site which align generally with an upper-percentile of peak parking demands, which will result in under-utilised spaces much of the time
 2. Remove on-site minimum parking requirements in those higher density areas that are most accessible to other modes of travel and for residential flats throughout the district
 3. Reduce on-site minimum parking requirements below what is currently required by the ODP in those areas that are most accessible to other modes of travel and for residential flats
 4. Option 2, 3, or 4 above plus impose maximum on-site parking requirements
- Option 3 is preferred, for the reasons outlined in Tables 4 and 7, below.

Options for managing the safety and efficiency of accesses, loading, and parking spaces (i.e. list all those in MWH report where we considered standards)

1. Retain the ODP rules
 2. Duplicate or base all rules on NZS4404:2004, AS/NZS2890.1:2004, NZS4121:2001, the Building Act 2004, the Road and Traffic Standards 6 (RTS 06), the NZTA Policy Manual (PM), or the council's Land development and Subdivision Code of Practice 2015 (which is based on NZS4404), as relevant/ wherever an equivalent rule exists
 3. Update/ improve the specific standards within the rules, where necessary (from those in the ODP version) and also state that compliance with the relevant national document is an acceptable alternative way of complying with the rule), thereby allowing applicants to choose which they comply with
 4. Amend the ODP rules to reflect best practice, duplicate standards from the documents listed above wherever they are relevant, applicable to the Queenstown Lakes District, and sufficiently certain, and include reference to other documents in the assessment matters, indicating that failure to meet the rule may be acceptable provided the relevant national standard is complied with.
- Option 4 is preferred, for the reasons outlined in Table 7, below.

You are also referred to the report entitled Operative Queenstown Lakes District Plan Operational Standards Review August 2017, attached as **Appendix 3** for more detailed discussion of these options.

Options for HTGAs (High Traffic Generating Activities)

1. Require a controlled consent (rather than restricted discretionary) for those HTGAs where the activity itself is permitted in the zone (e.g. commercial use in the business zones) and is not accessed by a State Highway or arterial and require a restricted discretionary consent for all other HTGAs
2. Require a controlled consent for those HTGAs (rather than restricted discretionary) for those activities where there is already control or discretion over transport,

traffic or trip-generation effects for the activity in the applicable zone rules or precinct rules and require a restricted discretionary consent for all other HTGAs

3. Both options 1 and 2.
 4. Require a restricted discretionary consent for all HTGAs
- Option 4 is preferred, for the reasons outlined in Tables 4 and 5, below.

Options for ensuring rental vehicle activities provide sufficient onsite vehicle parking

1. Rely on the notified PDP zone rules to manage the effects. These permit rental vehicle activities in all the business zones; permit it as part of a home occupation or a complex containing more than 20 units in the High Density Residential Zone; and make it non-complying if under 100m² GFA in the Low Density Residential and Medium Density Residential Zones (noting that it cannot meet the home occupation rule as it includes activity outdoors)
 2. Require a non-complying consent for the parking of rental vehicles that are not rented out to a customer on roads
 3. Rely on the Traffic and Parking Bylaw (2013)¹² to prevent the parking of rental vehicles that are not rented out to a customer on roads
 4. Update the Traffic and Parking Bylaw (2013) (which is currently under development) to prevent any 'rental services vehicle' from stopping within the road unless currently hired out.
 5. Require a restricted discretionary consent for rental vehicle activities in all zones with the discretion limited to the provision of sufficient on-site or off-site (but off road) vehicle parking and effects on the road network
 6. As above, except require a non complying consent for rental vehicle activities in the Town Centre Zone to discourage them from locating there
 7. Require a restricted discretionary consent for rental vehicle activities in all zones where commercial activities (including retail activities) are permitted
- Options 7 and 4 are preferred, for the reasons outlined in Table 7, below.

¹² "15.2 - Without the prior written consent of the Council, no person shall: ... 15.2.5 Stop, stand or park any rental service vehicle on any road or in any public place, except in a parking place or transport station so designated under this Bylaw for the use of rental vehicles provided however nothing in this paragraph applies to any rental vehicle actually under hire."

Evaluation of the costs and benefits (section 32(1)(b)(i))

12.3. The following tables identify the preferred option and further evaluates whether these proposed provisions are the most appropriate way to achieve the relevant objectives. In accordance with Section 32(1)(b)(ii) and Section 32(2), this evaluation considers the costs and benefits of the proposed provisions and whether they are effective and efficient.

12.4. The evaluation of the proposed provisions is grouped by resource management issue. Where a provision or set of provisions addresses a number of issues, it is evaluated under the most relevant issue and is then cross referenced in the other tables.

Table 4: Issue 1 - Increasing road congestion and reduced liveability, amenity, and quality of living

Issue 3 - The transport network and parking provisions prioritise travel by private vehicle with considerably less emphasis on alternative modes of travel

Issue 5 - On-site parking requirements and zoning contribute to unaffordable housing and enable the dispersal of employment, commercial, and community activities

All the objectives, policies, rules, and assessment matters are relevant to addressing these issues. In summary, the following proposed provisions are the most relevant in terms of addressing these issues and giving effect to the objectives:

- . Policies 29.2.1.1 – 29.2.1.5
- . Policies 29.2.2.1 – 29.2.2.12
- . Policies 29.2.3.1 – 29.2.3.3
- . Policies 29.2.3.5 – 29.2.3.7
- . Policies 29.2.4.1 – 29.2.4.9
- . Rules:
 - imposing no minimum parking requirement in the Town Centre Zones;
 - requiring sufficient accessory parking to meet foreseeable demands in most locations while imposing lower minimum requirements in those zones that are most accessible to public transport, and walking and cycling;
 - providing for the establishment of off-site parking and enabling some or all of the parking associated with residential activity to be located off-site;
 - requiring HTGAs to mitigate effects of traffic generation through improvements to active and public transport infrastructure, employing travel plans, etc.;

<ul style="list-style-type: none"> - enabling public transport facilities, transport infrastructure, water-based public ferry services, and active transport networks as permitted or restricted discretionary activities outside roads, depending on nature and scale; - requiring certain activities to provide cycle parks and end of trip facilities; - exempting sites that front the most pedestrian-focused town centre streets from the onsite loading requirements; and - ensuring roads are designed in manner that caters for all modes of transport. 			
Rule	Costs	Benefits	Effectiveness & Efficiency
No minimum parking requirement in the Town Centre Zones ¹³	<p>Environmental</p> <ul style="list-style-type: none"> • If developers respond by providing insufficient parking to meet demands in areas where other modes of travel are not practical options, this may result in a) amenity effects from parking spillover on residential streets, grass verges, etc. and b) localised congestion from people searching for parking. • If developers respond by still providing excess parking requirements (to meet perceived demand) then this may compromise environmental objectives to encourage walking and cycling. This scenario may also result in 'under development' which may impact on the realisation of housing or business capacity. <p>Economic</p> <ul style="list-style-type: none"> • Costs to Council associated with implementing new time limits, pricing, and/or residential permits, and the cost of 	<p>Environmental</p> <ul style="list-style-type: none"> • Supports the growth, intensification, and improved pedestrian amenity of these zones. • Helps to support public transport use, cycling, and walking. • Results in higher quality urban design, safer streets, and less congestion as there is less through traffic. • Enables the intensification of land, more compact growth, and lively Town Centres¹⁴. • Encourages activities that are likely to attract traffic to locate on the edge of the Town Centres, where they will be most accessible to parking facilities, thus discouraging traffic in the core of the Town Centres. • Likely reduces the number of vehicle crossings, thereby making the street safer and more appealing for pedestrians and 	<p>Effectiveness:</p> <p>These provisions will be most effective at:</p> <ul style="list-style-type: none"> • achieving Strategic Direction Objectives 3.2.2.1 and 3.2.48 and Urban Development Objectives 4.2.1, 4.2.3, and 4.2.4 (which relate to achieving a compact integrated urban form and infrastructure that responds to climate change with a clear emphasis on achieving higher density development in convenient locations); • achieving Queenstown Town Centre Zone Objectives 12.2.1, 12.2.2, and 12.2.4, the Wanaka Town Centre Zone Objectives 13.2.1, 13.2.4, and 13.2.6, and the Arrowtown Town Centre Zone Objectives (which relate to

¹³ Also refer to the Technical Note entitled "Parking Advice" attached as Appendix 2 for further background and discussion of the costs and benefits.

¹⁴ Refer Memorandum entitled "Onsite loading for Queenstown Town Centre Zone" dated 28 August 2017 attached as **Appendix 4** for advice from Beca (the lead consultants to QLDC on the Queenstown Master Plan Project) in relation to the application of the onsite loading requirements in the Queenstown Town Centre.

	<p>enforcing and monitoring this.</p> <ul style="list-style-type: none"> If people are discouraged from visiting Town Centres due to a shortage of parking this may be an economic cost to individual businesses but not to the wider economy as that spending would occur elsewhere. <p>Social & Cultural</p> <ul style="list-style-type: none"> If residents are discouraged from visiting Town Centres as outlined above, it may reduce the community vibrancy of the Town Centres. 	<p>cyclists.</p> <p>Economic</p> <ul style="list-style-type: none"> Enables more efficient land use. Reduces the cost of development as more land can be dedicated to housing rather than parking, which is expected to improve the economic viability of the Town Centres and enables them to compete more favourably with other centres, as well as improving the affordability of developments and housing. Encourages more walking in town centres can improve the shopping environment, which in turn leads to increased retail spending and less predominance of convenience shopping <p>Social & Cultural</p> <ul style="list-style-type: none"> Increased walking and therefore more interaction and improved sense of place and social wellbeing. 	<p>safety, accessibility, quality, remaining relevant to residents by enabling more efficient land use, and providing for off-street parking at the edge);</p> <ul style="list-style-type: none"> achieving Objectives 16.2.1 and 16.2.2 of the Business Mixed Use Zone (which relate to achieving a high intensity mix of compatible residential and non-residential activities and high quality development); achieving Objectives 9.2.1, 9.2.2, and 9.2.6 of the High Density Residential Zone. These relate to a decreased reliance on private cars in favour of other modes, enabling lower parking rates, high quality, and housing diversity; achieving Objectives 8.2.1, 8.2.2, 8.2.5 and 8.2.7 of the Medium Density Residential Zone. These relate to decreased reliance on private cars in favour of other modes, assisting development feasibility close to public transport and active networks, and high quality development. <p>The provisions also align with and</p>
<p>Lower minimum parking requirements for residential development in some zones¹⁵</p>	<p>Environmental</p> <ul style="list-style-type: none"> If developers respond by providing insufficient parking to meet demands in areas where other modes of travel are not practical options, this may result in a) amenity effects from parking spillover on residential streets, grass verges, etc. and b) localised congestion from people searching for parking. 	<p>Environmental</p> <ul style="list-style-type: none"> Supports the growth, intensification, and improved pedestrian amenity of these zones. Helps to support public transport use, cycling, and walking. Results in higher quality urban design, safer streets, and less congestion as there 	<p>The provisions also align with and</p>

¹⁵ Also refer to the Technical Note entitled "Parking Advice" attached as Appendix 2 for further background and discussion of the costs and benefits.

	<p>Economic</p> <ul style="list-style-type: none"> Costs to Council associated with implementing new time limits, pricing, and/or residential permits, and the cost of enforcing and monitoring this. <p>Social & Cultural</p> <ul style="list-style-type: none"> None identified 	<p>is less through traffic.</p> <ul style="list-style-type: none"> Enables the intensification of land, more compact growth, and lively neighbourhoods¹⁶. Reflects the fact these zones are accessible to daily needs via public transport, walking and/ or cycling. Enables these zones to be intensified in the anticipated manner and in a form that will help achieve Council's urban development objectives. Refer Appendix 5 for an assessment of the various zones against various criteria. Encourages more efficient use of cars by encouraging less car ownership, where realistic alternatives exist and makes public transport, cycling, and walking relatively more attractive. <p>Economic</p> <ul style="list-style-type: none"> Enables more efficient land use Improves the economic viability of developing a range of housing types and densities in these zones, thereby encouraging more affordable home prices and rents. <p>Social & Cultural</p> <ul style="list-style-type: none"> Increased walking and therefore more interaction and improved sense of place and social wellbeing. In conjunction with enforcement of the 	<p>effectively support achieving the:</p> <ul style="list-style-type: none"> Arrowtown Design Guidelines 2016; Queenstown Town Centre Guidelines 2014; Wanaka Town Centre Character Guidelines 2011; The Queenstown Town Centre Master Plan working drafts (2017). <p>Efficiency</p> <ul style="list-style-type: none"> The benefits of the provisions will outweigh the costs and, in turn, are considered to be efficient.
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¹⁶ Refer Memorandum entitled "Onsite loading for Queenstown Town Centre Zone" dated 28 August 2017 attached as **Appendix 4** for advice from Beca (the lead consultants to QLDC on the Queenstown Master Plan Project) in relation to the application of the onsite loading requirements in the Queenstown Town Centre.

		<p>Traffic and Parking Bylaw, may discourage overcrowding of houses where there are not adequate parking options for residents; resulting in social and health benefits.</p> <ul style="list-style-type: none"> • May make it more feasible for permanent residents, including families to live in areas close to Town Centres, thereby supporting their role as the civic centres of the district. • Encouraging lower car ownership rates and less private vehicle travel overall will result in health benefits and consequent economic benefits. 	
<p>HTGAs as a restricted discretionary activity¹⁷</p>	<p>Environmental</p> <ul style="list-style-type: none"> • None identified. <p>Economic</p> <ul style="list-style-type: none"> • Less certainty for those developing HTGAs due to the restricted discretionary activity status. • More cost, uncertainty, and potentially time delays for those developing HTGAs in that a restricted discretionary consent may be more onerous than would otherwise be required for the activity itself (which may be permitted or controlled) although in most instances the activity will already be subject to a restricted discretionary consent for other reasons. 	<p>Environmental</p> <ul style="list-style-type: none"> • Enables a broader assessment of transport effects and solutions than is possible under the various zone-specific rules, thereby ensuring the most appropriate mitigation measures are undertaken. • Enables council to require that improvements be made to the active and public transport network, as well as the road network¹⁸. • Enables, in extreme cases, a HTGA to be declined if it is not possible to satisfactorily mitigate the traffic generation effects. <p>Economic</p> <ul style="list-style-type: none"> • Potentially less overall development costs 	

¹⁷ Also refer to the Technical Note entitled “High Traffic Generating Activities Provisions” attached as Appendix 2 for further background and discussion of the costs and benefits.

¹⁸ Refer *Matakana Coast Trail Trust v Auckland Council* ([2017] NZEnvC 149) in relation to the jurisdiction to impose conditions requiring such infrastructure to be provided by the applicant.

	<ul style="list-style-type: none"> • May discourage large scale developments resulting in economic costs to the wider community. <p>Social & Cultural</p> <ul style="list-style-type: none"> • None identified. 	<p>as HTGAs enable alternative, less costly solutions to roading upgrades if they are found to be more appropriate.</p> <ul style="list-style-type: none"> • Cost and time savings to the community from adding less traffic to the road network • Internalises the true costs of such activities on the transport network to the developer <p>Social & Cultural</p> <ul style="list-style-type: none"> • Where a HTGA results in improvements to the active and public transport infrastructure, there will be environmental, social, and health benefits to the wider community. In such instances, this is likely to result in a net benefit to the community. • Improves liveability due to the social and health benefits of traffic generation and less impacts on road congestion 	
<p>Non-accessory and off-site parking as restricted discretionary¹⁹</p>	<p>Environmental</p> <ul style="list-style-type: none"> • Requiring restricted discretionary consent to establish non-accessory parking in business zones (rather than controlled in the ODP) may discourage it from being provided and result in insufficient parking to meet demands, if the cost and uncertainty associated with consenting is perceived to be too high. Until other travel modes are adopted this may result in amenity effects from people parking illegally on residential streets, grass verges, etc. • Requiring restricted discretionary consent to 	<p>Environmental</p> <ul style="list-style-type: none"> • Will enable Council to control the amount and location of parking provided in the Town Centres and in other areas to ensure it does not undermine objectives around increasing travel by public transport, cycling, and walking. • Will enable Council to control the design and location of parking, which, particularly in the Town Centres, will result in higher pedestrian amenity and improved urban design outcomes. 	

¹⁹ Also refer to the Technical Note entitled "Parking Advice" attached as Appendix 2 for further background and discussion of the costs and benefits.

	<p>establish off-site parking in business zones (rather than controlled in the ODP) could discourage it from being provided and encourage site-by-site parking which could have a greater effect on amenity, urban design outcomes, and the pedestrian and cycling environment.</p> <p>Economic</p> <ul style="list-style-type: none"> Less certainty and higher consenting costs for developers than under controlled or permitted activity status. Policy encouraging parking on the edge of Town Centres may discourage their development and increase development costs (due to a limited land supply). This could either increase the cost of parking and/ or result in insufficient parking, which may discourage people from visiting Town Centres and reduce the retail spend. Costs in enforcing parking illegally on grass verges and on streets as a consequence of insufficient parking prior to people adopting other modes of travel. Requiring consent to establish off-site parking could encourage site-by-site parking instead, resulting in less efficient land use in that the intensive provision of parking can be more efficient. <p>Social & Cultural</p> <ul style="list-style-type: none"> If residents are discouraged from visiting Town Centres, they may lose their community feeling. 	<p>Economic</p> <ul style="list-style-type: none"> Controlling the amount of parking provided district-wide can be an effective way of encouraging the uptake of public transport and cycling and walking, thereby making public transport investments more efficient. While making the provision of such parking a restricted discretionary activity in the residential and rural zones is more permissive than under the zone provisions, it provides significantly greater direction and certainty regarding the instances when such parking may be appropriate. This will result in more efficient District Plan administration. <p>Social & Cultural</p> <ul style="list-style-type: none"> Controlling the location of accessory parking will reduce traffic congestion in the core parts of the Town Centres, encourage walking, make them more people-places, and encourage more social interaction. 	
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Table 5. Issue 2 - Roads that are not laid out or designed in a manner that provide for all modes of transport and do not necessarily provide a quality of urban design appropriate to the location

Issue 3 - The transport network and parking provisions prioritise travel by private vehicle with considerably less emphasis on alternative modes of travel

All policies, rules and assessment matters are relevant to addressing these issues to some extent. The proposed provisions of the Transport Chapter that are most relevant to these issues and give effect to the most relevant objectives (29.2.1, 29.2.3, and 29.2.4) are:

- Policies 29.2.1.1 – 29.2.1.5
- Policies 29.2.2.1 – 29.2.2.3
- Policies 29.2.2.6 – 29.2.2.9
- Policies 29.2.2.11 – 29.2.2.12
- Rules:
 - permitting transport infrastructure (including, by definition, public transport facilities and systems, footpaths, and cycle facilities) within roads;
 - permitting public amenities within roads;
 - providing Council with control/ discretion over the external appearance of buildings that overhang roads and require public buildings within roads to meet key bulk, location, and external appearance standard;
 - requiring HTGAs (including large scale subdivisions) to mitigate effects of traffic generation including through appropriate street layout and design;
 - requiring accesses to be designed in accordance with the QLDC Land development and Subdivision Code of Practice 2015 (Code of Practice).
- Schedule 1 insofar as this influences the design of an existing road and its contribution to the multi modal network, at the time of any road upgrades.

Relevant provisions in other chapters:

- Policy 27.2.1.1 that subdivision be consistent with the Code of Practice
- Rule 27.4.1 requiring that all subdivision obtain a discretionary activity consent²⁰

Rule	Costs	Benefits	Effectiveness & Efficiency
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²⁰ The Council's Reply version of the subdivision chapter (<http://www.qldc.govt.nz/assets/Uploads/Planning/District-Plan/Hearings-Page/Hearing-Stream-11/Section-42A-Reports-and-Council-Expert-Evidence/Bundle-to-Accompany-Reports/18.-Reply-Chapter-27-Subdivision-and-Development-with-subsequent-recommendations-in-other-hearings-included.pdf>) recommends that subdivision be a restricted discretionary activity and controlled in those zones with a structure Plan. Should that recommendation be accepted, the respective rules will still assist in addressing Issues 2 and 3.

<p>Permissive approach to managing activity and buildings within roads²¹</p>	<p>Environmental</p> <ul style="list-style-type: none"> Other than those associated with utilities (which are managed by chapter 30), buildings on roads within SNA's, ONL's and ONF's may adversely affect landscape, amenity, or natural conservation values. While there is a risk that the design, amenity, and landscaping of a building within the road could be inappropriate, this risk is low given the Council is the landowner of roads and, as such, processes outside the District Plan can manage the effects of any building. <p>Economic</p> <ul style="list-style-type: none"> Imposes a cost to owners having to apply for consent for verandas, etc. overhanging roads but this will almost always be in conjunction with a consent for building or alteration within the site adjacent to the road. This will incur a minor additional cost, if any. <p>Social & Cultural</p> <ul style="list-style-type: none"> Buildings permitted on roads (including those permitted by the utilities chapter) could have adverse effects on the character of the ARHMZ. 	<p>Environmental</p> <ul style="list-style-type: none"> Permits a wide range of transport facilities and infrastructure which will encourage public transport, cycling, and walking within roads and, in turn encourage a reduction in car use and the environmental benefits of that. The design and location of buildings will be subject to non-RMA consultation and design review processes and, if promoted by a private party, will also be subject to the 'Licence to Occupy' process That the effects of a bus interchange would be mitigated by having to meet height (and in some zones, reflectivity) standards. Effects from earthworks and buildings associated with utilities on landscape, amenity, or natural conservation values will be appropriately managed Via the utilities chapter, utilities that one would expect to occur within roads are provided for, while managing any adverse effects (deriving from reflectivity, height, or where overlays exist in the District Plan). <p>Economic</p> <ul style="list-style-type: none"> Avoids the need to apply for an outline plan approval or waiver for all works (as would be the case if all roads were designated), removes the ultra vires deeming rule in the ODP, representing a cost saving to council. Reduced costs to Council (i.e. wider 	<p>Effectiveness:</p> <p>As outlined in Table 4 above, and in addition these provisions will be most effective at achieving:</p> <ul style="list-style-type: none"> subdivision Objective 27.2.1 (which relates to creating quality through, amongst other things, consistency with the Code of Practice and guidelines and ensuring the requirements of other agencies are integrated into the planning process); subdivision Objective 27.2.2 (which relates to subdivision design including the importance of connectivity and integration); and subdivision Objective 27.2.5 (which relates to ensuring subdivision protects and enhances landscape, vegetation, indigenous biodiversity, and heritage items. <p>Efficiency</p> <ul style="list-style-type: none"> Relying on the definition of 'road' to trigger rules minimises vires issues relating to deeming rules (e.g. associated with zoning roads), meaning the provisions will be more effective and efficient.
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²¹ Also refer to the Technical Note entitled "Providing for Public Transport and Active Modes" attached as Appendix 2 for further background and discussion of the costs and benefits.

		<p>community) from not having to apply for consent for these buildings within road reserve</p> <ul style="list-style-type: none"> Avoids unnecessary cost and duplication of process for the construction of artworks, public amenities, bicycle parking, noting that a) where undertaken by private parties, these will also be subject at least to the process of obtaining a 'Licence to Occupy'; and b) where undertaken by council, the project will be subject to non RMA consultation and design review processes. <p>Social & Cultural</p> <ul style="list-style-type: none"> Permits a wide range of public amenities within roads, including artworks and community spaces, which will encourage them to be developed and will enrich the visitor and resident experience and community life. 	<ul style="list-style-type: none"> It is efficient to avoid duplicate design control processes
<p>The definition of 'road' and classification of roads.</p>	<p>Environmental</p> <ul style="list-style-type: none"> The Queenstown Arterials Business Case (Inner Links) is not sufficiently advanced to re-classify roads in and around the Queenstown Town Centre in line with future plans. This may result in roads being inappropriately developed in the interim. However, given the roads are maintained by council the risk of this occurring is low. By not including private roads as 'roads', rules relating to reverse manoeuvring, the number of crossing points, and access and sight distances, etc. are not managed by the Transport Chapter. However, the risks are low as such matters can be managed via subdivision and most private roads are low volume, local roads in any case. 	<p>Environmental</p> <ul style="list-style-type: none"> The updated classification will require new and existing roads to be designed and upgraded based on current traffic data and for accesses and intersections to be designed in a manner that is appropriate to the roads' current function. This will result in reduced congestion (especially on the arterial roads) and a more efficient transport network. Not including private roads as 'roads' provides greater control over activities (pursuant to consents required by the underlying zone), including the location and design of public transport facilities, built form, pathway design, more control over earthworks, etc. This will appropriately 	

	<p>Economic</p> <ul style="list-style-type: none"> The classification will become outdated in time and a plan change will be needed for it to be updated, imposing costs on council and the wider community Not including private roads as 'roads' means all works within them are subject to the relevant zone rules which means they would need consent for many activities that would be permitted within a (vested) 'road'. Developers will incur the costs of this. <p>Social & Cultural</p> <ul style="list-style-type: none"> None identified 	<p>avoid or mitigate effects on the environment.</p> <p>Economic</p> <ul style="list-style-type: none"> Cost savings from the classification being up to date as there will be greater certainty and less disagreement at the time of subdivision. The updated classification will result in more efficient land use in that access design and location will be appropriately designed and spaced relative to the function of the adjoining road. Classifying all state highways as "state highways" (as opposed to arterials) enables the district plan to apply rules to development adjoining state highways, which are consistent with the NZTA Planning Policy Manual 2007, This will result in time and cost savings for applicants in that it will avoid proposals that meet the District Plan but not the NZTA's requirements. <p>Social & Cultural</p> <ul style="list-style-type: none"> The updated classification will improve safety. 	
<p>HTGA rules - Large scale land use and subdivision to provide appropriate street layout and design²²</p>	<p>Environmental</p> <ul style="list-style-type: none"> None identified <p>Economic</p> <ul style="list-style-type: none"> As listed for HTGAs in Table 4 Potential costs to developers from layouts 	<p>Environmental</p> <ul style="list-style-type: none"> Connected (multi-modal) streets increase the uptake of public transport, walking, and cycling and reduce travel distance; resulting in less traffic generation and less pollution and higher amenity values. 	

²² Also refer to the Technical Notes entitled "Providing for Public Transport and Active Modes" and "High Trip Generating Activities" attached as Appendix 2 for further background and discussion of the costs and benefits.

	<p>that require more land to be devoted to streets. However, such layouts very often result in less long narrow driveways/ rear sites and less need for off-road pathway connections and higher quality outcomes such that the cost is non-existent or minimal.</p> <p>Social & Cultural</p> <ul style="list-style-type: none"> None identified 	<ul style="list-style-type: none"> Connected (multi-modal) streets increase the uptake of walking and cycling will improve the safety for all road uses by reducing traffic volumes (relative to other modes), encouraging lower speeds, and safer driving behaviour. Connected streets buses to service the area effectively <p>Economic</p> <ul style="list-style-type: none"> Increases in walking and cycling within Town Centres and other commercial centres will increase the economic viability/ user spend in those areas Connected streets result in reduced travel time, representing a cost saving to the community <p>Social & Cultural</p> <ul style="list-style-type: none"> Increases in walking and cycling within Town Centres and other commercial centres and within residential neighbourhoods will improve way finding, increase social interaction, and improve the quality of the human experience and social wellbeing. Connected streets result in reduced travel time, which results in wide social benefits and a better quality of life Increased walking and cycling results in health benefits 	
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Table 6. Issue 3 - The transport network and parking provisions prioritise travel by private vehicle with considerably less emphasis on alternative modes of travel

All the transport chapter objectives are relevant to this issue and all the policies, rules and assessment matters in chapter 29 are relevant to this issue to some extent. In addition to those already discussed above in Tables 4 and 5, the following proposed provisions of the Transport Chapter are also relevant to this issue:

- Policies 29.2.1.1 – 29.2.1.5
- Policies 29.2.2.1 – 29.2.2.11
- Policies 29.2.3.1, 29.2.3.3, and 29.2.3.5
- Policies 29.2.4.1 – 29.2.4.5 and 29.2.4.9
- Rules:
 - permitting bus shelters and walking and cycling trails and facilities beyond the road network;
 - providing for park and ride and other public transport facilities;
 - requiring bicycle parking to be provided

Relevant provisions in other chapters:

- Policy 12.2.5.7 - Water based public ferry services
- Rule 12.4.17.5 - Surface of Water - Water based public ferry services
- Rule 21.5.43A - Water based public ferry services

Rule	Costs	Benefits	Effectiveness & Efficiency
Water-based public ferry services as a restricted discretionary activity²³	<p>Environmental</p> <ul style="list-style-type: none"> • Potential adverse effects on amenity (from noise and a loss of privacy) for residents living along the river or lake shore or in the vicinity of wharfs and terminals • Potential adverse effects on the remoteness 	<p>Environmental</p> <ul style="list-style-type: none"> • Encourages the establishment of a scheduled ferry service • Protects against cumulative effects of a proliferation of ferry services by requiring such boating activity to be of a certain 	<p>Effectiveness</p> <p>As for tables 4 and 5 and, in addition, these provisions will be most effective at achieving:</p> <ul style="list-style-type: none"> • Queenstown Town Centre Objective 12.2.5. regarding the

²³ Also refer to the Technical Note entitled "Providing for Public Transport and Active Modes" attached as Appendix 2 for further background and discussion of the costs and benefits.

	<p>of some parts of the lake (and rivers)</p> <p>Economic</p> <ul style="list-style-type: none"> The Council and Otago Regional Council will likely incur a cost to run such a ferry service, which will be an increased cost to ratepayers. <p>Social & Cultural</p> <ul style="list-style-type: none"> None identified 	<p>nature and scale to be deemed a ferry service.</p> <p>Economic</p> <ul style="list-style-type: none"> Increased certainty and reduced consenting costs for applicants wishing to establish a ferry operation Reduced road congestion will result in lower costs in relation to roading improvements and maintenance. Potential reduced travel time for all travellers resulting from less congestion and the provision of quicker water based-options for some residents, resulting in cost savings to the wider community. <p>Social & Cultural</p> <ul style="list-style-type: none"> Health and social benefits deriving from less private vehicle use. 	<p>water-land interface; and</p> <ul style="list-style-type: none"> Rural Objective 21.2.12. regarding protecting and enhancing the surface of water through managing activities thereon) <p>Efficiency</p> <ul style="list-style-type: none"> An enabling rule is more flexible than designating or spot zoning areas for terminals in the absence of insufficient information.²⁴
<p>Park and ride and public transport facilities as restricted discretionary²⁵ and permitting bus shelters and walking and cycling infrastructure, outside roads.</p>	<p>Environmental</p> <ul style="list-style-type: none"> The construction of Park and Ride and public transport facilities could adversely affect rural character or residential amenity (resulting from traffic, general activity, and associated buildings) depending on location and design. The risk is low as built form is also managed also by zone provisions. The construction of ferry terminals could adversely affect views to the wider landscape from the Queenstown Town 	<p>Environmental</p> <ul style="list-style-type: none"> Increases the uptake of public transport, which will reduce road congestion and the effects on amenity, pollution, and liveability that derive from that. Requires that the effects of facilities on the environment are avoided or mitigated. Protects against the cumulative effects of a proliferation of jetties/ terminals by avoiding making all jetties more permissive simply on 	

²⁴ The preparation of a Water-Based Public Transport Business Case has not yet commenced

²⁵ Also refer to the technical notes entitled "providing for Public Transport and Active Modes" and "developer provision of Public Transport and active modes infrastructure" attached as Appendix 2 for further background and discussion of the costs and benefits.

	<p>Centre and landscape values elsewhere on the lake edge if not well managed. Risk is low as built form is also managed also by zone provisions.</p> <ul style="list-style-type: none"> • Potential effects on residential amenity from traffic, activity, and pedestrians using public transport infrastructure (e.g. noise, privacy). • Permitting walking and cycling trails and bus shelters may result in infrastructure that is inconsistent with council standards or which is not well-connected. However, the risk of this is low given they will need to meet standards if a developer wants to vest them and provided they are located in accordance with Council's network plans. <p>Economic</p> <ul style="list-style-type: none"> • The Council will often incur a cost in constructing such infrastructure, although this is considered to be relatively minor compared with the costs incurred by increased road congestion <p>Social & Cultural</p> <ul style="list-style-type: none"> • Less certainty to residents as to where such facilities will locate than if the locations were zoned or designated. • The construction of terminals on the lake edge may detract from or displace other recreational uses of the area. 	<p>the basis they may be used by a ferry service.</p> <p>Economic</p> <ul style="list-style-type: none"> • Resulting increases in uptake of public transport, cycling, and walking will improve the cost-efficiency of the public transport system and make providing the service more cost-effective. • Increases in the uptake of public transport, cycling, and walking will result in lower costs in relation to roading improvements and maintenance, especially given the focus of provisions to target reduction of the peak hour congestion. • Avoids multiple consents under the HTGA rule and public facility/ Park and Ride rule, reducing costs and confusion. • Avoids the need for consents for bus shelters and walking trails, resulting in a cost saving and potentially in the increased provision of such infrastructure by the private sector. • Improves visitor and resident experience, which will result in economic benefits to the wider community #. • Improves access to the Town Centre Zones and other key commercial centres, which will result in economic benefits to the business owners and the wider community. <p>Social & Cultural</p> <ul style="list-style-type: none"> • Enables a greater proportion of the community to travel by public transport and to cycle and walk, therefore resulting in 	
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		social and health benefits.	
Requiring bicycle parking and End of Trip Facilities for certain activities of a certain scale²⁶	<p>Environmental</p> <ul style="list-style-type: none"> None identified <p>Economic</p> <ul style="list-style-type: none"> There will be a modest financial cost and opportunity cost (the inability to use the space for some other use) to developers At times, a consent will be needed to breach the rule where alternative parks and end trip facilities exist within close proximity or where it is unrealistic that people will cycle to the activity given its location, which will impose a consenting cost on developers. <p>Social & Cultural</p> <ul style="list-style-type: none"> None identified 	<p>Environmental</p> <ul style="list-style-type: none"> Will encourage increased uptake in cycling, resulting in less congested roads, higher amenity, and lower pollution levels. <p>Economic</p> <ul style="list-style-type: none"> Will result in lower or deferred costs in relation to having to expand the road network. Increases in the uptake of cycling, will lower costs in relation to roading improvements and maintenance. The detailed assessment matters will limit the cost of consents for breaching the rule. Will result in less road congestion, which will reduce travel times, resulting in economic benefits to the wider community. <p>Social & Cultural</p> <ul style="list-style-type: none"> Will encourage increased uptake in cycling, resulting in health benefits. Will result in less road congestion, which will reduce travel times, resulting in social benefits. 	

²⁶ Also refer to the technical notes entitled “Standards for Cycle Parking and End of Trip Facilities” and “Providing for Public Transport and Active Modes” attached as Appendix 2 for further background and discussion of the costs and benefits of the provision of such facilities.

Table 7. Issue 4 - Localised congestion, safety, and amenity issues in discrete instances due to inadequate parking, access, and loading space being provided onsite.

All policies, rules and assessment matters are relevant to addressing these issues to some extent. The proposed provisions of the Transport Chapter that are most relevant to these issues and give effect to the most relevant objectives (29.2.2 and 29.2.4) are:

- . Policy 29.2.2.1
- . Policy 29.2.2.5
- . Policy 29.2.2.12
- . Policy 29.2.4.6
- . Policy 29.2.4.7
- . Policy 29.2.4.9
- . Rules:
 - requiring a minimum amount of accessory parking to be provided in all zones other than the Town Centre Zone;
 - making offsite and non-accessory parking restricted discretionary activity; and
 - managing the design of parking and loading spaces, vehicle crossings, and access.
- . Schedule 1 insofar as this influences the location/ separation of accesses onto roads, depending on the classification of the road.
- . Schedule 2 (interpretive diagrams).

Relevant provisions in other chapters:

- Policy 27.2.1.1 requiring subdivision to be consistent with the Code of Practice
- Rule 27.4.1 requiring that all subdivision obtain a discretionary activity consent²⁷

Rule	Costs	Benefits	Effectiveness & Efficiency
Minimum Parking rates²⁸	<p>Environmental</p> <ul style="list-style-type: none"> . Requiring 2 parks per unit in most zones, including for LDR Zone, this will encourage 	<p>Environmental</p> <ul style="list-style-type: none"> • In most cases, enables the long term 	<p>Effectiveness</p> <p>As for Tables 4 and 5 and, in addition, these provisions will also be</p>

²⁷ Refer Footnote 19.

	<p>people to continue to own 2 cars per household and to drive to many destinations.</p> <ul style="list-style-type: none"> There will be some parking spillover (and consequent congestion and amenity effects) as the minimum parking requirements will not always provide for peak times, or for higher than usual rates of car ownership Requiring 2 parks per unit in the ARHMZ would mean that redevelopment or change of use may be unfeasible or require alterations/ demolition of heritable buildings in order to meet the MPR. However, the risk of this is low given that the sites are large, the maximum density and building and hard surfacing coverage is low, and any increase in consenting costs as a result of breaching the MRP are low given that all new building and alterations are restricted discretionary activity regardless. <p>Economic</p> <ul style="list-style-type: none"> Imposes a cost on developers by requiring parking to be provided which, at times, may be in excess of what the current tenant/ owner/ activity requires. Where parking requirements have been increased, this will be a potential economic cost to landowners/ developers and discourage development, which may be a cost on the wider community/ economy. More cost, uncertainty, and potentially time delays for those developing rental vehicle businesses, in that a restricted discretionary 	<p>adaptability of buildings if the generic parking requirement is provided, even if it is not needed by the current applicant/ owner.</p> <ul style="list-style-type: none"> A relatively low MPR for offices (relative to other District Plans) will help encourage workers to use other travel modes which, given that offices generate peak hour travel demands, will help to relieve peak hour congestion. A lower MPR for schools will discourage students from being driven or themselves driving to schools, which will help relieve peak hour congestion and the amenity (social and economic) costs of that. Higher MPR's for day care and hospitals aligns these rules helps to address the effects of parking spillover that have been experienced in recent years. Provided the Arrowtown Design Guidelines (2011)²⁹ are adhered to, which require that garaging be setback and that driveways be single width then 2 parks per site will not threaten heritage values and will be effective at avoiding overspill parking on grass verges and swales, which are identified as a key character element of the area. <p>Economic</p> <ul style="list-style-type: none"> Focusing on relieving peak hour congestion in particular will result in less cost in relation to roading improvements and maintenance and consequent economic benefits to the 	<p>most effective at:</p> <ul style="list-style-type: none"> Achieving the Objectives of the (urban) residential and special zones in relation to maintaining residential character and amenity; Achieving the Objectives of the business zones in relation to character, quality, and/ or amenity. <p>Specifically:</p> <ul style="list-style-type: none"> requiring resource consent for rental vehicle businesses provides Council with more effective enforcement tools through the RMA; and the onsite loading exemptions align with and will effectively support achieving the intent of the various Town Centre guidelines, the Draft Queenstown Masterplan (as listed in Table 1), and the Wanaka Lakefront Reserves Management Plan 2014. <p>Efficiency</p> <ul style="list-style-type: none"> The benefits of imposing relatively high minimum parking requirement in those zones where travel by modes other
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²⁸ Also refer to the technical notes entitled "Parking Advice" attached as Appendix 2 for further background and discussion of the costs and benefits.

²⁹ Refer the Arrowtown Design Guidelines (<http://www.qldc.govt.nz/assets/Uploads/Your-Views/Arrowtown-Design-Guidelines-Variation-1/Arrowtown-Design-Guidelines-Part-2.pdf>)

	<p>consent is more onerous than would otherwise be required for the activity in the zone itself.</p> <p>Social & Cultural</p> <ul style="list-style-type: none"> Requiring 2 parks per unit in many zones and parking at key destinations that will generally meet demands will continue to support travelling by private car, resulting in health and social costs. 	<p>community.</p> <ul style="list-style-type: none"> Where parking requirements have been reduced, this will be a potential economic benefit to landowners/ developers and encourage more development, and wider economic benefits to the community. Internalises the cost of storing rental vehicles to the operator, as opposed to the community subsidising those who opt to store/ park vehicles on the street rather than have a yard. <p>Social & Cultural</p> <ul style="list-style-type: none"> Provides choice for residents to own and have the capacity to park two vehicles if they desire. This will be balanced with encouraging walking and cycling, and public transport use through the implementation of other provisions in this chapter. 	<p>than the private car are not well provided for will outweigh the costs and be efficient.</p> <ul style="list-style-type: none"> Policies and assessment matters provide more certainty as to when less parking is likely to be acceptable The rules aim to enable efficient land use and more efficient and practical District Plan administration, while mitigating safety and congestion issues. This means that some rules are more lenient than national standards or other national documents or are simply slightly different to those documents but in each instance where this is the case, the council is satisfied that:
<p>Standards relating to location and design of accesses, loading spaces, parking spaces³⁰</p>	<p>Environmental</p> <ul style="list-style-type: none"> The rules for access locations are relatively more lenient, which may result in more vehicle crossings and adverse effects on the pedestrian environment. The risk of this is low. <p>Economic</p> <ul style="list-style-type: none"> The rules do not always align with the standard, so applicants will need to apply for consent even if they can meet the standards in a national document (thereby incurring costs, time delays, 	<p>Environmental</p> <ul style="list-style-type: none"> Collectively, the rules enable efficient land use while avoiding adverse effects on traffic and pedestrian safety and achieving an appropriate level of pedestrian amenity and quality of urban design³¹. <p>Economic</p> <ul style="list-style-type: none"> Provides a high level of certainty as to whether a consent is required (and therefore efficient processing and high level of effectiveness) 	<ul style="list-style-type: none"> a) There are no known safety issues with the respective ODP rules; b) There would be significant administrative difficulties with inserting the standards from such national documents into the plan; the costs of which would outweigh the benefits of the

³⁰ You are also referred to the report entitled Operative Queenstown Lakes District Plan Operational Standards Review August 2017, attached as Appendix 3

³¹ For example, the rules allow residential tandem parking but require a 5.5 m parking space between the garage and the street in such instances; enable shorter queuing lengths than would under the relevant Standard for small-medium scale development; enable narrower private accesses than under the Code of Practice in certain instances; increase the size of loading spaces in line with best practice, and added design requirements of vehicle accesses to improve the safety for motorists and pedestrians.

	<p>and uncertainty)</p> <ul style="list-style-type: none"> The rules (such as those relating to gradient, queuing, and minimum sight distances) are administratively simpler and more certain than the alternative of including the equivalent rule from the relevant Standard. Relying on the posted speed of a road, rather than the operating speed may lead to accesses etc. being designed and located too conservatively (resulting in inefficient land use potentially) or too liberally (resulting in potential safety and congestion issues). However, there is no evidence of such safety issues arising from this rule. Requiring that some carparks be lit in a manner consistent with the Council's Lighting Strategy may result in administrative difficulties and costs. However, similar difficulties exist if the rule simply states that such carparks 'must be lit'. The minimum distance of vehicle crossings from intersections for roads with a posted speed between 70 and 100kmph may result in less efficient subdivision and land use along those roads as corner sites will need to be relatively big to comply. However, the effect is minor in that, with a few exceptions, these areas are not generally urban. <p>Social and cultural</p> <ul style="list-style-type: none"> Where the rules are more lenient than the standard, they may arguably result in safety or congestion issues but there is no evidence of this. Removing the need for onsite loading on more streets in the Queenstown Town Centre may 	<ul style="list-style-type: none"> Avoids the administrative difficulties, uncertainty, and costs that would arise from the option of duplicating national Standards (e.g. the queuing standard from AS/ NZS2890.1:2004 or the use of operating speed to measure sight distance), which require detailed traffic assessment in order to determine whether or not a proposal complies or consent is needed. Aligning definitions and diagrams (and, standards where they are sufficiently clear and certain) with those included in national standards, NZTA's PPM, and the QLDC Code of Practice improves consistency and reduces administrative costs. Land use efficiencies will make development more feasible and result in economic benefits to developers and the wider community. For example, the access widths of small scale private residential lanes can be narrower than in the Code of Practice and on-site loading spaces are not required in many parts of the Town Centres. <p>Social & Cultural</p> <ul style="list-style-type: none"> The standards will have significant safety benefits to motorists, cyclists, and pedestrians. 	<p>standard providing more site-specific or issue-specific solutions;</p> <p>c) The national standards would not assist in achieving efficient land use or compact growth.</p> <ul style="list-style-type: none"> Aligning many of the rules (e.g. par) with the relevant national documents provides for greater understanding and certainty and more efficient District Plan processing. Incorporating the Code of Practice in Chapter 29 of the District Plan avoids duplicating a considerable amount of information in the District Plan, is readily available to public, and is the most efficient way of ensuring consistency between the 2 documents in relation to access design. This approach is different to that taken in the reply version of the stage 1 subdivision chapter 27 but is considered the most effective and efficient way of managing access design in the transport chapter.
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	increase the need for on-street loading on those streets and the removal carparks.		
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13. THE RISK OF NOT ACTING

- 13.1. Section 32(c) of the RMA requires an assessment of the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions. It is not considered that there is uncertain or insufficient information about the subject matter of the provisions.
- 13.2. The issues identified and options taken forward are the most appropriate way to achieve the purpose of the RMA. If these changes were not made there is a risk the District Plan would fall short of fulfilling its functions.

Appendix 1. Council documents referenced in the proposed Transport Chapter and/or this S32 Evaluation

Document
NZTA Planning Policy Manual 2007
Plan Change 6 Decision (operative 2009)
Plan Change 8 Decision (operative 2009)
Queenstown Lakes District Plan Monitoring Report Section 14: Transport 2012
Wanaka Town Centre Character Guidelines 2011
Queenstown Town Centre Guidelines 2014
Wanaka Lakefront Reserves Management Plan 2014
QLDC Land development and Subdivision Code of Practice 2015
QLDC Subdivision Design Guidelines 2015
Arrowtown Design Guidelines 2016
Queenstown Town Centre Transport Strategy 2016
Arrowtown Design Guidelines 2016
Queenstown Town Centre Master Plan working drafts 2017
Queenstown Integrated Programme Business Case 2017 (QITPBC)
Queenstown Town Centre Business Case 2017
Frankton Business Case 2017
Wakatipu Basin Public Transport Detailed Business Case 2017
Queenstown and Wanaka Parking Surveys 2017
Wanaka Strategic Case Review Evidence 2017
Queenstown Lakes District Council Southern Light Part One - A Lighting Strategy and Queenstown Lakes District Council Southern Light Part Two – Technical Specifications March 2017.

Appendix 2. Series of Technical Notes (2017) in relation to:

- **Parking**
- **Developer provision of public transport and active modes infrastructure**
- **High traffic trip generating activities**
- **The national and regional policy context**
- **Cycle parking and end of trip facilities**
- **Providing for public transport and active modes.**

Technical Note

Subject: Parking Advice

Project: Queenstown Lakes District Council Transport Chapter Advice

Our file: NZ2217

Prepared by: Anthony Leung

Status: Final Issue

Date: 18 October 2017

1. Background

1.1 Background to this Technical Note

Queenstown Lakes District Council (QLDC) has engaged MRCagney to advise on the strategic direction for parking policy in the Queenstown Lakes District. This is intended to inform QLDC's drafting of parking provisions (rules, policies, and objectives) in the Transport Chapter of the Proposed District Plan. The overarching proposed objectives and policies in Chapters 3 and 4 of the Proposed District Plan (as furnished by QLDC) seek to achieve an integrated transport network that is less reliant on private car use and more multi-modal.

The aim of this technical note is to provide strategic advice on the following parking matters:

- Advice on whether minimum and/or maximum parking requirements are justified in certain zones or locations;
- Advice on continuing to not specify minimum parking requirements in the Town Centre Zone; and
- Advice on rules or methods to hypothecate funds to build non-accessory shared parking facilities in the Town Centre, i.e. dedicated off-street parking facilities (either public or private)

This technical note contains high-level strategic policy recommendations that can inform and guide the upcoming review of the parking sections of the District Plan and QLDC's approach to parking management and operations more generally.

The need for this technical note has also been influenced by a convergence of circumstances, specifically:

- The ongoing review and development of QLDC's Proposed District Plan; and
- The ongoing development and public consultation of the Queenstown Town Centre Masterplan, which brings together the strategies and projects recommended in the following strategic plans and documents:
 - Queenstown Town Centre Transport Strategy;
 - Queenstown Integrated Transport Programme Business Case; and

- Wakatipu Basin Public Transport Detailed Business Case;

Now is therefore an opportune time to consider how the parking policies in the Proposed District Plan might be drafted to better align with the QLDC's strategic objectives for the district.

1.2 Scope of work

As expressed in our proposal, the scope of this technical note does not include the detailed drafting of specific provisions (e.g. rules), and the preparation of the section 32 report required to support the proposed provisions, which are the responsibility of Vicki Jones of Vision Planning.

The analysis contained herein is based on a desktop review of existing documents and our previous professional experience, rather than site visits or in-depth data analysis

2. Policy and Document Review

In recent years, QLDC, in collaboration with partner agencies such as the New Zealand Transport Agency (NZTA) and the Otago Regional Council (ORC), has developed several strategic policy documents that address parking management and its implications for related matters such as traffic congestion, town centre design, urban form, public transport, and active transport. In addition, parking surveys are conducted annually to provide baseline information on existing or emerging parking issues.

The first step in this project was to review high-level objectives and outcomes established in the following QLDC or partner agency policy and planning documents, and surveys:

- Queenstown Town Centre Transport Strategy 2016;
- Queenstown Integrated Transport Programme Business Case 2017;
- Wakatipu Basin Public Transport Detailed Business Case 2017;
- Queenstown Town Centre Masterplan Working Drafts 2017;
- Queenstown and Wanaka Parking Surveys 2017; and
- Wanaka Strategic Case Review Evidence 2017

Tension may exist between the objectives of strategic documents, which must be identified, explored, and reconciled prior to developing a coherent parking management strategy within the Proposed District Plan.

In this section, we simply noted where the strategic documents promoted policy that was considered relevant to parking, and second, identified issues affected or influenced by parking.

2.1 Queenstown Town Centre Transport Strategy

General:

- This is a transport strategy jointly developed by QLDC, NZTA and ORC for the planning and delivery of transport policy and projects for the Queenstown Town Centre;

- It is guided by six overarching principles, which seek to:
 - maximise existing network capacity,
 - facilitate freight,
 - improve transport-land use integration,
 - provide an attractive town centre for people and businesses,
 - provide reliable, safe, and pleasant multi-modal access
 - acknowledge the contribution of transport in promoting health and well-being;
- The strategy adopts a series of recommended options, split into three time periods (short ((up to 2017/18), medium (2018/19 to 2024/25), and long-term (2025/2026 to 2044/45)), and categorised into four inter-related areas: Parking and other end-of-trip facilities; roads, roadsides and pathways; transport information; and, public transport services. The recommended options and principles for the management of parking are summarised below.

Parking:

- Maximise the use of existing parking resources and increase parking turnover;
- Ensure parking complements improvements to cycling, walking, and public transport by:
 - Restricting parking availability for commuters and prioritising parking for short-stay visitor parking (irrespective of whether they are residents or tourists);
 - Using parking revenue for transport improvements;
 - Prioritising kerbside space currently used for parking for improving walking and cycling and town centre functions;
- Parking measures which may impact negatively on the convenience and affordability of car travel to the town centre for commuters will be mitigated by improvements to alternative modes;
- QLDC will seek to maintain the supply of publicly available parking spaces at 2015 levels;
- Implement a zone-based parking management scheme (Figure 2.1), involving:
 - Zone 1: Introduce parking charges and increase maximum stay to one hour for on-street parking spaces, and prioritise short-stay parking in the off-street car parks by removing leased parking and all-day parking charges;
 - Zone 2: Maintain the predominant P120 restrictions for on-street parking spaces, remove leased parking, and price parking consistently for the off-street car parks;

- Zone 3: Test the introduction of time limits for on-street parking spaces on Gorge Road (between Boundary and Henry Streets), and maintain the Boundary Street car park's role to service a mix of commuters, visitors, and campervan parking;
- Zone 4: Apply a P180 restriction for on and off-street parking, with the option to purchase coupons for long-stay parking for residents and other users such as commuters and businesses;
- The changes proposed to time limits, pricing and reprioritisation of long-term parking to short-stay parking are programmed to be implemented progressively in the short, medium and long terms.

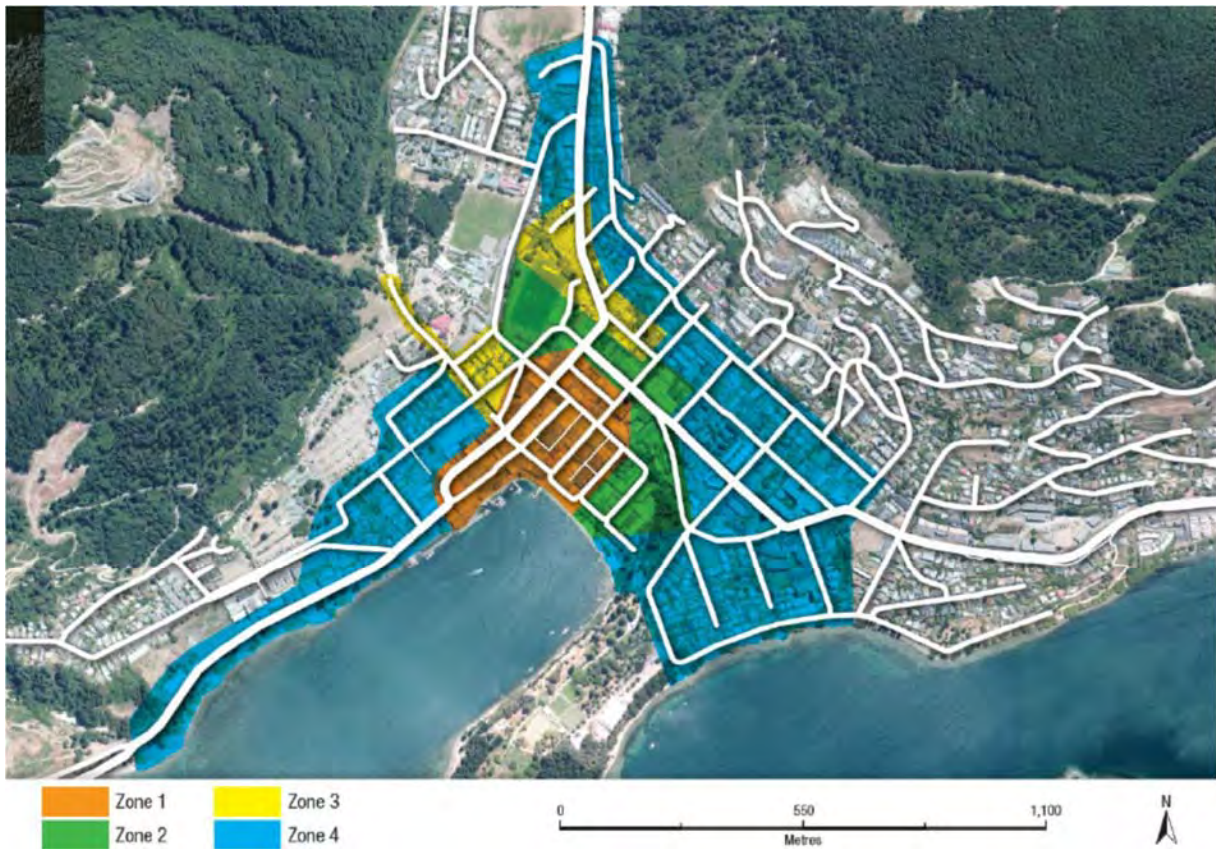


Figure 2.1: Proposed Parking Management Zones in the Queenstown Town Centre Transport Strategy

2.2 Queenstown Integrated Transport Programme Business Case

This programme business case sets out the challenges and opportunities facing Queenstown's transport system over the next 30 years, and presents a recommended integrated transport programme to deliver projects that will address these challenges.

Identified Issues:

- Queenstown's population has increased by 65% between 2001 and 2013 to reach a resident population of 28,224 in 2013. Its population is expected to grow by 2.2% per

annum over the next 20 years, reaching 51,000 by 2033 and nearly 60,000 by 2043, under a medium growth scenario modelled by Statistics New Zealand;

- Queenstown's peak day tourist number is around 66,000 people currently, with an average day tourist number of around 20,000. These tourist numbers are expected to almost double by 2045;
- Growth in population and tourism has contributed to economic growth. Over the last ten years, employment growth in Queenstown and Wakatipu Basin averaged 4.1% per annum compared with 1.2% per annum nationally;
- Vehicle driver trips is the most predominant way of getting to work, with low vehicle occupancy rates for commuting. A survey carried out in 2016 showed the private car mode share for people entering the Queenstown Town Centre via Gorge Road or Frankton Road between 7am to 11am on a typical weekday was between 82% to 88%;
- Queenstown's significant growth places considerable pressures on the transport system, with increasing journey time unreliability by car or public transport currently being experienced, and projected to worsen (in the absence of intervention) in the future;
- A parking survey in April 2016 showed on-street parking occupancy in the town centre was between 77% to 89%, off-street parking occupancy (excluding Man St Car Park) was between 81% to 92%, and the Man St Car Park's occupancy did not exceed 55% due to the low utilisation of leased parking.

Recommended Programme

- A Balanced Public Transport and Active Modes Focus programme was selected as the Recommended Programme as part of the programme business case;
- In relation to parking management, this involved developing and implement a parking strategy between 2018 and 2020 to manage travel demand and encourage mode shift that will:
 - Set and enforce maximum parking durations in and around the central business district;
 - Set parking charges;
 - Consolidate parking to improve access and mitigate unnecessary traffic circulation;
 - Address residents' parking issues;
- The programme also recommends providing park and ride facilities between 2023 and 2025 to enable greater use of public transport. Locations include Frankton, Ladies Mile, Jacks Point, Arrowtown and Arrow Junction.

2.3 Wakatipu Basin Public Transport Detailed Business Case

This detailed business case focuses on public transport service provision (routes, frequencies and fares) in the Wakatipu Basin. Although this document's focus is primarily on public

transport, it identifies several issues related to parking that impact on the use and viability of public transport.

Identified Issues and Assumptions

- Time restricted parking is enforced and “pay and display” parking spaces are available for as little as \$12.50 per week;
- The low cost and high availability of parking is a significant barrier to public transport in the Wakatipu Basin;
- The parking management policy proposed in the Queenstown Town Centre Transport Strategy will improve the attractiveness of public transport and active modes through reducing the affordability and convenience of car travel to the town centre;
- Additional revenue generated through the changes to parking policy, which is assumed to be around \$550,000 per annum, will subsidise improvements to public transport.

2.4 Queenstown Town Centre Masterplan Working Drafts

The Queenstown Town Centre Masterplan can be seen as the blueprint for the Queenstown Town Centre’s future development, and brings together a number of business cases being developed concurrently, such as the aforementioned business cases. Business cases in the areas of parking, arterial routes, the spatial and public realm framework, community and civic facilities, and public transport infrastructure will also be developed in the future.

QLDC has released concept plans for the Masterplan components, including parking, public and passenger transport, town centre arterials, and town centre street upgrades, for public consultation, which is currently ongoing. The following comments relate to the concepts related to parking.

Parking

- Price parking spaces in or close to the Town Centre and adopt location appropriate time restrictions or charges to provide easier access to parking;
- Better enforcement of existing parking restrictions;
- Limit car parking supply to manage traffic and to provide more space for people in the Town Centre, but offer alternative travel options;
- Use smarter parking technology;
- Build multiple new public car parking buildings near the heart of the Town Centre;
- Build new park and ride facilities in peripheral areas (e.g. Gorge Road, Arthurs Point, Frankton, Lake Hayes, Kelvin Peninsula) to support the use of public transport to get into the Town Centre.

2.5 Queenstown Parking Surveys 2017

QLDC conducts an annual parking survey in the Queenstown Town Centre and surrounds, with the latest survey conducted on one day in April 2017. This survey examined both on and off-street parking to report on the occupancy and general availability of short-stay parking in the Town Centre.

Results

- Across the Town Centre, parking occupancy ranged from 37% at 7am, to a peak of 90% at 1pm, dropping to 77% at 4pm;
- Occupancy increased by 10% at 1pm and 4pm compared to the 2016 results;
- On a street basis, the results showed few sections of on street parking have spaces available between 10am to 4pm, with the most availability found in the Man Street car park, Church Street car park, and the Boundary Street car park.
- This is again consistent with the findings of the 2016 parking survey, with a trend showing off-street car parks are occupied less than on-street parking.
- Residential/suburban parking in locations surrounding the town centre experiences a decline in parking availability by at least 30% compared to the base residential occupancy recorded at 7am, which is likely to be a result of commuters spreading out from the town centre in search of all-day and free parking.
- A significant number of vehicles were parked on verges in the surrounding residential areas, but these were not counted in this survey.

2.6 Wanaka Strategic Case Review Evidence

A slideshow on the Wanaka Strategic Case Review Evidence from May 2017 was furnished by QLDC. This provides a recent assessment of the demographic, economic, and transport conditions in Wanaka, and reports on progress towards implementing the projects proposed in the existing Wanaka Transportation and Parking Strategy from 2008. The slideshow also synthesises information from various strategic documents for Wanaka, such as the Wanaka Structure Plan 2007 and Lake Wanaka Tourism Strategic Plan 2012/22.

General

- Wanaka is experiencing current and projected growth in population, households, and tourist numbers;
- Peak tourism period is around the New Year's period, with the total population, including tourists, rising from around 20,000 at the start of December to a peak of 42,000 on 2 January;
- Wanaka is anticipating a 24% increase in visitor arrivals by 2022, and a 23% growth in average stay length;

- Car ownership has increased steadily from 2001 to 2013, with most households owning at least two motor vehicles;
- In 2013, around 80% of commuters drive or are a passenger in a car to go to work, but the percentage of trips to work via walking and cycling exceeds the national average, at over 15%.

Parking

- Measures implemented to downgrade the lakeside Ardmore Street from a cross-town through route to a high amenity street through traffic calming and the use of parking charges; through-routing moved to Brownstown Street;
- A 2015 parking survey showed low parking availability in Wanaka's off-street car parks, with higher availability found in on-street car parks (75% occupied);
- The same survey suggests current time restrictions are not aligned with the demand for parking, which leads to underutilisation of the on-street parking resource or non-compliance with the restrictions;
- The prevalence of unrestricted parking has led to parking spaces being used for storing vehicles long-term, which restricts the spaces available for short-stay and commuter parking;
- Shortage of off-street parking and underutilisation of on-street parking has flow-on effects on traffic congestion as drivers circulate to find a parking space that suits their desired duration of stay

2.7 Wanaka Parking Survey 2017

QLDC conducts an annual parking survey in central Wanaka, with the latest survey conducted on one day in June 2017. This survey examined both on and off-street parking to report on the occupancy and general availability of short-stay parking in central Wanaka.

Results

- Across the Town Centre and its surrounds, parking occupancy ranged from 16% at 7am, to a peak of 60% at 12pm, and dropping to 57% at 3pm;
- Within the Town Centre only, parking occupancy ranged from 19% at 7am, to a peak of 78% at 12pm, and dropping to 74% at 3pm;
- The occupancy recordings for the Town Centre is generally consistent with those recorded for 2016;
- Residential/suburban parking in surrounding streets such as Dungarvon and Helwick Streets experienced high occupancy according to the survey report, possibly due to drivers parking farther from town seeking free all-day parking as these streets are the closest all-day parking option.

2.8 Summary of Commonly Identified Issues (in Strategic Documents)

Based on our review of the relevant strategic planning documents, it is clear there is a common recognition of the transport and land use issues related to or influenced by parking in the Queenstown Lakes District, as well as general alignment on potential measures to address these challenges.

In general, in the absence of appropriate intervention, the population, economic, and tourism growth experienced and projected in Queenstown and Wanaka will pose significant transport challenges in the face of high mode share by private vehicles, high demand for on-street parking, current parking management practices, and the lack of reliability of alternative transport modes.

These strategic documents are generally aligned in their proposed approaches to tackle these challenges. In relation to parking these comprise:

- Improved parking management through location appropriate pricing and time restrictions to address the negative effects of excessively high parking occupancy in the Queenstown and Wanaka town centres;
- The prioritisation of short-stay parking over long-stay commuter parking;
- Consolidation of parking resources in the heart of the Queenstown Town Centre, leaving more space for pedestrians and town centre activity;
- The provision of park and ride facilities at selected peripheral locations to encourage the use of public transport into the Town Centre;

2.9 Identified Tensions

Although the strategic documents are generally aligned in their approach to parking management, it is worth noting potential tensions between some of the desired outcomes. In particular, the Queenstown Town Centre Transport Strategy adopted as a strategy to maintain the quantity of parking in the Town Centre at 2015 levels. However, the Queenstown Town Centre Masterplan discusses the building of multiple car parking buildings in the Town Centre, which would consolidate the location of parking in centralised locations, but there is no clear plan to divest any existing on-street or off-street parking spaces elsewhere, although it has been acknowledged some on-street parking will be removed from streets that will become pedestrianised.

As such, it is not clear how the 2015 public parking supply will be maintained in the event multiple parking buildings are constructed. The construction of multiple parking buildings without a clear plan to divest parking elsewhere risks increasing the net supply of parking in the Queenstown Town Centre, with potential consequences of increased vehicle trips to the Town Centre and the undermining of efforts to increase the attractiveness and viability of alternative modes.

3. Statutory Planning Document Review

The statutory approach to parking management in the Queenstown Lakes District provides context for existing methods to regulate accessory and non-accessory parking in the District. It

also serves as important background for the proposed strategic direction on transport in the Draft Transport Chapter Objectives and Policies for the Proposed District Plan. We examined parking-related rules, standards, objectives and policies in the Operative Queenstown Lakes District Plan.

3.1 Operative Queenstown Lakes District Plan

Non-accessory parking

Off-street parking areas or parking buildings not associated with a land use and typically available to the public, also known as non-accessory parking, are currently controlled activities in a number of zones, including in the Town Centre, Business, and Industrial A and B zones (Rule 14.2.2.2). As a controlled activity, resource consent must be granted to non-accessory parking in these zones.

This is an 'enabling' approach to the supply of publicly available off-street parking, especially in the Town Centre zones (e.g. Queenstown and Wanaka Town Centres). It allows private parking operators to build new shared parking facilities when there is sufficient demand for them.

However, private shared parking facilities have not proliferated in the Queenstown and Wanaka Town Centres. This may reflect the high cost of land in these Town Centres, which can be dedicated to more economically productive and profitable land uses than car parking.

From a consenting perspective, should QLDC wish to advance the consenting of shared parking facilities in the Town Centre zones as proposed in the Queenstown Masterplan, it would be able to do so with relative ease under the controlled activity status in the current Operative District Plan. Park and ride facilities would achieve a similar consenting outcome, if they were in those zones where such activity would be controlled (such as Town Centre, Business, Industrial A and B, Remarkables Park, or the Queenstown Airport Mixed Use zones) or in those zones where such activity would be permitted (such as in the rural general or rural living zones – surface parking only).

Accessory parking

The Operative District Plan requires a minimum amount of parking for different activities throughout the District. It also sets maximum parking requirements in the Frankton Flats Special Zone (B). This is a 'prescriptive' approach as not only are there parking requirements for different types of activities by location, but also separate requirements for residents/visitors, and staff/guests. This approach is not unusual in the New Zealand context, although we note that many councils are moving towards removing or reducing minimum parking requirements in areas outside of their main commercial centres.

Minimum parking requirements do not apply in the Town Centre zones (excluding the Town Centre Transition sub-zone and the Town Centre Lakeview sub-zone) under Rule 14.2.4.1(i)(a), which shall be subject to the existing car parking requirements. The wording around being subject to the existing car parking requirements in our view is vague, but based on correspondence with QLDC, we understand the standard practice is to not apply minimum parking requirements to activities in the Town Centre zones.

Table 6.1, Table 6.2 and Table 6.3 in Appendix A summarise selected minimum and maximum parking requirements for common activities in other main zones. This is provided to enable a discussion of the existing minimum parking management regime in the District in the following sub-section. These tables do not show the minimum parking requirements for a number of special zones such as the Remarkables Park Zone, Mount Cardrona Station Special Zone, and the Three Parks Zone.

3.1.1 Discussion of existing minimum parking requirements

There are several minimum parking requirements in Appendix A set for existing activities which in our opinion, are inconsistent with common practice, and may discourage development of the activity with which the requirement is associated. In particular, these relate to the minimum parking requirements for multi-unit residential activities (e.g. apartments) and industrial activities.

For residential units in zones like the High Density Residential ('HDR') and the Queenstown Town Centre Lakeview sub-zone, parking requirements are currently set at a rate of between 1 to 2 per unit, depending on the exact location¹. A similar rate applies to residential units in the Frankton Flats Special Zone (B). While this parking requirement may be appropriate for low density detached dwellings in the District, it appears inappropriate for higher intensity multi-unit residential development like apartments, particularly in zones where high density development is anticipated such as the HDR. In our view, the effect of applying the aforesaid rate to multi-unit residential developments is to make it more onerous to develop intensively, as around one parking space is required for each unit, even though they are developed more compactly than a traditional detached dwelling in similar high density zones. Consequently, a developer would be required to forego a large portion of land for parking instead of using it for the multi-unit residential development, or go through a resource consent process to seek a dispensation. This may increase the cost of development, either through land costs, regulatory costs or opportunity costs, rendering multi-unit residential development less feasible in these zones.

This approach is in contrast to recent practice in other councils in New Zealand. For instance, the Auckland Unitary Plan (Operative in Part) does not specify minimum parking requirements for residential units in high density zones, and specifies a low or no minimum parking requirement for 1-bedroom units and studios in selected lower density residential zones. In this way, the absence of, or lower parking requirements facilitate dense residential development, rather than discouraging it.

The existing parking requirement for staff of industrial activities at 1 per 25 m² of floor area plus 1 per 100 m² of storage space also appears quite high based on our experience with the setting of requirements for similar activities in other council areas. At this rate, this is comparable to the existing minimum parking requirements for retail activities in the District, even though industrial activities are likely to require less on-site parking, and have less parking turnover than retail. As such, existing minimum parking requirements for industrial activities may also impose high land, development and opportunity costs for the developer, irrespective of their actual need for on-site parking. In this regard, basing parking requirements for industrial activities on actual staff

¹ Noting that some or all of this is able to be located off site provided it is well secured through lease arrangements, etc.

numbers or lowering the rate of parking provision, may facilitate the establishment of industrial activities in the District.

The themes raised about existing minimum parking requirements in this sub-section, concerning the high land, development and opportunity costs associated with requiring on-site parking, are discussed in further detail in the following section, in which we provide an overview of the benefits and costs of parking requirements.

4. Analysis of alternative parking management policies

This section analyses parking management policies in the following areas:

- Parking minimums
- Parking maximums
- Shared parking

This is a relatively high-level analysis that outlines principles for parking management and identifies the relative benefits and costs of alternative policy approaches. The principles we outline here are applicable to all cities and towns, albeit with the need to consider local characteristics.

4.1 Off-Street Minimum Parking Requirements

4.1.1 Rationale for minimum parking requirements – a case for regulation?

Since the 1960s, most local authorities in New Zealand have implemented minimum parking requirements that require new developments to provide for their individual parking demands on-site. As shown above, minimums are typically set based on the size of new developments. For instance, new offices in non-Town Centre locations in Queenstown are required to provide one parking space per 50 m² GFA.

Minimum parking requirements were originally designed as a response to rapidly growing rates of vehicle use and increased demand for public parking that was difficult to manage. However, the conditions under which they were originally implemented have changed: parking management has become cheaper and more sophisticated, and increased demand for land in urban areas has pushed up the cost of providing surface parking by a large amount.

The development of a new Transport Chapter in the Proposed District Plan therefore presents the opportunity to ask two key questions about the rationale for parking policies:

1. Are there any problems that would arise in the absence of minimum parking requirements under the District Plan? If not, regulations could not increase environmental, economic, social, and cultural wellbeing and hence would not meet the purpose of the RMA.
2. Are minimum parking requirements likely to deliver benefits that exceed the costs? If not, regulating would reduce environmental, economic, social and cultural wellbeing and hence would not meet the purpose of the RMA.

We therefore begin this discussion by establishing a framework for economic analysis of minimum parking requirements. This framework directly addresses the requirements of Section 32 of the RMA, and more specifically s32(2), which requires identification and assessment of environmental, economic, social, and cultural effects, including impacts on opportunities for economic growth and employment (s32(2)(a)), quantification of these effects if practicable (s32(2)(b)), and assessment of the risk of acting or not acting (s32(2)(c)).

The Treasury recommends basing an investigation into the desirability of regulatory interventions by asking whether there are any problems that would arise under a ‘status quo’ scenario in which no further regulations were implemented.² The following diagram summarises the questions that economists typically ask when investigating whether there is a case to regulate. However, it is not sufficient to merely establish that there may be a case to regulate – it is also necessary to show that the benefits of regulating exceed the costs. If this is not the case, then regulating is likely to be adverse, not beneficial, to environmental, economic, social, and cultural wellbeing.

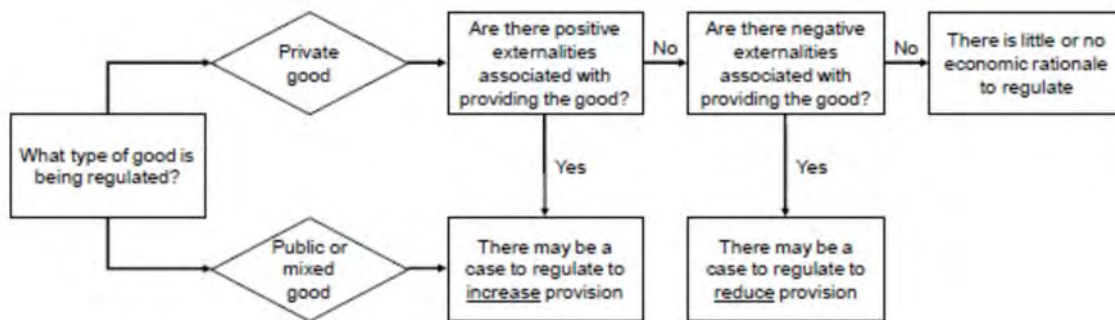


Figure 4.1: Questions to ask when choosing whether and how to regulate

Using the framework described above, it is possible to assess whether or not there is a case to regulate the supply of off-street parking through minimum parking requirements under the RMA. We begin by observing that parking is best seen as a private good, rather than a public good or mixed good, as:

1. Parking is rivalrous – two cars cannot occupy the same parking space at the same time; and
2. Parking is excludable – it is possible to prevent people from using a parking space

Therefore, the rationale to regulate parking rests upon the existence and magnitude of externalities associated with the supply of parking, i.e. ‘spillovers’ to the rest of the transport system or to neighbouring properties. We contend that regulating for increased parking supply will generate several negative externalities in the following areas:

- Negative transport externalities;
- Reduced economic viability of centres leading to lower economic performance;

² See Section 3 of the Treasury’s *Regulatory Impact Analysis Handbook*

- Reduced urban amenity;

We also contend that minimum parking requirements may generate several positive externalities in the following areas:

- Reduced parking spillover;
- Reduced localised congestion from searching for parking

These negative and positive externalities are in turn discussed in the following sub-sections.

4.1.2 Negative externalities

Transport

An abundant supply of low-cost or “free” parking, both residential and commercial, has stimulated excessive demand for vehicle based travel and lifestyle patterns, which will in turn create an incentive to drive more.³ This has three effects. First, it discourages people from using cars more efficiently, such as through car-pooling and trip-linking. Second, it artificially reduces the attractiveness of alternative transport modes, such as walking, cycling, and public transport. Finally, it competes with and to an extent undermines the viability of transport services that reduce the need to travel altogether, such as potential car-share schemes, home delivery services, and telecommuting. Home delivery is a viable service in towns such as Queenstown and Wanaka, but in some places it may struggle to compete due to an abundant supply of free parking.

Minimum parking requirements may also have negative implications for road safety by requiring individual developments to provide parking on a site-by-site basis. Exclusive site based parking requirements create a large number of vehicle accesses to the road system which in turn create more complex vehicle turning movements and increasing conflict between vehicles and pedestrians. This adverse effect has been addressed in part by Rule 14.2.4.1(iv)(e), which allows parking for residential and visitor accommodation units to be provided off-site in a High Density Residential Zone located within 400 m of a public transport route.

Frequent kerb cuts for vehicle access may reduce safety due to increased potential for vehicle-pedestrian conflicts. If every site is required to provide on-site parking, this results in a vehicle crossing for every site, which can proliferate vehicle accessways across busy pedestrian footpaths in areas of high foot traffic. Road safety studies have demonstrated that as accessway density increases, crash frequencies also increase due to the conflict generated between vehicles, pedestrians and cyclists.⁴

³ For a general discussion, see Shoup, D. 2005. *The High Cost of Free Parking*. Chicago: American Planning Association Planners Press. For a review of evidence on the impact of lower parking prices on transport mode choice, see Marsden, G. 2006. “The evidence base for parking policies—a review.” *Transport Policy*, 13(6), pp.447-457. For more specific evidence on the causal impact of increased parking provision on driving, see McCahill, C., Garrick, N., Atkinson-Palombo, C. and Polinski, A. 2015. “Effects of parking provision on automobile use in cities: inferring causality.” *Transportation Research Board*.

⁴ For example, the Infrastructure Risk Rating Manual, prepared for NZTA in 2016 places a higher risk rating the higher the accessway density, <https://www.pikb.co.nz/assets/Uploads/Documents/IRR-Manual-FINAL-Issued-13-07-2016.pdf>, accessed 5 June 2017.

Economic Viability

Minimum parking requirements attempt to reduce demand for public on-street parking by shifting responsibility for parking provision onto the private sector. However, in trying to solve one problem they may unintentionally create other problems. Minimum parking requirements attempt to meet the demand for 'free' parking generated by individual developments. However, parking is not free to provide: there are significant costs associated with the land used for parking as well as construction. These costs must be borne by developers and end users, which may reduce the quantity of development that occurs or raise the cost of housing and business space.

Requiring the provision of parking reduces the space available for other potentially more valuable activities. For example, the average parking space takes up approximately 30m² of land space, once allowance is made for vehicle access and manoeuvring.⁵

In urban areas such as Auckland, the cost of each surface parking space is typically \$14,000-\$46,000.⁶ The continued application of minimum parking requirements therefore greatly increases the costs of development, especially in places with high land values like the Queenstown and Wanaka Town Centres, thereby reducing the potential for economic activity and employment, and in the process can undermine opportunities for economic development.

Urban Amenity

Minimum parking requirements can contribute to a sprawling and fragmented urban form. By requiring that parking is provided on a site-by-site basis, minimum parking requirements create a large number of relatively small parking areas that serve one destination.⁷ This is less efficient than a situation where consolidated parking areas may be used to access multiple destinations in the surrounding area. The high numbers of vehicle access ways break up the street frontages and reduce safety and security.

From a transport perspective, a compact urban form is associated with reductions in driver mode share, which in turn can lead to significant impacts on uplifting the number of trips carried out by public transport and active transport.⁸ Compact urban environments also create shorter distances between destinations, enabling easier access by walking or cycling.

Dr Donald Shoup also discusses the relationship between parking rules and urban design outcomes. He argues that *"minimum parking requirements determine what can be built, what it looks like, and how much it costs. Minimum parking requirements have transformed many residential streets into garagescapes where the only obvious way to enter a building is with an*

⁵ Austroads Guide to Traffic Management Part 11, 2008 – described 30 m² as the absolute minimum space requirement

⁶ Nunns, P. 2017. "Are we leaving money on the table? The impacts of public and active transport on car ownership and parking costs." Presented at the 2017 IPENZ-Transportation Group Conference, where it was awarded best research paper.

⁷ Seibert, C. (2008). There is no such thing as a free parking space. *Policy*. Australia Centre for Independent Studies. 24: 7-13

⁸ New Zealand Transport Agency Research Report 513, Impact of urban form on transport and economic outcomes, January 2013.

*electronic garage-door opener... Planners initially designed parking requirements to serve buildings. Architects now design buildings to serve the parking requirements”.*⁹

Minimum parking requirements can have a significant impact on quality built form outcomes. This can be seen on the ground in many cities. For instance, in Auckland most high quality walkable centres (e.g. Ponsonby Road, Mt Eden Village, Kingsland) were constructed before parking minimums were applied (or redeveloped with dispensations to breach minimums). By contrast, many of the developments in more recent times (e.g. Manukau city centre, Lunn Avenue, Wairau Park) have a poorer quality urban form due to the fact that their layout has been significantly influenced by parking minimums.

4.1.3 Positive externalities

Reduced parking spillover

A commonly raised rationale for implementing minimum parking requirements for all activities is to avoid or mitigate the effects of parking spillover; whereby if each site provided sufficient on-site parking, it would be less likely that parked cars would spillover onto the street or onto the parking of neighbouring sites.

For example, if new land uses choose not to provide on-site parking to meet the needs of their customers/staff, and if QLDC chooses not to manage on-street parking, then the availability of parking spaces for other uses (e.g. people visiting neighbouring residences) may be reduced. This may lead to some localised congestion as people ‘cruise’ to find on-street parking, or poor amenity outcomes associated with illegal parking on grass verges or footpaths. The other scenario would be if land uses choose not to provide on-site parking to meet the needs of their customers, their neighbours may have to bear some additional costs to manage access to their own car parks. These costs can be measured in financial terms, as they relate to either (a) the costs to businesses to implement parking management measures to exclude spillover parking or (b) reduced retail revenue arising from any deterrent effect that parking management has on customers.

As a result, minimum parking requirements seek to avoid or mitigate parking spillover by requiring land uses to provide enough on-site parking.

Reduced congestion and better accessibility

Another common justification for minimum parking requirements in commercial areas is that the absence of such requirements may lead to land uses not providing any or enough on-site parking to meet the needs of their customers, and if QLDC and owners of existing off-street car parks are unable to efficiently manage parking, then increased congestion (from cruising to find parking) and increased difficulty in finding parking may in turn reduce the accessibility and economic viability of retail centres relative to out-of-centre retail locations. Therefore, requiring parking for activities on all sites may make it easier for people to access various activities by car

⁹ Shoup, D.C. (1997). The High Cost of Free Parking. *Journal of Planning Education and Research* 17, 1:3-20.

and minimise congestion from looking for parking on the street, assuming QLDC and private car park operators did not take measures to manage parking efficiently.

4.1.4 Summary

As this discussion indicates, negative externalities may arise as a result of measures that increase parking supply (such as retail MPRs), while there may be some benefits from implementing parking minimums. It is therefore important to understand in what locations would the costs of minimum parking requirements exceed the benefits, which may make the regulation to increase parking supply undesirable, due to the negative externalities that may arise in terms of transport effects, economic effects, and urban amenity effects. On the other hand, the benefits of parking minimums may exceed the costs in other locations, which could justify their implementation.

In the following Section 5, we make some assumptions on where the negative effects of minimum parking requirements are likely to be largest, based on the expected land values and anticipated levels of activity intensity across the District.

4.2 Maximums

Another common parking management technique is to apply maximum parking requirements to cap the amount of parking that new developments can provide. The aim of maximum parking requirement is to manage parking supply and the associated effects that this parking may have on the transport network, urban form outcomes, and modal shift outcomes towards public transport and active transport. As outlined above, parking maximums are already used in the Frankton Flats Special Zone (B) of the Operative District Plan.

4.2.1 Rationale for maximum parking requirements – a case for regulation?

The framework for justifying regulation described in sub-section 4.1.1 above can equally be applied to assess whether or not there is a case to adopt maximum parking requirements.

Parking maximums can impose economic costs if they prevent businesses from providing a private good – parking – that would have some value to them. It is therefore important to establish the value of parking in Queenstown Lakes District, i.e. the price that people are willing to pay for it, to work out the cost of regulating to reduce parking supply in the short and long-terms. We also recognise that parking demand varies considerably between businesses and hence it cannot be assumed that all businesses will be unaffected by the implementation of parking maximums.

Conversely, parking maximums may generate economic benefits through their indirect impact on transport mode choice and the efficient operation of the transport system. For instance, if constraints on parking supply lead some people to shift from driving to public transport or active modes, they may reduce on peak period traffic congestion. These benefits are likely to be highest in areas with peak traffic congestion problems, such as the Queenstown Town Centre.¹⁰

¹⁰ New Zealand Transport Agency, Queenstown Integrated Transport Programme Business Case Version 4, June 2017

To summarise, there is a potential case to regulate to reduce parking supply through parking maximums, and it is possible in principle for the benefits of doing so to outweigh the costs, but these need to be established more clearly for the Queenstown Lakes District's context.

4.2.2 Impacts on economic vitality

Based on our experience in hearings and Environment Court mediation processes for parking provisions in Auckland, a commonly raised concern regarding maximum parking requirements relate to the extent to which restricting parking supply in certain locations can impact on the economic vitality of a development within the area. Using parking maximums as a means to influence travel demand and congestion requires a good availability of alternative access to other transport modes, and in the absence of good alternatives, may impose negative externalities on businesses.

To avoid potential negative economic impacts, Auckland's Unitary Plan mandates that office activities, irrespective of location or zone, are subject to a maximum parking requirement. This rule aims to avoid office activities locating away from centres in order to be able to supply additional parking and thus encouraging office activities to be located in centres and therefore areas with good public transport, walking, and cycling accessibility.

In addition to offices throughout Auckland, medical facilities and educational activities in centres and mixed use zones are also subject to a maximum parking requirement.¹¹ These activities, in our view, also generate highly peaked travel demands concentrated in the typical morning and evening peaks, whose typical single occupancy private vehicle trips are the easiest to replace by public transport and active transport, as transport alternatives become more available during peak times.¹² Also, as outlined above, the provision of parking to meet peak travel and parking demand also leads to an inefficient and costly use of land.

However, activities other than offices, medical facilities, and education generate travel demands that can fluctuate through the day, such as retail activities. Accordingly, it may not be appropriate to limit the quantity of parking for other activities, especially if it constrains businesses from providing parking that would have some value to them and their customers. The Auckland Unitary Plan recognises this and hence does not set maximums for other activities outside of the City Centre.

4.2.3 Summary

As discussed, deciding whether or not to adopt maximum parking requirements depends on whether the benefits outweigh the costs, which needs to be better established for the District. From the Auckland experience, it has been shown that certain activities such as offices could be regulated by parking maximums with more benefit than cost, due to the ability to concentrate offices within a compact urban form and to replace peak vehicle trips to offices by alternative transport modes.

¹¹ This is a position agreed in Environment Court mediation between Auckland Council and appellants. This does not necessarily mean it will be adopted in the final Operative Auckland Unitary Plan

¹² Otago Regional Council Regional Public Transport Plan Otago 2014, Addendum Wakatipu Basin Public Transport May 2017 – Route 1 has an all-day frequency of 15 minutes, Routes 2 and 4 have a peak frequency of 30 minutes, reducing to 60 minutes in the off-peak.

Accordingly, activities in the Queenstown Lakes District with demonstrable peak travel demands that are located in areas with good availability of alternative transport choices could be subject to a similar approach as adopted in Auckland, such as areas within a reasonable walking distance of routes with 15 to 30 minute frequencies as part of upcoming changes to Queenstown's Bus Network.¹³ In this regard, maximum parking requirements may not presently be suitable in Wanaka, due to the absence of a public transport system there.

4.3 Shared Parking

An analysis of options for developing new shared parking facilities in Queenstown Town Centre as proposed in the Queenstown Town Centre Masterplan needs to begin with an assessment of the commercial viability of developing them. In other words, are expected parking revenues sufficient to pay for the costs of building, maintaining, and operating a parking facility?

QLDC's options are likely to differ depending upon whether this holds true:

- If new parking facilities are commercially viable, private parking providers have an incentive to supply new parking facilities to meet demand. In this case, QLDC may consider policy levers to (a) ease consenting for new parking facilities and/or (b) facilitate access to an appropriate development site.
- If new parking facilities are not commercially viable, a subsidy will be required to supply new parking facilities to meet demand. In this case, QLDC may consider alternative approaches to funding the shortfall in revenue, which may include (a) a subsidy from general rates, (b) targeted rates applied to sites that benefit from new parking facilities, or (c) development contributions levied on new buildings to require them to contribute to new parking supply.

4.3.1 Commercial viability

In 2017, in an IPENZ research paper¹⁴, Peter Nunns of MRCagney developed a methodology for comparing the costs and revenues from parking facilities, which can be adapted to the Queenstown Town Centre context. In general, the key inputs required for an analysis of commercial viability include:

- Parking supply costs:
 - Updated construction costs for multi-storey parking facilities, which can be sourced from QV Costbuilder;
 - Current land prices in central Queenstown, which can be obtained from QLDC from their latest ratings valuation;
 - Parking operation and maintenance costs: it was assumed to be \$1000/space/year in the IPENZ paper, but this can be revised for the Queenstown Town Centre context

¹³ *ibid.*

¹⁴ Nunns, P. (2017) *Are we leaving money on the table? Assessing the impacts of public and active transport investments on car ownership and parking costs*, IPENZ Transportation Group Conference, March 2017

- Parking revenues:
 - Hourly or daily parking tariffs in Queenstown Town Centre, sourced from QLDC or sources like Parkopedia;
 - Parking occupancy data sourced from annual QLDC surveys

Accordingly, before deciding on whether to use mechanisms available through the planning or local government process to fund shared parking facilities in the Queenstown Town Centre, assessing the commercial viability of such a scheme would be a useful first step.

4.3.2 Criteria for assessing options

Based on our previous experience with parking management, we propose the following three criteria for assessing options:

- Does this option provide QLDC and local residents/businesses with certainty about the timing and location of parking provision?
- Does this option ensure that people who benefit from the project pay in proportion to the benefits they receive?
- How large of a subsidy is needed from non-users?

4.3.3 Options for facilitating provision of shared parking in the Queenstown Town Centre

In the event that shared parking is commercially viable to provide, a number of options are available to QLDC to facilitate its provision. These comprise:

- **Do Nothing:** Maintain/rollover existing district plan rules and leave it to private parking providers to supply additional parking when they perceive benefits from doing so. As noted earlier, the Operative District Plan provides for non-accessory parking as a controlled activity. Rolling this rule over to the Proposed District Plan would provide private parking operators a great deal of regulatory certainty of obtaining a resource consent for a privately operated public car park;
- **Adjust consenting and design requirements:** Change district plan rules to make it easier to consent new non-accessory parking facilities and/or change design standards for new parking facilities. For example, although non-accessory parking is a controlled activity, if it is located on a rooftop it would be a restricted discretionary activity (Rule 14.2.4.1(iv)(f)). QLDC may wish to make a trade-off between the visual amenity of rooftop parking and the more efficient use of parking buildings to make it easier to obtain resource consent for rooftop parking, with the appropriate design controls.
- **Help parking providers with site selection:** Work with private parking providers to identify an appropriate site for new shared parking facilities. This would entail working with providers but may not entail high financial costs. This may be appropriate for the sites identified as potential locations for shared parking in the Queenstown Town Centre Masterplan, as they are Council-owned, which could be sold to private parking providers at market prices for the development of shared parking.

In the event that shared parking is not commercially viable to provide, then QLDC would have the following options to facilitate its provision, which comprise:

- **Do Nothing:** Maintain existing policies and wait for parking to be commercially viable, e.g. due to increasing parking prices due to high demand. This could be further facilitated by adjusting on-street parking prices upwards in response to excess demand, which would create a 'price signal' to indicate to providers that they should provide more parking.
- **Arrange a subsidy for new shared parking facilities:** This would entail QLDC subsidising private or public provision of new shared parking facilities. There are four ways that the subsidy could be funded:
 - General rates;
 - A targeted rate on Town Centre businesses;
 - Development contributions levied on new Town Centre developments;
 - Offering Council-owned land identified for potential shared parking in the Queenstown Town Centre Masterplan to private parking operators for development, at below market prices.

We do not consider financial contributions under the RMA as an option, as the Resource Legislation Amendment Act 2017 phases these out by 2022.¹⁵

4.4 Summary

One of the aims of this review is to ensure that future changes to parking policy are well aligned with QLDC's strategic visions, one of which is to reduce reliance on cars, move towards a multi-modal transport network, while improving the overall economic competitiveness of the District.

As shown in this section, parking policies have implications for transport system performance and economic competitiveness at a number of levels. They affect the attractiveness of cities as places to live, work, and invest. Excessive parking provision can use up valuable floor space and land area, and increase traffic congestion, which flows through into higher costs of goods (including accommodation), services, and reduced amenity.

Appropriate parking policies can improve overall economic competitiveness. In the absence of minimum parking requirement, space can be freed up space for housing development and business space provision, enabling the District Plan to provide for and enable expected future population, economic, and tourism growth.

The following section discusses the ways in which the broad principles and strategies discussed here can be applied in the Queenstown Lakes District's context through a general direction in the Proposed District Plan's Transport Chapter's provisions and wider local government funding mechanisms.

¹⁵ <http://www.mfe.govt.nz/sites/default/files/media/overview-changes-resource-legislation-amendment-act.pdf>

5. Strategic Advice

5.1 Parking Requirements

The following strategic advice on the setting of parking requirements, if any, is premised on the assumption of there being a hierarchy of zones within the Queenstown Lakes District, ordered by the density of activity and land use anticipated in each zone and assumed land values. Parking requirements are subsequently set on the basis of activities or groups of activities falling within the zones within each hierarchy level.

The proposed hierarchy is:

	Zones
Group 1	Queenstown Town Centre; Wanaka Town Centre; Arrowtown Town Centre; High Density Residential; Medium Density Residential; Arrowtown Residential Historic Management Zone; Local Shopping Centres; Business Mixed Use Zone
Group 2	Queenstown Airport Mixed Use Zone; Low Density Residential; Large Lot Residential; Rural Zones; Special Zones

5.2 Group 1

Zones belonging to Group 1 are assumed to be typified by areas currently experiencing or anticipated to experience one or more of the following phenomena:

- High density of activities such as residential or commercial land uses;
- High pedestrian traffic;
- High amenity retail frontages;
- Relatively high land values;
- Smaller sites;
- Areas of anticipated change from sparse to higher density development (e.g. Business Mixed Use)

5.2.1 Group 1 – Minimum parking requirements

Based on our overview of parking regulation in Section 4.1 of this Technical Note, activities within zones belonging to the proposed Group 1 would generally not be suitable to be subject to minimum parking requirements, as the economic costs and negative externalities from their implementation are likely to outweigh any benefits.

This is because in areas with relatively high land values, the requirement to provide a set amount of parking for an activity irrespective of actual demand will increase development costs and/or take up valuable land that could be used for housing or business floorspace. Minimum parking requirements in these zones would reduce a site's maximum potential development

capacity by requiring land to be set aside for parking rather than, say, to build more residential units or commercial floor space.

Zones in Group 1 are also likely to be areas of high pedestrian activity. In some locations, particularly the Queenstown and Wanaka Town Centres, pedestrians may outnumber cars. As explained earlier, minimum parking requirements are generally inappropriate in areas of high pedestrian activity because they proliferate the presence of vehicle accesses and kerb cuts, increasing the risk of vehicle-pedestrian conflict.

From an urban amenity perspective, requiring parking for every site and the associated proliferation of vehicle accesses and kerb cuts in areas of dense commercial and residential activity will disrupt or break high amenity retail frontages in the Town Centres. This has the effect of degrading the pedestrian environment and urban streetscape, and spacing land uses far apart from each other and from the street frontage (where parking is provided in front of a building), contributing to a sense of urban dispersion and making it inconvenient to walk between sites.

For smaller sites, which tend to be more common in the high-density commercial and residential zones and the Arrowtown Residential Historic Management Zone in Group 1, the requirement to provide parking will take up a disproportionate proportion of a site compared to sites in other zones that have larger site sizes. Furthermore, the requirement to provide parking on small sites can result in compromises to other aspects of best practice transport safety. For example, widening the access to accommodate parking manoeuvring, requiring vehicles to reverse onto the street or across a footpath or compromising the parking design dimension standards, with associated adverse transport safety effects on both pedestrians and motorists.

There are also areas such as the Business Mixed Use zone that are currently characterised by a low density, dispersed and low amenity business/light industrial urban environment, with an absence of a defined streetscape or quality pedestrian environment, but which are anticipated by the Council to transform into higher density activity areas with an improved public realm (e.g. Gorge Road Business Mixed Use zone). The existing urban environment in such a zone has arguably already been defined by current minimum parking environments, where there is ample parking for each site, often in front of the building, creating a severance between the street frontage and the building, and separation between sites.

Notwithstanding the existing conditions, the Business Mixed Use zone is anticipated to contain a wider range of activities in the future, including higher density accommodation, which would be incompatible with the existing high minimum parking requirements because either the minimum parking requirements would make high density development infeasible, or compliance with the minimum parking requirements would exacerbate the low amenity environment described above. Accordingly, there is merit in relaxing minimum parking requirements for this zone to encourage a greater density of development and to improve the zone's overall urban amenity.

In terms of the wider integrated transport network and the desire to increase the number of trips via public and active transport, the zones in Group 1 are currently or planned to be comparatively accessible by the new public transport network and walking and cycling. Requiring parking within these zones therefore serve to subsidise free off-street parking, and may undermine the attractiveness and efforts to promote public and active transport.

Overall, in view of the above, we recommend removing, or at least significantly reducing, minimum parking requirements for activities in the zones listed in Group 1. We see this recommendation as not necessarily a binary option (i.e. removing or relaxing minimum parking requirements). Rather, several intermediate also exist which provide greater nuance to the zones listed under Group 1. These comprise:

- MPR reduction factors for areas near main PT routes, major centres, or walking/cycling routes;
- Removal or significant reductions of MPRs for apartments, but not other residential dwellings. This makes sense as MPRs are going to be most costly and challenging to comply with for apartments due to the need to provide basement or structured parking;
- Removal of MPRs for small sites in centres. This reflects the fact that smaller sites will be more difficult to develop/redevelop with prescribed rates of parking; and
- Removal of MPRs for all land uses in centres except retail - keeping in mind that the retailers may be the ones who complain the most and have the most resources to oppose (in hearings and/or subsequently in the courts).

5.2.2 Group 1 – Maximum parking requirements

In relation to maximum parking requirements, and as explained in our overview in Section 4.2 of this Technical Note, we are of the view that they are most appropriate for activities that generate highly peaked private vehicle travel demands. In this way, maximum parking requirements will limit parking supply based on peak vehicle travel demand, which will support the shift towards trips generated by such activities being replaced by public and active transport, as transport alternatives like buses are most available during peak times.

Maximum parking requirements on activities with high peak private vehicle travel demands such as offices, irrespective of zone, may also encourage their location in centres and therefore areas with good public transport, walking, and cycling accessibility.

To this end, we would support maximum parking requirements for offices in Group 1 Zones (as well as all other zones), as well as for the following activities in the Group 1 zones, which are also more likely to have highly peaked private vehicle travel demands in the Queenstown Lakes District that would be able to be replaced by public and active transport:

- Educational Facility; and
- Health Care Facility;

We do not support maximum parking requirements for any other activity in the Group 1 Zones (as well as the other zones), as their travel demands often fluctuate throughout the day. Other activities may derive benefit from choosing to supply a quantity of parking they consider suitable to cater for their needs, without necessarily imposing significant peak-time effects on the transport system.

5.3 Group 2

The remaining zones not in Group 1 are proposed to be categorised as Group 2. These zones are generally typified by larger site sizes, lower pedestrian activity, lower density of activity, and in the case of zones like the Business Mixed Use Zone and Rural Zones, typically have lower

amenity and streetscape values. These zones are also likely to have relatively lower land values on a per square metre basis compared to land within the Group 1 zones.

5.3.1 Group 2 – Minimum parking requirements

The application of minimum parking requirements in the Group 2 zones could in principle be justified in the sense that the economic costs and negative externalities from regulation would not outweigh the benefits. This is most likely to be the case as in areas with lower land values, as the requirement to provide a set amount of parking would incur lower opportunity costs (i.e. the cost of providing parking compared to doing something else with the land), as well as lower land costs.

A second consideration is that Group 2 zones tend to have poorer access to alternative transport modes, so developers are assumed to derive more benefits from providing parking to meet or exceed the minimum required.

Group 2 zones, being areas of relatively lower residential and commercial density, are also unlikely to encounter the same levels of pedestrian activity compared to the Group 1 zones. By extension, these areas are also likely to be more reliant on vehicular access due to their location away from reliable public and active transport infrastructure and services, and lower activity density, so businesses would likely provide parking on-site anyway, and a regulatory requirement to provide parking would therefore not be burdensome. With lower levels of pedestrian activity in the Group 2 zones, there is a lower risk of vehicle-pedestrian conflict associated with the provision of car parking for each site and associated vehicle accesses.

As regards urban amenity in the Group 2 residential zones (e.g. Low Density Residential, Large Lot Residential, residential areas in the Special Zones), existing dwellings within these low density residential environments are generally characterised by one detached dwelling per site, with ample parking provided on a relatively large site (e.g. in a garage), and separated from neighbouring sites through generous yard setbacks. As such, the provision of ample parking forms part of the low density urban environment, and hence the requirement to provide a minimum amount of parking making little difference to local urban amenity values

Overall, in view of the above, we would not object to the application of minimum parking requirements for activities in the zones listed in Group 2.

5.3.2 Group 2 – maximum parking requirements

With respect to maximum parking requirements for zones in Group 2, we support a similar approach as explained in sub-section 5.2.2 of this Technical Note; that they are only appropriate for offices in all zones throughout the District.

For all other activities, including the Educational Facility and Health Care Facility activities for which we recommended maximum parking requirements in the Group 1 zones, we do not recommend maximum parking requirements. The primary reason is that Group 2 zones are less likely to have sufficient reliable access to shops, services, and other activities via alternative means such as public transport and walking and cycling to justify limiting the amount of parking a developer may choose to provide. Accordingly, we are of the view that allowing the developer to provide as much parking as they need in locations which are more dependent on vehicular

access would generate more benefits than costs for the developer, people accessing the sites, and the District at-large.

5.4 Funding shared parking in the Queenstown Town Centre

Our overview of assessing the commercial viability of shared parking facilities in Section 4.3 provided an introduction to how commercial viability could be assessed, as well as an outline of the policy levers available to QLDC to facilitate the construction of shared parking, including District Plan rules and funding mechanisms.

At this stage, we have not assessed the commercial viability of providing shared parking, and hence we do not make any recommendations on whether Council funding is required in order to provide share parking.

This Section therefore focuses on assessing the potential funding mechanisms that QLDC may wish to explore to fund and subsidise shared parking against the criteria we proposed above. To reiterate, these mechanisms comprise:

- General rates
- A targeted rate on Town Centre businesses
- Development contributions levied on new Town Centre developments
- Offering Council-owned land to private parking operators for shared parking development at below market prices.

We assume that all four of these mechanisms would raise a similar amount of money – hence differences in their performance would be driven by (a) the degree to which they align costs and benefits and (b) the degree to which they provide certainty about parking supply outcomes.

5.4.1 Assessment against alignment of costs and benefits

The following table summarises some preliminary notes for an assessment against the first two proposed criteria in sub-section 4.3.2. Options are scored on a H/M/L scale, with notes explaining why scoring was given.

Table 5.1: Scoring against 'Certainty' criterion

Option	Scoring	Rationale
Parking is commercially viable		
Do Nothing	L	QLDC would have little influence over parking location and timing, except insofar as consenting process enabled it to have a view
Adjust consenting and design requirements	L/M	Adjusted criteria and design requirements may give QLDC some additional influence over parking location
Help parking providers find a site	M	Working with private providers would enable QLDC to influence decisions, especially if shared parking was provided on identified council-owned land

Option	Scoring	Rationale
Parking is not commercially viable		
Do Nothing	L	QLDC would have little influence over parking location and timing, except insofar as consenting process enabled it to have a view
General rate subsidy	M/H	Providing direct funding for parking would enable QLDC to influence parking location and timing. It would still be necessary to consider other commercial factors, e.g. availability of suitable sites, either in private ownership or council ownership.
Targeted rate on Queenstown Town Centre businesses	M/H	
Development contributions for new Queenstown Town Centre developments	M/H	
Offering Council-owned land at below market prices	M/H	

Table 5.2: Scoring against 'Alignment of benefits and costs' criterion

Option	Scoring	Rationale
Parking is commercially viable		
Do Nothing	H	Parking users are the people who benefit most directly from parking provision. A commercial funding model would best align benefits and costs.
Adjust consenting and design requirements	H	
Help parking providers find a site	H	
Parking is not commercially viable		
Do Nothing	H	Parking users are the people who benefit most directly from parking provision. A commercial funding model would best align benefits and costs.
General rate subsidy	L	A general rates subsidy would require all ratepayers to contribute, even if they did not use or directly benefit from the availability of parking facilities. If shared Queenstown Town Centre parking facilities have significant positive impacts on traffic congestion that affects the wider road network, then a rates subsidy may be justifiable. However, this is unlikely as providing subsidised (i.e. low-priced)

Option	Scoring	Rationale
		parking is likely to stimulate additional driving and hence congest the wider road network.
Targeted rate on Queenstown Town Centre businesses	M	Provision of subsidised shared parking is most likely to benefit Queenstown Town Centre businesses who can access additional customers. Hence a targeted rate on these businesses will be moderately efficient at aligning costs and benefits.
Development contributions for new Queenstown Town Centre developments	L/M	As noted above, the benefits of subsidised shared parking are likely to accrue to both new and existing Queenstown Town Centre businesses. Hence this option will be less efficient at aligning costs and benefits than a targeted rate. However, it may be the case that increases in parking demand are primarily due to new Queenstown Town Centre developments, rather than existing businesses that are increasing turnover. In this case some efficiency may be gained back.
Offering Council-owned land at below market prices	L	This option may not result in any direct financial costs to Council, unless it had alternative plans to sell sites for development. However, it would require QLDC to sell an asset at below its market value, which is an 'opportunity cost' that would be spread throughout the district rather than focused in the area that benefits the most. As a result, this is not likely to closely align costs and benefits.

5.4.2 Shared parking conclusions

First and foremost, QLDC should first understand the commercial viability of shared parking facilities in the Queenstown Town Centre. In sub-section 4.3.1, we outlined a generic set of inputs required for an assessment of commercial viability, and we would be able to assist QLDC with this assessment upon which a decision on shared parking approaches can be made.

If shared parking is commercially viable, it should engage with private providers to understand why more is not being built, and then respond to those particular concerns. RMA mechanisms are not likely to be relevant for delivering shared parking, given the existing enabling policy framework for non-accessory parking and the phasing out of RMA financial contributions.

If it is not commercially viable, QLDC should consult on a targeted rate on city centre businesses to fund the subsidy, as this is most likely to align benefits and costs (the final criterion) based on our preliminary assessment as per Table 5.2, among the available subsidy funding options. However, this recommendation may change subject to the detailed outcomes of a commercial viability assessment.

5.5 Summary

In Section 5, we have provided an explanation on the Proposed District Plan Zones and activities whose off-street parking supply is not appropriate for regulation via minimum parking requirements, and the zones and activities for which minimum parking requirements may be justified.

We recommend dividing the Proposed District Plan Zones into two groups, with Group 1 zones typified by areas of high land value, high pedestrian activity and amenity, high density of activity, smaller sites, and important retain frontages, and the remaining zones falling within Group 2. In general, we do not support minimum parking requirements for activities in the Group 1 zones. However, based on our experience, there may be a desire among political decision makers or the community to retain minimum parking requirements. In this case, we would also support the relaxation of minimum parking requirements for activities in the Group 1 zones, such that the total costs of minimum parking requirements for developers and the District can be minimised, and we also believe they can be justified for the Group 2 zones.

In relation to maximum parking requirements, we have proposed restricting their application to a select number of activities whose peak vehicle travel demands are easily replaceable by alternative modes, and these include Offices for all zones, and Educational and Health Care facilities in the zones we have categorised under Group 1. We do not support the widespread application of parking maximums, as not all locations have reliable access to alternative transport modes, and not all activities have travel demands that can be easily replaced by other modes.

Finally, we outlined approaches to funding shared parking as it relates to the local context, including assessment criteria to determine the alignment of benefits and costs, and the certainty over shared off-street parking supply outcomes. However, we stress that it is important to determine commercial viability first, to see whether private sector solutions are available.

6. Next Steps and Conclusion

For the Group 2 zones for which we believe minimum parking requirements could be justified, for the Group 1 zones where minimum parking requirements could be relaxed, and the activities for which maximum parking requirements are considered appropriate, there are presently no specific parking rates assigned to specific activities. The next steps would be therefore to transfer the advice contained herein into actual parking rates that form part of Proposed District Plan rules/standards in the Transport Chapter.

Thereafter, a Section 32 analysis and report will be required to be undertaken to assess the benefits and costs of the proposed off-street parking regulation and deregulation, including an assessment of alternatives. While we understand Vicki Jones of Vision Planning is taking responsibility for this report, we stress the importance of having a comprehensive economic assessment underpinning the Section 32 report, which will include an analysis of the economic benefits and costs of proposed parking provisions. MRCagney's economic assessments of parking provisions for Section 32 reports have been relied upon most recently for the Auckland Unitary Plan and Christchurch Replacement District Plan hearings, as well as the upcoming Environment Court hearing on the Unitary Plan parking provisions. An economic assessment provides a solid evidence-based foundation on which QLDC can defend its position on parking in the future Proposed District Plan's Stage 2 hearings process.

Also mentioned in this Technical Note is the recommendation to carry out a commercial viability assessment of shared parking in the Queenstown Town Centre. While we acknowledge the proposal for shared parking is subject to ongoing consultation as part of the Queenstown Town Centre Masterplan process, it would appear financially prudent to explore whether this proposal

stacks up financially on its own, whether the private sector could deliver it, and to what extent and how it can be funded by QLDC and its ratepayers to make it viable.

Appendix A

Table 6.1: Minimum parking requirements for a selected number of activities and locations

Activity	Parking required for residents/visitors	Parking required for staff/guests
Residential units in the High Density Residential (HDR) zone and Queenstown Town Centre Lakeview sub-zone	1 to 1.25 per unit	0.25 per unit (where used as visitor accommodation)
Residential Units in all other zones and Wanaka HDR Sub-zones B, C	2 per unit	None
Residential Flat	1 per flat	
Visitor accommodation (unit type construction, e.g. units with a kitchen) in most of Wanaka and Queenstown's Low Density Residential (LDR) and HDR Zones	1 to 2 per unit	0.25 per unit or 1 per 10 units in Queenstown depending on location
Visitor accommodation (guest room type, e.g. hotels)	1 per 3 guest rooms up to 60 guest rooms; thereafter 1 per 5 guest rooms. In addition 1 coach park per 50 guest rooms	1 per 20 beds
Visitor Accommodation (Backpacker Hostels)	1 per 5 guest beds. In addition 1 coach park per 50 guest rooms	1 per 20 beds
Commercial Activities	1 per 25 m ² GFA (except for the Queenstown Town Centre Lakeview sub-zone where there is no minimum parking requirement)	
Industrial Activity		1 per 25m ² area used for manufacturing, fabricating, processing, or packing goods plus 1 per 100m ² storage space
Industrial Activity in Frankton		3 per 100m ² GFA Workshop Area and for unit storage businesses 1 per 10 storage units
Health Care Services	2 per professional staff	1 per professional staff plus 1 per 2 other full time staff, or 1 per consulting room (whichever is greater)

Activity	Parking required for residents/visitors	Parking required for staff/guests
Offices	1 per 50 m ² GFA	
Restaurants (except for in the Queenstown Town Centre Lakeview sub-zone)	1 per 25 m ² public floor area (PFA)	1 per 100m ² PFA (2 minimum)
Taverns or Bars (except for in the Queenstown Town Centre Lakeview sub-zone)	2 per 25m ² public floor area	1 per 100m ² PFA (2 minimum)
Educational	1 per 10 students over 15 years of age.	1 per 2 staff.
Daycare facilities		1 per 10 children.
Service Stations	1 per 25m ² of GFA used for retail sales, plus 2 per air hose, plus 3 queuing spaces per car wash	3 per station

Both minimum and maximum parking requirements apply in the Frankton Flats Special Zone (B), which are outlined in Table 6.2 below. The separate requirements for Activity Area E2 within this special zone are shown in Table 6.3, which are based on the floor area of buildings, regardless of activity type.

Table 6.2: Minimum and maximum parking requirements in the Frankton Flats Special Zone (B)

Activity	Minimum parking requirement	Maximum parking requirement
Industrial and Service Activities	2.5 per 100 m ² of gross floor area used for maintaining, manufacturing, fabricating, processing, transporting or packing goods, plus 1 per 100 m ² of storage.	3.5 per 100 m ² of gross floor area used for maintaining, repairing, manufacturing, fabricating, processing, transporting or packing goods, plus 1 per 100 m ² of storage space.
Commercial Activities	1.5 per 100 m ² GFA	2.25 per 100 m ² GFA
Residential	1 per residential unit	2 per residential unit
Retail	2 per 100 m ² GFA	5 per 100 m ² GFA
Visitor Accommodation	For motels: 1 per unit For hotels: 1 per 4 rooms up to 60 rooms thereafter 1 per 5 rooms plus 1 coach park per 50 guest rooms. For all other unit type visitor	For motels: 1.5 per unit For hotels: 1.5 per 3 rooms up to 60 rooms thereafter 1.5 per 5 rooms plus 1 coach park per 50 guest rooms. For all other unit type visitor

Activity	Minimum parking requirement	Maximum parking requirement
	accommodation: 1 per unit	accommodation 1.5 per unit.
Healthcare Services	1.5 per FTE professional staff member, 1 per FTE other staff member	2.5 per FTE professional staff, 1.5 per FTE other staff member
Restaurants	2.5 per 100 m ² PFA (excluding toilets) plus 1 per 100m ² PFA for staff with a minimum of two.	5 per 100 m ² PFA (excluding toilets) plus 1.5 per 100m ² PFA for staff with a minimum of two

Table 6.3: Minimum and maximum parking requirements for Activity Area E2 within the Frankton Flats Special Zone (B)

Activity	Minimum parking requirement	Maximum parking requirement
Ground Floor units	2 spaces per 100m ² of GFA	4 spaces per 100m ² of GFA
Upper floor units, including mezzanines	1.5 spaces per 100m ² of GFA	3 spaces per 100m ² of GFA

Technical Note

Subject: Developer Provision of Public Transport and Active Modes Infrastructure

Project: Queenstown Lakes District Council Transport Chapter Advice

Our file: NZ2217

Prepared by: Stuart Crosswell

Status: Final Issue

Date: 18 October 2017

1. Developer provision of public transport and active modes infrastructure

Queenstown Lakes District Council (QLDC) would like to explore the opportunity the Proposed District Plan (PDP) provides for requiring developers in the district to construct public and active transport infrastructure (e.g. shelters, walkways, cycleways) as part of their developments.

Options for achieving this include the application of district plan rules to ensure the Council has discretion to require that road corridors include ample space for public transport and alternative modes, and options for Council to require actual shelters, pedestrian links, etc. to be provided at the developer's expense.

There are several mechanisms that contribute to the provision of transport infrastructure in the district, not limited to the district plan. It is useful to consider the role of these mechanisms and how they related to the district plan, to gain a good understanding of how effective district plan provisions are likely to be. These different mechanisms are discussed under the separate headings below.

1.1 Development Contributions / Financial Contributions

Section 102 of the Local Government Act 2002 (LGA 2002) requires local authorities to have a policy on financial and/or development contributions. This must state (among other things) how the capital expenditure from the increased demand on infrastructure and community facilities resulting from growth is to be funded by development contributions, financial contributions, or other sources of funding.

Financial Contributions

Financial contribution provisions in RMA plans (e.g. the district plan) are required to avoid, remedy or mitigate any potential adverse environmental effects generated by activities. They are also applied to provide for community facilities, such as reserves, and to provide for the increased demand placed on infrastructure. Therefore, financial contribution provisions in a district plan could theoretically require developers to pay a reasonable contribution to the development of public transport and active modes infrastructure.

However, we understand that the Council is moving away from the use of financial contributions, and the QLDC 2017-2018 contributions policy confirms this. This approach reflects a higher level move away from financial contributions that is occurring at a national level, whereby the

ability of Councils to levy financial contributions under the RMA is being removed through the Resource Legislation Amendment Act 2017, effectivity coming into force by 2022. We therefore do not recommend using financial contributions under the RMA to fund provision of public transport and active mode infrastructure.

Development Contributions

Development contributions (DCs) are provided for under the Local Government Act 2002 (LGA 2002), and enable capital expenditure from the increased demand on infrastructure and community facilities resulting from growth, to be levied from the developer.

Effectively, levying development contributions enables the Council to recover the cost of growth related expenditure on infrastructure beyond the boundary of the development site.

In the context of public transport and alternative modes related infrastructure, the policy effectively assumes a level of capital investment required to upgrade the existing public transport and active modes infrastructure (over the next 10 years), linked to a programme of works from a long-term plan. It then estimates the proportion of this investment attributable to growth, and expresses this as a dollar value per equivalent development unit (e.g. a residential allotment).

In the case of the current QLDC DCs policy, we note that the proportion of cycle facility investment attributable to growth is 15%, and the proportion of passenger transport infrastructure investment attributable to growth is 10%, which means that over the next 10 years, 15% of cycle facility investment and 10% of public transport investment on public infrastructure is expected to be funded by development contributions. The balance of the investment will be from other sources such as general rates or central government or regional council. We have not reviewed the detailed reasoning for the Council settling on these proportions, and assume that it represents an appropriate distribution of benefits between new development and existing development.

The scope for charging developers for infrastructure via DCs is limited to the growth effects component of the infrastructure, and therefore it is important that the Council has robust forward planning processes in place, that align with the regional policy statement and district plan objectives, so that the optimal balance of projects is identified within a long-term plan. Ultimately this will determine the overall investment in public transport and alternative modes infrastructure. In this regard, we highlight the need for the Council to plan comprehensively for the public transport and alternative modes network, via methods such as a public transport network plan (Otago Regional Council) and a comprehensive cycle network plan. These plans should identify the target levels of service within different parts of the network (e.g. via a design guide) and required infrastructure investments to achieve these targets.

1.2 District Plan Aspects

There are generally two types of consent application relevant to developer provision of public transport and active modes infrastructure; land use consent or subdivision consent. Therefore, the parts of the PDP that regulate these two types of consent need to be considered in terms of how well they cover developer provision of infrastructure.

Any requirement for developers to pay for transport facilities needs to occur in the context of the effects on the transport network, including the future envisaged transport network, resulting from

the developer's proposed use and development; i.e. there needs to be a nexus between any condition placed on the land developer and an effect resulting from the development. Conditions cannot be applied to address effects that arise from other developments or activities in the district.

Subdivision

We note that the 'Subdivision' chapter of the PDP has already been drafted and notified, and there is limited ability to alter the provisions of the chapter at this stage. However, the subdivision chapter does include provisions that refer to design standards for infrastructure and services, and therefore we will evaluate the potential for best practice design of PT and alternative modes to be drawn into the design processes via these references.

We have reviewed the reply version of the subdivision chapter of the PDP, and observed that the following related provisions enable the Council to require the developer to provide well designed, integrated, safe, convenient, efficient, and connected public transport and walking and cycling infrastructure: Objective 27.2.2, Policy 27.2.2.4, Policy 27.2.2.5, Objective 27.2.5, Policy 27.2.5.1, Policy 27.2.5.2, Policy 27.2.5.3, Policy 27.2.5.5, Rule 27.7, Assessment Matters 27.5.6, 27.7.1-4.

The policies specifically refer to ensuring appropriate design by having regard to, amongst other things:

- *The standard of construction and formation of roads, private access ways, vehicle crossings, service lanes, walkways, cycle ways and trails; and*
- *The provision of public transport routes and improved linkages to public transport routes and bus shelters.*

There is also a specific objective 27.2.6 'Cost of services to be met by subdividers', and associated policy that require subdividers and developers to meet the costs of the provision of new services or the extension or upgrading of existing services that are attributable to the effects of the subdivision or development.

We note that the first section of this chapter outlines the 'purpose' of the subdivision provisions, and states that:

*"Good subdivision creates neighbourhoods and places that people want to live or work within, and should also result in more environmentally responsive development that **reduces car use, encourages walking and cycling**, and maximises access to sunlight.*

*Good subdivision design will be encouraged by the use of the **QLDC Subdivision Design Guidelines 2015**. The Subdivision Design Guidelines 2015 includes subdivision and urban design principles and outcomes that give effect to the objectives and policies of the Subdivision and Strategic Directions Chapters, in both designing and assessing subdivision proposals. Proposals at odds with these documents are not likely to be consistent with the policies of the Subdivision and Strategic Directions chapters, and therefore, may not achieve the purpose of the RMA. The purpose of the **QLDC Land Development and Subdivision Code of Practice** is to provide a best practice guideline for subdivision and development infrastructure in the District." [emphasis added]*

Given the strength of the objectives, policies and rules in the subdivision and development section of the PDP, we are confident that the Council is able to require developers to pay for or directly provide public transport and walking and cycling infrastructure where the need is directly attributable to the development, via resource consent conditions, and development contributions under the LGA 2002.

Land Use

We have reviewed the PDP 'Urban Environment' chapters, which regulate land use activities within the various urban zones of the district. These regulations are focused on development on individual lots where a public road network has already been established through previous subdivision activity. Accordingly, the objectives, policies, and rules are focused on avoiding any potential adverse effects outside the development site, rather than developing public spaces or future public spaces and services such as public transport.

Beyond the payment of development contributions where additional equivalent development units are created, smaller scale land use activities would not be required to provide for any public transport infrastructure or any walking and cycling infrastructure, beyond the boundary of the development site.

In the case of larger scale developments, we have addressed these in the associated technical memo '*High Trip Generating Activities*'. If provisions along the lines of what we have recommended in this associated technical memo are included in the PDP, they include provision for the Council to require the developer to pay for / construct walking and cycling and public transport infrastructure where the need is directly attributable to the development.

Land Development and Subdivision Code of Practice (2015)

Section 3 of the Queenstown Lakes District Council Land Development and Subdivision Code of Practice 2015 (the Code of Practice) addresses requirements for the design and construction of roads for land development and subdivision.

The objective of the section is outlined as being:

"... to provide roads that are safe for all road users and designed to the context of their environment..."

Section 3.2 provides context guidance and information, and within this section Table 3.1 describes the relationship between land use, area type, and transport context.

Section 3.3 addresses 'design' and includes Table 3.2, which outlines the design standards for roads in terms of the '*Place Context*', '*Design Environment*' and '*Link Context*', outlining the target speeds, minimum road widths and maximum grade for the different contexts articulated.

Pedestrians are reasonably well accommodated by the Code of Practice. The provision outlined in the '*Link Context*' columns in Table 3.2 are generally adequate, although best practice standards are not applied universally. For example, in the case of smaller scale urban and suburban developments, footpaths are only required on one side of the street in some cases.

There is guidance as to how cyclists are to be accommodated in different road contexts within the '*Link Context*' part of Table 3.2. The following options for cycling provision are identified:

- *Shared (in movement lane); or*

- *On sealed shoulder where it is a local authority defined cycle route; or*
- *Separate provision where it is a local authority defined cycle route.*

Importantly, we note that the only guidance that identifies cycling specific infrastructure (bullet point 3) requires a ‘trigger’ of the road being a local authority defined cycle route, which implies that there needs to be an adopted cycle network plan in place for the guidance to effectively influence what is eventually built on the ground.

Table 3.2 is complemented by a set of road cross sections that show examples of design solutions for mid-block sections of road. However, there are no examples of intersection design or road network design that would contribute to the road achieving the target speeds in a way that provides a safe and amenable walking and cycling environment.

While Section 3.3 covers a broad range of contexts, there is no guidance on cycling or public transport infrastructure within the solutions identified via the cross sections. References to cycling in Table 3.2 either do not require any specific infrastructure to be provided, or require a trigger to be activated. Because there is limited guidance in this section on public transport and cycle infrastructure, and this section is presented as design solutions to meet the Council requirements, there is a risk that these are neglected in the design and approval process, or a measure of limited effect is included in the design.

The implication of this is that although there is / will be sufficient requirements included in the provisions of the PDP for alternative modes infrastructure, we think it is unlikely that the transport network environments envisaged by the regional and district objectives would be included in the design and development plan approval process if the current Code of Practice is applied, and there is no detailed public transport network plan or comprehensive cycle network plan.

We note that if the installation of public transport infrastructure or walking and cycling infrastructure were triggered for a given development or improvement works, the Code of Practice includes a list of reference design documents that provide technical guidance on the design of bus stops, cycle lanes, shared paths etc. under the heading of ‘Referenced Documents’. This list should be reviewed to ensure it includes the most up-to-date design guidance, and we have suggested in our technical memo on ‘*Providing for Public Transport and Active Modes*’ Auckland’s forthcoming Urban Street and Road Design Guide and recently published Local Paths Design Guide as other reference documents.

In terms of the quantum of cost the developer would be responsible for, Section 3.3 of the Code of Practice includes the following text:

“Where the new roads being installed are required by Council to service adjacent future development as part of the future Council network then those roads will be designed and constructed on the basis of full development to the extent defined in the current district plan.

The cost of increased road construction to service adjacent future development will be apportioned between the applicant and the Council and agreed in writing with the Council’s Asset Performance Team prior to construction.

We expect that this principle would apply to public transport and alternative mode infrastructure within the road, which is consistent with the wording of the subdivision chapter objectives and policies, that require the costs of services 'attributable to the development' be paid by the developer.

QLDC Subdivision Design Guidelines 2015

The QLDC Subdivision Design Guidelines 2015 (the Design Guide) includes useful principles to consider when designing the layout of a subdivision and road network. However, in our view the Design Guide lacks the degree of detail that would assist a designer to apply a design approach to a street network to acknowledge the context of the street in terms of the type of cycle, walking and PT infrastructure.

For example, detail on what context to apply traffic calming methods to ensure a slow speed environment for walking and cycling, what context to separate cycle carriageway from the motorised vehicle carriageway, or what context to use the length of blocks to slow motor vehicle traffic and create a more amenable walking and cycling environment.

DRAFT revised QLDC Land Development and Subdivision Code of Practice (2017)

We have reviewed a draft revision of the Code of Practice, and note that there are no significant changes to the sections we have discussed above in relation to the 2015 version of the document.

However, we noted that there is new text added to the section 3.3.6 '*Parking, passing, and loading*', which seems to require a minimum number of on-street car parks to be provided in a development, to support the adjacent land uses. In our view, this requirement has the potential to stymie the installation of alternative modes infrastructure such as bus lanes and dedicated cycle lanes in some circumstances. For example, if the alternative mode infrastructure would occupy road space that might otherwise be used for on-street parking, the Draft Code of Practice requirements direct that parking be provided in the first instance, regardless of whether or not the parking is a lower value use of the road space.

1.3 Works within Existing Public Roads (Council Works)

There may be some upgrades of existing roads, including public transport infrastructure such as bus stops and shelters, via the HTGA provisions of the transport chapter. However, most new public transport and cycling and walking infrastructure in the existing public road network will be provided by the Council, or Otago Regional Council, or NZTA. As the majority of the public road network within the district has already been established, most of the potential for achieving public transport and walking and cycling benefits depends on how the Council manages their roads.

We assume that when the Council decides to maintain or renew an existing road, the design of the road is guided by the Code of Practice. Any shortcomings in the Code of Practice in terms of its ability to achieve the objectives and policies of the PDP will be reflected in the infrastructure that is eventually built.

To assist in justifying the provisions in the PDP that require developers to fund and provide public transport and walking and cycling infrastructure, the Council should therefore ensure there are robust strategic documents in place to support the provision of infrastructure in a

particular location and context. It should also ensure that its own works projects make an appropriate contribution to achieving the stated objectives in the PDP. This will entail adopting a public transport network plan and comprehensive cycle network plan and applying best practice design for the associated network infrastructure.

1.4 Conclusions / Recommendations

In our view, the subdivision and development chapter of the PDP is robust with respect to developer provision of PT and alternative modes infrastructure. Furthermore, with the introduction of the HTGA provisions in the transport chapter the Council will have the ability to require developers of large scale activities to provide or contribute funds towards PT and alternative modes infrastructure.

However, to achieve the objectives and policies of the PDP related to public transport and walking and cycling in terms of built outcomes for the transport network, the interpretation and implementation of the provisions would benefit from the following:

- More direction in the design guidance area, and
- More explicit triggers signalling the need for developers to include and appropriately design public transport and alternative modes infrastructure in their subdivision and development designs, e.g. through the public transport network plan and walking and cycling network plan referenced below.

Regarding design guidance, we note that the *QLDC Subdivision Design Guidelines 2015* (the Design Guide) includes useful principles to consider when designing the layout of a subdivision and road network. However, it lacks the degree of detail that would assist a designer to apply a design approach to a street network to acknowledge the context of the street in terms of the type of cycle, walking and PT infrastructure provided.

Furthermore, the Code of Practice provides examples for a wide variety of contexts, but it lacks any guidance on public transport or cycling infrastructure, and lacks guidance on the types of measures that would assist in achieving the target speeds outlined in the Code of Practice.

For example, infrastructure to support walking and cycling on a local residential street may consist of street and intersection geometry treatments and traffic calming measures, rather than any specific cycle infrastructure. On collector streets designs may focus on specific cycle infrastructure like separated cycle lanes and intersection treatments. This level of guidance is not shown in the Code of Practice or the Design Guide.

Therefore, we recommend that the Council include reference in the Code of Practice and the Design Guide to the following documents:

- (1) A design guide that provides design solutions for the different types of walking and cycling routes. (e.g. Auckland Urban Street and Road Design Guide (Auckland Transport, 2017))
- (2) A design guide that provides design solutions for public transport infrastructure like bus stops and bus priority measures etc. (e.g. Transit Street Design Guide (NACTO, 2016); Bus Stop Infrastructure Design Guidelines (ARTA, 2009))

Regarding 'triggers' that signal the need for inclusion and design of PT and alternative modes infrastructure, we recommend that the Council develop and/or maintain a comprehensive:

- (1) Public transport network plan with bus stop locations shown (Otago Regional Council),
and
- (2) Walking and cycling network plan, including identification of a hierarchy of different types walking and cycling routes within the network.

These strategic documents could be used to trigger a design response from a developer to create an identified type of street environment, or trigger the installation of a bus stop and shelter if that location was identified in the public transport network plan. They would also provide backing for any requests from Council processing officers to include a design typology within the development to ensure an identified type of street environment is built by the developer, and in turn would contribute to the justification of the provisions, i.e. by demonstrating a need for the infrastructure attributable to the development, and improving the implementation of the rules in the district plan.



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Technical Memo

Subject: High Trip Generating Activities Provisions

Project: Queenstown Lakes District Council Transport Chapter Advice

Our file: NZ2217

Prepared by: T2 Transport Engineers & MRCagney

Status: Final Issue

Date: 18 October 2017

1. Background

1.1 Background to this Technical Note

Queenstown Lakes District Council (QLDC) has engaged MRCagney to recommend an approach to regulating transport activities, including high trip generating activities, through the Transport Chapter for their Proposed District Plan, and to provide justification for the approach. The overarching proposed objectives and policies in Chapters 3 and 4 of the Proposed District Plan (as furnished by QLDC) seek to achieve an integrated transport network that is less reliant on private car use and more multi-modal.

MRCagney has partnered with David Mitchell of T2 Transport Engineers to provide this policy advice.

The aim of this technical memo is to provide evidence-based strategic advice on regulating high trip generating activities in the district.

The scope of this technical memo includes advice on district plan provisions to ensure that, in relation to 'large scale' developments, all transport options and solutions are considered at resource consent stage.

This technical memo contains recommendations on a definition of high traffic generating activities and triggers for requiring varying levels of ITA's, along with justification for these recommendations, that can inform and guide the upcoming review of the parking sections of the District Plan. It does not include the detailed drafting of specific provisions (e.g. rules), and the preparation of the section 32 report required to support the proposed provisions, as these are the responsibility of Vicki Jones of Vision Planning.

The need for this technical note has also been influenced by a convergence of circumstances, specifically:

- The ongoing review and development of QLDC's Proposed District Plan; and
 - The ongoing development and public consultation of the Queenstown Town Centre Master Plan, which brings together the strategies and projects recommended in the following strategic plans and documents:
 - Queenstown Town Centre Transport Strategy;
-

- Queenstown Integrated Transport Programme Business Case; and
- Wakatipu Basin Public Transport Detailed Business Case;

Now is therefore an opportune time to consider how the transport provisions in the Proposed District Plan might be drafted to better align with the QLDC's strategic objectives for the district.

2. Policy Context

As discussed, in recent years, QLDC, in collaboration with partner agencies such as the New Zealand Transport Agency (NZTA) and the Otago Regional Council (ORC), have developed several strategic policy documents that consider the future of transport improvements and planning for the Queenstown Lakes District, including their implications on matters such as traffic congestion, town centre design, urban form, public transport, and active transport.

A detailed review of the relevant strategic plans and policy documents related to transport in the Queenstown Lakes District was already undertaken in the *Parking Advice* Technical Note, in Section 2. While much of the review in the *Parking Advice* Technical Note pertains to parking management matters, the identified background issues related to growth and associated transport concerns are particularly relevant to the management of high trip generating activities in the District.

2.1 Summary of Commonly Identified Issues (in Strategic Documents)

Based on our review of the relevant strategic planning documents, it is clear there is a common recognition of the transport and land use issues in the Queenstown Lakes District, as well as general alignment on potential measures to address these challenges.

In general, in the absence of appropriate intervention, the population, economic, and tourism growth experienced and projected in Queenstown and Wanaka will pose significant transport challenges in the face of high mode share by private vehicles, high demand for on-street parking, current parking management practices, and the lack of reliability of alternative transport modes.

These strategic documents are generally aligned in their proposed approaches to tackle these challenges, and in relation to background parking management strategy, these comprise:

- Improved parking management through location appropriate pricing and time restrictions in both Queenstown and Wanaka;
- The prioritisation of short-stay parking over long-stay commuter parking;
- Consolidation of parking resources in the heart of the Queenstown Town Centre, leaving more space for pedestrians and town centre activity;
- The provision of park and ride facilities at selected peripheral locations to encourage the use of public transport into the Town Centre;

In relation to public transport and active modes provision, the strategic documents are also aligned on the challenges facing the District, as well as planned improvements that will address these challenges. These challenges and opportunities are addressed in Section 1.1 of the *Providing for Public Transport and Active Modes* Technical Note.

The management of high trip generating activities (HTGAs) within the Transport Chapter of the Proposed District Plan therefore presents an opportunity to take an integrated view to the management of transport effects across the District, by identifying HTGAs, and appropriately managing their adverse effects, while taking into account planned improvements to public and active transport and other planned aspects such as revised parking management and pricing.

3. Statutory Planning Document Review

A review of the current statutory approach to regulating HTGAs was undertaken to gain an understanding of how travel demand was managed in the District. To this end, we reviewed the Transport Section of the Operative Queenstown Lakes District Plan.

The Operative District Plan recognises the need to manage traffic in a number of its objectives and policies and translates these into rules such as those associated with travel demand management and parking requirements for the Frankton Flats Special Zone and the Three Parks Zone (Page 12-204 of the ODP). However, outside of these zones, typical HTGA provisions do not exist, which suggests any adoption of HTGA provisions in the Proposed District Plan's Transport Chapter would represent a fresh approach to managing travel demand districtwide.

4. Strategic Advice

There are two main aspects when considering HTGAs: the definition of an HTGA, and the appropriate methods of assessing the potential effects of the HTGA.

4.1 Defining a HTGA

Defining an appropriate threshold for a HTGA is important in identifying both activities that should generally be considered as requiring a more detailed consideration of the effects of potential trip generation and options for mitigating them, and setting appropriate assessment objectives, policies and criteria for the assessment. HTGAs have the potential to impact on traffic safety and operation, but due to their high activity they also offer a focus point to encourage modal change and increased public transport (PT) usage with additional convenient facilities.

As part of considering potential activities, we have reviewed other District Plans and documents. A summary of these is given below;

Dunedin City Council

High Trip Generating Activities

The group of activities which includes:

- *Service stations, including additions or alterations that create additional fuel pumps;*
- *Restaurant - drive through, including additions or alterations that create additional drive through windows;*
- *Early childhood education - large scale*
- *Schools*

- Quarrying (defined as part of mining);
- New or additions to parking areas, which create 50 or more parking spaces; and
- Any other activities that generate 250 or more vehicle movements per day.

This list provides a mix of what might be termed HTGAs and high driveway trip activities. Service stations, for example, generate little additional traffic on a network and would not in themselves be an HGTA. They do however generate high numbers of driveway trips as they draw vehicles from, and discharge to, the road network. Similarly, quarrying may not generate considerable numbers of vehicles, but as an activity, safety and operation of the large vehicles on the road network and consideration of potential effects on the physical roading network are important aspects when considering this activity.

Christchurch City Council

High Trip Generating Activities

This is a particularly important rule, which is fundamental to the planned effectiveness of roads within the roading hierarchy. High traffic generators (more than 250 vehicle movements per day or requiring the provision of 25 or more parking spaces) can have a major impact on arterial and inner city roads with the development of large retail and vehicle oriented land uses. The vehicle generation and potential associated adverse effects on the road network and surrounding land uses can be major if the siting is inappropriate or the access is not well located or designed. Therefore the roads in the city with the most important traffic functions (arterial roads) need to have the highest degree of protection. By requiring high traffic generators on these roads to be discretionary activities (or controlled within the Central City zone), each development can be considered in terms of its particular character, location, and levels of traffic effects and ways to mitigate these effects where possible, through the use of appropriate traffic management and design conditions. Most zones restrict the limit of discretion to matters associated with access. However, retail activities in the BRP, B3, B3B and B4 zones have retained a broader level of discretion, regarding any traffic effects. This acknowledges the dispersed location of these zones and the ability to undertake retail activity, which can generate potentially significant effects on the road network and surrounding land uses

In a similar vein as the DCC criteria, trip generating and driveway volumes are combined into a single definition, when they are clearly different from a traffic engineering perspective.

North Shore City Council (Pre-Auckland Council)

12.5.2.1 Access Requirements for High Vehicle Generating Activities

For the purpose of these criteria a high vehicle generating activity shall be any activity that generates more than 200 vehicle manoeuvres per day. Any high vehicle generating activity shall be assessed against the following criteria:

a) The extent to which the minimum separation distance of crossings from intersections complies with the following:

i) For a crossing providing for left turns only:

- 25 metres on any arterial frontage

- 15 metres on any collector or local road frontage.

ii) For a driveway providing for any right turns:

- 30 metres on any arterial frontage
- 25 metres on any collector or local road frontage.

The former NSCC again considered activities on vehicle movements alone.

All of the above activities do not distinguish between those activities that actually generate significant increases in traffic on the network and those that have significant volumes, or specific safety and operational issues, at their driveways or immediately surrounding environment. This consideration is important as from a District Plan perspective, Council needs to be able to consider not only the scale of the activity, but also the scope of its effects.

Integrated Transport Assessment (ITA) Guidelines (Auckland Transport January 2015)

This guideline updates and builds on the work of the previous Integrated Transport Assessment (ITA) Guidelines that were prepared in 2007 by the Auckland Regional Transport Authority (ARTA). This document acknowledges the broader scope and functions of Auckland Transport (AT) as a statutory entity pursuant to the Local Government (Auckland Council) Act 2009, which includes management and control of the local transport system in Auckland rather than purely a public transport focus. This guideline also includes an update to reflect the key roles that the New Zealand Transport Agency (NZTA) and KiwiRail play in the Auckland transport system.

Auckland Unitary Plan (Operative in Part) (AUP(OIP))

The AUP(OIP) gives guidance on when additional investigation is required for an activity. These are not specifically termed HTGAs.

E27.6.1 Trip Generation

(b) 100 v/hr (any hour) for activities not specified in Table E27.6.1.1 requiring a controlled or restricted discretionary land use activity consent in the applicable zone where there are no requirements for an assessment of transport or trip generation effects. This standard does not apply to development activities provided for as permitted in the applicable zone;

and

Table E27.6.1.1 New development thresholds

Activity		New development	
(T1)	Residential	Dwellings	100 dwellings
(T2)		Integrated residential development	500 units
(T3)		Visitor accommodation	100 units
(T4)	Education facilities	Primary	167 students
(T5)		Secondary	333 students
(T6)		Tertiary	500 students

(T7)	Office		5,000 m ² GFA
(T8)	Retail	Drive through	333 m ² GFA
(T9)	Industrial activities	Warehousing and storage	20,000 m ² GFA
(T10)		Other industrial activities	10,000 m ² GFA

The activity thresholds set in the AUP(OIP) sets guidelines relating to trip generation of activities alone and not more localised effects.

Queenstown scenario

One of the unique issues with Queenstown and surrounding areas is the effect of tourist activity on traffic generation and developments. It has been identified that staff trips are largely made by vehicle or bicycle, reflecting the lack of commuter public transport. The sizeable impact of tourist activity introduces other elements when considering HTGAs such as:

- The time when generation occurs and impacts on peak commuter periods;
- High turnover parking demands;
- Seasonal effects and the ability to address these without requiring significant infrastructure projects (and the associated environmental effects of these).

The current QLDC DP recognises the need to control traffic in a number of its objectives and policies and translates these into rules such as those associated with travel demand management and parking requirements for the Frankton Flats Special Zone and those requiring an ITA for HTGA's in the Three Parks Zone in Wanaka.

4.2 Assessment Criteria

Identifying and evaluating a HTGA should allow Council to consider some additional criteria for activities. It is proposed to achieve this through identifying thresholds for HTGAs and requiring further assessment as a Restricted Discretionary (RD) Activity. Broadly, the key areas for consideration include activities:

- with a higher risk to the safety of the network,
- with a greater potential effect on the operation and capacity of the roading network,
- with greater opportunity to encourage modal shift away from cars, and
- with a greater opportunity to focus and increase public transport choices.

Activities which generate additional trips at their boundaries, such as service stations, should be dealt with by normal DP rules related to access, safety and integration within the road network.

It may also be that some of the Discretionary matters are addressed through other changes that will be made in the QLDC DP review. These should be checked to ensure are no inconsistencies between the respective sections of the plan.

5. Next Steps and Conclusion

Defining activities and setting reasonable thresholds should be the first stage in determining appropriate levels of HTGAs. These will be broadly set by considering the ability of an activity to generate a certain level of additional traffic to a network beyond its immediate site boundaries, recognising that different activities will draw different levels of traffic from existing road volumes. The location and type of activity is also an important consideration to identify those where modal shift and public transport can have a significant effect of encouraging changes in travel patterns throughout the QLDC area.

Based on our review, it is considered the following activities and thresholds should be considered for defining the requirement for a RD assessment to be undertaken. This would apply to all zones and separate parking areas identified in the DP. The specific activity thresholds are broadly based on similar industry standard trip generation rates that would generate trips by the development quantity similar to those listed for all other activities.

These thresholds are lower than those in the Auckland context, which has a substantially more developed public transport and cycling network. To use these thresholds would not provide QLDC with enough ability to influence and enhance the transport network around significant development areas. The peak hour and parking thresholds are broadly similar to Christchurch and Dunedin contexts, and the daily threshold relates to the trip generation industry 'rule of thumb' that daily rates are in the order of 9-10 times the peak hour rate, although it is acknowledged that this varies by activity.

Adopting rates lower than these would identify more activities that would need to be considered through a RD assessment. This does not necessarily mean more improved or integrated infrastructure as lesser scale developments have lower impacts (and more unlikely to have impacts directly attributable to these respectively lower threshold levels) and less ability to economically provide wider network improvement.

Similarly, a higher threshold, more in line with the Auckland context would likely not identify activities that could have a significant impact on the transport network in a Queenstown sense due to the current reliance on cars and the impact of high generating tourist activities. The Auckland context and network is a more diverse and resilient one, and it is considered that Queenstown needs to have the ability to consider effects consistent with the traffic volumes and capacities within the current network. It may be in time that these can change.

Note that the following thresholds assume general minimum parking requirements (MPR) in the district plan are; retail rates around 1 per 20 m² and office rates around 1 per 40 m². If general MPRs differ from these levels, the thresholds should be reviewed.

Activity	Development type	Threshold
Residential	Dwellings	50 dwellings
	Visitor Accommodation (unit type construction)	100 units
	Visitor Accommodation (guest room type construction)	150 rooms
Commercial Activities		2000m ²

Office		2000m ²
Retail		1000m ²
Industrial		5000m ²
All other activities		50 or more carparking spaces required under the Transport rules)
All other activities		Traffic generation of greater than 400 additional vehicle trips per day or 50 additional trips during the commuter peak hour.

The proposed matters for discretion as part of the RD assessment should be worded so as to cover;

1. Adequacy of secure and visitor bicycle parking, if this is not already included in the general Transport rules for these activities.
 - a. Assess the adequacy of the proposal if required cycle parking is not provided.
2. Adequacy of end of trip facilities (showers, changing rooms and lockers) for offices and hospitals at an appropriate rate.
 - a. Assess the adequacy of the proposal if required trip end facilities are not provided.
3. Parking – any activity that proposes non-accessory parking as part of the development.
 - a. Assess effects on the transport network
 - b. Assess if there is existing on-street or off-site accessory parking that could be used in preference to the proposed parking
 - c. Assess effects on pedestrian and cycle facilities adjacent to the site.
4. Any activity which exceeds the thresholds given above
 - a. Assess effects on the transport network
 - b. Consider if the site or frontage design could accommodate any proposed public transport infrastructure proposed by Council
 - c. Includes upgrades to and new pedestrian and cycle infrastructure and public transport infrastructure in line with Council standards and adopted infrastructure network development plans.
 - d. Consider and provide a Travel Demand Management Plan (TDMP), including implementation and ongoing monitoring procedures, to minimise reliance on vehicle trips to the site. TDM measures may already be included in the design with walking, cycling and available public transport provisions.

The RD assessment may include identification of infrastructure improvement outside of the site boundary, but required to encourage modal shift and diversity. These may be required by direct construction activities, or by collecting funds towards a wider project that would achieve the public transport or modal shift aim of a specific development.

It is assumed that activities which do not comply with the general transport rules (i.e. do not provide sufficient parking or loading spaces, site access, manoeuvrings, parking space sizes, etc) would have separate assessment criteria and would require similar evaluation on network operational and safety effects.

Technical Note

Subject: National and Regional Policy Context

Project: Queenstown Lakes District Council Transport Chapter Advice

Our file: NZ2217

Prepared by: Stuart Crosswell

Status: Final Issue

Date: 18 October 2017

1. Background

Queenstown Lakes District Council (QLDC) has engaged MRCagney to provide advice on the following activities, which are described as 'integrated transport provisions':

- Accessory and non-accessory car parking;
- High trip generating activities;
- The provision of infrastructure to support public transport, cycling and walking, and water based transport; and
- Funding mechanisms for the provision of non-accessory shared parking facilities to support access to the Queenstown, Wanaka, and, Arrowtown Town Centres.

The rationale behind the advice needs to consider the objectives and policies of the Proposed District Plan (PDP), which have been through the submissions process.

The need for this work has been influenced by a convergence of circumstances, specifically:

- The ongoing review and development of QLDCs Proposed District Plan; and
- The ongoing development and public consultation of the Queenstown Town Centre Master Plan, which brings together the strategies and projects recommended in the following strategic plans and documents:
 - Queenstown Town Centre Transport Strategy;
 - Queenstown Integrated Transport Programme Business Case; and
 - Wakatipu Basin Public Transport Detailed Business Case;

Now is therefore an opportune time to consider how the provisions in the Proposed District Plan might be drafted to best align with the QLDC's strategic objectives for the district.

The Resource Management Act 1991 (RMA) requires that district plans prepared by territorial authorities give effect to any regional policy statement or national policy statements (refer section 75(3) of the RMA). One of the reasons for this technical memo is to comment on the provisions from the national and regional policy context that need to be given effect to in terms

of provisions that are included in the PDP. The technical memo also identifies several other supporting national or regional level policies that are relevant to integrated transport planning.

Therefore, the following documents are covered by this memo:

- Government Policy Statement on Land Transport, 2015/16-2024/25;
- Draft Government Policy Statement on Land Transport, February 2017;
- Otago Southland Regional Land Transport Plans 2015-2021 - June 15;
- Regional Public Transport Plan: Otago 2014, including Addendum: Wakatipu Basin – May 2017;
- Benefits of investing in cycling in New Zealand communities, NZTA - March 2016

It is also useful to consider the scope of integrated transport planning as it relates to the subject activities, as this clarifies what provisions are appropriate to include in the PDP, and what aspects of integrated planning are better addressed through other methods, e.g. Council strategies and guidance documents. Therefore, this aspect is also covered in this memo.

It is intended that this technical memo is to be read together with the following partner memos:

- *Standards for cycle parking and end of trip facilities*
- *Parking Advice;*
- *Providing for Public Transport and Active Modes;*
- *Developer provision of public transport and active modes infrastructure; and*
- *High trip generating activities provisions*

2. Integrated Transport Planning and Development

As well as the integration of land use and transport that can be achieved through district plan provisions, it is important to recognise the limitations of the district plan in the comprehensive provision of effective, efficient, integrated transport networks within a district. Both horizontal and vertical integration needs to be considered.

For example, and in terms of horizontal integration, the district plan to a large extent regulates discrete developments on private land within the district, albeit that infrastructure assets may be vested in the Council following a development. But most of the transport network components in a district are public assets and managed through the Council's long term plans and asset management programmes. Therefore, comprehensive network plans, strategies, codes of practice etc. are needed to coordinate the provision of infrastructure through the district plan processes, and the provision and upgrading of infrastructure through other Council activities.

In terms of vertical integration, if the objectives of the district plan are to be achieved, there is a need for an effective mechanism to ensure the policies and rules of the district plan are meaningfully articulated into designs that contribute to creating the environments envisaged. Likewise, there is a need to ensure Council-initiated works on public assets achieve the same.

In terms of integrated transport planning and the development of transport infrastructure, the following types of non-district plan documents are relevant, for example:

- Land Development and Subdivision Code of Practice;
- Subdivision Design Guide;
- Walking and Cycling Network Plan;
- Public Transport Network Plan;
- An effective Street Design Guide (potentially nested within the Land Development and Subdivision Code of Practice)

3. National Policy Context

The New Zealand Urban Design Protocol, of which QLDC is a signatory, highlights the importance of prioritising walking and cycling and public transport provision in urban design, in section 2 '*Attributes of Successful Towns and Cities*' and section 3 '*Key Urban Design Qualities - the Seven Cs*'.

The New Zealand Transport Agency has produced a document titled '*Benefits of investing in cycling in New Zealand communities*', which provides information about the key benefits of investing in cycling, for councils, communities and individuals. These are summarised as:

- more liveable towns and cities;
- improved conditions for travelling within towns and cities;
- stronger local economies;
- reduced costs for councils;
- less impact on the environment, and
- healthier and more productive people.

The Government Policy Statement on Land Transport 2015/16 - 2024/25 (Revised February 2017) (the GPS) describes its purpose as outlining the Government's strategy to guide land transport investment over the next 10 years, and provides guidance to decision - makers about where the Government will focus resources. Under the strategic direction section of the GPS, the objectives '*A land transport system that addresses current and future demand for access to economic and social opportunities*' and '*A land transport system that provides appropriate transport choices*', demonstrate the acknowledgment at a national level that:

- public transport contributes to economic growth and productivity by providing additional capacity on corridors serving our main business and education centres at peak periods;
- While the primary role of public transport investment is to increase throughput where the network is experiencing severe congestion, public transport has an additional role in providing an alternative to private transport in urban areas where there is a sufficient concentration of users to support cost effective public transport;

- Cycling provides an alternative for short journeys and for single purpose trips like commuting to work or school;
- There are opportunities for cycling to take a greater role in providing transport system capacity in our urban areas; and
- While there are health benefits associated with cycling where it increases the total amount of physical activity, safety continues to be a concern, and represents a barrier to cycling fulfilling its transport potential.

The Draft Government Policy Statement on Land Transport 2018/19 – 2027/28 (Draft GPS) outlines in the introductory *‘Land transport context’* section that:

- In relation to public transport use, there is strong growth in the number of people using public transport in Auckland and in Wellington. Outside these two cities, growth is lower;
- In relation to cycling, there has been increased participation in cycling in urban areas especially where new cycle networks have been developed. This growth is expected to continue as dedicated infrastructure is put in place that separates those who walk or cycle from vehicles; and
- In relation to general alternative modes trends, decreasing numbers of young people getting their driver licences.

The Draft GPS also identifies that:

- The capacity of the transport network can be increased through supporting greater uptake of public transport, walking and cycling (Strategic Priority *‘Economic growth and productivity’*);
- Walking and cycling support a more efficient and cost-effective transport system, provide transport choice (especially for shorter trips), and provide substantial health benefits; and
- The key barrier to getting more people cycling is the perception that cycling is risky. GPS 2018 supports investment to reduce safety concerns for cyclists. Investing in good quality, fit for purpose cycling facilities improves the safety of people on bikes and improves the perception of cycle safety.

In summary, at a national policy level there is recognition of the benefits of and support for better provision of public transport and walking and cycling within the transport network.

4. Regional Policy Statement

4.1 Regional Policy Statement (1998)

The operative Regional Policy Statement (RPS) provides very limited guidance on public transport, walking and cycling, and management of car parking. There is a policy in section 9.5.3 that aims to *“promote and encourage the sustainable management of Otago’s transport network through: (a) Promoting the use of fuel efficient modes of transport; and (b) Encouraging a reduction in the use of fuels which produce emissions harmful to the environment; and (c) Promoting a safer transport system”*. There is also a policy in section 12.5.3 that aims to

“promote improved energy efficiency within Otago through encouraging energy efficient transport modes in Otago”.

However, the RPS is almost 20 years old and is currently under review, so appears to not fully articulate the current policy direction of the ORC.

4.2 Appeals version of the Proposed Otago Regional Policy Statement

In our view, the appeals version of the Proposed Otago Regional Policy Statement (PRPS) represents the most up-to-date articulation of the ORC’s policy direction.

Objective 4.4 deals with the sustainability of energy supplies to Otago’s communities, and has an associated policy 4.4.6 to:

“Enable energy efficient and sustainable transport for Otago’s communities, by all of the following:

...

- b) *Ensuring that transport infrastructure in urban areas has good connectivity, both within new urban areas and between new and existing urban areas, by all of the following:*
 - i. *Placing a high priority on walking, cycling, and public transport, where appropriate;*
 - ii. *Maximising pedestrian and cycling networks connectivity, and integration with public transport;*
 - iii. *Having high design standards for pedestrian and cyclist safety and amenity;”*

Policy 4.5.1 ‘Managing for urban growth and development’ is also relevant to public transport, and walking and cycling. Clause ‘g’ of this policy states:

- g) *Giving effect to the principles of good urban design in Schedule 5;*

In turn, the principles of good urban design lay out that ‘A safe and enjoyable environment’ is one that, amongst other things:

- *Creates transport networks that are safer;*
- *Creates safe, attractive and secure pathways and links between town centres and landmarks and neighbourhoods;*
- *Provides a comfortable and safe urban environment; and*
- *Considers the impact of design on people’s health*

The principles of good urban design also lay out that design ‘supports a healthy community, and offers many choices and opportunities’, and to do this:

- *Promotes transport networks that are safe, legible, attractive and well connected;*
- *Provides for public transport, roading, cycling and walking networks that are integrated with each other and the land uses they serve;*
- *Places a high priority on walking, cycling and public transport;*

- *Provides environments that encourage people to become more physically active; and*
- *Maximises pedestrian connectivity.*

5. Regional Land Transport Strategy

The Otago Regional Land Transport Plan 2015–2021 (combined with Southland’s Plan) sets out how the local authorities in the region and the NZ Transport Agency (NZTA) intend to achieve their vision of transport in the future through funding and providing transport services and infrastructure.

The plan sets out objectives aimed at ensuring the region has a transport system that:

- Delivers appropriate levels of service through ensuring the form and function of transport infrastructure is understood, and the transport system is resilient and reliable.
- Minimises congestion through traffic management, travel demand management, influencing mode choice, or alternatively, use congestion to prompt a change in travel behaviour.
- Decision-making leads to infrastructure and services that are appropriate to function and demand, by provide infrastructure and services for roading, active transport and public transport that are affordable and appropriate to function, and:
 - Advocating for economic evaluation methodology that better recognises the benefits of walking, cycling, public transport; and
 - Advocating for public funding to be available for transport related changes with clearly substantive wider benefit, e.g. walking and cycling.
- Supports a choice of safe modes, and the integration between these modes, by providing for the safe operation of all transport modes, recognising walking as an essential part of all journeys, and recognising cycling is an essential and realistic transport option in many parts of Otago, with adequate facilities provided to achieve safe, connected, convenient, and reliable journeys. By:
 - New road construction and major improvements including provision for safe walking and cycling in high pedestrian and cycle use areas;
 - Transferring some existing road space over to walking and cycling where this is needed to ensure safe travel, and build separated cycleways/walkways for commuters;
 - Expanding and improving the cycling network, and connecting existing cycling routes to keep cyclist’s safe, and to encourage new cyclists;
 - Ensuring all urban buses are able to carry bikes, and urban town centres have bike racks;
 - Prompting a change in travel behaviour towards increased walking and cycling, and public transport use in urban areas, by adapting the supply and pricing of car parking over time;

- Supporting and promoting a growth in cycle and pedestrian trips; and
- Providing a fully accessible public transport service, reducing car dependency in urban areas.

Refer to Objectives 2.1, 2.2, 2.3, 4.1, 4.2, 4.3, and Policies 2.11, 2.19, 2.22, 2.23, 4.1, 4.2, 4.3, 4.10 through 4.18 inclusive, and Policy 4.26 for further detail about these relevant objectives and policies.

6. Regional Public Transport Strategy

The Regional Public Transport Plan: Otago 2014 and its addendum Wakatipu Basin 2017 (RPTP) outline the current public transport situation in the region, and the strategic direction and objectives for public transport in the region, and the programme of projects to achieve the objectives. The RPTP outlines that it presents a fundamental shift in the approach to public transport services in the region, anticipating more certainty over routes, reduced travel times, more regular frequencies, the application of national standards for buses, and simplification of the fare structure.

The RPTP focuses mainly on the Dunedin and Wakatipu Basin networks. Overall, the plan anticipates significant improvements to the public transport network and service, and a steady increase in the number of trips being made on public transport.

However, the plan also identifies that the current performance in terms of new subdivisions ensuring quality walking access to public transport, and district councils monitoring the standards in subdivisions and developments, is poor.

A relevant access and mobility principle included in the Plan is *'working with NZTA and QLDC to ensure other transport users such as cyclists, pedestrians and car users have integrated access to the public transport network so that it can form all or part of their journey'*.

Under Chapter 6 of the Plan, where the structure of the proposed public transport network is addressed, encouraging and supporting QLDC to reduce the availability of low cost parking, and bike-racks on all buses are identified as being key to the new network.

Other relevant elements are identified as being; working with QLDC and NZTA to ensure the installation of bus shelters and seating where appropriate, and other supporting infrastructure as necessary.

Appendix 5 of the RPTP includes a *'Wakatipu Basin Indicative Route Map'*, and it is stated that the map is indicative only and subject to detailed network design.

7. Summary and Comment

There is clear national and regional direction to better provide for public transport, cycling and walking, and other alternative modes of transport, both within the district plan and through other territorial authority activities. Significantly, the policy documents recognise the constraints to the use of alternative modes of travel, recognise the necessity to design and build transport networks to a standard that provides equitably for all road users, and recognises the relationship between cost and availability of car parking and its effect on private motor vehicle travel demand.

There is strong direction within the policy documents to ensure that:

- The quality and levels of service of public transport services within the district will substantially improve in the short term;
- The use of alternative public transport and other alternative modes is encouraged through regulation and management of car parking within the district; and
- Regulation of subdivision and development within the district results in better environments for cyclists, pedestrians and users of alternative modes.

Accordingly, the advice we have provided in the associated memos, listed in Section 1 above, aligns with the national and regional policy direction on these matters, and the recommendations are consistent with achieving the objectives stated by these policy documents.

Technical Note

Subject: Standards for Cycle Parking and End of Trip Facilities

Project: Queenstown Lakes District Council Transport Chapter Advice

Our file: NZ2217

Prepared by: Lukas Adam, reviewed by
Anthony Leung

Status: Final

Date: 17 October 2017

1. Introduction

Queenstown Lakes District Council (QLDC) aims to improve provision for public transport, walking and cycling through provisions in the Proposed District Plan (PDP) and other policy levers. One means of improving conditions for pedestrians and cyclists is the provision of cycle parking and end of trip facilities (such as showers, changing rooms and lockers) as an accessory to development. This technical note analyses the benefits and costs of cycle parking and end of trip facilities; reviews the regulatory practices of QLDC and other councils in New Zealand as well as internationally; outlines best practice principles for providing cycle parking and end of trip facilities; and recommends PDP provisions.

2. The benefits and costs of cycle parking and end of trip facilities

2.1 Cycle parking

2.1.1 Benefits of cycle parking

Providing dedicated cycle parking has been shown to encourage increased cycling uptake. This has been demonstrated by three recent studies, including a Christchurch study.

All three studies found that a lack of secure/well-located bike stands can deter people from cycling. However, availability of bike stands was considered less important than driver behaviour and the availability of safe cycle infrastructure (e.g. separated cycle lanes).

The Christchurch study¹ surveyed three groups of people about barriers to cycling: University of Canterbury staff and students, recreational cyclists, and a broader set of community members. Those surveyed were considerably more likely to cycle as their usual transport mode than the general population, meaning that these results may under-state the degree to which a lack of

¹ Kingham, S., Taylor, K. and Koorey, G. (2011) *Assessment of the type of cycling infrastructure required to attract new cyclists*. Wellington: NZTA.

facilities is a barrier to cycling among the general population. Between 5% and 11% of respondents stated that better-located bike stands would encourage them to cycle more. However, a larger share – 7% to 18% - stated that better security for cycles would encourage them to cycle more.

A more representative telephone survey in Auckland² found that a lack of secure places to leave bicycles was among the main perceived barriers to cycling among Aucklanders who were interested in cycling but who did not currently cycle. Of this group, 28% stated that a lack of secure places to leave bicycles was a barrier to cycling³.

Empirical evidence on cycling behaviour supports the findings from stated preference surveys. For example, a study of over 5,000 daily commuters in the Washington, DC metropolitan area found that people with access to cycle parking at workplaces were more likely to commute by bicycle, even after controlling for other factors such as demographics, income, and car ownership⁴.

2.1.2 Costs of cycle parking

Below we consider the degree to which cycle parking requirements may impose costs on individual developers. We note that these costs only arise in situations in which cycle parking requirements are “binding”. The figures reported here reflect “upper bound” estimates of costs for new developments. The actual costs may be considerably lower in some cases.

Two different types of costs of providing cycle parking potentially arise: the financial costs related to the requirement to install cycle parks at new developments; and the potential “opportunity costs” that may arise if cycle parks prevent businesses from providing carparks or other transport facilities on-site.

The financial costs of providing cycle parks are likely to be relatively modest. Based on data from Rawlinsons (2013)⁵ the costs to provide a single cycle stand may range from \$120 (if cycle parking is provided in a multi-berth rack-style stand) to \$250 (if cycle parking is provided in an individual stand).

Cycle parking may substitute, on the margin, for car parking. It has been hypothesised that any reduction in car parking will reduce revenues for their business as cyclists will spend less than drivers. There is little empirical evidence to support this hypothesis. As a result, it is not possible to conclude that cycle parking provision will reduce retail revenues or impose broader “opportunity costs”. A wide range of studies in New Zealand and overseas have found that average retail spending by people arriving by public transport, walking, or cycling is comparable

² Ipsos (2014) *Active Modes Research*. Auckland: Auckland Transport.

³ By comparison, 49% of this group stated that feeling unsafe on roads due to driver behaviour was a barrier to cycling, and 47% stated that a lack of separated cycle lanes was a barrier.

⁴ Buehler, R. (2012) Determinants of bicycle commuting in the Washington, DC region: The role of bicycle parking, cyclist showers, and free car parking at work. *Transportation Research Part D: Transport and Environment*, Vol. 17, Issue 7, pp.525-531.

⁵ Rawlinsons (2013) *Rawlinsons New Zealand Construction Handbook*.

to average expenditure by people arriving by car (based on studies in Portland, New York City, Dublin, Toronto, Auckland, Christchurch, and Wellington⁶).

Fleming et al (2013) studied expenditures by different transport users in nine shopping areas in Auckland, Christchurch and Wellington⁷. They found that per-trip spending by cyclists was slightly lower than per-trip spending by car drivers but comparable to per-trip spending by car passengers. However, pedestrians, cyclists and public transport users visit shopping areas more frequently than car drivers and passengers – meaning that total expenditure per person may be higher. Furthermore, Tourism NZ research has found that international tourists who walk/hike and cycle tend to spend more per visit to NZ (\$3600 and \$3800 respectively) than the average spend per person for all holiday visitors (\$2800)⁸.

2.2 End of trip facilities

2.2.1 Benefits of end of trip facilities

The research cited above also demonstrates that the provision of end of trip facilities encourages increased cycling uptake. However, as also noted above, driver behaviour and the availability of safe cycle infrastructure is generally considered more important than end of trip facilities.

In the Christchurch study¹, between 12% and 22% of respondents stated that more easily accessible showering/changing facilities would encourage them to cycle more⁹.

The Auckland telephone survey² referred to above found that a lack of showering/changing facilities was among the main perceived barriers to cycling among Aucklanders who were interested in cycling but who did not currently cycle (28% of respondents).

Empirical evidence on cycling behaviour again supports the findings from stated preference surveys. The Washington, DC study⁴ found that people who had end of trip facilities – showers, clothes lockers, and bike parking – at their workplaces were 4.86 times more likely to cycle to work, even after controlling for a range of other factors.

2.2.2 Costs of end of trip facilities

Below, we consider the degree to which end of trip facility requirements may impose costs on individual developers. We note that these costs only arise in situations in which the requirements are “binding” – i.e. if they require people to provide facilities that they would not have otherwise provided. Consequently, we note that the figures reported here are likely to

⁶ These studies are summarised at <http://www.citylab.com/cityfixer/2015/03/the-complete-business-case-for-converting-street-parking-into-bike-lanes/387595/>

⁷ Fleming, T, Turner, S. and Tarjomi, L. (2013) *Reallocation of road space*. Wellington: NZTA.

⁸ Queenstown Trails Trust (2015) *Queenstown Trails for the future: A strategic plan for the Queenstown Trails Trust*. Queenstown: Queenstown Trails Trust.

⁹ In addition, 14% of UC staff and students stated that more lockers would encourage them to cycle more. (Other groups were not surveyed on lockers.)

reflect “upper bound” estimates of costs for new developments. The actual costs may be considerably lower in some cases.

Two different types of costs of providing end of trip facilities potentially arise: the financial costs related to the requirement to install end of trip facilities at new developments; and potential “opportunity costs” that may arise if they “crowd out” commercial floorspace or other facilities.

The financial costs of providing end of trip facilities can be estimated using quantity surveyor data from Rawlinsons (2013)⁵. It suggests that the cost of providing an on-site shower may vary between \$2,050 and \$2,500, depending upon the design option chosen. Installing an acrylic shower enclosure may be a lower-cost option (with costs ranging from \$2,050 to \$2,360 depending upon the selected brand). However, combining showers with disabled/unisex toilets, while slightly more financially costly (\$2,500), is likely to be the preferred option at many workplaces due to the fact that it saves space.

We note that there is a possibility that end of trip facility requirements may consume space that would otherwise be used for other purposes, such as commercial floorspace. However, we also note that it is common practice to combine shower facilities with disabled toilets in offices and other buildings. As the Building Code already requires unisex disabled toilets to be provided at similar or higher rates to showers, it is likely that shower requirements can be accommodated without any significant loss of space.

3. The current regulatory practice of Queenstown Lakes District Council

The QLDC operative District Plan (ODP) employs minimum parking and end of trip facility requirements for the Three Parks Zone, which will accommodate major growth in Wanaka as set out in the Wanaka Structure Plan (2007) and Wanaka Transport Strategy (2007).

3.1.1 Cycle parking

The bicycle parking requirements are set out in *Section 14: Transport Rules* (see Table 1). They comprehensively cover activities likely to give rise to significant bicycle mode share, and specify the type of parking to be provided for each use according to the scale of the development.

The short-term bicycle parking requirement is based on the quantity of development. In contrast, long-term bicycle parking requirement is based on the number of on-site workers or students, which may present some implementation challenges. While the amount of floor space in a consent application can be easily measured, the number of on-site occupants is both more difficult to determine before development has occurred and liable to change over time.

Occupant-based requirements will, however, provide more flexibility to the developer. In the case of education facilities, the number of students is likely to be the most appropriate metric of the scale of development. In any case, provision of bicycle parking in the Three Parks Zone should be monitored as the development is consented and constructed and adjustments made to requirements in the PDP accordingly if timing allows.

Table 1: QLDC minimum bicycle parking space requirements - Three Parks Zone

Activity	Type 1: Customer/Visitor Short-Term Bicycle Parking	Type 2: Customer/Visitor Short to Medium-Term Bicycle Parking	Type 4: Private Long-Term Bicycle Parking
Commercial Activities, other than those which are more specifically defined elsewhere in this table.	2 bike spaces (i.e. 1 stand) for the first 125m ² of GFA used for retail and 1 space for every 125m ² of GFA used for retail, thereafter	Nil	1 bike space per 10 on-site workers
Offices	2 bike spaces (i.e. 1 stand) for the first 500 m ² GFA and 1 space for every 500m ² GFA, thereafter	Nil	1 bike space per 10 on-site workers
Industrial and service activities	Nil	Nil	1 bike space per 10 on-site workers
Restaurants, Cafes, Taverns and Bars	2 bike spaces (i.e. 1 stand) for the 125 m ² PFA and 1 space for every 125m ² GFA, thereafter	Nil	1 bike space per 10 on-site workers
Hospitals	1 bike space per 25 beds	Nil	1 bike space per 10 on-site workers
Daycare facilities	2 bike spaces per centre	Nil	1 bike space per 10 on-site workers
Places of assembly, community activities, and places of entertainment.	2 bike spaces per 500 m ² located directly outside the main entrance or ticket office	1 per 50m ² PFA or 50 seats, whichever is greater	1 bike space per 10 on-site workers
Educational facilities	2 bike spaces per office	Nil	1 bike space per 8 students and on-site workers
Sports fields	2 bike spaces per hectare of playing area	Nil	Nil

3.1.2 End of trip facilities

The end of trip facility requirements are set out in *Section 12: Special Zones (Three Parks) Rules*. They cover all non-residential and commercial buildings and provide a guide for the number, location and design of lockers and showers to be provided according to the number of employees on site.

The requirements are to provide the following:

- Lockers – individual lockers for 20% of all on-site workers
- Showers – ratios as specified in Table 2.

Table 2: QLDC minimum numbers of showers – Three Parks Zone

Number of on-site workers	Number of showers
1-9	Nil
10-39	1
40-100	2
>100	3 and add 1 per 100

4. The regulatory practices of other councils

4.1.1 Local Authorities in New Zealand

Table 3 contains a selection of local authorities in New Zealand with urban areas that are comparable to QLDC, stating those with minimum cycle parking requirements and end of trip facilities in their district plans and those with no minimum cycle parking regulation. All plans are operative unless specified in brackets.

Table 3: Minimum Cycle Parking and End of Trip Requirements - New Zealand Local Authorities

Territorial Authority	Yes/No	Minimum Cycle Space Requirements	End of Trip Facilities
Invercargill City (Appeals Version)	No		
Napier City	Yes	Condition 61.14B 1 bicycle stand per 5 car park spaces (applicable where on-site car parking is required).	Condition 61.14B Commercial or Industrial activities having more than 15 full time equivalent staff members shall provide one male and one female shower and changing facilities for staff to

Territorial Authority	Yes/No	Minimum Cycle Space Requirements	End of Trip Facilities
			encourage the use of alternative transport modes.
Nelson City	No	No minimum cycle space requirements or requirements for end of trip facilities, however reductions in required on-site parking considered, having regard to (Policy DO10.1.6A): “a) whether the reduction will support and facilitate the use of alternative modes of transport, b) the provision of on-site bicycle stands, and accompanying change and shower facilities proportional to the reduction in on-site parking,...”	
New Plymouth District	Yes	Part B, Appendix 23, Volume 2 One cycle space for every 10 vehicle parking spaces required.	Nil
Palmerston North City	No		
Porirua City	No		
Rotorua District (Proposed)	No		
Tauranga City	No	No requirements but District Plan has design guidelines and vehicle parking adjustment factors.	Nil
Thames Coromandel District	Yes	Section 39.2, Rule 6	
		Activity	Minimum bicycle parking requirement
		Retail store with a gross floor area greater than 500 m ² (excluding the Pedestrian Core Zone and Waterfront Zone)	c) 2 bicycle parks per site adjacent to the building entrance.
		Other commercial outside the Pedestrian Core Zone and the Waterfront Zone (excluding A:4, above)	c) 1 bicycle park per site adjacent to the building entrance.
		Education/training activity or facility (excluding the Pedestrian	b) 2 bicycle parks per site.

Territorial Authority	Yes/No	Minimum Cycle Space Requirements		End of Trip Facilities
		Core Zone and Waterfront Zone)		
		Health care service (excluding the Pedestrian Core Zone and Waterfront Zone)	c) 1 bicycle park per site adjacent to the building entrance.	
		Place of worship, hall, marae(excluding the Pedestrian Core Zone and Waterfront Zone)	c) 2 bicycle parks per site.	
		Commercial Area and Waterfront Zone Vehicle Park Credit	For a commercial or community activity in the Commercial Area or Waterfront Zone, any Council-maintained bicycle parks on the road directly fronting the site are subtracted from the bicycle park requirements above.	
Whangarei District	No			

Of the selected local authorities, three operative plans (Napier, New Plymouth and Thames Coromandel) include minimum cycle parking requirements. Nelson City and Tauranga City incentivise the provision of cycle parking through vehicle parking adjustment factors.

It is worth noting that in more recent second generation plans under the RMA in New Zealand's main urban centres there is an apparent change in favour of including cycle parking standards, as evidenced by Hamilton, Christchurch and Auckland. In the case of Auckland and Christchurch this also extends to the inclusion of minimum requirements for additional end of trip facilities. Changes to the district plans of these two main centres followed high-profile district plan reviews, suggesting that there is a potential justification for these rules.

The QLDC Three Parks Zone requirements set a high standard for cycle parking and end of trip facility provision compared to the New Zealand councils reviewed, similar to the best practice nationally as set by Auckland, Hamilton and Christchurch's city councils. Cycle parking

requirements are more comprehensive than the councils reviewed in that they cover more uses specifically and more nuanced in that requirements are set for each activity according to relevant units. With regard to end of trip facilities, Napier City is the only city reviewed to require the provision of end of trip facilities in the form of showers; in comparison, the Three Parks requirements start at a lower minimum number of on-site workers and also set out provision for larger places of employment. The requirement for lockers in the Three Parks Zone is unique among the policy reviewed.

4.1.2 Local Government Abroad

Table 4 contains a selection of international districts and towns from Australia, Canada and the USA, stating those with minimum cycle parking requirements and end of trip facilities in their plans and those with no minimum cycle parking regulation. Detail on the provisions of each district and city's regulations is provided in Appendix A. The districts and towns analysed were chosen based on the similarity of their population size, the prominence of the tourism industry in the respective local economies and/or the opportunities and constraints presented by their geographies. Portland, Oregon was included as an example of extensive requirements for cycle parking.

Table 4: Summary of Minimum Cycle Parking and End of Trip Requirements - International Districts and Towns

City/Local Authority	Minimum cycle space requirement (yes/no)	End of trip facilities (yes/no)
Byron Shire Council New South Wales, Australia	Yes	Yes
Cairns Regional Council Queensland, Australia	Yes	Yes
Town of Banff Alberta, Canada	No	No
City of Aspen Colorado, USA	No	No
Resort Municipality of Whistler British Columbia, Canada	No	No
City of Portland Oregon, USA	Yes	No

Overseas districts and towns comparable to QLD vary in their minimum requirements for cycle parking and end of trip facilities. Of those examples reviewed, the Australian local and state government planning policy documents more commonly included minimum requirements than North American cases.

Of the overseas examples reviewed, Byron Shire Council provides the most relevant precedent due to the similarity of its population size, the prominence of the tourism industry in the area's local economy and the growth pressures it faces.

Byron Shire Development Control Plan 2014 requires the provision of cycle parking for a range of different land uses. While this is a useful precedent in terms of levels of provision, the level of prescription and complexity of these requirements may be hard to implement in the regulatory

context of development in the QLD. With regard to end of trip facilities, in Byron Shire the developer is required to provide facilities are sufficient to accommodate the anticipated demand for cycling and cyclist numbers as demonstrated in transport analysis prepared as part of the development application. In the QLD, a similar provision could be included as a matter of discretion as part of a Restricted Discretionary assessment (see High Trip Generating Activities Provisions technical note).

Cairns Regional Council represents a larger population base than QLD, but presents an example of detailed cycle parking and end of trip facility requirements through Cairns Plan 2016 and the Queensland Development Code. As above, the detailed cycle parking requirements for Cairns would likely be difficult to implement in QLD. End of trip facilities are required for all major developments in Cairns Region, and performance standards and acceptable solutions are set out in the Queensland Development Code. This document sets out the most comprehensive requirements which are based on the level of use of a development in terms of employees or occupants. Notable exceptions mean that development occurring in particular circumstances can be exempt from the requirements listed, for example where *“it would be unreasonable to provide these facilities having regard to:... (c) the condition of the road and the nature and amount of traffic potentially affecting the safety of commuters”*. Exemptions on such grounds are likely to be counter-productive in some cases, as mutually reinforcing policies are required to induce increased cycling mode share where existing levels of utility cycling are low. Detailed requirements on the type and design of facilities is also included in the Queensland Development Code. The High Trip Generating Activities Provisions technical note provides further detail on provisions for large scale development in QLD.

Banff, Aspen and Whistler do not have minimum cycle parking or end of trip facilities requirements. In the case of Whistler, the municipality *“will consider reduced on-site parking requirements for developments that are designed and located to encourage pedestrian, bicycle and transit access.”* In addition, Whistler’s planning regulations state under ‘Form and Character of Development’ that *“Storage space for bicycles and other employee needs shall be incorporated in the design.”* Of the overseas examples analysed, these resort towns are most relevant to QLD in terms of their geography and climate, but are less relevant than the Australian examples reviewed with regard to their population size.

Portland was included in this review as an example of very well-developed standards, although the city is less comparable to QLD due to its different population size.

In comparison to the international examples reviewed, the QLDC Three Parks Zone requirements set a high standard for cycle parking and end of trip facility provision. Cycle parking requirements are similarly comprehensive to Byron Shire Council and Cairns Regional Council, although the Three Parks Zone requirements are simpler and therefore likely to be easier to use. With regard to end of trip facilities, the Three Parks requirements are more specific than the two councils which have relevant policy in place (Byron Shire Council and Cairns Regional Council).

4.2 Best Practice Principles

Cycle parking and end of trip facilities should be provided in accordance with the land use with which they are associated, as well as the surrounding street environment. Best practice principles include:

- The number of cycle parking spaces and the quality and quantity of provision of end of trip facilities should be based on the proposed occupancy and nature of the land use.
- Ensure alignment to the current and planned active modes infrastructure network – provide facilities where existing routes exist and where future routes are planned.
- Publicly provided cycle parking in the vicinity of a proposed development should be considered when reviewing requirements for private provision of cycle parking as part of the proposed development. The public provision should be suited to the same purpose as that which might be provided as part of the development. For example, any cycle parking requirement for a shop on a retail street should account for the number of publicly provided short-stay cycle parking spaces (such as Sheffield stands) in the public domain on the street in question.
- Facilities should be provided where there is existing demand and or/the potential to attract use. Facilities should be sufficient to meet existing peak demand, allow for spare capacity (ideally 20%) and should allocate adequate space for expansion to allow for increased future higher rates of active travel.
- Cycle parking provision should be fit for purpose - a mix of long stay and short stay parking should be provided to reflect the nature of use of the development.
- Focus on hubs where many journeys will converge at high trip generating activities, for example:
 - Town centres
 - Employment centres
 - Services and community facilities e.g. hospitals, libraries
 - Schools
 - Entertainment and leisure venues
 - Potential future public transport stops – park and ride stations and ferry wharfs
- Imposing unnecessary costs on the developer to provide facilities should be avoided if it can be demonstrated the facilities will ultimately remain unused or severely underused. Exceptions should be made for particular development scenarios to which walking and cycling is unlikely to be practical e.g. workplaces located in elevated positions or with inadequate access roads for active modes such as ski fields or other out of town tourism operations. The grounds for exception should be carefully considered, taking foreseeable future changes in the development's context into account, for example changes in the road environment and traffic conditions and changes in level of public transport service.
- Means of providing end of trip facilities economically should be accommodated while maintaining minimum quality standards. For example, the requirement for end of trip facilities can be aligned with Building Code requirements for disabled toilets. Showering and changing facilities can be integrated into disabled toilets at relatively little additional cost and with small design impacts.

4.3 Implications of emerging technologies and trends for QLD

It should be noted that electric bicycles (e-bikes) and emerging technologies including ‘dock-less’ bike share systems have the potential to influence requirements for cycle parking and end of trip facility provision, although it is too early to draw concrete conclusions as to what the impact in QLD might be.

National sales of e-bikes have increased rapidly in recent years and are estimated to be in the order of 20,000 for 2017¹⁰. A rising prominence of e-bikes could have a number of important implications for levels of cycling and the requirements for parking and end of trip facilities in QLD, including:

- Increased levels of cycling by increasingly diverse groups.
- Increased bicycle-based tourism. Nationally, participation in cycling has recently grown more than participation in any other outdoor activity in recent years. Queenstown is among the most popular cycling destinations, including for mountain biking¹¹.
- Changes in the needs of end of trip facilities – a person using an e-bike may be less likely to require shower facility due to the lower level of physical exertion required.
- Changes to standards for cycle parking and integration with public transport. A person using an e-bike may be less likely to be willing or able to lift their e-bike onto a second tier or vertical rack or onto a public transport vehicle.

Dock-less bike share systems use mobile technology to administer the sharing or short-term rental of bicycles which remain in the public domain at all times. These systems are typically privately owned and operated, but occupy space in the public domain. Bike share is widely seen as an important ingredient for establishing mainstream cycling in urban centres with existing low levels of cycling, and dock-less systems may present an opportunity for inducing increased cycling in QLD by residents and visitors alike. Challenges may also arise, for example, the bicycles may, in practice, be locked to publicly provided cycle parking occupying that space for longer periods while not in use.

5. Recommended District Plan Provisions

The following draft provisions reflect figures for many development types that are likely to generate significant numbers of trips. The figures take into account the policy basis for inducing increased cycling; the current practices of QLDC in the Three Parks Zone; the research reviewed on the benefits of providing cycle parking and end of trip facilities; and the various requirements in other New Zealand and international cities that have minimum cycling requirements.

¹⁰ Stuff (2017) *Sales of e-bikes to pass 20,000 a year*. Available at: www.stuff.co.nz/business/money/89409372/sales-of-ebikes-pass-20000-a-year. Accessed 25 July 2017.

¹¹ Queenstown Trails Trust (2015) *Queenstown Trails for the future: A strategic plan for the Queenstown Trails Trust*. Queenstown: Queenstown Trails Trust.

Table 5: Recommended Minimum Cycle Parking and End of Trip Requirements for the QLDC PDP

Activity	Customer/Visitor Short-Term Bicycle Parking (development floor areas rounded down)	Private Long-Term Bicycle Parking (for staff/students/residents) to be provided in a secure facility (development floor areas rounded down)	End of trip facilities
Office	2 bike spaces (i.e. 1 stand) for the first 500 m ² GFA and 1 space for every 500m ² GFA, thereafter.	1 space per 125 m ² GFA	1 long-term bicycle parking space required: no end of trip facilities required. 2-8 long-term bicycle parking spaces required: 1 locker per every space required. >8 long-term bicycle parking spaces required: 1 locker for every space required and 1 shower per every 10 spaces required*.
Industrial and Service Activities	Nil	1 space per 300 m ² GFA	
Hospital	1 bike space per 25 beds	1 per 10 beds	
Other Health Care Facilities	1 per 100 m ² GFA	1 space per 200 m ² GFA	
Restaurants, Cafes, Taverns and Bars	2 bike spaces (i.e. 1 stand) for the 125 m ² PFA and 1 space for every 125m ² GFA, thereafter	1 space per 500 m ² GFA	
Daycare facilities	2 bike spaces per centre	1 bike space per 10 on-site workers	
Education Facility – primary and secondary	1 visitor space per 50 students (capacity)	1 per 5 pupils Year 5 and above (capacity) for primary and secondary schools	1 long-term bicycle parking space required: no end of trip facilities required. >1 long-term bicycle parking spaces required: 1 locker per every space required.
Education Facility - tertiary	1 visitor space per 50 students (capacity)	1 student/staff space per 5 FTE students (capacity)	1 long-term bicycle parking space required: no end of trip facilities required. 2-20 long-term bicycle parking spaces required: 1 locker per every space required.

Activity	Customer/Visitor Short-Term Bicycle Parking (development floor areas rounded down)	Private Long-Term Bicycle Parking (for staff/students/residents) to be provided in a secure facility (development floor areas rounded down)	End of trip facilities
			>20 long-term bicycle parking spaces required: 1 locker for every space required and 1 shower per every 10 spaces required*.
Restaurant	1 space per 250m ² of GFA	1 space per 500 m ² GFA	Nil
Retail < 300 m ²	Nil	Nil	Nil
Retail ≥ 300 m ²	1 space per 300 m ² GFA	1 space per 200 m ² GFA	Nil
Recreational Activity	1 space per court/bowling alley lane Gymnasium: 1 space per 200m ² of GFA 3 spaces per field for field sports 3 spaces per netball court 1 space per tennis court 1 space per 15m ² of GFA for Club for clubhouse component	Nil	Nil
Places of assembly, community activities, and places of entertainment	2 bike spaces per 500 m ² located directly outside the main entrance or ticket office	1 space per 500 m ² GFA	Nil

**Note: One unisex shower where the shower and associated changing facilities are provided independently of gender separated toilets, or a minimum of two showers (one separate shower per gender) with associated gender separated toilet/changing facilities.*

Three points with regard to the recommended requirements are discussed below.

The number of bicycle parking spaces required is proportional to the scale of the development in terms of floor area, number of beds or students in most cases. In the case of daycare facilities, the number of children attending is likely to be more variable, and hence the number of bicycle parks is proportional to the number of workers. The requirement for provision of long-term spaces could be linked to the number of on-site workers if this proves successful in the Three Parks Zone.

Similarly, the proposed requirements for end of trip facilities are linked to the number of long-term bicycle parking spaces required, which in turn are linked to the scale of development. If the requirement for the provision of long-term spaces being linked to the number of on-site workers proves successful in the Three Parks Zone, then end of trip facility requirements aligned to those used for the Three Parks Zone (see Table 2) could be employed in the PDP.

The proposed requirement for provision of bicycle parking for retail activities is conservative, not requiring any provision for retail activities under a gross floor area of 500m². The more stringent requirement used in the Three Parks Zone as shown in Table 1 could be employed in the PDP if it is judged that this will not result in the generation of vastly excessive provision of bicycle parking spaces which imposes costs on the developer unnecessarily.

6. Conclusion and Recommendations

Based on the analysis above, we recommend that minimum cycle parking and end of trip facility requirements are included in the PDP as an extension of the Three Parks Zone requirements (both geographically and in scope). We have established the benefits and costs of providing cycle parking and end of trip facilities and that in both New Zealand and abroad it is not uncommon to regulate for their inclusion in development in statutory planning documents. All regulation requirements imposed on land development, redevelopment or changes in use impose additional costs, but if the benefits of these requirements exceed the costs, the regulation can be justified. The following reasons stand out which we consider justify regulation for the inclusion of minimum cycle parking and end of trip facility requirements in the PDP:

- Extended regulation would support and supplement QLDC's commitment to support the growth in cycling and its objectives to increase cycling's mode share, and notably support future cycle network improvements. Regulation is aligned to the policy basis in the Queenstown Integrated Transport Programme Business Case and Wakatipu Basin Public Transport Business Case, which recognise the need for a change in approach to respond to the growth pressures being faced by the region.
- The New Zealand and overseas research demonstrates that cycle parking and end of trip facility provision are important factors in influencing decisions on whether to cycle for transport.
- The benefits of providing cycle parking and end of trip facilities clearly outweigh the costs of provision to individual developers.
- Many other local authorities, in New Zealand and internationally, already regulate for minimum cycle parking and end of trip facility requirements and the occurrence of such regulatory intervention is increasing.
- Unlike parking spaces, developers do not usually provide cycle parking facilities or end of trip facilities as a matter of course, and therefore intervention in the market is justified.
- Cyclists cannot viably utilise car parking spaces, loading spaces or other spaces reserved for other transport modes, and regular cycling for transport without the access to end of trip facilities are unlikely to hold wide appeal.
- The implementation of minimum cycle parking and end of trip facility requirements can overcome some potential barriers to cycling such as steep topography and rainfall and in conjunction with improved infrastructure, make cycling safer and more accessible to QLD's population.
- End of trip facilities provide benefits for building occupants or users other than cyclists. Showers, changing rooms and lockers also encourage active lifestyles by facilitating other active modes such as walking, jogging or scooting, and provide flexibility for those who may wish to incorporate physical exercise into their daily life.

Additionally, we recommend that QLDC collect data regarding the utilisation of its existing public cycle parking facilities and repeat this on a regular basis (e.g. annually) to understand the demand for these, in a similar way to the Council's public parking spaces.

APPENDIX A Minimum Cycle Parking and End of Trip Requirements - International Districts and Towns

City/Local Authority	Yes/No	Minimum Cycle Space Requirement	End of Trip Facilities	
Byron Shire Council New South Wales, Australia	Yes	Section B4.2.12	Section B5.2.4 The number and extent of bicycle storage, parking and end of trip facilities provided must be capable of accommodating the anticipated demand for cycling and cyclist numbers demonstrated by the Transport Management and Access Assessment prepared for the development.	
		Activity		Minimum cycle parking requirement
		Amusement centre		8 per 100m ² of GFA
		Backpackers accommodation		1 per 5 beds
		Boarding house		1 space per bed
		Business premises		2 per 100m ² (or part thereof) up to a floor area of 200 m ² and 1 per 200 m ² thereafter
		Community facilities		1 per 100 m ² of GFA
		Educational establishment (primary, secondary and tertiary)		1 per 5 students (over year 4 for schools)
		Entertainment facility		1 Space per 10 car parks
		Food and Drink Premises		1 per 25m ² of GFA
Health consulting rooms	1 space per consulting room			

City/Local Authority	Yes/No	Minimum Cycle Space Requirement		End of Trip Facilities	
		Hotel or motel accommodation	2 Spaces for accommodation units only If public restaurant or function room included, add 1 per 25m ² of GFA		
		Market	1 space per 10 stalls		
		Medical centre	1 space per consulting room		
		Place of public worship	1 space per 100 seats		
		Pub	2 per 25 m ² of public areas in bars and 2 per 100 m ² of lounges and beer gardens		
		Recreation facility (indoor/outdoor)	1 per 4 employees and 1 per 200m ² of GFA		
Cairns Regional Council, Queensland, Australia	Yes	Cairns Plan 2016, Section 9.4.8		Queensland Development Code Mandatory Part 4.1 - Sustainable Buildings: End-of-trip facilities must be installed for all new major developments and major additions to major developments.	
		Activity	Minimum cycle parking requirement	Performance requirements	Acceptable solutions
		Club	1 space per 200m ² of GFA	P12: End of trip facilities are provided for employees or occupants, in the	A12: (1) Bicycle parking and storage facilities are:
		Community use	1 space per 200m ² of GFA		

City/Local Authority	Yes/No	Minimum Cycle Space Requirement		End of Trip Facilities	
		Educational establishment	Primary: 1 per 10 students over year 4. Secondary: 1 per 10 students. Tertiary: 1 per 50 students.	building or on-site within a reasonable walking distance, and include: (a) adequate bicycle parking and storage facilities; and (b) adequate provision for securing belongings; and (c) change rooms that include adequate showers, sanitary compartments, wash basins and mirrors. [exceptions apply]	easily accessible and provided in the building, or on-site within 100 metres of an entrance to the building, in accordance with: (i) five percent (5%) of the number of employees, based on workforce numbers; or (ii) specified occupant ratios; and [design standards apply to the provision of lockers, change rooms and showers]
Food and drink outlet	1 space per 250m ² of GFA				
Function facility	1 space per 500m ² of GFA				
Hardware and trade supplies	1 space per 500m ² of GFA				
Health care services	1 space per 250m ² of GFA				
Hospital	1 space per 500m ² of GFA				
Hotel	1 space per 250m ² of GFA				
Indoor sport and recreation	Diverse and numerous, example: Squash courts: 1 space per court.				
Multiple dwelling	1 space per dwelling unit which may be provided as internal storage areas for the multiple dwelling.				
Office	1 space per 250 m ²				
Outdoor sport and recreation	Very diverse and numerous, examples:				

City/Local Authority	Yes/No	Minimum Cycle Space Requirement		End of Trip Facilities	
			Football fields: 3 spaces per field. Lawn bowls: 5 space per green		
Town of Banff, Alberta, Canada	No				
City of Aspen, Colorado, USA	No				
Resort Municipality of Whistler, British Columbia, Canada	No	The Municipality will consider reduced on-site parking requirements for developments that are designed and located to encourage pedestrian, bicycle and transit access.			
		8.4.2 FORM AND CHARACTER OF DEVELOPMENT j) Storage space for bicycles and other employee needs shall be incorporated in the design.			
City of Portland, Oregon	Yes	Very diverse and numerous, examples: Multi-dwelling: 1.5 resident space per 1 unit in Central City; 1.1 resident space per 1 unit outside Central City; 2 visitor spaces or 1 visitor space per 20 units Office: 2 staff spaces or 1/10000 ft ² of net building area; 2 or 1/40000 ft ² of net building area All Retail and Service: 2 staff spaces, or 1 per 12,000 sq. ft. of net building area; 2 visitor spaces, or 1 per 5,000 sq. ft. of net building area Manufacturing and production: 2 staff spaces, or 1 per 15,000 sq. ft. of net building area; no visitor requirement		Nil	

Technical Note

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1. Introduction

Queenstown Lakes District Council (QLDC) is aiming to improve provision for public transport, walking and cycling through provisions in the Proposed District Plan (PDP) and other policy levers. This technical note assesses the existing environment for public transport and active modes in Queenstown Lakes District (QLD); reviews existing levels of walking and cycling; outlines existing planning documents; recommends a process for developing the network of active modes infrastructure; and discusses some of the potential impacts of walking and cycling infrastructure provision.

2. Existing Environment

2.1 Public transport

There is currently a scheduled bus public transport system in Queenstown (including Arrowtown) planned by Otago Regional Council and operated by Ritchies Connectabus. Ritchies also operates a scheduled service between Queenstown, Cromwell and Wanaka, and scheduled services to Lake Hawea and Aspiring National Park for recreational cyclists, walkers and hikers. There is also a scheduled water taxi service operating in Lake Wakatipu around the Queenstown and Frankton area.

The existing public transport services are commercial services and fares are relatively high.

The Regional Public Transport Plan: Otago 2014 and its addendum Wakatipu Basin 2017 (RPTP) presents a fundamental shift in the approach to public transport services in the region, anticipating more certainty over routes, reduced travel times, more regular frequencies, the application of national standards for buses, and simplification of the fare structure. We understand that there is a subsidised fare structure proposed, which will reduce the cost of using the public transport services.

The RPTP focuses mainly on the Dunedin and Wakatipu Basin networks. Overall, the plan anticipates significant improvements to the public transport network and service, and a steady increase in the number of trips being made on public transport.

2.2 Active modes

The QLD has an established network of active transport mode facilities, comprising street corridor infrastructure within towns and walking and cycling trails within and surrounding the towns.

2.2.1 The urban walking and cycling environment

The walking and cycling environment in QLD benefits from the high scenic quality of its landscape and the wealth of recreational facilities on offer. The requirements of people using active modes for transport are, however, different from those who seek a leisure experience. One important factor aside from the physical network of infrastructure is the use of road and street corridors by general traffic, as measured by traffic volumes and speeds.

The State Highway Routes and main streets into and through the District's centres are compromised as walking and cycling corridors due to their high traffic volumes, especially in and around the Queenstown town centre. The presence of high counts of traffic impacts the real and perceived safety of people walking and cycling and negatively impacts their sensory experience, discouraging the uptake of active modes. This has an adverse effect, particularly where little route choice exists or traffic is concentrated along corridors which pass through activity centres where they coincide with the highest numbers of pedestrians and cyclists. For example, the State Highway 6 and 6A corridors leading into and connecting Queenstown and Frankton experience average daily traffic (ADT) in the order of between 10,000 and 22,000¹. This is comparable to busy arterial roads in New Zealand's main population centres. While pleasant parallel routes outside of the transport corridor are provided in some instances, such as the Queenstown Trail along Frankton Arm, these do not always provide access to destinations along the route.

Traffic speeds along the corridors with the heaviest traffic in QLD are high for the urban context and are likely to impact on mode choices by making the urban extents of the road corridors unsafe and unpleasant to walk and cycle along. Posted speed limits follow standard practice of being set at 50 km/h within built up areas.

The corridor design of the many State Highways through built up areas continues to resemble a highway environment despite lower posted speed limits than in rural areas. Factors such as the width of traffic lanes, the presence of wide, paved medians and shoulders and a lack of active street frontages encourage higher speed travel along many routes. For example, as Ardmore Street passes through Wanaka, features of a highway-type environment continue despite the change in function of the street.

2.2.2 Street corridor and urban public open space infrastructure

2.2.2.1 Walking

Within QLD's urban areas, the majority of streets and public open spaces are accompanied by a level of pedestrian infrastructure typical for New Zealand towns and cities. This includes

¹ NZTA (2017) *Queenstown Integrated Transport Programme Business Case*. Wellington: NZTA

footpaths on both sides of the street and through parks in most locations, intersection treatments and zebra crossings in places.

The level of provision for walking in town centres is high relative to elsewhere in the District although issues linked with traffic volumes and a lack of legibility of the street environment exist. This is especially the case in the centre of Queenstown, where the built form is more conducive to a comfortable and rewarding walking experience, and pedestrian malls and wide footpaths invite people to get around on foot. Walking conditions in Queenstown are diminished by the number of vehicles using and passing through in the centre and confusion between modes.

In contrast to the higher level of provision and congestion of QLD's town centres, the quality of walking facilities in some suburban areas are lacking or are low in quality. For example, footpaths are not provided in many parts of Arrowtown, and in Fernhill, Queenstown, footpaths are provided on one side of the street only, and are relatively narrow.

2.2.2.2 Cycling

Cycle-specific facilities in QLD's urban areas are very limited. The cycle lanes that are in place are typically restricted to painted on-street lanes or paved shoulders which are frequently interrupted by a lack of provision at intersections, on-street parking and bus stops.

2.2.2.3 Trails

QLD has an extensive network of off-road recreational walking and cycling facilities within and surrounding the major town centres (see Figure 1 and Figure 2). These provide high quality opportunities for recreation and tourism in scenic settings, but in most cases, do not perform a transport function due to the distance between destinations, the facility type and topography.

Figure 1: Wakatipu Basin Walking Planning Map (source: On Foot, By Cycle, QLDC, 2008)



Figure 2: Wanaka Walking Planning Map (source: On Foot, By Cycle, QLDC, 2008)



Figure 3:Wakatipu Basin Cycling Planning Map (source: On Foot, By Cycle, QLDC, 2008)



Figure 4: Wanaka Cycling Planning Map (source: On Foot, By Cycle, QLDC, 2008)



2.2.3 Current levels of walking and cycling

Walking and cycling for transport are minority modes in QLD. The most readily available sources of data are the census journey to work data and the results of local journey to school surveys.

2.2.3.1 Journey to work

In QLD, the mode shares for main means of travel to work for walking and cycling are 15% and 4% respectively (for those who travelled to work on census day in 2013)². A further 2% used public transport, which incorporates some distance of walking. These figures are comparable with national averages of around 10% active modes and 6% for public transport.

2.2.3.2 School travel surveys

Data from the 2017 schools travel survey indicates a significant proportion of school students use active modes for part or all their journey to school. Mode shares by school for walking, cycling and scooting are between 12 and 45%³. Additionally, bus mode share is between 14 and 35%, incorporating walking some distance to and from bus stops. While there is considerable

² Statistics NZ 2013 census data

³ QLDC (2017) *Annual travel survey reports*

variability in modal shares between schools within QLD, they are broadly comparable with national averages. Nationally, in the order of 30% of school students walk to school and 2-3% cycle; around 9% of primary aged children take public transport and around 23% of secondary school students⁴.

2.2.4 Policy context

A number of strategies and plans include active modes. The content of these documents ranges from overall visions to plans for specific corridors.

2.2.4.1 Otago Southland Regional Land Transport Plans (2015)

This document sets the strategic direction for land transport in Otago Southland, including providing for walking and cycling. The role of walking and cycling is set out, along with an outline of intentions to encourage increased use of active modes for transport. Walking and cycling is incorporated into several of the Plans' objectives and policies, and forms a key part of Section 4 regarding providing appropriate transport choices. In the case of QLD, funding allocation does not appear to align with the regional objectives and policies. Of a total of \$63.6 million recommended expenditure for QLD for the period 2015-18, no funding is recommended to be allocated to walking and cycling specific transport projects. Active modes may, however, benefit from expenditure on the maintenance, renewal and upgrade of local roads.

2.2.4.2 2015-2045 Infrastructure Strategy (2015)

This document sets out QLD's strategy for investment in infrastructure, including walking and cycling, to address issues facing the District over a 30-year time frame. The improvement and expansion of cycleway and walkway networks and the improvement of safety are elements under the plan for transportation infrastructure. The wording of the provisions emphasises recreational and off-road walking and cycling as opposed to on-street facilities that are integrated with the wider road environment and land use.

2.2.4.3 Queenstown Integrated Transport Programme Business Case (PBC) (expected to be adopted by 1 September 2017)

This PBC sets out transport related problems facing Queenstown and makes the case for solutions to those problems. The recommended programme includes a significant investment in the improvement and extension of the network of active transport infrastructure in the form of the Wakatipu active travel network and an upgrade of the Frankton Track parallel to State Highway 6A. Increased pedestrianisation of the town centre is also proposed with the aim of improving conditions for people on foot and discouraging private vehicle usage. Reference is also made to a number of land use QLDC initiatives that will reinforce the aims of the programme and encourage walking and cycling.

Active transport initiatives form part of the programme. The PBC outlines proposed timeframes, identifies interdependencies, makes a financial case and sets out a delivery and monitoring strategy. Walking and cycling initiatives proposed in the programme are estimated to cost \$49.5 million, 64% of which will be provided by QLDC and 36% NZTA.

⁴ Ministry of Transport (2014) *NZ Household Travel Survey*

Following the recommendations of the PBC, a business case is expected to be developed for a District-wide active travel network in 2017.

2.2.4.4 On Foot, By Cycle (Draft) (2008)

On Foot, By Cycle is the QLD's dedicated active modes strategy. The degree of influence of the strategy is reduced, however, by the time passed since it was written, the fact that it was not finalised or implemented, and is expected to be largely superseded by the abovementioned active travel network business case.

This overarching strategy's purpose is to assist in applications for central government funding of walking and cycling initiatives. It incorporates the aims of the Upper Clutha Walking and Cycling Strategy and Wakatipu Trails Strategy, which are focused on recreational and off-road active modes infrastructure. On Foot, By Cycle sets out a vision and objectives which, in summary, seek to: *“see more people walking and cycling and greater satisfaction within the community with the ease, safety and security of walking and cycling in the district.”* The strategy outlines the process for the design of walking and cycling facilities and recognises the need to improve future standards by considering the wider road environment and its impact on active modes. A proposed hierarchy of arterial and local urban walking and cycling facilities and rural trails is provided in map form (see Figure 1-4). Six targets are stated, relating to increasing walking and cycling, achieving high resident and visitor satisfaction with walking and cycling conditions and reducing pedestrian and cyclist casualties.

A strategy for implementation is summarised, including acknowledgment that improvements to the road environment through influencing broader strategies and setting and enforcing rules through local planning policy, traffic management plans, bylaws, subdivision standards and enforcement.

2.2.4.5 Queenstown Town Centre Transport Strategy (2016)

This strategy aims to improve enjoyment of the town centre by residents and visitors by reducing congestion caused by private vehicle reliance. Central to the proposals put forward by the strategy is the improvement of the pedestrian and cycling environment, including the creation of shared spaces and improvements to active modes facilities on town centre roads. Dedicated walking and cycling infrastructure will be supported by changes to car parking controls.

2.2.4.6 Land Development and Subdivision Code of Practice (2015) and Draft Land Development and Subdivision Code of Practice (2017)

This document guides the development of rural roads and urban streets in QLD. The substantive standards for the provision of walking and cycling facilities are summarised in a Table 3.2 which specifies land uses, development densities, operating speeds, and design parameters. While some best practice principles are set out, the implementation of best practice design standards is not ensured.

Generally, the Code of Practice adheres to best practice principles with regard to the provision of walking and cycling paths and lanes in terms of their suitability for the projected volume and speed of traffic, as set out in Table 3.2. Exceptions to the application of best practice occur in the rural environment where developments above 200 dwelling units, primary freight access or

access to offices and education are proposed. In these cases, targeted operating speeds of 70-100 km/h and maximum traffic volumes of 1000-2500 vehicles per day would make the facility types proposed inadequate to provide for safe walking and cycling. Separated facilities within the road corridor or standalone paths should be provided for pedestrians and cyclists in all cases where targeted travel speeds exceed 30 km/h and for cyclists where they exceed 50 km/h. Whether these facilities are provided in the rural environment should be decided on a case-by-case basis, informed by the context of the development within the walking and cycling infrastructure networks and with regard to destinations such as places of employment and schools.

Importantly, there is no functional mechanism which ensures that appropriate provision for cycling is made as part of land development and subdivision. The Code of Practice requires a 'trigger' of the road being a local authority defined cycle route, which implies that there needs to be an adopted cycle network plan in place for the guidance to effectively influence what is eventually built on the ground. As outlined above, cycle network planning for QLD is restricted to the hierarchy of routes set out in *On Foot, By Cycle* (2008), which was not finalised and has not been implemented.

There is little guidance on intersection design in the Code. Junctions are where most crashes involving cyclists occur, and are commonly the sites of increased rates of crashes involving pedestrians. As such, intersection designs should be specified as critical elements of the street network and should incorporate pedestrian and cyclist priority where possible to improve conditions for active modes and introduce traffic calming to minimise travel speeds, particularly in residential areas and village and town centres. Key parameters including pedestrian and cyclist crossing distances, vehicle turning radii and sight lines.

On-street painted cycle lanes are proposed in the Code and separated cycle paths are referred to. Where painted on-street cycle facilities are proposed, they should be a minimum of 1.8m wide. Where painted cycle lanes occur adjacent to parallel parked cars, there is a risk of cyclists having doors opened in their path. Where this occurs, the cycle lane should be separated from the parking bays by a horizontal surface treatment with a width of 0.8-1.0 m. A reference in the Code states that: *"Separate cycle paths shall be provided where good design requires separation from the carriageway or a different route to be selected"*. This provision is not sufficiently clear for it to lead to best practice cycle provision outcomes.

The Code does not include arterial roads and motorways and leaves the design of these corridors to the relevant road controlling authorities. While this omission is logical given the document's context, the lack of guidance of walking and cycling facilities should be addressed elsewhere in QLD planning policy. Arterial roads in particular are often key walking and cycling routes due to their directness and accompanying land uses.

The Draft Land Development and Subdivision Code of Practice (2017) (viewed by MRCagney on 16 August 2017), do not diverge significantly from the 2015 version of the document with regard to providing for public transport and active modes. No amendments are made to Table 3.2 aside from minor changes to terminology and notes. Exceptions where the 2017 draft is different include:

- Appendix J – Cycle Trail and Track Design Standards and Specifications is added, which outlines requirements for routes intended for recreational and touristic use and

recognises that design for the transport cycling infrastructure network is outside the scope of the guidance provided. Some recreational and touristic routes in QLD will also serve a transport function and should be designed accordingly. This overlap should be recognised in both the trail guide and any future street design guide by cross referencing.

3. Recommended process for improving level of service for public transport and active modes

3.1 Public transport

The public transport system requires a supportive network for the entirety of the journey, from door to door. This comprises public transport routes and services, and the infrastructure which allows people to travel to and from stops and stations. For QLD, the majority of public transport network planning is carried out by the Otago Regional Council (ORC).

As stated in the Regional Public Transport Plan, ORC will carry out detailed network planning. It is assumed that best practice principles to the design of the network will be applied, and that ORC's work will include the specification of bus and ferry stop locations as required and the design of bus stop shelter designs.

QLDC and ORC will need to collaborate to ensure that public transport network planning is effectively integrated with transport, resource and land use planning locally. This will include the planning and design of bus priority measures to ensure target levels of service are achieved and planning for access to bus stops by active modes using the street network. Bus stops for rapid services which stop less often and park and ride facilities are more likely to be accessed by a variety of modes, including walking and cycling, and should be planned for and designed accordingly. Provided that stops are appropriately spaced, local bus stops will mostly be accessed by walking. Best practice principles for public transport access include:

- The first consideration should be pedestrians crossing the street at the immediate stop location. Public transport stops should be located close to intersections where pedestrian crossings can be provided.
- Key paths leading to public transport stops should provide for access for varying ages and physical abilities. Paths should be universally accessible, direct, and well-lit.
- Particular attention should be focused on area that may be deemed unsafe by a range of users, particularly at night.

Further bus stop design guidance should be sought from existing publications. The following documents should be referred to:

- Bus Stop Infrastructure Design Guidelines (Auckland Regional Transport Authority, 2009)
- Public Transport Interchange Design Guidelines (Auckland Transport, 2013)
- Auckland Urban Street and Road Design Guide (Auckland Transport, 2017)
- Auckland Transport Code of Practice (2013)

- Transit Street Design Guide (National Association of City Transportation Officials (USA), 2016)

3.2 Active modes

As outlined above, QLD has a number of important elements in place to facilitate the development of an extensive, high quality network of walking and cycling infrastructure. A series of actions is proposed below to bring together existing initiatives and progress the development of the network integrated with other transport programmes, cognisant of land use changes and in conjunction with District Plan update process.

3.2.1 Audit existing walking and cycling facilities

Stage 1 of an audit of walking and cycling facilities was carried out in early 2016. This report outlined the characteristics of a high-quality walking and cycling network, reviewed existing policy and provided a methodology for the collection of data.

Recommendation: Complete the Walking and Cycling Audit as proposed in the Queenstown Town Centre Transport Strategy.

3.2.2 Establish a monitoring programme

On Foot, By Cycle set out targets for encouraging the improvement of active modes infrastructure in the QLD.

Recommendation: Walking and cycling activity should be monitored against the following targets:

- To increase the proportion of journey to work walking trips beyond 15% and cycling trips beyond 5%
- To increase every year the proportion of residents and visitors who are satisfied with the ease, safety and security of walking and cycling within the QLD
- To reduce the number of pedestrians and cyclists injured or killed in crashes as a proportion of all injuries and fatalities

3.2.3 Network planning update

Recommendation: An active network should be planned and communicated as recommended in the Queenstown Integrated Transport Programme Business Case. It should encompass the Wakatipu area as well as Wanaka.

The active travel network plan should update and build on the network proposed in On Foot, By Cycle and Plan and link into the existing trail network.

It should follow the below steps:

- Identifies target customers – i.e. all ages and abilities or more targeted toward particular groups to begin with?

- Identify target trip types that network development should focus on to inform facility types – for example short to medium distance trips to activity centres and future park and ride stations, journeys to work and school.
- Identify and plan around key destinations and trip generators e.g. schools, town centres, Fernhill and Frankton suburbs
- Apply best practice network planning principles to identify key active modes corridors:
 - Select routes that provide direct access to key destinations and follow corridors of high (current or latent) demand
 - Select routes that link with other parts of the network to form a coherent and legible network
 - Establish an appropriate network density, with a finer-grained network in areas of higher demand
 - Select routes that are attractive for users and that offer a pleasant, interesting, safe and secure environment
 - Selecting routes that minimise major gradient changes.

3.2.4 Active modes infrastructure

The hierarchy of pedestrian and cycling facilities should be allocated according to their location and function within a framework of street types.

QLDC is in the process of establishing a hierarchy of roads and streets according to the One Network Road Classification (ONRC), published by the NZ Transport Agency. While this will set out a structure, more detailed planning and design guidance will need to be carried out to ensure best practice provision for people on foot and on bicycles.

A recent example of a more detailed framework which guides provision for active modes is provided in Auckland Transport's Urban Street and Road Design Guide. Considerations for choosing facility types include land use, public transport infrastructure and traffic conditions. Examples of street types, which determine the type of pedestrian/cycling facility include:

- Mixed use arterial – high travel speeds (40-50km/h) and traffic volumes, pedestrian crossing facilities including at bus stops. Footpaths should be a minimum of 3.0 m in addition to 3.0 m of commercial space and a 1.5 m wide street tree and street furniture zone between the footpath and travel lane.
- Main street – a destination in its own right with continuous street frontages and large clear footpaths 3.0 m wide. A 1.5 m wide commercial zone along the street frontage and a 1.5 m wide street tree and street furniture zone can also be included.
- Local street – mostly residential land use, very low traffic volumes and speeds, fine grained street design and footpaths 1.8-2.4 m wide.

Figure 5 outlines the situations in which different types of on-street cycling facilities should be implemented. This represents a refinement of the cycling guidance provided in the Land

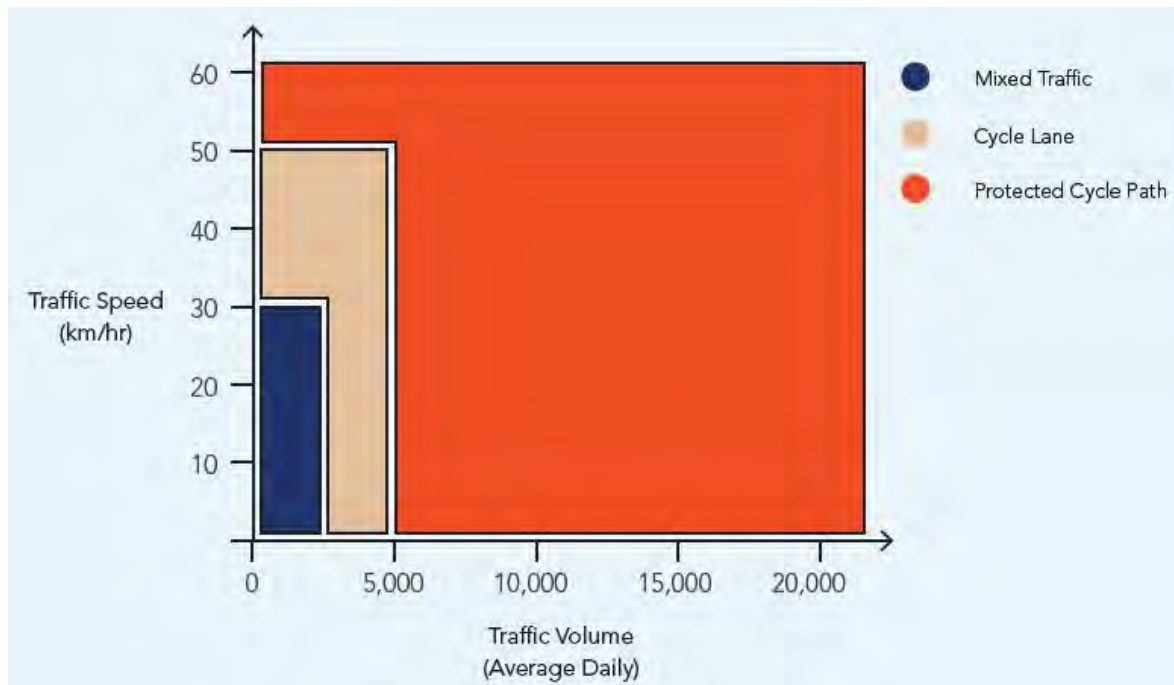
Development and Subdivision Code of Practice (2015) based on current best practice. The most important difference between the two sets of guidance are the lower speed thresholds set in Figure 5.

The facility types in the Auckland guidance are similar to those used in the Development and Subdivision Code of Practice [QLD equivalents are listed in square brackets]. The facility types traffic and conditions are:

- Mixed traffic/greenways/traffic calming on quiet, low speed streets [shared (in movement lane)]
- Painted on-street cycle lanes on streets moderate speeds and traffic volumes [on sealed shoulder where it is a local authority defined cycle route]
- Separated cycleways (also referred to as protected cycle paths) on busy streets [separate provision where local authority defined cycle route]
- Standalone cycling or shared paths through public open space

There are two main differences between the two sets of guidance. Firstly, sealed shoulders are replaced by painted on-street cycle lanes in the Auckland guidance. The latter refers to a specifically designed cycling facility as opposed to a leftover paved space also intended for emergency stopping. Secondly, separate provision is divided into separated cycleways and standalone cycling or shared paths.

Figure 5: Cycling facilities according to traffic conditions (Auckland Transport, 2016)



3.2.4.1 Cycle parking

In commercial areas, cycle parking should be provided in the road corridor. The QLDC Cycle Facilities Guidelines (2009) should be reviewed against the following best practice principles from the London Cycle Design Standards (2014) and revised as required.

- *“Fit-for-purpose – meeting identified current and future demand, with an appropriate balance of short-stay and longer-stay provision.*
- *Well-located – convenient, accessible and as close as possible to the destination.*
- *Secure, visible and well-overlooked – stands that allow for secure locking in places that are well-lit and with high levels of natural surveillance.”*

Recommendation: Include cycle parking to best practice standards in streetscape upgrades along commercial/main street corridors.

3.2.5 Design standards/guidelines

The design of walking and cycling facilities for developments in QLD is guided by the District Plan and Land Development and Subdivision Code of Practice. There is no District-wide guidance for existing roads and streets for the implementation of corridor upgrades or redesigns, although QLDC is in the process of establishing a hierarchy of roads and streets according to the ONRC.

Recommendation: A roads and streets design framework should be developed which provides greater detail of classification and design guidance than the ONRC including design principles, parameters and dimensions for each road and street type. It should reference best practice examples should be developed covering existing urban areas within QLD as well as future developments.

The road and streets design framework should be integrated with existing QLDC, ORC and NZTA transport and urban planning policy, including the ONRC. Best practice precedents of comprehensive street design guides exist within the New Zealand context, such as Auckland’s forthcoming Urban Street and Road Design Guide and recently published Local Paths Design Guide.

3.2.6 Review of proposed infrastructure

Specialist capability within QLDC should be allocated to the design of walking and cycling infrastructure and the design review of facilities proposed by consultants. If the required resources and expertise are not available within QLDC, it should be developed or out-sourced. This process should draw on knowledge from other councils, the NZTA and private sector as required.

3.2.7 Post-implementation monitoring

Post-implementation reviews of walking and cycling infrastructure should be conducted regularly. Reviews could follow the methodology used by NZTA in assessing its infrastructure developments. NZTA’s post-implementation reviews aim to:

- “assess and explain how well projects and packages have achieved their main expected transport benefits...to give an overall assessment of the value for money of completed projects or packages reviewed
- Explain any variation between actual results and expected benefits and costs, and
- Identify lessons learned that can be used to make business improvements”

4. Potential impacts of improved level of service for public transport and active modes

4.1 Public transport

Public transport has the potential to play a key role in addressing the problems facing QLD, as outlined by the Queenstown Integrated Transport PBC. Aligned to the purpose of the PBC, the Wakatipu Basin Public Transport Detailed Business Case identified benefits of improving public transport provision in the District, which are summarised as follows:

- Improved liveability and visitor experience/attractiveness
- Improved access to the Queenstown town centre and improved functionality of the town centre transport network for all users
- Improved network performance and capability
- More effective investment in transport
- Improved economic growth
- Reduced environmental impact from the transport system

4.2 Active modes

4.2.1 Safety implications for the QLD

Encouraging more walking and cycling in QLD can play a crucial role in improving local road safety. Increasing the levels of walking and cycling by designing the streets of its towns around the needs of pedestrians and cyclists is likely to improve safety for all road uses by encouraging lower speeds and safer driving behaviour. The effect of ‘safety in numbers’ or ‘numbers in safety’ is demonstrated by an international study by Jacobsen (2003)⁵. This study compared pedestrian and cyclist casualty rates with the levels of walking and cycling in numerous US and European cities. It was concluded that the likelihood of a motorist colliding with a pedestrian or cyclist decreases as levels of walking and cycling increase.

4.2.2 Quality of place and amenity implications for the QLD

In addition to having a transport function, more walking and cycling will increase place value in the QLD. Having people socially, economically and environmentally engaged in the public

⁵ Jacobsen, P.L. (2003) ‘Safety in numbers: more walkers and bicyclists, safer walking and bicycling’. *Injury Prevention*, Vol. 9, pp. 205-209

domain is the foundation of public life. Developing a human scaled environment that is design around a safe, comfortable and convenient pedestrian experience encourages positive interactions and will result in lower traffic volumes and speeds.

People on bicycles, like pedestrians, are able to interact with the urban environment using all of the senses. The moderate range, ease of stopping and parking a bicycle facilitates cyclists use of local amenities and contribution to the local economy. Furthermore, a combination of the relatively low speed of cycling and the relatively low mass of a person on a bicycle means cycling reduces the chances of a crash and makes casualties highly unlikely in the case of a collision. This, in addition to the absence of exhaust emissions and the very low noise levels of cycling means that the mode has negligible adverse impacts on the local environment. These factors combine to allow people on bicycles to play a positive role in public life and enhance place value.

4.2.3 Trade-offs

Due to set street corridor widths in much of the District, trade-offs will need to be met between different modes in order to improve conditions for alternative modes. Where spatial constraints occur, compromises on the type or design of transport infrastructure may be required. The following examples are listed in order of preference in terms of their adverse impact on improvements to the street network for alternative modes:

- The narrowing of general traffic lanes, the removal of on-street parking and turning/slip lanes and the reconfiguration of signal phasing cycles to favour alternative modes is likely to be necessary to accommodate improved provision for pedestrians, cyclists and bus service users. This may have an impact on the ease of accessibility of town centres by private car and increase travel times to and through centres by car.
- Where bus-only lanes cannot be provided, bus use of the kerb-side lane may be shared with parking outside of peak times and/or with high occupancy vehicles (transit or T2/T3 lanes).
- Shared path corridors may not be sufficiently wide to segregate the movements of pedestrians and cyclists, even where path widths and existing or projected numbers of people on foot and on bicycles should determine that separation is necessary to allow for safe and comfortable use.
- Cycle facilities may need to be provided at the minimum feasible width, or provided as shared paths or painted facilities where best practice design would be to introduce generous protected facilities.
- Footpaths may not be able to be widened to best practice standards and/or associated uses of the street corridor such as commercial zones and street tree and street furniture zones may not be able to be provided.

5. Current Regulatory Framework

5.1 Introduction

Public transport infrastructure can encompass a variety of different structures and land uses to support public transport services. In QLD's context, public transport infrastructure includes

structures and land uses such as bus shelters, bus interchanges, bus terminals, ferry piers, and park and ride facilities. The ways in which public transport infrastructure is provided for and managed by the Proposed District Plan will be crucial to the successful implementation of programmed improvements, and will be of significant relevance to key stakeholder agencies like ORC, NZ Transport Agency (NZTA) and public transport operators.

Furthermore, QLDC and its partner agencies also have plans to improve and expand the District's walking and cycleway network (as proposed in some of the aforesaid documents), and publicly available infrastructure to support these plans may include separated cycleways, painted cycle lanes, trails (e.g. off-road within a park), and cycle parking structures (e.g. hoops and racks).

The different types of infrastructure mentioned may be provided within the legal road reserve (e.g. bus shelter on a footpath), and/or it may be provided on a site (e.g. bus interchange or park and ride), with differing consequences on the ways these structures and land uses are regulated via a District Plan.

The following sections discuss the ways in which public and active transport (i.e. walking and cycling) are currently regulated in the Operative District Plan, and offer recommendations on a potential future regulatory framework for the same in the Proposed District Plan, based on recent best practice and our own experience.

5.2 On-road infrastructure

The road reserves in the District are unzoned, and do not assume the zoning of the land they adjoin. Consequently, the provisions in the individual zone chapters do not apply to transport infrastructure provided on the road reserve. Rather, the Operative District Plan's Section 14 (Transport) regulates transport infrastructure on the road reserve.

The Transport Section, in our view, takes an 'enabling' approach to transport infrastructure provision in the road reserve. Rule 14.2.2.1 states any activity which complies with all site standards and is not listed as a controlled or discretionary activity shall be a permitted activity. Except for parking areas such as park and rides (which are unlikely to be located on a road reserve), no infrastructure for public transport or active transport that are likely to be erected on the road reserve are captured as controlled or discretionary activities, meaning they would be permitted activities in all circumstances. As the site standards typically relate to parking and access design, these do not constrain the development of infrastructure like bus shelters, cycle parking, separated cycleways and painted lanes, and these are therefore permitted activities.

Any earthworks required for the erection of the infrastructure on the road reserve are regulated by Section 22 (Earthworks) of the Operative District Plan. Earthworks are permitted by Rule 22.3.2.1(a) subject to compliance with the relevant site standards. The site standards in this Earthworks Section regulate, among other things, earthworks volume, and the depth of cut and fill, but these pertain only to 'zones'. It is unclear how QLDC treats the definition of 'zone' vis-à-vis the road reserve, but if it is unzoned, then such site standards would not apply.

Consequently, the only earthworks standards applicable relate to erosion and sediment control measures, earthworks near water bodies, cultural heritage and archaeological sites, and construction noise, as per Standards 22.3.3 (iv) to (vii).

Based on this assessment, the Operative District Plan takes an enabling approach to on-road transport infrastructure, and typical infrastructure such as bus shelters, cycleways and cycle parking would generally be permitted activities on the road reserve throughout the District. As it stands, this existing regulatory regime would facilitate future improvement and expansion of public and active transport infrastructure from a consenting perspective, to accompany planned transport service improvements. However, we would also point out that the Operative District Plan's Transport Section is not explicit about the types of transport infrastructure it wants to provide for within the road reserve, which creates a level of uncertainty for plan users.

5.3 Off-road infrastructure

5.3.1 Land transport

As mentioned, public and active transport infrastructure is not limited to the road reserve, and may be found on private or publicly owned land outside of the road reserve. For example, this could be in the form of park and rides, bus terminals, or ticketing facilities. As sites may be situated in a variety of zones, off-road transport infrastructure on the land is currently regulated by the zone in which a site is located, in addition to the Transport Section. This creates a level of regulatory complexity and uncertainty as the consenting requirements may change depending on location.

As stated by the *Parking Advice* technical note, car parking areas in the following zones are controlled activities under the Transport Section of the Operative District Plan:

- Town Centre;
- Business;
- Industrial A and Industrial B Zones;
- Ballantyne Road Mixed Use Zone;
- Corner Shopping Centre Zone; and
- Activity Area 2 of the Kingston Village Special Zone

Accordingly, park and rides, which are typically off-road, would be controlled activities in these zones, subject to compliance with the site standards which typically relate to parking and access design (Rule 14.2.2.2(i)). As it stands, this operative rule would facilitate any planned park and ride facilities in the above zones.

Other transport infrastructure such as bus interchanges and cycle trails are also located off-road and the planning requirements vary according to the zone. In addition, consideration must also be given to activities like bus depots to service public transport operators. We have used a plausible example to demonstrate how the Operative District Plan would regulate transport infrastructure. This is a bus interchange in the Queenstown Town Centre zone (as planned in the Queenstown Town Centre Masterplan).

A bus interchange in the Queenstown Town Centre zone would be regulated by rules addressing general buildings, i.e. there are no specific provisions for this particular activity. This would be captured by Rule 10.6.3.2, rendering a bus interchange a controlled activity, subject to compliance with the site and zone standards (assuming it is not located in any special overlays

such as the Special Character Area). As it stands, this operative rule enables the provision of bus interchanges within the Queenstown Town Centre, although not as a specific activity. Relevant site and zone standards include, among other things, maximum building height (12 metres, but varies depending on actual site location), verandas, and building coverage, which would need to be assessed on a case by case basis.

5.3.2 Water-based transport

As expressed in documents like the Masterplan and the Queenstown Integrated Transport PBC, there is a desire from QLDC and its partner agencies to explore water-based transport as a viable public transport mode in the District (e.g. regular scheduled ferries). Water-based transport would generally require infrastructure off-road, and would encompass the interface between land and water. For instance, associated park and rides and ferry terminals may be located on land-based sites, whereas piers for ferries are located on water, which is zoned Rural General in the ODP.

We note that the operation of ferry boats on the lakes in QLD is regulated in part by local bylaws. This is an appropriate method of regulating the safety and amenity effects of boating activity, rather than managing all aspects through the district plan.

As with the land-based off-road transport infrastructure discussed in the preceding section, the planning requirements for water-based transport infrastructure (located on land) vary according to the zone(s) in which the infrastructure is proposed. Again, this creates a level of regulatory complexity and uncertainty as the consenting requirements may change depending on location. Regardless of the zoning of the lakeshore, any structure or mooring which passes across or through the surface of any lake and river (such as a jetty) is a discretionary activity pursuant to Rule 5.3.3.3 or non-complying in certain areas. In addition to the zone's rules, the Operative District Plan planning maps for prospective locations for water-based transport services such as Kelvin Peninsula (Map 37) has a notation indicating 'all structures and moorings are non-complying except for jetties', which would capture infrastructure like piers on the water of Lake Wakatipu, creating added complexity.

The surface of the lakes in the district are zoned 'Rural', except for the area in proximity to the Queenstown Town Centre in Queenstown Bay. The Rural Zone includes provisions that regulate structures on or above the surface of the lakes, including jetties, wharfs and piers. All structures or moorings on waterbodies require resource consent assessment, because of their ability to impact upon landscape, recreational safety and conservation values associated with a shoreline or shore waters.

The Rural Zone rules effectively separate boating activities into either commercial or recreational categories, and apply more stringent regulations to commercial activities via the activity status, i.e. recreational boating is permitted subject to standards, whereas commercial boating is discretionary.

6. Recommended Regulatory Framework

Our review of the existing regulatory framework vis-à-vis public and active transport infrastructure in the preceding section highlights some plain differences in the way they are provided for and regulated – depending on whether they are on the road reserve or off-road, and if off-road, depending on the particular zone or if structures on the surface of water are

proposed. In our view, this creates an unnecessary level of complexity and uncertainty with regard to planning for public and active transport infrastructure via District Plan provisions.

As an alternative, we recommend 'bundling' all provisions related to transport infrastructure and associated works (e.g. earthworks) into the same chapter, and make some differentiations depending on whether that infrastructure is on-road or off-road, or on land or on water. The upcoming drafting of the Proposed District Plan's Transport Chapter therefore presents a good opportunity to do this under one chapter, to facilitate understanding of the planning requirements of transport infrastructure by plan users, and to ensure the benefits of public transport infrastructure are appropriately accounted for in the PDP provisions and resource consent processes.

6.1 On-road infrastructure (Public Roads)

We support the 'enabling' approach taken by the Operative District Plan with regard to transport infrastructure on the road reserve, and the present approach with placing these activities within the Transport Section. We support rolling over this approach to the proposed Transport Chapter, although this should be done with added clarification of the types of infrastructure that should be permitted or controlled activities on the road reserve (e.g. bus shelters, cycle parking, etc.). In this way, this provides greater certainty to plan users, rather than relying on generic 'catch-all' provisions that state any activity not listed as being classified as a higher activity status is permitted or controlled.

QLDC could subsequently classify as permitted or controlled activities the transport infrastructure it anticipates for the District. Alternatively, QLDC may also wish to consider a 'catch-all' permitted/controlled activity type and definition, e.g. 'public transport facilities' or 'transport utility' that would encompass all types of transport infrastructure. The latter approach would simplify the plan and reduce the length of the list of different types of infrastructure permitted or controlled by the plan.

Furthermore, activities associated with providing transport infrastructure such as earthworks, would also benefit from being bundled into one transport chapter. The new Transport Chapter could subsequently adopt the same permissive earthworks rules and standards for transport infrastructure, but make the same exceptions where earthworks are in sensitive areas (e.g. heritage, takata whenua overlays).

6.2 Off-road infrastructure

The current regulatory approach to off-road transport infrastructure is relatively complex, creating a level of uncertainty for plan users which is able to be mitigated. Rather than using individual zone provisions to regulate transport infrastructure, we recommend bundling off-road transport infrastructure provisions into the one unified Transport Chapter of the Proposed District Plan. It is recommended that a separate set of rules and standards for off-road infrastructure be created, to distinguish between the range of transport activities anticipated or deemed acceptable off-road by way of activity status vis-à-vis on-road infrastructure.

To address potential concerns regarding the adverse effects of off-road infrastructure on the broader environment and surrounding sites, activity standards and assessment criteria can be set to appropriately manage these effects. For example, standards and assessment criteria could be set around trip generation and traffic effects for park and rides exceeding a certain

number of spaces, or around the proximity of infrastructure to residentially zoned sites or culturally sensitive locations.

In this way, QLDC can adopt a streamlined and easy to understand approach to consenting off-road infrastructure, while managing location or intensity-based concerns via standards and assessment criteria. In our view, this would assist in accounting for the positive effects of public and active transport within the broader environment, and facilitating the planning and provision of public and active transport infrastructure planned in documents such as the Queenstown Town Centre Masterplan and the Integrated Transport Programme Business Case.

6.3 Surface of Lakes

One aspect of public transport provision regulation we think would be better retained in a separate section of the PDP, i.e. not the Transport Chapter, is aspects related to the surface of lakes and rivers.

As noted above, the Rural Chapter and the Queenstown Town Centre Chapter of the PDP include rules that are proposed to regulate structures on the surface of lakes and rivers, e.g. wharfs and piers, and rules that are proposed to regulate boating activities on the surface of lakes and rivers, e.g. commercial sailing or jetboating.

Including rules to regulate wharfs or piers servicing a scheduled public ferry, and rules to regulate the boating activity itself, in the Transport Chapter of the PDP, would in our view create a potentially confusing overlap between the separate sections of the plan, which could be used to create effectively the same structure on the surface of the water, but with different applicable objectives and policies and different assessment criteria, intended to manage the same effects on the environment. This situation might also create some difficulties with the definition of commercial boating versus the definition of a public ferry service, and multiple different users of the same wharf or pier facility.

Therefore, rather than creating additional rules regulating activities on the surface of lakes and rivers, we suggest that if the opportunity presents itself, e.g. via a plan change/variation, the Council should consider adding objectives and policies to the relevant parts of the Queenstown Town Centre Zone and Rural Zone. The additional objectives and policies should reference the QLD desire to implement an effective public transport network, and acknowledge the broader positive effects a well-connected public transport network provides.

7. Summary and conclusions

This technical note has examined the existing conditions and policy direction for alternative modes. At present, the use of public transport is lacking, although this is anticipated to improve following the imminent rollout of the new bus and fare system, and further improvements planned long-term. In relation to active transport, on-road cycling facilities are generally limited, although there is an established off-road cycle trail network that is useful for recreational purposes, but not necessarily for everyday transport.

The value of providing for active and public transport infrastructure and services is well documented in a number of strategic plans and documents for the District, including the most recent Queenstown Town Centre Masterplan. We recommend establishing a clear active modes network plan and a process for implementing the network and reviewing development

proposals, to ensure all future improvements are consistent with these strategies and best practice, and most importantly, to get more people walking and cycling. The implementation of this network plan will involve making trade-offs to improve provision for all modes due to spatial constraints.

In terms of the planning requirements for transport infrastructure, there is an existing enabling approach for on-road infrastructure, but the consenting requirements for off-road and water-based infrastructure are currently complex and uncertain. We therefore recommend carrying over the enabling approach towards on-road infrastructure to the new Transport Chapter, albeit with greater clarity, and to bundle the provisions for on-road and off-road transport infrastructure into one unified Transport Chapter of the Proposed District Plan. This would have the benefit of streamline and facilitating the consenting and planning process for the public and active transport infrastructure planned for the District.

Appendix 3. Operative Queenstown Lakes District Plan Operational Standards Review (August 2017)

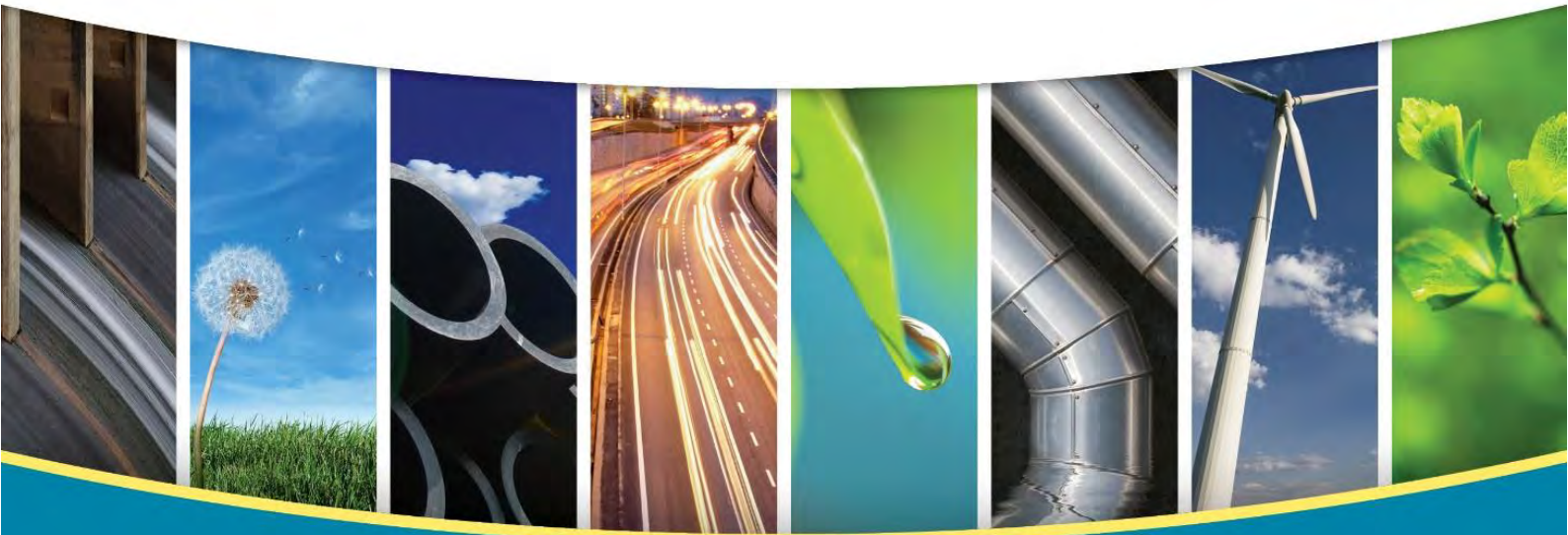


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OPERATIVE QUEENSTOWN LAKES DISTRICT PLAN OPERATIONAL STANDARDS REVIEW

Prepared for Queenstown Lakes District Council

August 2017



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REVISION SCHEDULE

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			Prepared by	Checked by	Reviewed by	Approved by
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2	17/07/2017	Draft for comment_v2	Theek Morapaya	Oliver Brown	Iain Banks	Ali Sher Siddiqui
3	27/07/2017	Draft for comment_v3	Theek Morapaya	Oliver Brown	Iain Banks	Ali Sher Siddiqui
3	18/08/2017	Final_v4	Theek Morapaya	Iain Banks	Iain Banks	Ali Sher Siddiqui

Executive Summary

MWH, now Stantec, was commissioned by Queenstown Lakes District Council (QLDC) to undertake a review of the Transport Rules (Chapter 14) of the QLDC Operative District Plan, to ensure that these rules align with relevant industry standards and practice. To ensure that this review is undertaken efficiently by making use of all available information, the previous reviews undertaken by TDG, GHD and MWH were also taken into consideration.

The review has compared the Rules with relevant New Zealand and Australian standards and guidelines as well as best practise used in comparable district plans of other Councils. In doing so, the review has identified the current rules which do not align with these documents, and provides recommendations as to the changes required. Where certain rules are considered as requiring changes, but no relevant information relating to the proposed changes are found in the industry standard or practice, these rules have been identified as requiring further investigation.

Section 1 of this report is an introduction which provides background information relating to this study and describes the study approach. It also outlines the industry standards and guidelines used for the review.

Section 2 of this report provides a review of all sub rules of *14.2.4.1 Parking and Loading*, with the exception of *Rules 14.2.4.1(ii), 14.2.4.1(iii) relating to the Frankton Flats Special Zone*. This identified that all rules within this section require changes, including *Rule 14.2.4.1 Minimum Parking Space Numbers* which require further analysis.

Section 3 of this report provides a review of all sub rules of *14.2.4.2 Access*. This identified that with the exception of *14.2.4.2 (v) Maximum Number of Vehicle Crossings*, all other rules require changes.

Section 4 of this report provides a review of *Appendix 7*. This identified that with the exception of the *Car Space Layout Diagram*, all other information within *Appendix 7* require changes.

Section 5 of this report provides a review of *Appendix 6*. This identified that the updated QLDC road hierarchy and the updated classification of all QLDC roads needs to be provided within *Appendix 6*. In addition, all references to road classifications within the Transport Rules needs to be updated to match the new road hierarchy.

Queenstown Lakes District Council

Operational Queenstown Lakes District Plan

Operational Standards Review

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1 Introduction

MWH (now Stantec and referenced as such throughout the document), has been commissioned by Queenstown Lakes District Council (QLDC) to undertake a review of the Transport Rules set out in Section 14 of the QLDC Operative District Plan ('District Plan'). The main purpose of this study is to ensure that these transport rules align with relevant industry standards or best practice, and provide justification where these rules differ from the standards. This report provides a summary of the review recommendations.

Background

A review of the Transport Rules section of the District Plan was previously undertaken by Traffic Design Group (TDG) and GHD in 2009 to provide recommendations that reflect what was then best industry practice and standards. In addition, a more recent review was undertaken by MWH in 2013, where the transport rules were compared against the industry standards as well as district plans of other similar Councils within New Zealand.

The findings of the previous reviews are documented in the following reports, which have been utilised for this study.

- Plan Change 27: Updating District Plan References – Transport Section, TDG, Feb 2009.
- Plan Change 27B Proposed Amendments to Part 14: Transportation of Partially Operative District Plan, GHD, March 2009.
- Queenstown Lakes District Council District Plan Review, MWH (now part of Stantec), April 2013.

Study approach

To ensure this review is undertaken efficiently by making use of all available information, the aforementioned documents were first peer-reviewed to identify whether their recommendations are still relevant. Where the industry standards and guidelines referred to in these reports have changed, the District Plan rules have been reviewed against the latest standards.

The District Plan rules have been compared against the following key standards and guidelines:

- Australian / New Zealand Standard – Parking Facilities, Part 1: Off-street car parking (AS/NZS 2890.1:2004);
- Australian Standard – Parking Facilities, Part 2: Off-street commercial vehicle facilities (AS 2890.2:2002);
- New Zealand Standard – Design for Access and Mobility: Buildings and Associated Facilities (NZS 4121:2001);
- New Zealand Standard – Land Development and Subdivision Engineering (NZS 4404:2010);
- Queenstown Lakes District Council – Land Development and Subdivision Code of Practice, Superseding NZS 4404:2004 and Council Amendments (2015);
- AUSTRROADS Guide to Road Design Part 4A: Unsignalised and Signalised Intersections (AUSTRROADS Part 4A);
- New Zealand Transport Agency (Formerly Land Transport Safety Authority) Road & Traffic Standards 6, Guidelines for Visibility at Driveways (RTS 6);
- New Zealand Transport Agency (Formerly Land Transport Safety Authority) Road & Traffic Standards 13, Road Safety Guidelines for Service Stations (RTS 13);
- New Zealand Transport Agency (Transit New Zealand) Planning Policy Manual (2007) (PPM)
- Compliance Document for New Zealand Building Code, Clause D1 Access Routes – Second Edition (2011) (Building Code)

In addition, the District Plan rules have also been compared to District Plans of the following local Councils:

- Auckland City Council (ACC) Unitary Plan.
- Buller District Council (BDC) District Plan.
- McKenzie District Council (MDC) District Plan.
- Western Bay of Plenty (WBoP) District Plan.
- Hamilton City Council (HCC) District Plan.
- Christchurch City Council (CCC) District Plan.

2 Transport Rule 14.2.4.1 Parking and Loading

The following sections present each of the existing transport rules within section 14.2.4.1 *Parking and Loading* and confirm whether the current rule is considered appropriate or if modification should be considered. Where modification is recommended the potential wording is presented with supporting rationale. The potential wording is shown in ***bold italics*** with the current rule wording amended with strikethrough (~~strikethrough~~) where required. It is noted that the purpose of the recommended wording is to convey the general intent of the rule and is not considered to be final. It is expected that some re-drafting will be undertaken by a planner prior to notification in order to ensure that the recommended changes to the rules are clear, vires and provides sufficient certainty.

The particular transport rules examined are:

- 14.2.4 Site Standards, excluding;
 - 14.2.4.1 (ii) Frankton Flats Special Zone
 - 14.2.4.1 (iii) Parking requirements within Frankton Flats Special Zone (B)
 - Rules relating to Three Parks Zone.

2.1 Rule 14.2.4.1 (i) Minimum Parking Space Numbers

As there are no industry standards which specify appropriate parking rates for land uses, a full review of this rule against industry standards and practice cannot be undertaken. However, Trips Database Bureau (TDB) is considered an appropriate source of information as it provides New Zealand and Australia wide parking rates which can be used by QLDC as guidance. The QLDC Land Development and Subdivision Code of Practice (CoP)¹ and NZS 4404:2010 also states that TDB can be used for guidance on parking and loading requirements.

Stantec agrees with TDG findings which identified that reviewing the land uses and parking rates provided in Tables 1 and 1A of the operative District Plan will be beneficial in ensuring that these are current and appropriate for Queenstown. This will allow for any gaps in land use types provided within these tables to be addressed, and appropriate parking rates to be specified using TDB as guidance. For example, there is often a need for drop off/ pick up parking spaces at pre-schools and primary schools. However this is not recognised within the current Rule. In addition, parking requirements for land uses such as storage, camping grounds, caravan parks and places of assembly are also currently not included within this Rule. It is noted that due to its complexity, the review of the current parking rates of Tables 1 and 1A based on TDB is not included in this report and is to be undertaken as a separate exercise prior to updating the District Plan.

In terms of parking rates, coach parking rates specified in Table 1 require some changes. At present Table 1 specifies coach parking for some High Density Residential Zones and visitor accommodation activities (e.g. hotels and hostels). A review of the parking rates provided for these activities indicated that the District Plan currently specifies more coach parking for unit type visitor accommodation compared to backpacker hostels, where each guest room will have a higher number of occupants. It is noted that some visitor accommodation may only require spaces for coaches to stop to drop off/pick up passengers and some may not even require coach parking/stopping provision due to the

¹ QLDC Land Development and Subdivision Code of Practice (2015), Section 3.3.6 Parking, passing and loading

visitors using coaches which only travel to/from the city centre. This is currently not recognised within this Rule and would form part of the separate advice on parking, referred to above.

Stantec agrees with TDG findings which identified that although QLDC aims to encourage sustainable travel and active modes, at present Table 1 and 1A provide no district wide, zone specific or activity specific bicycle parking requirements other than for the Three Parks Zone. Therefore, to improve consistency among different zones and to encourage modal shift, it is recommended that the bicycle parking requirements of Table 1D or a variation of it should be incorporated in Tables 1 and 1A. In addition, to encourage sustainable travel, and in line with TDG findings, it is recommended that a note is added to this Rule to explicitly state that a Travel Plan can result in reduced parking demand, thereby reducing the amount of parking required. The CCC District Plan can be used as an example² of using this approach in district plans, as it takes Travel Plans into consideration in the matters of discretion for the minimum number of car parks required. In addition it also provides a separate section³ on parking reduction adjustment factors which includes Travel Plans.

As identified by TDG, at present, note (i) of this Rule currently recommends that fractional parking spaces are rounded up when calculating the total parking requirement. However, it is unclear whether this requires fractional parking spaces of each different activity to be rounded up before summation, or if the rounding up of the total is undertaken. Stantec agrees with TDG findings as the lack of clarity may see this particular note being interpreted differently, resulting in a difference of several parking spaces in the overall parking provision. This may result in an oversupply of parking, and require more parking spaces than required at constrained sites. Coach parking requirements in particular will be affected by this as rounding up fractional parking spaces means that even smaller visitor accommodations will require a coach parking space. It is also unclear which factors trigger the need for coach parking.

In addition, as also identified by TDG, note (iii) of this Rule states that the total parking requirements for any development shall be the sum of the requirements for each area associated with different activities. Stantec agrees with TDG findings which identified that this Rule currently does not recognise the ability of complementary land uses to share parking spaces. Although this can be assessed under an Assessment Matter, it is recommended that stating this explicitly under the rules may promote effective use of land by only providing the necessary parking. This will also assist in QLDC achieving its aim to avoid excessive parking being provided and promote the efficient use of land.

Note (iii) of this rule also states that when calculating overall parking requirements for a development, the separation of the area into activities will only be required where the gross floor area of an activity exceeds 10% of the total gross floor area of the development. As the reason behind this 10% trigger is unclear and no justification for this can be established, it is recommended that this section of the note is removed from the Rule. Removal of this requirement is not expected to result in a significant effect on the overall parking space number and the need for parking requirements for a relatively small activity at large developments can be carried out as site specific assessment.

Recommendation:

- As a separate exercise, review parking rates in association with TDB and identify where Queenstown Lakes District specific surveys are required. As recommended in Section 2.3 of this report, campervan parking requirements for relevant land uses are to be identified as part of this review.
- Incorporate drop off/ pick up space requirements for educational facilities and day care centres into Table 1 and 1A as recommended in Section 2.10.
- Compare the Three Parks bicycle parking requirements to CCC District Plan and incorporate bicycle parking requirements either from Table 1D (Rule 14.2.4.3) or a variation of it into Tables 1 and 1A and compare to Christchurch District Plan.
- State within the Rule that a Travel Plan can result in reduced parking demand, thereby reducing the amount of parking required.

² CCC District Plan, Section 7.4.4.1 (a) (I)

³ CCC District Plan, *Table 7.5.14.1 Parking reduction adjustment factors*

- Amend Note (i) of Rule 14.2.4.1 (i) as follows:

Note (i): In calculating the total parking requirement, the requirement for residents/visitors and the requirement for guests or staff shall be added together, then rounded up to the next highest whole number. E.g. for 5 units the requirements are:

residents/visitors 5 x 1.25 = 6.25

staff/guests 5 x 0.25 = 1.25

total of 7.5, rounded up, gives a total requirement of 8.

Similarly, where the total parking requirement includes different activities, the requirements of all activities shall be added together, then rounded up to the next highest whole number.

- Amend Note (iii) as follows:

*Note iii: The parking requirements listed in Table 1 are categorised by activity. ~~When calculating the overall parking requirements for a development, the separation of area into different activities will be required where the gross floor area of an activity (or public floor space or other such measurement that the standards for the relevant activity is based upon) exceeds 10% of the total gross floor space of the development.~~ The total parking requirement for any development shall be the sum of the requirements for each area. **Where it can be demonstrated that joint provisions for parking can be provided for activities located on one site or several sites in an area in accordance with Rule 14.2.4.1 (iv) (e) (iii), dispensation in respect of the parking requirement for one or more of the activities may be allowed.***

2.2 Rule 14.2.4.1 (iv) Location and Availability of Parking Spaces

There are no industry standards which are applicable to this rule, therefore a full review of it against industry standards and practice cannot be undertaken. However, to improve clarity and readability, some changes are recommended to clause (b) of this rule.

Clause (b) is considered relevant to both heavy vehicle parking and manoeuvring. Therefore, it is recommended that this section of the rule is repeated under Rule 14.2.4 (ix). In addition, the latter part of this clause should be amended to clearly refer to 'heavy' vehicle reverse manoeuvring and to improve clarity the definition of a heavy vehicle should also be included. Similar to the CCC District Plan, the definition of a heavy vehicle has been obtained from Heavy Motor Vehicle Regulations 1974.

As outlined in clause (b), this rule specifies that heavy vehicle parking or loading spaces should be located to ensure that no reverse manoeuvring onto/from any road other than a service lane is carried out. This clause can be misinterpreted to consider that heavy vehicle reverse manoeuvring onto or from a service lane located off State Highways and arterial roads is acceptable, whilst *Rule 14.2.4.1 (xiii) Loading Areas* prevents any loading vehicles from reversing onto or from State Highways, arterial roads and collector roads.

It is considered that heavy vehicle reverse manoeuvring are only appropriate on local roads with low traffic volumes and speeds. The Code of Practice for Temporary Traffic Management defines a low volumes road as having less than 500 vehicles per day. An environment with a posted speed limit of 50 km/hr less is considered to be a low speed environment. Therefore, it is recommended that this rule is amended to only permit heavy vehicle reverse manoeuvring onto or off a road with a traffic volume of less than 500 veh/day and a speed limit of 50 km/hr or less. It is noted that although from a traffic engineering perspective this recommendation is considered appropriate, from a planning point of view, the wording of this rule may need to be changed. In addition, it is also recommended that the Clause (b) is amended to include heavy vehicle manoeuvre areas which should also comply with this rule.

As the updated QLDC road hierarchy is not known at this stage, to maintain consistency with *Rule 14.2.4.1 (xiii)*, the recommendations below use the outdated road hierarchy terminology (arterial, collector and local roads). Therefore, as discussed in Section 5 of this report, when updating this

Rule, the references to Arterial, Collector and Local Road needs to be amended based on the updated QLDC road hierarchy.

In addition, the section of Clause (b) which refers to noise emission standards is considered to be irrelevant to transport matters. Therefore, to improve clarity it is recommended that QLDC provides the noise emission related specification in a more suitable section in the District Plan.

Recommendation:

- Amend Clause (b) of Rule 14.2.4.1 (iv) to read:

*All required heavy vehicle **manoeuvring area**, parking or loading space shall be located so that **its use by those vehicles complies with the relevant noise emission standards for the activity to which the parking relates, and to ensure that ~~no~~ heavy vehicles are only is required permitted** to carry out any reverse manoeuvring onto or from ~~any road other than a service lane~~ roads where the traffic volume is less than 500 veh/day and the road has a posted speed limit of 50km/hr or less.*

Note: A heavy vehicle refers to a motor vehicle (other than a motorcar that is not used, kept, or available for the carriage of passengers for hire or reward) the gross laden weight of which exceeds 3,500 kg; but does not include a traction engine or vehicle designed solely or principally for the use of fire brigades in attendance at fires.

- Clause (b) to be cross referenced under Rule 14.2.4 (ix), Reverse Manoeuvring.
- If the noise emission related requirement is/can be covered elsewhere in the District Plan, remove the text highlighted in red above.
- Update the references to Arterial, Collector and Local Roads as per the new QLDC road hierarchy.

2.3 Rule 14.2.4.1 (v) Size of Parking Spaces

Rule 14.2.4.1 (v) currently states that:

All required parking spaces other than for residential units, and associated manoeuvring areas are to be designed and laid out in accordance with the requirements in Appendix 7.

However, as discussed in Section 2.8 of this report, it is recommended that residential parking space sizes are also provided in Appendix 7. Therefore, to maintain consistency it is recommended that this Rule is amended by removing the text which refers to residential units. As additional requirements relating to residential parking spaces are covered within Rule 14.2.4.1 (x), it is also recommended that a new note is added to refer to it.

At present the District Plan provides parking space dimensions for some large vehicles such as coaches, rigid trucks, midi-buses and B-trains. However, it provides no parking space dimensions for camper vans. As no information relating to parking space dimensions of campervans is found in relevant industry standards or any of the District Plans of other Councils, it is considered that parking space dimensions for such vehicles should be carried out as a site specific assessment where applicable. However, it is noted that providing no rule within the District Plan which requires parking spaces for such vehicles may mean that assessing this as a site specific matter may not be possible. Therefore, it is recommended that as part of the separate exercise undertaken for *Rule 14.2.4.1 (i) Location and Availability of Parking*, campervan parking requirements is also identified for relevant land uses.

The contents of Appendix 7 is discussed in detail within Section 3 of this report.

Recommendation:

- Amend Rule 14.2.4.1 (v) as follows:

All required parking spaces ~~other than for residential units~~, and associated manoeuvring areas are to be designed and laid out in accordance with the requirements in Appendix 7.

Note: refer to 14.2.4.1 (x) for additional requirements of residential parking spaces.

- As part of the separate exercise recommended in Section 2.1, campervan parking space requirements should be considered for relevant land uses.

2.4 Rule 14.2.4.1 (vi) Parking Area and Access Design

This rule specifies that all vehicle access design is to be undertaken in accordance with the standards contained in NZS4404:2004. This design standard has been updated since the publication of the District Plan, and has been superseded by NZS4404:2010. In addition, the CoP provides Council amendments to this standard. Therefore, it is considered that the CoP is more relevant to this Rule.

Review of this Rule indicated that although the key purpose of it is to provide specifications relating to accesses internal to subdivision, this purpose is currently not captured within this Rule. Therefore, it is considered that adopting the CoP requirements relating to this matter is appropriate. As the CoP provides extensive information relating to parking area and access design, it is recommended that the CoP is referenced within the Rule. However, we understand the CoP is currently in the process of being updated. Therefore, it is recommended that once this is complete, the updated CoP should be referenced within this rule.

The Rule currently specifies a specific formed width and a legal width for accesses serving 1 to 6 units and 7 to 12 units. This would mean that if an accessway is required to have a wider legal width, a resource consent would be needed. Therefore, to address this it is considered that this should be changed to 'minimum' legal width. Specifying a 'minimum' formed width will allow wider vehicle accesses which promote increased operating speeds and safety issues to be constructed. Therefore, no changes are considered necessary to the 'formed width' title.

Comparison of the Rule against the CoP indicated that the first table provided within the rule is inconsistent with the CoP as it requires more width for accesses serving 1 -3 units, less width for vehicle accesses serving 4- 6 units and less legal width for accesses serving 7 -12 units. However, the width requirements provided in this table is considered acceptable as the widths are sufficient to accommodate fire trucks (3.5 m), provides sufficient space for in-ground services and enables efficient land use. Therefore, the only recommended change to the table is to amend the formed width of accesses serving 7 to 12 units to 5.5 m – 5.7 m to align with the CoP.

The Rule currently restricts the width requirements to vehicular accesses serving residential and/ or visitor accommodation in High and Low Density Residential Zones. As these requirements should apply to shared vehicles accesses serving residential and/or visitor accommodation in all zones, it is recommended that this rule is amended to remove the zone restriction. In addition, the existing advise note should also be amended to state that in some zones (such as in High Density Residential and Rural where no density rule exists) where it may not be possible to determine the maximum capacity, the application will need to rely on the development being proposed in the resource consent application.

The current Rule also specifies that for formed accesses serving 1 – 6 units, passing bays are to be provided at intervals greater than 25 m and that the passing bays shall be at least 8 m long and 2.5 m wide. This does not align with the CoP which specifies that to allow vehicles to pass, accesses shall have a widening of not less than 5.5 m over a 15 m length and are provided at no more than 50 m spacing.

Recommendation:

- Replace all references to NZ4404:2004 found within this rule with '**QLDC Land Development and Subdivision Code of Practice (2017)**'.
- Amend the following section of the Rule 14.2.4.1 as shown
 - All vehicular access to fee simple title lots, cross lease, unit title or leased premises shall be in accordance with the standards contained in NZS4404:2004 **QLDC Land Development and Subdivision Code of Practice (2017)**, and*
 - Except all shared vehicular accesses serving residential and/or visitor accommodation units in the High and Low Density Residential Zones shall be in accordance with the out in NZS4404:2004 except for developments identified following:- table below:**

(a)

<i>The Greater of the Actual Number of Units Served or; the Potential Number of Units served by the Access as a Permitted or Controlled Activity</i>	FORMED WIDTH (m)	MINIMUM LEGAL WIDTH (m)
1 to 6	3.5	4
7 to 12	5 5.5 - 5.7	6

(b) Where the shared vehicle access adjoins a local distributor or higher road in the hierarchy, including a State Highway, it shall have a 5m formed width and a 6m legal width for a minimum length of 6m as measured from the legal road boundary.

(c) No private way or private vehicle access or shared access shall serve sites with a potential to accommodate more than 12 units on the site and adjoining sites.

(d) Private shared vehicle accesses shall have legally enforceable arrangements for maintenance put in place at the time they are created.

(e) **To allow vehicles to pass, formed access widths for 1 to 6 units shall have widening to not less than 5.5 m over a 15 m length at no more than 50 m spacing provide passing bays at intervals no greater than 25 metres (end of one passing bay to the beginning of the next). Passing bays shall be at least 8 metres long and at least 2.5 metres wide, plus any tapers desired.**

The access width rules provided above do not apply at the time of subdivision to developments authorised and implemented under existing and live resource consents at the time of adoption of these rules.

The access width rules provided above do not apply to existing private shared vehicle accessways for the purpose of controlling the number of units that may be built using the accessways, unless the total land served by the accessway could provide for more than 12 units.

*Note: Calculation of maximum developable capacity shall require, where necessary, creation of sections to serve as future accessway extensions to link to other sites beyond the immediate development. **In some zones where it may not be possible to determine the maximum capacity, the application will rely on the development being proposed in the resource consent application.***

2.5 Rule 14.2.4.1 (vii) Gradient of Car Parks

Rule 14.2.4.1 (vii) states that:

“Car parking area shall have a gradient of no more than 1 in 20 in any one direction.”

This differs from standard AS/NZS 2890.1:2004⁴ as it specifies a maximum gradient of 1 in 20 parallel to the angle of parking, whilst allowing a maximum gradient of 1 in 16 in any other direction. The Building Code⁵ states that handrails need to be provided for accessible ramps which are steeper than a gradient of 1 in 20. This suggests that a maximum gradient of 1 in 20 is considered appropriate for wheel chair users. Given this, it is recommended that the current rule which specifies a gradient of 1 in 20 is kept unchanged as this would ensure that car parks are generally designed to provide a comfortable gradient for wheel chair users.

⁴ AS/NZS 2890.1:2004, Section 2.4.6.1 Maximum Gradients, (a) & (b)

⁵ Compliance Document for New Zealand Building Code, Clause D1 Access Routes, Section 6.0.3 Accessible Stairways and Accessible Ramps

Recommendation:

- As recommended in GHD findings, retain the rule as is, allowing applicants to argue for a steeper car parking angle in accordance with NZS 2890.1:2004 on a case by case basis.

2.6 Rule 14.2.4.1 (viii) Car Spaces for People with Disabilities

Clause (a) of Rule 14.2.4.1 (viii) states that:

- a) *Car parking areas shall include spaces for people with disabilities provided at the rate of*
- 1 to 10 spaces: no requirement*
- 11 to 50 spaces: 1 disabled person's space*
- up to 100 spaces: 2 disabled persons' spaces*
- plus 1 more for every additional 50 spaces.*

This clause does not align with the Building Code or NZS 4121:2001 as the mobility parking requirements specified in these standards are higher than that of this Rule.

Based on AS/NZS 2890.1, the Building Code⁶ specifies one mobility parking space for up to 10 parking spaces, two mobility parking spaces for up to 100 parking spaces and one mobility parking space for every 50 additional parking spaces.

The NZS 4121:2001⁷ requires no less than one mobility parking space for 1 – 20 parking spaces, no less than two mobility parking spaces for 21 - 50 parking spaces and no less than 1 mobility parking space for every additional 50 parking spaces.

As identified in GHD's review findings, the level of mobility parking provision set out in these two industry standards increases the number of mobility parking spaces required, particularly within smaller car parks. Therefore, changing the District Plan Rules to align with these standards may potentially be controversial.

However, it is considered that this Rule needs to be changed to align with relevant industry standard and practice. Stantec therefore agrees with GHD recommendations to adopt the mobility parking requirements specified in the Building Code to align this Rule with the national best practice. As mobility parking provision will mostly relate to a new or an alteration to a building, aligning this Rule with the Building Code is considered sensible as any new application will need to comply with the Building Code at the consent stage. In addition, the wording of the current rule should be amended to ensure that the mobility parking requirement does not apply for residential parking areas.

AS/NZS 2890.1 requires the width of parking spaces located adjacent to obstructions such as columns or walls to be increased by 300 mm. As noted in the Building Code, this requirement also applies for mobility parking spaces. However, in addition to columns and walls, obstructions for mobility parking spaces would also include kerbs and gardens. Therefore, it is recommended that this requirement is added as a note into Table 1 of Appendix 7.

In addition, it is considered that this rule also needs to be prescriptive in terms of accessible routes from the car park to the buildings. The Building Code provides a number of requirements relating to accessible routes such as slip resistance, width, protection from falling, door locations and accessible ramp design. As the Building Code provides extensive information relating to accessible routes, it is recommended that the Rule is amended to specify that accessible routes are designed in accordance with the Building Code.

Recommendation:

- Amend Rule 14.2.4.1 (viii) to align with the Building Code:
 - a) **Non-residential** car parking areas shall include spaces for people with disabilities provided at the rate of

⁶ Compliance Document for New Zealand Building Code, Clause D1 Access Routes, Section 10.2 Modifications to AS 2890

⁷ NZS 4121:2001, Section 5.4, Table 1 – Number of car parks

~~1 to 10 spaces: no requirement~~ 1 disabled person's space

~~11 to 50 spaces: 1 disabled person's space~~

~~Up to 100 spaces:~~ 2 disabled persons' spaces
plus 1 more for every additional 50 spaces.

- b) Car parking for people with disabilities shall be located as close as practicable to the building entrance. The spaces should be on a level surface and be clearly signed.
- c) **Accessible routes shall be provided to give direct access from the car park to the building. Accessible routes to be designed in accordance with Compliance Document for New Zealand Building Code, Clause D1 Access Routes.**

2.7 Rule 14.2.4.1 (ix) Reverse Manoeuvring

There are no industry standards which are applicable to this rule, therefore a full review of it against industry standards and practice cannot be undertaken. However, to improve clarity and readability, some changes are recommended.

This Rule currently requires off-street manoeuvrability to be assessed using a 90th percentile car. While this previously aligned with NZTA requirements, it is no longer valid as the NZTA now refer to AS/NZS 2890.1 for geometric design of facilities for light vehicles.

The AS/NZS 2890.1:2004 which has increased the size of design vehicles based on a survey of vehicle fleets in Australia in 2000, recommends the use of a B85 vehicle for parking spaces, and parking aisles. It also recommends the use of a B99 vehicle for all locations where failure of a vehicle to physically fit into facilities (e.g. access driveways, ramps and circulation roads) results in delay or safety issues.

A B85 vehicle is defined in AS/NZS2890.1:2004 as a design vehicle whose physical dimensions represent the 85th percentile class of light vehicles on the road. A B99 vehicle is defined as a design vehicle whose physical dimensions represent the 99.8th percentile class of all light vehicles on the road.

To align this Rule with AS/NZS 2890.1:2004, all references to 90th percentile car should be replaced with a B85 vehicle and references should be made to a B99 vehicle for locations where failure to undertake reverse manoeuvring could cause safety or congestion issues.

This Rule currently requires the off-street manoeuvring spaces to be designed to ensure that a 90th percentile car is able to manoeuvre into and out of parking spaces within only one reverse manoeuvre. While this may be possible for most angled parking spaces, when entering/exiting parallel parking spaces more than one reverse manoeuvre may be required. Therefore, similar to the CCC District Plan⁸, this section of the rule should be amended to exempt parallel parking spaces from this requirement. In addition, as this Rule applies to all light vehicles including cars, it is recommended that to improve clarity the wording within the Rule should be changed from 'car' to a 'B85 vehicle'.

The current rule provides no restrictions relating to the on-site reversing distance. This means that in some instances where the current rule allows reverse manoeuvring (e.g – accessway serving nine parking spaces on a local road) reversing along a long, narrow and winding access will also be allowed. Reversing along a significant distance has the potential to create safety issues, particularly if no space is available for oncoming vehicles to pass or the accessway alignment restricts visibility for the driver. Therefore, it is considered this needs to be incorporated into the rule.

The latter part of this Rule provides incorrect references to previous clauses which relate to heavy vehicle manoeuvring and loading, and this needs to be updated. The current clauses provided within this rule are not considered to be subsets of the first paragraph. Therefore it is recommended the first paragraph is also provided as a clause. In addition, as discussed in Section 5, the reference to Arterial, Collector and Local Road needs to be amended based on the updated QLDC road hierarchy.

⁸ Christchurch City Council District Plan, Appendix 7.5.6 (a)

Recommendation:

- Amend Rule 14.2.4.1 (ix) as follows:
 - a) ~~Where off-street manoeuvring facilities are required, a 90th percentile car~~ **B85 vehicle, as defined in Appendix 7, shall be able to manoeuvre into and out of any required parking spaces with only one reverse manoeuvre, except for parallel parking spaces. The B99 vehicle, as defined in Appendix 7, shall be used at all locations where failure of a vehicle to be able to physically fit into the facility would occasion intolerable congestion and possible hazard. Such locations shall include all access driveways, ramps and circulation roadways.**
 - b) ~~(a)~~ Off-street manoeuvring shall be provided to ensure that no vehicle is required to reverse onto or off a State Highway or **arterial road**.
 - c) ~~(b)~~ Off-street manoeuvring shall be provided ~~to a 90th percentile car~~ **for a B85 vehicle** to ensure that no ~~car~~ **B85 vehicle** is required to reverse either onto or off any **collector road** where:
 - i. the frontage road speed limit is 80km/h or greater, or
 - ii. six or more parking spaces are to be serviced by a single accessway, or
 - iii. three or more residential units share a single accessway, or
 - iv. the activity is on a rear site
 - d) ~~(c)~~ Off-street manoeuvring shall be provided ~~to a 90th percentile car~~ **for a B85 vehicle** to ensure that no ~~car~~ **B85 vehicle** is required to reverse either onto or off any **local road** where:
 - i. ten or more parking spaces are to be serviced by a single accessway, or
 - ii. five or more residential units share a single accessway, or
 - iii. the activity is in a rear site

Note: refer to 14.2.4.1 # iv (b) and 14.2.4.1 # xiii (b) (iv) for reverse manoeuvring provisions for heavy vehicles and loading spaces. A list of Arterial and Collector roads and a definition of Local roads is contained in Appendix 6.
- Update the references to Arterial, Collector and Local Roads (highlighted in Red) as per the new QLDC road hierarchy.

2.8 Rule 14.2.4.1 (x) Residential Parking Spaces

The residential parking space dimensions specified in Clause (a) of this Rule do not align with the parking space dimensions provided in Table 1 of Appendix 7. However, it appears that the minimum internal widths specified in this Rule equate to the sum of the minimum stall width and the 300 mm clearance (as specified in Table 1) either side of the parking space. In this respect, the dimensions specified in this Rule are also consistent with AS/NZS 2890.1:2004. Therefore, to reduce confusion it is recommended that clause (a) of this is removed and *Rule 14.2.4.1 (v) Size of Parking Spaces* is amended to ensure that it refers to Appendix 7 for all parking space dimensions including residential parking spaces.

This Rule currently requires the manoeuvring area from the property boundary to the garage entrance to be designed to accommodate a 90th percentile car. Similar to the previous, to align this Rule with AS/NZS 2890.1:2004, all references to 90th percentile car should be replaced with a B85 vehicle. In addition, it is also recommended that Clause (b) is amended to ensure that garage lengths can accommodate a B99 design vehicle, by specifying a minimum garage length of 5.5 m. This equates to the length of the B99 vehicle (5.2 m) plus a clearance of 300 mm to ensure vehicles do not encroach onto footpaths or roads.

Recommendation:

- Amend Rule 14.2.4.1 (x) as follows:

(a) Any residential parking spaces for Class 1 and Class 2 users (see definitions in Appendix A7), required by this Plan shall have the following minimum internal dimensions:-

	WIDTH	DEPTH
Single	3.1m	5.5m
Double	5.6m	5.6m

Note: A row of three parking spaces would require a total width of 8.7m and not the minimum 7.5m width indicated by Table 1 in Appendix 7. A row of more than three parking spaces would use Table 1 widths for the intervening spaces between the two end parking spaces of 3.1m each. The last spaces at the end of each row shall be counted as single spaces to provide sufficient width to fully open vehicle doors in the end parking spaces.

- a) *(b) The minimum width of the entrance to a single garage shall be no less than 2.4m wide. **The minimum length of a garage should be 5.5 m.** The manoeuvring area from the property boundary to the garage entrance shall be designed to accommodate a 90 percentile car a **B85 design vehicle** as set out in Appendix 7.*
- b) *(c) Where two parking spaces are provided for on a site containing only a single residential or Visitor Accommodation unit, the two parking spaces may be provided in tandem.*

2.9 Rule 14.2.4.1 (xi) Queuing

Stantec agrees with TDG's findings which identified that the queuing space lengths provided in Table 2 of this Rule are broadly comparable to Table 3.3 of AS/NZS 2890.1:2004. However, it is important to note that the queuing spaces specified in this standard are only applicable for car parks with control points (e.g. boom gates), whilst the queuing space specified in the District Plan rule applies to all vehicles entering a parking or a loading area. Therefore, consistent with TDG findings, it is considered that the queuing spaces specified in this Rule are more applicable to accesses with control points. For accesses with no such devices, the queuing length provided by the District Plan rule may be greater than what is required in practice.

In addition to the queuing spaces, AS/NZS 2890.1:2004⁹ also outlines a number of other factors which affect the size of the queuing area. These include the traffic volume in surrounding streets, the number of parking spaces in the car park, anticipated peak entry/exit flow, rate of entry/exit at control points, parking accumulation and turnover and the freedom of movement beyond the control point. However, Stantec agrees with TDG in that the standard is not prescriptive in terms of how these factors can be used for determining the queue spacing.

This Rule also states that 'where the parking area has more than one access the required queuing space may be divided between the accesses'. However, it provides no further information relating to how this division should occur. The AS/NZS 2890.1:2004 recommends that queuing areas in a multiple entry car parks should be based on the expected volume of traffic served by each entry point.

Given the above, it is considered that the standard provides more information relating to queuing in areas where the current District Plan rule falls short. However, the standard is considered more restrictive than the current District Plan rule, as it requires a minimum queue length of 2 vehicles for even smaller car parks, whilst the current district plan only requires a minimum queue length of 1 vehicle. This would mean that as per the standard, even land uses such as residential areas with one parking space would require a queue space to cater for 2 vehicles. Therefore, it is considered the current Table 2 within this rule should remain unchanged. However, a note should be added to

⁹ AS/NZS 2890.1:2004, Section 3.4 Queuing Areas

this table stating that in certain circumstances reduced provision may be possible based on the other factors listed within Section 3.4.

Recommendation:

- Stantec agrees with TDG recommendations to amend Rule 14.2.4.1 (xi) as follows:

*On-site queuing space shall be provided for all vehicles entering a parking or loading area. The required queuing space length shall be in accordance with the Table 2 below, ~~except that where~~ **Where** the parking area has more than one access the required queuing space may be divided between the accesses **based on the expected traffic volume served at each access point**. Queuing space length shall be measured from the road boundary at the vehicle crossing to the nearest vehicle control point or point where conflict with vehicles already on the site may arise.*

Note: Table 2 represents typical queue space requirements for car parks. In certain circumstances reduced provision or a greater provision may be possible based on factors set out below:

- (i) Traffic volume in surrounding streets.**
- (ii) The number of parking spaces in the car park.**
- (iii) Anticipated peak entry/exit flow.**
- (iv) Rate of entry/exit at control points.**
- (v) Hourly parking accumulation and turnover.**
- (vi) Freedom of movement beyond the control point.**

Except:

This Rule shall not apply to vehicles entering a parking or loading area gaining access from Local Access Roads within Activity Area 1 of the Mount Cardrona Station Special Zone.

Table 2 - Queuing Space Lengths

NUMBER OF PARKING SPACES	MINIMUM QUEUING LENGTH
3 – 20	6m
21 – 50	12m
51 – 100	18m
101 – 150	24m
151 – or over	30m

- Stantec agrees with GHD recommendations to provide a new assessment matter as follows:

(u) whether a queuing space less than that required in Table 2 will serve the proposal safely and effectively, taking into account the factors set out within the note.

2.10 Rule 14.2.4.1 (xii) Set Down Areas

This Rule specifies that all educational and health facilities must provide an on-site manoeuvre area to allow vehicles to set down and pick up children or patients. However, it provides no further information as to the length/size of the manoeuvre areas required.

In addition, the latter part of this rule also notes that manoeuvre areas should be provided at these facilities to ensure that no vehicle is required to reverse onto or off the site. This effectively restricts reverse manoeuvring from these facilities completely, whilst Rule 14.2.4.1 (ix) only restricts reverse manoeuvring based on factors such as the classification of the road, speed limit of the road and the number of parking spaces. However, reverse manoeuvring at drop off/pick up parking spaces at these types of land uses has the potential to affect the safety of vulnerable pedestrians such as children, elderly, sick or disabled pedestrians. Therefore, it is considered that this section of the rule should remain unchanged and additional text should be added to ensure that reverse manoeuvring within the site is also restricted.

It is also considered that on-site manoeuvre areas or drop off/pick up spaces should be specified for land uses such as primary schools and childcare centres. However, no guidance relating to this is found in the industry standards. A review of District Plans of other Councils indicated that HCC currently specify drop off/pick up parking space requirement for large childcare centres and schools. As these drop off/pick up parking space requirements are considered appropriate, it is recommended that the drop off/pick up parking space requirements outlined in HCC District Plan are adopted in the District Plan and incorporated into Table 1.

Although set down areas at health care facilities could provide benefits in terms of managing traffic associated with these activities, this is currently not covered by any of the District Plans of other Councils. Therefore, it is recommended that set down area requirement for health care facilities is retained within this rule, and further investigation is undertaken with the use of TDB to identify relevant drop off/pick up spaces required for activities of this type. This can be undertaken as part of the exercise recommended in Section 2.1.

Recommendation:

- Add the following drop off/pick up parking space requirements to Table 1 of Rule 14.2.4.1 (xii):
Childcare facilities for six or more children: 1 drop-off/pick up car space per 5 children.
Primary and Intermediate schools: 1 drop-off/pick up space per 50 students and 1 bus space per 200 students where school bus services are provided.
Secondary schools: 1 drop-off/pick up space per 100 students and 1 bus space per 200 students where school bus services are provided.
- As part of the separate exercise recommended in Section 2.1, review TDB to identify relevant drop off/ pick up parking space requirements for healthcare facilities and add them into Table 1.
- Amend the rule as follows:
All educational and health facilities or activities must provide an on-site manoeuvre area to allow vehicles to drop-off/pick up children or patients as per Table 1. Such areas shall be provided to ensure that no vehicle is required to reverse either onto or off the site as well as within the site.

2.11 Rule 14.2.4.1 (xiii) Loading Areas

Stantec agrees with TDG's findings which identified that this Rule assumes that the type of land use determines the type of delivery vehicle used, as it currently specifies the minimum dimensions of loading spaces based on the activity which it caters for. As this may not hold true for all activities which require loading spaces, similar to AS 2890.2:2002¹⁰ specifying them based on the type of loading vehicle may be more appropriate.

However, Stantec also agree with GHD findings, that for new developments in particular, it would be difficult to assess the size of the delivery vehicle required at the time of the development. It will also be difficult to predict whether a change in vehicle type will be required in the future due to changes in activities within the development or transport operations. Given this, it is recommended that the District Plan continues to specify the minimum loading space dimensions based on the land use at the time of resource consent. However, it is recommended that a new Assessment Matter is added to ensure that loading spaces are designed to accommodate the largest vehicle servicing the development.

Austrroads Guidelines recommend that local roads are designed to accommodate a medium rigid vehicle. As activities such as retail premises, offices and warehouses will mostly be located on local roads or be accessed via local roads, it is expected that these activities will most likely be serviced by a vehicle of this size. Therefore, it is recommended that based on loading space dimensions provided

¹⁰ AS 2890.2:2002, Section 2.1 General

in AS 2890.2:2002¹¹, the length of a loading space servicing retail premises, offices, warehouse etc. should be changed from 8 m to 9 m to accommodate a medium rigid vehicle.

In terms of height clearance for loading vehicles, AS 2890.2:2002 specifies a clearance of 4.5 m. This is higher than the current height restrictions of 3.8 m and 2.6 m specified within this Rule. The dimensions outlined in NZ Transport Agency Vehicle Dimensions Fact Sheet¹² indicates that rigid vehicles have a maximum height of 4.3 m. Given that the loading vehicles servicing the first two activities are expected to be of this size, it is recommended that the height restriction specified by the Rule is changed to align with the standard. As the third activity type is only likely to be serviced by relatively smaller loading vehicles such as vans, the current height restriction of 2.6 m is considered appropriate

The changes recommended above would mean that this Rule will essentially specify the same loading space sizes for the first two activities and a smaller loading space for other activities which do not handle goods. Therefore, to improve clarity it is recommended that the table within Clause (b) is amended to only provide two activity types. As some activities which do not handle goods (e.g. preschools, dairy) will still require loading spaces, it is considered that the minimum loading space size for the third activity type in Clause (b) should be retained within this Rule. However, as it is considered that loading spaces are not required for residential and visitor accommodation, these activities should be excluded from the rule.

This Rule currently does not take into account the possibility of providing loading spaces which can be shared by several activities/developments located within close proximity. This will particularly be possible if the loading demand of some activities occur at different times to the other activities, allowing for many activities to share a single loading space. Therefore, it is recommended that providing for shared loading spaces should be incorporated into the Rule similar to that of WBoP District Plan Rules.

This rule currently exempts a number of streets within the Queenstown city centre from requiring on-site loading spaces. While this list of streets is considered appropriate, it is recommended that it should be reviewed to identify if it needs to include any additional streets which may not need loading space requirements due to urban design reasons.

In terms of heavy vehicle reverse manoeuvring, it is recommended that note (iv) of clause (b) is amended to be in line with the recommendations of Section 2.2 of this report. In addition, to maintain consistency with the table, it is recommended that Clause (b) (i) is amended to refer to the 'length' of a loading space rather than its 'depth'.

Recommendation:

- Amend the Clause (b) of Rule 14.2.4.1 (xiii) as follows:

b) *Every loading space shall be of the following dimensions:*

ACTIVITY	MINIMUM SIZE
<i>Transport depots or similar</i>	<i>9m length 3.5m wide 3.8m high</i>
<i>Retail premises, offices, warehouse, bulk stores, industries, service industries and similar</i> All activities (except for residential, visitor accommodation and the activities listed below)	8m length 9m length <i>3.5m wide 3.8m 4.5m high</i>
<i>Offices and activities of less than 1500m² floor area not handling goods and where on-street parking for occasional delivery is available.</i>	<i>6m length 3m wide 2.6m high</i>

¹¹ AS 2890.2:2002, Section 4.2 Dimensions of Service Bays

¹² <http://www.nzta.govt.nz/resources/factsheets/13>

Notwithstanding the above:

- (i) Where articulated trucks are used in connection with any site sufficient space not less than 20m in ~~depth~~ **length** shall be provided.
- (ii) Each loading space required by the Plan shall have unobstructed vehicular access to a road or service lane.
- (iii) Parking areas and loading areas may be served in whole or in part by a common manoeuvre area which shall remain unobstructed.
- (iv) ~~No vehicle is allowed to reverse manoeuvre into or out of a loading space from a State Highway, arterial road or collector road.~~ **Heavy vehicles are only required to carry out any reverse manoeuvring onto or from a road with a traffic volume of less than 500 veh/day and a speed limit of 50km/hr or less.**
- (v) **Whether each loading space required by the Plan shall be sufficient in size to accommodate the largest vehicle expected to service the activity**

Note: A heavy vehicle refers to a motor vehicle (other than a motorcar that is not used, kept, or available for the carriage of passengers for hire or reward) the gross laden weight of which exceeds 3,500 kg; but does not include a traction engine or vehicle designed solely or principally for the use of fire brigades in attendance at fires.

- Provide a new assessment matter within (iii) *Parking and Loading Provision* as follows:

(p) Whether it can be shown that joint provisions for loading can be provided for activities located on one site or several sites in an area.

2.12 Rule 14.2.4.1 (xiv) Surface of Parking and Loading Areas

As there are no industry standards which specify surfacing requirements of parking and loading areas, a full review of it against industry standards and practice cannot be undertaken. However, similar to TDG findings it was identified that Austroads Guidelines¹³ state that a sealed area of 10 m from the edge of the traffic lane is sufficient to ensure that debris does not enter the traffic lanes. Therefore, the current District Plan requirement of 6 m sealed distance is considered inadequate.

Stantec also agrees with the GHD findings that at times, sealing of these surfaces may be at odds with local heritage and character elements of certain areas such as Arrowtown. Therefore, agreeing with GHD, it is recommended that to manage such potential issues, a new assessment matter should be added to assess the suitability of any alternative surfaces in such areas.

Recommendation:

- Stantec agrees with TDG and GHD recommendation to amend Clause (b) of Rule 14.2.4.1 (xiv) as follows:
 - (b) ~~The first 6m~~ **10m** of such areas (as measured from the ~~road boundary~~ **edge of the traffic lane**) shall be formed and surfaced to ensure that material such as mud, stone chips or gravel is not carried onto any footpath, road or service lane.
- Add an assessment matter to allow for the suitability of alternative surfaces in areas such as Arrowtown to be assessed:
 - (n) Whether an alternative surface of parking and layout areas to that required by Rule 14.2.4.1 (xiv) may be suitable on sites due to local heritage and characteristics such as within the Residential Arrowtown Historic Management Zone.**

¹³ Austroads Guide to Road Design Part 4, Figure 7.2 Example of a layout of a rural property access

2.13 Rule 14.2.4.1 (xvi) Landscaping and/or other obstructions

As there are no industry standards which specify the extent of landscaping within a car park, a full review of it against industry standards and practice cannot be undertaken. However, Stantec agrees with TDG findings relating to AS/NZS 2890.1:2004¹⁴ which identified that this standard recommends that when providing trees and shrubs in car parks, safety aspects such as sight distances of pedestrians and vehicles should not be compromised. Therefore, it is recommended that a new clause is added to this rule to ensure specific consideration is given to the effect of landscaping on road users and safety, particularly for pedestrians.

Recommendation:

- Add a new clause to Rule 14.2.4.1 (xvi):
 - (d) ***Landscaping and/or other obstructions shall not restrict the visibility of motorists leaving a site or create an unsafe environment for persons using the car park or adjacent footpath.***

2.14 Rule 14.2.4.1 (xvii) Illumination

This Rule currently requires all non-residential parking and loading areas which accommodate 5 or more vehicles and are used at night to be illuminated to a minimum lighting level of 3 lux with high uniformity. AS/NZS 2890.1:2004¹⁵ requires the minimum lighting levels for open air (including roof-top) car parks to be provided in accordance with AS/NZS 1158.3.1.

The District Plan Rule provides no clarification relating to the meaning of ‘high uniformity’ and a method of measuring this. Although AS/NZS 1158.3.1 provides specific requirements including uniformity, it is recommended that this Rule should reference the recently updated QLDC lighting standard as it provides technical specifications relating to lighting design based on AS/NZS 1158.3.1.

In addition, the reason for illumination of parking and loading areas which only accommodate five or more vehicles is unclear. To ensure that all non-residential parking and loading areas which are used at night are well lit regardless of the number of vehicles it accommodates, it is recommended that the rule is amended remove the section ‘*which accommodate 5 or more vehicles*’.

Recommendation:

- Amend the rule as follows:
 - All parking and loading areas, excluding those for residential use ~~which are designed to accommodate 5 or more vehicles and which are used at night, shall be illuminated to a minimum maintained level of 3 lux, with high uniformity, during hours of operation.~~ shall be designed as per Queenstown Lakes District Council Southern Light Part One - A Lighting Strategy (March 2017) and Queenstown Lakes District Council Southern Light Part Two – Technical Specifications (March 2017).*

¹⁴ AS/NZS 2890.1:2004, Section 4.8 Landscaping

¹⁵ AS/NZS 2890.1:2004, Section 4.7 Lighting

3 Transport Rule 14.2.4.2 Access

The following sections present each of the existing transport rules within section 14.2.4.2 Access and confirm whether the current rule is considered appropriate or if modification should be considered. Where modification is recommended the potential wording is presented with supporting rationale. The potential wording is shown in ***bold italics*** with the current rule wording amended with strikethrough (~~strikethrough~~) where required.

It is noted that the purpose of the recommended wording is to convey the general intent of the rule and is not considered to be final. It is expected that some re-drafting will be undertaken by a planner prior to notification in order to ensure that the recommended changes to the rules are clear, vires and provides sufficient certainty.

3.1 Rule 14.2.4.2 (i) Length of Vehicle Crossings

The NZ Transport Agency Planning Policy Manual (PPM) and the Road & Traffic Standards 6 (RTS 06) standards are considered to be relevant to this Rule as these documents provide information relating to maximum driveway widths / lengths.

Based on Ministry of Transport and Transit New Zealand (now NZTA) publications, RTS 06¹⁶ recommends a maximum driveway width of 9 m for two way traffic operation. It also recommends a maximum width of 6 m and 3.5 m for one way traffic operation where activities attract high volume of traffic and low volume of traffic respectively. The PPM recommends a vehicle crossing width of 3.5 m – 6 m in low volume (less than 30 veh/day) accessways.

Clause (a) of this rule states that the lengths specified are measured at the property boundary. This, indicates that this Rule essentially provides the width of vehicle crossings (excluding flares), although it refers to these dimensions as 'lengths'.

These widths broadly align with both standards discussed above. However, it is noted that a maximum crossing width of 9 m may not be sufficient for accessways which service land uses such as cool stores or which cater for coaches. It is considered such cases are an anomaly and can be dealt with through the resource consent process.

This rule currently provides no information relating to vehicle crossing flares or the vehicle crossing width at the kerb. However, this information can be found within the diagrams provided in the current CoP¹⁷ as they specify a width of 3.5 m at the kerb for residential vehicle crossings and a minimum width of 7 m at the kerb for commercial/ industrial crossings. The vehicle crossing widths at the property boundary specified in the CoP diagrams are identical to that of this Rule.

Although these CoP diagrams are relevant to this Rule, the 3.5 m width specified for residential vehicle crossings is considered inadequate particularly for residential vehicle crossings which are wider than 3 m at the property boundary. As per the diagram, for a vehicle crossing with a width of 3 m at the boundary, the width at the kerb is required to be 500 mm wider. This appears to only apply for vehicle crossing in non-rural zones, as Diagram 2, 3 and 4 in Appendix 7 provide radius at which the rural crossings need to be designed at the kerb. It is recommended that this vehicle crossing width at the kerb is increased from 500 mm to 1 m and this is included in the district plan rule. In addition, a new rule should be added to ensure that vehicle crossings are located as such that at least 500 mm offset is provided from the side property boundary and/or adjoining crossing on the same or adjacent lots. This will ensure that sufficient space for pedestrians is provided between crossings.

Given the above, it is recommended that the CoP diagrams are updated to reflect the proposed changes to the vehicle crossing width at the kerb and included within Appendix 7. As we understand the CoP is currently being updated, the recommended changes to the CoP diagrams can be undertaken as part of this process. In addition, a new assessment matter is provided to ensure that vehicle swept paths are provided to demonstrate that the proposed vehicle crossing access can

¹⁶ RTS 06, Section 4.3 Driveway Width

¹⁷ QLDC Land Development and Subdivision Code of Practice (2015), Appendix F – Vehicle Crossings

accommodate the expected vehicles. This will also ensure that vehicle crossings are not designed to be unnecessarily wide.

It is considered that referring to the 'width' of the vehicle crossing as the 'length' may be confusing to the reader. Therefore, to improve clarity it is recommended that the Rule title is changed to 'Width of Vehicle Crossings'. It is also recommended that Clause (b) is removed from the Rule as it contradicts Clause (a).

Recommendation:

- Amend the Rule as follows:
 - i ~~Length~~ **Width of Vehicle Crossings**
 - a) ~~The following crossing lengths~~ **widths shall apply as measured at the property boundary:**

LAND USE	LENGTH WIDTH OF CROSSING AT THE PROPERTY BOUNDARY (m)	
	Minimum	Maximum
Residential	3.0	6.0
Other	4.0	9.0
 - ~~b) The length of culverts and crossings shall be the actual length of channel covers or the length of the fully dropped curb.~~
 - c) **For all vehicle crossings in a non-rural zone, the width of the vehicle crossings at the kerb is to be 1 m wider than the width at the boundary.**
 - d) **All vehicle crossings to be located a minimum 500 mm from side property boundaries and/or adjoining crossings on the same or adjacent lots.**
 - Provide new assessment matter within (v) Access as follows:
 - (u) **Whether the vehicle crossing can accommodate the expected vehicles at the site is demonstrated by providing swept paths for appropriate vehicles.**

3.2 Rule 14.2.4.2 (ii) Design of Vehicle Crossings

This Rule currently allows for a vehicle access to cross the property boundary at an angle of 90 degrees plus or minus 15 degrees and a vehicle crossing to intersect the carriageway at an angle of between 45 and 90 degrees. As per industry practice, to maximise visibility and safety, vehicle crossings are generally provided as perpendicular as possible to the carriageway. Therefore, it is recommended the angles referred to in Clauses (a) and (b) are swapped.

As discussed in Section 3.1, two new diagrams of non-rural residential and commercial vehicles crossings are added to Appendix 7, it is considered that these new diagrams also need to be referenced within this rule. In addition, the Transit New Zealand standards referred to in Clause (d) need to be updated with the PPM, as this specifies¹⁸ that accessways are required to be sealed up to the property boundary.

Recommendation:

- Amend Rule 14.2.4.2 (ii) as follows:
 - ~~Vehicle crossings providing access to a road in a Rural Zone shall comply with the standards in Appendix 7 (Diagram 2, 3 or 4~~ **in Appendix 7 depending on the activity served by the access).**
 - ~~For all other accesses the design of the vehicle crossing shall comply with Diagram 5 or 6 in Appendix 7, and shall be such that:~~
 - (a) ~~the access crosses the property boundary at an angle of 90 degrees plus or minus 15 degrees~~ **between 45 degrees and 90 degrees;**

¹⁸ PPM, Appendix 5A, App5A.2, Accessway Standard

- (b) *the vehicle crossing intersects with the carriageway at an angle of ~~between 45 degree and 90 degrees~~ **90 degrees plus or minus 15 degrees**;*
- (c) *roading drainage shall be continuous across the length of the crossing;*
- (d) *all vehicular accessways adjacent to State Highways shall be sealed from the ~~State Highway boundary to the edge of carriageway~~ **to the property boundary** in accordance with ~~Transit New Zealand's standards~~ **NZTA Planning Policy Manual (2007)**.*

3.3 Rule 14.2.4.2 (iii) Maximum Gradient for Vehicle Access

AS/NZS 2890.1:2004 is considered to be the most relevant standard to this Rule, as it provides information relating to design of access driveways.

The standard specifies a maximum gradient for different types of accesses such as domestic driveways, access driveways, as well as ramps (straight and circular) within parking buildings. In addition, it provides gradients for vehicular control points, queuing area, across footpaths and near property boundary separately.

Stantec agrees with GHD's findings in that the District Plan Rule only broadly specifies the maximum gradients for vehicle accesses and provides no distinction between public and domestic driveways. Residential driveways are usually used by drivers who are familiar with its geometry, and public vehicle accesses are used frequently by drivers who may not be familiar with the geometry. Therefore, in line with GHD's findings, it is considered that as the driver expectations of these two types of accesses are different, a blanket standard for both types of driveways may not always be appropriate.

Stantec also agrees with GHD's findings in that this Rule provides no information relating to gradients at curved ramps and provides no gradient restrictions at key areas such as vehicular control points, queuing area, across footpaths and near property boundary separately.

However, adopting these extensive gradient requirements of the standard within the District Plan rules may result in a complex assessment process. Given that the current vehicle access gradients specified within this rule are considered appropriate for most situations, and no issues relating to these gradients were noted by the Council during consent application stage, it is considered the current rule should remain unchanged.

In addition, it is considered that clause (c) of this rule should be amended to state that vehicle break over angles need to be measured at any location along the vehicle crossing.

Recommendation:

- Amend the Rule as follows:
 - a) *The maximum gradient for any private way used for vehicle access shall be 1 in 6.*
 - b) *In residential zones where a private way serves no more than 2 residential units the maximum gradient may be increased to 1 in 5 provided:*
 - (i) *The average gradient over the full length of the private way does not exceed 1 in 6; and*
 - (ii) *The maximum gradient is no more than 1 in 6 within 6m of the road boundary; and*
 - (iii) *The private way is sealed with non-slip surfacing.*
 - (c) *Vehicle break-over angles shown in Appendix 7 shall not be exceeded. **The vehicle break-over angle is measured at any location along the vehicle crossing.***

For the purpose of this rule gradient (maximum and average) shall be measured on the centreline of the access.

3.4 Rule 14.2.4.2 (iv) Minimum Sight Distances from Vehicle Access

The minimum sight distances provided in Table 3 of this Rule are consistent with District Plans of other Councils, PPM and RTS 06 as they are all specified based on speed. However, the concept of legal speed limit and the operating speed (or 85th percentile speed) is approached differently in these documents.

The PPM assumes the 85th percentile speed to be 10km/h higher than the legal limit unless measured onsite and Western Bay of Plenty has also followed this approach. RTS 06 provides sight distances based on operating speed which is specified as the measured 85th percentile speed or speed limit plus 15%. The NZS4404:2010 uses target operating speed, and recommends sight distances are determined from NZTA or Austroads Guides. Austroads Part 4A uses the 85th percentile operating speed concept for existing roads and design speed for new roads.

The target speed in NZS4404:2010, design speed in Austroads and the operating speed in RTS 06 and PPM do not have the same definition. Therefore, it is recommended that the RTS approach is adopted, as it only uses operating speed which can either be measured or assumed. However, for new developments on proposed roads the sight distance requirements may be potentially greater than a development on an existing road where the 85th percentile speed can be measured.

The current District Plan rule specifies sight distances for different activity types (residential and other activities), whilst the standards do not differentiate the sight distance between activity types. However RTS 06 differentiates the sight distances between low volume (up to 200 vpd) and high volume (over 200 vpd) driveways as well as different road frontages (local, collector and arterial). In addition, it also provides sight distances for a lower operating speed of 40 km/hr.

The sight distances of 'residential activities' broadly align with the sight distances provided within RTS 06 for accessways on local road, whilst most sight distances of 'other activities' are identical to the sight distances specified in RTS06 for accessways on arterial roads. However, a few sight distances of 'other activities' were identified to be lower than that the corresponding RTS sight distances.

Given the above, it is recommended that the current sight distances of 'other activities' provided in Table 2 that are lower than the corresponding RTS 06 sight distances are amended to be in line with RTS 06. In addition, sight distances for the lowest operating speed of 40km/hr is also added to the table. In addition, it is recommended that similar to RTS 06 a note is added to the table to state that where speed survey data is unavailable the operating speed is calculated as the speed limit plus 15%.

Recommendation:

- Amend Table 3 of Rule 14.2.4.2 (iv) as follows:

OPERATING SPEED LIMIT (km/hr)	SIGHT DISTANCE (m)	
	<i>Residential Activity</i>	<i>Other Activities</i>
40	30	70
50	45	80 90
60	65	105 115
70	85	140
80	115	175
90	140	210
100	170	250
110	210	290
120	250	330

Note: Operating Speed = 85th percentile speed on frontage road. This can be taken as the speed limit plus 15% if survey data is not available.

3.5 Rule 14.2.4.2 (v) Maximum Number of Vehicle Crossings

As there are no industry standards which specify the maximum number of vehicle crossings allowed for a property, a full review of it against industry standards and practice cannot be undertaken. However, it is noted that Table 4 is comparable to the CCC District Plan rules¹⁹ which also specify the maximum number of vehicle crossings based on similar frontage lengths and type of road frontage. Given this, it is recommended that Table 4 is retained within the District Plan to ensure that the impact of vehicle crossings on the adjacent network is minimised.

It is noted that a vehicle crossing provides a potential vehicle conflict point regardless of which side on the road it is located on. Therefore, in high speed environments, the impact of vehicle crossings on the opposite side of the road should also be taken into account. This can be done as a site specific assessment where applicable.

In addition, as discussed in Section 5, the reference to Arterial, Collector and Local Road needs to be amended based on the updated QLDC road hierarchy.

Recommendation:

- No changes are recommended to Table 4.
- Update the references to Arterial, Collector and Local Roads in Table 4 of Rule 14.2.4.2 (v) as per the new QLDC road hierarchy.

3.6 Rule 14.2.4.2 (vi) Distances of Vehicle Crossings from Intersections

The PPM and the RTS 06 standards are considered to be relevant to this Rule as these documents specify standard distances between vehicle crossings and intersections.

Based on Ministry of Transport and Transit New Zealand (now NZTA) publications, RTS 06²⁰ specifies appropriate distances required between vehicle crossings and intersections for land uses such as service stations, rural selling place as well as rural and urban environments.

The PPM²¹ specifies minimum access way separation from intersections for vehicle crossings located on state highways or on local roads which intersect with state highways. These distances are specified according to the posted and 85th percentile speed limits of the road at which the vehicle crossing is located, with speed limits ranging from 50km/hr to 100km/hr.

The accessway spacing recommended in the Rule is broadly comparable with the spacing specified in the PPM. However, it is unclear whether the spacing in the Rule and the standards take into account the intersections located on the opposite side of the road to the vehicle crossing. As an intersection provides a vehicle conflict point regardless of which side on the road it is located on, it is recommended that the accessway spacing requirement take this into account. The CCC District Plan²² clarifies this using a diagram which shows that the minimum spacing requirement needs to be met between vehicle crossings and intersections on both sides of the road. Therefore, it is considered that including this CCC District Plan diagram within Appendix 7 may provide further clarification to this Rule.

Following a comparison against District Plans of other councils, it is recommended that the speed limit thresholds of the two tables are changed to 'less than 70km/hr' and 'equal to or greater than 70km/hr'. The 70km/h split is consistent with the increase in minimum spacing recommended in the PPM. The current 100km/h split is not considered logical, as one table applies to 100km/h zones only. The proposed split is consistent with speed limits in semi-rural / rural and urban areas, with the larger spacing required in semi-rural / rural environments. A consequence of the change is some existing sites in areas with a speed limit of 70km/h or higher may not have long enough property

¹⁹ CCC District Plan, Appendix 7.5.11, Table 7.5.11.2 & 7.5.11.3

²⁰ RTS 06, Section 4.2 Distance from intersections and between driveways

²¹ PPM, Appendix 5B, Table App5B/3 – Guidelines for minimum accessway spacing

²² CCC District Plan, Figure 7.14b

boundaries to achieve a compliant access. This will not affect existing properties, but may alter the required section layout in new subdivisions.

In addition, as discussed in Section 5, the reference to Arterial, Collector and Local Road needs to be amended based on the updated QLDC road hierarchy.

Recommendation:

- Reduce the distances as noted below. The changes provide consistency with other District Plans and the NZTA PPM:
 1. Collector / Arterial – reduce distance from 35m to 30m
 2. Collector / Arterial – reduce distance from 75m to 60m

- Based on the above recommendations, amend the two tables as shown below:

No part of any vehicle crossing shall be located closer to the intersection of any roads than the distances permitted in Table 5 below and as shown in Diagram 7 in Appendix 7.

Table 5 - Minimum Distance of Vehicle Crossings from Intersections

Roads with a speed limit of less than 100 km/h – 70km/hr

FRONTAGE	INTERSECTING ROAD		
	Arterial	Collector	Local
Arterial	40	40	40
Collector	35 30	30	30
Local	25	25	25

Roads with a speed limit equal to or greater than 100 km/h – 70km/hr

FRONTAGE	INTERSECTING ROAD		
	Arterial	Collector	Local
Arterial	100	100	100
Collector	75 60	60	60
Local	50	50	50

- To provide further clarification to this Rule, adopt Figure 7.14b from CCC District Plan and provide this within Appendix 7.
- Update the references to Arterial, Collector and Local Roads (highlighted in Red) as per the new QLDC road hierarchy.

3.7 Rule 14.2.4.2 (vii) Service Stations

RTS 13 is considered to be the most relevant standard to this Rule, as it provides guidelines for service stations. The District Plan Rule is considered to be generally consistent with this standard, with the exception of a few differences. These differences include the width of one-way service station driveways, the pump location with respect to the road boundary and the minimum vehicle path width through the station forecourt.

This Rule specifies the width of any one-way driveways into a service station to be between 4.5 m and 6.0m while RTS 13 specifies a slightly smaller range of 3.5 m – 5.0 m. The RTS 13 specifies that pumps should not be to be located within 7 m of any point of the driveway, whilst the District Plan Rule requires the pumps to be located a minimum distance of 12 m from the midpoint of a driveway. In addition, the Rule specifies a minimum path width of 4.5 m through the service station forecourt for vehicles, whilst RTS 13 specifies a turn radius of 4.5 m for a path width of 4.5 m. RTS 13 also specifies a minimum path width of 3.5 m for turns of 7.5 m or greater inside radii.

Given most of this Rule aligns with the standards, it is recommended that the Rule is amended to include the turn radii specifications provided in RTS 13.

Recommendation:

- Amend Clause (f) of this Rule as follows:
 - (f) *A minimum path width of 4.5m and a minimum inside turning radius of more than 7.5 m shall be provided for vehicles through the service station forecourt, except that for pumps which are not proposed to be used by heavy vehicles, a minimum path width of 3.5 m may be provided.*

3.8 Rule 14.2.4.2 (viii) Minimum Distance Between Vehicle Crossing onto State Highways

This Rule requires a vehicle crossing spacing of 200 m between any two vehicle crossings located on state highways in areas zoned as Rural General, Rural Lifestyle, Rural Residential, Gibbston Character, Ski-Area Subzone and Resort. As this accessway spacing is based on the zoning of the adjacent land, it gives no consideration to the legal speed limit and speed environment of the state highway.

The PPM²³ specifies minimum accessway spacing on state highways based on the posted and 85th percentile speed limits of the state highway with speed limits ranging from 50km/hr to 100 km/hr. As ultimately NZTA will be required to provide approval for an access onto the state highway, it is recommended that the PPM is used as the guiding document in determining the required minimum spacing.

Recommendation:

- Amend the Rule as follows:
 - The minimum distance between any two vehicle crossings (regardless of the side of the road on which they are located), either single or combined onto any State Highway situated in ~~those areas zoned Rural General, Rural Lifestyle, Rural Residential, Gibbston Character, Ski-Area Sub-zone and Resort on the planning maps attached to this plan,~~ shall be 200 m. **all zones shall be:***
 - (i) 40 metres where the posted speed is 70 km/h or lower*
 - (ii) 100 metres where the posted speed is 80 km/h*
 - (iii) 200 metres where the posted speed is 100 km/h*

²³ PPM, Appendix 5B, Table App5B/3 – Guidelines for minimum accessway spacing

4 Appendix 7

4.1 Table 1: Car Parking Layout

The parking space dimensions specified within this table were compared with the parking space requirements outlined within AS/NZS 2890.1:2004. This indicated that the user classes of these two documents are defined somewhat differently with the District Plan only specifying three user classes whilst the standard currently provides six user classes. The District Plan user classes include long term parking (Class 1), short to medium term parking (Class 2) and disabled parking. The user classes in the standard are defined in terms of the number of vehicle doors which require opening. User Class 1 and 1A are for when only the front door is required to be opened whilst User Class 2, 3 & 3A for when full opening of all doors are required. User Class 4 is disabled parking.

Stantec agrees with GHD review comments in that the comparison of these documents indicated that District Plan Class 1 is comparable to the User Class 2 of the standard as they provide similar combined aisle and car park lengths for these classes of parking spaces. Similarly, District Plan Class 2 is comparable to User Class 3A of the standard as these also provide similar combined aisle and car park lengths. However, in terms of parking space dimensions and the aisle widths, the standard allows slightly narrower stall widths (2.1 m) and aisle widths than the District Plan.

The District Plan requires the stall widths to be increased by 300 mm where there are obstructions such as walls. This is similar to the blind aisle specification provided in the standard which also requires the stall width to be increased by 300 mm when situated at the end of the aisle. However, it also requires an additional 700 mm is provided between the parking space and the wall. Therefore, it is recommended a new note is added to Table 1 to specify a 1m blind aisle provision.

The disabled parking specifications provided in Table 1 were compared against NZS 4121:2001 as this standard provides information on designing for access and mobility. This standard specifies a minimum stall length of 5 m, stall width of 3.5 m and for 90 degree disabled parking spaces. The District Plan disabled parking dimensions are in line with this.

Similar to the QLDC District Plan, the CCC District Plan also provides specific dimensions for parking spaces based on the parking space angle and different user classes. However, it also allows for the NZ building code and AS/NZ 2890.1:2004 to be used as design guidance as this is clearly stated in the CCC District Plan.

As AS/NZ 2890.1:2004 provides extensive requirements relating to parking space dimensions, updating the dimensions in Table 1 with the dimensions provided in Figure 2.2 of the standard may not be sufficient. In addition, adopting the AS/NZ 2890.1:2004 parking requirements will mean that the District Plan will allow narrow parking spaces which may not be appropriate for some land uses/activities. Although the QLDC District Plan specifies stricter parking space dimensions than that of the AS/NZ 2890.1:2004, the current dimensions provided in Table 1 are considered acceptable. Given this, it is recommended that similar to CCC District Plan, an advisory note is added to the table to state that AS/NZ 2890.1:2004 can be used for design guidance for parking areas in buildings. This will mean that QLDC can ensure that narrow parking spaces in AS/NZ 2890.1:2004 are only allowed at locations where practical.

In addition, as per Section 2.6 and Section 2.8 discussed above, it is recommended that an additional note is provided in the table to refer to residential parking spaces and mobility parking spaces.

Recommendation:

- Add the following notes to Table 1 of Appendix 7:

Stall widths shall be increased by 0.300m where they abut obstructions such as columns or walls. For mobility parking spaces obstructions would include a kerb and garden.

At blind aisles, the aisle shall be extended a minimum of 1 m beyond the last parking space.

Advisory note: Narrower parking spaces may be acceptable for parking areas in buildings where they are designed in accordance with the Australian/New Zealand Standard Offstreet Parking, Part 1: Car Parking Facilities, AS/NZS 2890.1:2004, and any subsequent amendments.

4.2 Table 2: Heavy Vehicle Parking Layout

The heavy vehicle parking space dimensions specified within this table were compared with the parking space requirements outlined within AS 2890.2:2002. This table currently provides stall depths and aisle widths for each heavy vehicle type based on parking angles ranging from 30 – 90 degrees. However, it provides no stall width requirements. AS 2890.2:2002²⁴ specifies a minimum stall width of 3.5 m for all heavy vehicle parking spaces, and provides stall lengths based on each vehicle class.

Although the stall lengths specified in the District Plan for rigid trucks and semi-trailers are similar to that of the standard, it is recommended that the minimum stall width of 3.5 m specified in the standard is adopted, which is stricter than the current District Plan Rule. As no information relating to parking space dimensions of coach and bus parking is found in relevant industry standards, it is considered that a 3.5 m width should also be applied to these vehicle types.’

It is noted that although this table provides parking dimensions for a number of different vehicles such as rigid trucks, semi-trailer, b-train, midi-bus and tour coach, the District Plan currently contains no rules which specifically require parking provisions for most of these vehicles. This would mean that the enforcement of these parking space dimensions may not be a possibility.

Recommendation:

- Add the following notes below the table:
 - a) **All heavy vehicle spaces shall have a minimum stall width of 3.5 m.**

4.3 1. Car Space Layouts (refer tables 1 and 2)

As the existing *1.Car Space Layouts* diagram provides a concise pictorial depiction of key dimensions and descriptions presented in *Table 1* and *Table 2*, no changes are required to this diagram.

4.4 2. Bicycle Layouts (refer tables 1 and 2)

The title of this figure currently refers to Table 1 and Table 2. However, as these tables provide no dimensions relating to bicycle parking, the reference to these tables should be removed from the title.

As a greater separation between bicycles improves ease of use and reduces the likelihood of damage to adjacent bicycles, it is recommended that the diagram is modified to increase the separation between bicycles from 500mm to 650mm. This is identical to the TCC and CCC District Plans, and only 50mm wider than the AS/NZ 2890.3²⁵.

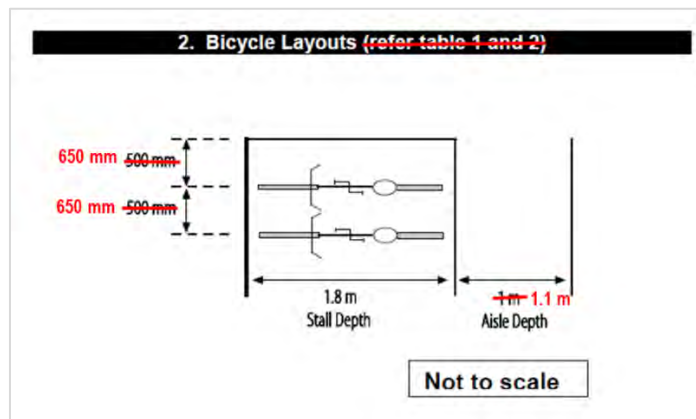
In addition, it is recommended that the aisle width is increased from 1.0m to 1.1m to align with the TCC and CCC District Plans. It is noted that this is less than the 1.5 m aisle width recommend for 90 degree parking in AS/NZ 2890.3. However, the proposed reduction in aisle width is considered appropriate due to the bicycle separation width being larger and the stall depth being 1.8m instead of 1.7m.

Recommendation:

- Amend the diagram to incorporate the changes shown in red follows:

²⁴ AS 2890.2:2002, *Section 4.2 Dimensions of Service Bays*

²⁵ AS/NZ 2890.3 *Parking Facilities – Bicycle Parking Facilities*



4.5 (Part 1) Vehicle Swept Path Design – (refer tables 1 and 2)

As discussed in Section 2.7 above, it was recommended that the 90th percentile design vehicle currently specified in the District Plan Rules is replaced with the B99 and B85 design vehicles from AS/NZS 2890.1. Therefore, to reflect this, the first diagram provided within this section should also be replaced with B99 and B85 design vehicles.

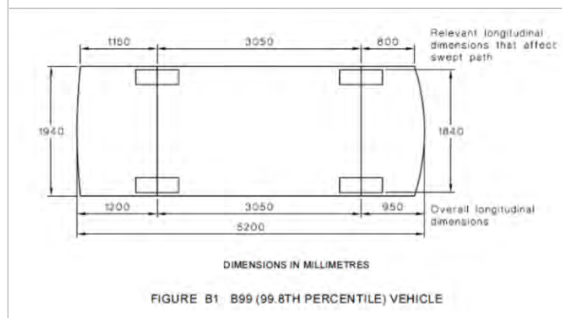
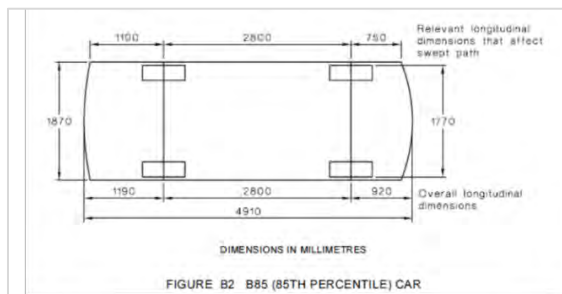
In terms of ground clearance, this diagram currently recommends a design clearance of 185 mm whilst, AS/NZS 2890.1:2004 recommends a lower design clearance of 120mm. A consequence of the higher clearance specified in the District Plan is that vehicles which are road legal may 'bottom out' in some circumstances.

In addition, the AS/NZS 2890.1:2004 specifies approach and departure angles of 10 degrees whilst the District Plan recommends an approach angle of 24 degrees and a departure angle of 17 degrees. As B99 and B85 vehicles have longer overhangs than the current District Plan vehicle, this combined with the reduced approach and departure angles will mean that the design of access ways will need to be flatter with larger transition curves used. The reduction in approach angle reduces the clearance from 370mm to 162mm and the departure angle reduces the clearance from 345mm to 210mm.

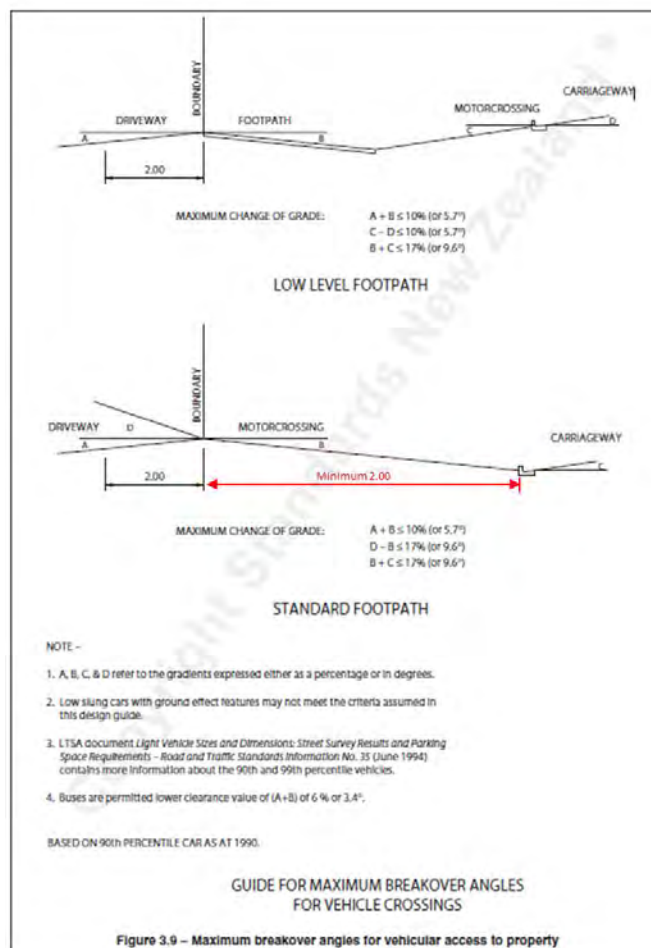
It is considered that that the Figure 3.9 from NZS4404:2004 provides a clear depiction of maximum breakover angles for a vehicle crossing. However this diagram is based on a 90th percentile car, whilst the design vehicles of the District Plan are B85 and B99 cars. Therefore, a check was undertaken to identify whether the breakover angles proposed in this diagram are able to accommodate the District Plan design vehicles. This indicated that a vehicle crossing across a standard footpath, a minimum distance of 2 m need to be provided between the property boundary and the carriageway. Therefore, it is recommended that the ground clearance angles presented within the NZS4404:2004 are adopted including the 2 m restriction discussed above.

Recommendation:

- Replace the current diagrams with the B99 and B85 design vehicles from AS/NZS 2890.1.



- Replace the current ground clearance diagram with Figure 3.9 from NZA 4404:2004 with the changes shown in red.

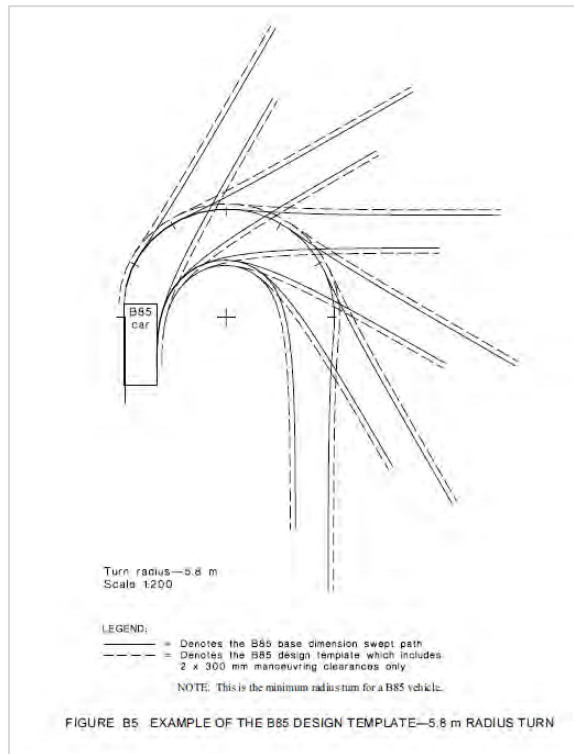


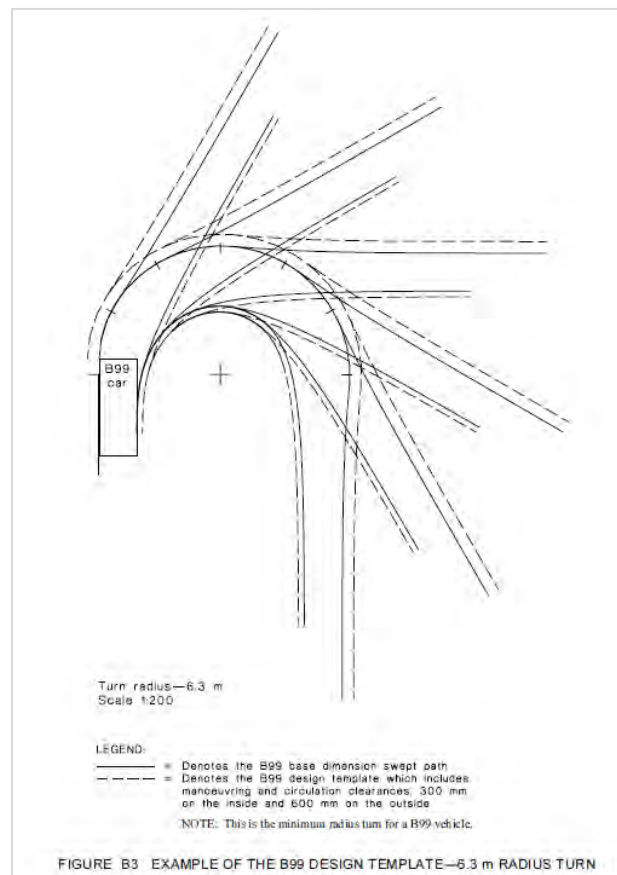
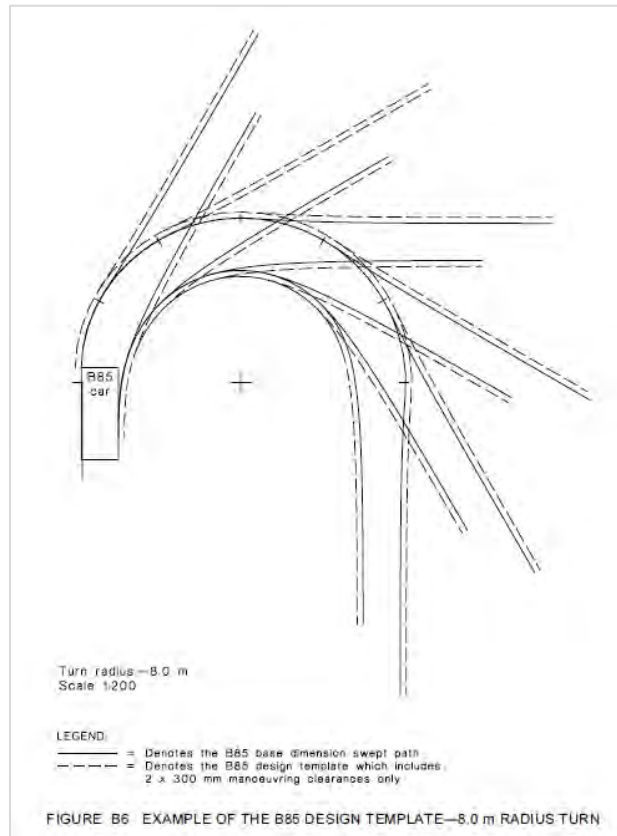
4.6 Vehicle Swept Path Design – Part 2

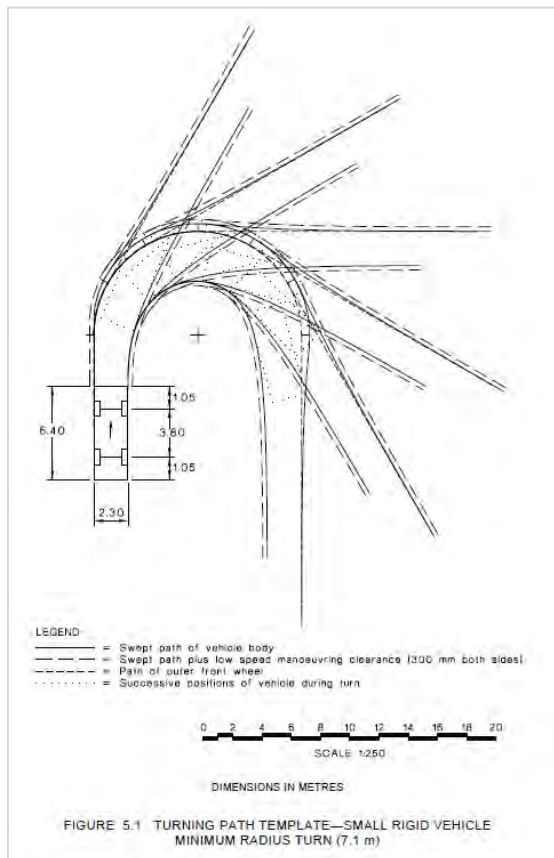
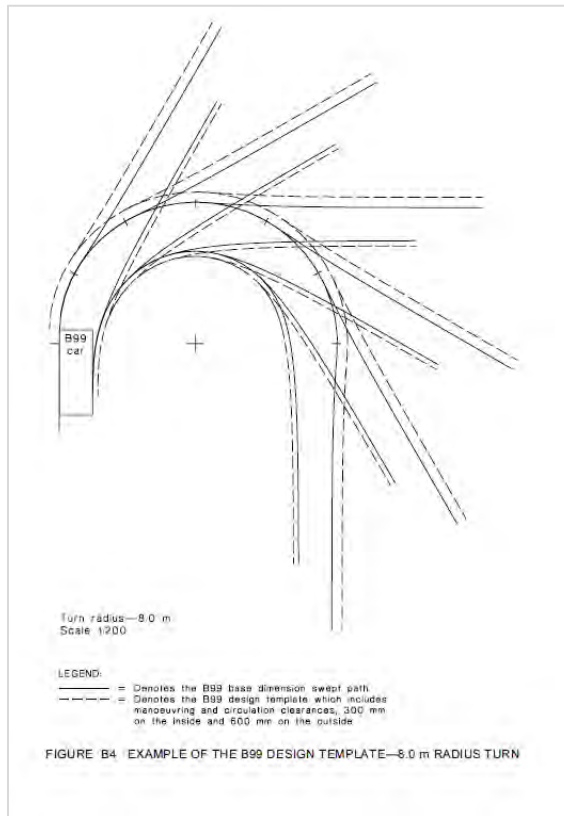
In line with the recommendations of Section 2.7, the current vehicle swept path provided within this section should be replaced with the swept paths of B99 design vehicle, B85 design vehicle and rigid trucks from AS/NZS2890.1. The swept path for a MRV shall be based on an 8.0m vehicle (which is a typical design vehicle in NZ), compared to the 8.8m long MRV specified in AS 2890.2.

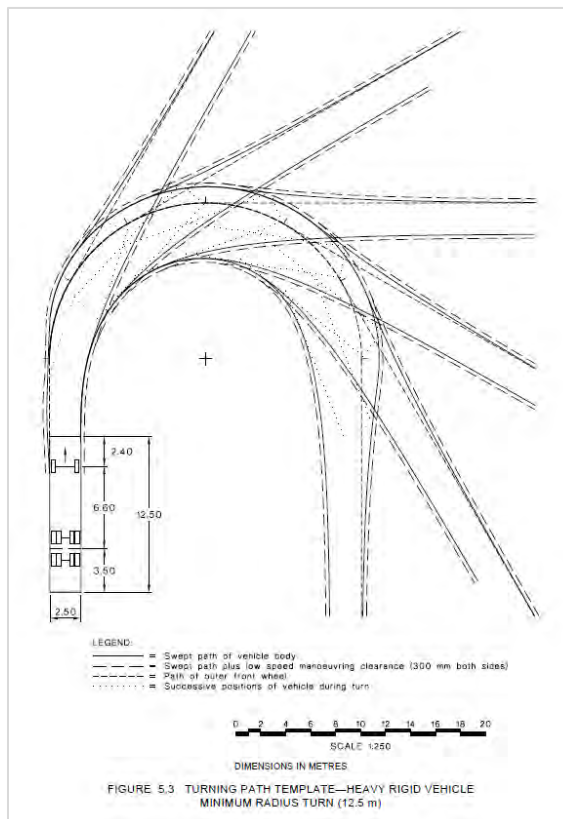
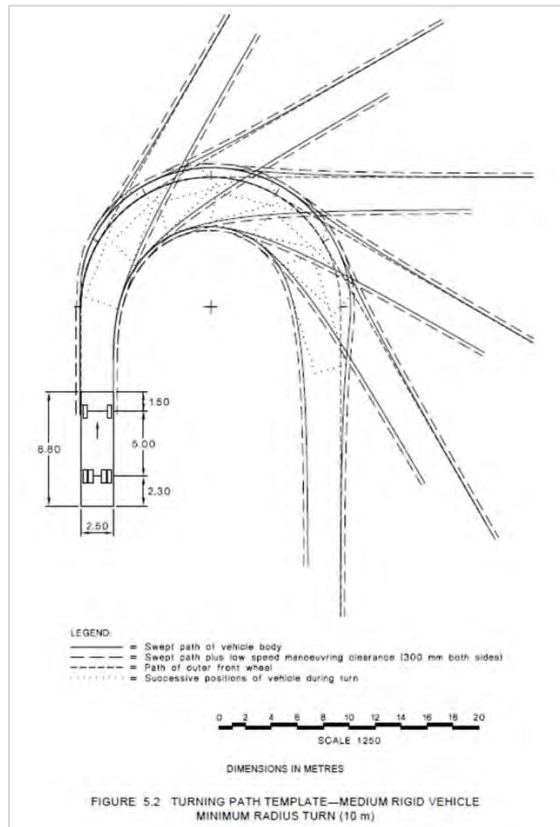
Recommendation:

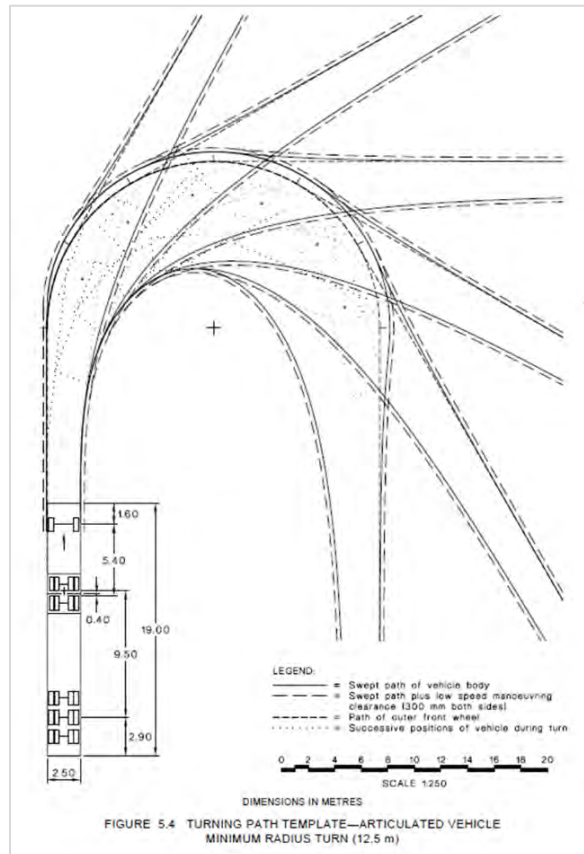
- Replace the current swept path diagrams with the following swept paths of B85 and B99 vehicles from AS/NZS2890.1 and rigid trucks from AS 2890.2.











4.7 Diagram 1: Sight Distance Measurement Diagram

This diagram currently indicates that for accesses, the sight distance is required to be measured 3.5 m and 5.5 m from the edge of the traffic lane at accesses and intersections respectively. This is measured at a height of 1.15 m.

This diagram aligns with Austroads Guidelines²⁶ which recommend that the sight distance at an intersection is measured at a distance of 5 m from the edgeline of the major road, and specifies a minimum distance of 3 m. However, Austroads measures the sight distance at a height of 1.1 m.

This diagram is comparable to the accessway sightline diagram provided in the PPM, as both these documents recommend that sight distances are measured at a distance of 3.5 m back from the edge line. However, the PPM measures the sight distance at a height of 1.05 m.

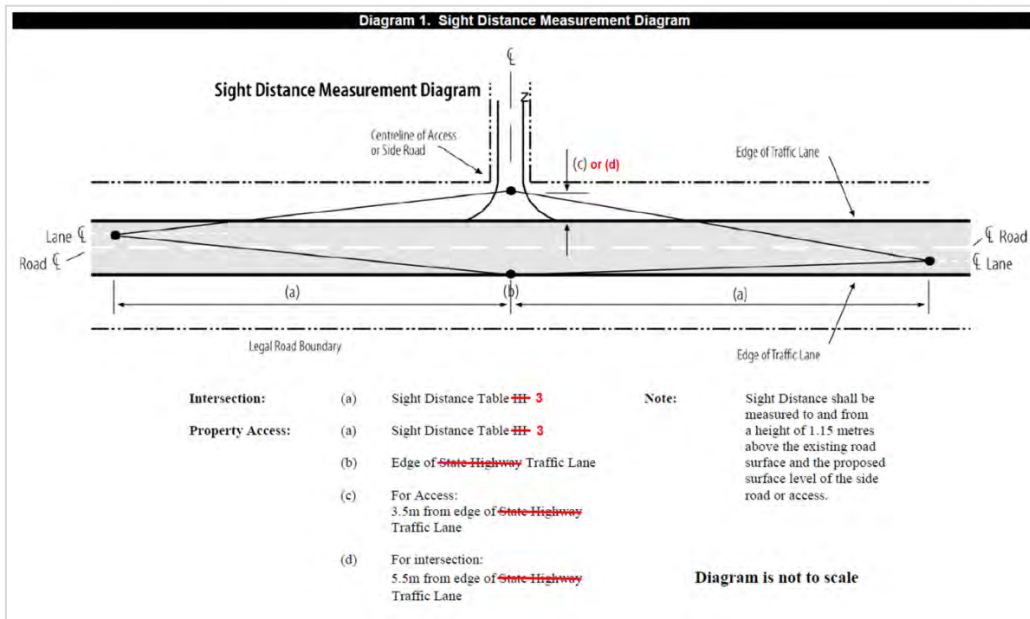
The specifications of RTS 06 is slightly different to that of the aforementioned standards as it recommends that the sight distances are measured 5 m from the centre of the nearest traffic lane. However, similar to the District Plan diagram, it recommends that this is measured at a height of 1.15 m.

As the current diagram align with most standards, no changes are proposed to the distances specified. However, to improve clarity it is recommended that all references to 'State Highway' are removed as this diagram applies to all roads within QLDC. In addition, references to 'Table iii' should be changed to 'Table 3' and the location of '(d)' should be shown in the diagram.

Recommendation:

- Amend the diagram to incorporate the changes shown in red:

²⁶ Austroads Guide to Road Design Part 4A, Section 3.2.2 Safe Intersection Sight Distance



4.8 Diagram 2, Diagram 3 & Diagram 4

Stantec agrees with TDG findings as it is considered that Diagrams 2, 3 and 4 appear to have been based on the Diagram C, D and E of the PPM²⁷. However, a number of elements are considered to be missing in the current diagrams. These include, the curve radii of the vehicle crossing, location of the culvert, minimum accessway width and information relating to the gate location. It is understood that as part of the updated CoP a new diagram (R04) showing a private rural access will be provided. This diagram is considered relevant for rural accesses with low volumes.

Therefore, in line with TDG findings, it is recommended that Diagrams 3 and 4 are replaced with Diagram D and E of the PPM, whilst Diagram 2 is replaced with the R04 of the updated CoP. In addition, to provide guidance as to which layout applies to which situation, it is also recommended that Table App5B/4²⁸ of the PPM is provided prior to the diagrams.

Recommendation:

- Prior to the diagrams, provide the Table App5B/4 of the PPM with the changes marked in red.

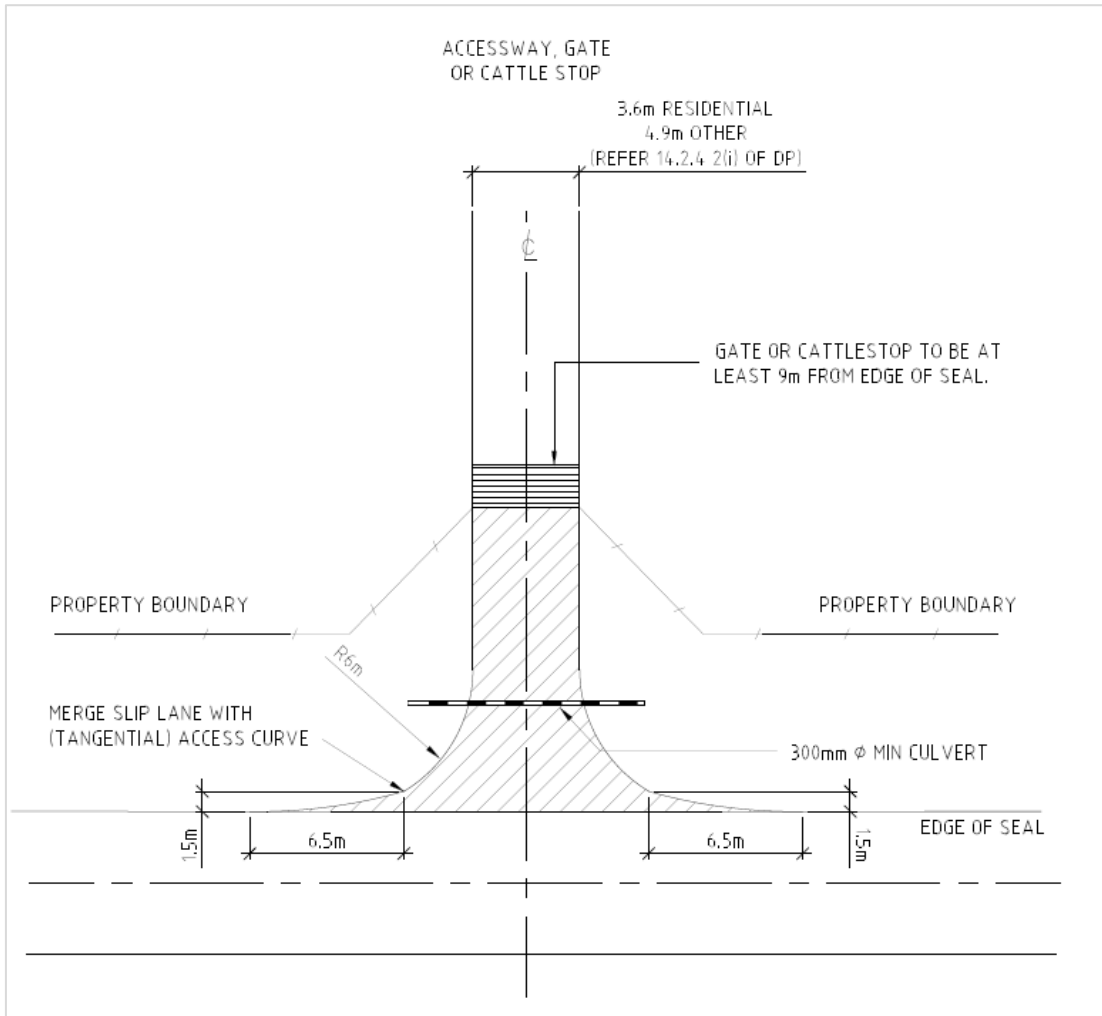
Type of traffic using accessway (more than one slow, heavy or long vehicle movements per week?)	Volume of traffic using accessway (ecm/day) ¹	Volume of traffic using road state highway (vpd) ²	Accessway type
No	1-30	< 10,000	Diagram and 2 Perspective C
		>=10,000	Diagram and 3 Perspective D
	31-100	< 10,000	Diagram and 3 Perspective D
		>=10,000	Diagram and 4 Perspective E
Yes	1-30	All	Diagram and 3 Perspective D
	31-100	All	Diagram and 4 Perspective E

¹ Equivalent car movements per day. This is calculated either as an annual average, or as a weekly average, whichever is the greater, to cater for seasonal peaks.
² Vehicles per day

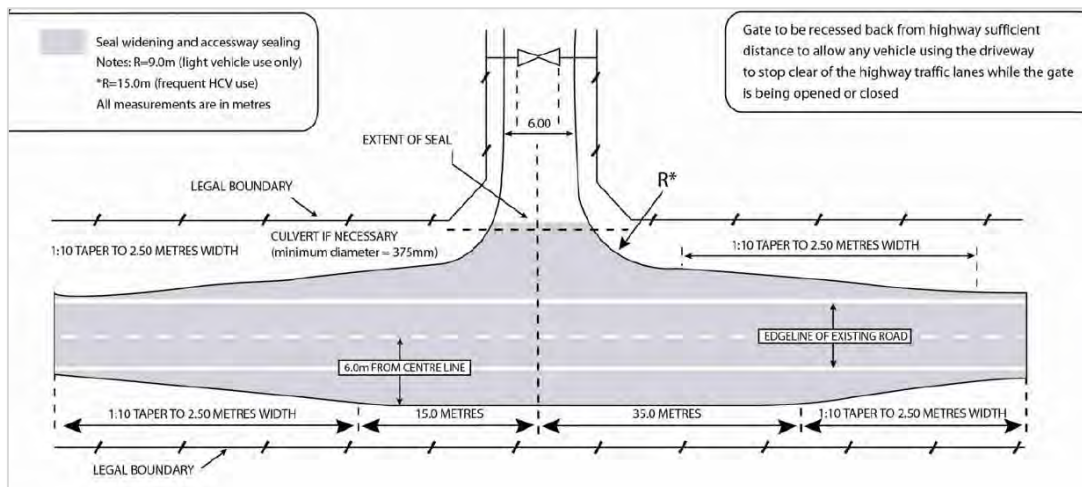
²⁷ PPM, Appendix 5B, Page 216, 218 & 220

²⁸ PPM, Appendix 5B, Page 215

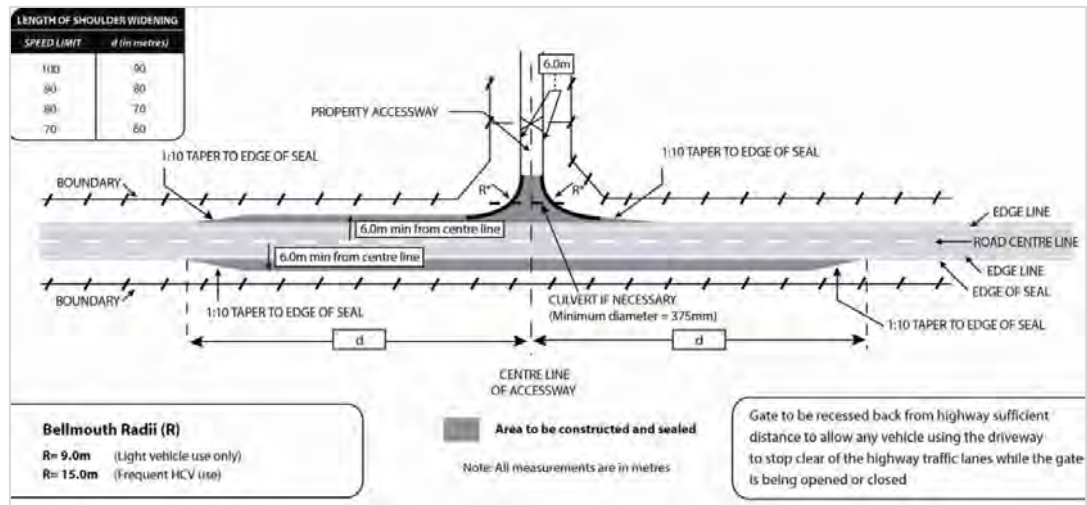
- Replace Diagram 2 with the R04 of the updated CoP as shown below:



- Stantec agrees with TDG recommendation to replace Diagram 3 with Diagram D of PPM shown below:



- Stantec agrees with TDG recommendation to replace Diagram 4 with Diagram E of PPM shown below:



4.9 Diagram 5: SH6 Roundabout Works

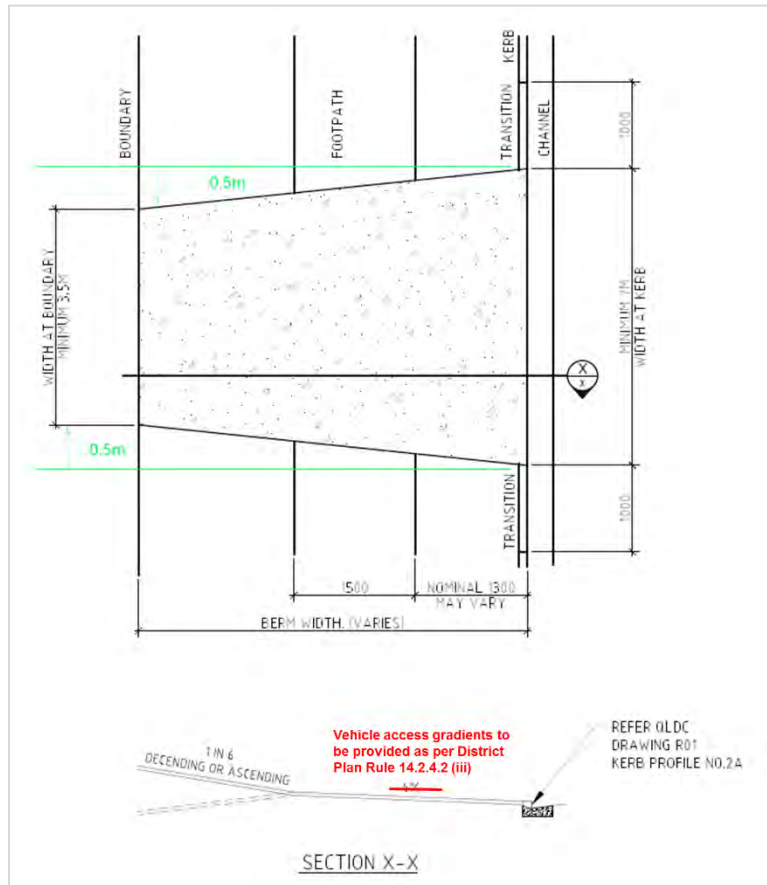
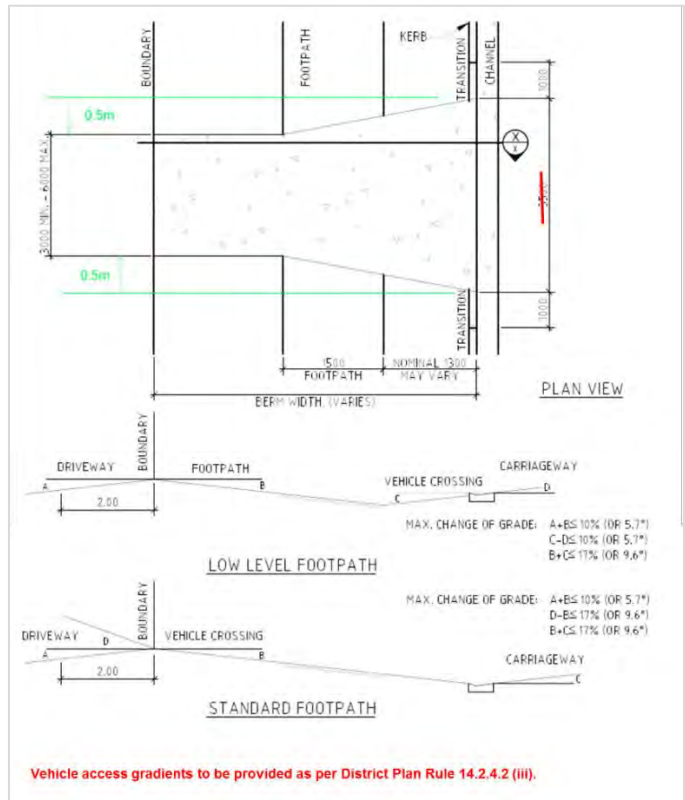
As this diagram provides a layout of an intersection that has already been built, it is recommended this diagram is removed from Appendix 7.

4.10 Diagram 5 & Diagram 6: Residential and Commercial/Industrial Vehicle Crossings

As discussed in Section 3.1, it is recommended that to clarify the required vehicle crossing widths at the property boundary and the kerb, Diagram R02 and R03 from the CoP is included within Appendix 7. It is understood that changes may be made to these diagrams as part of the updated CoP. Therefore, following the update, it is recommended that these diagrams are replaced with the updated diagrams with the CoP.

Recommendation:

- Provide the following diagrams from CoP with the mark ups (shown in red) as Diagram 5 and Diagram 6 within Appendix 7.

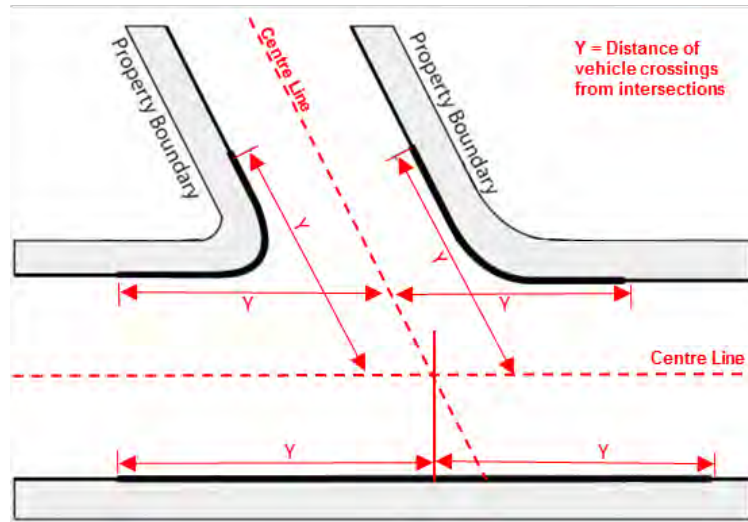


4.11 Diagram 7: Distances of Vehicle Crossings from Intersections

As discussed in Section 3.6, it is recommended that to clarify that the spacing requirements specified within Rule 14.2.4.2 (vi) applies to intersections on both sides of the road, Figure 7.14b from CCC District Plan is included within Appendix 7.

Recommendation:

- Provide the following diagram from CCC District Plan with the mark ups (shown in red) as Diagram 7 within Appendix 7.



5 Appendix 6: Road Hierarchy

At present, Appendix 6 of the District Plan provides a list of existing Arterial, Collector and Local roads located within the QLDC area. However, it provides no information relating to the method of road classification used to obtain this list or the QLDC definition of each road type. Therefore, a review of the current QLDC road hierarchy against relevant industry standards and practice cannot be undertaken.

We understand however that QLDC has recently undertaken a review of their road hierarchy based on NZTA's One Network Road Classification (ONRC) system. ONRC is considered an appropriate guidance document as it divides the roads in New Zealand into six categories based on the traffic volumes, connection to important destinations and the availability of alternative routes. The categories include National, Arterial, Regional, Primary Collector, Secondary Collector and Access.

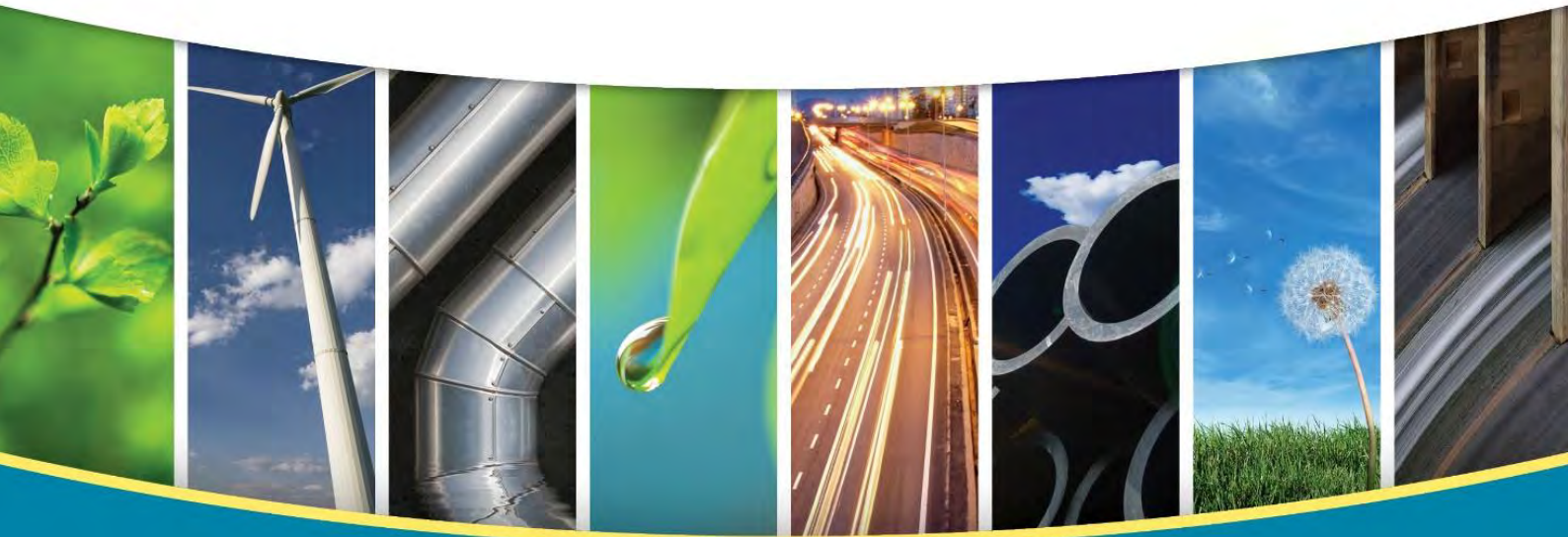
It is noted that although traffic volumes is a key element which affects the classification of a road, it is important that the intended function of the road is also taken into consideration. For example, a residential road with a high volume of through traffic may get classified as a Collector Road although its intended function is to provide local access only. Therefore, it is recommended that this is taken into consideration when updating the classification of each road.

Recommendation:

- Provide the updated QLDC road hierarchy and the updated classification of all QLDC roads within Appendix 6.
- Consider showing the updated road classification in a map form instead of the current tabular form.
- Update all current references to road classifications within the Transport Rules with the relevant ONRC road classifications.

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Appendix 4. Memorandum entitled “Onsite loading for Queenstown Town Centre Zone” (28 August 2017).

Memorandum

To: Peter Hansby **Date:** 28 August 2017
From: Stephen Hewett **Our Ref:** 3331989
Copy: Gabrielle Tabron
Subject: Onsite loading for Queenstown Town Centre Zone

Based on the transport and public realm work that has been undertaken to develop the Queenstown Town Centre Masterplan sites fronting the following roads will not be required to provide off-street loading. Loading zone for Good Service Vehicles will be provided on-street to provide servicing to these sites:

- Queenstown Mall - This would be a shared space with the ability for Goods Service Vehicles to access Queenstown Mall at agreed times
- Beach Street - This would be a shared space with the ability for Goods Service Vehicles to access Beach Street agreed times
- Shotover Street - Additional on-street loading spaces have been included in the Masterplan for Good Service Vehicles
- Camp Street - On-street loading spaces have been included in the Masterplan for Good Service Vehicles on the south side of Camp Street
- Rees Street - This would be a shared space with the ability for Goods Service Vehicles to access the street at agreed times
- Marine Parade - This would be a shared space with the ability for Goods Service Vehicles to access the street at agreed times
- Church Street - This would be a shared space with the ability for Goods Service Vehicles to access the street at agreed times
- Earl Street - This would be a shared space with the ability for Goods Service Vehicles to access the street at agreed times on the north-west side
- Ballarat Street - This would be a shared space with the ability for Goods Service Vehicles to access Beach Street agreed times
- Memorial Street - - This would be a shared space with the ability for Goods Service Vehicles to access Beach Street agreed times

Lakeview Subdivision has not been advanced sufficiently as part of the Masterplan to confirm the off-street loading zone requirements.

Stephen Hewett

Business Director - Transportation

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Appendix 5. An assessment of the zones in terms of their accessibility and the level of intensification anticipated by the zone

Zone	Accessibility and level of intensification anticipated by the zone
High Density Residential Zone - Queenstown (HDR)	<p>The zone enables high density development and most areas are highly accessible for both walking to the Town Centre and to a public transport route.</p> <p>Discrete areas of the HDR zone in Queenstown are not within walking distance of the Town Centre; namely a small area of Lomond Crescent, parts of Frankton and Fernhill Roads, and the Kawarau Village area in Kelvin Heights. However, these areas are accessible by existing and proposed public transport³², with those along Frankton Road being highly accessible by public transport due to its frequency.</p> <p>Furthermore, the Kawarau Village area is walkable (within 800m - 1.2 km) to the Remarkables shopping area and the Remarkables Primary school and it is noted that much of this area is already or will be developed for visitor accommodation, which is subject to a higher parking ratio than residential development.</p>
High Density Residential Zone - Wanaka	The zone enables high density development and is accessible to the Town Centre. With the exception of a very small area, it is within a flat 800m walk of the Town Centre.
Medium Density Residential Zone - Park to Suburb St	The zone enables medium density development and is highly accessible for both walking to the Town Centre (less than a 700m flat walk) and to public transport stops (less than a 200m walk).
Medium Density Residential Zone - Belfast to Vancouver	The zone enables medium density development but is more than an 800m walk from proposed public transport route and the Town Centre, via steep terrain.
Medium Density Residential Zone - Fernhill Road to Aspen Grove	The zone enables medium density development and is accessible (less than a 600m walk) to a public transport route.
Medium Density Residential Zone - Wanaka	The zone enables medium density development and is accessible to the Town Centre via walking and cycling (noting there is no public transport). With the exception of a small area, the zone is within an 800m flat walk from the Town Centre.
Medium Density Residential Zone - Arrowtown	The zone enables medium density development and is accessible for both walking to a secondary centre and to a public transport route (with the exception of a small part of the zone, it is within an 800m flat walk from both).
Business Mixed Use Zone - Queenstown	The zone enables high density development and is accessible to all modes. Activities exist and will establish within the zone which will provide daily amenities; it is highly accessible to a public transport route; and the entire zone is within a 1.2 km flat walk to the Town Centre.

³² For the purpose of this Appendix “proposed public transport (routes)” refers to the bus routes commencing throughout the Wakatipu in late 2017

Zone	Accessibility and level of intensification anticipated by the zone
	The desire to increase the feasibility of providing for affordable housing in this zone is considered to outweigh the slightly lower level of accessibility of the northern-most part of the zone.
Business Mixed Use Zone - Wanaka	<p>The zone enables medium density development and is accessible for walking to a primary centre in that with the exception of a small area, the zone is within an 800m flat walk from the Town Centre and/ or from the Three Parks commercial core.</p> <p>The desire to increase the feasibility of providing for affordable housing in this zone is considered to outweigh the slightly level of accessibility of the part of the zone.</p>

Attachment 2:

Proposed District Plan Chapter 29 Transport

29 Transport

29.1 Purpose

The purpose of this chapter is to manage works within the road, manage the development of transport infrastructure both on and off roads, and to require that landuse activities are undertaken in a manner that maintains the safety and efficiency of the transport network as a whole and contributes positively to improving the public and active transport networks.

A well-managed transport network needs to be safe and efficient, and provide for all modes of transport. As a result, it will facilitate compact and efficient landuse, which will contribute positively to limit increases in the use of fossil fuels and greenhouse gas emissions.

29.2 Objectives and Policies

29.2.1 An integrated, safe, and efficient transport network that:

- provides for all transport modes and the transportation of freight;
- provides for future growth needs and facilitates continued economic development;
- reduces dependency on private motor vehicles and promotes the use of public and active transport;
- contributes towards addressing the effects on climate change; and
- reduces the dominance and congestion of vehicles in the Town Centre zones.

Policies

- 29.2.1.1 Require that roading and the public transport and active transport networks are well-connected and specifically designed to:
- (a) enable an efficient public transport system;
 - (b) reduce travel distances and improve safety and convenience through discouraging single connection streets; and
 - (c) provide safe, attractive, and practical walking and cycling routes between and within residential areas, public facilities and amenities, and employment centres, and to existing and planned public transport.
- 29.2.1.2 Recognise the importance of expanded public water ferry services as a key part of the transport network and enable this by providing for park and ride, public transport facilities, and the operation of public water ferry services.
- 29.2.1.3 Require high traffic generating activities and large scale commercial activities, educational facilities, and community activities to contribute to the development of well-connected public and active transport networks and/ or infrastructure.
- 29.2.1.4 Provide a roading network within and at the edge of the Town Centre zones that supports these zones becoming safe, high quality pedestrian dominant places and enable the function of such roads to change over time.
- 29.2.1.5 Acknowledge the potential need to establish new public transport corridors off existing roads in the future, particularly between Frankton and the Queenstown Town Centre.

Advice note: the policies under Objectives 29.2.2; 29.2.3, and 29.2.4 also contribute to this Objective 29.2.1.

29.2.2 **Parking, loading, access, and onsite maneuvering that are consistent with the character, scale, intensity, and location of the zone and contributes toward:**

- **providing a safe and efficient transport network;**
- **compact urban growth;**
- **economic development;**
- **facilitating an increase in walking and cycling; and**
- **achieving the level of residential amenity and quality of urban design anticipated in the zone.**

Policies

29.2.2.1 Manage the number, location, type, and design of parking spaces, queuing space, access, and loading space in a manner that:

- (a) is safe and efficient for all transport modes and users, including those with restricted mobility, and particularly in relation to facilities such as hospitals, educational facilities, and day care facilities;
- (b) is compatible with the classification of the road by:
 - (i) ensuring that accesses and new intersections are appropriately located and designed and do not discourage walking and cycling;
 - (ii) avoiding heavy vehicles reversing off or onto any roads; and
 - (iii) ensuring that sufficient manoeuvring space, or an alternative solution such as a turntable or car stacker, is provided to avoid reversing on or off roads in situations where it will compromise the effective, efficient, and safe operation of roads.
- (c) contributes to an increased uptake in public transport, cycling, and walking in locations where such alternative travel modes either exist; are identified on any Council active transport network plan or public transport network plan; or are proposed as part of the subdivision, use, or development;
- (d) provides sufficient parking and loading spaces to meet the expected needs of specific landuse activities in order to minimise congestion and visual amenity effects, particularly in areas that are not well connected by public or active transport networks and are not identified on any Council active or public transport network plans;
- (e) is compatible with the character and amenity of the surrounding environment, noting that exceptions to the design standards may be acceptable in special character areas and historic management areas; and
- (f) avoids or mitigates adverse effects on the amenity of the streetscape and adjoining sites.

29.2.2.2 Discourage accessory parking in the Town Centre zones in order to support the growth, intensification, and improved pedestrian amenity of these zones.

29.2.2.3 Enable a lower rate of accessory parking to be provided for residential flats district wide, and for residential activity in the Town Centre, Business Mixed Use, High Density Residential, and Medium Density Residential zones compared to other zones to support intensification and in recognition of the accessibility and anticipated density of these zones.

29.2.2.4 Enable some of the parking required for residential and visitor accommodation activities to be provided off-site provided it is located in close proximity to the activity and is secured through legal agreements.

- 29.2.2.5 Enable a reduction in the number of car parking spaces required only where:
- (a) the function of the surrounding transport network and amenity of the surrounding environment will not be adversely affected; and/ or
 - (b) there is good accessibility by active and public transport and the activity is designed to encourage public and active transport use; and/ or
 - (c) the characteristics of the activity or the site justify less parking.
- 29.2.2.6 Provide for non-accessory parking, excluding off-site parking, only where:
- (a) the amount, location, design, and type of parking will consolidate and rationalise the provision of parking for a particular locality and result in more efficient landuse or better enable the planned growth and intensification enabled by the zone; and
 - (b) there is an existing or projected undersupply of parking to service the locality and providing additional parking will not undermine the success of public transport systems or discourage people from walking or cycling; and
- 29.2.2.7 Discourage non-accessory parking in the Queenstown, Arrowtown, and Wanaka Town Centre zones other than on sites at the edge of the zone.
- 29.2.2.8 Require Park and Ride and public transport facilities to be located and designed in a manner that:
- (a) is convenient to users;
 - (b) is well connected to public and active transport networks;
 - (c) improves the operational efficiency of the existing and future public transport network; and
 - (d) extends the catchment of public transport users.
- 29.2.2.9 Require Park and Ride, public transport facilities, and non-accessory parking to be designed, managed, and operated in a manner that:
- (a) makes it accessible and safe for users, including pedestrians and cyclists within and beyond the facility;
 - (b) provides an integrated and attractive interface between the facility and adjacent streets and public open spaces;
 - (c) mitigates effects on the residential amenity of adjoining properties, including effects from noise, vehicle emissions, and visual effects; and
 - (d) minimises adverse effects on the operation of the transport network.
- 29.2.2.10 Encourage off-site parking facilities to be designed, managed, and operated in the manner outlined in Policy 29.2.2.9.
- 29.2.2.11 Prioritise pedestrian movement, safety, and amenity in the Town Centre zones, particularly along the main pedestrian streets, by discouraging the provision of off-street parking other than on the edge of the zones and discouraging the provision of on-site loading along these streets.
- 29.2.2.12 Mitigate the effects on safety and efficiency arising from the location, number, width, and design of vehicle crossings and accesses, particularly in close proximity to intersections and adjoining the State Highway, while not unreasonably preventing development and intensification.

29.2.3 Roads that facilitate continued growth, are safe and efficient for all users and modes transport, and are compatible with the level of amenity anticipated in the adjoining zones.

Policies

- 29.2.3.1 Require, as a minimum, that roads be designed in accordance with Section 3 and Appendices E and F of the QLDC Land Development and Subdivision Code of Practice (2015).
- 29.2.3.2 Enable transport infrastructure to be constructed, maintained, and repaired within roads in a safe and timely manner while:
- (a) mitigating adverse effects on the streetscape and amenity of adjoining properties resulting from earthworks, vibration, construction noise, utilities, and any substantial building within the road;
 - (b) enabling transport infrastructure to be designed in a manner that reflects the identity of special character areas and historic management areas and avoids, remedies, or mitigates any adverse effects on listed heritage items or protected trees; and
 - (c) requiring transport infrastructure to be undertaken in a manner that avoids or mitigates effects on landscape values.
- 29.2.3.3 Ensure new roads are designed, located, and constructed in a manner that:
- (a) provides for the needs of all modes of transport in accordance with the Council's active transport network plan and public transport network plan and for the range of road users that are expected to use the road, based on its classification;
 - (b) provides connections to existing and future roads and active transport network;
 - (c) avoids, remedies, or mitigates effects on listed heritage buildings, structures and features, or protected trees and reflects the identity of any adjoining special character areas and historic management areas;
 - (d) avoids, remedies, or mitigates adverse effects on Outstanding Natural Landscapes and Outstanding Natural Features and on landscape values in other parts of the District; and
 - (e) provides sufficient space and facilities to promote safe walking, cycling and public transport, road to the extent that it is relevant given the location and design function of the road.
- 29.2.3.4 Provide for services and new linear infrastructure to be located within road corridors and, where practicable, within the road reserve adjacent to the carriageway.
- 29.2.3.5 Allocate space within the road corridor and at intersections for different modes of transport and other uses such as on-street parking in a manner that reflects the road classification, makes the most efficient use of the road corridor, and contributes to the implementation of council's active and public transport network plans.
- 29.2.3.6 Provide for public amenities within the road in recognition that the road provides an important and valuable public open space for the community which, when well designed, encourages human interaction and enriches the social and cultural wellbeing of the community.

29.2.3.7 Encourage the incorporation of trees and vegetation within new roads and as part of roading improvements, subject to road safety and operational requirements and maintaining important views of the landscape from roads.

29.2.4 An integrated approach to managing subdivision, land use, and the transport network in a manner that:

- supports improvements to active and public transport networks;
- increases the use of active and public transport networks;
- reduces traffic generation;
- manages the effects of the transport network on adjoining land uses and the effects of adjoining landuses on the transport network.

Policies

29.2.4.1 Avoid commercial activities and home occupations in residential areas that result in cars being parked either on-site or on roads in a manner or at a scale that will adversely affect residential amenity or the safety or the transport network. This includes the storage of business-related vehicles and rental vehicles and other vehicles being parked on streets adjoining the residential zones when not in use.

29.2.4.2 Ensure that commercial and industrial activities that are known to require storage space for large numbers of vehicles provide adequate vehicle parking either onsite or in an offsite carpark and do not store vehicles on roads.

29.2.4.3 Promote the uptake of public and active transport by requiring that specific large scale commercial, health, community, and educational activities provide bicycle parking, showers, and changing facilities/ lockers while acknowledging that such provision may be unnecessary in some instances due to the specific nature or location of the activity.

29.2.4.4 Avoid or mitigate the adverse effects of high trip generating activities on the transport network by assessing the location, design, and the methods proposed to limit increased traffic generation and promote the uptake of public and active transport, including by:

- (a) demonstrating how they will help reduce private car travel and encourage people to walk, cycle, or travel by public transport, including by:
- (b) preparing travel plans containing travel demand management techniques and considering lower rates of accessory parking;
- (c) contributing toward well-connected public and active transport infrastructure or, where planning for such infrastructure is not sufficiently advanced, providing space for such infrastructure to be installed in the future;
- (d) providing public transport stops located and spaced in order to provide safe and efficient access to pedestrians who are likely to use each stop; and
- (e) providing less accessory parking than is required by Table 5 in conjunction with proposing other initiatives to encourage alternative modes of travel.

29.2.4.5 Encourage compact urban growth through reduced parking requirements in the most accessible parts of the District.

29.2.4.6 Ensure that the nature and scale of activities alongside roads is compatible with the road's District Plan classification, while acknowledging that where this classification is no longer valid due to growth and landuse changes, it may be appropriate to consider the proposed activity and its access against more current traffic volume data.

- 29.2.4.7 Control the number, location, and design of additional accesses onto the State Highway and arterial roads.
- 29.2.4.8 Require any large scale public transport facility or Park and Ride to be located, designed, and operated in a manner that minimises adverse effects on the locality and, in particular, on the amenity of adjoining properties, while recognising that they are an important part of establishing an effective transport network.
- 29.2.4.9 Ensure the location, design, and layout of access, manoeuvring, car parking spaces and loading spaces of vehicle-orientated commercial activities, such as service stations and rural selling places, avoids or mitigates adverse effects on the safety and efficiency of the adjoining road(s) and provides for the safe movement of pedestrians within and beyond the site, taking into account:
- (a) The relative proximity of other accesses or road intersections and the potential for cumulative adverse effects; and
 - (b) The ability to mitigate any potential adverse effect of the access on the safe and efficient functioning of the frontage road.

29.3 Other Provisions and Rules

29.3.1 District Wide

29.3.2 Attention is drawn to the following Volume A District Wide chapters.

1 Introduction	2 Definitions	3 Strategic Direction
4 Urban Development	5 Tangata Whenua	6 Landscapes
25 Earthworks	26 Historic Heritage	27 Subdivision
28 Natural Hazards	30 Utilities and Renewable Energy	31 Signs
32 Protected Trees	33 Indigenous Vegetation and Biodiversity	34 Wilding Exotic Trees
35 Temporary Activities and Relocated Buildings	36 Noise	37 Designations
Planning Maps Volume A		

29.3.3 Clarification - Advice Notes

- 29.3.3.1 The following documents are incorporated in this chapter via reference:
- (a) Section 3 and Appendices E and F of the Queenstown Lakes District Council Land Development and Subdivision Code of Practice (2015); and
 - (b) Queenstown Lakes District Council Southern Light Part One - A Lighting Strategy (March 2017) and Queenstown Lakes District Council Southern Light Part Two – Technical Specifications (March 2017).
- 29.3.3.2 The roads shown on the planning maps will not necessarily be accurate at any point in time as the vesting, forming, and stopping of roads is an ongoing process.

29.3.3.3 The purpose of the road classification maps in Schedule 1 are to assist in interpreting those provisions contained in this chapter that specifically relate to collector, arterial, and local roads. They are not for the purpose of determining whether certain land is a road or not.

29.3.4 General Rules

29.3.4.1 Any land vested in the Council or the Crown as road, shall be deemed to be a “road” from the date of vesting or dedication in and subject to all the provisions that apply to roads, as outlined in Table 2 and Table 4; and

(a) Any zoning, including subzones, ceases to have effect from the time the land is vested or dedicated as road; and

(b) Any provisions relating to overlays such as the Special Character Area, Outstanding Natural Landscape, Outstanding Natural Feature, Rural Landscape, Significant Natural Area, Protected Trees, and listed heritage buildings, structures, and features continue to have effect from the time the land is vested or dedicated as road.

29.3.4.2 At the time a road is lawfully stopped under any enactment, the land shall no longer be subject to the provisions that apply to roads (Table 2 and Table 4) and the provisions from the adjoining zone (as shown on the Planning Maps) apply from the date of the stopping. Where there are two different zones adjoining either side of the road, the adjacent zone extends to the centre line of the former road.

29.3.4.3 The dimensions of a B99 design vehicle and a B85 design vehicle are as set out in Diagram 1 of Schedule 2 (29.15).

29.3.4.4 Activities within roads are also subject to specific rules in the District-wide chapters.

29.3.4.5 Activities within roads are also subject to those other district-wide provisions that apply to all land within the district and which are not triggered specifically by being located on zoned land.

29.3.4.6 Activities on zoned land outside of roads are also subject to the zone-specific provisions. The provisions relating to activities outside of roads in this chapter do not override those zone-specific provisions.

29.4 Rules - Activities

	Table 1 – Transport related activities outside a road	Activity Status
29.4.1	Activities that are listed in this Table as permitted (P) and comply with all relevant standards in Table 3 in this Chapter.	P
29.4.2	Transport activities that are not listed in this Table.	P
29.4.3	Parking for activities listed in Table 5, other than where listed elsewhere in this table.	P
29.4.4	Loading spaces, set down spaces, manoeuvring (including the installation of vehicle turntables), and access	P
29.4.5	Bus shelters, bicycle parking, and development of the active transport network	P

29.4.6	<p>Off-site parking areas in the Business Mixed Use Zone and Local Corner Shopping Centre Zone</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Design, external appearance, and landscaping and the resultant potential effects on visual amenity and the quality of the streetscape. • Effects on the amenity of adjoining sites' compatibility with surrounding activities. <p>Note: This rule applies to the establishment of new parking areas for the express purpose of providing required parking spaces for specific landuses, which are located on a different site to the car parking area. It does not apply to instances where a landuse consent seeks to lease or otherwise secure offsite parking spaces within an existing parking area.</p>	RD
29.4.7	<p>Non-accessory parking, excluding off-site parking in the Business Mixed Use Zone and Local Corner Shopping Centre Zone</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Effects on the transport network, including the pedestrian and cycling environment and effects on the feasibility of public transport. • Effects on land use efficiency and the quality of urban design. • Location, design and external appearance and effects on visual amenity, the quality of the streetscape and pedestrian environment. • Effects on safety for its users and the employment of CPTED principles in the design. • Compatibility with surrounding activities and effects on the amenity of adjoining sites. 	RD
29.4.8	<p>Park and Ride and public transport facilities</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Effects on the transport network, including the pedestrian and cycling environment and effects on the feasibility of public transport. • Location, design and external appearance and effects on visual amenity and the quality of the streetscape. • Compatibility with surrounding activities and effects on the amenity of adjoining sites, including consideration of nuisance effects such as noise. • Effects on the safety of its users and employment of CPTED principles in the design. • Compatibility with surrounding activities. 	RD
29.4.9	<p>Rental vehicle businesses in all zones where commercial activities are permitted</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Effects on the safety and efficiency of the transport network, resulting from rental vehicles being parked on roads and other public land when not in use. • Effects on amenity from rental vehicles being parked on roads and other public land when not in use. <p>The amount, location, and management of the vehicle parking/ storage proposed, including the location, accessibility, and legal agreements where parking is not proposed on the same site as the office and reception area.</p>	RD

29.4.10	<p>High Traffic Generating Activities</p> <p>Any landuse or subdivision activity that exceeds the traffic generation standards set out in Table 6 (29.10).</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Effects on the transport network, including as a result of: <ul style="list-style-type: none"> - any proposed travel planning, provision of alternatives to private vehicle, or staging of development; - any proposed improvements to the local transport network within or beyond the site, including proposed additions or improvements to the active and public transport network and infrastructure and the roads themselves, in accordance with Council standards and adopted infrastructure network development plans either within or beyond the site. This may be required by direct construction activities, or by collecting funds towards a wider project that would achieve the modal shift aim of the specific development, as promoted in the application; - the amount, design, and location of cycle parking, e-bicycle charging areas, showers, changing rooms and lockers provided; - the amount of accessory parking and any non-accessory parking proposed; and - the design of the site and/ or its frontage in regard to its ability to accommodate any proposed public transport infrastructure proposed by Council; - the provision or upgrading of pedestrian and cycle infrastructure; and - the provision of a Travel Demand Management Plan. 	RD
29.4.11	Parking for any activity not listed in Table 5	D

	Table 2 - Activities within a road	Activity Status
29.4.12	Activities that are listed in this Table as permitted (P) and comply with all relevant standards in Standards Table 29.4 of this Chapter.	P
29.4.13	Activities that are not listed in this Table	D
29.4.14	<p>Construction of new transport infrastructure and the operation, use, maintenance, and repair of existing transport infrastructure.</p> <p>Note: There are other activities related to the transport function of the road such as signs, utilities, and temporary activities that are also permitted through other district-wide chapters but are not included in the definition of transport infrastructure.</p>	P
29.4.15	Public amenities	P

29.4.16	<p>Construction of any unformed road into a formed road.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • The safety and functionality of the road design, including the safety of intersections with existing roads. • Ongoing maintenance costs of the road design. • Effects on the environment and/ or character of the surrounding area (including effects from dust, noise and vibration and effects on visual amenity). • Effects on the ability to continue to provide safe access for other current and potential users of the unformed legal road, including pedestrians and cyclists. 	RD
29.4.17	<p>Any veranda, balcony, or floor area of a building overhanging a road, where the building is controlled in the adjoining zone.</p> <p>For the purpose of this rule, where the road adjoins two different zones, the provisions of the adjoining zone only apply up to the centreline of the road in that location.</p> <p>Control is restricted to those matters listed for buildings in the adjoining zone and the effects on traffic safety and effects on the kerbside movement of high-sided vehicles.</p>	C
29.4.18	<p>Any veranda, balcony, or floor area of a building overhanging a road, where the building is a restricted discretionary activity in the adjoining zone.</p> <p>For the purpose of this rule, where the road adjoins two different zones, the provisions of the adjoining zone only apply up to the centreline of the road in that location.</p> <p>Discretion is restricted to those matters listed for buildings in the adjoining zone and the effects on traffic safety and effects on the kerbside movement of high-sided vehicles.</p>	RD

29.5 Rules – Table 3 - Standards for activities outside roads

	Table 3 - Standards for activities outside roads	Non compliance status
	PARKING AND LOADING	
29.5.1	<p>Accessory parking</p> <p>(i) The number of parking spaces (other than cycle parking) shall be provided in accordance with the minimum parking requirements specified in Table 5.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • The number of parking spaces provided. • The allocation of parks to staff/ guests and residents/ visitors. 	RD
29.5.2	<p>Location and Availability of Parking Spaces</p> <p>(i) Any parking space required by Table 5 or loading space shall be available for staff and visitors during the hours of operation and any staff parking required by this rule shall be marked as such.</p> <p>(ii) No parking space required by Table 5 shall be located on any access or outdoor living space required by the District Plan, such that each parking space required by Table 5 shall have unobstructed vehicular access to a road or service lane.</p> <p>(iii) Parking spaces and loading spaces may be served by a common manoeuvring area (which may include the installation of vehicle turntables), which shall remain unobstructed.</p> <p>(iv) Residential units and visitor accommodation units may provide some or all of parking spaces required by Table 5 off-site (on a different site to that which the landuse activity is located on), in accordance with the following:</p> <ul style="list-style-type: none"> (a) If development in any High Density Residential Zone, Medium Density Residential Zone, or Business Mixed Use Zone is located within 800m of an established public transport facility or a public transport facility identified on any Council Active Transport Network Plan, then some or all of the car parking required may be provided off-site. (b) Some or all of the coach parking required by Table 5 may be provided off-site. (c) All other residential activity and visitor accommodation activity may provide up to one-third of the parking spaces required by Table 5 off-site. (d) Off-site parking spaces in relation to the above must be: <ul style="list-style-type: none"> i. Dedicated to the units or rooms within the development; and ii. Located so that all the “off-site” car parking spaces allocated to the development are within an 800m walking distance of the boundary of the development. This does not apply to coach parking; 	RD

	<p>iii. Not located on a private road or public road; and</p> <p>iv. Secured by a legally binding agreement attached to the relevant land titles that guarantees the continued availability of the parking for the units the off-site parking is intended to serve.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • The long term availability of parking spaces for staff and visitors. • The location of parking spaces and manoeuvring areas within a site. • The proportion of spaces proposed off-site in zones other than the High Density Residential Zone, Medium Density Residential Zone, or Business Mixed Use Zone. • The location, accessibility, and legal agreements proposed. 							
29.5.3	<p>Size of Parking Spaces and layout</p> <p>(i) All required parking spaces and associated manoeuvring areas are to be designed and laid out in accordance with the Car Parking Layout requirements of Table 8, Table 9, and Diagram 3 (car space layouts) of Schedule 2 (29.15).</p> <p>(ii) The installation of a vehicle turntable for residential units and residential flats is an acceptable alternative to achieve the required turning manoeuvres of the swept path Diagram 4.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • The size and layout of parking spaces and associated manoeuvring areas. <p>Note: Refer to Rule 29.5.8 for additional design requirements of residential parking spaces.</p>	RD						
29.5.4	<p>Gradient of Parking Spaces and Parking Areas</p> <p>(i) Parking spaces and parking areas shall have a gradient of no more than 1 in 20 in any one direction.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • The gradient of the parking space and parking area. 	RD						
29.5.5	<p>Mobility Parking spaces</p> <p>(i) Other than in relation to residential units and visitor accommodation with less than 6 guests, wherever an activity requires parking to be provided, mobility parking spaces shall be provided in accordance with the following minimum standards:</p> <table border="1" data-bbox="424 1581 1190 1863"> <thead> <tr> <th>Total number of parks to be provided by the activity or activities on the site</th> <th>Minimum number of mobility parking spaces required</th> </tr> </thead> <tbody> <tr> <td>1 to 10 spaces:</td> <td>1 space</td> </tr> <tr> <td>11 to 100 spaces:</td> <td>2 spaces plus one more for every additional 50 parking spaces provided.</td> </tr> </tbody> </table> <p>(ii) Mobility parking spaces shall be:</p> <p>a. on a level surface;</p>	Total number of parks to be provided by the activity or activities on the site	Minimum number of mobility parking spaces required	1 to 10 spaces:	1 space	11 to 100 spaces:	2 spaces plus one more for every additional 50 parking spaces provided.	RD
Total number of parks to be provided by the activity or activities on the site	Minimum number of mobility parking spaces required							
1 to 10 spaces:	1 space							
11 to 100 spaces:	2 spaces plus one more for every additional 50 parking spaces provided.							

	<p>b. clearly signposted;</p> <p>c. located on the same site as the activity;</p> <p>d. be as close as practicable to the building entrance; and</p> <p>e. be accessible to the building via routes that give direct access from the car park to the building.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • The number, location, and design of mobility parking spaces, including the accessibility of the spaces to the building(s). • Effectiveness of the associated signage. 									
29.5.6	<p>Drop off/ pick up (set down) areas in all zones except in the Queenstown Town Centre Zone, the Wanaka Town Centre Zone, and the Arrowtown Town Centre Zone</p> <p>(i) All day care facilities, educational facilities, and healthcare facilities must provide drop off/ pick up (set down) areas to allow vehicles to drop off and pick up children, students, elderly persons, or patients in accordance with the following standards:</p> <table border="1" data-bbox="408 875 1166 1487"> <tr> <td data-bbox="408 875 778 1003">a. A day care facility designed to cater for six or more children/ persons</td> <td data-bbox="778 875 1166 1003">1 drop-off/ pick up car space per 5 persons that the facility is designed to cater for (excluding staff).</td> </tr> <tr> <td data-bbox="408 1003 778 1205">b. A primary or intermediate school</td> <td data-bbox="778 1003 1166 1205">1 drop-off/ pick up space per 50 students that the school is designed to cater for and 1 bus space per 200 students where school bus services are provided.</td> </tr> <tr> <td data-bbox="408 1205 778 1406">c. A secondary school</td> <td data-bbox="778 1205 1166 1406">1 drop-off/ pick up space per 100 students that the school is designed to cater for and 1 bus space per 200 students where school bus services are provided</td> </tr> <tr> <td data-bbox="408 1406 778 1487">d. A health care facility or hospital</td> <td data-bbox="778 1406 1166 1487">1 drop-off/ pick up space per 10 professional staff</td> </tr> </table> <p>(ii) In calculating the total number of drop-off/ pick up car spaces required, where the required amount results in a fraction of a space less than 0.5 it shall be disregarded and where the fraction is 0.05 or higher, then the requirement shall be rounded up to the next highest whole number and where there are two activities on one site (such as healthcare and day care) the total required shall be combined prior to rounding.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Effects on safety, efficiency, and amenity of the site and of the transport network, including the pedestrian and cycling environment. 	a. A day care facility designed to cater for six or more children/ persons	1 drop-off/ pick up car space per 5 persons that the facility is designed to cater for (excluding staff).	b. A primary or intermediate school	1 drop-off/ pick up space per 50 students that the school is designed to cater for and 1 bus space per 200 students where school bus services are provided.	c. A secondary school	1 drop-off/ pick up space per 100 students that the school is designed to cater for and 1 bus space per 200 students where school bus services are provided	d. A health care facility or hospital	1 drop-off/ pick up space per 10 professional staff	RD
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c. A secondary school	1 drop-off/ pick up space per 100 students that the school is designed to cater for and 1 bus space per 200 students where school bus services are provided									
d. A health care facility or hospital	1 drop-off/ pick up space per 10 professional staff									

29.5.7	<p>Reverse manoeuvring for any day care facility, educational facility, or healthcare facility</p> <p>(i) Where on-site manoeuvring area or Drop off/ pick up (set down) areas are required, these shall be located and designed to ensure that no vehicle is required to reverse onto or off any road.</p> <p>Reverse Manoeuvring of heavy vehicles</p> <p>(ii) Where heavy vehicle parking spaces, on-site manoeuvring, and loading areas are required, these shall be designed and located to ensure that no heavy vehicle is required to reverse manoeuvre from (or onto) any site or service lane onto (or from) any road.</p> <p>(iii) Where a service lane does not meet the definition of a 'road', a heavy vehicle can reverse onto (or from) a site from (or onto) a service lane but this does not enable a heavy vehicle to then reverse from that service lane onto a road.</p> <p>Reverse Manoeuvring other than where regulated by 29.5.8(i) and 29.5.8(ii) above</p> <p>(iv) On-site manoeuvring shall be provided to ensure that no vehicle is required to reverse onto or off any State Highway or arterial road.</p> <p>(v) On-site manoeuvring shall be provided for a B85 vehicle to ensure that no such vehicle is required to reverse either onto or off any collector road where:</p> <ol style="list-style-type: none"> a. the frontage road speed limit is 80km/h or greater, or b. six or more parking spaces are to be serviced by a single accessway; or c. three or more residential units share a single accessway; or d. the activity is on a rear site. <p>(vi) On-site manoeuvring shall be provided for a B85 vehicle to ensure that no such vehicle is required to reverse either onto or off any local road where:</p> <ol style="list-style-type: none"> a. ten or more parking spaces are to be serviced by a single accessway, or e. five or more residential units share a single accessway, or f. the activity is on a rear site. <p>(vii) Where on-site manoeuvring areas are required, a B85 vehicle shall be able to manoeuvre in and out of any required parking space other than parallel parking spaces,—with only one reverse manoeuvre, except:</p> <ol style="list-style-type: none"> a. Where such parking spaces are in the immediate vicinity of access driveways, ramps, and circulation roadways, a B99 vehicle shall be able to manoeuvre out of those parking spaces with only one reverse manoeuvre. <p>(viii) The installation of a vehicle turntable for residential units and residential flats is an acceptable alternative to achieve the required turning manoeuvres illustrated in the swept path diagram 4, in Schedule 2.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Effects on safety, efficiency, and amenity of the site and of the transport network, including the pedestrian and cycling environment. 	RD
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	<ul style="list-style-type: none"> The design and location of required parking spaces, loading spaces, and on-site manoeuvring areas. <p>Notes:</p> <ul style="list-style-type: none"> Diagram 4 in Schedule 2 (29.15) provides the vehicle swept path designs for B85 and B99 vehicles and for various heavy vehicle types. 													
29.5.8	<p>Residential Parking Space Design</p> <p>(i) The minimum width of the entrance to a single garage shall be no less than 2.4 m.</p> <p>(ii) The minimum length of a garage shall be 5.5m.</p> <p>(iii) Where a car space is proposed between a garage door and the road boundary, the minimum length of this car space shall be 5.5m.</p> <p>(iv) Where onsite manoeuvring is required, the minimum manoeuvring area between the road boundary and the garage entrance shall be designed to accommodate a B85 design vehicle.</p> <p>(v) Where two parking spaces are provided for on a site containing only a single residential unit or single visitor accommodation unit, the two parking spaces may be provided in tandem.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> The design of residential parking spaces. Effects on safety, efficiency, and amenity of the site and of the transport network, including the pedestrian and cycling environment. 	RD												
29.5.9	<p>Queuing</p> <p>(i) On-site queuing space shall be provided for all vehicles entering a parking or loading area in accordance with the following:</p> <table border="1" data-bbox="411 1319 1189 1576"> <thead> <tr> <th>Number of parking spaces</th> <th>Minimum queuing length</th> </tr> </thead> <tbody> <tr> <td>3 – 20</td> <td>6m</td> </tr> <tr> <td>21 – 50</td> <td>12m</td> </tr> <tr> <td>51 – 100</td> <td>18m</td> </tr> <tr> <td>101 – 150</td> <td>24m</td> </tr> <tr> <td>151 or over</td> <td>30m</td> </tr> </tbody> </table> <p>(ii) Where the parking area has more than one access the required queuing space may be divided between the accesses based on the expected traffic volume served at each access point.</p> <p>(iii) Queuing space length shall be measured from the road boundary at the vehicle crossing to the nearest vehicle control point or point where conflict with vehicles already on the site may arise.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> Effects on safety, efficiency, congestion, and amenity of the site and of the transport network, including the pedestrian and cycling environment. 	Number of parking spaces	Minimum queuing length	3 – 20	6m	21 – 50	12m	51 – 100	18m	101 – 150	24m	151 or over	30m	RD
Number of parking spaces	Minimum queuing length													
3 – 20	6m													
21 – 50	12m													
51 – 100	18m													
101 – 150	24m													
151 or over	30m													

29.5.10	<p>Loading Spaces</p> <p>(i) Off-street loading shall be provided in accordance with this standard on every site in the Business Mixed Use Zone, the Town Centre zones, and the Local Shopping Centre Zone, except on sites where access is only available from the following roads:</p> <ul style="list-style-type: none"> • Queenstown Mall • Beach Street • Shotover Street • Camp Street • Rees Street • Marine Parade • Church Street • Earl Street • Ballarat Street • Memorial Street • Helwick Street • Buckingham Street. <p>(ii) Every loading space shall meet the following dimensions:</p> <table border="1" data-bbox="363 936 1198 1339"> <thead> <tr> <th data-bbox="363 936 459 981"></th> <th data-bbox="459 936 874 981">Activity</th> <th data-bbox="874 936 1198 981">Minimum size</th> </tr> </thead> <tbody> <tr> <td data-bbox="363 981 459 1173">a.</td> <td data-bbox="459 981 874 1173">Offices and activities of less than 1500m² floor area not handling goods and where on-street parking for occasional delivery is available.</td> <td data-bbox="874 981 1198 1173">6m length 3m wide 2.6m high</td> </tr> <tr> <td data-bbox="363 1173 459 1339">b</td> <td data-bbox="459 1173 874 1339">All other activities except residential, visitor accommodation, and those listed in Rule 29.5.13(ii)(a) above.</td> <td data-bbox="874 1173 1198 1339">9m length 3.5m wide 4.5m high</td> </tr> </tbody> </table> <p>(iii) Notwithstanding the above:</p> <ol style="list-style-type: none"> a. Where articulated trucks are used in connection with any site sufficient space not less than 20m in depth shall be provided. b. Each loading space required shall have unobstructed vehicular access to a road or service lane. c. Parking areas and loading areas may be served in whole or in part by a common manoeuvre area, which shall remain unobstructed. <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • The location, size, and design of the loading space and associated manoeuvring. • Effects on safety, efficiency, and amenity of the site and of the transport network, including the pedestrian and cycling environment. 		Activity	Minimum size	a.	Offices and activities of less than 1500m ² floor area not handling goods and where on-street parking for occasional delivery is available.	6m length 3m wide 2.6m high	b	All other activities except residential, visitor accommodation, and those listed in Rule 29.5.13(ii)(a) above.	9m length 3.5m wide 4.5m high	RD
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b	All other activities except residential, visitor accommodation, and those listed in Rule 29.5.13(ii)(a) above.	9m length 3.5m wide 4.5m high									

29.5.11	<p>Surface of Parking Spaces, Parking Areas, and Loading Spaces</p> <p>(i) The surface of all parking, loading and associated access areas and spaces shall be formed, sealed, or otherwise maintained so as to avoid creating a dust or noise nuisance, to avoid water ponding on the surface, and to avoid run-off onto adjoining roads.</p> <p>(ii) The first 10m of such areas, as measured from the edge of the traffic lane, shall be formed and surfaced to ensure that material such as mud, stone chips or gravel is not carried onto any footpath, road or service lane.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Effects on the efficient use and maintenance, safety, and amenity of the site and of the transport network, including the pedestrian and cycling environment. 	RD
29.5.12	<p>Lighting of parking areas</p> <p>(i) Excluding parking areas accessory to residential activity, where a parking area provides for 10 or more parking spaces, which are likely to be used during the hours of darkness, the parking and manoeuvring areas and associated pedestrian routes shall be adequately lit.</p> <p>(ii) Such lighting shall be designed in accordance with the Queenstown Lakes District Council Southern Light Part One - A Lighting Strategy (March 2017) and Queenstown Lakes District Council Southern Light Part Two – Technical Specifications (March 2017).</p> <p>(iii) Such lighting shall not result in a greater than 10 lux spill (horizontal or vertical) of light onto any adjoining site within the Business Mixed Use Zone, the Town Centre zones, and the Local Shopping Centre Zone, measured at any point inside the boundary of any adjoining site or greater than 3 lux spill (horizontal or vertical) of light onto any adjoining site that is zoned High Density Residential, Medium Density Residential, or Low Density Residential measured at any point more than 2m inside the boundary of the adjoining site.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Effects on the safety and amenity of pedestrian, cyclists, and motorists using the parking area. • Effects from the lighting on adjoining sites. 	RD
29.5.13	<p>Bicycle parking and the provision of lockers and showers</p> <p>(i) Bicycle parking, e-bicycle charging areas, lockers, and showers shall be provided in accordance with the minimum requirements specified in Table 7 and the layout of short term bicycle parking shall be in accordance with Diagram 5 (bicycle layouts) of Schedule 2 (29.15).</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • The amount, location, and design of the cycle parks, charging areas, lockers, and showers proposed. • Effects on the mode share of those walking and cycling to and from the location. 	RD

	ACCESS										
29.5.14	<p>Access Design</p> <p>(i) All vehicular access to fee simple title lots, cross lease, unit title or leased premises shall be in accordance with Section 3 and Appendices E and F of the QLDC Land Development and Subdivision Code of Practice (2015); except as provided for in 29.5.5(ii) below.</p> <p>(ii) All shared private vehicular accesses serving residential units and/ or visitor accommodation units in the High Density Residential Zone, Medium Density Residential Zone, and Low Density Residential Zone shall comply with the following standards:</p> <p>a.</p> <table border="1" data-bbox="443 674 1190 927"> <thead> <tr> <th data-bbox="443 674 884 837">The greater of the actual number of units proposed to be serviced or the potential number of units able to be serviced by the permitted density.</th> <th data-bbox="884 674 1038 837">Formed width (m)</th> <th data-bbox="1038 674 1190 837">Minimum legal width (m)</th> </tr> </thead> <tbody> <tr> <td data-bbox="443 837 884 882">1 to 6</td> <td data-bbox="884 837 1038 882">2.75 - 3.0</td> <td data-bbox="1038 837 1190 882">4.0</td> </tr> <tr> <td data-bbox="443 882 884 927">7 to 12</td> <td data-bbox="884 882 1038 927">5.5 - 5.7</td> <td data-bbox="1038 882 1190 927">6.7</td> </tr> </tbody> </table> <p>b. Except;</p> <p>i. where a shared vehicle access for 1 to 6 units adjoins a State Highway, arterial, or collector road, it shall have a formed width of 5.5m - 5.7m and a legal width of at least 6.7m for a minimum length of 6m, as measured from the legal road boundary.</p> <p>ii. To allow vehicles to pass, formed access widths for 1 to 6 units shall include widening to not less than 5.5 m over a 15m length at no more than 50 m spacing (measured from the end of one passing bay to the beginning of the next).</p> <p>(iii) The above access width rules do not apply at the time of subdivision to any developments authorised and given effect to by a landuse consent as at the date these provisions are made operative.</p> <p>(iv) No private way or private vehicle access or shared access in any zone shall serve sites with a potential to accommodate more than 12 units on the site and adjoining sites.</p> <p>(v) Private shared vehicle accesses shall have legally enforceable arrangements for maintenance put in place at the time they are created.</p> <p>(vi) All vehicle access design shall comply with Schedule 2 (29.15).</p> <p>(vii) The above access width rules do not apply to existing private shared vehicle accessways for the purpose of controlling the number of units that may be built using the accessways, unless the total land served by the accessway could provide for more than 12 units.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Effects on safety, efficiency, and amenity of the site and of the 	The greater of the actual number of units proposed to be serviced or the potential number of units able to be serviced by the permitted density.	Formed width (m)	Minimum legal width (m)	1 to 6	2.75 - 3.0	4.0	7 to 12	5.5 - 5.7	6.7	RD
The greater of the actual number of units proposed to be serviced or the potential number of units able to be serviced by the permitted density.	Formed width (m)	Minimum legal width (m)									
1 to 6	2.75 - 3.0	4.0									
7 to 12	5.5 - 5.7	6.7									

	<p>transport network, including the pedestrian and cycling environment.</p> <ul style="list-style-type: none"> • The design of the access, including the width of the formed and legal width. • The on-going management and maintenance of the access. • The vesting of the access in Council. <p>Notes:</p> <p>The calculation of maximum developable capacity shall require, where necessary, the creation of sections to serve as future accessway extensions to link to other sites beyond the immediate development. As there is no maximum density provision in the High Density Residential Zone, it is not possible to calculate the maximum developable capacity and, as such, the number of units shall be taken as the total number proposed to be serviced by the access, including any existing units.</p>												
29.5.15	<p>Width and design of vehicle crossings - urban zones</p> <p>(i) The following vehicle crossing widths shall apply as measured at the property boundary:</p> <table border="1" data-bbox="411 842 1185 1043"> <thead> <tr> <th rowspan="2">Land use</th> <th colspan="2">Width of crossing(m) at the property boundary</th> </tr> <tr> <th>Minimum</th> <th>Maximum</th> </tr> </thead> <tbody> <tr> <td>a. Residential</td> <td>3.0</td> <td>6.0</td> </tr> <tr> <td>b. Other</td> <td>4.0</td> <td>9.0</td> </tr> </tbody> </table> <p>(ii) Vehicle crossings in all zones other than in those Rural zones which are regulated by Rule 29.5.16 shall comply with Diagram 2 and with either Diagram 6 or 7 in Schedule 2 (29.15), depending on the activity served by the access, such that:</p> <ol style="list-style-type: none"> the access crosses the property boundary at an angle of between 45 degrees and 90 degrees; the vehicle crossing intersects with the carriageway at an angle of 90 degrees plus or minus 15 degrees; roadside drainage shall be continuous across the length of the crossing; all vehicular accessways adjacent to State Highways shall be sealed from the edge of the carriageway to the property boundary. <p>(iii) For vehicle crossings in all zones other than in those rural zones which are regulated by Rule 29.5.16, the width of the vehicle crossings at the kerb shall be 1.0m wider than the width at the boundary.</p> <p>(iv) All vehicle crossings in all zones other than in those rural zones which are regulated by Rule 29.5.16 shall be located at least 500mm from any internal property boundary and from any other vehicle crossing on the same site.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Effects on safety, efficiency, and amenity of the site and of the transport network, including the pedestrian and cycling environment. • The location, design, and width of the vehicle crossing. 	Land use	Width of crossing(m) at the property boundary		Minimum	Maximum	a. Residential	3.0	6.0	b. Other	4.0	9.0	RD
Land use	Width of crossing(m) at the property boundary												
	Minimum	Maximum											
a. Residential	3.0	6.0											
b. Other	4.0	9.0											

<p>29.5.16</p>	<p>Design of vehicle crossings – Rural Zone, Rural Residential Zone, Rural Lifestyle Zone, Wakatipu Basin Rural Amenity Zone, and the Wakatipu Basin Lifestyle Precinct</p> <p>(i) Vehicle crossings providing access to a road other than a state highway in the Rural Zone, Rural Residential Zone, Rural Lifestyle Zone, and Wakatipu Basin Rural Amenity Zone, and the Wakatipu Basin Lifestyle Precinct shall comply with Diagram 2 and with either Diagram 8, 9, or 10 of Schedule 2 (29.15), as determined by the following standards:</p> <table border="1" data-bbox="411 504 1185 996"> <thead> <tr> <th>Type of traffic using access (>1 heavy vehicle movement per week)</th> <th>Volume of traffic using accessway (ecm/ day)</th> <th>Volume of traffic using road (vpd)</th> <th>Accessway type required</th> </tr> </thead> <tbody> <tr> <td rowspan="4">No</td> <td rowspan="2">1-30</td> <td>< 10,000</td> <td>Diagram 8</td> </tr> <tr> <td>>= 10,000</td> <td>Diagram 9</td> </tr> <tr> <td rowspan="2">31-100</td> <td>< 10,000</td> <td>Diagram 9</td> </tr> <tr> <td>>= 10,000</td> <td>Diagram 10</td> </tr> <tr> <td>101+</td> <td>All</td> <td>Diagram 10</td> </tr> <tr> <td rowspan="2">Yes</td> <td>1-30</td> <td>All</td> <td>Diagram 9</td> </tr> <tr> <td>31-100+</td> <td>All</td> <td>Diagram 10</td> </tr> </tbody> </table> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> Effects on safety, efficiency, and amenity of the transport network, including the pedestrian and cycling environment. <p>Note: In the absence of undertaking a traffic survey for the purpose of the application, the Council's traffic count data can be supplied on request and relied on to determine the vehicles per day using the road.</p>	Type of traffic using access (>1 heavy vehicle movement per week)	Volume of traffic using accessway (ecm/ day)	Volume of traffic using road (vpd)	Accessway type required	No	1-30	< 10,000	Diagram 8	>= 10,000	Diagram 9	31-100	< 10,000	Diagram 9	>= 10,000	Diagram 10	101+	All	Diagram 10	Yes	1-30	All	Diagram 9	31-100+	All	Diagram 10	<p>RD</p>
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	31-100+	All	Diagram 10																								
<p>29.5.17</p>	<p>Maximum Gradient for Vehicle Access</p> <p>(i) The maximum gradient for any private way used for vehicle access shall be 1 in 6.</p> <p>(ii) In residential zones where a private way serves no more than 2 residential units the maximum gradient may be increased to 1 in 5 provided:</p> <ol style="list-style-type: none"> The average gradient over the full length of the private way does not exceed 1 in 6; and The maximum gradient is no more than 1 in 6 within 6m of the road boundary; and The private way is sealed with a non-slip surfacing. For the purpose of this rule gradient (maximum and average) shall be measured on the centreline of the access. <p>(iii) The vehicle break-over angles shown in Diagram 2 of Schedule 2 (29.15) shall not be exceeded over any part of the width of the vehicle access/ crossing.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> Effects on the efficiency of landuse, safety and maintenance of the 	<p>RD</p>																									

	<p>access and of the adjoining transport network.</p> <ul style="list-style-type: none"> Effects on congestion resulting from any inability of cars or certain types of cars to readily use the access. 																								
29.5.18	<p>Minimum Sight Distances from Vehicle Access on all roads other than State Highways</p> <p>(i) The following minimum sight distances from any access, shall be complied with, as measured from the points shown on Diagram 11 of Schedule 2 (29.15):</p> <table border="1"> <thead> <tr> <th rowspan="2">Posted speed limit (km/hr)</th> <th colspan="2">Sight distance (m)</th> </tr> <tr> <th>Residential Activity</th> <th>Other Activities</th> </tr> </thead> <tbody> <tr> <td>50</td> <td>45</td> <td>80</td> </tr> <tr> <td>60</td> <td>65</td> <td>105</td> </tr> <tr> <td>70</td> <td>85</td> <td>140</td> </tr> <tr> <td>80</td> <td>115</td> <td>175</td> </tr> <tr> <td>90</td> <td>140</td> <td>210</td> </tr> <tr> <td>100</td> <td>170</td> <td>250</td> </tr> </tbody> </table> <p>(ii) Proposed and existing landscaping (at maturity) and/ or structures shall be considered when assessing compliance with site distances.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> Effects on safety, efficiency, and amenity of the site and of the transport network, including the pedestrian and cycling environment. <p>Note: This Rule does not apply to State highways which are, instead, subject to Rule 29.5.19.</p>	Posted speed limit (km/hr)	Sight distance (m)		Residential Activity	Other Activities	50	45	80	60	65	105	70	85	140	80	115	175	90	140	210	100	170	250	RD
Posted speed limit (km/hr)	Sight distance (m)																								
	Residential Activity	Other Activities																							
50	45	80																							
60	65	105																							
70	85	140																							
80	115	175																							
90	140	210																							
100	170	250																							
29.5.19	<p>Minimum Sight Distances from Vehicle Access onto State Highways</p> <p>(i) The following minimum sight distances from any access, shall be complied with, as measured from the points shown on Diagram 11 of Schedule 2 (29.15):</p> <table border="1"> <thead> <tr> <th>Posted speed limit (km/hr)</th> <th>Sight distance (m)</th> </tr> </thead> <tbody> <tr> <td>50</td> <td>113</td> </tr> <tr> <td>60</td> <td>140</td> </tr> <tr> <td>70</td> <td>170</td> </tr> <tr> <td>80</td> <td>203</td> </tr> <tr> <td>90</td> <td>240</td> </tr> <tr> <td>100</td> <td>282</td> </tr> </tbody> </table>	Posted speed limit (km/hr)	Sight distance (m)	50	113	60	140	70	170	80	203	90	240	100	282	RD									
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70	170																								
80	203																								
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<p>29.5.20</p>	<p>Maximum Number of Vehicle Crossings</p> <p>(i) The following maximum number of crossings shall be complied with:</p> <table border="1" data-bbox="424 304 1190 591"> <thead> <tr> <th rowspan="2">Frontage length (m)</th> <th colspan="3">Type of road frontage</th> </tr> <tr> <th>Arterial</th> <th>Collector</th> <th>Local</th> </tr> </thead> <tbody> <tr> <td>0 - 18</td> <td>1</td> <td>1</td> <td>1</td> </tr> <tr> <td>19 - 60</td> <td>1</td> <td>1</td> <td>2</td> </tr> <tr> <td>61 - 100</td> <td>1</td> <td>2</td> <td>3</td> </tr> <tr> <td>Greater than 100</td> <td>2</td> <td>3</td> <td>3</td> </tr> </tbody> </table> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> Effects on safety, efficiency, and amenity of the site and of the transport network, including the pedestrian and cycling environment. <p>Note: This Rule does not apply to State highways which are, instead, subject to Rule 29.5.21.</p>	Frontage length (m)	Type of road frontage			Arterial	Collector	Local	0 - 18	1	1	1	19 - 60	1	1	2	61 - 100	1	2	3	Greater than 100	2	3	3	<p>RD</p>
Frontage length (m)	Type of road frontage																								
	Arterial	Collector	Local																						
0 - 18	1	1	1																						
19 - 60	1	1	2																						
61 - 100	1	2	3																						
Greater than 100	2	3	3																						
<p>29.5.21</p>	<p>Minimum distance between vehicle crossings onto State Highways</p> <p>(i) The minimum distance between any two vehicle crossings onto any State Highway, regardless of the side of the road on which they are located and whether they are single or combined, shall be:</p> <ol style="list-style-type: none"> 40 metres where the posted speed is equal to or lower than 70 km/h 100 metres where the posted speed is 80 km/h 200 metres where the posted speed is 100 km/h. <p>Discretion is restricted to effects on the efficiency of landuse and the safety and efficiency of the transport network, including the pedestrian and cycling environment.</p>	<p>RD</p>																							
<p>29.5.22</p>	<p>Minimum distances of Vehicle Crossings from Intersections</p> <p>(i) No part of any vehicle crossing shall be located closer to the intersection of any roads than the following minimum distances permitted below and as shown in Diagram 12 of Schedule 2 (29.15):</p> <p>(ii) Roads with a speed limit of less than 70 km/hr:</p> <table border="1" data-bbox="448 1518 1094 1688"> <thead> <tr> <th>Frontage Road</th> <th>Distance (m)</th> </tr> </thead> <tbody> <tr> <td>Arterial</td> <td>40</td> </tr> <tr> <td>Collector</td> <td>30</td> </tr> <tr> <td>Local</td> <td>25</td> </tr> </tbody> </table> <p>(iii) Roads with a speed limit equal to or greater than 70 km/ hr:</p> <table border="1" data-bbox="448 1789 1094 1960"> <thead> <tr> <th>Frontage Road</th> <th>Distance (m)</th> </tr> </thead> <tbody> <tr> <td>Arterial</td> <td>100</td> </tr> <tr> <td>Collector</td> <td>60</td> </tr> <tr> <td>Local</td> <td>50</td> </tr> </tbody> </table>	Frontage Road	Distance (m)	Arterial	40	Collector	30	Local	25	Frontage Road	Distance (m)	Arterial	100	Collector	60	Local	50	<p>RD</p>							
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Collector	60																								
Local	50																								

	<p>(iv) Except that where the boundaries of the site do not enable a conforming vehicle crossing to be provided, a single vehicle crossing may be constructed provided it is located 0.5m from the internal boundary of the site in the position that most closely complies with the above provisions.</p> <p>Notes:</p> <p>Distances shall be measured parallel to the centre line of the carriageway of the frontage road from the centre line of the intersecting road. Where the roadway is median divided the edge of the dividing strip nearest to the vehicle crossing shall for the purposes of this control be deemed the centre line.</p> <p>This Rule does not apply to State highways which are, instead, subject to Rule 29.5.23.</p> <p>Discretion is restricted to effects on the efficiency of landuse and the safety and efficiency of the transport network, including the pedestrian and cycling environment.</p>	
29.5.23	<p>Minimum distances of Vehicle Crossings from Intersections onto State Highways</p> <p>(i) No part of any vehicle crossing shall be located closer to the intersection of any state highway than the following minimum distances permitted below and as shown in Diagram 12 of Schedule 2 (29.15):</p> <ol style="list-style-type: none"> a. 30 metres where the posted speed is less than 70 km/ h b. 100 metres where the posted speed is equal to or greater than 70 km/ h c. 200 metres where the posted speed is equal to or greater than 90 km/ h. <p>Discretion is restricted to effects on the efficiency of landuse and the safety and efficiency of the transport network, including the pedestrian and cycling environment.</p>	RD
29.5.24	<p>Service Stations</p> <p>All service stations shall comply with the following rules:</p> <ol style="list-style-type: none"> (i) The canopy shall be setback 2m from the road boundary. (ii) Accessways into Service Stations shall comply with the following minimum separation distances from other driveways. <ol style="list-style-type: none"> a. Between driveways for residential activities - 7.5m b. Between driveways for other activities - 15m (iii) The width of any driveway into a Service Station shall comply with the following: <ol style="list-style-type: none"> a. One way - 4.5m min and 6.0m max. b. Two way: - 6.0m min and 9.0m max. (iv) Any one way entrance or exit shall be signposted as such. 	RD

	<p>(v) The road boundary of the site shall be bordered by a nib wall or other device to control traffic flows and to clearly define entrance and exit points</p> <p>(vi) Pumps shall be located a minimum of 4.5m from the road boundary and 12m from the midpoint of any vehicle crossing at the road boundary. All vehicles shall be clear of the footpath and accessways when stopped for refuelling</p> <p>(vii) A minimum path width of 4.5m and a minimum inside turning radius of at least 7.5m shall be provided for vehicles through the service station forecourt, except that for pumps which are not proposed to be used by heavy vehicles, the minimum path width required is 3.5m.</p> <p>(viii) Tanker access to bulk tank filling positions shall ensure tankers drive in and out in a forward direction, without the need for manoeuvring either on the site or adjacent roadways. Where this cannot be achieved tankers shall be able to be manoeuvred so they can drive out in a forward direction.</p> <p>(ix) Tankers discharging shall not obstruct the footpath or any part of the site intended for use by vehicles being served at refuelling positions or waiting for service.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Effects on the efficiency of landuse and the safety and efficiency of the transport network, including the pedestrian and cycling environment. 	
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29.6 Rules – Table 4 - Standards for activities within roads

	Table 4 - Standards for activities within roads	Non compliance
29.6.1	<p>Transport infrastructure</p> <p>(i) All transport infrastructure listed as permitted within a formed road shall comply with the following standards:</p> <ol style="list-style-type: none"> a. Temporary works, buildings and structures must be removed from the road on completion of works. b. After completion of works, the ground must be reinstated to at least the condition existing prior to any work starting. <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Effects on the safety and efficiency of the transport network. 	RD
29.6.2	<p>Buildings</p> <p>(i) Public transport facilities and public toilets that meet the definition of a building shall comply with the following standards of the zone adjoining the road:</p> <ol style="list-style-type: none"> a. building height, b. building height to boundary, and c. recession planes <p>Discretion is restricted to:</p>	RD

	Table 4 - Standards for activities within roads	Non compliance
	<ul style="list-style-type: none"> Effects on the amenity of neighbouring sites. <p>Note: Where there are two different zones adjoining either side of the road, the adjacent zone extends to the centre line of the former road.</p>	

29.7 Non-Notification of Applications

- i. **Any application for resource consent for the following matters shall not require the written consent of other persons and shall not be notified or limited notified:**
 - a. All applications for controlled activities
- ii. **Any application for resource consent for the following restricted discretionary activities shall not be notified but may require the written consent of other persons and may be limited notified:**
 - a. Park and Ride.
 - b. Access to the State Highway.

29.8 Assessment Matters

29.8.1 In considering whether or not to grant consent or impose conditions on a resource consent, the Council shall have regard to, but not be limited by, the following assessment matters.

29.8.2 Discretionary Activity and Restricted Discretionary Activity - Non-accessory parking, excluding off-site parking

29.8.2.1 Whether and to what extent the non-accessory parking will:

- (i) not undermine the success of the public transport system or discourage people from walking or cycling;
- (ii) consolidate and rationalise parking provision;
- (iii) result in more efficient land use within the general locality or better enable the planned growth and intensification enabled by the zone;
- (iv) improve the quality of the streetscape and amenity by, for example, removing on street parking or providing for some of the required parking to be provided off site;
- (v) cater for an existing or projected undersupply of parking in the locality. Related to this is:
 - a. a consideration of the type of parking proposed (such as whether it is short term or long term parking, campervan parking, or coach parking); and
 - b. whether alternative parking exists in the surrounding area to accommodate existing and future parking demands in the area and the extent to which parking demand can be adequately addressed by improved parking management of existing or permitted parking, without providing additional non accessory parking;

29.8.2.2 Restricted Discretionary Activity - Park and Ride and public transport facilities

29.8.2.3 Whether and to what extent the location and design of Park and Ride or any public transport facility:

- (i) is within close proximity to public transport stations, stops, or terminals;
- (ii) is well linked to the active transport network and provides secure bicycle parking in a manner that facilitates the option of travelling to the facility by bicycle;
- (iii) makes public transport more convenient and more pleasant, thereby encouraging commuters and other users to shift to public transport;
- (iv) improves the operational efficiency of existing and future investments in the public transport network and facilitates existing and future investments in the public transport network, including public water ferry services; and
- (v) assists with extending the catchment for public transport into areas where it is otherwise not cost-effective to provide traditional services or feeders.

29.8.3 Restricted Discretionary Activity - Size of parking spaces and layout

29.8.3.1 Whether, in relation to parking spaces within buildings that do not comply with the required stall width, the design is in accordance with the Australian/New Zealand Standard Off-street Parking, Part 1: Car Parking Facilities, AS/NZS 2890.1:2004.

29.8.4 Restricted Discretionary Activity - Access, manoeuvring space, queuing space

29.8.4.1 Whether and to what extent the design, location, and number of accesses/ vehicle crossings proposed will achieve Objective 29.2.2 and the associated policies, taking into account:

- (i) the hours of operation of activities on the site and the extent to which they coincide with the peak flows and vehicle queues on the road;
- (ii) any positive or adverse effects of dispersing the traffic volumes amongst more than one accesses;
- (iii) the operating speed of the road and volume of vehicles on the road;
- (iv) the geometry of the road; and
- (v) any positive or adverse effects on the pedestrian and cycling environment and on the amenity and streetscape values of the locality.

29.8.4.2 Whether and to what extent the manoeuvring space proposed is acceptable in terms of achieving Objective 29.2.2, taking into account:

- (i) whether the reduced space will necessitate reverse manoeuvring onto roads;
- (ii) the width of the access and visibility at the road boundary; and
- (iii) the provision of alternative ways of avoiding reversing onto the road, including the installation of turntables or carpark stackers.

29.8.4.3 Whether and to what extent a narrower private access is acceptable in terms of achieving Objective 29.2.2, taking into account:

- (i) the availability of sufficient on-site manoeuvring;
- (ii) the provision of passing areas and/ or turning heads and adequate on-site parking; and

- (iii) the opportunity for improved urban amenity outcomes from providing a narrower private access.
- 29.8.4.4 Whether and to what extent a shorter queuing space is acceptable in terms of achieving Objective 29.2.2, taking into account:
- (i) the traffic volume in surrounding streets;
 - (ii) the number of parking spaces on the site;
 - (iii) the anticipated peak traffic flows from/ to the site;
 - (iv) tidal flows relation to residential developments and the potential for a reduced chance of vehicles meeting one another; and
 - (v) in relation to large scale non-accessory parking areas:
 - a. the rate of entry/ exit at control points and the freedom of movement beyond the control point in relation to carparks that have barrier arms, boom gates, or similar; and
 - b. the hourly parking accumulation and turnover of the carpark.
- 29.8.4.5 Whether and to what extent a steeper vehicle access gradient is acceptable in terms of achieving Objective 29.2.2, taking into account:
- (i) the length, curvature, and width of the access;
 - (ii) the gradient of the access and break over angles adjacent to the road;
 - (iii) the surface of the access;
 - (iv) sight lines; and
 - (v) the extent to which the proposed gradient applies with the AS/ NZS2890.1:2004.
- 29.8.4.6 Whether and to what extent on-site loading space is necessary or whether the reduced space proposed is acceptable in terms of achieving Objective 29.2.2, taking into account:
- (i) the disruption to the adjacent transport network resulting from on street loading due to the reduced provision or lack of on-site loading space;
 - (ii) whether a smaller loading space is sufficient due to the nature of the proposed activities on the site; and
 - (iii) whether loading on-street or allowing manoeuvring areas and/ or loading spaces to be shared will result in a higher quality pedestrian environment, which may be more appropriate in areas where it is desirable to limit access points in order to maintain or enhance safety, amenity, efficient traffic flows, intensification, or high levels of streetscape amenity.
- 29.8.5 Restricted Discretionary Activity - Bicycle parking and the provision of showers, lockers, e bicycle charging, and changing facilities**
- 29.8.5.1 Whether and to what extent the design, location, and amount of bicycle parking and end-of-trip facilities proposed may be appropriate taking into account:

- (i) whether there is adequate alternative, safe and secure bicycle parking, showers, and lockers that meet the needs of the intended users in a nearby location that is readily accessible and secured by a legal mechanism;
- (ii) whether the required bicycle parking can be provided and maintained via a jointly-used bicycle parking area; and
- (iii) whether the location of the activity is such that it is unrealistic to expect staff or visitors to travel by bicycles (including electric bicycle) now or in the future.

29.9 Table 5 - Minimum Parking Requirements

Table 5			
	Minimum Parking Requirements	Resident/ Visitor	Staff/ Guest
29.9.1	All activities in the: <ul style="list-style-type: none"> • Queenstown Town Centre Zone • Wanaka Town Centre Zone • Arrowtown Town Centre Zone 	0	0
Residential Activities			
29.9.2	Residential units and residential flats in the: <ul style="list-style-type: none"> • High Density Residential Zone. • Medium Density Residential Zone between Park and Suburb Streets, Queenstown. 	0.25 per studio unit/ flat and 1 bedroom unit/ flat 0.5 per unit/ flat for all other units. Footnote (3)	0
29.9.3	Residential units and residential flats in the Medium Density Residential Zone in Arrowtown and Wanaka	0.7 per studio unit/ flat and 1 bedroom unit/ flat 1.0 per 2 bedroom unit/ flat 1.5 per unit/ flat comprising 3 or more bedrooms. Footnote (3)	0
29.9.4	Residential units and residential flats in the Medium Density Residential Zone other than the areas of Medium Density Residential Zone listed above in 29.9.2 and 29.9.3.	0.5 per studio unit/ flat, 1 bedroom unit/ flat, and 2 bedroom unit/ flat 1.0 per unit/ flat comprising 3 or more bedrooms. Footnote (3)	0
29.9.5	Residential units and residential flats in the Business Mixed Use Zone.	0.7 per residential unit/ flat containing 3 bedrooms or less; and For units/ flats containing more than 3 bedrooms, 0.7 for every 3 bedrooms Footnote (3)	0
29.9.6	Minimum number of carpark required for a residential flat in all	1 per flat. Footnote (3)	0

Table 5			
	Minimum Parking Requirements	Resident/ Visitor	Staff/ Guest
	zones, except otherwise listed in standards 29.9.1 - 29.9.5.		
29.9.7	Minimum number of carparks required for a residential unit in all zones, except otherwise listed in standards 29.9.1 - 29.9.5.	2 per unit. Footnote (3)	0
29.9.8	Elderly persons housing unit and elderly care homes, either within a retirement village or not.	1 per residential unit 1 per 5 beds for elderly care homes	1 per 5 beds for elderly care homes. Footnote (1)
Visitor Accommodation Activities			
29.9.9	Homestay	1 per bedroom used for homestay.	0
29.9.10	Unit type visitor accommodation (includes all units containing a kitchen facility such as motels and cabins) in the: <ul style="list-style-type: none"> High Density Residential Zone. Medium Density Residential Zone between Park and Suburb Streets, Queenstown 	0.25 per studio unit and 1 bedroom unit 0.5 per unit for all other units; and in addition, where over 30 units are proposed over one or more sites; 1 coach park per 30 units, provided that coach parks may overlay the required car parking spaces or may be located off-site, provided that where located off-site in accordance with Rule 29.5.2, a loading area shall be provided on the site containing the visitor accommodation. Footnotes (3)(4)	0
29.9.11	Unit type visitor accommodation (includes all units containing a kitchen facility. E.g. motels and cabins) in the: <ul style="list-style-type: none"> Medium Density Residential Zone in Wanaka Medium Density Residential Zone in Arrowtown 	0.7 per studio unit and 1 bedroom unit 1.0 per 2 bedroom unit 1.5 per unit comprising 3 or more bedrooms. Footnote (3)(4)	0
29.9.12	Unit type visitor accommodation (includes all units containing a kitchen facility such as motels and cabins) in the Medium Density Residential Zone other than the areas of Medium Density Residential listed above in 29.9.10 and 29.9.11.	0.5 per studio unit, 1 bedroom unit, and 2 bedroom unit 1.0 per unit comprising 3 or more bedrooms Footnotes (3)(4)	0.2 per 5 units. Footnotes (1)(2)(3)
29.9.13	Unit type visitor accommodation (includes all units containing a kitchen facility. E.g. motels and cabins) in the:	2 per unit. Footnote (3)	0

Table 5			
	Minimum Parking Requirements	Resident/ Visitor	Staff/ Guest
	<ul style="list-style-type: none"> • Low Density Residential Zone • Arrowtown Residential Historic Management Zone. 		
29.9.14	Unit type visitor accommodation (includes all units containing a kitchen facility such as motels and cabins) except in those zones listed in standards 29.9.10 - 29.9.13 above.	<p>1 per unit up to 15 units; thereafter 1 per 2 units.</p> <p>In addition, where over 30 units are proposed over one or more sites; and</p> <p>1 coach park per 30 units, provided that coach parks may overlay the required car parking spaces or may be located off-site, provided that where located off-site in accordance with Rule 29.5.2, a loading area shall be provided on the site containing the visitor accommodation.</p> <p>Footnotes (3) (4)</p>	For developments comprising 10 or more units, 1 per 10 units. Footnotes (1)(2)(3)
29.9.15	Guest room type visitor accommodation (e.g. hotels).	<p>1 per 3 guest rooms up to 60 guest rooms; thereafter 1 per 5 guest rooms. (1)(2)(3)</p> <p>In addition, where over 50 guest rooms are proposed over one or more sites; 1 coach park per 50 guest rooms, provided that coach parks may overlay the required car parking spaces or may be located off-site, provided that where located off-site in accordance with Rule 29.5.2, a loading area shall be provided on the site containing the visitor accommodation.</p>	1 per 20 beds. Footnotes (1)(2)(3)(4)
29.9.16	Backpacker hostel type visitor accommodation.	<p>1 per 5 guest beds.</p> <p>In addition, where over 50 beds are proposed over one or more sites; 1 coach park per 50 beds, provided that coach parks may overlay the required car parking spaces or may be located off-site in accordance with Rule 29.5.2 provided that where located off-site, a loading area shall be provided on the</p>	1 per 20 beds Footnotes (1)(2)(3)

Table 5			
Minimum Parking Requirements		Resident/ Visitor	Staff/ Guest
		site containing the visitor accommodation. Footnotes (3) (4).	
Commercial Activities			
29.9.17	Commercial activity.	1 per 25m ² GFA; and For large format retail, of the total parking provided, 1 park per 500m ² GFA shall accommodate a medium rigid truck (in order to accommodate campervans and other vehicles larger than a B85 vehicle).	0
29.9.18	Industrial activity or service activity	0	1 per 50m ² of indoor and outdoor area/ GFA; except 1 per 100m ² of GFA used for warehousing and indoor or outdoor storage (including self-storage units); and 1 per 100m ² of GFA for distribution centres
29.9.19	Motor vehicle repair and servicing.	1 per 25m ² of servicing/ workshop area or 2.5 per work bay (up to a maximum of 50m ² for each work bay), whichever is greater. In addition, 2 heavy vehicle parking spaces per establishment	1 per 25m ² servicing/ workshop area or 1 per work bay, whichever is greater Note: parking spaces will also be required for any on-site office and retail space pursuant to those rules.
29.9.20	Drive-through facility except in the Town Centre.	5 queuing spaces per booth or facility, based on a B85 vehicle.	0
29.9.21	Office.	0	1 per 50m ² GFA

Table 5			
	Minimum Parking Requirements	Resident/ Visitor	Staff/ Guest
29.9.22	Restaurant.	1 per 25m ² PFA	1 per 100m ² PFA (2 minimum)
29.9.23	Tavern or bar.	2 per 25m ² PFA	1 per 100m ² PFA (2 minimum)
29.9.24	Rural selling place	3 for the initial 25m ² GFA and outdoor display area; and thereafter 1 per 25m ² GFA and outdoor display area.	0
29.9.25	Home occupation (in addition to residential requirements).	1 per home occupation activity	0
29.9.26	Service station.	1 per 25m ² of GFA used for retail sales	3 per service station
Community Activities			
29.9.27	Place of assembly or place of entertainment, except where specifically listed below.	1 per 10m ² PFA or per 10 seats, whichever is greater; except for: Libraries, museums, and non-commercial art galleries, which shall provide 1 per 50m ² GFA	0
29.9.28	Swimming pools for public use or private club use	1 per 15m ² swimming pool area	1 per 200m ² swimming pool area
29.9.29	Gymnasiums for public use or private club use.	1 per 100m ² GFA	1 per 200m ² PFA
29.9.30	Sports courts for public or private club use	1 per 75m ² court area	1 per 200m ² court area
29.9.31	Sports fields	12.5 per hectare of playing area	0
29.9.32	Hospital Note: Also see Drop off/ pick up (set down) Rule 29.5.7	1 per 5 beds	2 per bed
29.9.33	Health care facility Note: Also see set down/ drop off Rule 29.5.7	2 per professional staff	1 per professional staff In addition; 1 per 2 other full time staff, or 1 per consulting room, whichever is greater.

Table 5			
	Minimum Parking Requirements	Resident/ Visitor	Staff/ Guest
29.9.34	Educational facility Note: Also see set down/ drop off Rule 29.5.7	1 per classroom for Year 11 and above. Tertiary education: 0.5 per FTE employee plus 0.25 per EFT student the facility is designed to accommodate	1 per 2 staff.
29.9.35	Day care facility Note: Also see set down/ drop off Rule 29.5.7	1 per 10 children.	0.5 per staff.
29.9.36	Convention centre	1 car park per 10 persons or 1 car park per 10 m ² of public floor area, whichever is greater. In addition, one coach park per 50 people the site is designed to accommodate.	0
29.9.37	Commercial recreational activity	1 carpark per 5 people the facility is designed to accommodate.	0

29.9.38 The following advice notes apply to all provisions relating to minimum car parking requirements:

29.9.38.1 In calculating the total parking requirement:

- (i) the requirement for residents/ visitors and the requirement for guests/ staff shall be added together (including fractional spaces), then rounded up or down in accordance with 29.9.38.1(iii) below.
- (ii) where a development comprises more than one activity, the parking requirements for all activities shall be added together (including fractional spaces), and then then rounded up or down in accordance with 29.9.38.1(iii) below.
- (iii) where the total parking requirement (as outlined in (i) and (ii) above) for the development includes a fraction less than 0.5 it shall be disregarded and where it includes a fraction equal to or greater than 0.5, the parking requirement shall be rounded up to the next highest whole number, except that where the total carpark requirement is a fraction less than 1.0 (e.g. in the case of a single dwelling in the High Density Residential zone) then this shall be rounded up to 1.0.
- (iv) The area of any parking space(s) and vehicular access, drives, and aisles provided within a building shall be excluded from the assessment of gross floor area of that building for the purpose of ascertaining the total number of parking spaces required or permitted.
- (v) Where the parking requirement is based on the number of bedrooms within a residential or visitor accommodation unit, any room with a window and which is able

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to be shut off from any living room or communal part of the unit shall be deemed to be a bedroom, regardless of whether it is identified as such on the building plans.

29.9.39 The following footnotes apply only where indicated in Table 5:

- Footnote (1): Where the site is used for visitor accommodation these spaces shall be made available for staff. Where the site is used for residential purposes these spaces are to be accessible to guests, or for use for parking trailers and other vehicles.
- Footnote (2): These spaces shall all be located on land that is held in common ownership. Once the total onsite requirement is established in accordance with 29.9.36.1(iii) above, if the number of 'staff/ guest' spaces required results in a fractional space, then in regard to the locating these spaces, the staff/ guest component of the overall parking requirement be may be rounded down to the next highest whole number.
- Footnote (3): Some or all of these carpark spaces can be provided off-site in accordance with Rule 29.5.2.
- Footnote (4): The site's access and three of the spaces must be arranged so that a tour coach can enter and park on or near these spaces. This includes applications to develop over 30 units over one or more sites in the Medium Density Residential Zone where no coach parking is specifically required.

29.10 Table 6 - Thresholds for high traffic generating activities

	Activity	Development type	Threshold
29.10.1	Residential	Dwellings	50 dwellings
29.10.2	Visitor accommodation	Visitor accommodation (unit type construction)	100 units
29.10.3		Visitor accommodation (guest room type construction).	150 rooms
29.10.4	Commercial Activities, other than those specifically listed below		2000m ²
29.10.5	Office		2000m ²
29.10.6	Retail		1000m ²
29.10.7	Industrial		5000m ²
29.10.8	All other activities		50 or more car parking spaces proposed and/or required under Table 5.
29.10.9	All other activities		Traffic generation of greater than 400 additional vehicle trips per day or 50 additional trips during the commuter peak hour.

29.11 Table 7- Minimum requirements for cycle parking, lockers, and showers

	Activity	Customer/Visitor Short-Term Bicycle Parking	Private Long-Term Bicycle Parking, including e-bicycle charging capability provided in a secure facility. This is for the use of staff, students, and residents.	End of trip facilities
29.11.1	Office	2 bicycle spaces (i.e. 1 stand) for the first 500m ² GFA and 1 space for every 500m ² GFA, thereafter.	For offices at least 125m ² in area, 1 space per 125 m ² GFA	Where 1 long-term bicycle parking space is required: no end of trip facilities required. Where 2-8 long-term bicycle parking spaces are required: 1 locker per every space required. Where >8 long-term bicycle parking spaces are required: 1 locker for every space required and 1 shower per every 10 spaces required. Footnote (1).
29.11.2	Industrial and Service Activities	Nil	For such activities of at least 300m ² in area, 1 space per 300 m ² GFA	
29.11.3	Hospital	1 bicycle space per 25 beds	1 per 10 beds	
29.11.4	Other Health Care Facility	For facilities of at least 100m ² in area, 1 per 100m ² GFA	For facilities of at least 200m ² in area, 1 space per 200m ² GFA	
29.11.5	Restaurants, Cafes, Taverns and Bars	2 bicycle spaces (i.e. 1 stand) for the first 125m ² PFA and 1 space for every 125m ² GFA, thereafter	For such activities facilities of at least 500m ² in area, 1 space per 500m ² GFA	
29.11.6	Day care facility	2 bicycle spaces per centre	For facilities with at least 10 workers, 1 bicycle space per 10 on-site workers	
29.11.7	Educational Facility – primary and secondary	1 visitor space per 50 students (capacity)	1 per 5 pupils Year 5 and above (capacity) for primary and secondary schools	Where 1 long-term bicycle parking space is required: no end of trip facilities required. Where >1 long-term bicycle parking spaces are required: 1 locker per every space required.
29.11.8	Educational Facility - tertiary	1 visitor space per 50 students (capacity)	1 student/staff space per 5 FTE students (capacity)	Where 1 long-term bicycle parking space is required: no end of trip facilities required. Where 2-20 long-term bicycle parking spaces are required: 1

	Activity	Customer/Visitor Short-Term Bicycle Parking	Private Long-Term Bicycle Parking, including e-bicycle charging capability provided in a secure facility. This is for the use of staff, students, and residents.	End of trip facilities
				locker per every space required. Where >20 long-term bicycle parking spaces are required: 1 locker for every space required and 1 shower per every 10 spaces required. Footnote (1).
29.11.9	Restaurant	For restaurants of at least 250m ² in area, 1 space per 250m ² of GFA	For restaurants of at least 500m ² in area, 1 space per 500m ² GFA	Nil
29.11.10	Retail < 300m ²	Nil	Nil	Nil
29.11.11	Retail ≥ 300m ²	For retail at least 300m ² in area, 1 space per 300m ² GFA	For retail of at least 200m ² in area, 1 space per 200m ² GFA	Nil
29.11.12	Recreational Activity	1 space per court/bowling alley lane Gymnasium of at least 200m ² in area: 1 space per 200m ² of GFA 3 spaces per field for field sports 3 spaces per netball court 1 space per tennis court 1 space per 15m ² of GFA for Club for clubhouse component	Nil	Nil
29.11.13	Places of assembly, community activities, and places of entertainment	For such activities of at least 500m ² in area, 2 bicycle spaces per 500m ² located directly outside the main	For such activities of at least 500m ² in area, 1 space per 500 m ² GFA	Nil

Activity	Customer/Visitor Short-Term Bicycle Parking	Private Long-Term Bicycle Parking, including e-bicycle charging capability provided in a secure facility. This is for the use of staff, students, and residents.	End of trip facilities
	entrance or ticket office		

29.11.14 The following advice note applies to all the provisions in Table 7 relating to minimum requirements for cycle parking, lockers, and showers:

29.11.14.1 In calculating the requirement, all development floor areas cited in the above table shall be rounded down. For example, an office space development of 150m² would require one Private Long-Term Bicycle Parking space and an office of 510m² would require four spaces.

29.11.15 The following footnotes apply only where indicated in Table 7:

Footnote (1): One unisex shower where the shower and associated changing facilities are provided independently of gender separated toilets, or a minimum of two showers (one separate shower per gender) with associated gender separated toilet/changing facilities.

29.12 Table 8 - Car Parking Sizes and Layout

Parking Angle	Stall Width (m)	Aisle Width (m)	Aisle Run (m)	Stall Depth (m)	Over hang (m)	Wheel-stop Depth (m)	Interlock Depth (m)	Stall Depth (m)
90	Class 1 User	2.4	7.0		5.0	0.8	4.2	
		2.5	6.6		5.0	0.8	4.2	
		2.6	6.2		5.0	0.8	4.2	
	Class 2 User	2.5	8.0		5.0	0.8	4.2	
		2.6	7.0		5.0	0.8	4.2	
		2.7	6.0		5.0	0.8	4.2	
Disabled	3.6	8.0		5.0	0.8	4.2		
60°	2.5	4.5	2.9				1.25	5.55
	2.7	4.0	3.1				1.35	5.65
	2.9	3.5	3.4	5.4	0.8	4.6	1.45	5.75

	3.0	3.5	3.5				1.5	5.8
45°	2.5 2.7 2.9 3.0	3.8 3.5 3.5 3.5	3.5 3.8 4.2 4.2	5	0.7	4.3	1.8 1.9 2.05 2.1	5.3 5.4 5.55 5.6
30°	2.5 2.7 2.9 3.0	3.5 3.5 3.5 3.5	5.0 5.4 5.8 6.0	4.4	0.6	3.8	2.15 2.3 2.5 2.6	4.65 4.8 5.0 5.1
Parallel parking	Stall Length (m) = 6.1		Stall Width (m) = 2.5		Aisle Width (m) = 3.7			

29.12.1 The following notes apply to Table 8 in relation to car parking sizes and layout:

1. Two way flow is permitted with 90° parking.
2. Aisle run distances are approximate only.
3. Stall widths shall be increased by 0.300m where they abut obstructions such as columns or walls. For mobility parking spaces obstructions would include a kerb or garden.
4. Minimum one way aisle width 3.7m.
5. Minimum two way aisle width 5.5m.
6. At blind aisles, the aisle shall be extended a minimum of 1m beyond the last parking space.
7. The installation of a vehicle turntable is an acceptable alternative for residential units and residential flats to achieve the required manoeuvring space.
8. Class 1 User: long term parking, including tenant and employee parking but not visitor parking, where regular use gives the motorist a familiarity with the building or parking area.
9. Class 2 User: short to medium term parking, including visitor parking, parking associated with visitor accommodation and general town centre parking, where goods can be expected to be loaded into vehicles.
10. Narrower parking spaces may be acceptable for parking areas in buildings where they are designed in accordance with the Australian/New Zealand Standard Off-street Parking, Part 1: Car Parking Facilities, AS/NZS 2890.1:2004.

29.13 Table 9 - Heavy Vehicle Parking Layout

Parking Angle	Vehicle Type	Stall Depth (m)	Aisle Width (m)
90°	Medium Rigid Truck	9.0	16.0
	Large Rigid Truck	12.0	19.5
	Semi – Trailer	18.0	26.0
	B – Train	21.0	26.0
	Midi – Bus	10.3	16.0
	Tour Coach	13.6	24.0
60°	Medium Rigid Truck	9.43	10.5
	Large Rigid Truck	12.03	14.0
	Semi – Trailer	17.22	19.0
	B – Train	19.82	19.0
	Midi – Bus	10.59	10.5
	Tour Coach	13.41	18.0
45°	Medium Rigid Truck	8.64	-
	Large Rigid Truck	10.76	-
	Semi – Trailer	15.0	-
	B – Train	17.12	-
	Midi – Bus	9.58	-
	Tour Coach	11.89	-
30°	Medium Rigid Truck	7.3	6.0

	Large Rigid Truck	8.8	8.0
	Semi – Trailer	11.8	11.0
	B – Train	13.3	11.0
	Midi – Bus	7.97	6.0
	Tour Coach	9.6	10.0

29.14 Schedule 1- Road Classification

State Highways		
Road Name	Start Name	End Name
Albert Town		
State Highway 6	Dublin Bay Road	Alison Avenue
Frankton		
State Highway 6/ Grant Road Roundabout	Start of Roundabout	End of Roundabout
State Highway 6/ Hawthorne Drive Roundabout	Start of Roundabout	End of Roundabout
SH6/ Lucas Place Roundabout	State Highway 6 Queenstown side	State Highway 6 Queenstown side
State Highway 6	Pisa Road	Drift Bay Road
State Highway 6A	Kawarau Rd (S State Highway 6)	Remarkables View
State Highway 6A/BP/Frankton Road Roundabout	State Highway 06A	State Highway 06A
State Highway 6 Stalker Road Roundabout	State Highway 6	State Highway 6
Hawea		
State Highway 6	Meads Road	Dublin Bay Road
Kingston		
State Highway 6	Drift Bay Road	End
Luggate		
State Highway 6	Alison Avenue	Pisa Road
State Highway 8	State Highway 8 Intersection	State Highway 6 Intersection
Makarora		
State Highway 6	Haast Makarora Road	Meads Road
Queenstown		
State Highway 6A	Remarkables View	Beach Street
State Highway 6A/ Brecon Street/Rees Street	Brecon Street (lower)	Brecon Street (lower)
State Highway 6A/ Camp Street East/ West Roundabout	Camp Street (West)	Camp Street (West)
Wanaka Urban		
State Highway 84	State Highway 6 Intersection	State Highway 84/ Ardmore Street/ Brownston Street

Arterial Roads		
Road Name	Start Name	End Name
Arrowtown		
Arrowtown-Lake Hayes Road	Butel Road	Malaghans Road
Bedford Street	Buckingham Street	Suffolk Street
Berkshire Street	Malaghans Road	Buckingham Street
Berkshire Street/Wiltshire Street Roundabout	Whiltshire Street	Whiltshire Street
Buckingham Street (East)	Wiltshire Street	Bedford Street
Centennial Avenue	Bedford, Suffolk, Ford, Devon Streets	McDonnell Road
Crown range Road	State Highway 6	Glencoe Road
Malaghans Road	Middlerigg Lane	Lake Hayes/ Arrowtown Road
Wiltshire Street	Roundabout	Buckingham Street
Arthurs Point		
Arthurs Point Road	Oxenbridge Place Road	Littles Road
Gorge Road	Industrial Place	Oxenbridge Place Road
Ben Lomond		
Glenorchy-Queenstown Road	Sunshine Bay Boat Ramp	Moke Lake Road
Cardrona		
Cardrona Valley Road	Bridge #11/erp 16/8.11	Riverbank Road
Closeburn		
Glenorchy-Queenstown Road	Moke Lake Road	Twelve Mile Delta
Dalefield		
Lower Shotover Road	Spence Road	Speargrass Flat & Hunter Road
Malaghans Road	Littles Road	Middlerigg Lane
Fernhill		
Fernhill Road	Queenstown Glenorchy Road	Watts Road
Glenorchy-Queenstown Road	Fernhill Road (North)	Sunshine Bay Boat Ramp
Frankton		
Glenda Drive	SH Roundabout	End of Road
Grant Road	State Highway 6	Shopping Centre Entrance
Hardware Lane	State Highway 6	Jock Boyd Place
Hardware Lane Roundabout	Hardware Lane	Hardware Lane
Hawthorne / Glenda Drive Roundabout	Start of Roundabout	End of Roundabout
Hawthorne Drive	Roundabout	Glenda Drive
Hawthorne Drive North section	State Highway Roundabout	Glenda Drive Roundabout
Hawthorne Drive Roundabout	Lucas Place	Lucas Place
Lucas Place	State Highway 6	Robertson Street Roundabout
Lucas Place Roundabout	Lucas Place	Lucas Place

Kelvin Heights		
Peninsula Road	State Highway 6	Willow Place
Lake Hayes		
Arrowtown-Lake Hayes Road	State Highway 6	Butel Road
Howards Drive	State Highway 6 RS 983/7.24	Howards Drive North
Lower Place Road	State Highway 6	Spence Road
Mcdonnell Road	Centennial Ave	State Highway 6
Lake Hayes South		
Banbury Roundabout	Stalker Road	Stalker Road
Stalker Road	Roundabout New Layout	Jones Avenue
Woodstock Roundabout	Stalker Road	Stalker Road
Quail Rise		
Tucker beach Road	State Highway 6	Jims way
Queenstown		
Ballarat Street(West)	State Highway Traffic Lights	Camp Street
Beach Street	Shotover Street	Brunswick Street
Camp Street(East)	State Highway 6A/ Shotover Street	Roundabout
Camp Street(West)	State Highway 6A	Isle Street
Camp Street/church Street Roundabout	Camp Street (East)	Camp Street (East)
Dublin Street	Frankton Road (State Highway 6A)	Hallenstein Street
Fernhill Road/Lake Esplanade Roundabout	Lake Esplanade	Lake Esplanade
Gorge Road	Shotover Street/Henry Street	Industrial Place
Industrial Place	Gorge Road	End Industrial Place
Lake Esplanade	Brunswick Street	Roundabout
Man Street	Camp Street	Thompson Street
Man Street/ Camp Street Roundabout	Camp Street (West)	Camp Street (West)
Memorial Street	Stanley Street	Camp Street
Robins Road	Gorge Road	Isle Street
Shotover Street	State Highway Traffic Lights	Gorge Road
Stanley Street	State Highway Traffic Lights	Memorial Street
Wanaka Rural		
Crown Range Road	Glencoe Road	End of Bridge #11
Glenorchy		
Glenorchy-Queenstown Road	Twelve Mile Delta	Oban Street 50/100km sign
Oban Street	Glenorchy-Queenstown 50/100km	Mull Street
Wanaka Urban		
Anderson Road	Roundabout	Aubrey Road
Brownston Street (East)	MacDougall Street	Roundabout

Cardrona Valley Road	Riverbank Road	Faulks Terrace
McDougall Street	Faulks Terrace	Brownston Street

Collector Roads		
Road Name	Start Name	End Name
Albert Town		
Alison Avenue	State Highway 6	Gunn Road
Aubrey Road	Outlet Road	State Highway 6
Gunn Road	Lagoon Avenue	Aubrey Road
Gunn Road/Aubrey Road Roundabout	Aubrey Road	Aubrey Road
Arrowtown		
Adamson Drive	Kent Street	Centennial Avenue
Bush Creek Road	Manse Road	End of Road
Caernarvon Street	Manse Road	Denbigh Street
Kent Street (Arrowtown)	Merioneth Street	Stafford, Denbeigh Streets
Manse Road	Malaghans Road	Caernarvon Street
McDonnell Road	Arrowtown Lake Hayes Road	80km sign
Ramshaw Lane	Buckingham Street	Wiltshire Street
Stafford Street	Berkshire Street	Denbigh Street
Wiltshire Street	Buckingham Street	Ramshaw Lane
Wiltshire Street	Caernarvon Street	Roundabout
Dalefield		
Coronet Peak Road	Malaghans Road	End of Road
Dalefield Road	Speargrass Flat/Littles Road	Malaghans Road
Domain Road (Lake Hayes)	Lower Shotover Road	Littles/Speargrass Flat Road
Hunter Road	Speargrass Flat Road	Malaghans Road
Littles Road	Arthurs Point Road	Domain & Dalefield Road
Speargrass Flat Road	Domain/Dalefield Roads	Slopehill Rd East (End of Seal)
Fernhill		
Aspen Grove Roundabout	Richards Park Lane	Richards Park Lane
Fernhill Road	Watts Road	Queenstown Glenorchy Road
Richards Park Lane	Fernhill Road	Aspen Grove
Sainsbury Road	Fernhill Road	Thorn Crescent
Aspen Grove	Thorn Crescent	Aspen Grove Roundabout
Frankton		
Boyes Crescent	McBride Street	Wilmot Avenue
Douglas Street	Robertson Street	End of Road
Frankton Shopping Centre Street	McBride Street	Gray Street
Grant Road	Shopping Centre Entrance	End of Road
Gray Street	State Highway 6	McBride Street

Collector Roads		
Road Name	Start Name	End Name
Humphrey Street	State Highway 6	Douglas Street
Lake Avenue	Yewlett Crescent	McBride Street
McBride Street	State Highway 6A	State Highway 6
Riverside Road East	Roundabout	Kawarau Place
Riverside Road West	Kawarau Place	Roundabout
Robertson Street (East)	Douglas Street	Riverside Road
Yewlett Crescent	State Highway 6A	Lake Avenue
Hawea		
Camp Hill Road	State Highway 6	Gladstone/Kane Road
Capell Avenue	State Highway 6	Lake View Terrace
Cemetery Road (Hawea)	Domain Road	Gladstone Road, Gray Road
Domain Road (Lake Hawea)	Capell Avenue	Gladstone Road
Gladstone Road	Camphill Road	Cemetery Road
Kane Road	State Highway 8A	Camphill Road
Lake View Terrace	Capell Avenue	Muir Road
Muir Road	Corner at 1412	Cemetery Road
Kelvin Heights		
Peninsula Road	Willow Place	Grove Road
Kingston		
Kent Street (Kingston)	State Highway 6	Somerset Street
Lake Hayes		
Hogans Gully Road	Arrowtown Lake Hayes Road	End of Seal
Howards Drive North	Howards Drive	Nerin Square
Howards Drive Roundabout	Howards Drive	Howards Drive
Howards Drive South	Nerin Square	Howard's Drive
McDonnell Road	80km sign	Centennial Ave
Nerin Square	Howards North/South	Howards North/South
Speargrass Flat Road	Slopehill Rd East (End of Seal)	Lake Hayes Arrowtown Road
Lake Hayes south		
Jones Avenue	Howards Drive	Stalker Road
Jones Avenue Roundabout	Stalker Road	Stalker Road
Luggate		
Church Road	State Highway 6	State Highway 8A
Quail Rise		
Ferry Hill Drive	Tucker Beach Road	Coleshill Lane
Queenstown		
Athol Street	State Highway 6A	End of Street
Ballarat Street (East)	State Highway Traffic Lights	Hallenstein Street
Boundary Street (Queenstown)	Start (Robins Road end)	Gorge Road









Collector Roads		
Road Name	Start Name	End Name
Brecon Street (upper)	Man Street	End Brecon Street
Brecon Street (lower)	State Highway 6A	End Brecon Street (lower)
Brunswick Street	Lake Esplanade	Thompson Street
Camp Street (East)	Roundabout	Earl Street - Seal Change
Church Street	Marine Parade	Camp Street
Coronation Drive	State Highway 6A/ Stanley Street	Sydney Street (LHS)
Dublin Street	Hallenstein Street	Edinburgh Drive
Duke Street	Roundabout	Brecon Street (lower)
Earl Street	Camp Street	Marine Parade
Edgar Street	Hallenstein Street	Kent Street
Edinburgh Drive	York Street/Dublin Street	Wakatipu Heights
Frankton Road	Stanley Street	Sydney Street
Fryer Street	Hamilton Road	High School-end Fryer Street
Goldfield Heights	State Highway 6A	St Georges Avenue
Hallenstein Street	Gorge Road	Dublin Street (End of Road)
Hamilton Road	Robins Road	Fryer Street
Hensman Road	State Highway 6A	Wakatipu Heights
Highview Terrace	Hensman Road	St Georges Avenue
Hylton Place	Gorge Road	End of Hylton Place
Industrial Lane	Industrial Place	End of cul de sac
Isle Street	Robins Road	Hay Street
Lake Street	Lake Esplanade	Man Street
Marine Parade (East)	Earl Street	Church Street
Marine Parade (West)	Rees Street	Church Street
Panorama Terrace	Suburb Street North	Hensman Road
Rees Street	Marine Parade	Shotover Street
St Georges Avenue	Goldfield Heights	Highview Terrace
Suburb Street (North)	Frankton Road (SH 6A)	Panorama Terrace
Suburb Street (South)	(State Highway 6A) Frankton Road	Veint Crescent
Templeton Way	Memorial Street	End of Bridge at carpark
Windsor Place	Edinburgh Drive	London Lane
York Street	Hallenstein Street	Edinburgh Drive
Glenorchy-Paradise Road	50km sign Mull Street	Priory Road
Glenorchy-Routeburn Road	Swamp Road	Routeburn Road
Mull Street	50km sign Glenorchy/ Paradise Road	Oban Street
Priory Road	Glenorchy-Paradise Road	Glenorchy Routeburn Road
Routeburn Road	Glenorchy-Routeburn Road	End of Kinloch Routeburn

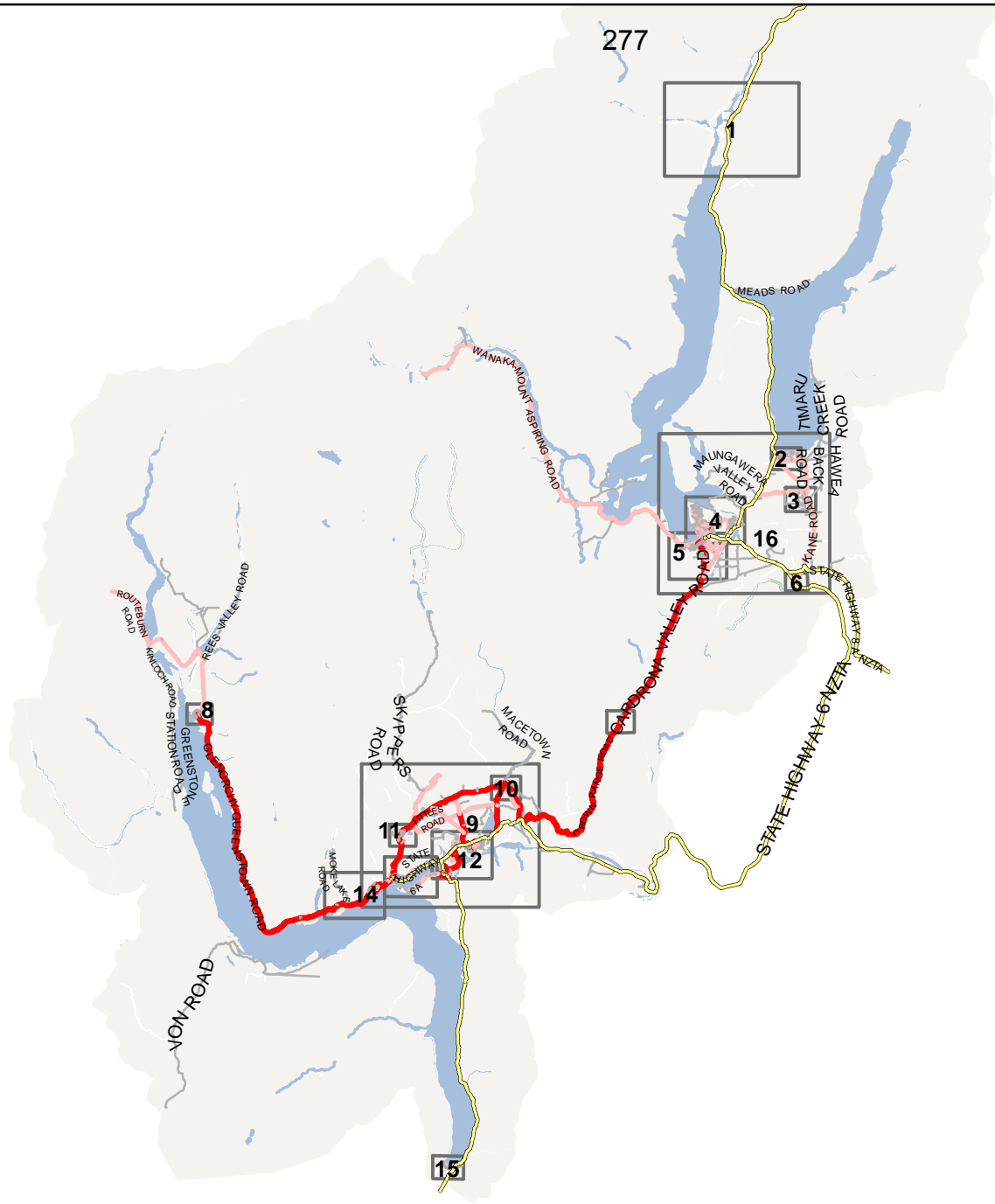
Collector Roads		
Road Name	Start Name	End Name
Wanaka Urban		
Allenby Place reserve	Ballantyne Road	WRC junction
Ardmore Street	Roundabout	MacDougall Street
Aubrey Road	Beacon Point Road	Outlet Road
Ballantyne Road	Faulks Road	State Highway 84
Beacon Point Road	Lakeside Road	End of Seal Penrith Park Drive
Cliff Wilson Street	Reece Crescent	Plantation Road
Dungarvon Street	Ardmore Street	Brownston Street (West)
Dunmore Street	Dungarvon Street	Helwick Street
Frederick Street	Ballantyne Road	End of Seal
Golf Course Road	Ballantyne Road	Cardrona Valley Road
Gordon Road	Ballantyne Road	End of Gordon Place
Hedditch Street	Little Street	Hedditch Street connection
Hedditch Street connection	State Highway 84	Hedditch Street
Helwick Street	Ardmore Street	Brownston Street (West)
Kings Drive	Plantation Road	Aubrey Road
Lakeside Road	Ardmore Street	Beacon Point Road
Link Way	Anderson Road	Reece Crescent
MacPherson Street	State Highway 84	Ballantyne Road
McDougall Street	Brownston Street	Ardmore Street
Orchard Road	Cardrona Valley Road	Riverbank Road
Outlet Road	Anderson Road	End of Seal
Penrith park Drive	Beacon Point Road	Minaret Ridge
Plantation Road	Beacon Point Road	Anderson Road
Rata Street	Aubrey Road	Forest Heights
Reece Crescent	Anderson Road	Plantation Road (LHS)
Riverbank Road	Cardrona Valley Road	State Highway 6
Sargood Drive	Ardmore Street	Norman Terrace
Wanaka-Mount Aspiring Road	MacDougall Street	50km sign
Wanaka-Mount Aspiring/Sargood Drive Roundabout	Wanaka-Mount Aspiring Road	Wanaka-Mount Aspiring Road
West Wanaka		
Wanaka-Mount Aspiring Road	50km sign	End of Public Road

Local Roads

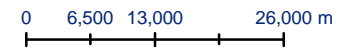
All other roads

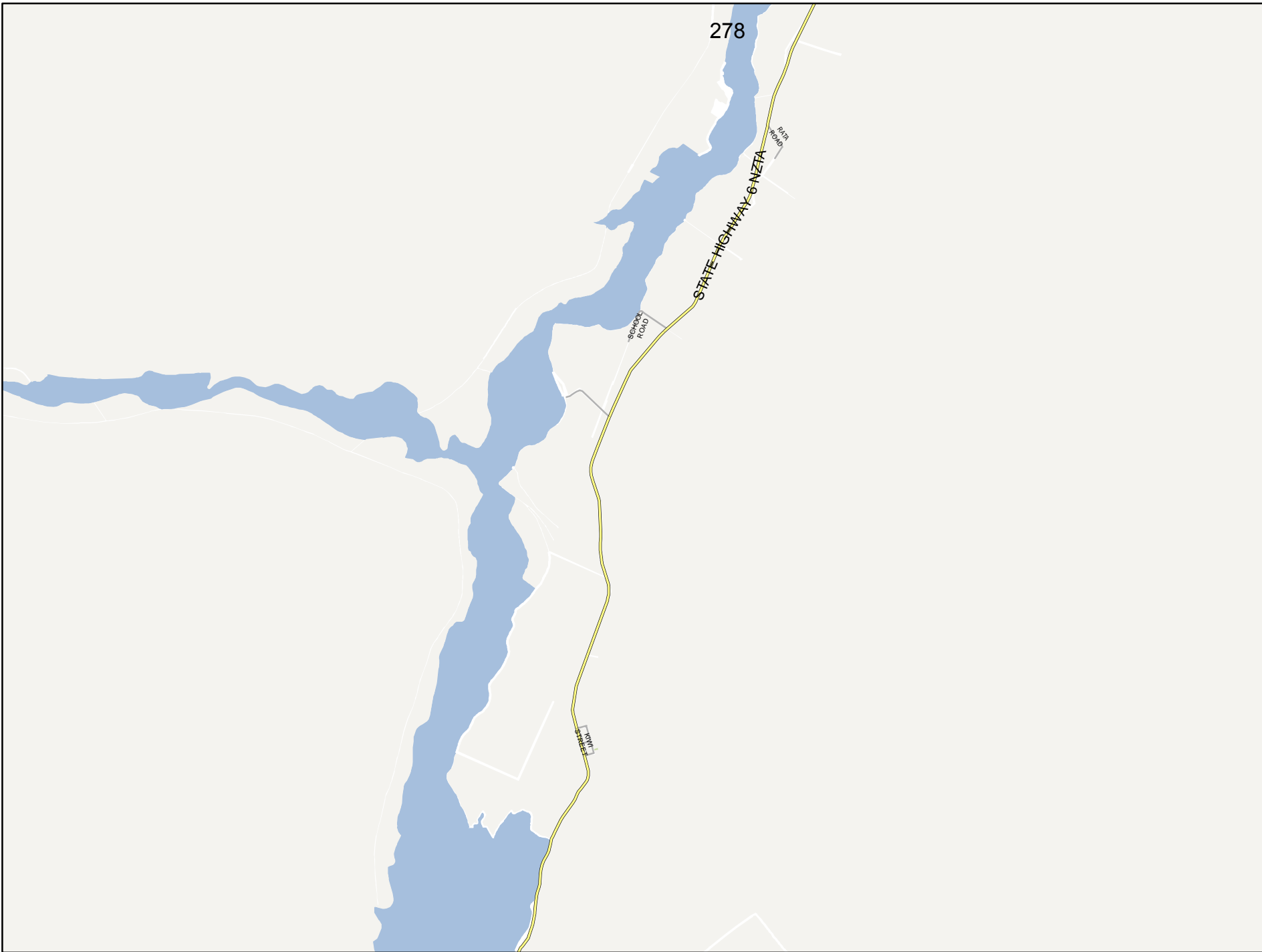
Legend

-  State Highway
 -  Arterial
 -  Collector
 -  Local
- Land Parcels**
-  Hydro
 -  Parcel
 -  Reserve
 -  Road











Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
Arterial	Arterial and primary collector
Collector	Secondary collector
Local	Access, low volume, and default





Legend

-  State Highway
 -  Arterial
 -  Collector
 -  Local
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







Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
Arterial	Arterial and primary collector
Collector	Secondary collector
Local	Access, low volume, and default




279

Legend


-  State Highway
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 -  Collector
 -  Local
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 -  Reserve
 -  Road

Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
Arterial	Arterial and primary collector
Collector	Secondary collector
Local	Access, low volume, and default

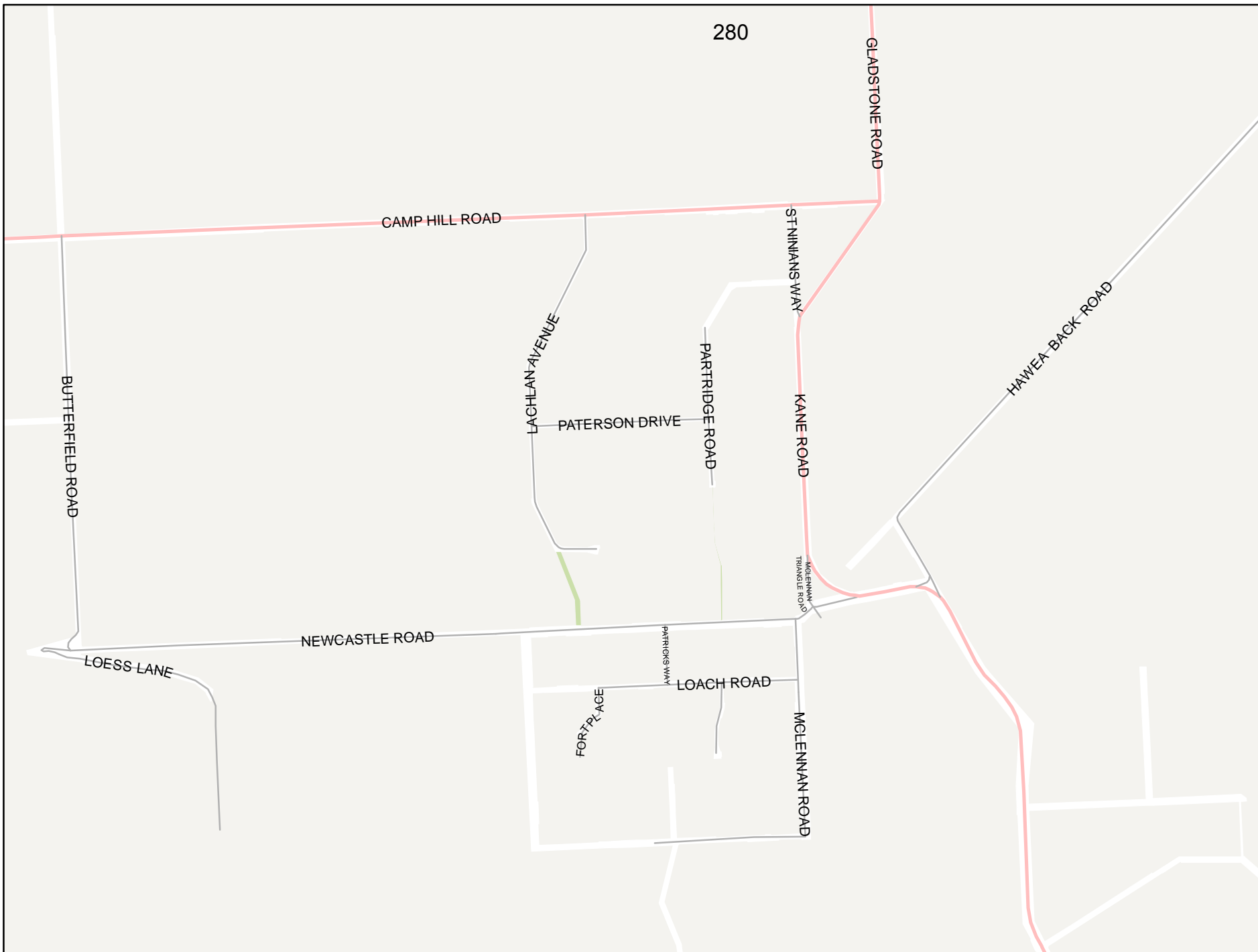


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Print date: 22-Sep-17



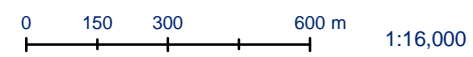
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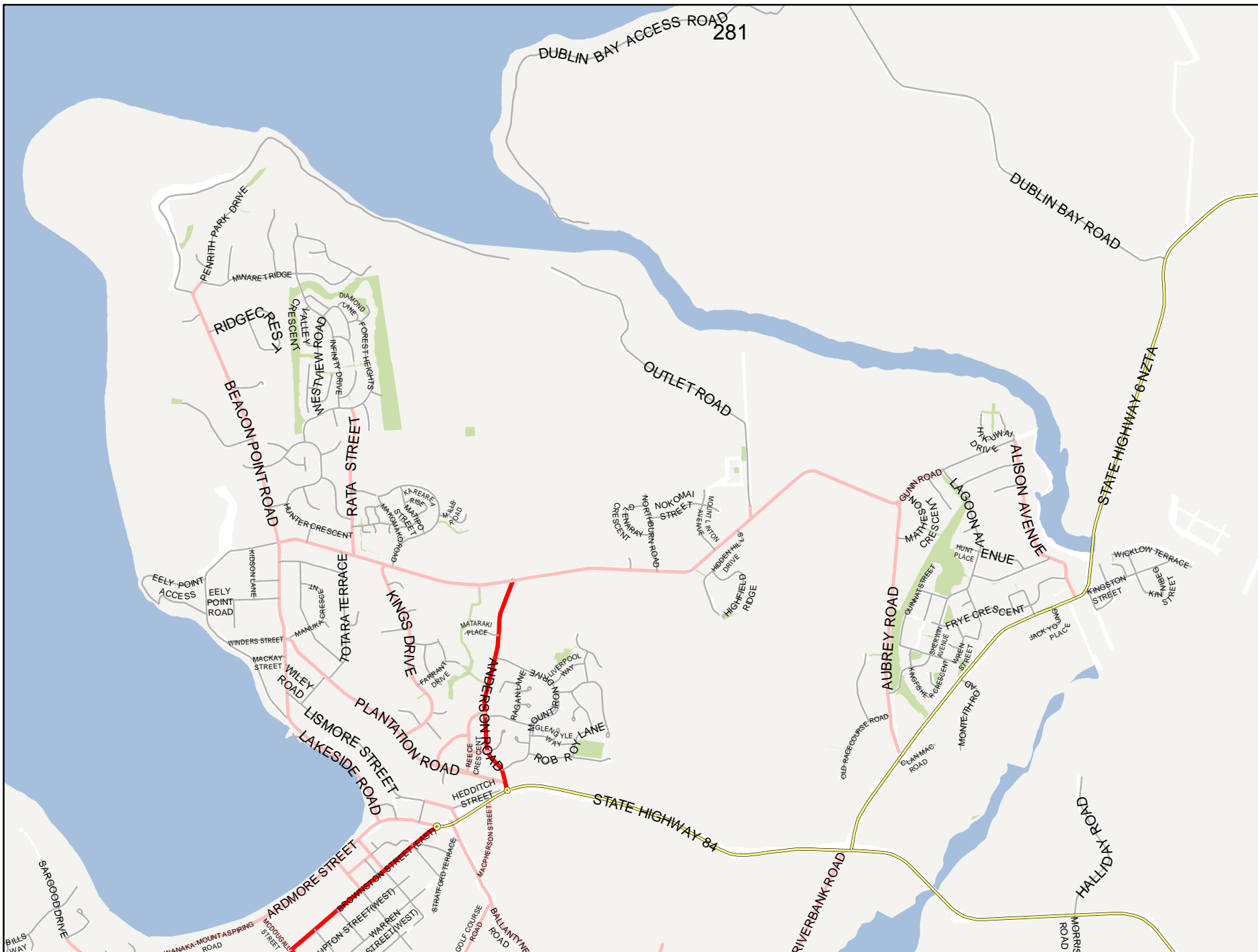


- Legend**
- State Highway
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- Land Parcels**
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 - Parcel
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 - Road



Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
Arterial	Arterial and primary collector
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Local	Access, low volume, and default

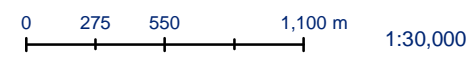


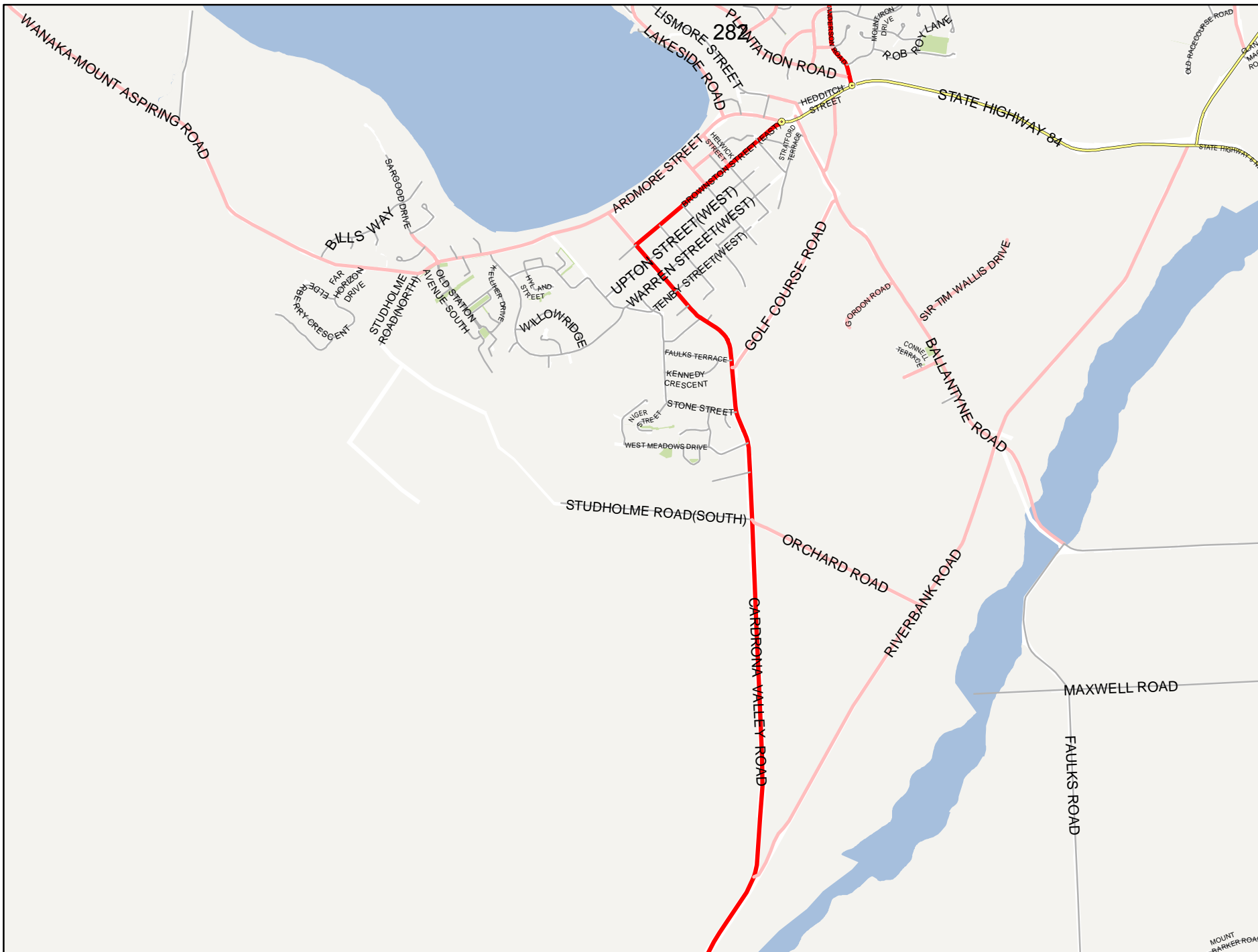


- Legend**
- State Highway
 - Arterial
 - Collector
 - Local
- Land Parcels**
- Hydro
 - Parcel
 - Reserve
 - Road



Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
Arterial	Arterial and primary collector
Collector	Secondary collector
Local	Access, low volume, and default





Legend

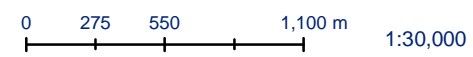
- State Highway
- Arterial
- Collector
- Local

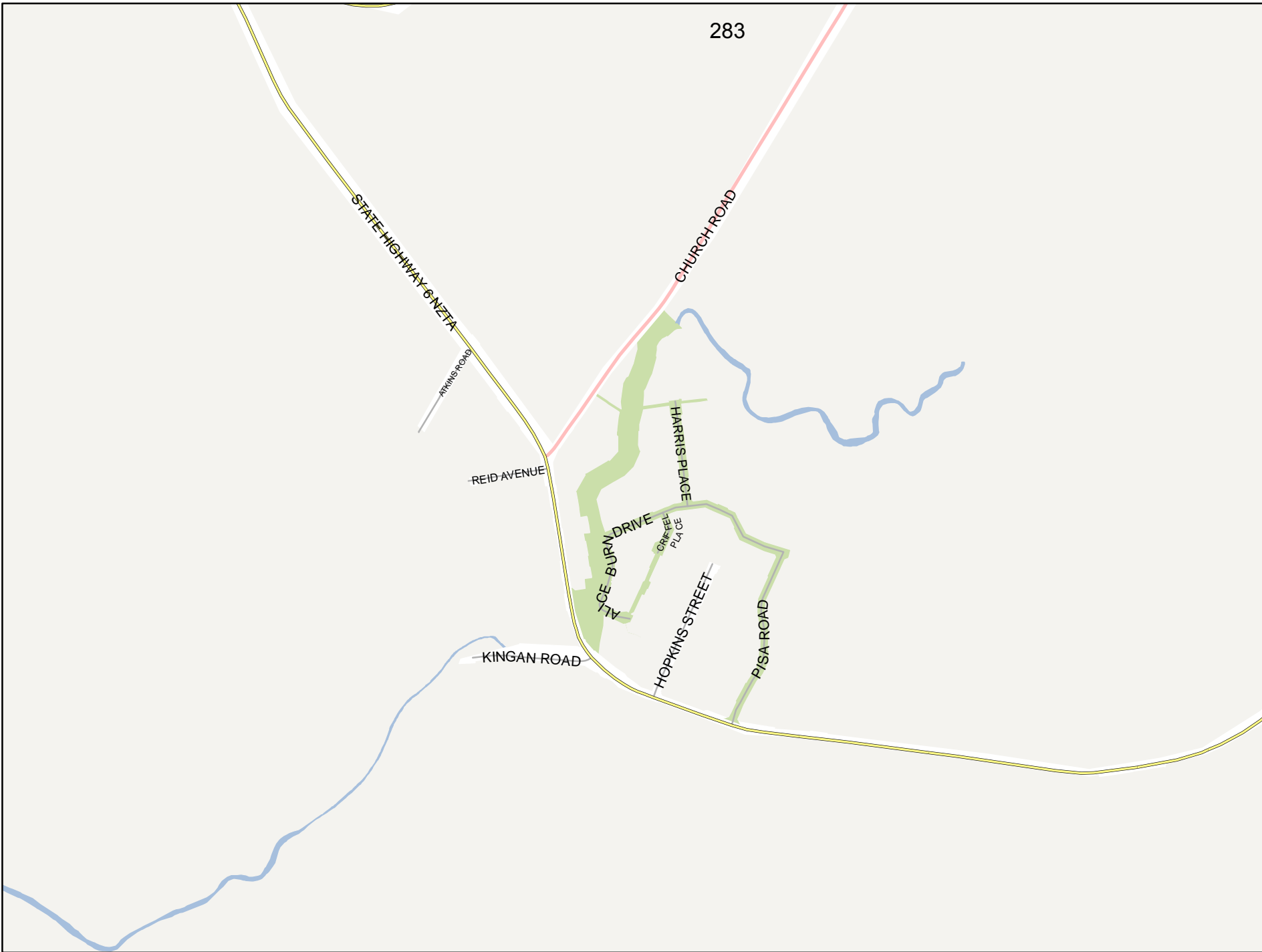
Land Parcels

- Hydro
- Parcel
- Reserve
- Road











Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
Arterial	Arterial and primary collector
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Local	Access, low volume, and default



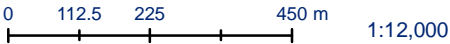


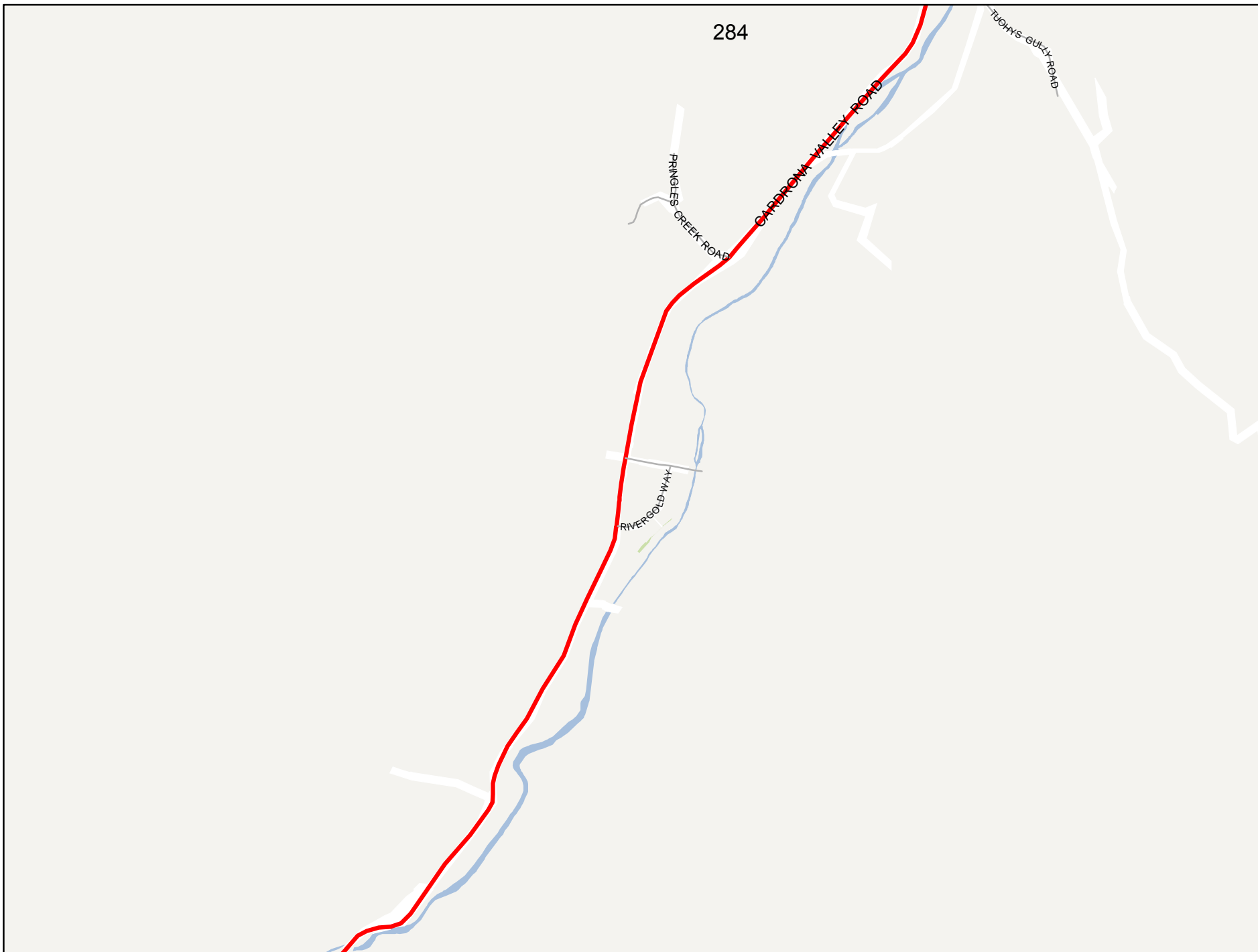
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





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 -  Road



Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
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Collector	Secondary collector
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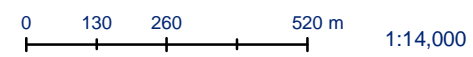




- Legend**
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 -  Collector
 -  Local
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







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Legend

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Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
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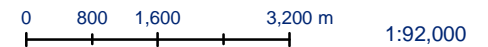


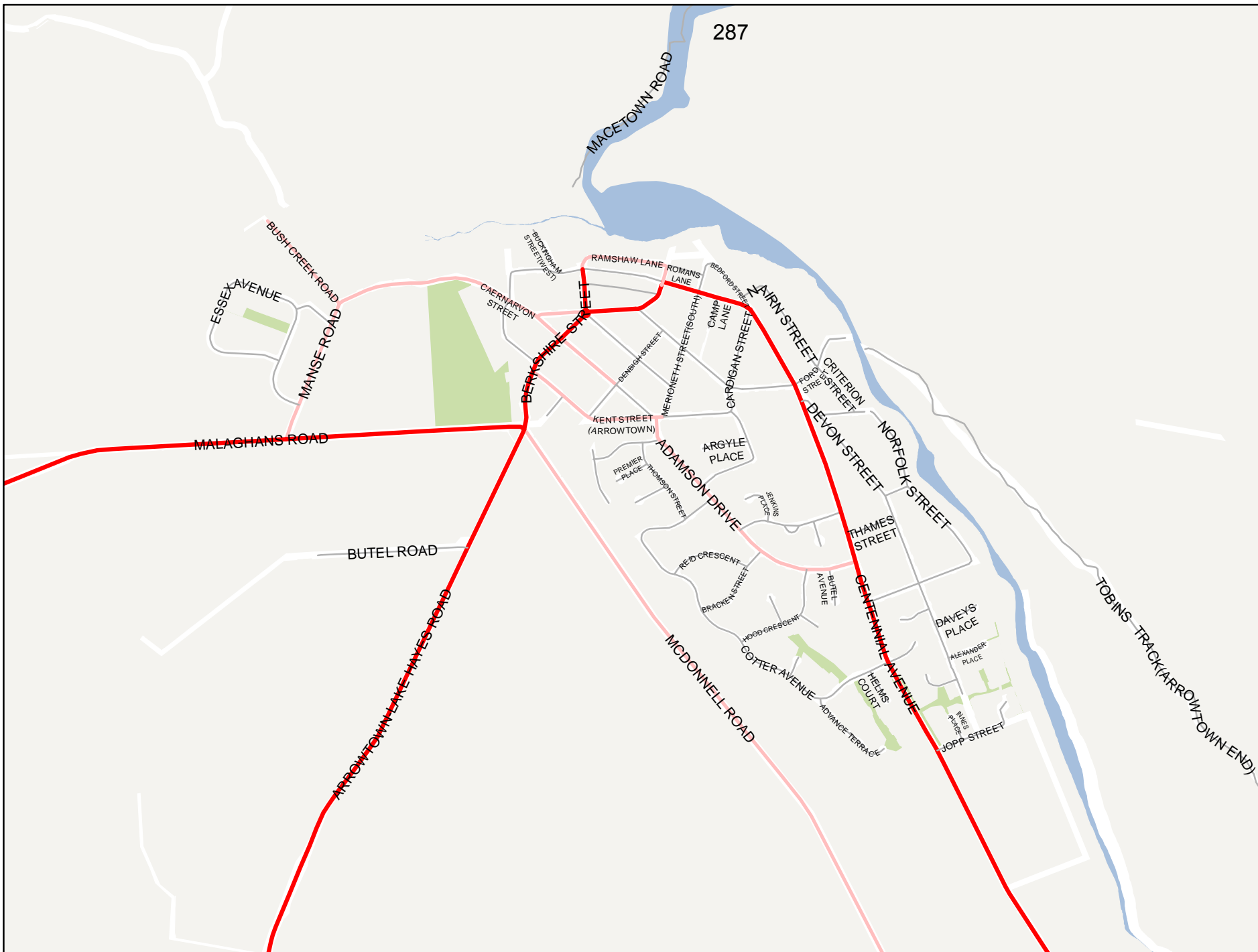
Legend

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Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
Arterial	Arterial and primary collector
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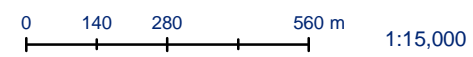


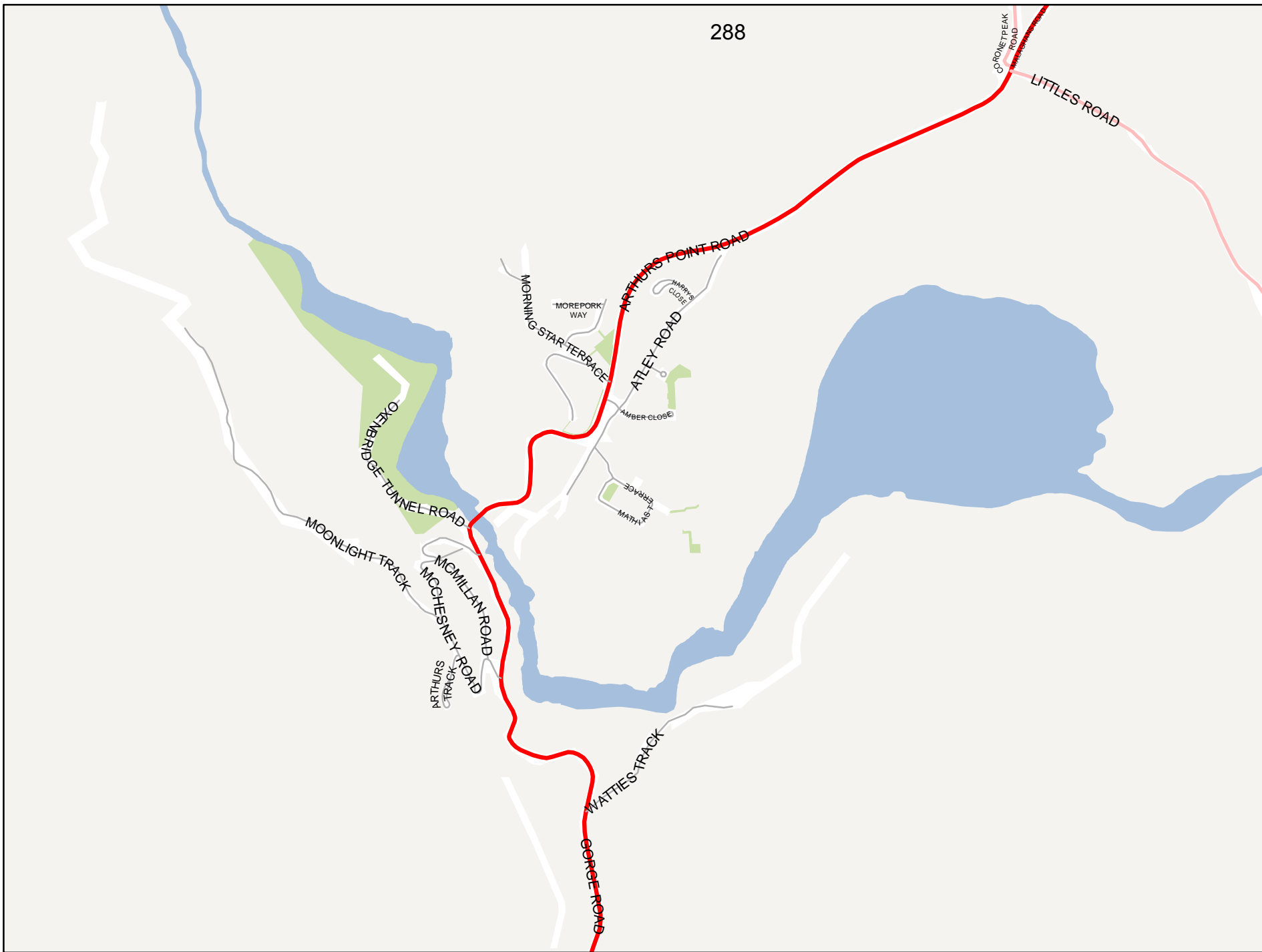


- Legend**
- State Highway
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- Land Parcels**
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 - Parcel
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Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
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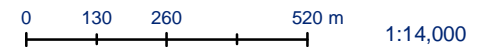
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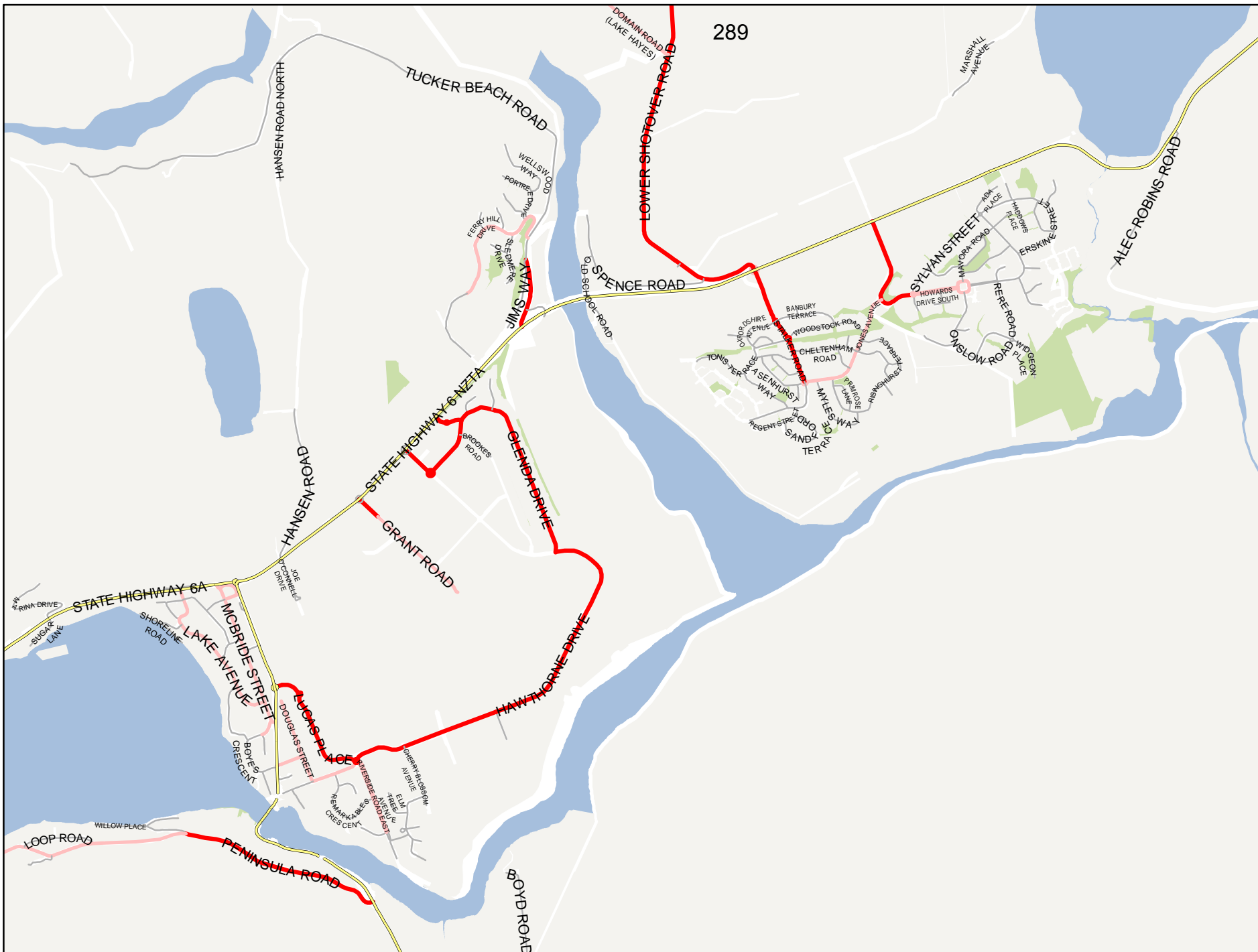
Legend

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 - Collector
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 - Parcel
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 - Road



Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
Arterial	Arterial and primary collector
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Local	Access, low volume, and default





Legend

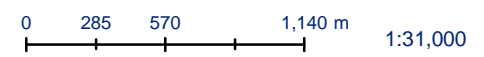
- State Highway
- Arterial
- Collector
- Local

Land Parcels









- Hydro
- Parcel
- Reserve
- Road

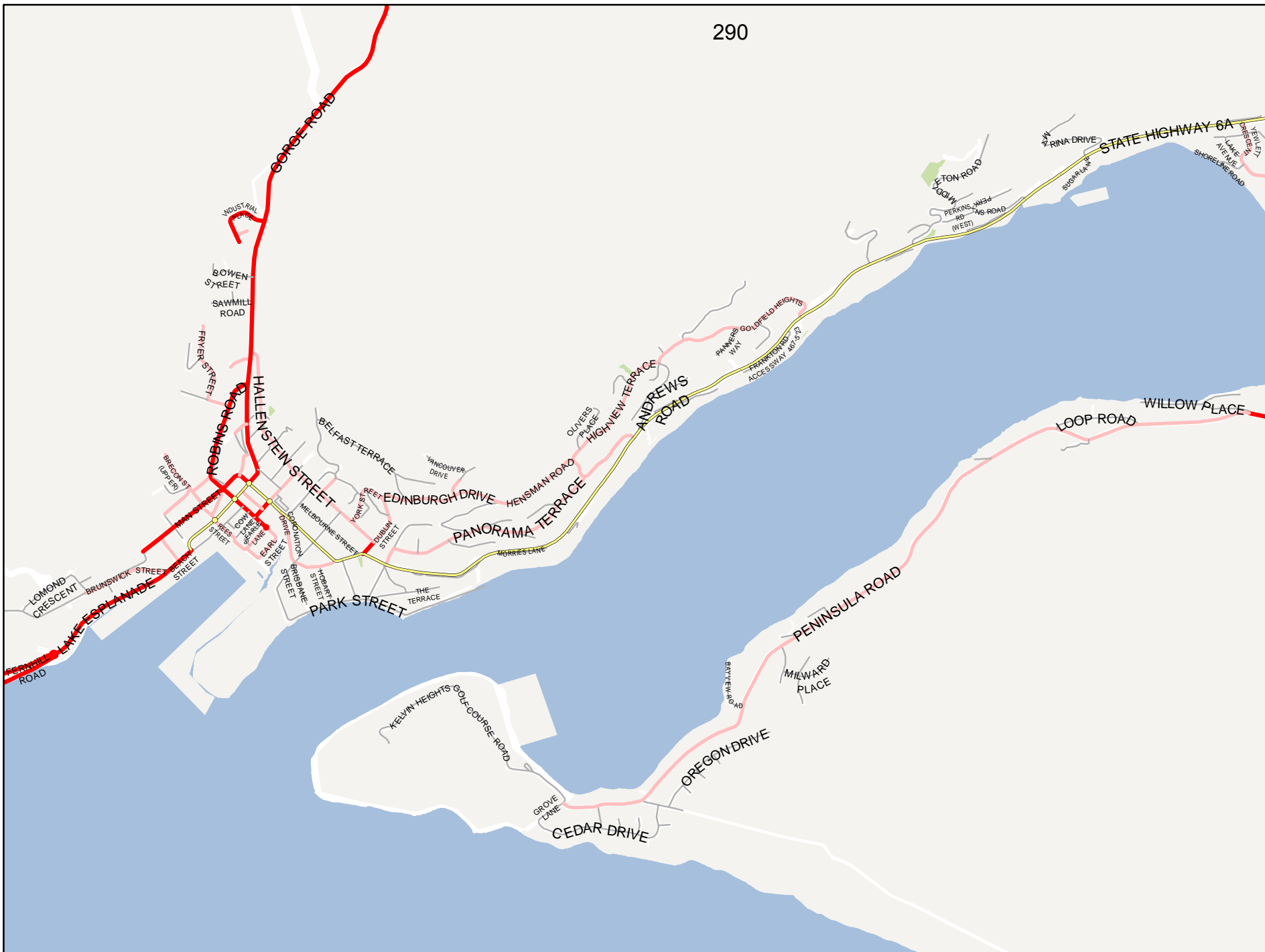


Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
Arterial	Arterial and primary collector
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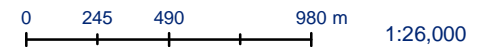


Legend









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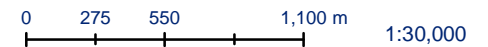


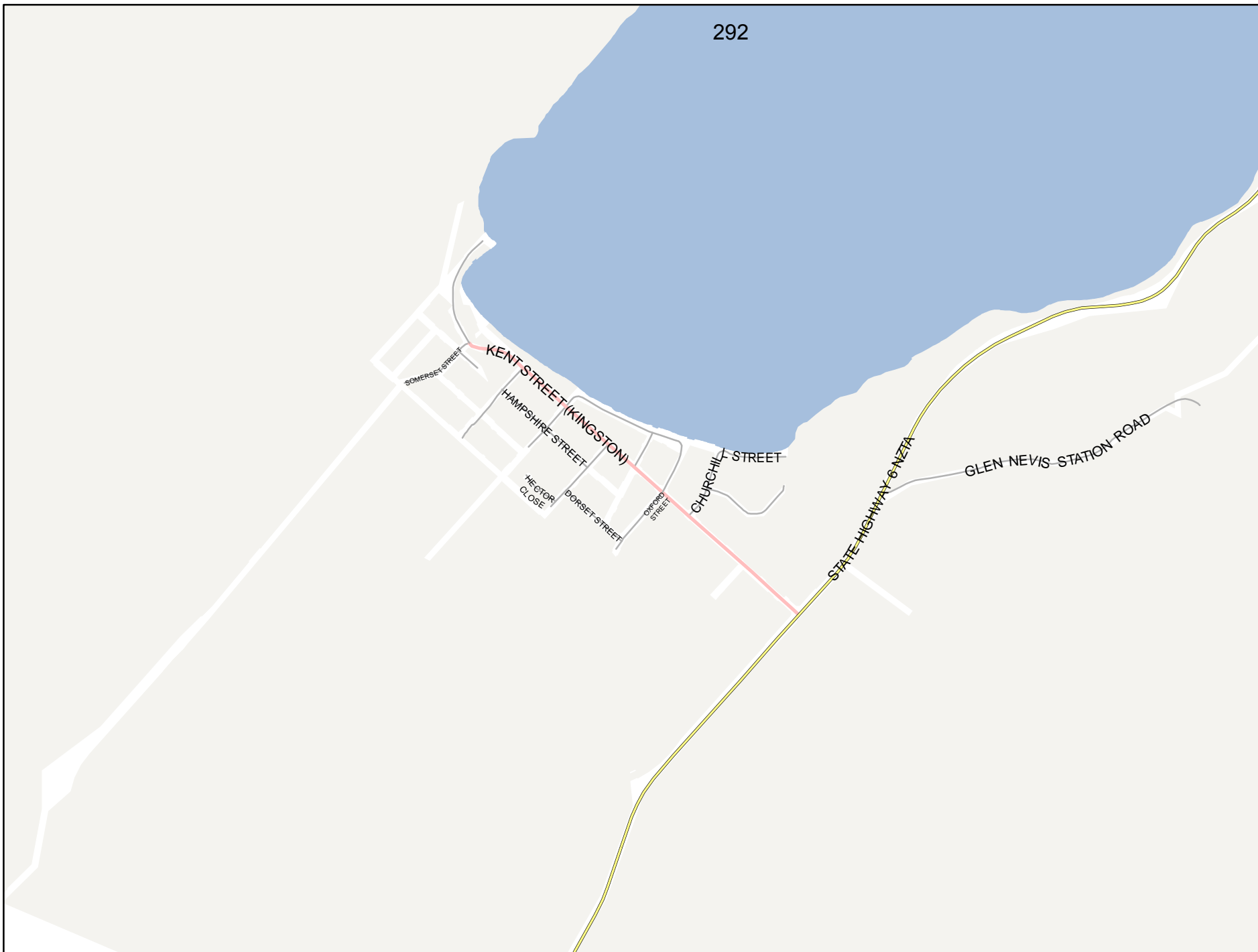
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





-  State Highway
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Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
Arterial	Arterial and primary collector
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Local	Access, low volume, and default

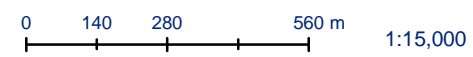




- Legend**
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Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
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Local	Access, low volume, and default

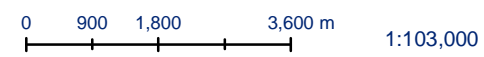




- Legend**
- State Highway
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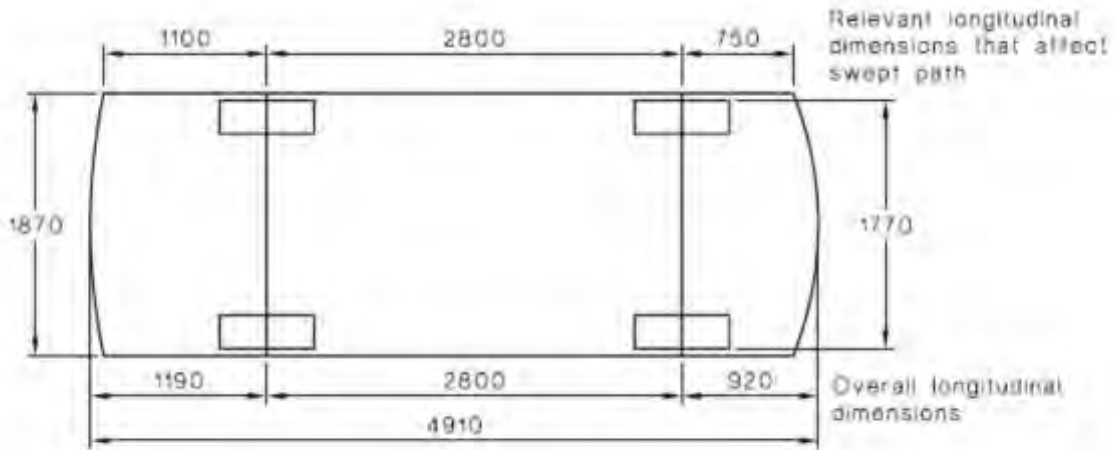


Classification used in the chapter 27 provisions	Corresponding ONRC Map classification(s)
Arterial	Arterial and primary collector
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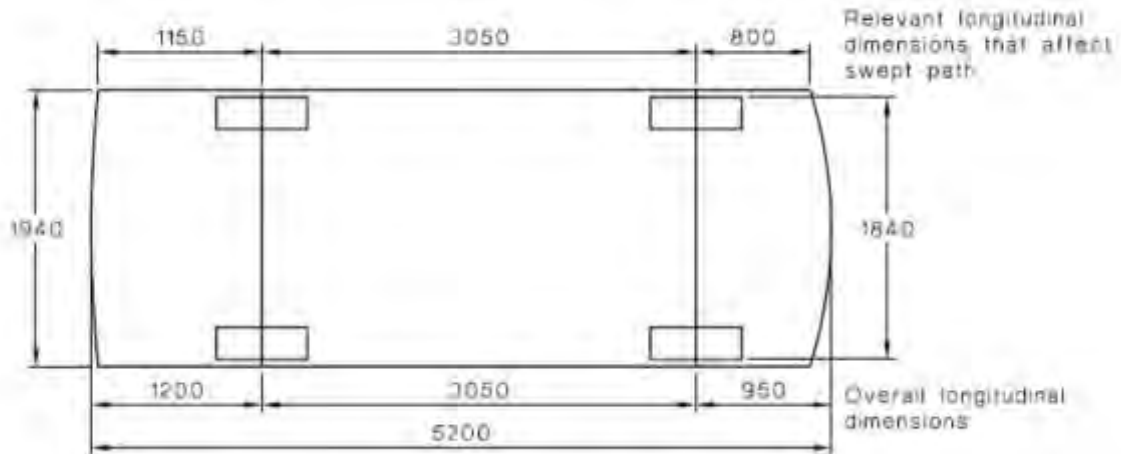
29.15 Schedule 2 - Interpretive Diagrams

29.15.1 Diagram 1 – B85 and B99 design vehicle dimensions



DIMENSIONS IN MILLIMETRES

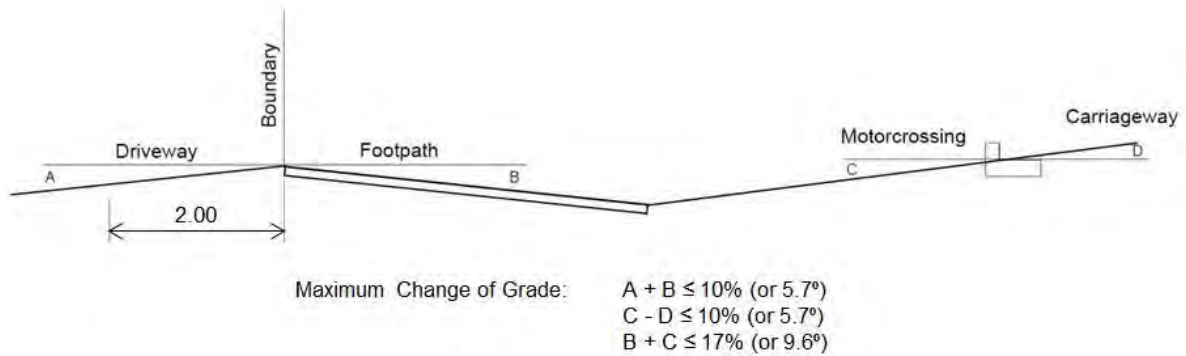
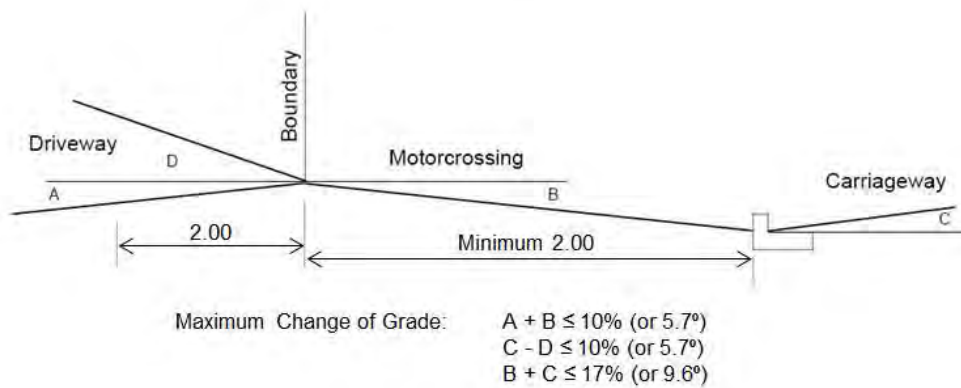
B85 (85TH PERCENTILE) CAR



DIMENSIONS IN MILLIMETRES

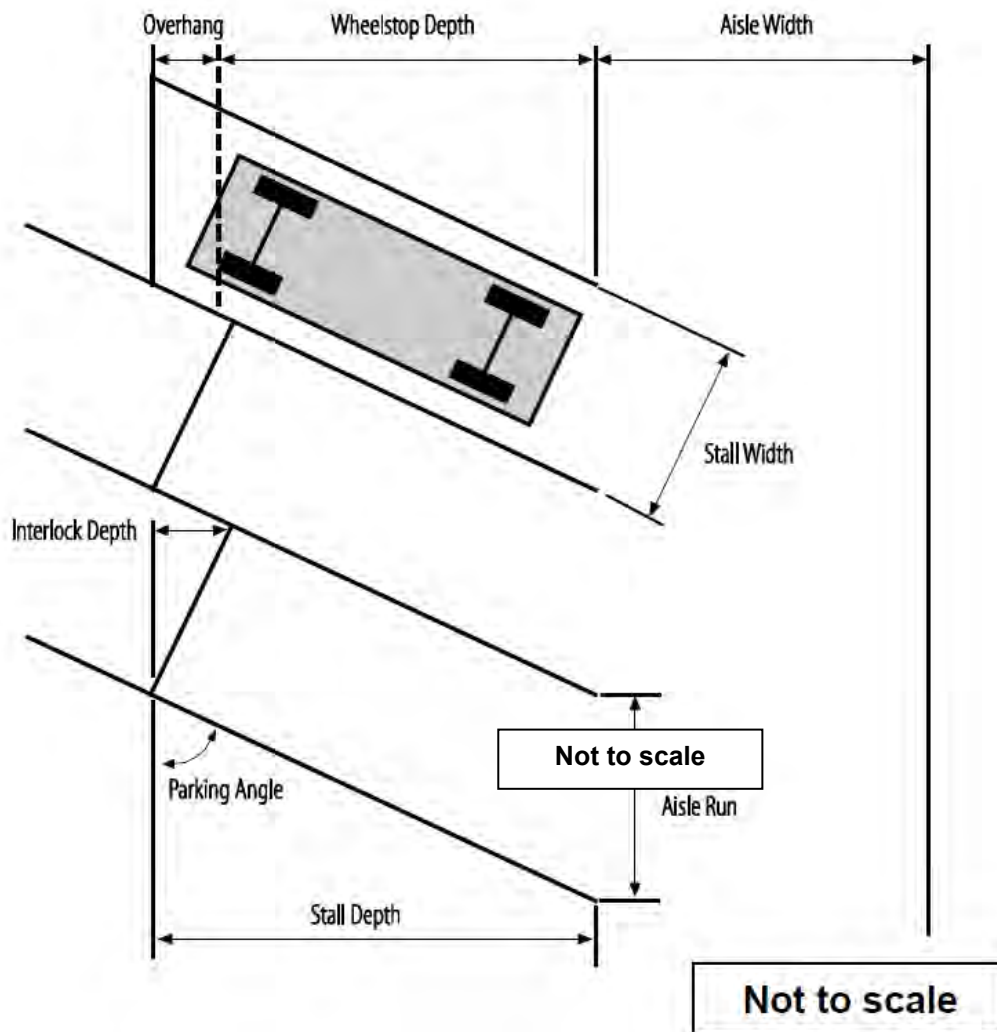
B99 (99.8TH PERCENTILE) VEHICLE

29.15.2 Diagram 2 – Maximum Breakover Angles for Vehicle Crossings

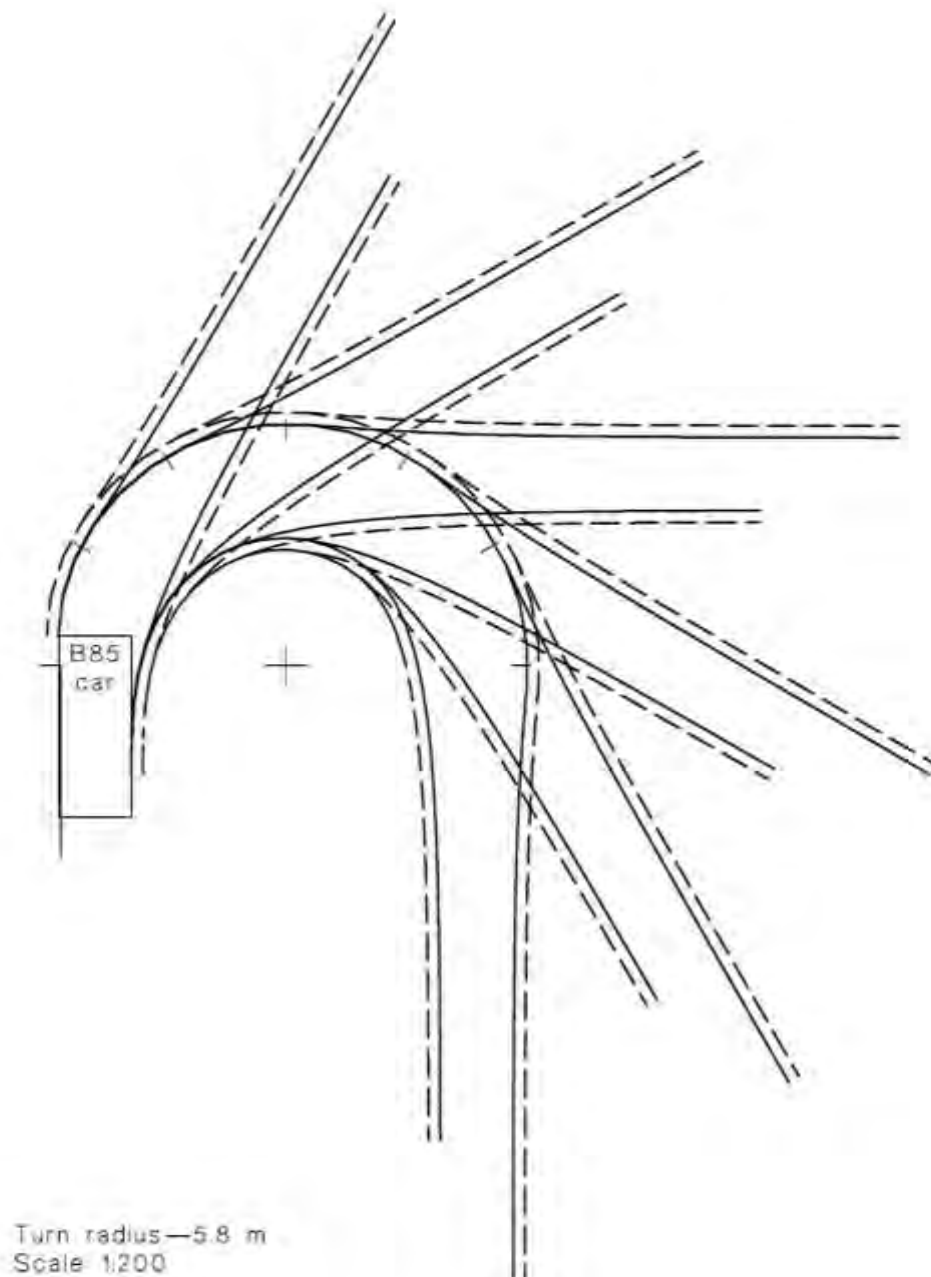
**Low Level Footpath****Standard Footpath****Note:**

1. A, B, C and D refer to the gradients expressed either as a percentage or in degrees.
2. Low slung cars with ground effect features may not meet the criteria assumed in this design guide.
3. Buses are permitted lower clearance value of (A+B) or 6% of 3.4° .

29.15.3 Diagram 3 - Carpark Layouts



29.15.4 Diagram 4 – Vehicle Swept Path Design



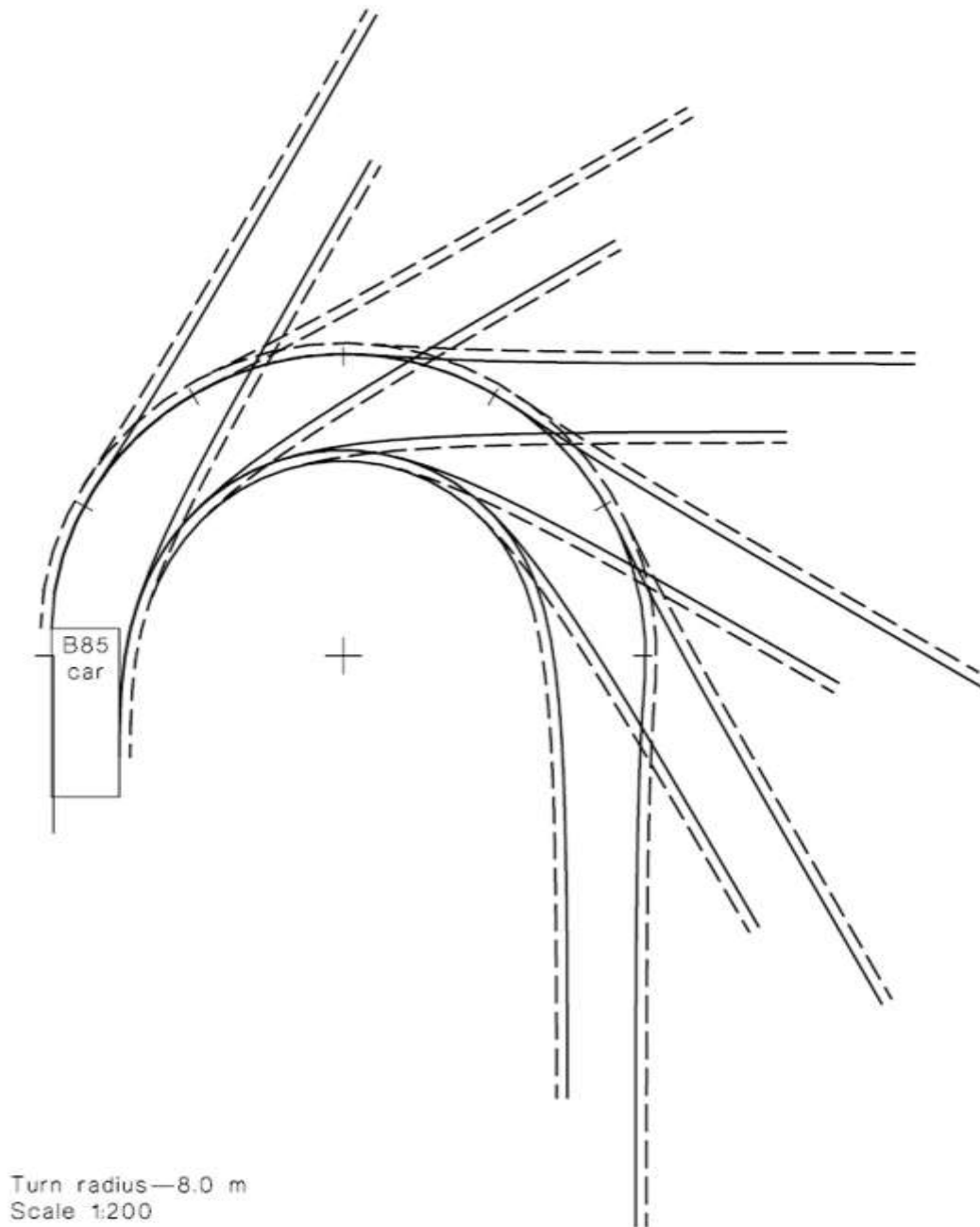
LEGEND:

- = Denotes the B85 base dimension swept path
- - - = Denotes the B85 design template which includes 2 x 300 mm manoeuvring clearances only

NOTE: This is the minimum radius turn for a B85 vehicle.

Example of the B85 Design Template

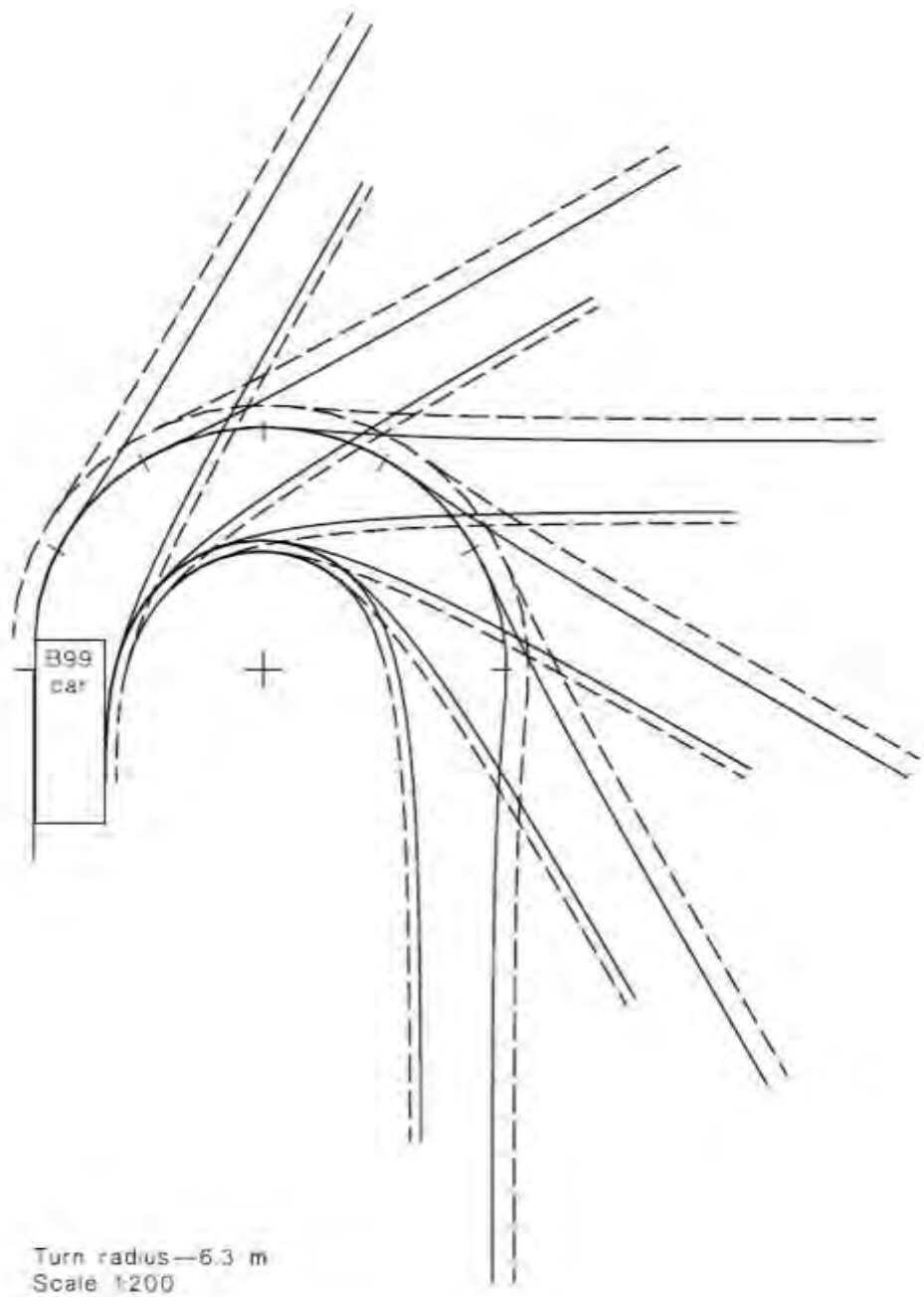
5.8m Radius Turn



LEGEND:

- = Denotes the B85 base dimension swept path
- - - = Denotes the B85 design template which includes 2 x 300 mm manoeuvring clearances only

Example of the B85 Design Template**8.0m Radius Turn**



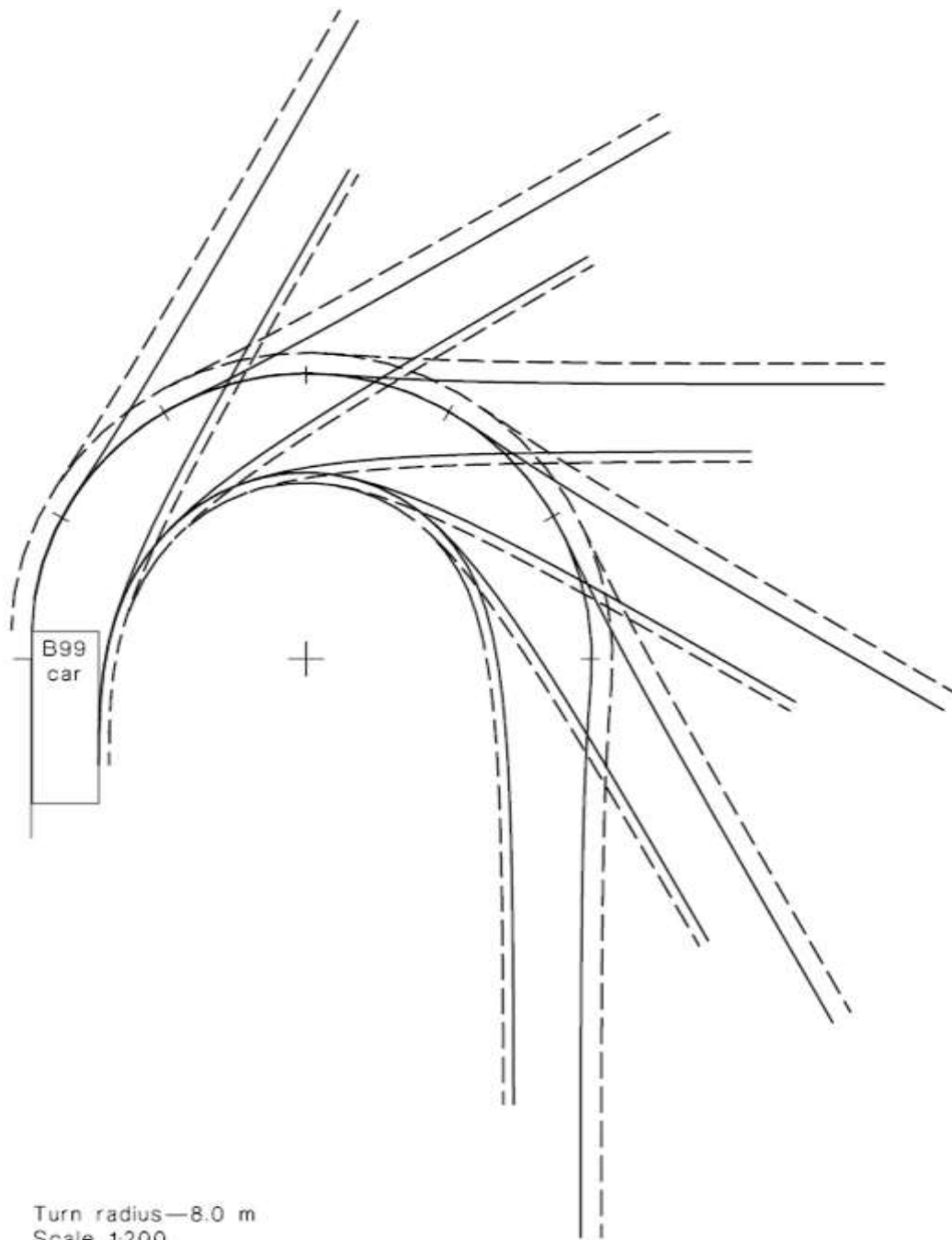
LEGEND:

- = Denotes the B99 base dimension swept path
- - - = Denotes the B99 design template which includes maneuvering and circulation clearances, 300 mm on the inside and 600 mm on the outside

NOTE: This is the minimum radius turn for a B99 vehicle.

Example of the B99 Design Template

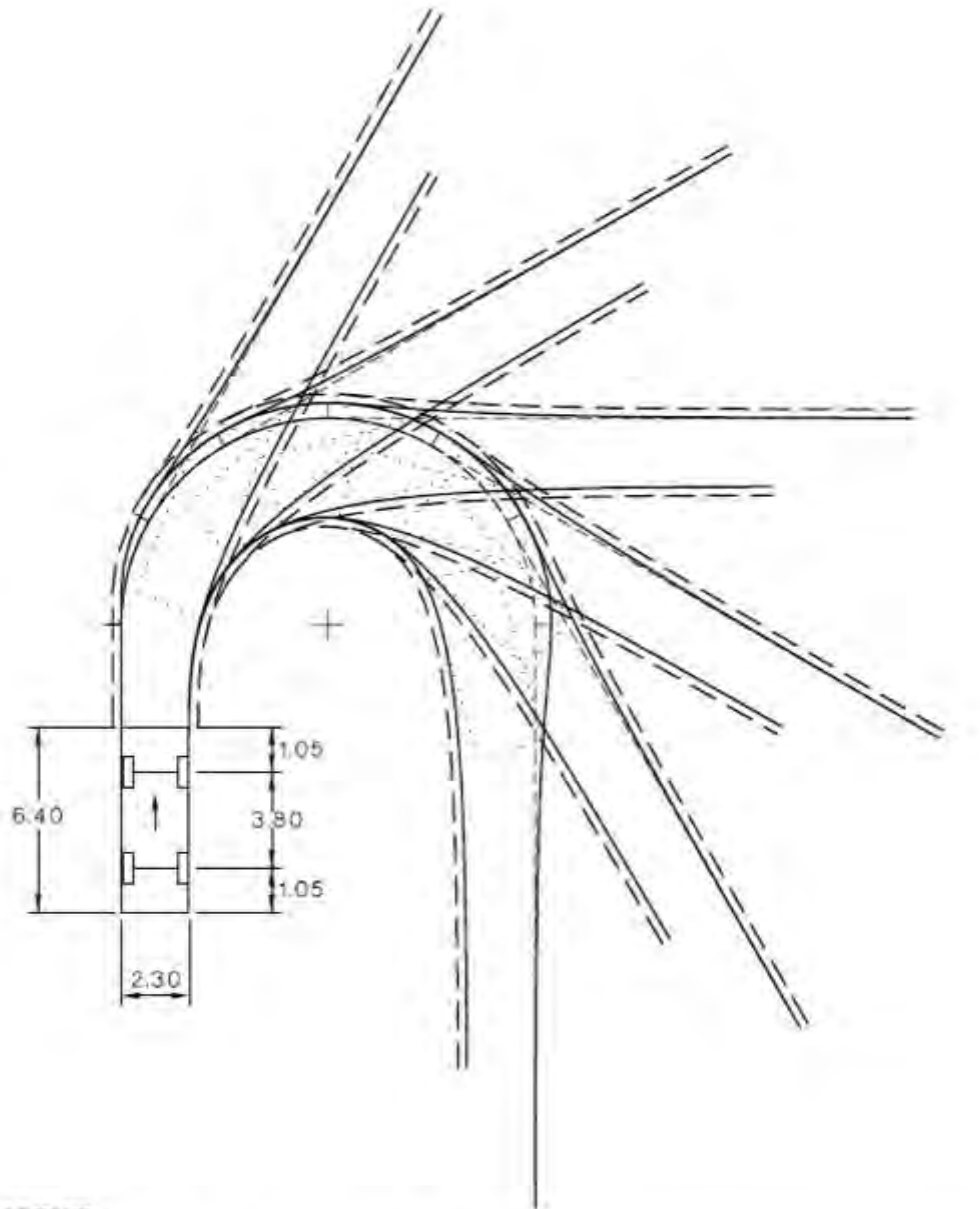
6.3m Radius Turn



LEGEND:

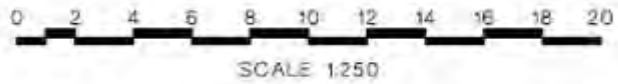
- = Denotes the B99 base dimension swept path
- - - = Denotes the B99 design template which includes manoeuvring and circulation clearances, 300 mm on the inside and 600 mm on the outside

Example of the B99 Design Template**8.0m Radius Turn**



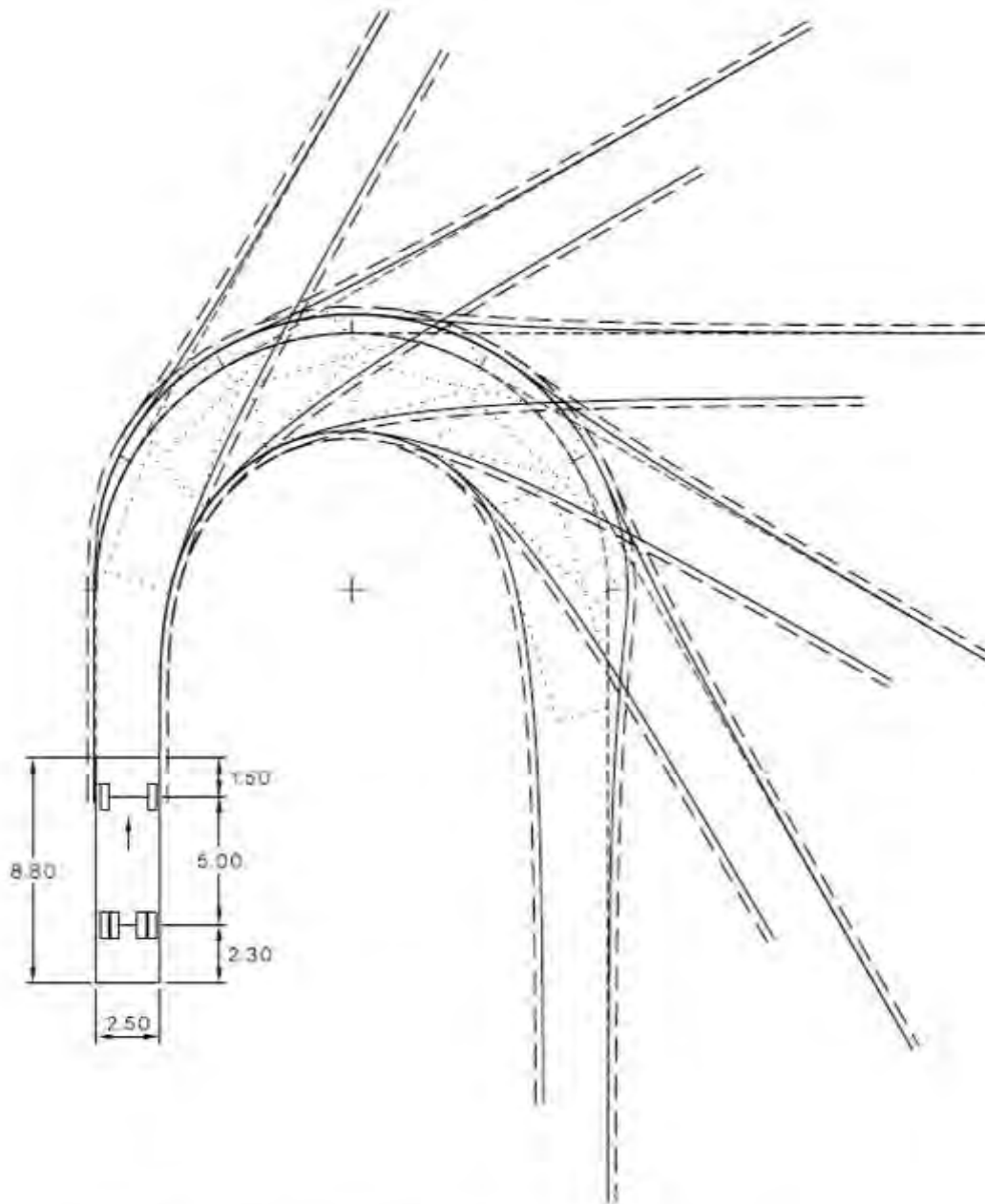
LEGEND:

- = Swept path of vehicle body
- = Swept path plus low speed manoeuvring clearance (300 mm both sides)
- = Path of outer front wheel
- = Successive positions of vehicle during turn



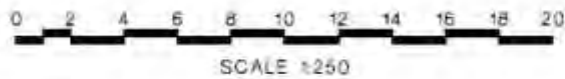
DIMENSIONS IN METRES

Turning Path Template - Small Rigid Vehicle
Minimum Radius Turn (7.1m)



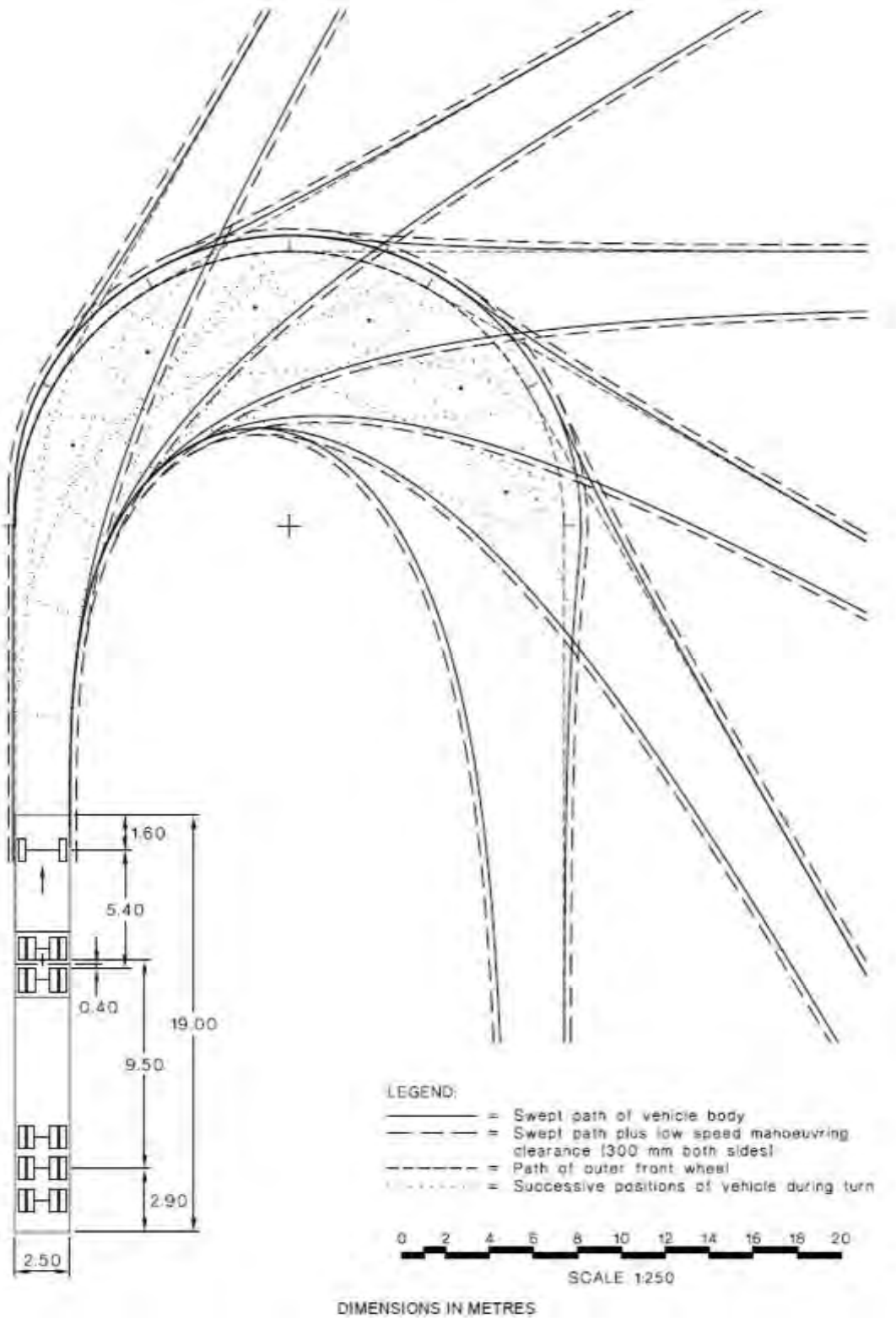
LEGEND:

- = Swept path of vehicle body
- - - = Swept path plus low speed manoeuvring clearance (300 mm both sides)
- = Path of outer front wheel
- = Successive positions of vehicle during turn



DIMENSIONS IN METRES

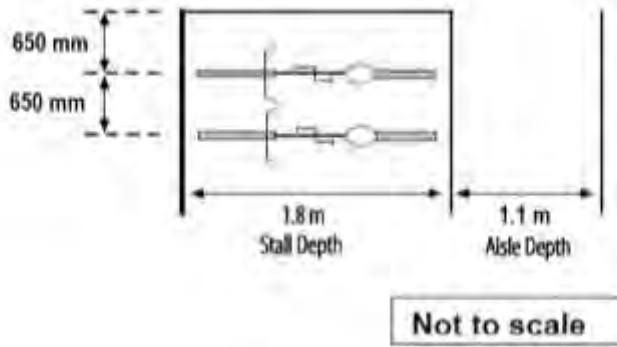
Turning Path Template - Medium Rigid Vehicle
Minimum Radius Turn (10m)



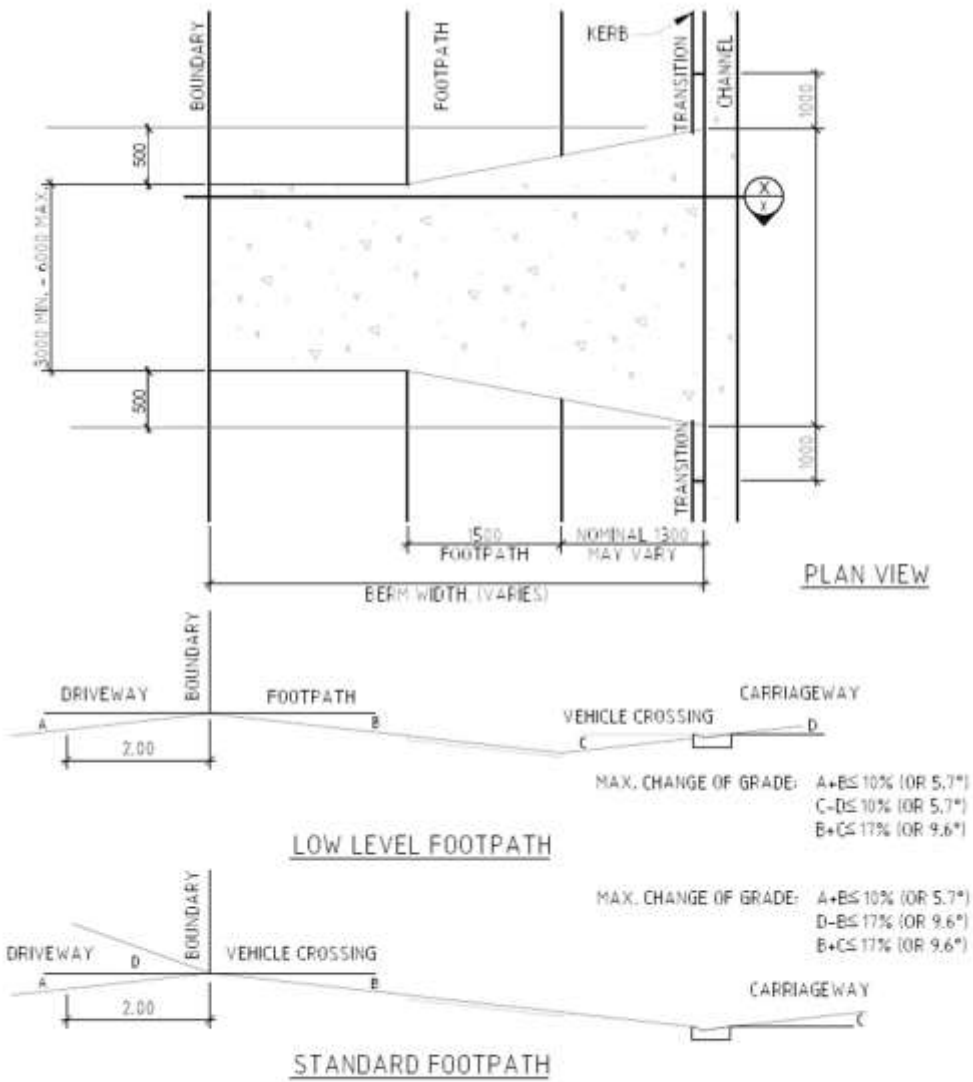
Turning Path Template - Articulated Vehicle

Minimum Radius Turn (12.5m)

29.15.5 Diagram 5 - Bicycle Parking Layout

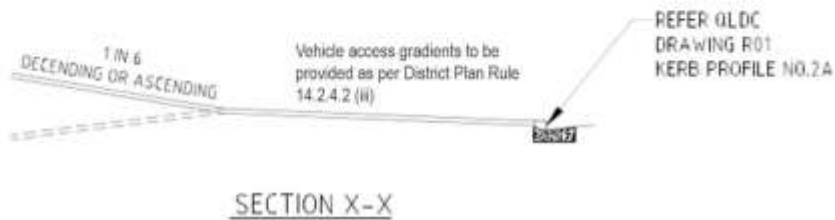
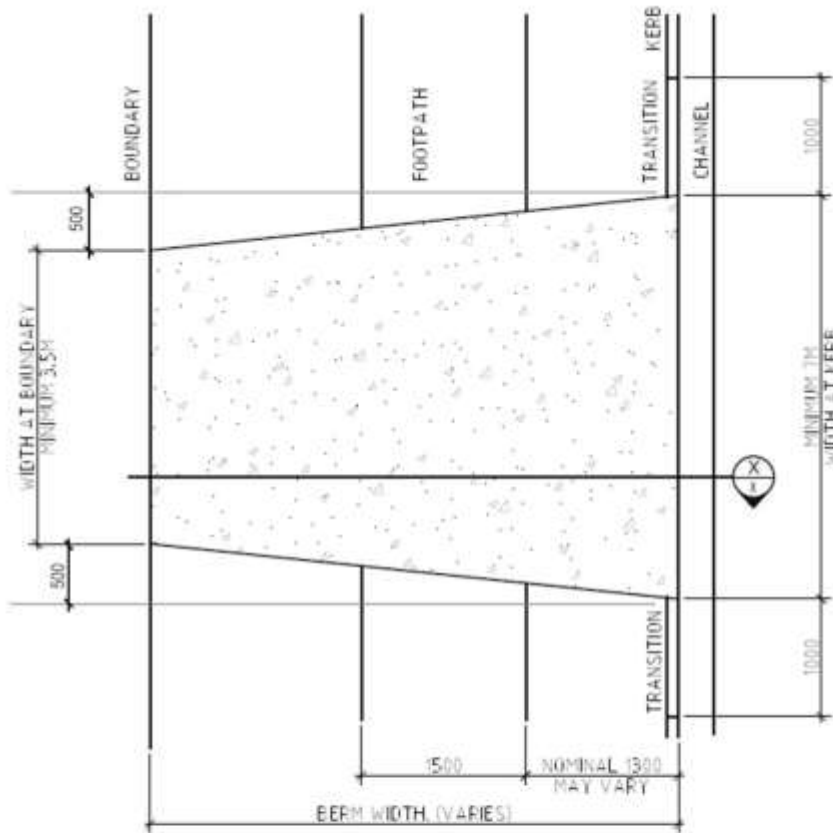


29.15.6 Diagram 6 - Residential Vehicle Crossing

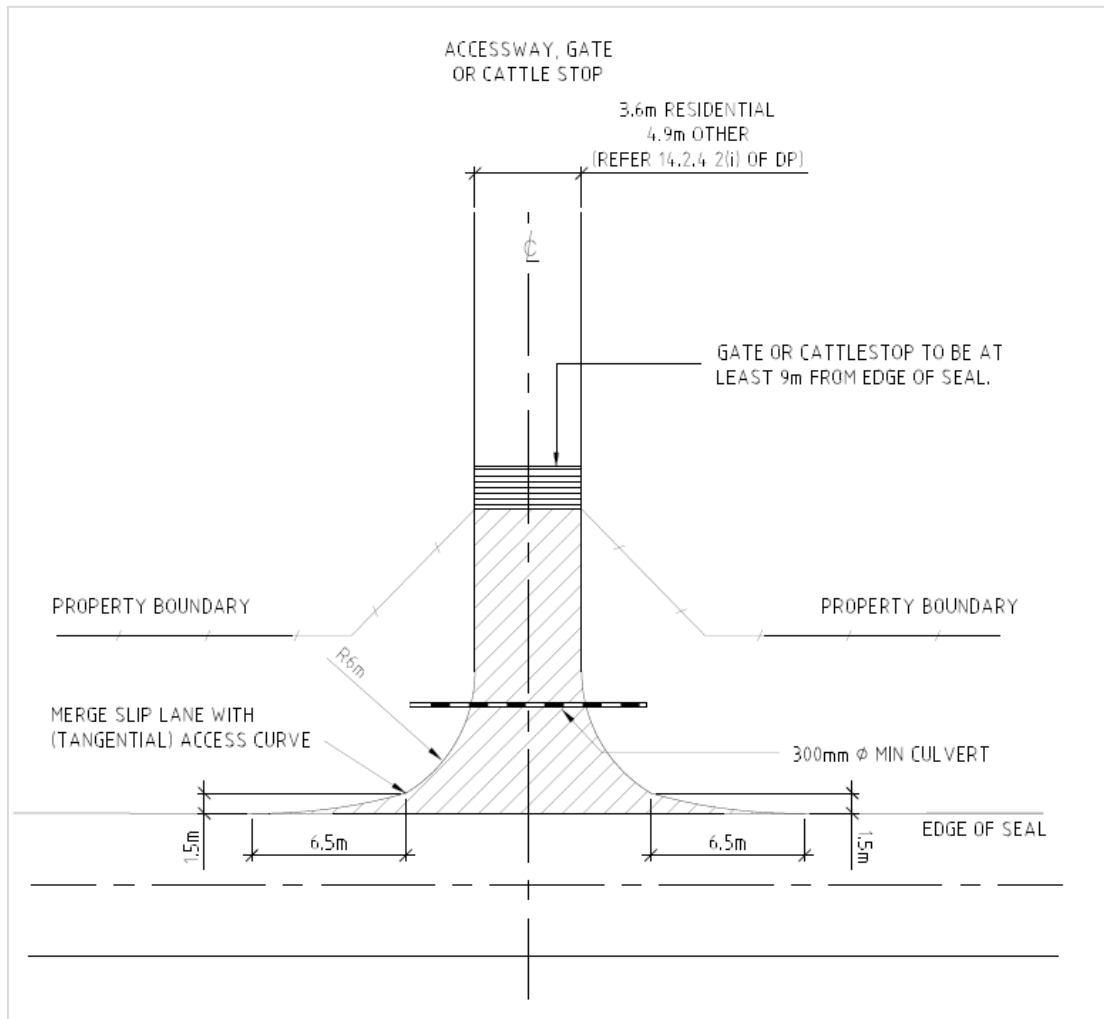


Vehicle access gradients to be provided as per District Plan Rule 14.2.4.2 (iii).

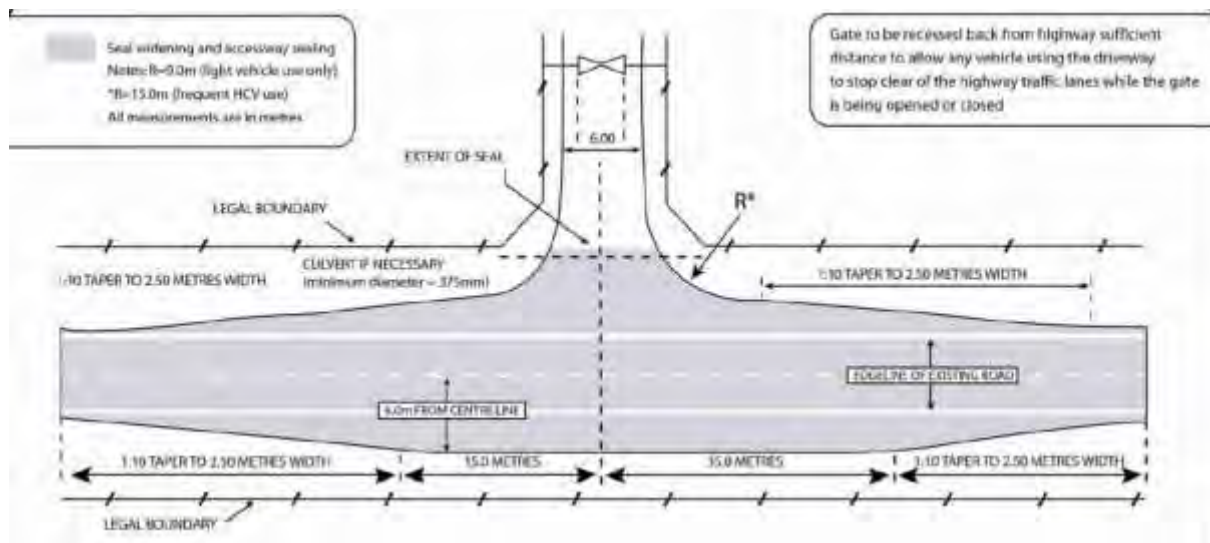
29.15.7 Diagram 7 - Commercial Vehicle Crossing



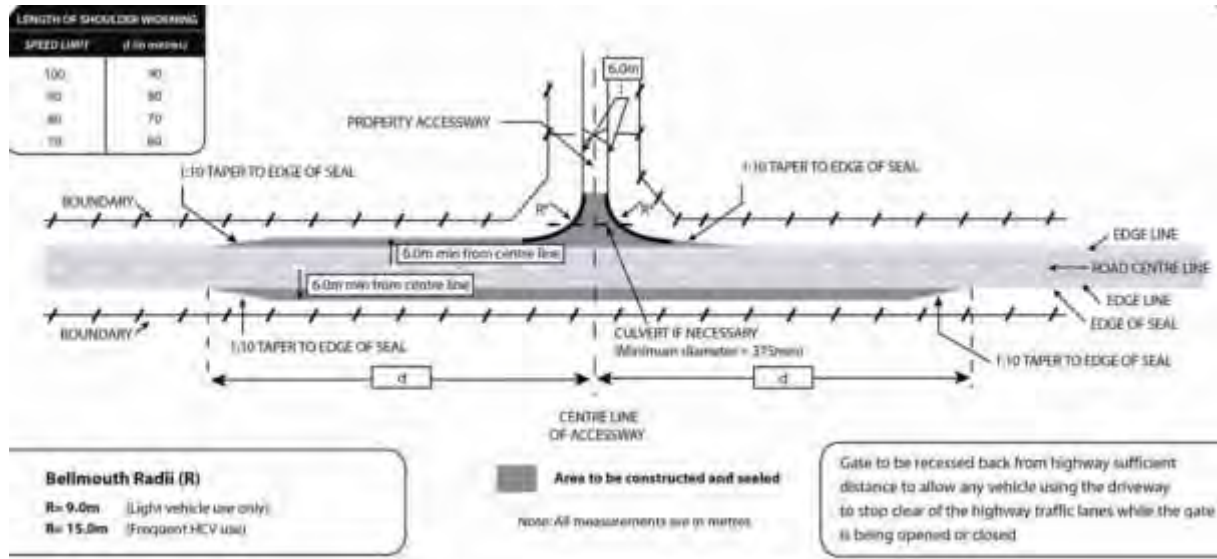
29.15.8 Diagram 8 - Access Design



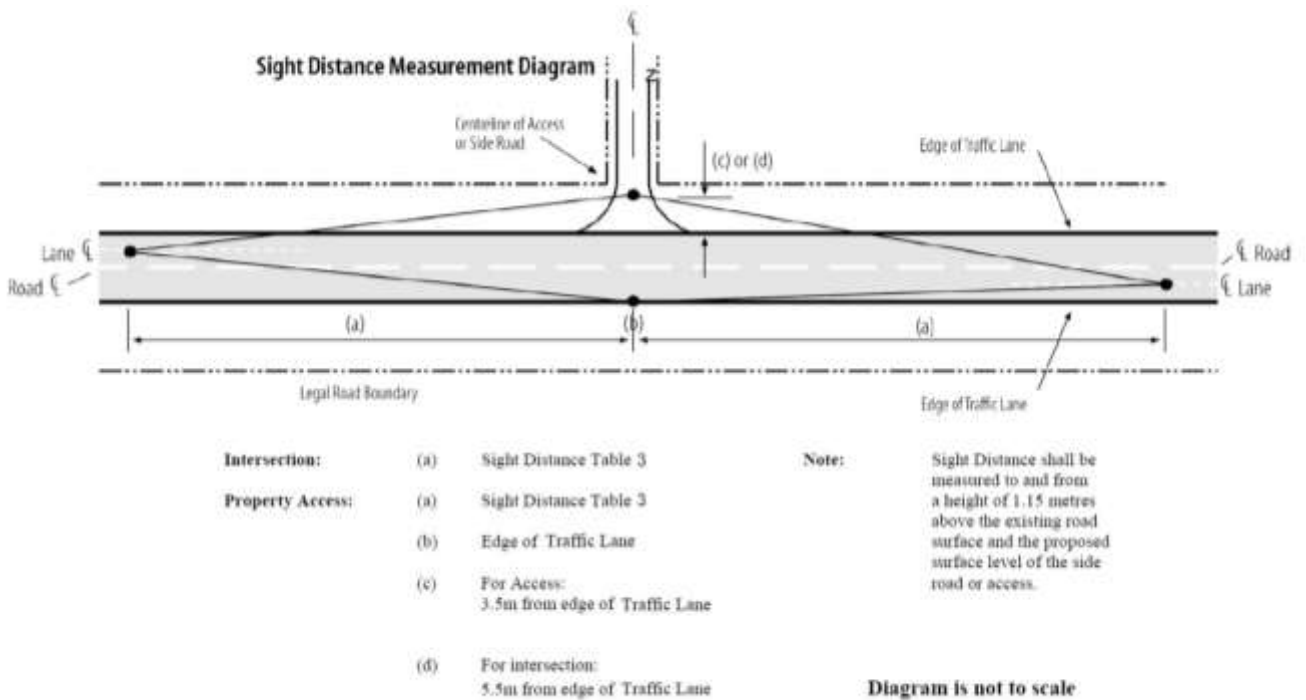
29.15.9 Diagram 9 - Access Design



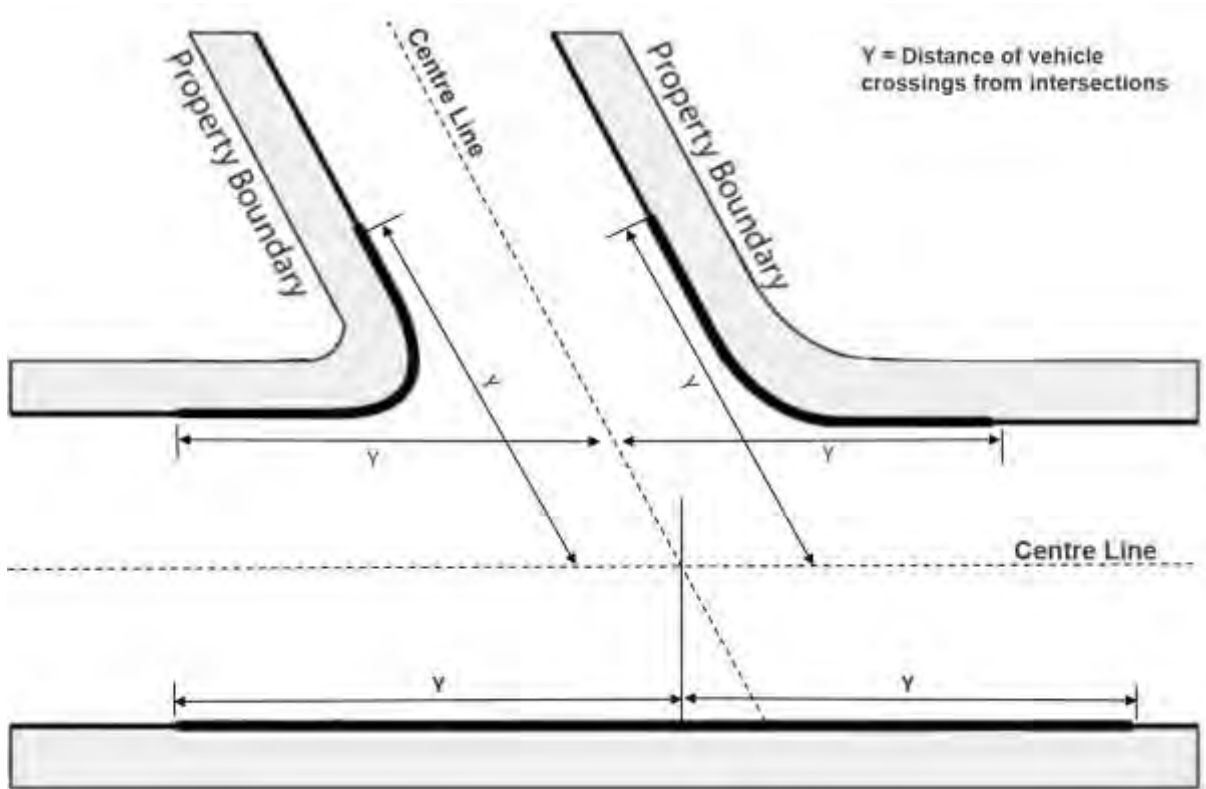
29.15.10 Diagram 10 - Access Design



29.15.11 Diagram 11 – Sight Distance Measurement Diagram



29.15.12 Diagram 12 – Sight Distance Measurement Diagram



Definitions

Variation to Stage 1 PDP Chapter 2 Definitions

Underlined text for additions and strike through text for deletions.

Park and Ride	<p>Means an area to leave vehicles and transfer to public transport or car pool to complete the rest of a journey into an urban area.</p> <p><u>Means a parking area which is located and purposely designed to support the frequent public transport network and to provide specifically for users of a public transport network who:</u></p> <ul style="list-style-type: none"> <u>• travel by private vehicle to the park and ride parking area, then</u> <u>• leave their vehicle at the facility and transfer to the frequent public transport network to continue their journey.</u> <p>Park and Ride facilities includes car parking areas, public transport interchange and associated security measures, fencing, lighting, ticketing systems, shelter and ticketing structures, landscape planting and earthworks.</p>
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New Stage 2 PDP Chapter 2 Definitions

<u>Accessory car park (area)</u>	<u>Means parking that serves a supportive function to the primary activity and is located on the same site as the primary activity.</u>
<u>Active transport network</u>	<u>The network of commuter and recreational trails, pathways, and footpaths that provide for transport modes that rely on human power, primarily walking and cycling, and includes those that are located within and outside of the road network.</u>
<u>Balcony</u>	<u>Means a floor at other than ground level having at least one side completely open except for a balustrade of a maximum height of 1.2m above balcony floor level. The balcony may be roofed and shall have direct access to the residential unit it serves.</u>
<u>Elderly care home</u>	<u>Means a facility providing rest home care within the meaning of the Health and Disability Services (Safety) Act (2001), or a home for the residential care of older persons and/or any land or buildings used for the care of older persons within a retirement village.</u>
<u>Large Format Retail</u>	<u>Means any single retail tenancy which occupies 500m² or more of GFA. Refer definition of GFA.</u>
<u>Mobility parking space</u>	<u>Means a parking space designed and reserved for the exclusive use of people whose mobility is restricted and who have a mobility permit issued. It also means 'accessible park/parking' and 'disabled/disability park/parking' as referred to in various external standards and guidance documents.</u>
<u>Motor vehicle repair and servicing</u>	<u>Means land and/or buildings used for the servicing, repair (including panel beating and spray painting repair) of motor vehicles, agricultural machinery or boats and ancillary activities (including the sale and/or fitting of accessories).</u>

<u>Non-accessory parking</u>	<p>Parking that is provided as a principal activity on the site and is not accessory to any of the approved activities on the site. The parking may be:</p> <ul style="list-style-type: none"> • available to members of the public for a charge or fee • reserved or leased. <p><u>Excludes:</u></p> <ul style="list-style-type: none"> • Park and Ride <p><u>Includes:</u></p> <ul style="list-style-type: none"> • short term, long term, and off site parking
<u>Offsite parking</u>	<p>Parking on a site that is dedicated to the use of an activity taking place on another site and provides parking which would have otherwise been required or permitted on the same site as the activity</p>
<u>Professional Staff</u>	<p>For the purpose of chapter 29, means staff excluding administrative staff in relation to Health Care Services.</p>
<u>Public amenities</u>	<p><u>Means, the following facilities established for the convenience and amenity of the public:</u></p> <ul style="list-style-type: none"> • <u>landscaping and planting</u> • <u>public toilets</u> • <u>street furniture, including seating, and picnic tables</u> • <u>bicycle stands</u> • <u>fountains</u> • <u>drinking fountains</u> • <u>rubbish bins</u> • <u>barbeques</u> • <u>lighting</u> • <u>shelters</u> • <u>post boxes</u> • <u>telephone booths</u> • <u>showers and changing rooms</u> • <u>playgrounds</u> • <u>public artwork</u>
<u>Public transport facility</u>	<p><u>A facility for passenger movements on/off and between public transport services, including:</u></p> <ul style="list-style-type: none"> • <u>Passenger waiting areas</u> • <u>Shelters</u> • <u>Public ferry terminals</u> • <u>Ticketing and other passenger facilities</u> • <u>Bus interchanges</u>
<u>Staff (for the purposes of Chapter 29 only)</u>	<p><u>Means full time staff or full time staff equivalent. Provision for a full time staff equivalent is based on recognition of the fact that some businesses are operated in shifts.</u></p>
<u>Transport infrastructure</u>	<p><u>Means:</u></p> <ul style="list-style-type: none"> • <u>footpaths, footways and footbridges, bridges for roads, tunnels, retaining walls for roads;</u> • <u>site access including vehicle crossings;</u> • <u>the road carriageway including widening;</u>

	<ul style="list-style-type: none"> • <u>bicycle paths and parking facilities, including electric bicycle charging stations;</u> • <u>road lighting and support structures;</u> • <u>engineering measures (road markings, rumble strips, removal of roadside hazards, barriers, widened road margins, improving skid resistance, improving road geometry on bends and at intersections, fine tuning of signalised intersections, improving visibility at non-signalised intersections, fencing, speed humps, traffic separators);</u> • <u>public transport facilities and systems and supporting ancillary equipment and structures including seats, shelters, real time information systems and ticketing facilities, bicycle storage, and cabinets;</u> • <u>traffic control devices (including traffic islands, pedestrian crossings and roundabouts and intersection controls), traffic and cycle monitoring devices, traffic signals and support structures, cabinets and ancillary equipment associated with traffic signals;</u> • <u>devices and structures to implement regulatory controls (no stopping, no overtaking, parking control, bus lane controls, vehicle restrictions) including parking meters and pay and display kiosks, and speed cameras and red light/traffic cameras; and</u> • <u>parking.</u>
<u>Transport Network</u>	<u>Means the public roading network, all transport infrastructure, park and ride, public transport facilities, and the on-road and off-road public transport network and active transport network.</u>
<u>Unformed road</u>	<u>For the purpose of Chapter 29, means land that is vested or dedicated as road that has never been formed in full or in part.</u>
<u>Public water ferry service</u>	<p><u>Means a ferry service for the carriage of passengers for hire or reward, which is available to the public generally and is operated to a regular schedule, but does not include any such service that:</u></p> <ul style="list-style-type: none"> • <u>is contracted or funded by the Ministry of Education for the sole or primary purpose of transporting school children to and from school;</u> <u>or</u> • <u>is operated for the sole or primary purpose of transporting passengers to or from a predetermined event; or</u> • <u>is operated for the sole or primary purpose of tourism.</u> <p><u>The definition is limited to that part of the ferry service that occurs on the surface of the water and excludes any associated activity that occurs on land or on a structure attached to land, including the lake bed.</u></p>

2.2 Acronyms Used in the District Plan

Listed below are acronyms used within the plan. They do not include the acronyms of names of activity areas identified within structure plans adopted under the PDP.

- CPTED = Crime Prevention Through Environmental Design

- Ecm = Equivalent car movements
- GFA = Gross Floor Area
- NZTA = New Zealand Transport Agency
- PFA = Public Floor Area
- Vpd = Vehicles per day

Designations

Parts requiring a variation to Stage 1 PDP Chapter 37 Designations:

Underlined text for additions and strike through text for deletions.

37.2 Schedule of Designations

~~All Queenstown Lakes District Council Roads are deemed to be designated for the purpose of road.~~

A.1 Stopped Roads

~~Council shall stop all roads in accordance with either the Local government Act 1974 or the Public Works Act 1981.~~

~~Where the boundary of a legal road is re-aligned, or a legal road is stopped, the Council shall apply to the land no longer designated road a zone(s), in accordance with one or more of the following provisions: (i) Zoning shall be that which best accommodates any existing land use activities on the site of the stopped road, and which cause no more than minor effect to the environment; and/or (ii) Zoning shall reflect any topographical or natural features that constitute logical reason for zoning; and/or (iii) Stopped roads shall be zoned in accordance with the adjoining zone of least intensive development potential (refer to Table A.1).~~

~~Table A.1 — Least Intensive District Zoning to most Intensive District Zoning (i) Rural (ii) gibbon Character (iii) Rural Lifestyle/Bendemeer (iv) Rural Residential (v) Resort/Rural Visitor (vi) Arrowtown Residential Historic Management (vii) Township (viii) Low Density Residential/Penrith park (ix) High Density Residential/Medium Density (x) Corner Shopping Centre (xi) Industrial (xii) Business (xiii) Remarkables park (xiv) Town Centre (xv) Airport Mixed Use.~~

Rural Zone

Parts requiring a variation to Stage 1 PDP Chapter 21 Rural Zone:

Underlined text for additions and strike through text for deletions.

Note: The text in square brackets [xx] is not subject to this variation and is included below only in order to enable readers to understand the context of the new text.

[21.1 Pursuant to Section 86(b)(3) of the RMA, the following rules that protect or relate to water have immediate legal effect:]

- [21.5.43A relating to public water ferry services operating on the surface of lakes and rivers.](#)

21.5.43A	<p><u>Public water ferry services</u></p> <p><u>Discretion is restricted to:</u></p> <ul style="list-style-type: none"> • <u>Effects on the transport network.</u> • <u>Effects on navigational safety.</u> • <u>Location, scale, and intensity of the activity.</u> • <u>Effects on landscape and amenity values.</u> • <u>Congestion and safety, including effects on other commercial operators and recreational users.</u> • <u>Waste disposal.</u> • <u>Cumulative effects.</u> 	RD
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Queenstown Town Centre Zone

Parts requiring a variation to Stage 1 PDP Chapter 12 Queenstown Town Centre Zone:

Underlined text for additions and ~~strike-through~~ text for deletions.

[12.1 Pursuant to Section 86\(b\)\(3\) of the RMA, the following rules that protect or relate to water have immediate legal effect:](#)

- [12.417 relating to public water ferry services operating on the surface of lakes and rivers.](#)

12.2.5.7 Provide for public water ferry services within the Queenstown Town Centre Waterfront Subzone

12.4.17	<p><u>Surface of Water Activities - Public water ferry services</u></p> <p><u>Discretion is restricted to:</u></p> <ul style="list-style-type: none"> • <u>Effects on the transport network.</u> • <u>Effects on navigational safety.</u> • <u>Location, scale and, intensity of the activity.</u> • <u>Effects on landscape and amenity values.</u> • <u>Congestion and safety, including effects on other commercial operators and recreational users.</u> • <u>Waste disposal.</u> • <u>Cumulative effects.</u> 	RD
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High Density Residential Zone

Parts requiring a variation to Stage 1 PDP Chapter 9 High Density Residential Zone

Underlined text for additions and strike-through text for deletions.

9.2.6.7 A reduction in parking requirements may be considered in Queenstown and Wanaka where a site is located within ~~400~~ 800 m of a bus stop or the edge of a town centre zone.

Planning Maps

Stage 1 planning maps requiring a variation

The spatial extent of the Stage 1 zones and zones that fall within Volume B of the District Plan require a varying in the following manner, as a consequence of new roads having been created or existing roads having been stopped since the planning maps were notified as part of Stage of the PDP.

To be tabled at the Full Council meeting.

Attachment 3:

Proposed District Plan Maps – Stage 2

Circulated separately

**QLDC Council
8 November 2017**

Report for Agenda Item: 2

Department: Planning & Development

Stage 2 Proposed District Plan Notification – Wakatipu Basin

Purpose

- 1 The purpose of this report is to present the new Chapter 24 Wakatipu Basin and associated Wakatipu Basin Rural Amenity Zone and Wakatipu Basin Lifestyle Precinct for approval to proceed to statutory public notification. The new Chapter 24 Wakatipu Basin and zones will be a variation to the Proposed District Plan (PDP) and also includes consequential variations to the PDP chapters and definitions notified in August 2015.
- 2 References to “Stage 2” of the PDP in this report refer to both the introduction of new chapters and provisions into the PDP and to proposed variations to existing parts of the PDP introduced with Stage 1 of the district plan review.

Recommendation

That Council:

1. **Note** the contents of this report.
2. Having particular regard to the section 32 evaluation reports, **approve** pursuant to section 79(1) and clause 5 of the First Schedule of the Resource Management Act 1991 the Stage 2 provisions of the Queenstown Lakes District Council Proposed District Plan 2015 for notification:
 - a) Chapter 24 Wakatipu Basin
3. Having particular regard to the section 32 evaluation reports, **approve** pursuant to clauses 5 and 16A of the First Schedule of the Resource Management Act 1991 the following variations to the Stage 1 provisions of the Queenstown Lakes District Council Proposed District Plan 2015 for notification:
 - a) Changes to Planning Maps varying the Wakatipu Basin shown in Attachment 3 to Council Agenda Item: 1, Stage 2 Proposed District Plan Notification – Transport, 8 November 2017.
 - b) Chapter 2 Definitions: in relation to the definition of *site*;
 - c) Chapter 22 Rural Residential and Rural Lifestyle: parts 22.1 Zone Purpose, Rule 22.3.2.10 , Table 6 and the Ferry Hill Rural Residential Sub Zone and concept plan by deleting text and rules relating to areas that will be replaced by the Wakatipu Basin Rural Amenity Zone and Wakatipu Basin Lifestyle Precinct;

- d) Chapter 27 Subdivision and Development amending Rules 27.4.2, 27.4.3, 27.5.1, and 27.7, and deleting Rule 27.8, 27.13;
 - e) Chapter 36 Noise amending Rule 36.5 .5.1 General Standards and noise limits.
4. **Authorise** the Manager Planning Policy to make minor edits and changes to the chapters, maps and section 32 reports to improve clarity and correct errors and to notify Stage 2 of the Queenstown Lakes District Council Proposed District Plan 2015 in accordance with clause 5 of the First Schedule of the Resource Management Act 1991.
 5. **Note** that the (Stage 2) Planning Maps contain all the changes applicable to notification of Stage 2 of the Proposed District Plan including the Wakatipu Basin Variation, Open Space and Recreation Zones , Visitor Accommodation Sub-zones and roads applicable to the Transport Chapter
 6. **Note** the zones and mapping notations notified in Stage 1 that are not amended by the Stage 2 changes remain part of the Proposed District Plan.

Prepared by:



Ian Bayliss
Planning Policy Manager

30/10/2017

Reviewed and Authorised by:



Tony Avery
General Manager Planning
and Development

31/10/2017

Background

- 3 Stage 1 of the review commenced with 30 key chapters including the strategic direction and landscape, residential, rural and commercial zones, designations and maps. Matters raised in submissions have been considered at a series of 13 hearings the last of which was completed in September 2017 with the notable omission of Stream 14 Wakatipu Basin Mapping.
- 4 A number of changes have been made to the Operative District Plan (ODP) which have not been duplicated in the Proposed District Plan¹. Council instead agreed on 29 September 2016, to separate the new plan conceptually and by

¹ Plan Change 52 Mount Cardrona Station, Plan Change 51 Peninsula Bay North; Plan Change 50 - Queenstown Town Centre Zone Extension; Plan Change 46 Ballantyne Road Industrial and Residential Extension; Plan Change 45 – Northlake; Plan Change 44 – Hanley Downs,

geographic area into two volumes, which at the end of the staged review process will contain:

- **Volume A**, the geographic areas that have been notified into the PDP, and District Wide chapters to cover these areas, including the strategic chapters and PDP definitions; and
 - **Volume B**, the ODP as it relates to geographic areas that are excluded from the partial review, and the operative district wide chapters to cover these areas, including ODP definitions.
- 5 The intent of this conceptual two-volume approach is to manage areas of land within the District that were subject to a plan change since the Proposed District Plan was notified in August 2015. As the PDP provisions become operative the equivalent provisions in Volume B will cease to apply for that land².
 - 6 District plan subdivision and development controls in the Wakatipu Basin have been subject to extensive changes in approach over the last 20 years and the development one sees in the Wakatipu Basin has been approved under a range of different planning regimes and zones.
 - 7 The notified 1995 Proposed District Plan applied a Rural Uplands and a Rural Downlands zone in the Wakatipu Basin with defined areas of landscape importance, rural residential areas and other living and tourist-related zones including a 20 ha minimum lot size. Following decisions on submissions in 1998, a large number of lots between 4 and 20 hectares were approved between 1998 and 2001.
 - 8 Through a series of decisions on appeals to the decisions version of the 1995 Plan, the Environment Court changed the provisions substantially to apply a Rural General Zone and Rural Living Areas and a number of special zones have been created. In the Rural General Zone, a discretionary consent is required for subdivisions and residential building platforms with no minimum lot sizes and assessment matters addressing development on the basis it falls within outstanding natural landscapes Wakatipu Basin and outstanding natural features, visual amenity landscapes, and other rural landscapes. Over the period of the ODP being in effect, the majority of resource consent applications for subdivision and development was within the floor of the Wakatipu Basin, most of which is zoned Rural General and classified as a visual amenity landscape.
 - 9 The notified Proposed District Plan 2015 (the PDP) retained the discretionary consent regime with a Rural zone covering the majority of the valley floor and identified Outstanding Natural Features, and Outstanding Natural Landscapes on the planning maps. Rural Lifestyle and Rural Residential Zones were identified that allow for 4,000 m² sites in the Rural Residential zone and 2 ha minimum average 1 ha minimum site sizes in the Rural Lifestyle Zone.

² Volume B chapters (including district-wide operative chapters) will however remain in the district plan where they apply to provisions not being reviewed such as Remarkables Park Zone the Queenstown Town Centre extension and Frankton Flats B.

10 A large number of submissions were received on the notified PDP for the Wakatipu Basin many of which are seeking additional opportunities for subdivision and development, golf resort and rural visitor resort type zonings. Notification of this proposed variation will mean that these submissions will be transferred to be considered alongside submissions on the variation. Any person can make a submission on the Wakatipu Basin Variation.

Monitoring and the need for Review

11 A 2009 'Rural Monitoring Report 2009', noted the high number of resource consent applications and approvals for subdivision and development in the Wakatipu Basin and questioned whether the existing provisions were effectively managing cumulative effects of residential subdivision and development. The report noted the effect of private plan changes enabling rural lifestyle living, and resort activities and accommodation.

12 The Hearings Panel for the QLDC PDP, following the hearing of submissions on the Strategic Direction, Landscape, Urban Development and Rural Zone chapters of the PDP Stage 1 of the PDP review issued a minute in July 2016 stating:

"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".

13 The minute set out specific matters for the Council to address including 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;*
- d) *Determine whether, given the residual development already consented, there is any capacity for further development in the Wakatipu Basin (WB) floor and, if there is, where it should be located and what form it should take.*

14 The Wakatipu Basin Variation arises from the Wakatipu Basin Land Use Planning Study March 2017 (the Wakatipu Basin Study) which was commissioned by the Council between September 2016 and March 2017. The study addressed the above and recommended methods to manage the character and amenity of the Wakatipu Basin over the long term.

Comment

Proposed Provisions

- 15 The proposed new Wakatipu Basin Rural Amenity zone (Zone) and new Wakatipu Basin Lifestyle Precinct (Precinct) will replace the existing Rural Zone, Rural Residential and Rural Lifestyle Zones in the Wakatipu Basin.
- 16 Within the Zone residential activity is permitted on every site, however all residential buildings except small farm buildings, including buildings within previously approved building platforms will require resource consent as a restricted discretionary activity. These resource consent applications will focus on preserving both the local and wider landscape and rural amenity values of the Wakatipu Basin as well as the setting of its outstanding natural features. For any future subdivision, new sites will require a minimum area of 80 hectares, which is intended to halt the subdivision of rural land where it has been identified in the Wakatipu Basin Study that there is a low capacity for additional subdivision and development.
- 17 Within the Zone, areas have been identified as the Precinct where the Wakatipu Basin Study identified there is additional capacity to absorb higher levels of development without detracting from the landscape and visual amenity values of the Precinct, and the wider Zone and Wakatipu Basin area. The Precinct covers 22% of the Zone and the minimum allotment size will be 6000m² (0.6ha) with a maximum average density of one residential unit per 10,000m² (1 hectare). Notwithstanding these allotment sizes and averages, all buildings require a restricted discretionary activity consent and a strong emphasis will be on ensuring the visual effects of buildings and residential activity are appropriately managed, including the effects of development from public places and the outstanding natural landscapes and features.
- 18 An evaluation report prepared under section 32 of the RMA accompanies the chapter (see **Attachment 1** – Section 32 Evaluation). This evaluation has helped determine the appropriateness of objectives to achieve the purpose of the RMA in light of the issues.
- 19 The section 32 evaluation report considers whether the proposed provisions are the most appropriate way to achieve the relevant objectives. The proposed policies, rules and other methods are examined for their costs, benefits, efficiency, effectiveness and risk in terms of achieving the objectives, and a range of alternative approaches and methods are considered.
- 20 The report concludes that the proposed Variation (see **Attachment 2** – Chapter 24 Wakatipu Basin) will assist the Council to fulfil its statutory functions and responsibilities through objectives, and associated policies and rules summarized in the following lists of key elements:

Wakatipu Basin Rural Amenity Zone (WBRAZ) key elements:

- Covering 68% of the Wakatipu Basin Study area
- Objectives and policies specific to the Wakatipu Basin
- Minimum lot size of 80 ha

- All buildings except small farm buildings 50m² area require consent (Restricted Discretionary)
- Landscape (or location) driven assessment criteria
- Landscape Character Units derived from the Wakatipu Basin Study are used to assist with the assessment of development proposals (Schedule 24.8)
- Introduce setbacks and controls to minimise adverse building impact:
 - 20 m from any public road (Rule 24.5.4)
 - 50m from Identified Landscape Features (Rule 24.5.5)

Wakatipu Basin Lifestyle Precinct (WBLP) key elements:

- Covers 22% of the Wakatipu Basin Study Area
- WBRAZ Objectives and Policies also apply to the WBLP
- Objectives and policies specific to the WBLP
- Average lot size of 1ha with minimum lot size of 6,000m²
- Stringent controls to ensure the special qualities of the Wakatipu Basin are preserved
- All buildings require consent (Restricted Discretionary)
- Landscape (or location) driven assessment criteria
- Landscape Character Units derived from the Wakatipu Basin Study are used to assist with the assessment of development proposals (Schedule 24.8)
- Introduce setbacks and controls to minimise adverse building impact:
 - 75 m from any public road (Rule 24.5.4)
 - 50m from Identified Landscape Feature (Rule 24.5.5)

21 The proposed Wakatipu Basin Chapter results in a consequential need to notify a variation to Stage 1 PDP provisions, located in the following Stage 1 chapters:

- Chapter 2 Definitions in relation to the definition of *site*, which is also tailored to address the entire PDP, not just the Wakatipu Basin;
- Chapter 22 Rural Residential and Rural Lifestyle 22.1 Zone Purpose and Rule 22.3.2.10 deleting paragraphs and rules addressing rural areas in the Wakatipu Basin, deleting Table 3 Rural Lifestyle Deferred Buffer zones, and deleting Table 6 Ferry Hill Rural Residential Sub Zone and concept plan;
- Chapter 27 Subdivision and Development amending Rules 27.4.2, 27.4.3, 27.5.1, and 27.7, and deleting Rule 27.8, 27.13;

- Chapter 36 Noise amending Rule 36.5 .5.1 General Standards and noise limits.

Consultation preceding the Variation

22 The development of the Variation has built on previous public consultation undertaken to develop the PDP both before and after its notification. In addition to this:

- Submissions on Stage 1 of the district plan review addressing the Wakatipu Basin were consolidated and carefully considered;
- Other statutory agencies (the Minister for the Environment, neighbouring district councils, the Otago Regional Council and Iwi Authorities) were informed of the development of these proposed changes, and offers were made to meet and discuss the proposals.

23 Any feedback received from statutory agencies after the close of the agenda item will be tabled on 8 November along with any changes that may result from this feedback.

Legal effect of these decisions

24 As the proposed provisions proceed through the review process from notification, to decisions on submissions, to resolution of any appeals, and to being made operative, the legal effect of these provisions will change.

25 Following notification, an application for resource consent on land affected by the Stage 2 provisions, will need to be assessed considering all relevant Operative District Plan (ODP) provisions, and the Stage 1 and 2 PDP objectives policies and definitions can also be considered. If no submissions are made on a PDP rule, after the close of submissions it must be treated as operative and any previous rules must be treated as inoperative. For all rules except those in the following paragraph, the proposed Stage 1 and 2 rules will have legal effect when a decision on submissions relating to the rules is publically notified.

26 Under section 86B(3) of the RMA a number of the Stage 2 provisions will take immediate legal effect including all rules that protect or relate to water, air, or soil (for soil conservation), significant indigenous vegetation habitats and fauna and historic heritage. Although there are PDP provisions addressing these matters in the Wakatipu Basin which will continue to apply the Variation does not apply new rules that have immediate legal effect.

27 Submissions and Hearings

The submission period, indicative hearing timeline and communications plan are set out in Council Agenda Item: 1, Stage 2 Proposed District Plan Notification – Transport, 8 November 2017.

Options

28 This report identifies and assesses the following reasonably practicable options for assessing the matter as required by section 77 of the Local Government Act 2002:

29 **Option 1** Approve the PDP (Stage 2) Wakatipu Basin Variation for public notification

Advantages:

30 Progresses the PDP, which addresses a number of fundamental shortcomings in the Operative District Plan.

31 Responds to statutory requirements of the Resource Management Act 1991. In particular, Section 79(1) requires local authorities to commence a review of provisions in its District Plan if the provisions have not been the subject of a review or change during the previous 10 years. Many of the provisions in the Operative District Plan have now been operative for more than 10 years. While no explicit specification exists as to timeframes for notification following commencement of a review, the requirement under section 21 to avoid unreasonable delay applies.

Disadvantages:

32 None

Option 2 Not proceed to approve Stage 2 of the PDP Wakatipu Basin Variation for notification (for example to enable more consultation or analysis to occur).

Advantages:

33 Given the breadth of the issues addressed in the Variation, and the number of potentially interested parties, it is considered unlikely that substantial material progress would result from further pre-notification consultation or discussions such that a delay would be warranted.

34 A large amount of analysis has been undertaken which builds on the Stage 1 chapters of the plan review, for which extensive non-statutory consultation occurred prior to and after notification. Submissions on Stage 1 of the plan have also been considered.

35 The public notification process allows for careful and informed consideration of submissions to be undertaken and for the issues raised to be addressed in a managed and transparent process.

Disadvantages:

36 Would unnecessarily delay progression of the PDP. Further, it would delay the introduction of parts of the PDP that are considered necessary to have a well-functioning and integrated PDP.

37 This report recommends **Option 1** for addressing the matter.

Significance and Engagement

38 This matter is of high significance, as determined by reference to the Council's Significance and Engagement Policy because the PDP impacts on a large number of residents and ratepayers and residents, many of whom will be specifically affected by the proposed provisions.

Risk

39 This matter relates to the strategic risk SR1 'Current and future development needs of the community (including environmental protection), as documented in the Council's risk register. The risk is classed as high. This matter relates to this risk because the District Plan, along with the 10 Year Plan and Asset Management Plans, is central to the current and future development needs of the community.

40 The recommended option considered above mitigates the risk by providing the necessary regulatory framework to provide for these needs.

Financial Implications

41 Costs associated with the recommended decisions are accounted for in operational budgets.

Council Policies, Strategies and Bylaws

42 A number of Council policies, strategies and bylaws have been considered in developing the PDP, including:

1. Wakatipu Land use Planning Study March 2017 [link](#)
2. Council Reply Evidence on the PDP [link](#)
3. Read Landscapes Limited 'Report to Queenstown Lakes District Council on appropriate landscape classification boundaries within the District, with particular reference to Outstanding Natural Landscapes and Features' 2014. - [link](#)
4. Read Landscapes Limited 'Wakatipu Basin Residential Subdivision and Development: Landscape Character Assessment' June 2014 - [link](#)
5. District Plan Monitoring Report, Monitoring the Effectiveness and Efficiency of the Rural General Zone, April 2009 - [link](#)
6. District Plan Monitoring Report, Rural Living Zones of the Queenstown Lakes District Plan, January 2010 - [link](#)

43 These policies and strategies are of varying age, currency and continued relevance, and are also referenced in the supporting s32 evaluation reports.

44 This matter is included in the 10-Year Plan/Annual Plan.

Local Government Act 2002 Purpose Provisions

45 The recommended option:

- Will help meet the current and future needs of communities for good quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses;
- Can be implemented through current funding under the 10-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.

Consultation: Community Views and Preferences

46 The persons who are affected by, or interested in this matter are residents and ratepayers of the District, Iwi, the Otago Regional Council, neighbouring district Council's and other statutory bodies.

47 A range of views were expressed during consultation and submissions on Stage 1 of the proposed district plan review and these views have been taken into account when developing the provisions. Additionally, it is noted that Council has a duty under both the Local Government and Resource Management Acts to consider the wellbeing of people and communities into the future (i.e. Council's decision making has a strong intergenerational component).

48 Public notification of the PDP provides people with the opportunity to make submissions, to be heard at hearings, and ultimately, if not satisfied with decisions, to appeal to the Environment Court.

Legal Considerations and Statutory Responsibilities

49 Development of the PDP Stage 2 has occurred in accordance with the requirements of the RMA. Particular clauses of relevance include Sections 5-11, 31 and 32, 79 and Schedule 1.

50 The Local Government Act has also informed the review.

51 The process for notifying the PDP Stage 2 is stipulated by and will follow the procedures of the RMA.

Attachments

Attachment 1. Section 32 Evaluation Report – Proposed District Plan Chapter 24 Wakatipu Basin

Attachment 2. Proposed District Plan - Chapter 24 Wakatipu Basin

Attachment 1:

**Section 32 Evaluation Report – Proposed District Plan Chapter
24 Wakatipu Basin**



Section 32 Evaluation Report

Chapter 24 Wakatipu Basin

Comprising the

Wakatipu Basin Rural Amenity Zone and Lifestyle Precinct (for Proposed Variation to the PDP)

And consequential Variations to Proposed District Plan 26 August 2015:

Chapter 2 Definitions

Chapter 22 Rural Residential and Rural Lifestyle

Chapter 27 Subdivision and Development

Chapter 36 Noise

Report dated: November 2017

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2. Section 32 Evaluation Report: Wakatipu Basin Rural Amenity Zone and Lifestyle Precinct

2.1 Purpose of the report

Section 32 of the *Resource Management Act 1991* (the Act) requires objectives in plan change proposals to be examined for their appropriateness in achieving the purpose of the Act, and the policies and methods of those proposals to be examined for their efficiency, effectiveness and risk in achieving the objectives (MFE, 2014).

Accordingly, this report provides an analysis of the key issues, objectives and policy response to be incorporated within the **Wakatipu Basin Rural Amenity Zone and Lifestyle Precinct (Chapters 21A and 22A)** of the Proposed District Plan;

As required by section 32 of the RMA, this report provides the following:

- An overview of the applicable **Statutory Policy Context**
- Description of the **Non-Statutory Context** (strategies, studies and community plans) which have informed proposed provisions
- Description of the **Resource Management Issues** which provide the driver for proposed provisions
- An **Evaluation** against Section 32(1)(a) and Section 32(1)(b) of the Act, that is:
 - Whether the objectives are the most appropriate way to achieve the RMA's purpose (s32(1)(a)).
 - Whether the provisions (policies and methods) are the most appropriate way to achieve the objectives (S32(1)(b)), including:
 - identifying other reasonably practicable options for achieving the objectives,
 - assessing the efficiency and effectiveness of the provisions in achieving the objectives, and
 - summarising the reasons for deciding on the provisions.
- A **level of detail** that corresponds to the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of the proposal (s32(1)(c))
- Consideration of **Risk**

2.2 Introduction

The Wakatipu Basin Chapter 24 applies to all land identified as Wakatipu Basin Rural Amenity Zone (**the Zone or WBRAZ**) or Wakatipu Basin Lifestyle Precinct (**the Precinct or WBLP**) within the Planning Maps attached to the Stage 2 Proposed District Plan (PDP) notification bundle. The Precinct is a sub-zone within the Zone and all references to the Zone include the Precinct. The Wakatipu Basin Chapter 24 also contains rules relating to visitor accommodation, refer to the separate section 32 evaluation report addressing that matter. also, a separate section 32 evaluation has been prepared for the variation to the definition of *site*.

All of the land covered by the WBRAZ was notified in Stage 1 as Rural Zone, Rural Lifestyle Zone or Rural Residential Zone. The notification of the Chapter 24 Wakatipu Basin and the WBRAZ is therefore a variation to the Stage 1 Planning Maps. The Wakatipu Basin Chapter 24 itself, forms part of Stage 2 of the PDP.

The Strategic chapters, and a number of District Wide annotations and District Wide chapters¹ were notified for submissions in Stage 1 and they therefore already apply to all land notified in Stage 1 including all of the WBRAZ. Through Stage 2, some additional zone specific District Wide provisions are being notified that apply specifically to the WBRAZ and WBLP zones and Chapter 24, for example new standards for subdivision, noise and also new definitions.

¹ For instance, including but not limited to Heritage Items, Protected Trees, Outstanding Natural Features and Landscapes.

For clarity, **Table 1** below identifies the land area (generally described by way of zone) and various components of the PDP that together comprise Volume A of the District Plan at Stage 2 of the District Plan review. All other land within the District continues to fall into Volume B of the District Plan.

Table 1. District Plan Volume A components, showing Stage 2 components as related to the Wakatipu Basin Rural Amenity Zone Chapter 24.

Volume A	
Stage 1 Proposed District Plan 26 August 2015	Stage 2 As it relates to the Wakatipu Basin Chapter 24 only
Introduction	
1. Introduction 2. Definitions	<ul style="list-style-type: none"> Variation to Stage 1 Definitions Chapter 2. Definition of site is related in part to the Wakatipu Basin Rural Amenity Zone components. The variation to the definition of site is applicable district wide.
Strategy	
3. Strategic Direction 4. Urban Development 5. Tangata Whenua 6. Landscapes	
Urban Environment	
7. Low Density Residential 8. Medium Density Residential 9. High Density Residential 10. Arrowtown Residential Historic Heritage Management Zone 11. Large Lot Residential 12. Queenstown Town Centre* (part withdrawn) 13. Wanaka Town Centre 14. Arrowtown Town Centre 15. Local Shopping Centres 16. Business Mixed Use Zone 17. Queenstown Airport Mixed Use Variation 1: Arrowtown Design Guidelines 2016	
Rural Environment	
21. Rural Zone 22. Rural Residential and Lifestyle 23. Gibbston Character Zone	<ul style="list-style-type: none"> Variation to Stage 1 Rural Lifestyle and Residential Zone Chapter 22, as related to Stage 2 Wakatipu Basin Rural Amenity Zone components.
District Wide Matters	
26. Historic Heritage 27. Subdivision and Development 28. Natural Hazards 30. Energy and Utilities 32. Protected Trees 33. Indigenous Vegetation and Biodiversity 34. Wilding Exotic Trees 35. Temporary Activities and Relocated Buildings 36. Noise 37. Designations	<ul style="list-style-type: none"> Variation to Stage 1 Subdivision Chapter 27, as related to Wakatipu Basin Rural Amenity Zone components. Variation to Stage 1 Noise Chapter 36, as related to Wakatipu Basin Rural Amenity Zone components.
Special Zones	
41. Jacks Point 42. Waterfall Park 43. Millbrook	

District Plan Review

The review of the Operative District Plan is being undertaken in stages. Stage 1 commenced in April 2014 and was publicly notified on 26 August 2015. Hearings on Stage 1 components comprising ten individual hearing streams for 33 chapters, 1 variation² and three separate hearing streams for rezoning requests and mapping annotations³ were held from March 2016 to September 2017.

On 29 September 2016 the Council approved the commencement of Stage 2 of the review of the Operative District Plan. As part of the 29 September 2016 resolutions, the Council addressed what the plan outcome would be at the end of the partial review, and approved the separation of the District Plan into two volumes, Volume A and Volume B. Volume A (at the point in time of notification of Stage 2) consists of the Proposed District Plan chapters notified in Stages 1 and 2 of the proposed District Plan, which includes variations to Stage 1, and all the land as identified in the Planning Maps forming the Stage 2 notification bundle, as discussed above.

All other land currently forms Volume B of the District Plan. This includes zones that have not yet been reviewed and notified (i.e. Township Zone, Industrial A and B Zones, Rural Visitor Zone), land that has been withdrawn from the district plan review (i.e. the land subject to Plan Changes 46 - Ballantyne Road Industrial and Residential extensions, 50 - Queenstown Town Centre extension and 51 - Peninsula Bay North) and the Frankton Flats B Special Zone and the Remarkables Park Special Zone. All Volume B land is subject to the Operative District Plan.

Jurisdictional Matters

No decision has been made on the Proposed District Plan 2015 (Stage 1 and Variation 1) at the time of notification of Stage 2, and therefore this Stage 2 Wakatipu Basin Chapter 24 cannot anticipate what Panel recommendations and subsequently the Council's decision might be, in terms of notifying zone specific standards. The chapter therefore refers to PDP chapters/zones as notified in Stage 1 and any statutory changes made since notification⁴.

2.3 Statutory Context

Resource Management Act 1991

The purpose of the Act requires an integrated planning approach and direction, as reflected below:

5 Purpose

- (1) *The purpose of this Act is to promote the sustainable management of natural and physical resources.*
- (2) *In this Act, sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while—*
 - (a) *sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
 - (b) *safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
 - (c) *avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

The assessment contained within this report considers the proposed provisions in the context of advancing the purpose of the Act to achieve the sustainable management of natural and physical resources. The District's landscapes and natural environment are highly recognised and valued. The Council's Economic Development Strategy 2015 states:

² Variation 1 – Arrowtown Design Guidelines 2016

³ Ski Area Sub Zones, Upper Clutha Area and the Queenstown Area (excluding the Wakatipu Basin).

⁴ For instance, Variation 1 Arrowtown Design Guidelines, withdrawal of land subject to PC 46, PC 50 and PC 51.

'The outstanding scenery makes the District a highly sought after location as a place to live and visit.' And, 'The environment is revered nationally and internationally and is considered by residents as the area's single biggest asset.'

The Queenstown Lakes District is recognised as one of New Zealand's high growth areas and is expected to see doubling of usually resident population over the next 30 years. Together with the demand for residential visitor accommodation, this will see demand for nearly 14,000 additional dwellings over the next 30 years. The 'Queenstown Ward' area (which includes both the Queenstown and Wakatipu Basin areas as defined for the purposes of the PDP hearings) is expected to see substantial growth with nearly 4,800 new dwellings required by 2028 and 9,500 by 2048⁵.

Section 31 of the Act (as amended in April 2017) outlines the function of a territorial authority in giving effect to the purpose of the Act:

s31 Functions of territorial authorities under this Act

(1) Every territorial authority shall have the following functions for the purpose of giving effect to this Act in its district:

(a) the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:

(aa) the establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district:

Section 31 of the Act provides the basis for objectives, policies, and methods within a District Plan, to manage the effects of use, development or protection of land and associated natural and physical resources of the district. S31 is further supported by the National Policy Statement on Urban Development Capacity (NPS-UDC), which came into effect on 1 December 2016. The NPS-UDC directs councils on how to provide sufficient development capacity for current and future housing and business demand under the RMA.

The level of feasible residential capacity in the Queenstown Ward available under the PDP's provisions (as notified) is currently estimated as being in the range of 15,100- 20,300 dwellings (spread across a range of different zones). This capacity exceeds the demand projection for 9,500 new dwellings by 2048⁶. by a significant margin.

A strategic policy approach is essential to manage future growth pressures in the Wakatipu Basin in a logical and coordinated manner to promote the sustainable management of the valued landscape, nature conservation, productive land and infrastructure resources within it. Consistent with the intent of Section 31 of the Act, the proposed provisions of the **Wakatipu Basin Rural Amenity Zone and Rural Lifestyle Precinct** chapter enables an integrated approach to the management of the multiple resources, opportunities and constraints within the land areas subject to the zone and precinct. Whilst the primary purpose of the Variation is to protect the Wakatipu Basin's landscape resource, the proposed zoning provisions will also contribute to the requirements of the NPS-UDC by enabling additional capacity for a low density 'rural living' form of residential development within the precinct (in particular)⁷.

Section 6 Matters of National Importance is of direct relevance to the **Wakatipu Basin Rural Amenity Zone and Rural Lifestyle Precinct** and **Landscape** chapters.

6 Matters of National Importance

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall recognise and provide for the following matters of national importance:

⁵ Refer evidence before the PDP Hearings Panel: SECOND STATEMENT OF EVIDENCE OF PHILIP MARK OSBORNE ON BEHALF OF QUEENSTOWN LAKES DISTRICT COUNCIL DWELLING CAPACITY 19 June 2017.

⁶ *ibid*

⁷ Note the council's Development Capacity Model currently reflects PDP zonings within the Wakatipu Basin, and will need to be updated in respect to the land areas subject to the WBRAZ and WBLP in due course.

- (a) *the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:*
- (b) *the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:*
- (c) *the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:*
- (d) *the maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers:*
- (e) *the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga:*
- (f) *the protection of historic heritage from inappropriate subdivision, use, and development:*
- (g) *the protection of protected customary rights*

The Wakatipu Basin Rural Amenity Zone is located primarily on the valley floor of the Wakatipu Basin and is enclosed by the Outstanding Natural Landscapes of the District. Roche Mountonnee are located amidst the valley floor of the Wakatipu Basin. Development adjacent to Outstanding Natural Features and landscapes has the potential to degrade the important quality, character and visual amenity values of these and the Council is required to protect these from inappropriate use, subdivision and development as a matter of national importance.

Section 7 Other matters also includes a number of matters directly relevant to these chapters.

7 Other matters

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to—

- (a) *kaitiakitanga:*
 - (aa) *the ethic of stewardship:*
- (b) *the efficient use and development of natural and physical resources:*
 - (ba) *the efficiency of the end use of energy:*
- (c) *the maintenance and enhancement of amenity values:*
- (d) *intrinsic values of ecosystems:*
- (e) *[Repealed]*
- (f) *maintenance and enhancement of the quality of the environment:*
- (g) *any finite characteristics of natural and physical resources:*
- (h) *the protection of the habitat of trout and salmon:*
- (i) *the effects of climate change:*
- (j) *the benefits to be derived from the use and development of renewable energy.*

Section 7(b) requires having particular regard to the efficient use and development of natural and physical resources. The **Wakatipu Basin Rural Amenity Zone and Lifestyle Precinct** contain land utilised for a variety of rural production, low density housing and rural lifestyle options. Section 7(c) requires having particular regard to the maintenance and enhancement of amenity values, while section 7(f) is the maintenance and enhancement of the quality of the environment. Section 7(g) requires that particular regard is had to any finite characteristics of natural and physical resources. All these matters are applicable and important in the context of the Wakatipu Basin in determining the most appropriate way to manage the natural and physical resources located within the Wakatipu Basin in terms of the landscape and amenity values, maintaining and enhancing the quality of those values and recognising the finite nature of the landscape quality and character of the Wakatipu Basin. Careful management of these matters is required to ensure that the overall landscape quality and character of the Wakatipu Basin valley floor environment is maintained.

Local Government Act 2002

Section 14 - Principles relating to local authorities

Sections 14(c), (g) and (h) of the Local Government Act 2002 are also of relevance in terms of policy development and decision making:

- (c) when making a decision, a local authority should take account of—
- (i) the diversity of the community, and the community's interests, within its district or region; and
 - (ii) the interests of future as well as current communities; and
 - (iii) the likely impact of any decision on the interests referred to in subparagraphs (i) and (ii):
- (g) a local authority should ensure prudent stewardship and the efficient and effective use of its resources in the interests of its district or region, including by planning effectively for the future management of its assets; and
- (h) in taking a sustainable development approach, a local authority should take into account—
- (i) the social, economic, and cultural interests of people and communities; and
 - (ii) the need to maintain and enhance the quality of the environment; and
 - (iii) the reasonably foreseeable needs of future generations

As per Part II of the RMA, the provisions emphasise a strong intergenerational approach, considering not only current environments, communities and residents but also those of the future. They demand a future focussed policy approach, balanced with considering current needs and interests. Like the RMA, the provisions also emphasise the need to take into account social, economic and cultural matters in addition to environmental ones.

Section 14(g) is of relevance in so far as a planning approach emphasises that the **Wakatipu Basin Rural Amenity Zone and Lifestyle Precinct** are located amidst District's valued landscapes, and rural productive land resources.

Having regard to these provisions, the planning approach is to not interpret these provisions through a single lens, but to manage the resource for the benefit of the District and wider region. The approach through the PDP review is to provide a balanced framework in the District Plan to manage these resources appropriately. Furthermore, there is an emphasis on presenting the provisions in a manner that is clearly interpreted to facilitate effective and efficient District Plan administration.

2.4 Iwi Management Plans

When preparing or changing a district plan, Section 74(2A)(a) of the RMA states that Council's must take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of the district.

The following iwi management plans are relevant:

The Cry of the People, Te Tangi a Taurira: Ngāi Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan 2008 (MNRMP 2008)

Section 3.4, Takitimu Me Ona Uri: High Country and Foothills contain the following policies that have specific regard to subdivision and development:

3.4.14 Protecting Sites of Significance in High Country and Foothill Areas

Policy 6. Avoid compromising unidentified, or unknown, sites of cultural significance as a consequence of ground disturbance associated with land use, subdivision and development.

Section 3.5, Southland Plains: Te Rā a Takitimu contains the following policies that have specific regard to subdivision and development:

3.5.2 Wastewater

9. Encourage creative, innovative and sustainable approaches to wastewater disposal that make use of the best technology available, and that adopt principles of waste reduction and cleaner production (e.g. recycling grey water for use on gardens, collecting stormwater for a pond that can then be used for recreation in a new subdivision).

3.5.7 Subdivision and Development

Policies 1- 18 contain a range of policies that are relevant to the Subdivision and Development cover iwi involvement in planning processing and plan development, interaction with developers and iwi, particularly where there may be significant effects, long term planning and cumulative effects, avoiding adverse effects on the natural environment and advocating for the use of esplanades reserves.

Kāi Tahu ki Otago Natural Resource Management Plan 2005 (KTKO NRMP 2005)

Part 10: Clutha/Mata-au Catchments *Te Riu o Mata-au* outlines the issues, and policies for the Clutha/Mata-au Catchments. Included in this chapter is a description of some of the Kāi Tahu ki Otago values associated with the Clutha/Mata-au Catchments. Generic issues, objectives and policies for all catchments across the Otago Region are recorded in Chapter 5 Otago Region.

The following policies are of particular relevance;

5.6.4 Cultural Landscapes General Policies

Subdivisions:

1. *To discourage subdivisions and buildings in culturally significant and highly visible landscapes.*
2. *To encourage a holistic planning approach to subdivisions between the Local Government Agencies that takes into account the following:*
 - i. *All consents related to the subdivision to be sought at the same time.*
 - ii. *Protection of Kāi Tahu ki Otago cultural values.*
 - iii. *Visual amenity.*
 - iv. *Water requirements.*
 - v. *Wastewater and storm water treatment and disposal.*
 - vi. *Landscaping.*
 - vii. *Location of building platforms.*
3. *To require that where any earthworks are proposed as part of a subdivision activity, an accidental discovery protocol is to be signed between the affected papatipu Rūnaka and the Company .*
4. *To require applicants, prior to applying for subdivision consents, to contact Kāi Tahu ki Otago to determine the proximity of the proposed subdivision to sites of significance identified in the resource inventory.*
5. *To require public foot access along lakeshores and riverbanks within subdivisions.*

Land Use 10.2.3 Wai Māori Policies in the Clutha/Mata-au Catchment

9. *To encourage the adoption of sound environmental practices, adopted where land use intensification occurs.*
10. *To promote sustainable land use in the Clutha/Mata-au Catchment.*
11. *To encourage all consents related to subdivision and lifestyle blocks are applied for at the same time including, land use consents, water consents, and discharge consents.*
12. *To require reticulated community sewerage schemes that have the capacity to accommodate future population growth.*

2.5 Regional Planning Documents

Operative Regional Policy Statement 1998

Section 74 of the Act requires that a district plan prepared by a territorial authority must “give effect to” any operative Regional Policy Statement. The operative *Otago Regional Policy Statement 1998* is the relevant regional policy statement to be given effect to within the District Plan.

The operative RPS contains a number of objectives and policies of relevance to this plan change, specifically Objectives 5.4.1 to 5.4.4 (Land) and related policies which, in broad terms promote the sustainable management of Otago’s land resource by:

- Maintaining and enhancing the primary productive capacity and life supporting capacity of land resources;

- Avoid, remedy or mitigate degradation of Otago's natural and physical resources resulting from activities utilising the land resource;
- Protect outstanding natural features and landscapes from inappropriate subdivision, use and development.

Objective 9.4.3 (Built Environment) and related policies are relevant and seek to avoid, remedy or mitigate the adverse effects of Otago's built environment on Otago's natural and physical resources, and promote the sustainable management of infrastructure.

These objectives and policies highlight the importance of the rural resource both in terms of the productive resources of the rural area and the protection of the District's outstanding natural features and landscapes.

Proposed Regional Policy Statement 2015⁸

Section 74 of the Act requires that a District Plan must "have regard to" any proposed regional policy statement.

The Proposed RPS was notified for public submissions on 23 May 2015. Decisions on submissions were released on 1 October 2016. The majority of the provisions of the Decisions Version have been appealed and mediation is currently taking place. Accordingly, limited weight can be provided to the Decisions Version of the Proposed RPS. However, the provisions of the Proposed RPS are relevant in highlighting the direction given toward local authorities managing land use activities in terms of the protection and maintenance of landscape, infrastructure, hazards and urban development. The following objectives and policies are relevant to the **Wakatipu Basin Rural Amenity Zone and Lifestyle Precinct**:

Proposed RPS 2015 Objective (Decision Version 1 October 2016)	Objectives	Policies	Relevance to the Wakatipu Basin Rural Amenity Zone and Rural Lifestyle Precinct
Recognise and provide for the integrated management of natural and physical resources to support the wellbeing of people and communities in Otago	1.1	1.1.1, 1.1.2	The Wakatipu Basin Rural Amenity Zone and Rural Lifestyle Precinct , provide for both permitted farming and viticulture and horticulture activities to use natural and built resources, subject to requirements to protect existing natural and built amenity.
The principles of Te Tiriti o Waitangi are taken into account in resource management processes and decisions. Kai Tahu values, rights and customary resources are sustained	2.1	2.1.1, 2.1.2 2.2.1	The Wakatipu Basin Rural Amenity Zone and Rural Lifestyle Precinct manage land that is of interest and value to Kāi Tahu's traditions, culture and practices (including ancestral lands, sites of significance, water, wahi tapu and other taoka).
The values of Otago's natural and physical resources are recognised, maintained and enhanced	3.1	3.1.1 to 3.1.12	The integrated management of resources includes the management of activities with regard to freshwater values, margins of water bodies, soil values, ecosystem and biodiversity values, recognising values of natural features and landscapes.
Otago's significant and highly-valued natural resources are identified, and protected or	3.2	3.2.3-3.2.8	The Wakatipu Basin Rural Amenity Zone and Rural Lifestyle Precinct apply to an area that

⁸ The council's track changed version incorporating decisions was released on 1 October 2016 and is currently subject to live appeals. Refer <http://www.orc.govt.nz/Documents/Publications/Regional/RPS/RPS%20Appeals%20Version.pdf>

enhanced			<p>contains significant natural areas, outstanding natural features and landscapes, special amenity landscapes, lakes and soil resource. These highly valued resources can become degraded if they are not adequately protected from inappropriate subdivision, use and development.</p> <p>Policies 3.2.5 and 3.2.6 require District Plans to identify and protect or enhance highly valued natural features, landscapes or seascapes, defined in the PRPS as <i>'those which have natural values that are of significance under Sections 6(a), 6(c), 7(c) and 7(f), but are not 'outstanding natural features and landscapes' under Section 6(b) of the RMA'</i>.</p>
Risk that natural hazards pose to the communities are minimised.	4.1	4.1.1.-4.1.13	The Wakatipu Basin Rural Amenity Zone and Rural Lifestyle Precinct contain land that is subject to natural hazards. Many non-farming activities including residential activity require resource consent as a restricted discretionary or discretionary activity (with assessment criteria) and this provides the Council with the opportunity to assess the risk of natural hazards to development proposals.
<p>Infrastructure is managed and developed in a sustainable way.</p> <p>Energy supplies to Otago's communities are secure and sustainable.</p>	4.3 and 4.4	4.3.1-4.3.4 4.4.1-4.4.6	<p>While much of the Districts infrastructure is located within urban areas, roads, walkways/trails and utilities (e.g. electricity, telecommunications, stormwater) pass through or affect the development potential of the Wakatipu Basin Rural Amenity Zone and Rural Lifestyle Precinct. The creation and maintenance of infrastructure needs to be managed to be protected and to avoid impacts on users and receivers, whilst contributing to their economic and social wellbeing.</p>
Urban growth and development is well designed, reflects local character and integrates effectively with adjoining urban and rural environments	4.5	4.5.1, 4.5.2	The Wakatipu Basin Rural Amenity Zone and Rural Lifestyle Precinct adjoin urban areas. Unanticipated growth places pressure on adjoining productive land and maintenance of landscape amenity values. The maintenance of amenity landscape values and

			retention of soil resource is co-dependant on the strategic planning of urban areas and the certainty provided by the identification of urban growth boundaries.
People are able to use and enjoy Otago's natural and built environment Public access to areas of value to the community is maintained or enhanced.	5.1	5.1.1	Public trails are contained within the Wakatipu Basin Rural Amenity Zone and Rural Lifestyle Precinct . Public access is often raised as an issue that presents both opportunities and constraints for development proposals and the maintenance of productive activities.
Sufficient land is managed and protected for economic production.	5.3	5.3.1	Notwithstanding the value of the landscape and recreational resources to the District, the rural economy is an important component and the protection of the soil resource is recognised. The maintenance of relatively large landholdings in the WBRAZ will contribute to the predominance of open spaces and low intensity of housing and subdivision of land for rural lifestyle purposes, and contribute to the retention of productive farms and avoidance of reverse sensitivity effects
Adverse effects of using and enjoying Otago's natural and built environment are minimised	5.4	5.4.8	People are drawn to the Wakatipu Basin primarily for low density housing and recreational activity amidst the amenity benefits of the surrounding ONL's/ONF's. A precautionary approach to non-residential activities that have potential to detract from people's enjoyment of the natural environment (e.g. mining) has been taken in the zone activity tables.

The evaluation and provisions have regard to the Proposed RPS. In particular, there are consistencies in the application of the Proposed RPS Schedule 4 '*Criteria for the identification of outstanding natural features and landscapes*' and the Proposed District Plan (PDP) assessment matters in outstanding natural landscapes and features, for guiding decision makers when considering proposals for activities within identified outstanding natural landscapes and features. Activities within the **Wakatipu Basin Rural Amenity Zone and Lifestyle Precinct** will also be subject to specific assessment matters included in the provisions of the Variation.

2.6 Proposed District Plan

The Variation is consistent with the objectives and policies of the Strategic Directions chapter of the proposed District Plan (PDP).

In general terms, and within the context of this Variation, these goals and objectives are met by:

- enabling anticipated residential development and enhancement while maintaining the Districts landscape values and amenity values within and adjoining the WBRAZ and LP;
- creating efficiencies in the administration of the District Plan and reducing costs for the community;
- avoiding commercial activities that have the potential to undermine the amenity of the zone and the role of commercial centres;
- avoiding urban subdivision and development in sensitive landscapes;
- recognising natural hazards exist in the WBRAZ and LP and managing the risks of development, where hazards have been identified.

Determining the most appropriate methods to resolve the issues highlighted for the WBRAZ and WBLP will enable the Plan to give effect to relevant parts of the Strategic Directions chapter, and ultimately meet the purpose of the RMA.

The following objectives and policies provide an indication of the PDP's strategic directions underpinning the Variation:

Proposed District Plan Notified 26 August 2015, Chapter 3 Strategic Directions:

3.2.4 Goal - The protection of our natural environment and ecosystems

Objective 3.2.4.1

Promote development and activities that sustain or enhance the life-supporting capacity of air, water, soil and ecosystems.

Objective 3.2.4.2

Protect areas with significant Nature Conservation Values.

Policies

3.2.4.2.1

Identify areas of significant indigenous vegetation and significant habitats of indigenous fauna, referred to as Significant Natural Areas on the District Plan maps and ensure their protection.

3.2.4.2.2

Where adverse effects on nature conservation values cannot be avoided, remedied or mitigated, consider environmental compensation as an alternative.

Objective 3.2.4.3

Maintain or enhance the survival chances of rare, endangered, or vulnerable species of indigenous plant or animal communities.

Policies

3.2.4.3.1

That development does not adversely affect the survival chances of rare, endangered, or vulnerable species of indigenous plant or animal communities

Objective 3.2.4.4

Avoid exotic vegetation with the potential to spread and naturalise.

Policies

3.2.4.4.1

That the planting of exotic vegetation with the potential to spread and naturalise is banned.

Objective 3.2.4.5

Preserve or enhance the natural character of the beds and margins of the District's lakes, rivers and wetlands.

Policies

3.2.4.5.1

That subdivision and / or development which may have adverse effects on the natural character and nature conservation values of the District's lakes, rivers, wetlands and their beds and margins be carefully managed so that life-supporting capacity and natural character is maintained or enhanced.

Objective 3.2.4.6

Maintain or enhance the water quality and function of our lakes, rivers and wetlands.

Policies

3.2.4.6.1

That subdivision and / or development be designed so as to avoid adverse effects on the water quality of lakes, rivers and wetlands in the District.

Objective 3.2.4.7

Facilitate public access to the natural environment.

Policies**3.2.4.7.1**

Opportunities to provide public access to the natural environment are sought at the time of plan change, subdivision or development.

3.2.5 Goal - Our distinctive landscapes are protected from inappropriate development.**Objective****3.2.5.1**

Protect the natural character of Outstanding Natural Landscapes and Outstanding Natural Features from subdivision, use and development.

Policies**3.2.5.1.1**

Identify the district's Outstanding Natural Landscapes and Outstanding Natural Features on the District Plan maps, and protect them from the adverse effects of subdivision and development.

Objective**3.2.5.2**

Minimise the adverse landscape effects of subdivision, use or development in specified Rural Landscapes.

Policies**3.2.5.2.1**

Identify the district's Rural Landscape Classification on the district plan maps, and minimise the effects of subdivision, use and development on these landscapes.

Objective 3.2.5.3

Direct new subdivision, use or development to occur in those areas which have potential to absorb change without detracting from landscape and visual amenity values.

Policies**3.2.5.3.1**

Direct urban development to be within Urban Growth Boundaries (UGB's) where these apply, or within the existing rural townships.

Objective**3.2.5.4**

Recognise there is a finite capacity for residential activity in rural areas if the qualities of our landscape are to be maintained.

Policies**3.2.5.4.1**

Give careful consideration to cumulative effects in terms of character and environmental impact when considering residential activity in rural areas.

3.2.5.4.2

Provide for rural living opportunities in appropriate locations.

Objective**3.2.5.5**

Recognise that agricultural land use is fundamental to the character of our landscapes.

Policies**3.2.5.5.1**

Give preference to farming activity in rural areas except where it conflicts with significant nature conservation values.

3.2.5.5.2

Recognise that the retention of the character of rural areas is often dependent on the ongoing viability of farming and that evolving forms of agricultural land use which may change the landscape are anticipated.

Council reply versions upon completion of hearings on submissions:

Following the hearings on submissions held between March 2016 and October 2017, the following include updated versions of Chapter 3 objectives and policies particularly relevant to the Variation, as recommended to be modified by the Council's s42A report authors. Underline text identifies the additions, and strikethrough for deletions.

Ch. 3: Strategic Direction (Reply dated 07/04/2016)

3.2.1.4 Objective – Recognise and provide for the significant socioeconomic benefits of tourism activities across the District are provided for and enabled.

3.2.1.4.1 Policy -Enable the use and development of natural and physical resources for tourism activity where adverse effects are avoided, remedied or mitigated.

3.2.4.4 Objective - Avoid the spread of wilding exotic vegetation ~~to protect nature conservation values,~~ landscape values and the productive potential of land.

3.2.4.4.1 Prohibit the planting of identified exotic vegetation with the potential to spread and naturalise

3.2.4.6 Objective - Maintain or enhance the water quality and function of our lakes, rivers and wetlands.

Policies

3.2.4.6.1 That subdivision and / or development be designed so as to avoid adverse effects on the water quality of lakes, rivers and wetlands in the District.

3.2.5.1 Objective – Protection of the natural character quality of the Outstanding Natural Features and Landscapes and Outstanding Natural Features from inappropriate subdivision, use and development.

3.2.5.2 Objective - The quality and visual amenity values of the Rural Landscapes are maintained and enhanced, whilst acknowledging the potential for managed and low impact change.

3.2.5.3 Objective - ~~Direct a New~~ urban subdivision, use or development ~~to will~~ occur in those areas which have potential to absorb change without detracting from landscape and visual amenity values.

Proposed District Plan Notified 26 August 2015, Chapter 6 Landscapes:

6.3.1 Objective

- The District contains and values Outstanding Natural Features, Outstanding Natural Landscapes, and Rural Landscapes that require protection from inappropriate subdivision and development.

Policies

6.3.1.1

Identify the District's Outstanding Natural Landscapes and Outstanding Natural Features on the Planning Maps.

6.3.1.2

Classify the Rural Zoned landscapes in the District as:

- Outstanding Natural Feature (ONF)
- Outstanding Natural Landscape (ONL)
- Rural Landscape Classification (RLC)

6.3.1.3

That subdivision and development proposals located within the Outstanding Natural Landscape, or an Outstanding Natural Feature, be assessed against the assessment matters in provisions 21.7.1 and 21.7.3 because subdivision and development is inappropriate in almost all locations, meaning successful applications will be exceptional cases.

6.3.1.4

That subdivision and development proposals located within the Rural Landscape be assessed against the assessment matters in provisions 21.7.2 and 21.7.3 because subdivision and development is inappropriate in many locations in these landscapes, meaning successful applications will be, on balance, consistent with the assessment matters.

6.3.1.5

Avoid urban subdivision and development in the Rural Zones.

6.3.1.6

Enable rural lifestyle living through applying Rural Lifestyle Zone and Rural Residential Zone plan changes in areas where the landscape can accommodate change.

6.3.1.7

When locating urban growth boundaries or extending urban settlements through plan changes, avoid impinging on Outstanding Natural Landscapes or Outstanding Natural Features and minimise disruption to the values derived from open rural landscapes.

6.3.1.8

Ensure that the location and direction of lights does not cause glare to other properties, roads, and public places or the night sky.

6.3.1.9

Ensure the District's distinctive landscapes are not degraded by forestry and timber harvesting activities.

6.3.1.10

Recognise that low-intensity pastoral farming on large landholdings contributes to the District's landscape character.

6.3.1.11

Recognise the importance of protecting the landscape character and visual amenity values, particularly as viewed from public places.

6.3.1.12

Recognise and provide for the protection of Outstanding Natural Features and Landscapes with particular regard to values relating to cultural and historic elements, geological features and matters of cultural and spiritual value to Tangata Whenua, including Tōpuni.

6.3.2 Objective

- Avoid adverse cumulative effects on landscape character and amenity values caused by incremental subdivision and development.

Policies

6.3.2.1

Acknowledge that subdivision and development in the rural zones, specifically residential development, has a finite capacity if the District's landscape quality, character and amenity values are to be sustained.

6.3.2.2

Allow residential subdivision and development only in locations where the District's landscape character and visual amenity would not be degraded.

6.3.2.3

Recognise that proposals for residential subdivision or development in the Rural Zone that seek support from existing and consented subdivision or development have potential for adverse cumulative effects. Particularly where the subdivision and development would constitute sprawl along roads.

6.3.2.4

Have particular regard to the potential adverse effects on landscape character and visual amenity values from infill within areas with existing rural lifestyle development or where further subdivision and development would constitute sprawl along roads.

6.3.2.5

Ensure incremental changes from subdivision and development do not degrade landscape quality, character or openness as a result of activities associated with mitigation of the visual effects of proposed development such as screening planting, mounding and earthworks.

6.3.3 Objective

- Protect, maintain or enhance the district's Outstanding Natural Features (ONF).

Policies

6.3.3.1

Avoid subdivision and development on Outstanding Natural Features that does not protect, maintain or enhance Outstanding Natural Features.

6.3.3.2

Ensure that subdivision and development in the Outstanding Natural Landscapes and Rural Landscapes adjacent to Outstanding Natural Features would not degrade the landscape quality, character and visual amenity of Outstanding Natural Features.

6.3.4 Objective

- Protect, maintain or enhance the District's Outstanding Natural Landscapes (ONL).

Policies

6.3.4.1

Avoid subdivision and development that would degrade the important qualities of the landscape character and amenity, particularly where there is no or little capacity to absorb change.

6.3.4.2

Recognise that large parts of the District's Outstanding Natural Landscapes include working farms and accept that viable farming involves activities which may modify the landscape, providing the quality and character of the Outstanding Natural Landscape is not adversely affected.

6.3.4.3

Have regard to adverse effects on landscape character, and visual amenity values as viewed from public places, with emphasis on views from formed roads.

6.3.4.4

The landscape character and amenity values of the Outstanding Natural Landscape are a significant intrinsic, economic and recreational resource, such that large scale renewable electricity generation or new large scale mineral extraction development proposals including windfarm or hydro energy generation are not likely to be compatible with the Outstanding Natural Landscapes of the District.

6.3.5 Objective

- Ensure subdivision and development does not degrade landscape character and diminish visual amenity values of the Rural Landscapes (RLC).

Policies

6.3.5.1

Allow subdivision and development only where it will not degrade landscape quality or character, or diminish the visual amenity values identified for any Rural Landscape.

6.3.5.2

Avoid adverse effects from subdivision and development that are:

- Highly visible from public places and other places which are frequented by members of the public generally (except any trail as defined in this Plan); and
- Visible from public roads.

6.3.5.3

Avoid planting and screening, particularly along roads and boundaries, which would degrade openness where such openness is an important part of the landscape quality or character.

6.3.5.4

Encourage any landscaping to be sustainable and consistent with the established character of the area.

6.3.5.5

Encourage development to utilise shared accesses and infrastructure, to locate within the parts of the site where they will be least visible, and have the least disruption to the landform and rural character.

6.3.5.6

Have regard to the adverse effects from subdivision and development on the open landscape character where it is open at present.

6.3.6 Objective

- Protect, maintain or enhance the landscape quality, character and visual amenity provided by the lakes and rivers and their margins from the adverse effects of structures and activities.

Policies

6.3.6.1

Control the location, intensity and scale of buildings, jetties, moorings and utility structures on the surface and margins of water bodies and ensure these structures maintain or enhance the landscape quality, character and amenity values.

6.3.6.2

6.3.6.3

Recognise the urban character of Queenstown Bay and provide for structures and facilities providing they protect, maintain or enhance the appreciation of the District's distinct landscapes.

6.3.7 Objective

- Recognise and protect indigenous biodiversity where it contributes to the visual quality and distinctiveness of the District's landscapes.

Policies

6.3.7.1

Encourage subdivision and development proposals to promote indigenous biodiversity protection and regeneration where the landscape and nature conservation values would be maintained or enhanced, particularly where the subdivision or development constitutes a change in the intensity in the land use or the retirement of productive farm land.

6.3.7.2

Avoid indigenous vegetation clearance where it would significantly degrade the visual character and qualities of the District's distinctive landscapes.

6.3.8 Objective-

Recognise the dependence of tourism on the District's landscapes.

Policies

6.3.8.1

Acknowledge the contribution tourism infrastructure makes to the economic and recreational values of the District.

6.3.8.2

Recognise that commercial recreation and tourism related activities locating within the rural zones may be appropriate where these activities enhance the appreciation of landscapes, and on the basis they would protect, maintain or enhance landscape quality, character and visual amenity values.

in recognition of its contribution to tourism and viticulture while controlling the impact of buildings, earthworks and non-viticulture related activities on the wider environment.

Council reply versions upon completion of hearings on submissions:

Following the hearings on submissions held between March 2016 and October 2017, the following include updated versions of Chapter 6 as recommended to be modified by the Council's s42A report authors. Underline text identifies the additions, and strikethrough for deletions.

Ch. 6 Landscape (Reply evidence dated 7 April 2016) notes:

"Some rural areas, particularly those closer to Queenstown and Wanaka town centres and within parts of the Wakatipu Basin, have an established pattern of housing on smaller landholdings. The landscape character of these areas has been modified by vehicle accesses, earthworks and vegetation planting for amenity, screening and shelter, which have reduced the open character exhibited by larger scale farming activities. While acknowledging these rural areas have established housing rural living and development, and there is limited capacity for sensitive and sympathetic housing and development in appropriate locations, a substantial amount of subdivision and development has been approved in these areas and the landscape values of these areas are vulnerable to degradation from further subdivision and development. It is realised that rural lifestyle living development has a finite capacity if the District's distinctive rural landscape values are to be sustained". The lakes and rivers both on their own and, when viewed as part of the distinctive landscape, are a significant element of the national and international identity of the District and provide for a wide range of amenity and recreational opportunities. They are nationally and internationally recognised as part of the reason for the District's importance as a visitor destination, as well as one of the reasons for residents to belong to the area. Managing the landscape and recreational values on the surface of lakes and rivers is an important District Plan function.

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

6.3.1 Objective - The District contains and values Outstanding Natural Features, Outstanding Natural Landscapes, and Rural Landscapes that require protection from inappropriate subdivision and development Landscapes are managed and protected from the adverse effects of subdivision, use and development

Policies

6.3.1.2 That subdivision and development proposals located within the Outstanding Natural Landscape, or an Outstanding Natural Feature, be assessed against the assessment matters in provisions 21.7.1 and 21.7.3 because subdivision and development is inappropriate in almost all locations within the Wakatipu Basin, and inappropriate in many locations throughout the District wide Outstanding Natural Landscapes meaning successful applications will be exceptional cases.

6.3.1.5 Enable rural lifestyle living through applying Rural Lifestyle Zone and Rural Residential and Resort Zone plan changes Encourage Rural Lifestyle and Rural Residential Zone plan changes in preference to ad-hoc subdivision and development and ensure these occur in areas where the landscape can accommodate change

6.3.2 Objective - Avoid adverse cumulative effects on landscape character and amenity values caused by incremental subdivision and development Landscapes are protected from the adverse cumulative effects of subdivision, use and development

Policies

6.3.2.1 Acknowledge that subdivision and development in the rural zones, specifically residential development, has a finite capacity if the District's landscape quality, character and amenity values are to be sustained.

6.3.2.2 Allow residential subdivision and development only in locations where the District's landscape character and visual amenity would not be degraded.

6.3.2.3 Require that proposals for residential subdivision or development in the Rural Zone take into account existing and consented subdivision or development in assessing the potential for adverse cumulative effects.

6.3.2.4 Have particular regard to the potential adverse effects on landscape character and visual amenity values where further subdivision and development would constitute sprawl along roads.

6.3.2.5 Ensure incremental changes from subdivision and development do not degrade landscape quality, character or openness as a result of activities associated with mitigation of the visual effects of proposed development such as screening planting, mounding and earthworks.

2.7 Resource Management Issues

The Variation arises from the Wakatipu Basin Land Use Planning Study March 2017 (WB Study) which was 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 PDP. 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”.

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 (WB) floor and, if there is, where it should be located and what form it should take.*

The Council's brief (dated September 2016) 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.

- 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.

As background to the WB Study, 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.

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.

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.

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.

The following summary of the planning history of the Queenstown Lakes District's rural areas planning regimes is drawn from the Council's Monitoring Report: Monitoring the Effectiveness and Efficiency of the Rural General Zone 2009:

The Transitional District Plan (Pre-1995)

In the Transitional District Plan, the majority of the rural area was zoned "Rural". Within the Rural zone, subdivision that met a minimum allotment size was allowed as a conditional activity. A further rule provided for the subdivision of land in order to enable a retiring farmer to establish a home on the property. In regard to the establishment of dwellings in the zone, a dwelling was allowed to be established provided it was a necessary adjunct to an economic farming unit.

Notified Proposed District Plan 1995 (1995 – 1998)

The now Rural Zone and much of the Rural Lifestyle Zone was zoned as a mixture of Rural Uplands and Rural Downlands, which, as the names suggest, were largely based on topography. There were also defined "Areas of Landscape Importance". There were also small areas of Rural Residential and other living and tourist-related zones within the rural area.

In both the Rural Downlands and Rural Uplands areas, the minimum site for a residential unit was 20ha. Further rules set out a limit of one residential unit on any land comprised in a separate certificate of title less than 150ha, and on sites greater than 200ha, there could be more than one residential unit, where the additional residential unit(s) are accessory to and situated on the same site as a farming activity.

Throughout the Rural zone, all subdivision was a discretionary activity (requiring an assessment of landscape effects) and the minimum lot size was 20 ha, which, if breached, triggered a non-complying activity resource consent. In Areas of Landscape Importance buildings other than accessory buildings, buildings in the ski areas, buildings on particular scheduled sites (for which it was considered that an existing development right should be retained) were non-complying. In the rest of the Rural Zone, residential dwellings on less than 20ha or where there was more than 1 dwelling on a single title were non-complying, with the exception of particular scheduled sites.

Proposed District Plan following decisions on submissions (1998 – 2001)

As a result of decisions on submissions released in 1998, the Rural Uplands and Rural Downlands Zones were replaced with a single Rural General Zone. That Zone provided for subdivision of lots greater than 20 hectares as a controlled activity, lots between 4 and 20 hectares as a discretionary activity, and lots of less than 4 hectares as a non-complying activity. Residential building could then occur at these densities as a controlled activity.

The 'Operative District Plan' (2001 – present)

As a result of decisions from the Environment Court on appeals to the Decision version, (issued from late 1999 onwards) the provisions were changed considerably. The Rural General zone remained but there was no longer a minimum lot size, and all subdivision and land uses comprising a request for a residential building platform were a discretionary activity.

Landscape categories were introduced and applications for development assessed against a range of landscape assessment matters depending on whether the site is an Outstanding Natural Landscape Wakatipu Basin or Outstanding Natural Feature - District Wide, Outstanding Natural Landscape District Wide, Visual Amenity landscape or Other Rural Landscape. Development

applications were also assessed against the District Wide and Subdivision policy frameworks. Landscape classification maps areas were provided in Appendix 8 of the Operative District Plan. The maps contain both indicative and determinative landscape boundary positions. Part 5.4 in the Rural General Zone sets out a 3-step process for assigning the landscape classification.

Development within an approved building platform required resource as a controlled activity. In most cases conditions imposed through the subdivision and registered on the resultant certificate of title were also required to be adhered to.

Proposed District Plan 2015 (PDP)

In the context of the Wakatipu Basin study area, the PDP 2015 retained the 'discretionary regime' of the Operative Plan in the Rural Zone, and identified 3 landscape classifications on the Planning Maps: Outstanding Natural Features and Outstanding Natural Landscapes (the RMA s(6) landscapes), and Rural Landscape Classification. The RMA s(7) landscapes that make up the majority of the valley floor are classified as Rural Landscapes.

New Rural Lifestyle Zones were identified in several locations, both recognising the built environment and areas where there was capacity for development. An average density of 2ha was retained. In both the Rural and Rural Lifestyle zones it is permitted to construct buildings and undertake alterations within approved building platforms, subject to additional conditions imposed by the 'discretionary' approval in principal.

The WB Study was completed in March 2017. The WB Study found that the existing character of the study area 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).

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 Special Housing Areas (SHAs) which enable pockets of urban development within the rural area. That environment has also been shaped by the legacy ODP Rural Lifestyle and Rural Residential zones, coupled with the discretionary opportunity to consent subdivision and building platforms up to 1,000m² in area, and provide for dwellings as a permitted activity, in the General Rural zone.

Those influences have combined cumulatively to create the existing environment against which the appropriateness of the PDP zones has been re-assessed.

Returning to the more specific matters raised in the Council's brief, the 2014 Read Report⁹ recognised that the WB comprises a landscape in its own right, and that a range of landscape character units are nested within that larger landscape, loosely defined by the large-scale and very high (landscape) value mountain ranges that encircle the Basin.

The WB Study identified a total of 25 landscape character units within the study area, each with a varying capability to absorb additional development. Overall, the study found that the identifiable (and established) rural character and amenity values of the Basin 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 do not support the characterisation of the study area as having a dominant rural production landscape character¹⁰. The study found that the area is best described as an Amenity

⁹ Landscape Character Assessment(June 2014), prepared by Dr Marion Read for QLDC

¹⁰ On an employment basis, the primary production sector in the Basin is at a similar level (estimated to account 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.

Landscape, largely as 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.

Further, the spatial distribution and number of dwellings (noting there is no lot size minimum) approved under the ODP discretionary regime 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.

In addition it was evident that the current extent of the PDP Rural Residential and Rural Lifestyle zones do not reflect the actual patterning of rural residential development in places (particularly taking into account consented and unbuilt development), and suggest the potential for development creep in some locations where PDP zone edges do not align with defensible edges.

The Wakatipu Basin Land Use Study produced the following conclusions:

- The Basin is a special landscape that is critical to retaining the high quality of Queenstown's environment. The Basin is integral to the visitor and resident experience of Queenstown and plays an important part in the local economy;
- Increasing populations from both residents and visitor accommodation is a core driver of the development pressures on the Basin and contribution to cumulative adverse effects on its values;
- Protection of the Basin from inappropriate development is the fundamental driver to establishing an appropriate planning regime. The existing rural character of the area is no longer derived solely from farming activities but a mix of rural activities that reflect lifestyle uses of land, with pockets of small scale "hobby farming". Larger farming blocks that are actively farmed for productive purposes are generally located in the outer 'peripheral parts' of the Basin;
- Areas within the Basin can be characterised as having High to Very Low capability to absorb additional development. This varying absorption capability commends a range of potential planning strategy responses;
- The 'Discretionary Activity' planning regime is unlikely to achieve the Strategic Direction of the Proposed District Plan; and
- Planning provisions of the Basin should stand alone and be clearly distinguishable from the general zonings that apply to the rest of the District.

The proposed Variation sets out a planning response to the findings and recommendations of the WB study and reflects subsequent further investigations to develop the detail of specific zoning provisions. The Variation seeks to address the key resource management issues of:

1. appropriately managing the character and amenity values of the Wakatipu Basin, and
2. managing the capacity of the Wakatipu Basin to accommodate further development, and the appropriate nature and type of any such development

The proposed **Wakatipu Basin Rural Amenity Zone** zone works together with the proposed **Wakatipu Basin Lifestyle Precinct (WBLP)** to define a total area of the Wakatipu Basin that enables activities and development to occur on an appropriate basis having regard to the current landscape amenity values.

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.

The Variation applies the **Wakatipu Basin Rural Amenity Zone (WBRAZ)** provisions to landscape character areas assessed as having a 'moderate' to 'very low' capability to absorb additional development, and the **Lifestyle Precinct (WBLP)** provisions to areas assessed as having a 'moderate - high' or higher capability to absorb additional development.

The Proposed WBRAZ and WBLP supersede the current Rural, Rural Residential and Rural Lifestyle Zones as they apply to the Wakatipu Basin under the PDP but with the following significant changes:

1. The WBRAZ and WBLP apply to land areas that may currently be zoned either Rural, Rural Residential or Rural Lifestyle but do not coincide with those zone's current boundaries in the PDP. These boundary differences derive primarily from the following factors:
 - The use of more detailed GIS data to inform the delineation of the WB Study landscape character units (and consequently the zone/precinct boundaries).
 - A fundamental aim of the WB Study is to align the zone and precinct boundaries with defensible edges wherever possible to minimise the potential for development creep.
2. The WBLP provides residential living opportunities within specific locations amidst the WBRAZ (similar in effect to the Rural Residential and Rural Lifestyle Zones in the PDP but with revised provisions).
3. The existing PDP approach applies a fully discretionary regime across the Basin for sites located in the Rural Zone (and no minimum lot size). The PDP Rural Lifestyle zone requires a minimum 2ha average site size and 1ha minimum, with subdivision a controlled activity, and buildings on an approved platform (subject to development controls) provided for as a permitted activity. The PDP Rural Residential zone requires a 0.4ha minimum site size, with subdivision a controlled activity and building platforms are not required to be identified, and buildings are provided for as a permitted activity subject to development controls. In both the WBRAZ and the WBLP a minimum allotment size and the introduction of a restricted discretionary activity status for buildings (with location specific assessment criteria) is considered necessary to maintain the character and quality of the natural and built landscape.

The PDP's provisions relating to other resource management matters (e.g. natural hazards, tangata whenua, landscapes) are not altered in the Variation. While development is anticipated in the WBRAZ and WBLP, where applicable, it is anticipated that development will recognise and manage the risks of natural hazards and other matters at the time of subdivision or when seeking consents for the construction of buildings.

2.8 Evolution of the Variation

Following the publication of the WB Study report on the QLDC website (2017 [link](#)), QLDC have embarked on a more detailed study to determine the appropriate planning policy approach across the Study area. The scope of this work is outlined below, and comment is made (where appropriate) on any instances where the proposed zoning provisions and spatial extents of the WBRAZ and WBLP as promulgated in this Variation, vary from the recommendations and mapping in the WB Study report.

Mapping

In tandem with the more detailed analysis to determine the appropriate planning provisions outlined below, the WBLP and WBRAZ mapping was reviewed. The WBLP mapping was retained intact for the most part, with three exceptions. These related to the southern side of Tucker Beach Landscape Character Unit (LCU) 4, a portion of the Fitzpatrick Basin LCU 2 to the north of Littles Road, and to the north west of the Speargrass Flat Road/Hogans Gully intersection (LCU 8). In each of these locations the WB Study recommended that buildings were not allowed above a certain contour line.

Consideration of the policy options required to deliver such an outcome were explored as part of the detailed work following the completion of the WB Study. On balance it was determined that a more preferable approach would be to amend the WBLP boundary in these locations to correspond to the relevant contour line (Tucker Beach: 400m; Fitzpatrick Basin: 440m; Speargrass Flat Road/Hogans Gully intersection 360m). In the case of the Speargrass Flat Road/Hogans Gully intersection, the more detailed work subsequent to the WB Study revealed that the 360m contour rather than the 370m contour line was the more appropriate 'boundary'. Following this more detailed workstream, a number of consequential changes were made to the Landscape Character Unit worksheets to ensure that they were in sync with the revised mapping.

Amendments were also made to the mapping along the northern side of Tucker Beach where the line was reconfigured in response to public land ownership and cadastral patterns.

The Ladies Mile Gateway Precincts and Arrowtown Precincts recommended in the WB Study was not mapped in the case of the Ladies Mile Gateway Precinct and in the case of Arrowtown was remapped as WBRAZ (as explained below). Graphically, the WBLP and WBRAZ mapping was amended to co-ordinate with the mapping styles used in the Queenstown Lakes District Plan.

The Slope Hill and Lake Hayes, Arrow River and Shotover River Outstanding Natural Features and Landscapes as identified in the Stage 1 PDP that are located within or adjacent to the study area have been retained as Rural Zone.

The WBRAZ and WBLP replace the areas of land identified in the PDP as Rural, Rural Lifestyle or Rural Residential zones within the non ONF or ONL land in the Wakatipu Basin, some residual land zoned Rural Lifestyle within the ONF/L of the Shotover River near Littles Road, and at Arrow Junction near the Crown Range Road were identified and these areas have been rezoned to Rural, consistent with the remainder of the land within those ONF/L areas.

Also as part of the Stage 2 notification, the Open Space and Recreation Zone will apply to Council owned parks and reserves and several Council owned properties in the Wakatipu Basin Study Area have been identified by the Council for inclusion in the Open Space and Recreation Zone.

Wakatipu Basin Rural Amenity Zone

Further assessment was undertaken of the existing lot sizes throughout the non WBLP area of the WBRAZ which indicated that a 80ha minimum lot size was an appropriate threshold to ensure that limited development could occur as of right throughout this part of the Basin, consistent with the recommendations of the WB Study.

In addition, the spatial extents of the zone as incorporated in the Variation, vary slightly from the map of the WBRAZ in the WB Study report. The changes comprise adjustment of the interface boundary between the WBRAZ and WBLP to reflect natural topological features (e.g. ridgelines, contours) in some landscape character units. For clarity, no changes have been made to ONF/ONL boundaries as shown in the PDP planning maps.

Wakatipu Basin Lifestyle Precinct

With respect to the WBLP, this included the detailed investigation of four case study areas to understand:

- The nature of the approved resource consents for each case study area including lot sizes, protected areas (pastoral land/vegetation/landform features etc.), mitigation/enhancement planting, setbacks and typical consent conditions.
- The 'potential' yield applying a range of minimum and average lot size scenarios.
- The 'actual' yield applying a range of minimum and average lot size scenarios together with the typical suite of mitigation associated with rural residential development in the area (and that would be required under a restricted discretionary activity regime).

The four case study areas were selected to include a range of circumstances within the WBLP including 'greenfield' land, subdivided and undeveloped land, and established rural residential development. The case study areas included an area in the Fitzpatrick Basin, part of the Hawthorne Triangle, part of Arrow Junction and land at the intersection of Arrowtown Lake Hayes Road and Hogans Gully.

The WB Study recommended a minimum lot size of 4,000m² throughout the WBLP as a starting point for consideration. That recommendation was largely informed by the existing lot size regime associated with the PDP Rural Residential zone and on-site servicing requirements. As a consequence of the more detailed investigations undertaken (and as outlined above), it was determined that a minimum lot size of 6,000m² together with an average lot size of 1ha are required to secure the maintenance of landscape and visual amenity values within the WBLP.

The review of the resource consents supported the recommendations within the WB Study report with respect to the scope of matters to be addressed in assessment criteria. This work also revealed the importance of considering the following matters in the development of the WBLP planning provisions:

- The protection and retention of existing exotic and native vegetation over a height of 4m (excluding pest species). This vegetation contributes to the attractive leafy character of the WBLP in places and also plays a key role in assisting the integration of existing buildings.
- Consideration of existing covenants and consent notice conditions, given the role that they play in managing the adverse landscape and visual amenity effects of existing development.
- The introduction of a 75m road setback for buildings from all public roads throughout the WBLP (rather than just scenic routes as recommended in the WB Study). The general prevalence of this patterning in more recent developments throughout the case study areas points to its importance across the WBLP.
- The introduction of a 50m setback for dwellings, accessways or earthworks associated with residential activity, from Identified Landscape Features.
- Restricting the further subdivision of an allotment that has previously been used to calculate the minimum and average lot size for subdivision in the Wakatipu Basin Lifestyle Precinct.
- Restricting the subdivision of an existing or approved residential flat from the residential unit it is ancillary to, or the subdivision of a second dwelling on any allotment in the Wakatipu Basin.

Ladies Mile

The WB Study recommended the introduction of a specific precinct for this area (Ladies Mile Gateway Precinct) that enabled urban parkland type development, subject to a 75m road setback for buildings and a structure plan process to assess amenity, landscape and infrastructure issues at a granular level. Since the WB Study was prepared the Ladies Mile area has been subject to an Indicative Master planning exercise which has addressed many of these issues.

Although it is still considered part of the wider WB amenity landscape the Ladies Mile Area is deliberately not included in the WBRAZ under this Variation and is not subject to an additional Ladies Mile Gateway Precinct. The Council is currently progressing plans to carefully manage urban development in this area, to address the above issues and to address the need to facilitate urban growth in the future in suitable locations such as this in an efficient way. Other factors include that it may be subject to a Special Housing Area Application or a future detailed plan variation. More detailed assessment of a range of factors such as transport infrastructure capacity is required in order to complete a detailed plan change for this area.

Arrowtown

The WB Study recommended consideration be given to a similar urban parkland type precinct in the vicinity of Arrowtown (Arrowtown Precinct), together with the integration of defensible edges and the implementation of a structure plan process to address amenity, landscape and infrastructure issues.

The Council have no current plans to develop the Arrowtown Golf Course for urban development and since the WB Study was prepared the Arrowtown area has not been subject to any structure planning process. The Golf Course itself is identified as Open Space and Recreation: Community Purpose Golf Course Zone¹¹ and other areas have been included in the WBRAZ, to reflect that it is also part of the wider WB amenity landscape, and it is appropriate to apply the WBRAZ at this time. Any provision for subdivision or development beyond that provided for in the WBRAZ should require a comprehensive structure plan process to be completed and incorporated in a future Variation or Plan Change. This also includes the small triangular parcel at the far eastern end of the Millbrook LCU bordered by Arrowtown-Lake Hayes and McDonnell Roads.

Landscape Character Unit Worksheets

It was agreed that it would be beneficial to cross reference to the LCU worksheets in the provisions to provide more detailed guidance for plan users as to the features and attributes of each area that need to be protected, maintained or enhanced. Minor consequential amendments were made to the LCU worksheets to ensure consistency with the provisions.

2.9 Variation Purpose and Options

The Variation proposes to establish a new Wakatipu Basin Rural Amenity Zone together with a Lifestyle Precinct overlay:

Wakatipu Basin Rural Amenity Zone (WBRAZ) key elements:

- Covering the majority (close to 90%) of the WB Study Area (68% if excluding the WBLP overlay)
- Location specific objectives and policies
- Minimum lot size of 80 ha
- All buildings except small farm buildings 50m² area require consent (Restricted Discretionary)
- Landscape (or location) driven assessment criteria
- Introduce setbacks and controls to minimise adverse building impact:
 - 20 m from any public road
 - 50m from Identified Landscape Features

Wakatipu Basin Lifestyle Precinct (WBLP) key elements:

- Covers 22% of the WB Study Area
- WBRAZ Objectives and Policies also apply to the WBLP
- Location specific objectives and policies to the WBLP
- Average lot size of 1ha with minimum lot size of 6,000m²
- Stringent controls to ensure the special qualities of the Basin are preserved
- All buildings require consent (Restricted Discretionary)
- Landscape (or location) driven assessment criteria
- Introduce setbacks and controls to minimise adverse building impact:
 - 75 m from any public road
 - 50m from Identified Landscape Features.

¹¹ Refer to PDP Stage 2 Notification Planning Maps 13d Wakatipu Basin and Map 27 – Arrowtown.

This chapter applies to the Wakatipu Basin Rural Amenity Zone and Wakatipu Basin Lifestyle Precinct. The purpose of the Zone is to protect, maintain and enhance the particular rural landscape character and amenity of the zone which distinguishes the Wakatipu Basin from other parts of the District that are zoned Rural.

A primary focus of the Zone is on protecting, maintaining and enhancing rural landscape and amenity values while noting that productive farming is not a dominant activity in the Wakatipu Basin. To achieve the purposes of the Zone a minimum lot size of 80 hectares is required if subdividing and all buildings require resource consent as a means to ensure rural landscape character and visual amenity outcomes are fulfilled.

A wide range of supportive activities that rely on and seek to locate within the rural landscape resource are contemplated in the Zone including rural living at low densities, recreation, commercial and tourism activities as well as enabling farming and farming related activities. There are also some established industrial type activities that are based on rural resources or support rural type activities.

Land within the District is subject to natural hazards and, where applicable, it is anticipated that development will recognise and manage the risks of natural hazards at the time of subdivision and applications for resource consent for buildings.

Within the Wakatipu Basin, variations in landscape character support higher levels of development in identified areas that have been defined as the Wakatipu Basin Lifestyle Precinct. The Precinct provides for rural residential living opportunities within areas where additional development can be absorbed without detracting from the landscape and visual amenity values of the Precinct and the wider landscape character and amenity values of the Zone and its surrounding landscape context.

There is a diversity of topography and landscape character within the Precinct which has a variety of existing lot sizes and patterns of development. The Precinct incorporates a range of rural lifestyle type developments, generally characterized as low-density residential development on rural land, as well as farmlets and horticultural sites. Existing vegetation including shelter belts, hedgerows and exotic amenity plantings characterise the Precinct.

While the Zone and Precinct do not contain Outstanding Natural Features or Landscapes, they form part of the District's distinctive landscapes and are located adjacent to or nearby Outstanding Natural Features and Landscapes. Some land within the Precinct has been identified as being of particular landscape sensitivity. A rule identifying a setback of buildings and development from these Identified Landscape Features is utilised to require that an assessment is undertaken to ensure the values of these landscapes are maintained.

Development within the Zone or Precinct is to be managed to ensure that Outstanding Natural Features and Landscapes located adjacent to or nearby are protected from inappropriate subdivision, use and development. While there are no specific setback rules for development in relation to Outstanding Natural Features and Landscapes, all buildings and subdivision require resource consent with discretion to manage the effects of subdivision, use and development on any adjacent or nearby Outstanding Natural Feature or Landscape, as well as managing the effects on landscape character and visual amenity values within the Zone and Precinct.

In the Precinct a limited opportunity for subdivision is provided with a minimum lot size of 6000m² provided for in conjunction with an average lot size of one hectare (10,000m²). Controls on the location, nature and visual effects of buildings are used to provide a flexible and design led response to the landscape character and visual amenity qualities of the Precinct.

Building location, access, services, earthworks, landscaping, infrastructure and natural hazards are managed through the identification of suitable building platforms at the time of subdivision. These matters as well as the bulk and location, building design and finish may also be assessed at the time of obtaining resource consent for a building.

The WBRAZ and WBLP applies to the areas identified as such on the PDP Stage 2 Notification maps. In particular, Planning Map 13d has been created to show the entire extent of the WBRAZ, WBLP, landscape features and the Open Space and Recreation Zones.

As required by section 32(1)(b) RMA, the following section considers various broad options considered to address the resource management issues which generate the need for the Variation and makes recommendations as to the most appropriate course of action.

Broad options considered to address the key resource management issues of: “appropriately managing the character and amenity values of the Wakatipu Basin and managing the capacity of the Wakatipu Basin to accommodate further development, and the appropriate nature and type of any such development”.

Option 1: Retain the PDP Rural, Rural Residential and Rural Lifestyle zones and provisions (Status Quo).

Option 2: Apply a Wakatipu Basin Rural Amenity Precinct Overlay over the PDP Rural Zone component of the Basin to recognise the value of the landscape resource by applying a minimum lot size of 80ha; otherwise retain Rural Residential and Rural Lifestyle zones and provisions as per the PDP

Option 3: Apply new zoning provisions and zone boundaries that reflect the landscape character values of the Basin and provide for new development subject to landscape assessment criteria (**Recommended**).

	Option 1: Status quo/ No change	Option 2: Apply a WBAZ Precinct Overlay to PDP Rural zoned land only	Option 3: Rezone to WBRAZ with LP over defined areas
Costs	<ul style="list-style-type: none"> The spatial application of the PDP zones (Rural, Rural Residential and Rural Lifestyle) in the Wakatipu Basin is not considered to adequately reflect the capability of areas to absorb additional development without compromising landscape character and amenity values The PDP zoning provisions (e.g. subdivision and development controls) do not provide a sufficient basis for avoiding subdivision and development in areas that are identified as being unsuitable for development or for managing cumulative effects in the Basin The zoning controls do not reflect a sufficiently strong link to the Strategic Directions or Landscapes chapters in the context of the Basin and the landscape resource is subject to potential degradation from further subdivision The existing policies do not particularly assist with the retention of rural production activities given a flexible ‘enabling’ approach to subdivision of existing lots and dwellings 	<ul style="list-style-type: none"> Would reduce potential for development of smaller (non-complying) lots in the Rural zone in the Basin Some landscape character areas assessed in the WB Study as having moderate to high potential to absorb further development would remain inappropriately restricted under the PDP Rural Lifestyle Zone (as current boundaries would remain) Costs associated with going through the Variation process (but this is required by legislation) Would retain the development control regime (including assessment matters) of the PDP Rural-Residential and Rural Lifestyle zones which do not include specific reference to the context of the Wakatipu Basin Inconsistent with the WB Study and does not respond to concerns about the appropriate location of the Rural Lifestyle Zone or Rural Residential Zone (likely lead to increasing demand for private plan changes or non-complying consents) 	<ul style="list-style-type: none"> Would reduce potential for development of existing lots in the PDP Rural Zone (due to minimum lot size) Would reduce development potential in current Rural-Residential zoned areas (due to higher lot size of 6,000m² and 1ha average) Would increase development potential able to be achieved in current Rural Lifestyle zoned areas (due to reduced lot size from 2ha average) Costs associated with going through the Variation process (but this is required by legislation) High costs for Council from potential litigation if many resource consents for dwellings have expired and would be non-complying under the WBRAZ/LP

	<p>development in the Rural Zone (e.g. no minimum lot size for subdivision in the Rural Zone)</p> <ul style="list-style-type: none"> • Does not respond to issues identified in the WB study about the appropriate locations for accommodating rural-residential types of development (which could lead to increasing demand for private plan changes or non-complying consents) • Would continue the current approach which has been identified as being a major cause of the erosion of landscape and amenity values in the Basin 		
Benefits	<ul style="list-style-type: none"> • Retains the established approach which parties are familiar with • No 'cost of change' for Council 	<ul style="list-style-type: none"> • Would bolster the protection of productive rural land and landscape amenity values • Low degree of change to administer compared to PDP- subdivision would remain fully discretionary in the WBRAZ (no change in activity status) whilst activity status for dwellings in the Rural-Residential and Rural Residential zones would remain as per the PDP • Improve consistency with the Strategic Directions Chapter for the Rural zoned area 	<ul style="list-style-type: none"> • Applying a more development restrictive zoning such as the WBRAZ would enable the Council to more effectively protect, maintain and enhance the districts distinctive landscapes • Reduces development pressure on the 'main' Wakatipu Basin Rural Amenity Zone (WBRAZ) whilst allowing efficient use of the limited 'rural living' resource • WBLP enables a spread of future development potential over a wider pool of existing lots (less concentration of development potential) • Requires all buildings to be set back from public road boundaries, Identified Landscape Features and internal boundaries so that they do not compromise the qualities of those features and landscapes or outlook from neighbouring properties and scenic vantage points • Would treat areas assessed as having moderate to high potential to absorb further development on a consistent basis and allow a higher yield to be achieved than current PDP Rural Lifestyle zone • Improved alignment of zone boundaries with

			<p>landscape character units and defensible edges</p> <ul style="list-style-type: none"> • Cumulative effects of residential subdivision and development able to be managed • Tighter connection between the objectives and policies of the WBRAZ and WBLP (and assessment matters), with the PDP's objectives and policies in the Strategic Directions and Landscapes chapters • Lower transaction costs for resource consents moving from fully discretionary to restricted discretionary
Ranking	3	2	1

2.10 Scale and Significance Evaluation

The level of detailed analysis undertaken for the evaluation of the proposed objectives and provisions has been determined by an assessment of the scale and significance of the implementation of the proposed provisions. In making this assessment, regard has been had to the following, namely whether the objectives and provisions:

- Result in a significant variance from the Proposed District Plan.
- Have effects on resources that are considered to be a matter of national importance in terms of section 6 of the Act.
- Adversely affect those with specific interests, e.g. Tangata Whenua.
- Involve effects that have been considered implicitly or explicitly by higher order documents.
- Impose increased costs or restrictions on individuals, communities or businesses.

The level of detail of analysis in this report is moderate-high. The WBRAZ and WBLP chapter contains resources of strategic importance to the District, region and nation. Many elements of the chapter build on existing approaches within the Proposed District Plan, but there is a significant change in policy direction.

A number of the provisions also change existing approaches in terms of implementation.

The proposed objectives provide for new buildings to be subject to amenity standards, set-back rules, better integration of the subdivision and land use framework, control over vegetation removal etc.

Other reasons for the moderate-high detail of analysis include that the provisions set an important direction for an area outside of the general zoning framework of the balance of the District Plan. The District's economy is largely based on the benefits derived from tourism and the landscape resource. Activities within the WBRAZ and LP can impact on the vitality and integrated management of this area.

2.11 Evaluation of proposed Objectives Section 32 (1) (a)

WBRAZ Proposed Objectives	Appropriateness
<p>24.2.1 Objective - Landscape and visual amenity values are protected, maintained and enhanced.</p>	<p>The proposed objective is the most appropriate way to achieve the purpose of the Act because it recognises the importance of the landscape resource to the District and the location of the WBRAZ within it (S5(2)(c) RMA). The objective acknowledges the expectation of limiting development in the zone so as to maintain and avoid degrading the existing landscape.</p> <p>This objective establishes the framework for a wide range of landscape related provisions. The District contains high quality landscapes that are of national importance and these shall be recognised and provided for when considering development (S6(a) and 6(b) RMA). The Council, in exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to the ethic of stewardship (S7(a) of the Act) and the broad range of rural landscapes with amenity values (S7(c) of the Act).</p> <p>An integrated policy framework is applied to control further subdivision, land and building development, and activities on sites within the zone. Controls on vegetation clearance will complement the PDP's protection of scheduled trees in the Basin, recognising that existing vegetation contributes to the Basin's existing landscape character. The policy framework in summary:</p> <ul style="list-style-type: none"> • Provides for a 80 hectare minimum lot size • Ensures subdivision and developments are designed (including accessways, services, utilities and building platforms) to minimise modification to the landform, and maintain and enhance the landscape character and visual amenity values of the Zone • Establishes a basis for assessment against landscape character and visual amenity values identified for the landscape character units as described in Schedule 24.8. • Requires all buildings to be located and designed so that they do not compromise the qualities of Outstanding Natural Features, Outstanding Natural Landscapes and, Identified Landscape Features. • Provides for control over the colour, scale, form, coverage, location (including via road boundary, Identified Landscape Feature setbacks) and height of buildings and associated infrastructure, vegetation and landscape elements. • Provides for activities that maintain a sense of openness and spaciousness in which buildings are subservient to natural landscape elements. • Controls earthworks and vegetation clearance so as to minimise adverse changes to rural landscape character and visual amenity values. • Facilitates the provision of walkway, cycleway and bridle path networks.

	<p>Strategic Directions:</p> <ul style="list-style-type: none"> • Consistent with Objective 3.2.5.1 ‘ Protect the natural character of Outstanding Natural Landscapes and Outstanding Natural Features from subdivision, use and development’. • Consistent with Objective 3.2.5.2 - Minimise the adverse landscape effects of subdivision, use or development in specified Rural Landscapes. • Consistent with Objective 3.2.5.3 - Direct new subdivision, use or development to occur in those areas which have potential to absorb change without detracting from landscape and visual amenity values. • Consistent with Objective 3.2.5.4 - Recognise there is a finite capacity for residential activity in rural areas if the qualities of our landscape are to be maintained. • Consistent with Objective 3.2.5.5 - Recognise that agricultural land use is fundamental to the character of our landscapes. <p>Gives effect to RPS 2015 Objectives:</p> <p>1.1 Recognise and provide for the integrated management of natural and physical resources to support the wellbeing of people and communities in Otago</p> <p>3.1 The values of Otago’s natural and physical resources are recognised, maintained and enhanced</p> <p>3.2 Otago’s significant and highly-valued natural resources are identified, and protected or enhanced</p>
<p>24.2.2 Objective – Non-residential activities are compatible with infrastructure, and maintain and enhance landscape character and amenity values.</p>	<p>The proposed objective is the most appropriate way to achieve the purpose of the Act (S5(2)(c)) Sets expectation for predominantly rural activities on large lots and identifies ability for residential and non-residential activities, subject to scale and intensity, where these activities can be appropriately accommodated within the landscape.</p> <p>The policy framework:</p> <ul style="list-style-type: none"> • Provides for commercial, recreation and tourism related activities where these activities enhance the appreciation of landscapes, and on the basis they would protect, maintain or enhance landscape quality, character and visual amenity values. • Restrict the type and intensity of non-residential activities to those which are compatible in visual amenity terms and in relation to other generated effects (e.g. traffic, noise, and hours of

	<p>operation) with surrounding uses and the natural environment.</p> <ul style="list-style-type: none"> • Have regard to the spiritual beliefs, cultural traditions and practices of Tangata Whenua • Ensure traffic generated by non-residential development does not individually or cumulatively compromise road safety or efficiency. • Ensures non farming activities with potential for nuisance effects from dust, visual, noise or odour effects are located a sufficient distance from formed roads, neighbouring properties, waterbodies and any residential activity. <p>Strategic Directions:</p> <ul style="list-style-type: none"> • Consistent with Objective 3.2.5.1 ‘ Protect the natural character of Outstanding Natural Landscapes and Outstanding Natural Features from subdivision, use and development’. • Consistent with Objective 3.2.5.2 - Minimise the adverse landscape effects of subdivision, use or development in specified Rural Landscapes. • Consistent with Objective 3.2.5.3 - Direct new subdivision, use or development to occur in those areas which have potential to absorb change without detracting from landscape and visual amenity values. • Consistent with Objective 3.2.5.4 - Recognise there is a finite capacity for residential activity in rural areas if the qualities of our landscape are to be maintained. • Consistent with Objective 3.2.5.5 - Recognise that agricultural land use is fundamental to the character of our landscapes. <p>Gives effect to RPS objectives 1.1, 3.1, 3.2 (as above) and:</p> <p>4.3 Infrastructure is managed and developed in a sustainable way. 10.3 Sufficient land is managed and protected for economic production</p>
<p>24.2.3 Objective – Reverse sensitivity effects are avoided or mitigated where rural living opportunities, visitor and tourism activities, community and recreation activities occur.</p>	<p>The proposed objective is the most appropriate way to achieve the purpose of the Act (S5(2)) because it acknowledges that notwithstanding the enabling zoning, reverse sensitivity risk is present within the zone and needs to be managed.</p> <p>This objective recognises and maintains the existence of established rural activities and that activities such as residential development seeking to locate amidst established rural activities have an expectation to not hinder these activities, providing the rural activity being undertaken is within reasonable limits. For instance, with particular regard to aspects such as odour, noise, lighting and traffic generation.</p> <p>The policy framework:</p> <ul style="list-style-type: none"> • Protects legally established informal airports from the establishment of incompatible activities. • Ensure reverse sensitivity effects likely to arise between residential lifestyle and non-residential activities are avoided or mitigated.

	<ul style="list-style-type: none"> • Supports productive farming activities such as agriculture, horticulture and viticulture in the Zone by ensuring that potential reverse sensitivity issues do not constrain productive activities. <p>Strategic Directions:</p> <ul style="list-style-type: none"> • Consistent with Objective 3.2.5.2 - Minimise the adverse landscape effects of subdivision, use or development in specified Rural Landscapes. • Consistent with Objective 3.2.5.3 - Direct new subdivision, use or development to occur in those areas which have potential to absorb change without detracting from landscape and visual amenity values. • Consistent with Objective 3.2.5.4 - Recognise there is a finite capacity for residential activity in rural area as if the qualities of our landscape are to be maintained. <p>The objective has regard to section 7(b), (d) and (g) RMA.</p> <p>Gives effect to RPS 2015 objectives 1.1, 3.1, 3.2, 4.3 (as above) and: 5.4 Adverse effects of using and enjoying Otago's natural and built environment are minimised</p>
<p>24.2.4 Objective - Subdivision and land use development maintains and enhances water quality, ecological quality, and recreation values while ensuring the efficient provision of infrastructure.</p>	<p>Recognises the need to avoid adverse cumulative impacts on ecosystem services and nature conservation and heritage values, whilst ensuring development does not generate servicing and infrastructure costs that fall on the wider community associated with connecting its infrastructure to subdivision and development isolated from existing network capacity.</p> <p>The objective is the most appropriate way to achieve the purpose of the Act in accordance with Section 5 and 7 of the RMA.</p> <p>The policy framework:</p> <ul style="list-style-type: none"> • Avoids adverse cumulative impacts on ecosystem services and nature conservation values. • Ensures development does not generate servicing and infrastructure costs that fall on the wider community. • Provides for improved public access to and the maintenance and enhancement of the margins of waterbodies including Mill Creek and Lake Hayes. • Ensures that other utilities including Regionally Significant Infrastructure are located and operated to maintain landscape and visual amenity values, having regard to the important function and location constraints of these activities.

	<p>Strategic Directions:</p> <ul style="list-style-type: none"> • Consistent with Objective 3.2.5.1 ‘ Protect the natural character of Outstanding Natural Landscapes and Outstanding Natural Features from subdivision, use and development’. • Consistent with Objective 3.2.5.2 - Minimise the adverse landscape effects of subdivision, use or development in specified Rural Landscapes. • Consistent with Objective 3.2.5.3 - Direct new subdivision, use or development to occur in those areas which have potential to absorb change without detracting from landscape and visual amenity values. • Consistent with Objective 3.2.5.4 - Recognise there is a finite capacity for residential activity in rural areas if the qualities of our landscape are to be maintained. • Consistent with Objective 3.2.1.5 - Maintain and promote the efficient operation of the District’s infrastructure, including designated Airports, key roading and communication technology networks. <p>The objective has regard to section 7(b), (d) and (g) RMA.</p> <p>Gives effect to RPS 2015 objectives 3.2, 4.3, and 5.4 (as above)</p>
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<p>WBLP Proposed Objectives NB. The above objectives for the WBRAZ also apply to the precinct.</p>	<p>Appropriateness</p>
<p>24.2.5 Objective - The landscape quality, character and amenity values of the Precinct are maintained and enhanced in conjunction with enabling rural residential living opportunities.</p>	<p>The proposed objective is the most appropriate way to achieve the purpose of the Act because it recognises the importance of the landscape resource to the District and the location of the WBRAZ within it (S5(2)(c) RMA). The objective acknowledges the expectation of additional development in the Precinct with the understanding that development is subject to controls to maintain and enhance the landscape.</p> <p>The policy framework:</p> <ul style="list-style-type: none"> • Provides for rural residential subdivision, use and development only where it protects, maintains or enhances the identified landscape character and visual amenity values as described within the landscape character unit as defined in Schedule 24.8. • Promotes design-led and innovative patterns of subdivision and development that respond to the

	<p>specific landscape setting.</p> <ul style="list-style-type: none"> • Manages the bulk and location of all buildings through minimum standards for height, coverage and by specifying minimum setbacks from site and road boundaries and Identified Landscape Features so as to avoid or minimise adverse effects on landscape character and visual amenity values. • Provides for non-residential activities, including restaurants, visitor accommodation, and commercial recreation activities while ensuring these are appropriately located and of a scale and intensity that ensures that the amenity, quality and character of the Precinct is retained. • Ensure the visual dominance of buildings is avoided or mitigated particularly development and associated earthworks on prominent slopes and ridgelines. • Implements minimum, and average lot size standards in conjunction with permitted building coverage and height standards so that the landscape character and visual amenity values of the Wakatipu Basin are not compromised by the cumulative adverse effects of development. • Maintain and enhance a distinct and visible 'defensible' edge between the Precinct and the wider Wakatipu Basin Rural Amenity Zone. • Retain vegetation where this contributes to landscape character and visual amenity values, and assists with the maintenance of the established character of the Precinct. <p>Strategic Directions:</p> <ul style="list-style-type: none"> • Consistent with Objective 3.2.5.1 'Protect the natural character of Outstanding Natural Landscapes and Outstanding Natural Features from subdivision, use and development'. • Consistent with Objective 3.2.5.2 - Minimise the adverse landscape effects of subdivision, use or development in specified Rural Landscapes. • Consistent with Objective 3.2.5.3 - Direct new subdivision, use or development to occur in those areas which have potential to absorb change without detracting from landscape and visual amenity values. • Consistent with Objective 3.2.5.4 - Recognise there is a finite capacity for residential activity in rural areas if the qualities of our landscape are to be maintained. <p>Gives effect to RPS 2015 Objectives:</p> <p>1.1 Recognise and provide for the integrated management of natural and physical resources to support the wellbeing of people and communities in Otago</p> <p>3.1 The values of Otago's natural and physical resources are recognised, maintained and enhanced</p> <p>3.2 Otago's significant and highly-valued natural resources are identified, and protected or enhanced</p> <p>4.3 Infrastructure is managed and developed in a sustainable way.</p> <p>5.3 Sufficient land is managed and protected for economic production.</p> <p>5.4 Adverse effects of using and enjoying Otago's natural and built environment are minimised.</p>
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2.12 Evaluation of the proposed provisions Section 32 (1) (b)

The following tables consider whether the proposed provisions are **the most appropriate way** to achieve the relevant objectives. In doing so, it considers the costs and benefits of the proposed provisions and whether they are effective and efficient. For the purposes of this evaluation the proposed objectives are grouped together for each of the WBRAZ and WBLP.

(Also refer to the Table detailing broad options considered, above)

Appropriately managing the character and amenity values of the Wakatipu Basin and managing the capacity of the Wakatipu Basin to accommodate further development, and the appropriate nature and type of any such development

WBRAZ

24.2.1 Objective - Landscape and visual amenity values are protected, maintained and enhanced.

24.2.2 Objective - Non-residential activities are compatible with infrastructure, and maintain and enhance landscape character and amenity values.

24.2.3 Objective - Reverse sensitivity effects are avoided or mitigated where rural residential lifestyle living opportunities, visitor and tourism activities, community and recreation activities occur.

24.2.4 Objective - Subdivision and land use development maintains and enhances water quality, ecological quality, and recreation values while ensuring the efficient provision of infrastructure.

Summary of proposed provisions and broad evaluation of the environmental, economic, social and cultural costs and benefits:

- Require all buildings to be located in relation to ONF's, ONL's, public road boundaries, Identified Landscape Features and internal boundaries so that they do not compromise the qualities of those features and landscapes or outlook from neighbouring properties and scenic vantage points
- Require all buildings to obtain resource consent so that the scale, form, colour and location of buildings, plantings and associated ancillary elements do not result in adverse effects on the landscape character and visual amenity values of the zone.
- Ensure non farming activities with potential for nuisance effects from dust, visual, noise or odour effects are located a sufficient distance from formed roads, neighbouring properties, waterbodies and any residential activity.
- Identify and where appropriate, require the provision of walkways, cycleways and bridle path networks
- Require any new lots to be no less than 80ha in order to maintain a rural character and preserve the conservation, ecological and visual amenity values of the zone.
- Only enable rural land use activities that protect, maintain and enhance the range of landscape and amenity values associated with the Wakatipu Basin

area (as identified for the landscape character units as described in Schedule 24.8).

- Ensure development does not exceed capacities for infrastructure servicing
- Support productive activities such as agriculture, horticulture and viticulture in the zone whilst managing any associated reverse sensitivity issues.
- The maximum site coverage shall be 15% of lot area or 500m² whichever is the lesser
- The minimum setback of any building from side and rear lot boundaries shall be 10m
- The minimum setback of any building from a public road boundary shall be 20m.
- Control and mitigate earthworks and vegetation clearance so as to minimise adverse changes to rural landscape character and amenity.
- The construction of and/or exterior alteration/additions to buildings including buildings located within an existing approved building platform area, will be subject to Restricted Discretionary assessment criteria for all of the following:
 - building height;
 - building colours/materials;
 - building coverage;
 - design, size and location of accessory buildings.
 - the design and location of fencing / gates, external lighting;
 - earthworks, retaining, fencing, gates, accessways, external lighting, domestic infrastructure (water tanks etc.), vegetation removals, and proposed plantings;
 - accessway alignment and paving materials;
 - the retention of existing vegetation and landform patterns;
 - earth mounding, and framework planting to integrate buildings and accessways;
 - planting of appropriate species that are suited to the general area having regard to the matters set out in Schedule 24.8;
 - riparian restoration planting;
 - the retirement and restoration of steep slopes over 15° to promote slope stabilisation or indigenous vegetation enhancement;
 - The integration of existing and provision for new public walkways and cycleways/bridlepaths.

<i>Proposed provisions</i>	<i>Costs</i>	<i>Benefits</i>	<i>Effectiveness & Efficiency</i>
Policies: 24.2.1.1 to 24.2.1.12 (inclusive) 24.2.2.1 to 24.2.2.6 (inclusive) 24.2.3.1 to 24.2.3.3	<i>Environmental</i> Low. The provisions emphasise that the predominant activity is rural use; and earthworks and indigenous vegetation clearance will be managed to minimise adverse changes to rural landscape character and amenity. <i>Economic</i> The provisions will have the potential to	<i>Environmental</i> The provisions will better protect the zones and surrounding rural areas from ad-hoc subdivision and development. <i>Economic</i> The provisions provide more certainty for the Council and persons contemplating activities in the zones.	The provisions are effective at protecting the landscape resource within the zone by referencing to landscape assessment policy which gives effect to the strategic directions chapter and enables consideration of activities within the zone that may affect the District's landscape resource.

<p>(inclusive) 24.2.4.1 to 24.2.4.6 (inclusive)</p> <p>Rules:</p> <p>24.4.1 to 24.4.29 (inclusive) 24.5.1 to 24.5.16 (inclusive)</p>	<p>constrain residential, industrial or commercial activities in the zones.</p> <p>Social & Cultural Land owners will incur costs to obtain resource consents (e.g. controlling the scale, form, colour and location of buildings to ensure they do not result in adverse effects on the landscape character and visual amenity values of the zone).</p>	<p>Would protect the landscape resource which the District relies on for tourism.</p> <p>Social & Cultural Maintaining the landscapes within the zone will provide for peoples well-being by not degrading these landscapes.</p> <p>More certainty for future landowners with regard to locations suited or not suited to further development.</p>	<p>Seeking to determine/control the extent of future development through a complex plan change requires a lot of resources to defend and implement successfully.</p> <p>Efficiencies would be established to introduce clearer parameters for permitting anticipated activities, while providing direct policies to gauge the appropriateness of residential or farming activities, or activities that can have a significant impact on amenity.</p>
<p>Alternative options considered less appropriate to achieve the relevant objectives and policies:</p>			
<p><i>Option 1: Status quo (PDP)</i></p>	<ul style="list-style-type: none"> • <i>The PDP's objectives and policies are not considered to place adequate emphasis on the importance of the landscape resource, nor do they provide a strong link to District Wide/Strategic Directions chapter.</i> • <i>The integrity of the existing objective and policy framework has been weakened by the cumulative effects of subdivision and development (due in part to an ad hoc fully discretionary regime across the Basin for sites located in the Rural Zone). The landscape resource is subject to potential degradation from further subdivision.</i> • <i>Would also retain inappropriate boundaries between the Rural Zone and Rural-Residential and Rural-Lifestyle zones (having regard to the Wakatipu Land Use study's assessment of landscape character areas) .</i> 		
<p><i>Option 2: Apply a Wakatipu Basin Rural Amenity Precinct Overlay over the PDP Rural Zone component of the Basin to recognise the value of the landscape resource by applying a minimum lot size of 80ha; otherwise retain Rural Residential and Rural Lifestyle zones and provisions as per the PDP</i></p>	<ul style="list-style-type: none"> • <i>Applying a 80ha minimum lot standard would offer greater protection of landscape values from subdivision and development. However, subdivision would be subject to the Rural zone policies and rules which are considered inadequate in the context of the Wakatipu Basin study area</i> • <i>The type and scale of non-residential activities which require resource consent has not substantially changed, however the rule structure has clarified what activities require consent and the policies make it clearer what types of non-residential activities may be appropriate. There is not considered the need to make non-residential activity either more permissive or constrained, but to better identify the appropriateness of these activities by providing more thorough policy to assess the merits of proposals</i> 		

Appropriately managing the character and amenity values of the Wakatipu Basin and managing the capacity of the Wakatipu Basin to accommodate further development, and the appropriate nature and type of any such development

WBLP

24.2.5 Objective - The landscape quality, character and amenity values of the Precinct are maintained and enhanced in conjunction with enabling rural residential living opportunities.

Summary of proposed provisions that give effect to this objective:

- Manage the bulk and location of all buildings including height, coverage and minimum setbacks from site, public road and identified landscape features so as to avoid or minimise any potential adverse effects on landscape character, visual amenity values and outlook from neighbouring properties
- Enable appropriately located and scaled non-residential activities, including restaurants, visitor accommodation, recreation and rural support activities while ensuring that the visual amenity, quality and character of the Lifestyle precinct is not compromised.
- Implement minimum and average lot size standards in conjunction with permitted building coverage and height standards so the landscape character and amenity qualities of the Wakatipu Basin are not compromised
- Maintain and enhance the landscape character and visual amenity values associated with the Precinct by controlling the colour, scale, form, location and height of buildings and associated infrastructure, vegetation and landscape elements.
- Maintain and enhance a distinct and visible defensible edge between the Precinct and the WBRAZ
- Restrict the type and intensity of non-residential activities to those which are compatible in visual amenity terms and in other generated effects (e.g. traffic, noise, and hours of operation) with surrounding rural residential uses and the natural environment
- Ensure subdivision and developments are designed (including accessways, services, utilities and building platforms) to be in keeping with the visual and landscape characteristics of the precinct
- The maximum site coverage shall be 15% of the net site area or 500m² whichever is the lesser
- The minimum setback of any building from a public road boundary defined on the planning maps shall be 75m
- The minimum setback of any building from an identified landscape feature boundary on the planning maps shall be 50m
- The construction of and/or exterior alteration/additions to any buildings including buildings located within an existing approved and registered building platform area will be subject to Restricted Discretionary consent criteria for all of the following:
 - building height;
 - building colours/materials;
 - building coverage;
 - design, size and location of accessory buildings.
 - the design and location of fencing / gates, external lighting:

<ul style="list-style-type: none"> ○ earthworks, retaining, fencing, gates, accessways, external lighting, domestic infrastructure (water tanks etc.), vegetation removals, and proposed plantings; ○ accessway alignment and paving materials; ○ the retention of existing vegetation and landform patterns; ○ earth mounding, and framework planting to integrate buildings and accessways; ○ planting of appropriate species that are suited to the general area having regard to the matters set out in Schedule 24.8; ○ riparian restoration planting; ○ the retirement and restoration of steep slopes over 15° to promote slope stabilisation or indigenous vegetation enhancement; ○ The integration of existing and provision for new public walkways and cycleways/bridlepaths. 			
<i>Proposed provisions</i>	<i>Costs</i>	<i>Benefits</i>	<i>Effectiveness & Efficiency</i>
<p>Policies: 24.2.5.1 to 24.2.5.6</p> <p>Rules: 24.4.1 to 24.4.29 (inclusive) 24.5.1 to 24.5.16 (inclusive)</p>	<p><i>Environmental</i> Low impact due to requirements for set-back from landscape features and ONL/ONFs.</p> <p><i>Economic</i> Potential for higher costs with subdivision and development than previously due to wide range of assessment matters required to be addressed.</p> <p>Some loss of development potential for owners in PDP Rural-Residential zoned areas due to increase in minimum lot size in LP.</p> <p><i>Social & Cultural</i> Potential for amenity effects on neighbouring owners of some properties due to the reduction in minimum lot size compared to PDP Rural Lifestyle Zone</p>	<p><i>Environmental</i> Enables additional development in those areas that have been assessed as being capable (from a landscape perspective) of absorbing this level of change</p> <p>Effects from earthworks and vegetation clearance will be minimised as part of assessment of accessways and the location of building platforms and associated utilities.</p> <p>The proposed colour range is considered to provide a suitable balance to control the visual effects of buildings by ensuring that built development is visually recessive.</p> <p>More emphasis for landscaping requirements to be at the time of subdivision. The introduction of landscape driven assessment criteria for subdivision and buildings will ensure rural residential development is well integrated into the landscape and maintains the existing landscape character and visual amenity</p>	<p>The new urban zoning would better reflect development that has occurred in these areas or is anticipated to occur.</p> <p>The proposed provisions restrict the grounds for discretion for a resource consent by permitting buildings subject to a clear range of controls to achieve objectives and policies to maintain landscape values.</p> <p>The introduction of a maximum building size and colour standards are necessary to enable the Restricted Discretionary activity status of buildings and alterations to buildings; in this context the additional standards are both effective and efficient and are significantly more appropriate than the PDP provisions in terms of meeting the purpose of the RMA.</p>

		<p>values</p> <p>If required, any controls imposed on a site by a subdivision consent notice will still apply, thus ensuring location specific landscaping requirements are provided for.</p> <p>Economic Reduces development pressure on the 'main' Wakatipu Basin Rural Amenity Zone (WBRAZ) whilst allowing efficient use of the limited 'rural living' resource (estimated theoretical capacity for 880 additional lots, subject to application of consent assessment criteria).</p> <p>Significantly reduces pressure for subdivision of larger lots in the Basin, which may be retained for rural productive purposes.</p> <p>Social & Cultural</p> <p>Emphasis on avoidance and mitigation of landscape amenity effects applied at the time of subdivision to mitigate effect of infrastructure and future buildings.</p> <p>More certainty for future landowners with regard to locations with development potential.</p>	
<p>Alternative options considered less appropriate to achieve the relevant objectives and policies:</p>			
<p>Option 1: Status quo (PDP)</p>	<ul style="list-style-type: none"> • Would retain differing standards for subdivision of land in the Rural Residential and Rural Lifestyle zones which is inconsistent with the WB Study's assessment of areas 		

	<p><i>with moderate to high potential to absorb additional development</i></p> <ul style="list-style-type: none"> • <i>Would also retain inappropriate boundaries of Rural Residential and Rural Lifestyle zones compared to the LP</i>
<p><i>Option 2: Apply a Wakatipu Basin Rural Amenity Precinct Overlay over the PDP Rural Zone component of the Basin to recognise the value of the landscape resource by applying a minimum lot size of 80ha; otherwise retain Rural Residential and Rural Lifestyle zones and provisions as per the PDP</i></p>	<ul style="list-style-type: none"> • <i>The type and scale of non-residential activities which require resource has not substantially changed, however the rule structure has clarified what activities require consent and the policies make it clearer what types of non-residential activities may be appropriate. There is not considered the need to make non-residential activity either more permissive or constrained, but to better identify the appropriateness of these activities by providing more thorough policy to assess the merits of proposals</i>

2.13 Efficiency and effectiveness of the provisions

The above provisions are drafted to specifically address the resource management issues identified for the Wakatipu Basin. The objectives, policies and rules (the provisions), provide greater certainty than the PDP current provisions in respect to the zoned areas and will be easier to understand for users of the Plan both as applicant and administrator (processing planner). The provisions create a more efficient consent process by reducing the number of fully discretionary consents required and by expediting the processing of those consents.

2.14 The risk of not acting

Section 32(c) of the RMA requires an assessment of the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions. It is not considered that there is uncertain or insufficient information about the subject matter of the provisions.

The issues identified and options taken forward are the most appropriate way to achieve the purpose of the RMA. If these changes were not made there is a risk the District Plan would fall short of fulfilling its functions.

3. References

Also refer to any footnotes within the text

1. Wakatipu Land use Planning Study March 2017 [link](#)
2. Council Reply Evidence on the PDP
3. Read Landscapes Limited 'Report to Queenstown Lakes District Council on appropriate landscape classification boundaries within the District, with particular reference to Outstanding Natural Landscapes and Features' 2014. - [link](#)
4. Read Landscapes Limited 'Wakatipu Basin Residential Subdivision and Development: Landscape Character Assessment' June 2014 - [link](#)
5. District Plan Monitoring Report, Monitoring the Effectiveness and Efficiency of the Rural General Zone, April 2009 - [link](#)
6. District Plan Monitoring Report, Rural Living Zones of the Queenstown Lakes District Plan, January 2010 - [link](#)
7. Ministry for the Environment. 2014. A guide to section 32 of the Resource management Act: incorporating changes as a result of the Resource Management Amendment Act 2013. Wellington. Ministry for the Environment – [link](#)



**Queenstown Lakes District Proposed District Plan
Section 32 Evaluation
Variation to Proposed District Plan 26 August 2015**

For:

Definition of Site - Chapter 2 Definitions:

Report dated: 31 October 2017

1. OVERVIEW

- 1.1. This variation to the notified Proposed District Plan (**PDP**) definition of *site* applies to all land notified in Stage 1¹ of the Proposed District Plan on 26 August 2015, and all additional land notified in Stage 2. This land collectively forms the geographic area currently subject to Volume A of the District Plan.
- 1.2. For clarity, **Table 1** below identifies the land area (generally described by way of zone) and various components of the PDP that together comprise Volume A of the District Plan at Stage 2 of the District Plan review as it relates to this variation. All other land within the District continues to fall into Volume B of the District Plan.

Table 1. District Plan Volume A components, showing Stage 2 components as related to the variation of the definition of site.

Volume A	
Stage 1 Proposed District Plan 26 August 2015	Stage 2 Items notified as part of Stage 2.
Introduction	
1. Introduction 2. Definitions	<ul style="list-style-type: none"> Variation to the definition of Site – Chapter 2.
Strategy	
3. Strategic Direction 4. Urban Development 5. Tangata Whenua 6. Landscapes	<ul style="list-style-type: none"> Variation to the definition of Site all chapters.
Urban Environment	
7. Low Density Residential 8. Medium Density Residential 9. High Density Residential 10. Arrowtown Residential Historic Heritage Management Zone 11. Large Lot Residential 12. Queenstown Town Centre* (part withdrawn) 13. Wanaka Town Centre 14. Arrowtown Town Centre 15. Local Shopping Centres 16. Business Mixed Use Zone 17. Queenstown Airport Mixed Use Variation 1: Arrowtown Design Guidelines 2016	<ul style="list-style-type: none"> Variation to the definition of Site all chapters, including the new Stage 2 Visitor Accommodation variation.
Rural Environment	
21. Rural Zone 22. Rural Residential and Lifestyle 23. Gibbston Character Zone	<ul style="list-style-type: none"> Variation to the definition of Site all chapters, including the new Stage 2 Wakatipu Basin Variation.

¹ With the exception of land formally withdrawn from the PDP (Plan Change 50 Queenstown Town Centre extension, Plan Change 41 Peninsula Bay North, Plan Change 45 Northlake Special Zone, Plan Change 46 Ballantyne Road Industrial and Residential extension).

District Wide Matters	
26. Historic Heritage 27. Subdivision and Development 28. Natural Hazards 30. Energy and Utilities 32. Protected Trees 33. Indigenous Vegetation and Biodiversity 34. Wilding Exotic Trees 35. Temporary Activities and Relocated Buildings 36. Noise 37. Designations	<ul style="list-style-type: none"> Variation to the definition of Site all chapters, including the Earthworks Chapter 25, Transport, Chapter. 29 and Signs Chapter 31. Including Open Space and Recreation Zones Chapter 39.
Special Zones	
41. Jacks Point 42. Waterfall Park 43. Millbrook	<ul style="list-style-type: none"> Variation to the definition of Site all chapters.

2. BACKGROUND

District Plan Review

- 2.1. The review of the Operative District Plan (ODP) is being undertaken in stages. Stage 1 commenced in April 2014 and was publicly notified on 26 August 2015. Hearings on Stage 1 components comprising ten individual hearing streams for 33 chapters, 1 variation² and three separate hearing streams for rezoning requests and mapping annotations³ were held from March 2016 to September 2017.
- 2.2. On 29 September 2016 the Council approved the commencement of Stage 2 of the review of the ODP. As part of the 29 September 2016 resolutions, the Council addressed what the plan outcomes would be at the end of the partial review, and approved the separation of the District Plan into two volumes, Volume A and Volume B. Volume A (at the point in time of notification of Stage 2) consists of the PDP chapters notified in Stages 1 and 2 of the District Plan Review, which includes variations to Stage 1, and all the land as identified in the Planning Maps forming the Stage 2 notification bundle, as discussed above.
- 2.3. All other land currently forms Volume B of the District Plan. This includes zones that have not yet been reviewed and notified (i.e. Township Zone, Industrial A and B Zones, Rural Visitor Zone), land that has been withdrawn from the District Plan Review (i.e. the land subject to Plan Changes 46 - Ballantyne Road Industrial and Residential extensions, 50 - Queenstown Town Centre extension and 51 - Peninsula Bay North) and the Frankton Flats B Special Zone and the Remarkables Park Special Zone. All Volume B land is subject to the Operative District Plan.

² Variation 1 – Arrowtown Design Guidelines 2016

³ Ski Area Sub Zones, Upper Clutha Area and the Queenstown Area (excluding the Wakatipu Basin).

3. SECTION 32 EVALUATION REPORT: SITE - DEFINITION REVIEW

Strategic Context

- 3.1. This report has been prepared in accordance with s32 of the Resource Management Act 1991 (“RMA”) to analyse the issues associated with the notified definition of *site*, to identify various options and determine the most effective option to resolve the issues.
- 3.2. The purpose of the Act demands an integrated planning approach and direction:

5 Purpose

(1) The purpose of this Act is to promote the sustainable management of natural and physical resources.

(2) In this Act, sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while—

(a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and

(b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and

(c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.

- 3.3. Resolving the various issues with the notified definition of *site* will ensure that the definition is clear, unambiguous and ultimately useful to Plan users, and will enable effective sustainable management. Accordingly, this variation has been prepared as a means to achieve the purpose of the Act.

4. REGIONAL PLANNING DOCUMENTS

- 4.1. The District Plan must *give effect* to the operative Regional Policy Statement (**RPS**) and must *have regard to* the Proposed Otago Regional Policy Statement (**PRPS**). Section 74(2) of the RMA requires that a district plan prepared by a territorial authority shall “have regard to” any proposed regional policy statement. The PRPS was notified for public submissions on 23 May 2015, and decisions on submissions were released on 1 October 2016. The majority of the provisions of the Decisions Version have been appealed and mediation is currently taking place. Accordingly, limited weight can be provided to the Decisions Version of the PRPS.
- 4.2. The changes to the notified definition of *site* that are considered here-in are for administrative purposes. The changes enable more effective and efficient implementation of the objectives and provisions considered in the various s32 analyses for Stage 1 and Stage 2 of the District Plan Review, which include assessments of the degree of consistency with the RPS and PRPS. As such, it is not considered necessary to duplicate that analysis, other than to confirm that the proposed changes give effect to the operative RPS and have regard to the PRPS.

5. NOTIFIED DEFINITION OF *SITE*

5.1. The notified PDP definition of *site* was 'rolled-over' in an unmodified form from the ODP.

The notified definition is as follows:

Site	<p>Means:</p> <ol style="list-style-type: none"> 1. An area of land which is: <ol style="list-style-type: none"> i comprised in a single lot or other legally defined parcel of land and held in a single Certificate of Title; or ii comprised in a single lot or legally defined parcel of land for which a separate certificate of title could be issued without further consent of the Council. <p>Being in any case the smaller land area of i or ii, or</p> 2. an area of land which is comprised in two or more adjoining lots or other legally defined parcels of land, held together in one certificate of title in such a way that the lots/parcels cannot be dealt with separately without the prior consent of the Council; or 3. an area of land which is comprised in two or more adjoining certificates of title where such titles are: <ol style="list-style-type: none"> i subject to a condition imposed under section 37 of the Building Act or section 643 of the Local Government Act 1974; or ii held together in such a way that they cannot be dealt with separately without the prior consent of the Council; or 4. In the case of land not subject to the Land Transfer Act, the whole parcel of land last acquired under one instrument of conveyance; <p>Except:</p> <ol style="list-style-type: none"> i in the case of land subdivided under the cross lease of company lease systems, other than strata titles, site shall mean an area of land containing: <ol style="list-style-type: none"> a) a building or buildings for residential or business purposes with any accessory buildings(s), plus any land exclusively restricted to the users of that/those building(s), plus an equal share of common property; or b) a remaining share or shares in the fee simple creating a vacant part(s) of the whole for future cross lease or company lease purposes; and ii in the case of land subdivided under Unit Titles Act 1972 (other than strata titles), site shall mean an area of land containing a principal unit or proposed unit on a unit plan together with its accessory units and an equal share of common property; and iii in the case of strata titles, site shall mean the underlying certificate of title of the entire land containing the strata titles, immediately prior to subdivision.
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	<p>In addition to the above.</p> <ul style="list-style-type: none"> a) A site includes the airspace above the land. b) If any site is crossed by a zone boundary under this Plan, the site is deemed to be divided into two or more sites by that zone boundary. c) Where a site is situated partly within the District and partly in an adjoining District, then the part situated in the District shall be deemed to be one site.
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6. ISSUE 1 – WAKATIPU BASIN VARIATION

6.1. The proposed Wakatipu Basin Rural Amenity Zone (**WBRAZ**) and Wakatipu Basin Lifestyle Precinct (**WBLP**) are located within a geographic area and the extent of the Zone and Precinct has been identified for landscape reasons and not for the purposes of recognising any existing or approved legal boundaries. The WBRAZ is overlaid in locations by the WBLP, and at the outer extent of the WBLP are slithers of WBRAZ land that extend up to a change in zone, for instance where the WBRAZ adjoins the Rural Zone and Outstanding Natural landscape.

6.2. Limb b) of the notified PDP definition states *'If any site is crossed by a zone boundary under this Plan, the site is deemed to be divided into two or more sites by that zone boundary.'* is considered to be unhelpful and at odds with the purpose of the WBRAZ and WBLP as set out in PDP Chapter 24 and the accompanying section 32 evaluation. The purpose of the WBRAZ and WBLP are to maintain, protect and enhance the particular landscape values of the Wakatipu Basin. Zoning is used as a method based primarily on the capacity of the landscape to absorb additional development. It is considered incongruous with the zone therefore if small areas of land zoned WBRAZ can be treated as a separate site.

6.3. The merits of limb b) have also been investigated across the other Stage 1 and Stage 2 PDP zones and chapter text and the result of this review is that it is considered that limb b) does not offer any value in terms of providing certainty in achieving the purpose of the zones and the Strategic Directions of the PDP.

7. ISSUE 2 - DEFICIENCIES IDENTIFIED DURING THE STAGE 1 PROPOSED DISTRICT PLAN HEARINGS AND SUBMISSIONS

7.1. The only submission on the definition of site was received from Patterson Pitts Group (370). The submissions was:

Amend the definition of site, which refers to the Unit Titles Act 1972, to include 'and replacement Acts', or 'or Unit Titles Act 2010'. References to the Unit Titles Act 1972 throughout the Plan also include reference to replacement legislation. i.e. for now, the Unit Titles Act 2010.

7.2. Through the course of hearings on Stage 1 topics, the Hearings Panel raised the matter of the efficacy of the notified definition of site on at least two occasions in Hearing Stream 4 (Subdivision Chapter 27) and Hearing Stream 6 (Residential Chapters).

7.3. At the hearing on Chapter 27 – Subdivision and Development, the Panel requested that Mr Nigel Bryce (for the Council) review the definition of *site*, in particular clauses b) and c) below:

"In addition to the above.

- a) *A site includes the airspace above the land.*
- b) *If any site is crossed by a zone boundary under this Plan, the site is deemed to be divided into two or more sites by that zone boundary.*
- c) *Where a site is situated partly within the District and partly in an adjoining District, then the part situated in the District shall be deemed to be one site."*

7.4. However, in his right of reply⁴, Mr Bryce deferred consideration of *site* until the hearing on Chapter 2 – Definitions.

7.5. Also in response to questioning by the Hearings Panel in relation to developments occurring across more than one lot and the intended application of the definition of *site* to cross lease, company lease, unit titles and strata titles, Ms Kim Banks in her right of reply for Chapter 9 – High Density Residential⁵ addressed the definition of *site* and in paragraph 12.13 of her reply concludes:

"To address all of these matters, and simplify the definition of 'site' a possible revision to the definition is set out below. I maintain however that this should be reconsidered at the Definitions hearing, or addressed via a variation.

⁴ Mr Bryce's Reply for Chapter 27 – Subdivision and Development dated 26 August 2016 at section 15: <http://www.gldc.govt.nz/assets/Uploads/Planning/District-Plan/Hearings-Page/Hearing-Stream-4/Council-Right-of-Reply/QLDC-04-Subdivision-Chapter-27-Nigel-Bryce-Reply-28305692-v-1.pdf>

⁵ Ms Banks' Reply for Chapter 9 – High Density Residential dated 11 November 2016 at Paragraphs 12.6 – 12.13: <http://www.gldc.govt.nz/assets/Uploads/Planning/District-Plan/Hearings-Page/Hearing-Stream-6/Council-Right-of-Reply/QLDC-06-Residential-Chapter-9-Kimberley-Banks-Reply-28591089-v-1.pdf>

Site – Any land on which an activity is carried out or is proposed to be carried out, whether such land comprises the whole or part of a legally defined parcel of land and held in a single Certificate of Title; or more than one legally defined parcel of land where these are contiguous."

7.6. In considering this definition further, Ms Amanda Leith⁶ in the hearing on Stage 1 Definitions (a component of Hearing Stream 10) suggested that the definition of *site* that is included within the Operative (in part) Auckland Unitary Plan as an appropriate definition. The definition is as follows:

"Any area of land which meets one of the descriptions set out below:

(a) An area of land which is:

- (i) Comprised of one allotment in one certificate of title, or two or more contiguous allotments held together in one certificate of title, in such a way that the allotments cannot be dealt with separately without the prior consent of the council; or*
- (ii) Contained in a single lot on an approved survey plan of subdivision for which a separate certificate of title could be issued without any further consent of the council;*

Being in any case the smaller area of clauses (i) or (ii) above; or

(b) An area of land which is composed of two or more contiguous lots held in two or more certificates of title where such titles are:

- (i) Subject to a condition imposed under section 37 of the Building Act 2004 or section 643 of the Local Government Act 1974; or*
- (ii) Held together in such a way that they cannot be dealt with separately without the prior consent of the council; or*

(c) An area of land which is:

- (i) Partly made up of land which complies with clauses (a) or (b) above; and*
- (ii) Partly made up of an interest in any airspace above or subsoil below a road where (a) and (b) are adjacent and are held together in such a way that they cannot be dealt with separately without the prior approval of the council;*

⁶ Ms Leith's s42A Report for Chapter 2 – Definitions dated 15 February 2017 at section 19: <http://www.qldc.govt.nz/assets/Uploads/Planning/District-Plan/Hearings-Page/Hearing-Stream-10/Section-42A-Reports-and-Council-Expert-Evidence/QLDC-10-Definitions-Section-42A-report.pdf>

Except in relation to each description that in the case of land subdivided under the Unit Titles Act 1972, the cross lease system or stratum subdivision, 'site' must be deemed to be the whole of the land subject to the unit development, cross lease or stratum subdivision."

7.7. Ms Leith considered that the above Auckland Unitary Plan definition addresses the Hearing Panel's questions to Ms Banks in relation to cross leases and strata subdivisions.

7.8. As noted by Ms Leith, the above definition does not however address the questions put to Mr Bryce by the Hearings Panel in Hearing Stream 4, and the Unitary Plan definition does not include the same provisions relating to zone and district boundaries. Ms Leith considered that in practice, there was no need for a change in zoning or district within the land area of a property to necessitate a site being considered as two (or more) sites. The potential effects upon the environment and people as a result of development remain the same notwithstanding this technicality. This definition necessitates arbitrary assessment such as assessing breaches of setbacks within the middle of a site. Ms Leith considered that the zone (or District-wide) rules that are applied should be those that apply where the development is located. If it is located across two zones, two sets of rules may apply. Ms Leith did not consider that the abovementioned provisions are necessary within the definition of *site*.

7.9. Ms Leith's ability to recommend these changes, and to respond to the questions by the Hearings Panel were constrained by scope due to the matters raised not being subject to a submission. At the close of hearings on Stage 1 of the PDP the definition of *site* largely resembles the notified version. As a result, the issues identified with the notified definition of *site* were not able to be addressed through the Stage 1 Hearings, and consequently a variation to the notified PDP is required.

7.10. The Hearings Panel recommended in a Minute that the Council consider a variation to amend the definition of *site*⁷.

8. RECOMMENDATIONS

⁷ Minute identifying matters appropriate for variation. 22 May 2017. <http://www.qldc.govt.nz/assets/Uploads/Planning/District-Plan/Hearings-Page/Memorandums/General/General-Recommended-matters-for-Variation-22-5-17.pdf>

8.1. It is recommended that the changes to the definition of *site* considered by Ms Leith for the Council in the hearing on Chapter 2 Definitions are advanced through a variation to the PDP.

8.2. The recommended definition of *site* is that recommended by Ms Leith, with the addition of more recent legislation. The recommended definition is outlined below (underlined text shows additions and ~~strike through~~ text shows deletions):

Site	<p>Means:</p> <p><u>Any area of land which meets one of the descriptions set out below:</u></p> <p>(a) <u>An area of land which is:</u></p> <p style="padding-left: 40px;">(i) <u>Comprised of one allotment in one certificate of title, or two or more contiguous allotments held together in one certificate of title, in such a way that the allotments cannot be dealt with separately without the prior consent of the council; or</u></p> <p style="padding-left: 40px;">(ii) <u>Contained in a single lot on an approved survey plan of subdivision for which a separate certificate of title could be issued without any further consent of the council;</u></p> <p style="padding-left: 40px;"><u>Being in any case the smaller area of clauses (i) or (ii) above; or</u></p> <p>(b) <u>An area of land which is composed of two or more contiguous lots held in two or more certificates of title where such titles are:</u></p> <p style="padding-left: 40px;">(i) <u>Subject to a condition imposed under section 37 of the Building Act 2004; or</u></p> <p style="padding-left: 40px;">(ii) <u>Held together in such a way that they cannot be dealt with separately without the prior consent of the council;</u> <u>or</u></p> <p>(c) <u>An area of land which is:</u></p> <p style="padding-left: 40px;">(i) <u>Partly made up of land which complies with clauses (a) or (b) above; and</u></p> <p style="padding-left: 40px;">(ii) <u>Partly made up of an interest in any airspace above or subsoil below a road where (a) and (b) are adjoining and are held together in such a way that they cannot be</u></p>
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dealt with separately without the prior approval of the council:

Except in relation to each description that in the case of land subdivided under the Unit Titles Act 1972 and 2010, the cross lease system or stratum subdivision, 'site' must be deemed to be the whole of the land subject to the unit development, cross lease or stratum subdivision.

1. An area of land which is:

- (i) ~~comprised in a single lot or other legally defined parcel of land and held in a single Certificate of Title; or~~
- (ii) ~~comprised in a single lot or legally defined parcel of land for which a separate certificate of title could be issued without further consent of the Council.~~

~~Being in any case the smaller land area of i or ii, or~~

~~2. an area of land which is comprised in two or more adjoining lots or other legally defined parcels of land, held together in one certificate of title in such a way that the lots/parcels cannot be dealt with separately without the prior consent of the Council; or~~

~~3. an area of land which is comprised in two or more adjoining certificates of title where such titles are:~~

- (i) ~~subject to a condition imposed under section 37 of the Building Act 2004 or section 643 of the Local Government Act 1974; or~~
- (ii) ~~held together in such a way that they cannot be dealt with separately without the prior consent of the Council; or~~

~~4. In the case of land not subject to the Land Transfer Act 1952, the whole parcel of land last acquired under one instrument of conveyance;~~

~~Except:~~

- (i) ~~in the case of land subdivided under the cross lease~~

	<p>of company lease systems, other than strata titles, site shall mean an area of land containing:—</p> <p>a) — a building or buildings for residential or business purposes with any accessory buildings(s), plus any land — exclusively restricted to the users of that/those — building(s), plus an equal share of common property; or</p> <p>b) — a remaining share or shares in the fee simple creating a vacant part(s) of the whole for future cross lease or company lease purposes; and</p> <p>ii — in the case of land subdivided under Unit Titles Act 1972 and 2010 (other than strata titles), site shall mean an area of land containing a principal unit or proposed unit on a unit plan together with its accessory units and an equal share of common property; and</p> <p>iii — in the case of strata titles, site shall mean the underlying certificate of title of the entire land containing the strata titles, immediately prior to subdivision.</p> <p>In addition to the above.</p> <p>a) — A site includes the airspace above the land.</p> <p>b) — If any site is crossed by a zone boundary under this Plan, the site is deemed to be divided into two or more sites by that zone boundary.</p> <p>e) — Where a site is situated partly within the District and partly in an adjoining District, then the part situated in the District shall be deemed to be one site.</p>
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9. BROAD OPTIONS

	Option 1: Status quo/ No change	Option 2: Vary the definition of <i>site</i> to address the identified issues	Option 3: Remove the definition
Costs	<p>Does not address the identified issues.</p> <p>Definitions with outdate references may be open to challenge, decreasing the enforceability of Plan standards.</p>	<p>Costs associated with critically examining the definition and determining the best solution to addressing issues. However, this cost would be low, as some analysis of the issues associated with the definition of <i>site</i> has also been undertaken through the various Stage 1 Hearing Streams.</p> <p>Plan users would need to familiarise with the amended definition.</p> <p>Introducing a variation may add further complexity to the Plan Review processes currently in train.</p>	<p>Removing the definition entirely would significantly decrease the Plan's operability and provide less certainty for Plan users.</p> <p>Decreased efficiency for Council Officers, who would need to provide interpretation on an ad hoc basis. Resultant cost to ratepayers to fund increased resourcing requirements, or consequential reduction in level of service delivered to ratepayers.</p> <p>Would undermine the ability for Plan standards and rules to be effectively implemented and enforced, with greater scope for interpretation to be challenged. Consequential financial and time cost to Plan users.</p>
Benefits	<p>Retains the established approach which parties are familiar with.</p>	<p>Broadly retains the established approach but improves where necessary to address identified issues for clarity, certainty and to assist implementation.</p> <p>Provides certainty as to how the term is correctly and consistently applied in the specific context of this District.</p> <p>Enables consideration to be given to making substantive changes to the definition,, including providing the opportunity for amendments to the definition of <i>site</i> to be introduced so that the PDP standards and rules that apply on a 'per site' basis are applied in the manner intended. Most notably,</p>	<p>Would reduce the volume of text in the Plan, which may increase general legibility, however this benefit would be negligible.</p>

		<p>this will result in the correct and consistent application of standards and rules relating to subdivision density, and associated development and activities.</p> <p>Enables references to legislation to be updated where necessary.</p> <p>In the absence of a submission seeking amendments that address the identified issues, introducing a variation would enable the PDP to be updated sooner, rather than undertaking a plan change in the future, once the PDP is operative. A variation is therefore considered to present the most timely option for addressing the identified issues.</p>	
Ranking	2	1 (PREFERRED)	3

10. SCALE AND SIGNIFICANCE EVALUATION

10.1. The level of detailed analysis undertaken for the evaluation of the variation of the definition of site has been determined by an assessment of the scale and significance of the implementation of the definition. In making this assessment, regard has been had to the following, namely whether the proposed variation would:

- Result in a significant variance from the existing baseline.
- Have effects on matters of national importance.
- Adversely affect those with specific interests, e.g, Tangata Whenua.
- Involve effects that have been considered implicitly or explicitly by higher order documents.
- Impose increased costs or restrictions on individuals, communities or businesses.

10.2. In this case the scale of the recommended amendments is minor as the amendments do not result in a shift in policy approach, rather the amendments would result in clearer administration of the PDP (most notably, in respect of the PDP standards and rules that apply on a 'per site' basis); however the significance is moderate, given that the term site is applied throughout the PDP.

11. EVALUATION OF PROPOSED OBJECTIVES S32(1)(a)

11.1. Council is required to undertake an evaluation of the proposed objectives of a proposal. In this instance no District Plan 'objectives' are being considered for review, however the objective of this variation is to provide a definition of *site* that is clear, easy to understand and unambiguous, as well as overcoming the various issues highlighted in Sections 6 and 7 of this report.

12. EVALUATION OF THE PROPOSED PROVISIONS S32(1)(b)

Costs	Benefits	Effectiveness and Efficiency
<ul style="list-style-type: none"> • Loss of any familiarity with the existing definition. • Potential cost to landowners that may benefit from the notified version of the definition. 	<ul style="list-style-type: none"> • Referencing up to date legislation will remove possible confusion and allows for ease of reference. • The proposed definition is more succinct and accurate in terms of the application of the word <i>site</i> in the context of district plan administration and the subdivision process. • The notified definition necessitates arbitrary assessment such as assessing breaches of setbacks within the middle of a site. The proposed variation will remove this issue. • The proposed definition is more streamlined and removes a range of qualifiers (b – d)) that have marginal benefit. 	<ul style="list-style-type: none"> • The recommended changes are effective and efficient as they will remove ambiguity and promote more certain and confident administration of the PDP.

Costs	Benefits	Effectiveness and Efficiency
	<ul style="list-style-type: none"> • The removal of limb b) will dispense with the potential for confusion and unintended consequences associated with treating a spilt zone as two different sites. Zoning is often determined on the basis of the most appropriate use of the land resource and not, to follow an existing allotment cadastral boundary. The zone boundary should not be used as a surrogate for a site boundary. • Enables consistent application of standards and rules that apply on a 'per site' basis. 	

Attachment 2:

Proposed District Plan - Chapter 24 Wakatipu Basin

24. Wakatipu Basin

24.1 Purpose

This chapter applies to the Wakatipu Basin Rural Amenity Zone (the Zone) and Wakatipu Basin Lifestyle Precinct (the Precinct). The purpose of the Zone is to protect, maintain and enhance the particular character and amenity of the rural landscape which distinguishes the Wakatipu Basin from other parts of the District that are zoned Rural.

A primary focus of the Zone is on protecting, maintaining and enhancing rural landscape and amenity values while noting that productive farming is not a dominant activity in the Wakatipu Basin. To achieve the purpose of the Zone a minimum lot size of 80 hectares is required if subdividing and all buildings except small farm buildings in the Zone require resource consent as a means to ensure rural landscape character and visual amenity outcomes are fulfilled.

A wide range of supportive activities that rely on and seek to locate within the rural landscape resource are contemplated in the Zone including rural living at low densities, recreation, commercial and tourism activities as well as enabling farming and farming related activities. There are also some established industrial type activities that are based on rural resources or support rural type activities.

Land within the District is subject to natural hazards and, where applicable, it is anticipated that development will recognise and manage the risks of natural hazards at the time of subdivision and applications for resource consent for buildings.

Within the Zone, variations in landscape character support higher levels of development in identified Wakatipu Basin Lifestyle Precinct areas. The Precinct provides for rural residential living opportunities within areas where additional development can be absorbed without detracting from the landscape and visual amenity values of the Precinct and the wider landscape character and amenity values of the Zone and its surrounding landscape context.

There is a diversity of topography and landscape character within the Precinct that has a variety of existing lot sizes and patterns of development. The Precinct incorporates a range of rural lifestyle type developments, generally characterised as low-density residential development on rural land. These sites include scattered rural residential, farmlet and horticultural sites. Existing vegetation including shelter belts, hedgerows and exotic amenity plantings characterise the Precinct.

While the Zone and Precinct do not contain Outstanding Natural Features or Landscapes, they do contain part of the District's distinctive and high amenity value landscapes and are located adjacent to or nearby Outstanding Natural Features and Landscapes. Some land within the Precinct has been identified as being of particular landscape sensitivity. A rule requiring a setback of buildings and development from these Identified Landscape Features as shown on the planning maps requires that an assessment is undertaken to ensure the values of these landscapes are maintained.

Development within the Zone or Precinct that is adjacent to or nearby Outstanding Natural Features or Landscapes is to be managed to ensure that the Outstanding Natural Features or Landscapes are protected from inappropriate subdivision, use and development. While there are not specific setback rules for development in relation to Outstanding Natural Features or Landscapes, all buildings except small farm buildings and subdivision require resource consent. Discretion is provided to manage the effects of subdivision, use and development on any adjacent or nearby Outstanding Natural Feature or Landscape, as well as managing the effects on landscape character and visual amenity values within the Zone and Precinct.

In the Precinct a limited opportunity for subdivision is provided with a minimum lot size of 6000m² in conjunction with an average lot size of one hectare (10,000m²). Controls on the location, nature and visual effects of buildings are used to provide a flexible and design led response to the landscape character and visual amenity qualities of the Precinct.

Building location, access, services, earthworks, landscaping, infrastructure and natural hazards are managed through the identification of suitable building platforms at the time of subdivision. These matters as well as the bulk and location, building design and finish may also be assessed at the time of obtaining resource consent for a building.

Pursuant to Section 86B (3) of the Act the following rules have immediate legal effect:

- **Rule 24.4.20 Activities on or over the surface of water bodies.**
- **Rule 24.5.7 Setback of buildings from water bodies.**
- **Rule 24.5.12 Grazing of animals in or on the margin of water bodies.**

24.2 Objectives and Policies

Objectives 24.2.1 to 24.2.4 and related policies apply to the Zone and Precinct. Objective 24.2.5 and related policies apply to the Precinct only.

24.2.1 Objective - landscape and visual amenity values are protected, maintained and enhanced.

Policies

- 24.2.1.1 Implement minimum and average lot sizes within the Wakatipu Basin Rural Amenity Zone and the Wakatipu Basin Lifestyle Precinct to protect landscape character and visual amenity values.
- 24.2.1.2 Ensure subdivision and developments are designed (including accessways, services, utilities and building platforms) to minimise modification to the landform, and maintain and enhance the landscape character and visual amenity values of the Zone.
- 24.2.1.3 Ensure that subdivision and development maintains and enhances the Wakatipu Basin landscape character and visual amenity values identified for the landscape character units as described in Schedule 24.8.
- 24.2.1.4 Maintain and enhance the landscape character and visual amenity values associated with the Zone and Precinct and surrounding landscape context by controlling the colour, scale, form, coverage, location (including setbacks from boundaries and from Identified Landscape Features) and height of buildings and associated infrastructure, vegetation and landscape elements.
- 24.2.1.5 Require all buildings to be located and designed so that they do not compromise the qualities of adjacent or nearby Outstanding Natural Features and Outstanding Natural Landscapes, or of Identified Landscape Features.
- 24.2.1.6 Ensure non-residential activities avoid adverse effects on the landscape character and visual amenity values.
- 24.2.1.7 Control earthworks and vegetation clearance so as to minimise adverse changes to the landscape character and visual amenity values.

- 24.2.1.8 Ensure land use activities protect, maintain and enhance the range of landscape character and visual amenity values associated with the Zone, Precinct and wider Wakatipu Basin area.
- 24.2.1.9 Provide for activities that maintain a sense of openness and spaciousness in which buildings are subservient to natural landscape elements.
- 24.2.1.10 Facilitate the provision of walkway, cycleway and bridle path networks.
- 24.2.1.11 Manage lighting so that it does not cause adverse glare to other properties, roads, public places or the night sky.
- 24.2.1.12 Have regard to the spiritual beliefs, cultural traditions and practices of Tangata Whenua.

24.2.2 Objective – Non-residential activities are compatible with infrastructure, and maintain and enhance landscape character and amenity values.

Policies

- 24.2.2.1 Support commercial, recreation and tourism related activities where these activities protect, maintain or enhance the landscape character and visual amenity values.
- 24.2.2.2 Ensure traffic, noise and the scale and intensity of non-residential activities do not adversely impact on the landscape character and visual amenity values or affect the safe and efficient operation of the roading and trail network or access to public places.
- 24.2.2.3 Restrict the type and intensity of non-residential activities to those which are compatible in visual amenity terms and in relation to other generated effects (e.g. traffic, noise, and hours of operation) with surrounding uses and the natural environment.
- 24.2.2.4 Ensure traffic generated by non-residential development does not individually or cumulatively compromise road safety or efficiency.
- 24.2.2.5 Ensure non-farming activities with potential for nuisance effects from dust, visual, noise or odour effects are located a sufficient distance from formed roads, neighbouring properties, waterbodies and any residential activity.
- 24.2.2.6 Ensure informal airports are located, operated and managed to maintain the surrounding rural amenity, having regard to the differing densities of the Zone and Precinct.

24.2.3 Objective – Reverse sensitivity effects are avoided or mitigated where rural living opportunities, visitor and tourism activities, community and recreation activities occur.

Policies

- 24.2.3.1 Ensure informal airports are not compromised by the establishment of incompatible activities.
- 24.2.3.2 Ensure reverse sensitivity effects on residential lifestyle and non-residential activities are avoided or mitigated.

- 24.2.3.3 Support productive farming activities such as agriculture, horticulture and viticulture in the Zone by ensuring that reverse sensitivity issues do not constrain productive activities.

24.2.4 Objective - Subdivision and land use development maintains and enhances water quality, ecological quality, and recreation values while ensuring the efficient provision of infrastructure.

Policies

- 24.2.4.1 Avoid adverse cumulative impacts on ecosystem services and nature conservation values.
- 24.2.4.2 Provide for improved public access to and the maintenance and enhancement of the margins of waterbodies including Mill Creek and Lake Hayes.
- 24.2.4.3 Provide adequate firefighting water and fire service vehicle access to ensure an efficient and effective emergency response.
- 24.2.4.4 Ensure development does not generate servicing and infrastructure costs that fall on the wider community.
- 24.2.4.5 Ensure development infrastructure is self-sufficient and does not exceed capacities for infrastructure servicing.
- 24.2.4.6 Ensure that other utilities including regionally significant infrastructure are located and operated to maintain landscape character and visual amenity values, having regard to the important function and location constraints of these activities.

24.2.5 Objective - The landscape character and visual amenity values of the Precinct are maintained and enhanced in conjunction with enabling rural residential living opportunities.

Objective 24.2.5 and related policies apply to the Precinct only.

Policies

- 24.2.5.1 Provide for rural residential subdivision, use and development only where it protects, maintains or enhances the landscape character and visual amenity values as described within the landscape character unit as defined in Schedule 24.8.
- 24.2.5.2 Promote design-led and innovative patterns of subdivision and development that maintain and enhance the landscape character and visual amenity values of the Wakatipu Basin overall.
- 24.2.5.3 Provide for non-residential activities, including restaurants, visitor accommodation, and commercial recreation activities while ensuring these are appropriately located and of a scale and intensity that ensures that the amenity, quality and character of the Precinct is retained.
- 24.2.5.4 Implement minimum and average lot size standards in conjunction with building coverage and height standards so that the landscape character and visual amenity qualities of the Precinct are not compromised by cumulative adverse effects of development.

- 24.2.5.5 Maintain and enhance a distinct and visible edge between the Precinct and the Zone.
- 24.2.5.6 Retain vegetation where this contributes to landscape character and visual amenity values of the Precinct and is integral to the maintenance of the established character of the Precinct.

24.3 Other Provisions and Rules

24.3.1 District Wide

Attention is drawn to the following District Wide chapters.

1 Introduction	2 Definitions	3 Strategic Direction
4 Urban Development	5 Tangata Whenua	6 Landscapes
25 Earthworks	26 Historic Heritage	27 Subdivision
28 Natural Hazards	29 Transport	30 Utilities and Energy
31 Signs	32 Protected Trees	33 Indigenous Vegetation and Biodiversity
34 Wilding Exotic Trees	35 Temporary Activities and Relocated Buildings	36 Noise
37 Designations	Planning Maps	

24.3.2 Advice Notes

- 24.3.2.1 A permitted activity must comply with all of the rules and any relevant district wide rules.
- 24.3.2.2 The surface of lakes and rivers are zoned Rural, unless otherwise identified on the Planning Maps as zoned Wakatipu Basin Rural Amenity Zone.
- 24.3.2.3 Guiding Principle: Previous Approvals
- a. Requirements relating to building platforms and conditions of consents, including landscaping or other visual mitigation, that are registered on a site's computer freehold register as part of a resource consent approval by the Council are considered by the Council to remain relevant and will remain binding unless altered or cancelled.
 - b. Applicants may apply to alter or cancel any conditions of an existing resource consent as a component of an application for resource consent for development. Whether it may be appropriate for the Council to maintain, or to alter or cancel these conditions shall be assessed against the extent to which a proposal accords with the objectives and provisions of the Wakatipu Basin Rural Amenity Zone and Wakatipu Basin Lifestyle Precinct.
- 24.3.2.4 These abbreviations for the class of activity status are used in the following tables. Any activity which is not permitted (P) or prohibited (PR) requires resource consent.

P	Permitted	RD	Restricted Discretionary
D	Discretionary	NC	Non-Complying
PR	Prohibited		

24.3.2.5 Clarifications of the meaning of Root Protection Zone, Minor Trimming of a Hedgerow, Minor Trimming, Significant Trimming are provided in Part 32.3.2 of the Protected Trees Chapter 32.

24.3.3 General Rules

24.3.3.1 The Wakatipu Basin Lifestyle Precinct is a sub-zone of the Wakatipu Basin Rural Amenity Zone and all rules in Table 24.1 apply to the Precinct. Where specific rules and standards are identified for the Precinct in Tables 24.2 and 24.3, these shall prevail over the Zone rules in Table 24.1.

24.3.3.2 All activities, including any listed permitted activities shall be subject to the rules and standards contained in Tables 24.1 to 24.3.

24.4 Rules – Activities

Table 24.1 – Activities in the Wakatipu Basin Rural Amenity Zone		Activity Status
24.4.1	Any activity not listed in Tables 24.1 to 24.3.	NC
24.4.2	Farming.	P
<u>Buildings and Residential Activities</u>		
24.4.3	The use of land or buildings for residential activity except as provided for in Table 24.1 or Table 24.2.	P
24.3.4	One residential unit per site.	P
24.4.5	<p>The construction of buildings* including exterior alteration to existing buildings including buildings located within an existing approved/registered building platform area.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Building location scale and form. • External appearance including materials and colours. • Accessways. • Servicing and site works including earthworks. • Retaining structures. • Infrastructure (e.g. water tanks). • Fencing and gates. • External lighting. • Landform modification, landscaping and planting (existing and proposed). 	RD

Table 24.1 – Activities in the Wakatipu Basin Rural Amenity Zone		Activity Status
	<ul style="list-style-type: none"> Natural hazards. <p>*Excludes farm buildings as provided for in Rule 24.4.8</p>	
24.4.6	Residential Flat not exceeding 150m ² and attached to the Residential Unit.	P
24.4.7	<p>Residential Flat not exceeding 150m² that is not attached to the Residential Unit.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> Building location scale and form. External appearance including materials and colours. Accessways. Servicing and site works including earthworks. Retaining structures. Infrastructure (e.g. water tanks). Fencing and gates. External lighting. Landform modification, landscaping and planting (existing and proposed). Natural hazards. 	RD
24.4.8	Farm Buildings	P
24.4.9	The construction of any buildings including the physical activity associated with buildings such as roading, access, lighting, landscaping and earthworks not specifically provided for by any other rule in Table 24.1 or Table 24.2.	D
	<u>Non-Residential Activities</u>	
24.4.10	Roadside stall buildings.	P
24.4.11	Home Occupations.	P
24.4.12	Informal Airports.	P
24.4.13	Retail sales of farm and garden produce and wine grown, reared or produced on-site or handicrafts produced on the site.	P
24.4.14	Retail sales of farm and garden produce and wine grown, reared or produced on-site or handicrafts produced on the site where the access is onto a State Highway.	D
24.4.15	Commercial recreational activities that are undertaken on land, outdoors and involve not more than 12 persons in any one group.	P
24.4.16	Commercial recreational activities that are undertaken on land, outdoors and involve more than 12 persons in any one group.	D
24.4.17	Cafes and restaurants.	D
24.4.18	Residential Visitor Accommodation and Homestays.	P

Table 24.1 – Activities in the Wakatipu Basin Rural Amenity Zone		Activity Status
24.4.19	Visitor Accommodation.	D
24.4.20	Community activities.	D
24.4.21	Activities on or over the surface of water bodies.	D
24.4.22	<p>Industrial Activities directly associated with wineries and underground cellars within a vineyard.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Noise. • Access and parking. • Traffic generation. • Odour. • Hours of operation. • Waste treatment and disposal. 	RD
24.4.23	Any commercial or Industrial activity not otherwise provided for in Table 24.1 including those associated with farming.	NC
24.4.24	<p>Panelbeating, spray painting, motor vehicle repair or dismantling, fibre glassing, sheet metal work, bottle or scrap storage, motorbody building, or any activity requiring an Offensive Trade Licence under the Health Act 1956.</p> <p>Excludes activities undertaken as part of a Farming Activity, Residential Activity or as a permitted Home Occupation.</p>	NC

Table 24.2: Activities in the Wakatipu Basin Lifestyle Precinct		Activity Status
24.4.25	Residential Flat not exceeding 150m ² that is not attached to the principal Residential Unit but is not separated from the principal Residential Unit by more than 6 metres.	D
24.4.26	Residential Flat not exceeding 150m ² that is not attached to the principal Residential Unit and is separated from the principal Residential Unit by more than 6 metres.	NC
	Non-Residential Activities	
24.4.27	<p>Panelbeating, spray painting, motor vehicle repair or dismantling, fibreglassing, sheet metal work, bottle or scrap storage, motorbody building, or any activity requiring an Offensive Trade Licence under the Health Act 1956.</p> <p>Excludes activities undertaken as part of a Farming Activity, Residential Activity or as a permitted Home Occupation.</p>	PR
24.4.28	Informal Airports.	D
24.4.29	Clearance, works within the root protection zone or significant	RD

Table 24.2: Activities in the Wakatipu Basin Lifestyle Precinct		Activity Status
	trimming of exotic vegetation of a height that is greater than 4 metres. Discretion is restricted to: <ul style="list-style-type: none"> • The extent of clearance. • Trimming and works within the root protection zone. 	

24.5 Rules - Standards

The following activity standards apply to all listed activities in Tables 24.1 and 24.2 unless otherwise specified in the Plan provisions.

Rule	Table 24.3 - Standards	Non-compliance status
24.5.1	Building Coverage The maximum building coverage for all buildings shall be 15% of lot area or 500m ² whichever is the lesser. Discretion is restricted to: <ul style="list-style-type: none"> • Building location, character, scale and form. • External appearance including materials and colours. • Landform modification/planting (existing and proposed). 	RD
24.5.2	Setback from Internal Boundaries The minimum setback of any building from internal boundaries shall be 10m. Discretion is restricted to: <ul style="list-style-type: none"> • Building location, character, scale and form. • External appearance including materials and colours. • Landform modification/planting (existing and proposed). 	RD
24.5.3	Height of Buildings The maximum height of any building shall be 6m. Discretion is restricted to: <ul style="list-style-type: none"> • Building location, character, scale and form including the pitch of roofs. • External appearance including materials and colours. • Landform modification/planting (existing and proposed). 	RD
24.5.4	Setback from Roads The minimum setback of any building from road boundaries shall be 20m in the Zone and 75m in the Precinct.	RD

Rule	Table 24.3 - Standards	Non-compliance status
	Discretion is restricted to: <ul style="list-style-type: none"> • Building location, character, scale and form. • External appearance including materials and colours. • Landscaping/planting (existing and proposed). 	
24.5.5	Setback from Identified Landscape Features Any building or accessway shall be located a minimum of 50m from the boundary of any Identified Landscape Feature as defined on the planning maps. Discretion is restricted to: <ul style="list-style-type: none"> • Building location, character, scale and form. • External appearance including materials and colours. • Landform modification/planting (existing and proposed). 	RD
24.5.6	Setback from boundaries of non-residential Buildings Housing Animals The minimum setback from boundaries for any building housing animals shall be 30m. Discretion is restricted to the following: <ul style="list-style-type: none"> • Effects on open space, rural living character and amenity. • Effects on privacy, views and outlook from neighbouring properties and public places. • Reverse sensitivity effects on adjacent properties including odour and noise. • Landform modification/planting (existing and proposed). 	RD
24.5.7	Setback of Buildings from Water bodies The minimum setback of any building from the bed of a wetland, river or lake shall be 30m. Discretion is restricted to the following: <ul style="list-style-type: none"> • Indigenous biodiversity values. • Natural Hazards. • Visual amenity values. • Landscape and natural character. • Open space. 	RD
24.5.8	Farm Buildings <ol style="list-style-type: none"> a) The maximum gross floor area shall be 50m². b) All exterior surfaces shall be coloured in the range of black, browns, greens or greys (except soffits). c) Pre-painted steel and all roofs shall have a reflectance value not greater than 20%. d) All other surface finishes shall have a reflectance value of 	RD

Rule	Table 24.3 - Standards	Non-compliance status
	<p>not greater than 30%.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Building location, character, scale and form. • External appearance including materials and colours. • Landform modification/planting (existing and proposed). 	
24.5.9	<p>Home Occupations</p> <p>a) The maximum net floor area of home occupation activities shall be 150m²;</p> <p>b) No goods materials or equipment shall be stored outside a building; and</p> <p>c) All manufacturing, altering, repairing, dismantling or processing of any goods or articles shall be carried out within a building.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • The nature, scale and intensity of the activity. • Visual amenity from neighbouring properties and public places. • Noise, odour and dust. • Access, safety and transportation. 	RD
24.5.10	<p>Roadside Stall Buildings</p> <p>a) The maximum ground floor area shall be 5m²;</p> <p>b) Buildings shall not be higher than 2.0m from ground level;</p> <p>c) The minimum sight distance from the stall or stall access shall be 250m; and</p> <p>d) The minimum distance of the stall or stall access from an intersection shall be 100m; and, the stall shall not be located on the legal road reserve.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Building location, character, scale and form. • External appearance including materials and colours. • Access and safety. • Parking. 	RD
24.5.11	<p>Retail sales of farm and garden produce and wine grown, reared or produced on-site or handicrafts produced on the site:</p> <p>a) The maximum gross floor area of buildings shall be 25m².</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Building location, character, scale and form. 	RD

Rule	Table 24.3 - Standards	Non-compliance status
	<ul style="list-style-type: none"> • External appearance including materials and colours. • Access safety and transportation effects. • Parking, access and safety. 	
24.5.12	<p>Grazing of animals in or on the margins of waterbodies</p> <p>Stock shall be prohibited from standing in the bed of, or on the margin of a water body where this causes pugging or damage to the margin of the waterbody.</p> <p>For the purposes of this rule:</p> <ul style="list-style-type: none"> • Margin means land within 3.0 metres from the edge of the bed. • Water body and bed have the same meaning as in the RMA, and also includes any drain or water race that goes to a lake or river. 	PR
24.5.13	<p>Glare</p> <p>a) All fixed exterior lighting shall be directed away from adjacent roads and sites.</p> <p>b) Activities on any site shall not result in more than a 3 lux spill (horizontal and vertical) of light to any other site, measured at any point within the boundary of the other site.</p> <p>c) There shall be no upward light spill.</p> <p>Discretion is restricted to:</p> <ul style="list-style-type: none"> • Lighting location and number of lights. • Proximity to roads, public places and neighbours. • Height and direction of lights. • Lux levels. 	RD
24.5.14	<p>Informal Airports</p> <p>Informal Airports that comply with the following standards shall be permitted activities:</p> <p>a) Informal airports shall not exceed a frequency of use of 2 flights* per day;</p> <p>b) Informal airports shall be located a minimum distance of 500 metres from any other zone or the notional boundary of any residential dwelling not located on the same site;</p> <p>c) Informal airports for emergency landings, rescues, fire-fighting and activities ancillary to farming activities.</p> <p>*Advice Note: For the purpose of this Rule a flight includes two aircraft movements i.e. an arrival and a departure.</p>	D

Rule	Table 24.3 - Standards	Non-compliance status
24.5.15	<p>Residential Visitor Accommodation</p> <p>The commercial letting of one residential unit or residential flat per site for up to 3 lets not exceeding a cumulative total of 28 nights per 12 month period.</p>	D
24.5.16	<p>Homestay</p> <p>a) May occur within either an occupied residential unit or an occupied residential flat on a site, and shall not occur within both on a site.</p> <p>b) Shall not exceed 5 paying guests per night.</p>	D

24.6 Non-Notification of Applications

Any application for resource consent for restricted discretionary activities shall not require the written consent of other persons and shall not be notified or limited-notified, with the exception of the following:

- a. Rule 24.5.1 Building coverage.
- b. Rule 24.5.2 Setback from internal boundaries.
- c. Rule 24.5.3 Height of buildings.
- d. Rule 24.5.4 Setback from roads.
- e. Rule 24.5.5 Setback from identified landscape features.

24.7 Assessment Matters-Restricted Discretionary Activities

24.7.1 In considering whether or not to grant consent or impose conditions on a resource consent, regard shall be had to the assessment matters set out at 24.7.3 to 24.7.13.

24.7.2 All proposals for restricted discretionary activities will also be assessed as to whether they are consistent with the relevant objectives and policies for the Zone or Precinct as well as those in Chapters 3-Strategic Direction; Chapter 4- Urban Development, Chapter 6-Landscapes and Chapter 28- Natural Hazards.

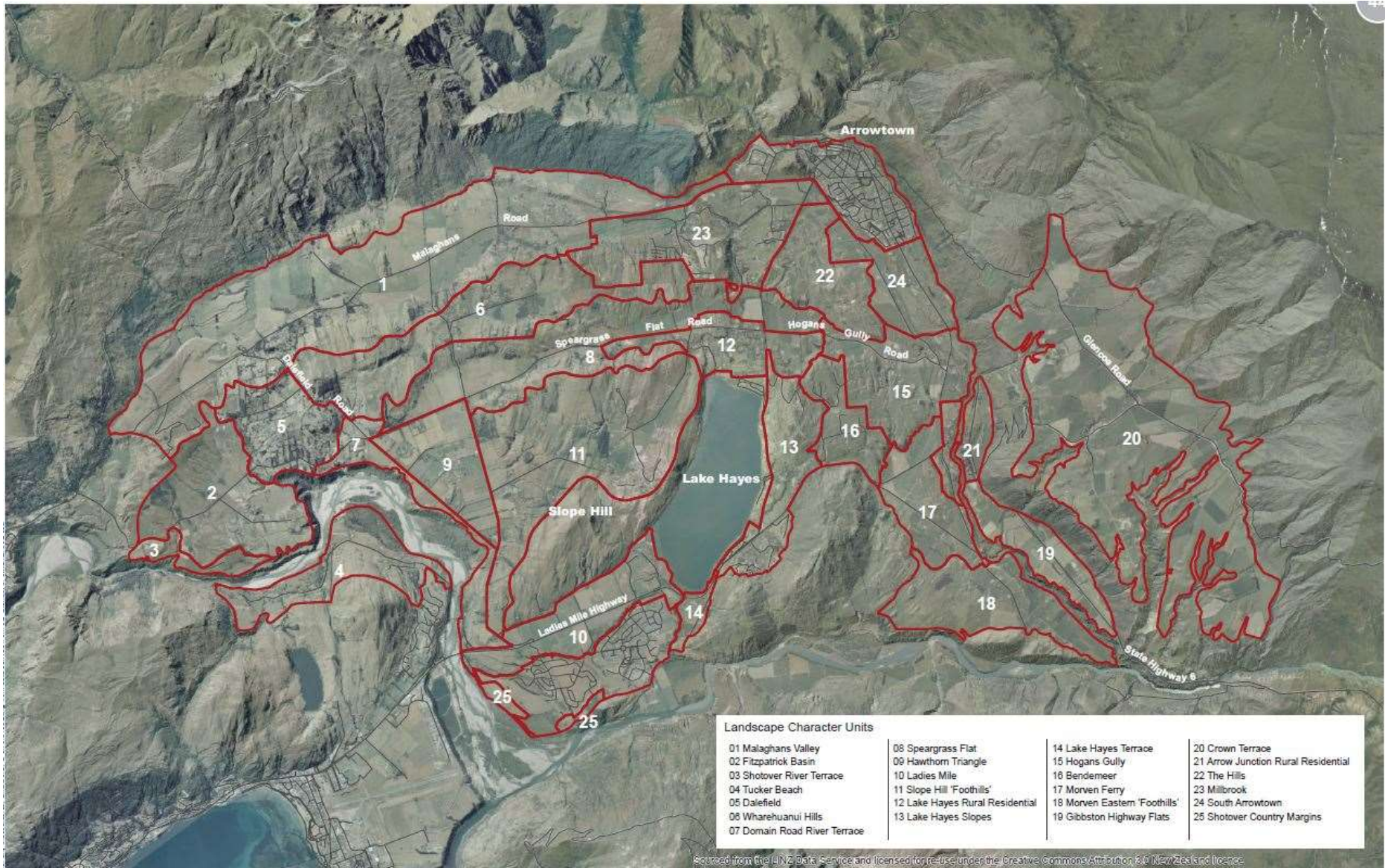
Assessment Matters	
24.7.3	<p>New Buildings (and alterations of existing buildings), Residential Flat, Building Coverage and Building Height Infringements:</p> <p>Landscape and Visual Amenity</p> <p>a) Whether the location, form, scale, design and finished materials including colours of the building(s) adequately responds to the identified landscape character and visual amenity qualities of the landscape character units set out in</p>

Assessment Matters	
	<p>Schedule 24.8 and the criteria set out below.</p> <p>b) The extent to which the location and design of buildings and ancillary elements and the landscape treatment complement the existing landscape character and visual amenity values, including consideration of:</p> <ul style="list-style-type: none"> • building height; • building colours and materials; • building coverage; • design, size and location of accessory buildings; • the design and location of landform modification, retaining, fencing, gates, accessways (including paving materials), external lighting, domestic infrastructure (including water tanks), vegetation removal, and proposed planting; • the retention of existing vegetation and landform patterns; • earth mounding and framework planting to integrate buildings and accessways; • planting of appropriate species that are suited to the general area having regard to the matters set out in Schedule 24.8; • riparian restoration planting; • the retirement and restoration planting of steep slopes over 15° to promote slope stabilisation and indigenous vegetation enhancement; • the integration of existing and provision for new public walkways and cycleways/bridlepaths. <p>c) The extent to which existing covenants or consent notice conditions need to be retained or are otherwise integrated into the proposed development in a manner that delivers optimal landscape character and visual amenity outcomes.</p> <p>d) The extent to which the development maintains visual amenity from public places and neighbouring properties.</p> <p>e) Whether clustering of buildings would offer a better solution for maintaining a sense of openness and spaciousness, or the integration of development with existing landform and vegetation patterns.</p> <p>f) Where a residential flat is not located adjacent to the residential unit, the extent to which this could give rise to sprawl of buildings and cumulative effects.</p> <p>g) The extent to which the development avoids, remedies or mitigates adverse effects on the features, elements and patterns that contribute to the value of adjacent or nearby ONLs and ONFs. This includes consideration of the appropriate setback from such features as well as the maintenance of views from public roads and other public places to the surrounding ONL and ONF context.</p> <p>h) The extent to which development adversely affects other Identified Landscape Features as identified on the planning maps, and in particular the visual amenity values of those features in views from public places outside of the Precinct.</p> <p>i) Whether a Landscape Management Plan or proposed plantings should be subject to bonds and consent notices.</p>
24.7.4	<p>Servicing, hazards, Infrastructure and Access</p> <p>a) The extent to which the proposal provides for adequate on-site wastewater disposal and water supply. The provision of shared infrastructure servicing to</p>

Assessment Matters	
	<p>more than one property is preferred in order to minimise environmental effects.</p> <p>b) The extent to which the proposed access utilises an existing access or provides for a common access in order to reduce visual and environmental effects, including traffic safety, minimising earthworks and vegetation removal.</p> <p>c) Whether adequate provision is made for firefighting activities and provision for emergency vehicles.</p> <p>d) The extent to which the objectives and policies set out in Chapter 28, Natural Hazards, are achieved.</p>
24.7.5	<p>Non-Residential Activities</p> <p>Whether the proposal achieves:</p> <p>a) An appropriate scale and intensity of the activity in the context of the amenity and character of the surrounding area including reference to the identified elements set out in Schedule 24.8 for the relevant landscape character unit.</p> <p>b) Adequate visual amenity for neighbouring properties and from public places.</p> <p>c) Minimisation of any noise, odour and dust.</p> <p>d) Acceptable access and safety.</p>
24.7.6	<p>Boundary and road setbacks</p> <p>Whether the proposal achieves:</p> <p>a) The maintenance of landscape character and visual amenity including reference to the identified elements set out in Schedule 24.8 for the relevant landscape unit.</p> <p>b) The maintenance of views to the surrounding mountain context.</p> <p>c) Adequate privacy, outlook and amenity for adjoining properties.</p>
24.7.8	<p>Setback from boundaries of non-residential Buildings Housing Animals</p> <p>Whether the proposal achieves:</p> <p>a) The maintenance of landscape character and visual amenity including reference to the identified elements set out in Schedule 24.8 for the relevant landscape character unit.</p> <p>b) Minimisation of adverse odour, dust and/or noise effects on any neighbouring properties.</p>
24.7.9	<p>Setback of buildings from Waterbodies</p> <p>Whether the proposal achieves:</p> <p>a) The maintenance or enhancement of indigenous biodiversity values.</p> <p>c) The maintenance or enhancement of landscape character and visual amenity values including reference to the identified elements set out in Schedule 24.8 for the landscape character unit that the proposal falls into.</p> <p>b) The maintenance or enhancement of open space.</p> <p>c) Mitigation to manage any adverse effects of the location of the building including consideration of whether the waterbody is subject to flooding or natural hazards.</p>

Assessment Matters	
24.7.10	<p>Roadside Stalls</p> <p>Whether the proposal achieves:</p> <ul style="list-style-type: none"> a) An appropriate scale and intensity of the activity in the context of the surrounding landscape character and visual amenity values. b) Preservation of visual amenity for neighbouring properties and from public places. c) Minimisation of any noise, odour and dust. d) Adequate parking, access safety and avoids adverse transportation effects.
24.7.11	<p>Retail sales</p> <p>Whether the proposal ensures:</p> <ul style="list-style-type: none"> a) An appropriate scale and intensity of the activity in the context of the surrounding landscape character and visual amenity values. b) Preservation of visual amenity for neighbouring properties and from public places. c) Minimisation of any noise, odour and dust. d) Adequate parking, access safety and avoids adverse transportation effects.
24.7.12	<p>Glare</p> <ul style="list-style-type: none"> a) The effects on adjacent roads and neighbouring sites. b) The extent of likely visual dominance from light fixtures, poles and lux levels. c) The nature and extent of any effects on character and amenity, including the night sky. d) The nature and extent of any effects on privacy, views and outlook from neighbouring properties. e) Whether there will be any reverse sensitivity effects on adjacent properties.
24.7.13	<p>Clearance, works within the root protection zone or significant trimming of exotic vegetation over 4m in height</p> <ul style="list-style-type: none"> a) The degree to which the vegetation contributes to the landscape character and visual amenity values, and the extent to which the clearance or significant trimming would reduce those values. b) The potential for buildings and development to become more visually prominent. c) The merits of any proposed mitigation or replacement plantings. d) The effects on the health and structural stability of the vegetation.

24.8 Schedule 24.8 Landscape Character Units



1: Malaghans Valley

Landscape Character Unit	1: Malaghans Valley
Landform patterns	Relatively open and gently-rolling valley framed by mountain range (Coronet Peak) to the north (outside the LCU), and steeply sloping hillslopes and escarpment faces that define the northern edges of the Fitzpatrick Basin, Dalefield and the Wharehuanui Hills, to the south (within the LCU).
Vegetation patterns	Scattered exotic shelterbelts and shade trees in places. Exotic amenity plantings around dwellings and farm buildings. Patches of scrub and remnant riparian vegetation in gullies. Exotic pasture grasses dominant.
Hydrology	Complex network of streams and overland flow paths draining from the mountain range to the north and the hillslopes to the south. Farm ponds in places.
Proximity to ONL/ONF	Adjoins Coronet Peak ONL (WB) to the north and the roche moutonnée ONF (part of Millbrook: LCU 11).
Character Unit boundaries	North: ONL which corresponds to the toe of the mountain range / study area boundary. East: Millbrook Special Zone, Meadowpark West Special Zone. South: Ridgeline crest of hillslopes and escarpments to the south. West: Study area boundary/ONL boundary.
Land use	Predominantly in pastoral land use with pockets of rural residential evident.
Settlement patterns	Rural residential development tends to be scattered along the elevated hillslopes that enjoy a northern aspect and frame the south side of the unit, and around the Malaghans Road – Dalefield Road intersection. Relatively limited number of consented platforms (given size of LCU) throughout the southern hillslopes and also throughout the valley flats on the north side of the road at the eastern end of the unit (20). Typical lots size: <ul style="list-style-type: none"> • Predominantly 100-500ha. • Some smaller lots at either end of the unit, generally between 10-50ha in size. • Pockets of smaller lots (<4ha and 4-10ha) around the Dalefield Road, Coronet View and the Lower Shotover Road intersections.
Proximity to key route	Malaghans Road comprises an important scenic route between Queenstown and Arrowtown.
Heritage features	Three heritage buildings/features identified in PDP.
Recreation features	No walkways, cycleways etc. through the area. Walkways and scenic roads throughout mountainsides immediately to the north (Coronet Peak Road, etc.)

Landscape Character Unit	1: Malaghans Valley
Infrastructure features	No reticulated sewer or water. Limited stormwater reticulation.
Visibility/prominence	The relatively open character of the unit makes it highly visible in views from Malaghans Road, Coronet Peak Road and the walkways to the north.
Views	Key views relate to: <ul style="list-style-type: none"> • the dramatic open vistas from Malaghans Road (scenic route) of the mountain range to the north; • views out over the unit from the scenic roads and walkways to the north; and, • the attractive, more rural and open vistas across the pastoral valley to the escarpments and hillslopes to the south.
Enclosure/openness	Generally, the landscape unit exhibits a relatively high degree of openness with the landform features on either side providing a strong sense of containment to the valley. In places, plantings provide a localised sense of containment.
Complexity	The hillslopes and escarpment faces to the south of Malaghans Road display a reasonably high degree of complexity as a consequence of the landform and vegetation patterns. The valley floor lacks complexity as a consequence of the landform and vegetation patterns.
Coherence	The relatively simple and legible valley landform pattern, in combination with the predominantly open pastoral character, contributes an impression of coherence. Gully vegetation patterning throughout the hillslopes to the south serves to reinforce the landscape's legibility.
Naturalness	The unit exhibits a relatively high perception of naturalness as a consequence of its predominantly open and pastoral character combined with its proximity to the vastly scaled and relatively undeveloped ONL to the north. In the main, dwellings tend to be well integrated by plantings and or relatively modest, serving to reduce their prominence.
Sense of Place	Generally, the area displays a predominantly working rural landscape character with pockets of (mostly) sympathetic rural residential development evident in places. The valley also serves as an important 'breathing space' between Queenstown and Arrowtown and reads as a sensitive landscape 'transition' to the neighbouring ONL.
Potential landscape issues and constraints associated with additional development	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.

Landscape Character Unit	1: Malaghans Valley
Potential landscape opportunities and benefits associated with additional development	Riparian restoration potential. Potential integration of walkway/cycleway etc. Larger-scaled lots suggest potential for subdivision.
Environmental characteristics and visual amenity values to be maintained and enhanced	Sense of openness and spaciousness associated with predominantly pastoral landscape. Subservience of buildings within the overall unit. Dramatic views from Malaghans Road to the mountain range. Highly attractive rural views from Malaghans Road to the Wharehuanui hillslopes and escarpment faces. Impression of the area as a buffer between Queenstown and Arrowtown. Impression of the area as a sympathetic transition between the wider basin and the surrounding mountain ONL.
Capability to absorb additional development	Very low.

2: Fitzpatrick Basin

Landscape Character Unit	2: Fitzpatrick Basin
Landform patterns	Generally south east / east facing basin landform framed by moderately to steeply sloping hills to the north and west, and a more gently undulating hill system throughout the south (adjoining the steep cliff and terraces framing the Shotover River - LCU 3).
Vegetation patterns	Fragmented and small pockets of woodlot plantings, exotic shelterbelts (in places) and exotic amenity plantings throughout rural residential lots. Mature evergreen vegetation along the Shotover River margins to the south and eastern edges. Pasture grasses and weed species dominate larger lots. Scrub / weeds in gullies throughout northern portion of the unit in particular.
Hydrology	Limited network of streams and overland flow paths draining to the Shotover River.
Proximity to ONL/ONF	Adjoins ONL(WB) on its western and southern edges.
Character Unit boundaries	North: Ridgeline crest. East: Vegetated stream boundary/cadastral pattern. South: Crest of Shotover River cliff/terrace margins. West: ONL/study area boundary.
Land use	Rural lifestyle/hobby farming type uses with rural residential evident. Larger lots appear to be relatively unproductive (e.g. extensive gorse etc. evident).
Settlement patterns	Numerous existing dwellings are evident throughout the basin. Buildings variably contained by vegetation. Buildings and platforms typically located throughout the basin floor, the undulating hill system in the southern portion, or along the southern edges to enjoy views of the Shotover River and ONL backdrop. Several consented but unbuilt platforms (25) with many clustered. Typical lot size: <ul style="list-style-type: none"> • generally 20-50ha lots on the north side of Littles Road; • smaller lots on the south side (<4ha and 4-10ha) with some larger lots (10-20ha).
Proximity to key route	Accessed via a lesser-used route between Dalefield Road and Arthurs Point Road (Littles Road).
Heritage features	One heritage building / feature identified in PDP.
Recreation features	No walkways, cycleways etc. through the area.

Landscape Character Unit	2: Fitzpatrick Basin
Infrastructure features	No reticulated sewer or stormwater. Reticulated water main through part of central area.
Visibility/prominence	The relatively contained landform pattern, in conjunction with the mature evergreen plantings along the Shotover River margins, means that the unit is not particularly prominent in views from the wider basin study area. It is however visible from Tucker Beach (LCU 4). The extensive plantings throughout Dalefield mean that whilst the unit is visible in places, it is not prominent. The area is also visible from the mountain tracks to the north, however the diminishing influences of distance / relative elevation in conjunction with the relative unimportance (visually) of the unit within the wider panorama reduces the unit's prominence.
Views	Key views relate to: <ul style="list-style-type: none"> • the view from the mountain tracks to the north, in which the unit reads as part of a broad swathe of relatively low lying undulating land that extends in a west- east direction across the basin; • the view from Tucker Beach (LCU 4), in which the unit reads as a more open area backdropped by the visually complex and relatively intensively inhabited Dalefield slopes. From within the unit, there are attractive long-range views to the surrounding ONL mountain setting. The southern margins enjoy views of the Shotover River (ONL).
Enclosure/openness	A variable sense of openness throughout the basin. The northern portion is generally more open, with the southern area reading as more enclosed as a consequence of vegetation and localised landform patterns.
Complexity	The undulating hill system, together with its associated vegetation patterns throughout the southern portion of the landscape unit, contributes complexity in this part of the basin.
Coherence	Vegetation patterns do not generally reinforce the landform patterns (excepting scrub and weeds in gully areas). The relatively fragmented vegetation, settlement and land use patterns results in a landscape of limited coherence.
Naturalness	Generally a relatively low perception of naturalness as a consequence of the level of rural residential development (both built and consented but unbuilt).
Sense of Place	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.
Potential landscape issues and constraints associated with additional development	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). Elevated and southern aspect of the north portion. Integration with consented but unbuilt development - potential for adverse cumulative effects.

Landscape Character Unit	2: Fitzpatrick Basin
Potential landscape opportunities and benefits associated with additional development	<p>Visually contained nature of the location (in terms of the wider Wakatipu Basin landscape). Larger-scaled lots suggest potential for subdivision. Riparian restoration potential. Weed management potential. Potential integration of walkways/cycleways etc. Close proximity to Queenstown.</p>
Environmental characteristics and visual amenity values to be maintained and enhanced	<p>Integration of buildings with landform and/or planting. Avoiding built development on the elevated northern slopes that frame the unit. Avoiding built development on the Shotover River cliff/terrace (and ONL) edges. Maintaining the low 'public profile' of the unit with respect to the wider landscape of the Wakatipu Basin.</p>
Capability to absorb additional development	High.
Recommended landscape planning strategies	<p>Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, retaining structures, riparian planting, framework planting to integrate buildings and the integration of walkways/cycleways. Encouraging a comprehensive development plan approach on larger lots to achieve a coordinated and cohesive development outcome. Retention of covenanted and other vegetation features. Retention of open views from Littles Road to the wider mountain setting. Potential for clustering to maintain a sense of openness within the area and views from Littles Road to the wider ONL setting. Minimum 75m building setback from roads. Building setbacks from river terrace edges (minimum 50m). Confinement of buildings to below the 440m contour on the northern hill slopes framing the unit.</p>

3: Shotover River Terrace

Landscape Character Unit	3: Shotover River Terrace
Landform patterns	Flat alluvial river terraces edged by steep hill slopes to the north and river cliffs to the south.
Vegetation patterns	Predominantly exotic vegetation and scrub throughout the steep river cliffs (outside of the LCU). Scattered shade trees and scrub in places, with mown grass and grazed areas evident.
Hydrology	One stream crosses the terrace draining to the Shotover River.
Proximity to ONL/ONF	Adjacent ONL (WB) of the Shotover River and mountain landform (Sugar Loaf) to the south.
Character Unit boundaries	North: Ridgeline crest defining Fitzpatrick Basin LCU. East: Ridgeline crest defining Fitzpatrick Basin LCU. South: Shotover River vegetation-clad cliffs. West: ONL / study area boundary.
Land use	Rural residential and rural lifestyle use (hobby farming etc.). DoC land along southern edge of unit.
Settlement patterns	Generally, dwellings and platforms positioned to enjoy highly attractive views of Shotover River and the ONL mountain backdrop. A limited number of consented but unbuilt platforms (3). Limited access via a private road from Littles Road. Typical lot sizes: mix of lots < 4ha and 4-10ha.
Proximity to key route	Accessed via a lesser-used route between Dalefield Road and Arthurs Point Road (Littles Road).
Heritage features	No features identified in PDP.
Recreation features	No walkways / cycleways etc. through the area. DoC land.
Infrastructure features	No reticulated sewer. Limited reticulated water / stormwater in places.
Visibility/prominence	The containment of the hill slopes to the north means that visibility is limited to the Shotover corridor, the elevated landform to the south, and parts of the Tucker Beach LCU. Overall, the unit is not prominent within the wider basin landscape.
Views	The unit affords attractive mid-range views along the river, and to the Sugar Loaf and Ferry Hill ONL backdrop.

Landscape Character Unit	3: Shotover River Terrace
Enclosure/openness	A moderate sense of openness within the unit as a consequence of the limited vegetation patterns. Overall, the large-scale landforms framing the local area (particularly to the south) contribute a sense of containment.
Complexity	Steep slopes between the terrace and Fitzpatrick Basin provide localised complexity in places.
Coherence	Generally, a relatively low level of coherence as a consequence of varying landform and vegetation patterns.
Naturalness	A moderate sense of naturalness as a consequence of the landform separation of this area from the neighbouring Fitzpatrick Basin, its proximity to the Shotover and its aspect adjacent an undeveloped ONL area on the opposite side of the river.
Sense of Place	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.
Potential landscape issues and constraints associated with additional development	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. Southern aspect. A very private landscape with virtually no public access. Generally relatively small-scaled lots.
Potential landscape opportunities and benefits associated with additional development	Close proximity to Queenstown. Contained nature of location. Riparian restoration potential. Potential for integration of walkways/cycleways etc. associated with riverscape.
Environmental characteristics and visual amenity values to be maintained and enhanced	Sense of (relative) remoteness and connection with the riverscape and surrounding mountains.
Capability to absorb additional development	Low

4: Tucker Beach

Landscape Character Unit	4: Tucker Beach
Landform patterns	Flat alluvial river terraces edged and interspersed by steep hill slopes with steep river cliffs along northern edge.
Vegetation patterns	Predominantly exotic vegetation and scrub throughout the steep river cliffs (outside of the LCU) and hill slopes. Exotic amenity plantings around dwellings. Scattered shade trees and scrub in places, with mown grass and grazed areas evident.
Hydrology	The streams drain from Ferry Hill/Lake Johnson environs into the unit.
Proximity to ONL/ONF	Adjacent ONL (WB) of the Shotover River and mountain landform (Ferry Hill environs) to the south.
Character Unit boundaries	North: Shotover River vegetation clad cliffs/ONL. East: Quail Rise urban area. South: ONL/study area boundary. West: ONL/study area boundary.
Land use	Rural residential with some working rural uses evident throughout the land at the western end of the unit. A substantial portion of the undeveloped land at the western end of the unit is in DoC ownership.
Settlement patterns	Generally, dwellings and platforms positioned to enjoy highly attractive views of Shotover River and the ONL mountain backdrop. Numerous consented but unbuilt platforms (20). Typical lot size: <ul style="list-style-type: none"> • central and eastern end of the unit < 4ha (with the odd larger lot: 20-50ha); • western end of the unit: over 500ha.
Proximity to key route	Accessed via a dead - end road.
Heritage features	No buildings / features identified in PDP.
Recreation features	No walkways / cycleways etc. through the area. Substantial DoC reserve land within the central / western portion of the unit.
Infrastructure features	Reticulated water and (some) stormwater / sewer throughout central and western end of the unit. Western end- no reticulated services.
Visibility/prominence	The containment of the hill slopes to the south means that visibility is limited to the Shotover corridor, the river terraces to the south, and the upper reaches of Fitzpatrick Basin / Dalefield. The lower lying central and northern portions of the unit are not prominent within the wider basin landscape. The elevated hill slopes along the south edge of the unit are locally prominent.

Landscape Character Unit	4: Tucker Beach
Views	The unit affords attractive mid-range views along the river, and to the wider ONL mountain and hill context.
Enclosure/openness	A varying sense of openness within the unit as a consequence of vegetation patterns. Overall, the large-scale landforms framing the local area (particularly to the south) contribute a sense of containment.
Complexity	Steep slopes and plantings provide localised complexity in places.
Coherence	A relatively low level of coherence as a consequence of varying landform and vegetation patterns.
Naturalness	A moderate sense of naturalness throughout the western end of the unit as a consequence of the limited level of built development, its proximity to the Shotover and its position adjacent an undeveloped ONL area. The central and eastern end of the unit is considerably more developed and therefore has a lower perception of naturalness. Reinforced by the close proximity of Quail Rise.
Sense of Place	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.
Potential landscape issues and constraints associated with additional development	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. 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. Visibility of the development throughout the elevated slopes along the southern edge of the unit.
Potential landscape opportunities and benefits associated with additional development	Close proximity to Queenstown. Relatively contained nature of location. Riparian restoration potential. Potential for integration of walkways/cycleways etc. associated with riverscape. Integration of defensible edges with additional subdivision. Integrating effect of existing development context throughout eastern end of the unit in particular. Easy topography along central and northern portion of the unit. Close proximity of urban infrastructure.
Environmental characteristics and visual amenity values to be maintained and enhanced	Sense of (relative) remoteness and connection with the riverscape and surrounding mountains at the western end of the unit. Integration of buildings via planting.
Capability to absorb additional development	Low (at western end) Moderate-High (throughout central and eastern end of the unit)

Landscape Character Unit	4: Tucker Beach
<p>Recommended landscape planning strategies (for the central and eastern end of the unit)</p>	<p>Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, riparian planting, framework planting to integrate buildings and integration of walkway/cycleway routes linking with the DoC Reserve.</p> <p>Retention of covenanted vegetation features.</p> <p>Integration of clearly legible and robust defensible edges.</p> <p>Confinement of buildings to below the 400m contour on the south side of the unit.</p> <p>Minimum 75m building setback from roads.</p> <p>Building setbacks from river terrace edges (minimum 50m).</p> <p>Should an urban density be preferred at the eastern end of the unit, requirement for a Structure Plan process to achieve a coordinated and cohesive development outcome with a clearly legible and robust defensible edge at the western end of the urban area and confinement of buildings to below the 400m contour on the south side of the unit.</p>

5: Dalefield

Landscape Character Unit	5: Dalefield
Landform patterns	South-west facing hillside that effectively frames the eastern side of the Fitzpatrick Basin.
Vegetation patterns	Extensive patterning of exotic shelterbelts, hedgerows and exotic amenity plantings around dwellings. Some exotic woodlots. Mix of grazed and mown grass.
Hydrology	Two streams drain across the unit to the Shotover. Third stream drains eastwards to the Wharehuanui Hills LCU.
Proximity to ONL/ONF	Unit does not adjoin ONL or ONF; however, has longer-range views to the surrounding ONL mountain context.
Character Unit boundaries	North: Ridgeline crest defining Malaghans Valley LCU. East: Dalefield Road, vegetation and cadastral patterns. South: study area boundary/ONL. West: Vegetation and cadastral patterns.
Land use	Rural lifestyle/hobby farming and rural residential land uses dominate.
Settlement patterns	Dwellings scattered throughout the entire unit. Very few consented yet unbuilt platforms (6). Typical lot sizes: predominantly <4ha with some 4-10ha.
Proximity to key route	Accessed via a lesser-used route between Dalefield Road and Arthurs Point Road (Littles Road) and Dalefield Road itself.
Heritage features	No heritage buildings/features identified in PDP.
Recreation features	No walkways/cycleways etc. through the area.
Infrastructure features	No reticulated sewer, water or stormwater.
Visibility/prominence	Despite the elevated hillslope location, the extensive vegetation throughout Dalefield means that development within the area is generally well screened/integrated. That said, the area is visible from the mountain tracks to the north however the diminishing influences of distance/relative elevation in conjunction with the relative unimportance (visually) of the unit within the wider panorama reduces the unit's prominence.
Views	The unit affords attractive long-range views to the surrounding ONL mountain setting (above or framed by vegetation). The unit is visible from the neighbouring Fitzpatrick Basin (Landscape Character Unit 2) and from the river terraces and ONL mountain slopes (Sugar Loaf and Ferry Hill) on the south side of the Shotover River (i.e. Tucker Beach: LCU 4 environs).

Landscape Character Unit	5: Dalefield
Enclosure/openness	A high level of enclosure and containment as a consequence of the vegetation patterning.
Complexity	The extensive vegetation patterns contribute a high degree of complexity.
Coherence	The coherence of the extensive vegetation patterns is compromised by the varied planting characters evident throughout individual lots.
Naturalness	Generally a relatively low perception of naturalness as a consequence of the level of rural residential development. Whilst many buildings are well integrated by plantings (and therefore visually discreet), the varied and complex patterning of the plantings reinforces the lot arrangement.
Sense of Place	Generally, the area reads as a well-established and reasonably intensively-inhabited leafy rural residential landscape.
Potential landscape issues and constraints associated with additional development	Very few larger-scaled lots. Existing platform and lot arrangement together with the vegetation patterning is likely to make it very difficult to locate new building platforms.
Potential landscape opportunities and benefits associated with additional development	Close proximity to Queenstown. Relatively visually discreet nature of the location (primarily due to vegetation patterning). Riparian planting potential. Potential to integrate walkways/cycleways.
Environmental characteristics and visual amenity values to be maintained and enhanced	Unobtrusiveness of buildings and their integration via planting.
Capability to absorb additional development	High (Potentially limited by existing building, vegetation and lot patterns.)
Recommended landscape planning strategies	Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, retaining structures, riparian planting, framework planting to integrate buildings and the integration of walkways/cycleways. Minimum 75m building setback from roads. Building setbacks from river terrace edges to the south edges of the unit and from ridgeline crests coinciding along the north edges of the unit (minimum 50m). Retention of covenanted and other vegetation features.

6: Wharehuanui Hills

Landscape Character Unit	6: Wharehuanui Hills
Landform patterns	Elevated moraine landform with plateaus, hummocky hills, and remnant kettle lakes. Many of the latter have been converted into amenity pond features.
Vegetation patterns	Scattered exotic shelterbelts and shade trees throughout pastoral areas. Exotic shelterbelts and park-like amenity plantings throughout rural residential lots with native vegetation to pond and watercourse margins. Patches of scrub in gullies. Mix of grazed and mown grass.
Hydrology	Numerous pond and wetland areas together with short watercourses and overland flow paths.
Proximity to ONL/ONF	Unit does not adjoin ONL or ONF; however, has open, longer-range views to the surrounding ONL mountain context.
Character Unit boundaries	North: Ridgeline crest defining Malaghans Valley LCU. East: Millbrook Structure Plan area. South: Ridgeline crest defining Speargrass Flat LCU. West: Dalefield Road.
Land use	A mix of rural and rural residential land uses evident.
Settlement patterns	Generally, dwellings are located clear of wet areas, positioned to enjoy long-range mountain views and sited to optimise the screening/privacy benefits of the localised hummock landform patterning and vegetation patterns. Relatively few consented but unbuilt platforms (9). Typical lot sizes: predominantly 20-50ha lots with pockets of 4-10ha and < 4ha.
Proximity to key route	Located away from key vehicular route, i.e. accessed via a dead-end road (Mooney Road) or via long driveways off Speargrass Flat Road, Dalefield Road or Lower Shotover Road.
Heritage features	No heritage buildings / features identified in PDP.
Recreation features	No walkways / cycleways etc. through the area.
Infrastructure features	No reticulated sewer, water or stormwater.
Visibility/prominence	The elevated and hummocky character of the central portion of the unit is not particularly prominent in terms of the wider basin landscape. The hills and escarpments along the north and south edges of the unit are however highly visible from the surrounding lower lying areas (noting that these areas have been included in the adjacent Landscape Character Units i.e. LCU1 and LCU 8). The area is visible from the (ONL) mountain tracks to the north however the diminishing influences of distance/relative elevation in conjunction with the relative unimportance (visually) of the unit within the wider panorama reduces the unit's prominence.

Landscape Character Unit	6: Wharehuanui Hills
Views	The unit affords attractive long-range views to the surrounding ONL mountain setting. The containment of localised hummocks means that few dwellings within the unit are visible from the surrounding area (excepting the more distant areas at a higher elevation). In views from the mountain tracks to the north, the unit reads as part of a broad swathe of relatively low lying undulating land that extends in a west - east direction across the basin.
Enclosure/openness	A variable sense of openness and containment. Smaller lots tend to exhibit a more enclosed and contained character as a consequence of vegetation patterns. The hummocky landform pattern also serves to create a sense of containment.
Complexity	Generally, a relatively complex landscape as a consequence of the landform and vegetation patterns. The configuration of smaller lots and their associated boundary plantings adds to the complexity.
Coherence	Vegetation patterns generally do not reinforce landform features (excepting pond and stream plantings), which results in the perception of a landscape lacking coherence. This is reinforced by the varying character of plantings evident on individual properties and the wide range of architectural styles evident.
Naturalness	Generally, a limited perception of naturalness as a consequence of the level of rural residential development evident, and the relatively contrived (albeit in the main, attractive) character of plantings.
Sense of Place	Generally, the area reads as a rural residential landscape in which buildings are reasonably well integrated by landform and vegetation. Whilst larger more 'rural' lots are evident, overall the amenity plantings throughout tend to contribute a parkland rather than a working rural landscape impression.
Potential landscape issues and constraints associated with additional development	Poor drainage/wet areas. Potential visibility of development along the north and south ridgeline edges of the unit. Accessways and large-scale buildings have the potential to compromise the distinctive hummocky landform pattern.
Potential landscape opportunities and benefits associated with additional development	Relatively visually discreet nature of the majority of the unit (due to landform and, to a lesser degree, vegetation patterns). Integration potential of landform pattern. Large-scaled lots suggest potential for subdivision. Riparian restoration potential. Potential to integrate walkways/cycleways.

Landscape Character Unit	6: Wharehuanui Hills
Environmental characteristics and visual amenity values to be maintained and enhanced	Landform patterning. Integration of buildings with landform and planting. Set back of buildings from the ridgeline crests to the north and south edges of the unit.
Capability to absorb additional development	High
Recommended landscape planning strategies	Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, retaining structures, riparian planting, framework planting to integrate buildings and the integration of walkways/cycleways. Building setback from ridgeline crests coinciding with the north and south edges of the unit (minimum 50m). Minimum 75m building setback from roads. Encouraging a comprehensive development plan approach on larger lots to achieve a coordinated and cohesive development outcome. Retention of covenanted and other vegetation features.

7: Domain Road Shotover Terrace

Landscape Character Unit	7: Domain Road Shotover Terrace
Landform patterns	Flat alluvial river terrace edged by steep vegetation-clad river cliffs to the west.
Vegetation patterns	Predominantly exotic vegetation and weeds throughout steep river cliffs (outside of LCU). Scattered exotic shade trees, shelterbelts and amenity plantings around buildings. Mix of grazed and mown grass.
Hydrology	No streams, ponds or wetlands evident.
Proximity to ONL/ONF	Western boundary adjoins Shotover River ONL(WB).
Character Unit boundaries	North: the toe of the Wharehuanui / Dalefield hill slopes, vegetation / cadastral patterning. East: Domain Road, the Hawthorn Triangle hedging and Lower Shotover Road. South: SH6 cutting. West: Shotover River ONL.
Land use	Rural residential and rural lifestyle/hobby farming uses dominate. Some tourist accommodation.

Landscape Character Unit	7: Domain Road Shotover Terrace
Settlement patterns	Generally, dwellings are located to enjoy close-range views of the Shotover River corridor and wider mountain views. Several consented but unbuilt platforms along the south and north end of Domain Road (8 in total). Dwellings accessed from Spence Road (towards the south end of the unit) generally well integrated by plantings. Typical lot sizes: predominantly < 4ha or 4-10ha.
Proximity to key route	The southern end of the unit is close to SH6, a key route between Queenstown, Arrowtown, Wanaka, Cardrona, the Gibbston Valley and Cromwell.
Heritage features	Two heritage buildings/features identified in PDP, including the Old Shotover River Bridge at the southern end of the unit.
Recreation features	A council walkway/cycleway runs along the western edge of the south portion of the unit (i.e. along the Shotover). This forms part of the Queenstown Trail 'Countryside Ride' route.
Infrastructure features	No reticulated sewer or stormwater. Reticulated water in north and central parts of the unit.
Visibility/prominence	The dense plantings associated with the Hawthorn Triangle to the east means that visibility is limited to the Shotover corridor, the elevated hills to the east (Slope Hill ONF environs), Quail Rise/LCU4 to the west and Lower Shotover Road to the east. The area is generally not visible from SH6 (highway in substantial cutting), although is visible in part from the Shotover Bridge.
Views	The unit affords highly attractive views of the Shotover corridor and ONL mountain backdrop beyond. The unit is of importance in views from the river corridor, the walkway/cycleway route, Quail Rise, the highway Shotover Bridge (in part) and the Old Shotover River Bridge.
Enclosure/openness	There is a variable sense of enclosure throughout the unit as a consequence of vegetation patterns. The central portion of the unit is generally more open in character.
Complexity	The terrace landform patterning, together with the limited vegetation patterning throughout the central portion of the unit, results in a relatively low level of complexity. The more varied topography and vegetation in the north and south makes these areas more complex.
Coherence	A relatively low level of coherence as a consequence of the variance between landform and vegetation patterns.
Naturalness	A limited sense of naturalness as a consequence of the level of rural residential development, the proximity of the southern part of the unit to SH6, and the proximity to development within LCU 4 (Tucker Beach) and the Quail Rise Structure Plan Area. This is countered to a degree by the scale and undeveloped character of the Shotover River corridor in very close proximity.

Landscape Character Unit	7: Domain Road Shotover Terrace
Sense of Place	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.
Potential landscape issues and constraints associated with additional development	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. Proximity of popular walkway/cycleway route. 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. Integration with consented but unbuilt development - potential for adverse cumulative effects.
Potential landscape opportunities and benefits associated with additional development	Larger-scaled lots suggest potential for subdivision. Close proximity to Queenstown. 'Developed' context. Easy topography.
Environmental characteristics and visual amenity values to be maintained and enhanced	Connection with riverscape. Set back of buildings from river cliff/ONL edges. Integration of buildings with plantings.
Capability to absorb additional development	Moderate-High
Recommended landscape planning strategies	Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, retaining structures, framework planting to integrate buildings and integration of development layout with walkway/cycleway route. Encouraging a comprehensive development plan approach on larger lots to achieve a coordinated and cohesive development outcome. Retention of covenanted and other vegetation features. Minimum 75m building setback from roads. Building setbacks from river terrace edges (minimum 50m).

8: Speargrass Flat

Landscape Character Unit	8: Speargrass Flat
Landform patterns	Relatively open pastoral flat framed by the south-facing slopes of the Wharehuanui Hills to the north, and the steep margins of the Slope Hill 'Foothills' to the south.
Vegetation patterns	Scattered exotic shelterbelts and patches of mixed scrubland in gullies. Isolated bush fragment to eastern end. Exotic pasture grasses dominate.
Hydrology	A series of watercourses and overland flow paths drain southwards across Speargrass Flat from the Wharehuanui Hills to Lake Hayes.
Proximity to ONL/ONF	Unit does not adjoin ONL or ONF; however, has open longer-range views to surrounding ONL mountain context.
Character Unit boundaries	North: ridgeline crest, Millbrook Structure Plan area. East: crest of hill slopes, Lake Hayes Rural Residential landuse pattern/cadastral boundaries, Speargrass Flat Road. South: ridgeline crest, Hawthorn Triangle hedging. West: vegetation patterns/stream.
Land use	Predominantly pastoral land use with sparsely scattered rural residential lots.
Settlement patterns	Dwellings tend to be well separated and framed by plantings, or set into localised landform patterns. Generally dwellings are located on the flat land adjacent the road although a very limited number of consented but unbuilt platforms located on elevated hill slopes to the south (that enjoy northern aspect). Overall very few consented but unbuilt platforms (3). Typical lot sizes: the majority of lots are over 50ha.
Proximity to key route	Located away from a key vehicular route.
Heritage features	Two heritage buildings/features identified in PDP.
Recreation features	Speargrass Flat Road is identified as a Council walkway/cycleway. Forms part of Queenstown Trail 'Countryside Ride'.
Infrastructure features	No reticulated sewer or stormwater. Reticulated water in places.
Visibility/prominence	The relatively open character of the unit makes it highly visible from the public road network and the elevated hills to the north and south.
Views	Key views relate to the open and spacious pastoral outlook from Speargrass Flat Road (including the walkway/cycleway route) across to the escarpment faces and hillslopes flanking the valley, backdropped by mountains.

Landscape Character Unit	8: Speargrass Flat
Enclosure/openness	The landform features to the north and south providing a strong sense of containment to the relatively open valley landscape.
Complexity	The hillslopes and escarpment faces to the north and south display a reasonably high degree of complexity as a consequence of the landform and vegetation patterns. The valley floor itself displays a relatively low level of complexity as a consequence of its open and flat nature.
Coherence	The relatively simple and legible bold valley landform pattern, in combination with the predominantly open pastoral character, contributes an impression of coherence. Gully vegetation patterning serves to reinforce the landscape legibility in places.
Naturalness	The area displays a reasonable degree of naturalness as a consequence of the relatively limited level of built development evident.
Sense of Place	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. 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.
Potential landscape issues and constraints associated with additional development	Absence of a robust edge to the Lake Hayes Rural Residential LCU makes Speargrass Flat vulnerable to 'development creep'. Open character, in combination with walkway / cycleway, makes it sensitive to landscape change.
Potential landscape opportunities and benefits associated with additional development	Larger-scaled lots suggest potential for subdivision. 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. Riparian restoration potential. Easy topography.
Environmental characteristics and visual amenity values to be maintained and enhanced	Sense of openness and spaciousness as a 'foil' for the more intensively developed rural residential areas nearby. Views from Speargrass Flat Road to the largely undeveloped hillslopes and escarpment faces to the north and south. Integration of buildings with landform and/or planting.
Capability to absorb additional development	High: around Lake Hayes Rural Residential LCU 12 edges. Low: Elsewhere.

Landscape Character Unit	8: Speargrass Flat
Recommended landscape planning strategies (around Lake Hayes Rural Residential LCU 12)	<p>Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, riparian planting, framework planting to integrate buildings and integration of development layout with walkway/cycleway route.</p> <p>Confining new buildings to the flat land and below the 360m contour on the north eastern side of the Hogans Gully/Speargrass Flat Road/Arrowtown Lake Hayes Road intersection.</p> <p>Minimum 75m building setback from roads.</p> <p>Encouraging a comprehensive development plan approach on larger lots to achieve a coordinated and cohesive development outcome.</p> <p>Integration of a clearly legible and robust defensible edge (based on stream feature/landforms).</p>

9: Hawthorn Triangle

Landscape Character Unit	9: Hawthorn Triangle
Landform patterns	<p>Flat alluvial river terrace landform.</p> <p>Localised (man-made) mounding within the triangle to assist the integration of dwellings and provide privacy.</p>
Vegetation patterns	<p>Tall hawthorn hedging around almost all three sides of the triangle. Elsewhere exotic shelterbelt plantings.</p> <p>Extensive parkland and amenity plantings within the triangle.</p> <p>Mown grass.</p>
Hydrology	<p>Sporadic amenity ponds and truncated streams.</p>
Proximity to ONL/ONF	<p>Unit does not adjoin ONL or ONF; however, has mid and longer-range views above the hedging and tree plantings to the ONL mountain context.</p>
Character Unit boundaries	<p>North: Speargrass Flat Road and shelterbelt/hawthorn hedging.</p> <p>East/South: Domain Road and hawthorn hedging.</p> <p>West/South: Lower Shotover Road and hawthorn hedging.</p>
Land use	<p>Rural residential.</p>
Settlement patterns	<p>Densely configured arrangement of consistently high value rural residential dwellings.</p> <p>Dwellings set into mounding and a planted parkland character.</p> <p>A high number of consented but unbuilt platforms (43).</p> <p>Evidence of a high degree of consistency in terms of building development controls (height, colours, fencing, etc.)</p> <p>Overall a distinctly large-lot suburban character.</p> <p>Typical lot sizes: predominantly under 4ha. Largest lots in the 4-10ha range.</p>

Landscape Character Unit	9: Hawthorn Triangle
Proximity to key route	Located away from a key vehicular route.
Heritage features	One heritage building / feature identified in PDP.
Recreation features	A council walkway / cycleway runs along the south portion of Domain Road edging the triangle, then dog-legs through the unit, emerging to run along the north end of the Lower Shotover Road bordering the triangle. Forms part of Queenstown Trail 'Countryside Ride'.
Infrastructure features	No reticulated sewer or stormwater. Reticulated water in several locations.
Visibility/prominence	The dense evergreen hedging around the unit's edges serve to screen views into the area from the surrounding road network and properties. The quite distinctive patterning of the triangle as a consequence of its shape, reinforced by the vegetation patterns and contrasting density of development in comparison to the surrounds, makes it a distinctive element in views from the elevated surrounds.
Views	Key views relate to the strongly framed corridor views along the roads bordering the triangle. In many places, the roadside plantings serve to block views from the road to the surrounding mountain context. Other key views relate to the elevated views from Slope Hill environs to the east and the views from the walkway/cycleway route that passes through the unit.
Enclosure/openness	The unit displays a strong sense of enclosure as a consequence of vegetation patterns.
Complexity	The extensive plantings throughout the unit contribute a relatively high degree of complexity. The frequency of buildings and to a lesser degree, mounding adds to this complexity.
Coherence	The relatively limited palette of species and application of (what would appear to be) relatively consistent building development controls (building height, building colours, fencing, etc.) suggests a reasonable degree of coherence. However, the very flat topography and perimeter screen limits an appreciation of this coherence from the roads and landscape around the unit (excepting elevated vantage points).
Naturalness	The unit exhibits a low degree of naturalness as a consequence of the density of existing rural residential development and the relatively contrived character of much of the plantings.
Sense of Place	Generally, the triangle displays a large-lot suburban parkland character. 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. This planting does, however, significantly diminish an awareness of the density of development within the triangle from the immediate surrounds (excepting elevated areas).

Landscape Character Unit	9: Hawthorn Triangle
Potential landscape issues and constraints associated with additional development	Very few larger-scaled lots. Existing platform and lot arrangement, together with mounding and vegetation patterns (which may be covenanted), may physically constrain additional development. Proximity of popular walkway/cycleway route. Integration with consented but unbuilt development - potential for 'internal' adverse cumulative effects (i.e. effects within the triangle).
Potential landscape opportunities and benefits associated with additional development	The enclosed and screened nature of the area suggests the potential to integrate additional development with minimal impact on the wider Basin landscape. Close proximity to Queenstown. Easy topography.
Environmental characteristics and visual amenity values to be maintained and enhanced	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.
Capability to absorb additional development	High (Potentially limited by existing building, mounding, and vegetation patterns.)
Recommended landscape planning strategies	Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, framework planting to integrate buildings, mounding and integration of development layout with walkway/cycleway route. Minimum 75m building setback from roads particularly where there is no protected vegetation to provide a screen. Retention of covenanted and other vegetation features (in particular, the hawthorn hedging around the edges of the LCU).

10: Ladies Mile

Landscape Character Unit	10: Ladies Mile
Landform patterns	Largely flat alluvial river terrace landform spanning between the Shotover River and Lake Hayes. Adjacent the waterbodies at either end, the terrace is stepped.
Vegetation patterns	A fragmented patterning of exotic shelterbelts and scattered exotic amenity plantings around dwellings. Exotic river terrace, lake and river margin vegetation. Horticultural plantings in places.
Hydrology	No ponds and wetlands evident. A very short length of stream on the north side of Ladies Mile Highway.
Proximity to ONL/ONF	North boundary adjoins the Slope Hill ONF (WB). East boundary adjoins Lake Hayes ONF and west boundary adjoins the Shotover River ONL(WB). Longer range views to surrounding ONL mountain context.
Character Unit boundaries	North: Slope Hill ONF, cadastral boundary. East: Lake Hayes ONF. South: Shotover Country, Queenstown Country Club SHA, Lake Hayes Estate. West: Shotover River, Lower Shotover Road.
Land use	Predominantly rural residential with rural uses evident. A large scale retirement village (Queenstown Country Club SHA) has been recently consented on the south side of Ladies Mile Highway (unbuilt). Urban development to the south of the LCU set on lower lying terraces (Lake Hayes Estate, Shotover Country).
Settlement patterns	Dwellings tend to be set well back from the busy highway. Numerous consented but unbuilt platforms evident (36). A quite dense large-lot suburban pattern associated with the rural residential development in places, although the set back from the highway means that there is a limited awareness from the road (McDowell Drive environs). The SHA extends from Lakes Hayes Estate into the river terrace landform associated with Ladies Mile and serves to sever the south side of the LCU into two. The SHA buildings are set back 75m from the highway edge and fronted by orchard, parkland tree plantings and grazing land. Building heights within the SHA that coincide with Ladies Mile LCU range from one storey to three storey. Typical lot sizes: predominance of lots are less than 10ha with 3 lots in the 20-50ha range and 3 over 10ha (albeit straddling the adjacent ONL).
Proximity to key route	SH6 passes through the centre of the LCU and comprises a key vehicular route between Queenstown, Arrowtown, Wanaka, Cardrona, Gibbston Valley and Cromwell.
Heritage features	Approximately seven heritage buildings/features identified in PDP.

Landscape Character Unit	10: Ladies Mile
Recreation features	A Council walkway / cycleway route along the eastern end of the unit linking Lake Hayes Estate with the Lake Hayes circuit. Forms part of the Queenstown Trail 'Commuter Ride'. (NB cycleway runs from the Shotover Bridge along the river edge south of Lake Hayes Estate etc. to link with the Commuter Ride).
Infrastructure features	No reticulated services within the area however adjacent fully serviced urban development (Shotover Country, Lakes Hayes Estate) and reasonable to expect that the Queenstown Country Club SHA within the unit will be fully serviced.
Visibility/prominence	The unit is, for the most part, highly visible from SH6 and the Field Access Road up the Remarkables to the south. The lower-lying character and large-scale cut slopes adjacent the highway at the western end of the LCU means that this western portion (south of SH6) is relatively visually discreet.
Views	Key views relate to the open and relatively uncluttered views from SH6 southwards across the open and predominantly pastoral LCU to the dramatic mountain sequence framing the south side of the basin and Lake Wakatipu, and northwards to Slope Hill. The dramatic character of the views together with their marked contrast with the outlook afforded from SH6 further to the west (i.e. Frankton Flats) make them highly memorable. It is acknowledged that the approved Queenstown Country Club SHA will significantly alter this impression. The LCU also affords highly attractive vistas out across Lake Hayes. In more elevated views, the area also forms a distinctive green swathe, contrasting with the urban development of Shotover Country, Lake Hayes Estate immediately to the south and the approved SHA (unbuilt) on the terrace.
Enclosure/openness	The unit itself displays a relatively open character framed by Slope Hill to the north and the Remarkables Range to the south. To the south, plantings throughout the terrace faces edging the lower-lying urban areas of Lake Hayes Estate and Shotover Country provide low-level and reasonably distant containment. This will be disrupted by the plantings and buildings associated with the approved Queenstown Country Club SHA which will effectively sever the south side of the LCU into two separate areas.
Complexity	The limited extent of planting and relatively uniform topography contributes a low level of complexity throughout the LCU (excepting the SHA area).
Coherence	The flat topography and fragmented vegetation patterns suggests a low level of coherence. This is countered to a degree by the relatively consistently open and pastoral character of the majority of the unit (excepting the SHA).
Naturalness	The unit displays a low level of naturalness as a consequence of its proximity to the busy state highway (SH6), the distinctly urban character of the SHA consented in the area, and an awareness (albeit limited) at the eastern end of the LCU of the Lake Hayes Estate urban development.

Landscape Character Unit	10: Ladies Mile
Sense of Place	<p>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.</p> <p>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.</p> <p>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.</p>
Potential landscape issues and constraints associated with additional development	<p>Role of the unit as a 'green' entrance to Queenstown.</p> <p>The function of the LCU as an important scenic route and its proximity to ONFs.</p> <p>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.</p>
Potential landscape opportunities and benefits associated with additional development	<p>The discreet nature of the western end of the unit makes it more suited to absorbing change.</p> <p>Larger-scaled lots suggest the potential for subdivision whilst retaining generous setback from SH6.</p> <p>Close proximity to Queenstown.</p> <p>Close proximity to urban infrastructure.</p> <p>Urbanising effects of the approved Queenstown Country Club SHA suggest a tolerance for (sensitive) urban development.</p> <p>Potential for integration of walkways/cycleways.</p> <p>Riparian restoration potential (limited).</p>
Environmental characteristics and visual amenity values to be maintained and enhanced	<p>Sense of a spacious, green entrance to Queenstown.</p> <p>Views from SH6 to the surrounding mountain / hill / lake context.</p>
Capability to absorb additional development	High

Landscape Character Unit	10: Ladies Mile
Recommended landscape planning strategies	<p>For rural residential development or very low density urban (recommended adjacent highway): Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, framework planting to integrate buildings and views from neighbouring dwellings to the surrounding mountain context. Encouraging a comprehensive development plan approach on larger lots to achieve a coordinated and cohesive development outcome. Retention of covenanted and other vegetation features. Minimum 75m building setback from SH6 (consistent with Queenstown Country Club SHA). Coordination of landscape treatment along Ladies Mile Highway to maintain and frame key viewshafts to the mountain range to the south, Slope Hill to the north, and Lake Hayes.</p> <p>For urban development (recommended set back from the highway behind the rural residential): Requirement for a Structure Plan process to achieve a coordinated and cohesive development outcome and including consideration of views from public places and neighbouring dwellings to the surrounding mountain context.</p>

11: Slope Hill 'Foothills'

Landscape Character Unit	11: Slope Hill 'Foothills'
Landform patterns	Elevated and complex patterning of hills ranging from moderate to steeply sloping in places. Elevated hummock pattern throughout central portion with remnant kettle lakes.
Vegetation patterns	Exotic shelterbelts, woodlots, remnant gully vegetation, and exotic amenity plantings around older rural residential dwellings. Predominantly grazed grass although smaller lots tends to be mown.
Hydrology	Numerous streams, ponds and localised wet areas.
Proximity to ONL/ONF	Adjoins Slope Hill/Lake Hayes ONF.
Character Unit boundaries	North: Ridgeline crest. East: Ridgeline crest/ONF. South: Toe of Slope Hill ONF. West: Lower Shotover Road.
Land use	Mix of rural and rural residential.

Landscape Character Unit	11: Slope Hill 'Foothills'
Settlement patterns	Dwellings generally located to enjoy long-range basin and mountain views. Older rural residential development tends to be well integrated by planting and/or localised landform patterns. Newer rural residential is considerably more exposed, with buildings sited to exploit landform screening (where possible). Clustered development evident in places. Numerous consented but unbuilt platforms (43). Extensive Environment Court history. Typical lot sizes: evenly distributed mix. One property 100-500ha range, another 50-100ha. Balance typically shared lots or 4-10ha range.
Proximity to key route	Located away from key vehicular route.
Heritage features	No heritage buildings/features identified in PDP.
Recreation features	A Council walkway/cycleway runs along Slope Hill Road (forms part of the Queenstown Trail 'Countryside Ride').
Infrastructure features	Reticulated water, sewer and stormwater in places.
Existing zoning	PDP: Western slopes overlooking Hawthorn Triangle: Rural Lifestyle (no defensible edges). Balance of the unit: Rural.
Visibility/prominence	The elevated nature of the unit and its location adjacent a flat plain on its western side means that this part of the area is visually prominent. The steep hillslopes and escarpment faces edging Speargrass Flat to the north and Lake Hayes to the east, together with Slope Hill itself, serve to limit visibility of the balance of the unit from the wider basin landscape.
Views	Key views relate to the open vistas available from parts of Hawthorn Triangle environs to the western portion of the unit. The unit affords attractive long-range views out over the basin to the surrounding ONL mountain setting.
Enclosure/openness	A variable sense of openness and enclosure. The older and more established rural residential development throughout the elevated slopes on the western side of the unit are reasonably enclosed, despite their elevation. Throughout the central and eastern areas, landform provides containment at a macro scale.
Complexity	Generally, a relatively complex unit due to the landform patterning. Vegetation patterns add to the complexity in places.
Coherence	The coordination of landform and vegetation patterns in places (associated with gully plantings), contributes a degree of landscape coherence. Elsewhere the discordant vegetation and landform patterning means that there is a limited perception of landscape coherence.

Landscape Character Unit	11: Slope Hill 'Foothills'
Naturalness	A variable sense of naturalness, largely dependent on how well buildings are integrated into the landscape. The large number of consented but unbuilt platforms suggest that a perception of naturalness could reduce appreciably in time.
Sense of Place	Generally, the area reads as a mixed rural and rural residential landscape. The elevated portions of the area read as a rural residential landscape 'at, or very near, its limit'. 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.
Potential landscape issues and constraints associated with additional development	DoC ownership of part of low lying stream valley to the east. Drainage in places (e.g. low-lying stream valley to east). Potential visibility of development throughout western hillslopes in particular. 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. Proximity of popular walkway/cycleway route. Environment Court history suggest that the capacity has been fully exploited in most parts of the unit?
Potential landscape opportunities and benefits associated with additional development	Riparian restoration potential. Large-scaled lots suggest potential for subdivision. Improved landscape legibility via gully and steep slope planting.
Environmental characteristics and visual amenity values to be maintained and enhanced	Landform pattern. Careful integration of buildings with landform and planting. Set back of buildings from ridgeline crests to north and east of unit.
Capability to absorb additional development	Low

12: Lake Hayes Rural Residential

Landscape Character Unit	12: Lake Hayes Rural Residential
Landform patterns	Flat lake terrace / valley floor landform.
Vegetation patterns	Extensive exotic amenity plantings around established rural residential dwellings and along watercourses.
Hydrology	Several streams drain across the land unit to Lake Hayes.
Proximity to ONL/ONF	Adjoins Lake Hayes ONF along south edge.
Character Unit boundaries	North: Speargrass Flat Road, cadastral boundary, Hogans Gully. East: ridgeline crest. South: Toe of Speargrass Flat hillslopes, Lake Hayes ONF, descending ridgeline crest, Bendemeer Special Zone. West: cadastral boundary.
Land use	Almost entirely rural residential land use. Slivers of QLDC land including a lake front reserve. Agistment uses evident on the south-east corner of Arrowtown Lake Hayes Road/Hogans Gully intersection.
Settlement patterns	Dwellings intensively clustered around the northern end of Lake Hayes and reasonably evenly distributed to the west, along the narrow flat margin on the south side of Speargrass Flat Road. Evenly dispersed arrangement of consented but unbuilt platforms throughout the flat land on the south-east corner of Arrowtown Lake Hayes Road/Hogans Gully intersection. Numerous consented but unbuilt platforms, particularly in the south-east corner of Arrowtown Lake Hayes Road / Hogans Gully intersection (27). More recent development would appear to have had consistent design controls applied and required mounding/planting which assist integration. Typical lot sizes: < 4ha.
Proximity to key route	Located on a popular route between Queenstown and Arrowtown (Arrowtown Lake Hayes Road).
Heritage features	Approximately two heritage buildings / features identified in PDP.
Recreation features	Council walkway / cycleway route passes through the area linking the Queenstown Trail 'Lake Hayes Circuit' to the 'Countryside Ride'. Art gallery, lakefront reserve.
Infrastructure features	The majority of the unit has reticulated sewer and water. Limited reticulated stormwater.
Visibility/prominence	The relatively low-lying and well-vegetated character of much of the unit makes it relatively visually discreet. The exceptions to this are the open and unbuilt (as yet) pocket at the eastern end and parts of the linear area adjacent Speargrass Flat Road at the western end of the unit.

Landscape Character Unit	12: Lake Hayes Rural Residential
Views	Key views relate to the outlook from the surrounding road network and walkway/cycleway route. Views from within the unit to Lake Hayes and the surrounding ONL mountain context.
Enclosure/openness	Generally, a high degree of enclosure as a consequence of the vegetation patterns. A considerably greater sense of openness at the western and eastern edges of the unit resulting in a direct relationship with the neighbouring Speargrass Flats LCU.
Complexity	The extensive plantings throughout the unit contribute a relatively high degree of complexity, excepting the western and eastern ends, which are more open in character.
Coherence	At a more detailed level, the varied patterning and character of plantings on individual lots results in a relatively low level of landscape coherence. However, at the macro level, the contrasting character of the relatively densely-planted (and inhabited) character of the unit in comparison to the surrounds lends a strong sense of coherence.
Naturalness	Generally, a low perception of naturalness as a consequence of the level of rural residential development.
Sense of Place	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') that is buffered from the lake by plantings/open space. 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.
Potential landscape issues and constraints associated with additional development	Absence of legible edges to the west and north edges of the unit. Very few larger-scaled lots to accommodate additional development. Existing platform and lot arrangement together with vegetation patterns may constrain additional development. Proximity of popular walkway / cycleway route.
Potential landscape opportunities and benefits associated with additional development	Riparian restoration potential. Integration of defensible edges with additional subdivision. 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. Easy topography.
Environmental characteristics and visual amenity values to be maintained and enhanced	Integration of buildings via planting and the application of building design controls.
Capability to absorb additional development	High (Potentially limited by existing building, vegetation and lot patterns)

Landscape Character Unit	12: Lake Hayes Rural Residential
Recommended landscape planning strategies	<p>Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, riparian planting, framework planting to integrate buildings, views from public places and neighbouring dwellings to the surrounding mountain context and integration of development layout with walkway/cycleway route.</p> <p>Retention of covenanted and other vegetation features.</p> <p>Minimum 75m building setback from roads particularly where there is no protected vegetation to provide a screen.</p> <p>Integration of clearly legible and robust defensible edges.</p>

13: Lake Hayes Slopes

Landscape Character Unit	13: Lake Hayes Slopes
Landform patterns	Variably steep to moderately sloping hillslopes.
Vegetation patterns	Fragmented patterning of exotic shelterbelts and amenity plantings. Viticulture in places.
Hydrology	No streams, ponds, wetlands evident.
Proximity to ONL/ONF	Southern edge adjoins Morven Hill ONL(WB). Overlooks Lake Hayes / Slope Hill ONF.
Character Unit boundaries	North: Descending ridgeline crest. East: Bendemeer Special Zone. South: Morven Hill ONL (WB). West: Lake Hayes or Arrowtown Lake Hayes Road / Low Density Residential zone straddling Lake Hayes.
Land use	Predominantly rural residential. QLDC land. Viticulture, hobby farming and public uses evident.
Settlement patterns	Dwellings scattered throughout slopes to enjoy panoramic lake and mountain views. Roding snakes up steep hillsides. Numerous consented but unbuilt platforms (24). Older dwellings reasonably well integrated by vegetation and generally of a relatively modest scale. Newer dwellings very exposed and larger-scaled. Typical lot sizes: almost all of the lots under 10ha.

Landscape Character Unit	13: Lake Hayes Slopes
Proximity to key route	The majority of the unit is located on a popular route between Queenstown and Arrowtown (Arrowtown Lake Hayes Road). The southern portion of the unit is located on SH6, a key vehicular route between Queenstown, Wanaka, Cardrona, Gibbston Valley and Cromwell.
Heritage features	Approximately four heritage buildings/features identified in PDP.
Recreation features	No specific walkway or cycleway through the area, although Lake Hayes circuit (part of Queenstown Trail), nearby. Winery, cafes, scenic reserve, rowing club
Infrastructure features	Majority of the area has reticulated water, sewer and stormwater.
Visibility/prominence	The elevated and exposed nature of much of the unit makes it prominent in views from Lake Hayes, parts of SH6, the walkway/cycleway around Lake Hayes and the Arrowtown Lake Hayes Road.
Views	Key views relate to the views from the road network and Lake Hayes (including walkway/cycleway) to the area, and from the unit to the lake and mountain (ONF and ONL) setting.
Enclosure/openness	Generally, a relatively low degree of enclosure as a consequence of the elevated hillslope location and absence of vegetation.
Complexity	The hillslope landform patterns contribute complexity in places; however, this is somewhat outweighed by the paucity of vegetation.
Coherence	Generally, a low degree of landscape coherence as a consequence of the open and exposed character, together with the frequency of highly visible large-scale buildings and winding roads up steep hill slopes.
Naturalness	Generally, a low degree of naturalness as a consequence of the frequency and exposure of buildings.
Sense of Place	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.
Potential landscape issues and constraints associated with additional development	Elevated and exposed location that is highly visible from the surrounding area, including key scenic routes. Steep topography. Absence of vegetation. Risk of exacerbating perception of development sprawl.

Landscape Character Unit	13: Lake Hayes Slopes
Potential landscape opportunities and benefits associated with additional development	Larger-scaled lots suggest potential for subdivision. Improve landscape legibility via gully/steep slope planting.
Environmental characteristics and visual amenity values to be maintained and enhanced	Landform patterning. Careful integration of buildings with landform and planting.
Capability to absorb additional development	Low

14: Lake Hayes Terrace

Landscape Character Unit	14: Lake Hayes Terrace
Landform patterns	Elevated alluvial terrace landform.
Vegetation patterns	Exotic and remnant riparian vegetation along Hayes Creek margins. Exotic amenity plantings around dwellings. Fragmented shelterbelt plantings and hedgerows.
Hydrology	Bordered by the Hayes Creek to the west. No streams or wetlands evident. Amenity pond.
Proximity to ONL/ONF	Adjoins Morven Hill ONL (WB) along east and south boundary and Lake Hayes ONF along north boundary.
Character Unit boundaries	North: Lake Hayes ONF. East: Morven Hill ONL (WB). South: Morven Hill ONL (WB). West: Hayes Creek.
Land use	Rural residential uses with some lifestyle / hobby farming evident.
Settlement patterns	Dwellings typically located to the eastern edges of the terrace. Few consented but unbuilt platforms within the unit (2). Typical lot sizes: Predominantly 10-20ha. Smaller lots along eastern edge straddling ONL (under 10ha).

Landscape Character Unit	14: Lake Hayes Terrace
Proximity to key route	Located adjacent SH6, although its elevated terrace setting means that the unit is reasonably discreet from the highway.
Heritage features	No heritage buildings / features identified in PDP.
Recreation features	No walkways/cycleways through the area.
Infrastructure features	Reticulated water supply. Reticulated sewer nearby along SH6. No reticulated stormwater.
Visibility/prominence	Despite its elevation, the area is relatively visually discreet as a consequence of its position tucked into the site of Morven Hill, and the low-lying position of SH6 relative to the terrace. The area is visible from Lake Hayes Estate and in more distant views from Ladies Mile Highway further to the west.
Views	Key 'external' views relate to the distant view from Ladies Mile Highway across to the terrace backdropped by Morven Hill and views from Lake Hayes (including the walkway/cycleway route) to the area. From within the unit, key views relate to the highly attractive northern views towards Lake Hayes and Slope Hill and the quite different outlook westwards to Lake Hayes Estate urban area.
Enclosure/openness	The unit has a reasonably high degree of openness as a consequence of the landform and vegetation patterns. That said, the Morven Hill landform and Remarkables Range to the east and south respectively, provide a strong sense of containment.
Complexity	Generally, the unit displays a low level of complexity as a consequence of landform and vegetative patterns.
Coherence	Similarly, the absence of distinctive and coordinated landform, vegetation or building patterning confers a relatively low level of landscape coherence.
Naturalness	Generally, a relatively low sense of naturalness as a consequence of the close proximity and exposure of the area to the lower lying Lake Hayes Estate urban area on the west side of Hayes Creek (despite close proximity of ONL/ONF).
Sense of Place	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).
Potential landscape issues and constraints associated with additional development	Importance of the unit as a buffer between the urban area to the west and the ONL to the east and south.
Potential landscape opportunities and benefits associated with additional development	Larger-scaled lots suggest the potential for subdivision. Easy topography. 'Developed' context to the west. Proximity of urban infrastructure.

Landscape Character Unit	14: Lake Hayes Terrace
Environmental characteristics and visual amenity values to be maintained and enhanced	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. Integration of buildings with plantings.
Capability to absorb additional development	Moderate-High
Recommended landscape planning strategies	Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, views from public places and neighbouring dwellings to the surrounding mountain context and framework planting to integrate buildings. Encouraging a comprehensive development plan approach on larger lots to achieve a coordinated and cohesive development outcome. Building setbacks from river terrace edges (minimum 50m). Minimum 75m building setback from roads.

15: Hogans Gully

Landscape Character Unit	15: Hogans Gully
Landform patterns	Gully framed by moraine-type landform, with the latter characterised by hummocky hills interspersed with plateaus.
Vegetation patterns	Isolated stands of bush, and patches of scrub in gullies and throughout some steeper areas. Exotic amenity plantings around buildings.
Hydrology	Complex network of streams and overland flow paths draining eastwards across the unit to the Arrow River.
Proximity to ONL/ONF	Does not adjoin ONL or ONF; however, open longer-range views to surrounding ONL context.
Character Unit boundaries	North: Ridgeline crest, SHA, golf course. East: toe of hummocky landform, Arrow River, cadastral boundary. South: Stream and Bendemeer Special Zone (LCU 16). West: Bendemeer Special Zone (LCU 16).
Land use	Mix of rural residential and rural. Relatively unkempt character of some of the larger rural lots suggests marginally productive.
Settlement patterns	Sparse scattering of dwellings, generally set back from the road and/or well contained by landform / vegetative patterns. No consented but unbuilt platforms evident. Typical lot sizes: predominantly larger lots >20ha. Some smaller lots (<4ha and 4-10ha) at north western end of unit.
Proximity to key route	McDonnell Road passes through the eastern end of the unit which is a popular route between Arrowtown and SH6 / Arrow Junction.
Heritage features	No heritage buildings/features identified in PDP.
Recreation features	No Council walkways/cycleways within the unit.
Infrastructure features	No reticulated sewer or stormwater. Reticulated water on north side of Hogans Gully Road.
Visibility/prominence	Visibility of the unit from Hogans Gully Road is limited to the plateaus and slopes immediately adjacent. The elevated hummocky nature of the balance of the unit means that visibility is limited to the higher ground to the north (The Hills LCU 22), the elevated land to the west (Bendemeer LCU 16), the Crown Terrace (LCU 20) and ONL(WB) mountain range to the east. The area is visible from the western edges of the Crown Terrace, the tracks throughout the ONL to the east (Mt Beetham environs) and the zigzag lookout. The diminishing influences of distance and relative elevation in conjunction with the relative unimportance (visually) of the unit within the wider panorama reduces the unit's prominence.

Landscape Character Unit	15: Hogans Gully
Views	Key views relate to the view out over the area from the tracks throughout the ONL to the east (Mt Beetham environs) and the zig zag lookout. In these views the area reads as a part of the swathe of relatively low lying, undulating rural/rural residential land flanking Morven Hill. The outlook from Hogans Gully Road comprises a relatively attractive, 'low key' rural view in which buildings are subservient. From within the unit, key views relate to the attractive long-range views to the surrounding ONL mountain setting.
Enclosure/openness	The gully itself displays a relatively open character; however, throughout the elevated areas on either side, the hummocky landform pattern serves to create a sense of enclosure.
Complexity	Generally, there is a variable degree of complexity that derives from the gully and moraine landform pattern.
Coherence	Vegetation patterns reinforce landform patterns in places, conferring a limited sense of coherence.
Naturalness	Generally, a moderate to high perception of naturalness as a consequence of the limited visibility and sparse arrangement of buildings and the relatively 'unkempt' character of the area.
Sense of Place	Generally, the area reads as a mixed rural and rural residential area that is somewhat tucked away and forgotten. 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).
Potential landscape issues and constraints associated with additional development	Potential visibility from nearby rural residential development on elevated land (Bendemeer), ONLs (including tracks) and zig zag lookout. Accessways and large-scale buildings have the potential to compromise the distinctive hummocky landform pattern. Potential visibility of development along ridgeline edges and from Hogans Gully Road. 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.
Potential landscape opportunities and benefits associated with additional development	Integration potential of landform pattern. Riparian restoration potential. Larger-scaled lots suggest potential for subdivision. Relatively visually discreet nature of the majority of the unit (due to landform and to a lesser degree, vegetation patterns). Potential to integrate walkways/cycleways.
Environmental characteristics and visual amenity values to be maintained and enhanced	Buildings integrated by landform and vegetation. Retention of hummock landform pattern. Reinforcement of landform patterning via gully / stream plantings.
Capability to absorb additional development	Moderate

Landscape Character Unit	15: Hogans Gully
Recommended landscape planning strategies	<p>Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, retaining structures, riparian planting, framework planting to integrate buildings, views from public places and neighbouring dwellings to the surrounding mountain context and the integration of walkways/cycleways.</p> <p>Ensuring built development is not visible from Hogans Gully Road and McDonnell Road.</p> <p>Building setbacks from ridgeline crests towards the edges of the unit.</p> <p>Encouraging a comprehensive development plan approach on larger lots to achieve a coordinated and cohesive development outcome.</p>

16: Bendemeer

Landscape Character Unit	16: Bendemeer
Landform patterns	Elevated moraine landform with plateaus, hummocky hills and remnant kettle lakes. Many of the latter have been converted into amenity pond features.
Vegetation patterns	Exotic amenity plantings associated with rural residential lots. Exotic pasture grasses dominate.
Hydrology	Ponds and watercourses.
Proximity to ONL/ONF	South boundary adjoins Morven Hill ONL (WB).
Character Unit boundaries	North: toe of steep hill slopes/Special Zone boundary East: Special Zone boundary South: SH 16/ONL (WB) / Special Zone boundary West: Special Zone boundary
Land use	Rural residential
Settlement patterns	A Special Zone applies to the area that enables residential, commercial and visitor accommodation facilities within an open rural environmental. Gated entrance requiring security codes (NB unable to visit the area). A limited number of buildings appear to have been constructed to date. Numerous consented but unbuilt platforms (28). Typical lot sizes: generally smaller lots (under 4ha) with shared ownership balance lot(s).
Proximity to key route	Accessed via SH6 although visually separated.

Landscape Character Unit	16: Bendemeer
Heritage features	No heritage buildings/features identified in PDP.
Recreation features	No Council walkways/cycleways within the unit.
Infrastructure features	Reticulated sewer, water and partial water.
Visibility/prominence	The elevated and hummocky character of the area means that aside from its edges and views from nearby higher ground (e.g. Morven Hill), the unit is relatively visually discreet. The area is visible from the western edges of the Crown Terrace, the tracks throughout the ONL to the east (Mt Beetham environs) and the zigzag lookout. The diminishing influences of distance and relative elevation in conjunction with the relative unimportance (visually) of the unit within the wider panorama reduces the unit's prominence.
Views	Key views are expected to relate to the view out over the area from the tracks throughout the ONL to the east (Mt Beetham environs) and the zig zag lookout. In these views the area reads as a part of the swathe of relatively low lying, undulating rural / rural residential land flanking Morven Hill. The unit is expected to afford attractive mid - long range views to Lake Hayes and the surrounding ONL mountain setting.
Enclosure/openness	A reasonably high degree of openness as a consequence of the landform and vegetation patterns. In time, this may change as plantings associated with built development mature?
Complexity	A variable degree of complexity deriving from the moraine landform pattern.
Coherence	The limited coordination of landform and vegetation patterns means that there is a limited perception of landscape coherence.
Naturalness	The unit is expected to display a relatively low perception of naturalness as a consequence of the level of rural residential development.
Sense of Place	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).
Potential landscape issues and constraints associated with additional development	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. Accessways and large-scale buildings have the potential to compromise the distinctive hummocky landform pattern.
Potential landscape opportunities and benefits associated with additional development	Landscape opportunities are likely to have been fully explored as part of Bendemeer Special Zone process.

Landscape Character Unit	16: Bendemeer
Environmental characteristics and visual amenity values to be maintained and enhanced	Buildings integrated by landform and vegetation. Retention of hummock landform pattern. Reinforcement of landform patterning via gully / stream plantings.
Capability to absorb additional development	Low

17: Morven Ferry

Landscape Character Unit	17: Morven Ferry
Landform patterns	Generally flat alluvial terrace landform.
Vegetation patterns	Exotic shelterbelts, scattered shade trees, the odd exotic woodlot planting, exotic amenity plantings around dwellings. Exotic pasture grasses dominate.
Hydrology	No streams, wetlands or ponds evident.
Proximity to ONL/ONF	Adjoins the Arrow River ONF along part of eastern edge and the Morven Hill ONL (WB) along western edge.
Character Unit boundaries	North: cadastral boundaries. East: McDonnell Road, Arrow Junction rural residential land use edge (cadastral boundaries), Arrow River ONF. South: Toe of moraine landform east of Morven Hill. West: Morven Hill ONL boundary, Bendemeer Special Zone, toe of Hogans Gully hillslopes.
Land use	Predominantly rural residential and hobby farming type uses. Some areas of more open pastoral land particularly adjacent McDonnell Road.
Settlement patterns	Dispersed patterning with some consented but unbuilt platforms (7). Typical lot sizes: large lots on west side of McDonnell Road (>20ha). Elsewhere mix of under 4ha and 4-10ha with the odd lot between 20-50ha in size.
Proximity to key route	SH6 passes through the unit. McDonnell Road also traverses the unit – a popular route between SH6 and Arrowtown.
Heritage features	No heritage buildings/features identified in PDP.
Recreation features	Council walkway/cycleway passes through the unit. Forms part of Queenstown Trail 'Arrow Bridges Ride'.

Landscape Character Unit	17: Morven Ferry
Infrastructure features	No reticulated sewer or stormwater. Very limited water reticulation.
Visibility/prominence	<p>The northern portion of the unit enjoys a reasonably high public profile as a consequence of its location adjacent SH6 and McDonnell Road in conjunction with the relatively open nature of this part of the unit.</p> <p>In contrast, the southern portion of the unit is considerably more visually discreet as a result of its quiet rural road context and vegetation patterns. The popular walkway/cycleway route that passes through this area increases its 'profile'.</p> <p>The area is visible from the western edges of the Crown Terrace, the tracks throughout the ONL to the east (Mt Beetham environs) and the zigzag lookout. The diminishing influences of distance and relative elevation, in conjunction with the relative unimportance (visually) of the unit within the wider panorama reduces the unit's prominence.</p>
Views	<p>Key views relate to the memorable vista from SH6 and the walkway/cycleway to the Crown Terrace escarpment and ONL ranges to the south, and the highly attractive open views across the area from SH6 and the walkway/cycleway to Morven Hill and the flanking moraine 'foothill' landscape to the north.</p> <p>With respect to the view out over the area from the tracks throughout the ONL to the east (Mt Beetham environs) and the zig zag lookout, the unit reads as a part of the swathe of relatively low lying, flat rural/rural residential land flanking Morven Hill.</p>
Enclosure/openness	The unit displays a variable sense of openess and enclosure largely as a consequence of vegetation patterns.
Complexity	Similarly, the unit exhibits a variable degree of complexity, largely as a consequence of vegetation patterns.
Coherence	<p>The fragmented patterning of vegetation features detracts from the underlying coherence associated with the relatively uniform flat topography.</p> <p>The range of building styles evident does not reinforce the landscape coherence.</p>
Naturalness	Generally, a moderate to low level of naturalness as a consequence of the patterning and visibility of rural residential development.
Sense of Place	Generally, the area reads a mixed rural and rural residential landscape on the edge of the established Arrow Junction rural residential 'node'.
Potential landscape issues and constraints associated with additional development	<p>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.</p> <p>Absence of legible edges to the rural residential enclave to the east associated with Arrow Junction makes the unit vulnerable to development creep.</p> <p>Potential for development in northern portion to read as sprawling into Hogans Gully and northwards to Arrowtown.</p> <p>Walkway/cycleway proximity.</p>

Landscape Character Unit	17: Morven Ferry
Potential landscape opportunities and benefits associated with additional development	<p>Large-scaled lots suggest potential for subdivision. Vegetation provides containment in places. Proximity to good roading infrastructure. Integration of defensible edges with additional subdivision. 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. Easy topography.</p>
Environmental characteristics and visual amenity values to be maintained and enhanced	<p>Open views from SH6 and McDonnell Road to the Crown Terrace escarpment and ONL ranges to the south. Open views from SH6 and McDonnell Road to Morven Hill and the flanking moraine 'foothill' landscape to the north. Integration of buildings with planting.</p>
Capability to absorb additional development	Moderate-Low
Recommended landscape planning strategies	<p>Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, framework planting to integrate buildings, views from public places and neighbouring dwellings to the surrounding mountain context and integration of development layout with walkway/cycleway route. Integration of a clearly legible and robust defensible edges. Encouraging a comprehensive development plan approach on larger lots to achieve a coordinated and cohesive development outcome. Retention of covenanted and other vegetation features. Minimum 75m setback along road frontages. Coordinated of landscape treatment along SH6 and McDonnell Road to maintain and frame key viewshafts to the mountain ranges, Crown Terrace escarpment, Morven Hill and the flanking moraine 'foothill' landscape to the north.</p>

18: Morven Eastern 'Foothills'

Landscape Character Unit	18: Morven Eastern 'Foothills'
Landform patterns	Elevated moraine landform with plateaus, hummocky hills, swamps and remnant kettle lakes.
Vegetation patterns	<p>Exotic shelterbelts and hedgerows in places. The odd scattered woodlot and patches of scrub in gullies. Pond edge plantings. Exotic pasture grasses dominate.</p>

Landscape Character Unit	18: Morven Eastern 'Foothills'
Hydrology	Stream, amenity and farm ponds, and wetland features evident.
Proximity to ONL/ONF	Adjoins ONL (WB) on west and south sides and Arrow River ONF on eastern side.
Character Unit boundaries	North: Toe of the moraine landform. East: Arrow River ONF. South: ONL(WB)/study area boundary. West: ONL(WB)/study area boundary.
Land use	Predominantly rural lifestyle / hobby farming and more generously proportioned working rural lots with a limited amount of rural residential development evident.
Settlement patterns	Dwellings reasonably evenly dispersed along road or stream edges, and well integrated by plantings. A few consented but unbuilt platforms evident (5). Typical lot sizes: majority of unit > 10ha with approximately half of the unit 50ha or greater.
Proximity to key route	Not located near a key route. Morven Ferry Road is a dead-end road.
Heritage features	Four heritage buildings/features identified in PDP.
Recreation features	Council walkway/cycleway passes through the area (forms part of Queenstown Trail 'Twin Rivers Ride' and 'Arrow River Bridges Ride').
Infrastructure features	No reticulated sewer, stormwater or water.
Visibility/prominence	The somewhat sleepy backwater location (on a dead-end road), together with its (relatively) lower-lying topography means that the unit is not particularly prominent in terms of the wider basin landscape. The area is visible from the western edges of the Crown Terrace, the tracks throughout the ONL to the east (Mt Beetham environs) and the zigzag lookout. The diminishing influences of distance and relative elevation, in conjunction with the relative unimportance (visually) of the unit within the wider panorama reduces the unit's prominence.
Views	Key views relate to the dramatic mountain, Morven Hill and Crown Terrace escarpment views available from the walkway / cycleway network, local roads, and dwellings.
Enclosure/openness	A variable sense of openness and enclosure as a consequence of the landform patterning (west of Morven Ferry Road) and vegetation patterning (east of Morven Ferry Road).
Complexity	A correspondingly variable degree of complexity as a result of the landform and vegetation patterns.
Coherence	A low level of landscape coherence. Vegetation patterns generally do not reinforce landform features.

Landscape Character Unit	18: Morven Eastern 'Foothills'
Naturalness	Generally, a moderate perception of naturalness as a consequence of the limited visibility of buildings, the open hummocky pastoral character (particularly to the western side of Morven Ferry Road), and the close proximity and open views to the mountain setting and Crown Terrace escarpment.
Sense of Place	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.
Potential landscape issues and constraints associated with additional development	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.
Potential landscape opportunities and benefits associated with additional development	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. Larger-scaled lots suggest the potential for subdivision. Riparian, pond, and wetland restoration potential. Dead-end road – limited 'profile'.
Environmental characteristics and visual amenity values to be maintained and enhanced	Landform patterning. Integration of buildings with landform and/or planting.
Capability to absorb additional development	Low

19: Gibbston Highway Flats

Landscape Character Unit	19: Gibbston Highway Flats
Landform patterns	Flat river terrace unit sandwiched between the vegetation-clad steep slopes of the Arrow River and the steep scrub and weed-dominated Crown Terrace escarpment.
Vegetation patterns	Numerous exotic shelterbelts and hedgerows, exotic amenity plantings around buildings. Exotic pasture grasses dominate.
Hydrology	A series of streams drain from the Crown Terrace across the flats to the Arrow River. A pond evident.

Landscape Character Unit	19: Gibbston Highway Flats
Proximity to ONL/ONF	Adjoins Crown Range ONL (WB) to the east and Arrow River ONF to the west.
Character Unit boundaries	North: cadastral boundary. East: Toe of Crown Terrace Escarpment (ONL WB)/study area boundary. South: Top of Arrow River streambanks (ONF). West: Top of Arrow River streambanks (ONF).
Land use	Predominantly working rural landscape with some rural residential development, particularly along the Arrow River edge.
Settlement patterns	Reasonably spacious pattern with very few consented but unbuilt platforms (2). Typical lot sizes: majority of unit > 10ha with approximately half falling in the 20-50ha range.
Proximity to key route	Located on key scenic route between Queenstown and Gibbston Valley, Cromwell (SH6).
Heritage features	No heritage buildings/features identified in PDP.
Recreation features	No walkways/cycleways in the area.
Infrastructure features	No reticulated sewer or stormwater. Limited reticulated water.
Visibility/prominence	The area is highly visible from SH6.
Views	Key views relate to the highly attractive vistas from SH6 westwards across the flats to the Arrow River margins, backdropped by Morven Hill (ONL WB) and the ONL mountain range to the south (Remarkables), and eastwards to the large-scale and scrub-clad Crown Terrace escarpment.
Enclosure/openness	The unit displays a variable sense of enclosure and openness as a consequence of vegetation patterning.
Complexity	Correspondingly variable degree of complexity as a consequence of vegetation patterning.
Coherence	Generally a limited landscape coherence as a consequence of the fragmented vegetation patterns and flat topography.
Naturalness	Generally, a moderate perception of naturalness as a consequence of the working rural landscape impression. The very close proximity of the 'wild' scrub-dominated Crown Terrace escarpment serves to counter the diminishing influence of visible dwellings etc. in terms of naturalness values.
Sense of Place	Generally, the unit reads as a working rural landscape on the very edge or at the entrance (depending on orientation) of the Wakatipu Basin.

Landscape Character Unit	19: Gibbston Highway Flats
Potential landscape issues and constraints associated with additional development	The location of the unit adjacent to a scenic route, in combination with its relatively open pastoral character, makes it sensitive to landscape change. Absence of legible edges to the rural residential enclave to the north associated with Arrow Junction makes the unit vulnerable to development creep. Role of the unit as a 'gateway' to the Wakatipu Basin. Potential for development to read as linear sprawl from the established and legible rural residential 'node' associated with Arrow Junction.
Potential landscape opportunities and benefits associated with additional development	Large-scaled lots suggest potential for subdivision. Vegetation provides containment in places. Proximity to good roading infrastructure. Integration of defensible edges with additional subdivision. Riparian restoration potential.
Environmental characteristics and visual amenity values to be maintained and enhanced	Maintenance of a relatively spacious and, in places, open, working rural landscape character. Open views from SH6 to the Crown Terrace escarpment, the Arrow River margins, Morven Hill and the Remarkables to the south. Impression of the area as a 'green' gateway to the Basin.
Capability to absorb additional development	Very Low.

20: Crown Terrace

Landscape Character Unit	20: Crown Terrace
Landform patterns	Elevated glacial terrace characterised by plateaus interspersed with rolling hummocky hills and includes the lower slopes of the Crown Range.
Vegetation patterns	Scattered exotic shelterbelts/hedgerows, shade trees, pockets of bush and patches of scrub in gullies. Exotic amenity plantings around dwellings in places. Exotic pasture grasses dominate.
Hydrology	Complex network of streams draining westwards across the terrace from the Crown Range to the Arrow River.
Proximity to ONL/ONF	Surrounded by ONL (WB).

Landscape Character Unit	20: Crown Terrace
Character Unit boundaries	North: ONL (WB) toe of mountain range/study area boundary. East: ONL (WB) toe of mountain range/study area boundary. South: ONL (WB) top of escarpment/study area boundary. West: ONL (WB) top of escarpment/study area boundary.
Land use	Predominantly in rural production with loose groupings of rural residential development throughout the unit.
Settlement patterns	Relatively spacious rural residential development loosely grouped throughout the terrace and oriented to take advantage of the panoramic views out over the Wakatipu Basin. Relatively few existing dwellings. Numerous consented but unbuilt platforms evident (33). Rural buildings evident. Typical lots sizes > 20ha.
Proximity to key route	The Crown Range Road passes through the terrace and comprises an important scenic route linking Queenstown to Cardrona and Wanaka. Formalised scenic lookouts at various points.
Heritage features	Three heritage buildings/features identified in PDP.
Recreation features	No walkways/cycleways in the area.
Infrastructure features	No reticulated sewer or stormwater. Limited reticulated water.
Visibility/prominence	The elevated and relatively flat topography of the unit means that only its western edges are visible from the basin. The reasonably open character and flat to gently rolling landform pattern makes much of the unit highly visible from the Crown Range Road.
Views	Key views relate to the views across the terrace from the Crown Range Road to the Crown Range and wider Wakatipu Basin landscape, and views from the scenic lookouts out over the Wakatipu Basin.
Enclosure/openness	Generally, the unit exhibits a relatively high degree of openness. The Crown Range provides a strong sense of enclosure to the east. The lower-lying large scale basin landscape to the west amplifies the perception of openness.
Complexity	Localised landform (hummocky hills) and vegetation patterns confer a reasonable degree of complexity in places.
Coherence	The legible and largely uncluttered landform patterning, in combination with the predominantly open pastoral character, contributes an impression of coherence. However, minimal interplay between landform and vegetation patterning.

Landscape Character Unit	20: Crown Terrace
Naturalness	A reasonably high degree of naturalness as a consequence of its predominantly open and pastoral character combined with its proximity to the vastly scaled and relatively undeveloped Crown Range landscape to the east. In the main, (existing) buildings tend to be well integrated by plantings serving to reduce their prominence.
Sense of Place	Generally, the unit displays a working rural landscape character with a reasonably spacious patterning of rural residential development in places. 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.
Potential landscape issues and constraints associated with additional development	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.
Potential landscape opportunities and benefits associated with additional development	Riparian restoration potential. Potential integration of walkways/cycleways etc. Larger-scaled lots suggest potential for subdivision.
Environmental characteristics and visual amenity values to be maintained and enhanced	Sense of openness and spaciousness associated with a predominantly pastoral landscape. Dramatic views from the Crown Range Road to the Wakatipu Basin and surrounding mountain setting. Impression of the area as a transition between the inhabited basin landscape and the more 'wild' Crown Range mountain-scape to the east.
Capability to absorb additional development	Very low.

21: Arrow Junction Rural Residential

Landscape Character Unit	21: Arrow Junction Rural Residential
Landform patterns	Alluvial river terrace landform flanking the west and east sides of the Arrow River.
Vegetation patterns	Exotic amenity planting around dwellings.
Hydrology	A tributary of the Arrow River passes through the northern portion of the unit on the west side of the river, and a stream drains from the Crown Terrace to a pond in the portion of the unit located on the east side of the river.
Proximity to ONL/ONF	The Arrow River ONF passes through the unit. The eastern portion adjoins the Crown Terrace escarpment ONL (WB).
Character Unit boundaries	North: cadastral boundary. East: Arrow River and toe of Crown Terrace escarpment. South: landuse / cadastral boundaries. West: cadastral boundaries, SH6, McDonnell Road.
Land use	Rural residential with some rural lifestyle / hobby farming uses evident. Council reserve and DoC land on the eastern side of the river.
Settlement patterns	Generally, a node of relatively intensive rural residential development around the SH6 Arrow River crossing. A limited number of consented but unbuilt platforms on the south west side of the unit (5). Some larger-scaled lots to the north end. Typical lot sizes: predominantly <4ha
Proximity to key route	Located on a popular route between Arrowtown and SH6 i.e. McDonnell Road. SH6 passes through the southern portion of the unit.
Heritage features	Three heritage buildings/features identified in PDP.
Recreation features	A council walkway/cycleway passes through the unit. Forms part of Queenstown Trail 'Arrow River Bridges Ride'.
Infrastructure features	No reticulated sewer or stormwater. Very limited water reticulation.
Visibility/prominence	The unit's location on a key vehicular route and a popular pedestrian, and cycle route suggests a prominent location. However, the extensive vegetation throughout much of the area, in combination with its low-lying and flat topography, limits visibility. The area is visible from the western edges of the Crown Terrace, the tracks throughout the ONL to the east (Mt Beetham environs) and the zigzag lookout. The diminishing influence of relative elevation, in conjunction with the relative unimportance (visually) of the unit within the wider panorama reduces the unit's prominence.

Landscape Character Unit	21: Arrow Junction Rural Residential
Views	Within the unit, roadside views tend to be framed and filtered by vegetation. The walkway / cycleway and SH6 river crossing affords highly attractive views of the Arrow River. Towards the edges of the unit, the open character affords longer range views to the surrounding mountain context. With respect to the view out over the area from the tracks throughout the ONL to the east (Mt Beetham environs) and the zig zag lookout, the unit reads as a distinct 'node' of rural residential development.
Enclosure/openness	Generally, a relatively high degree of enclosure as a consequence of vegetation patterns.
Complexity	A correspondingly high degree of complexity as a consequence of vegetation patterning.
Coherence	Despite the extensive plantings, the varied character of the vegetation in combination with the predominant patterning of smaller lots results in a landscape of limited coherence.
Naturalness	A relatively low degree of naturalness within the unit itself as a consequence of the level of rural residential development. This is partially offset by the very close proximity of the unit to the 'wild' Crown Terrace escarpment and the vegetated margins of the Arrow River.
Sense of Place	Generally, the area reads as an established node of rural residential development focused on the Arrow River crossing.
Potential landscape issues and constraints associated with additional development	Absence of legible edges to the unit to the southwest, southeast and north west. Existing platform and lot arrangement throughout the 'node' around the river crossing, together with vegetation patterns, may constrain additional development. Walkway/cycleway proximity. Scenic route proximity.
Potential landscape opportunities and benefits associated with additional development	Riparian, pond edge restoration potential. Some larger lots to the northern end of the unit suggest the potential for subdivision. Integration of defensible edges with additional subdivision. 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. Vegetation provides containment in places. Proximity to good roading infrastructure.
Environmental characteristics and visual amenity values to be maintained and enhanced	Views from SH6 and McDonnell Road to the Crown Terrace escarpment and ONL ranges to the south. Views from SH6 and McDonnell Road Morven Hill and the flanking moraine 'foothill' landscape to the north. Views of the Arrow River from SH6 and the walkway/cycleway route. Integration of buildings via planting.
Capability to absorb additional development	High

Landscape Character Unit	21: Arrow Junction Rural Residential
Recommended landscape planning strategies	<p>Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, riparian planting, framework planting to integrate buildings, views from public places and neighbouring dwellings to the surrounding mountain context and integration of development layout with walkway/cycleway route.</p> <p>Integration of a clearly legible and robust defensible edges.</p> <p>Encouraging a comprehensive development plan approach on larger lots to achieve a coordinated and cohesive development outcome.</p> <p>Retention of covenanted and other vegetation features.</p> <p>Minimum 75m setback along road frontages.</p> <p>Building set back from the Arrow River cliff edges (minimum 50m).</p> <p>Coordination of landscape treatment along SH6 and McDonnell Road to maintain and frame key viewshafts to the mountain ranges, Crown Terrace escarpment, Morven Hill and the flanking moraine 'foothill' landscape to the north.</p> <p>Encouraging consolidation of the existing node around the Arrow River Crossing.</p>

22: The Hills

Landscape Character Unit	22: The Hills
Landform patterns	Elevated moraine landform with hummocky hills, plateaus, and remnant kettle lakes, with the latter converted to amenity ponds.
Vegetation patterns	Exotic amenity plantings throughout the golf course and around rural residential dwellings. Native plantings around pond, stream, and wetland features. Isolated pockets of bush and woodlot plantings. Extensive roadside plantings to Arrowtown Lake Hayes Road.
Hydrology	Several streams, ponds, and wetland areas.
Proximity to ONL/ONF	Unit does not adjoin ONL or ONF; however, mid to long-range views to surrounding ONL mountain context.
Character Unit boundaries	North: cadastral boundary. East: McDonnell Road, toe of hummocky hill landform pattern. South: toe of hummocky hill landform pattern, stream pattern. West: Arrowtown Lake Hayes Road.
Land use	Golf course and rural residential.
Settlement patterns	Scattered dwellings throughout, primarily located around water features. Numerous consented but unbuilt platforms (18). Gated entrances requiring security codes. Typical lot sizes: large lot single ownership 50-500ha range.
Proximity to key route	Located on Arrowtown Lake Hayes Road which is a popular route between Queenstown and Arrowtown. Also located on McDonnell Road which is a popular route between Arrowtown and SH6 / Arrow Junction.
Heritage features	Two heritage buildings/features identified in PDP.
Recreation features	No walkways/cycleways through the unit.
Infrastructure features	Reticulated sewer. No reticulated water or stormwater.

Landscape Character Unit	22: The Hills
Visibility/prominence	<p>The area is visible from the elevated streets along the western edge of Arrowtown. The relatively close proximity and (reasonably) similar elevation means that the unit is prominent in the outlook. Roadside plantings limit views from Arrowtown Lake Hayes Road. Eastern edges of the unit are visible from McDonnell Road. The unit is also visible from the western edges of the Crown Terrace, the tracks throughout the ONL to the east (Mt Beetham environs) and the zigzag lookout. The diminishing influences of distance and relative elevation in conjunction with the relative unimportance (visually) of the unit within the wider panorama reduces the unit's prominence.</p>
Views	<p>Key views relate to the view out over the area from the tracks throughout the ONL to the east (Mt Beetham environs) and the zig zag lookout. In these views the area reads as a part of the swathe of relatively low lying, undulating rural/rural residential land flanking Arrowtown. The outlook from McDonnell Road and the western margins of Arrowtown comprises a relatively attractive, golf course / parkland landscape on the edge of Arrowtown. The recently approved Arrowtown South SHA comprising a distinctly urban three storey high density retirement village development will also be visible in each of these outlooks (albeit to a varying degree depending on location). From within the unit, key views are expected to relate to the attractive long-range views to the surrounding ONL mountain setting.</p>
Enclosure/openness	Landform and vegetation create a variable sense of openness and enclosure.
Complexity	Generally, a relatively complex landscape as a consequence of the landform and vegetation patterns.
Coherence	The underlying golf course landscape lends a coherence to the unit.
Naturalness	Generally, a low level of naturalness as a consequence of the distinctly modified character of the golf course setting.
Sense of Place	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.
Potential landscape issues and constraints associated with additional development	Private golf course and previous (recent) resource consent processes suggests limited further capability for development. Accessways and large-scale buildings have the potential to compromise the distinctive hummocky landform pattern.

Landscape Character Unit	22: The Hills
Potential landscape opportunities and benefits associated with additional development	<p>Relatively visually discreet nature of the location (due to landform and, to a lesser degree, vegetation patterns). Integration potential of landform pattern. Riparian restoration potential. Integration of walkways / cycleways. Close proximity to Arrowtown. Large-scaled lots suggest potential for subdivision?</p>
Environmental characteristics and visual amenity values to be maintained and enhanced	<p>Locating buildings so that they are visually discreet. Integration of buildings with landform and planting. Set back of buildings from the ridgeline crests to the eastern edges of the unit.</p>
Capability to absorb additional development	Moderate
Recommended landscape planning strategies	<p>Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, retaining structures, riparian planting, framework planting to integrate buildings, views from public places and neighbouring dwellings to the surrounding mountain context and the integration of walkways/cycleways. Building setback from ridgeline crests coinciding with the edges of the unit (minimum 50m). Minimum 75m setback along road frontages. Retention of covenanted and other vegetation features.</p>

23: Millbrook

Landscape Character Unit	23: Millbrook
Landform patterns	<p>The unit predominantly comprises an elevated moraine landform with plateaus, hummocky hills and remnant kettle lakes. The exceptions to this are a band of flat land (effectively part of Malaghans Valley) running along the northern margins., a roche moutonnée (ONF) in the north-eastern quadrant adjacent Malaghans Road and a small flat triangular parcel at the eastern end of the unit.</p>
Vegetation patterns	<p>Extensive exotic amenity planting around buildings and throughout golf course, native riparian and pond edge plantings. Dense evergreen shelterbelt plantings along much of the Malaghans Road frontage. Appreciable stand of native bush in steep-sided gully around Waterfall Park. Generally, manicured lawn and parkland plantings dominate.</p>
Hydrology	Numerous watercourses and amenity ponds.

Landscape Character Unit	23: Millbrook
Proximity to ONL/ONF	Unit includes an ONF (roche moutonnée). Mid to long-range views to surrounding ONL mountain context.
Character Unit boundaries	North: Malaghans Road. East: McDonnell Road, cadastral boundary, Arrowtown Lake Hayes Road. South: Millbrook Special zone boundary. West: Millbrook Special zone boundary.
Land use	Golf course, commercial and rural residential uses dominate. A small area of grazing land around the roche moutonnée.
Settlement patterns	Generally, the area is relatively intensively developed with substantial clusters of two-storey semi-detached and terraced housing units throughout the golf course area, accessed via a complex patterning of semi-rural lanes. Generally, development is set into either a comprehensive parkland setting (Millbrook) or a comprehensive bush setting (Waterfall Park Special Zone – undeveloped). Pockets of more spacious rural residential development in places along Arrowtown Lake Hayes Road. Additional and similarly-scaled development is anticipated throughout the western portion of the Millbrook Special Zone. This area will be flanked by a golf course and landscape protection areas on its ‘exposed’ western margins. Large lot single ownership.
Proximity to key route	Located on Malaghans Road which comprises an important scenic route between Queenstown and Arrowtown. Also located on Arrowtown Lake Hayes Road – a popular route between Queenstown and Arrowtown.
Heritage features	Two heritage buildings/features identified in PDP.
Recreation features	Council walkway/cycleway through Millbrook (forms part of the Queenstown Trail ‘Countryside Ride’). Golf course, restaurant, etc.
Infrastructure features	Reticulated sewer, water and stormwater.
Visibility/prominence	The dense evergreen shelterbelt plantings along Malaghans Road mean that the majority of development within Millbrook is screened from the much of Malaghans Road. The more open character at the eastern end of the unit is such that the eastern portion of Millbrook is visible from the eastern end of Malaghans Road, Arrowtown Lake Hayes Road and the elevated north western margins of Arrowtown. Buildings are however relatively unobtrusive in these views as a consequence of the well-established parkland plantings. The far eastern triangular area is visually connected to Arrowtown. Waterfall Park (unbuilt) obscured from view by landform and vegetation patterns. The unit is also visible from the western edges of the Crown Terrace, the tracks throughout the ONL to the east (Mt Beetham environs) and the zigzag lookout. The diminishing influences of distance and relative elevation in conjunction with the relative unimportance (visually) of the unit within the wider panorama reduces the unit’s prominence.

Landscape Character Unit	23: Millbrook
Views	<p>Key views relate to the view out over the area from the tracks throughout the ONL to the east (Mt Beetham environs) and the zig zag lookout. In these views the area reads as a part of the swathe of relatively low lying, undulating rural/rural residential land flanking Arrowtown.</p> <p>The outlooks from Arrowtown Lake Hayes Road and the north-western margins of Arrowtown which comprise a relatively attractive, golf course / parkland landscape on the edge of Arrowtown.</p> <p>The unit affords attractive long-range views to the surrounding ONL mountain setting.</p> <p>The containment of vegetation and localised hummocks means that a relatively limited number of dwellings are visible from the surrounding area (excepting areas at high elevation).</p>
Enclosure/openness	A variable sense of enclosure and openness deriving primarily from vegetation patterns.
Complexity	Generally, a relatively complex unit as a consequence of the landform and vegetation patterns, together with the dense arrangement of buildings.
Coherence	The relatively consistent planting treatment and architectural forms lend a reasonably strong degree of coherence to the Millbrook development. The varying planting and architectural styles associated with the handful of rural residential lots on Arrowtown Lake Hayes Road means that these parts of the unit display a reduced perception of coherence.
Naturalness	The unit displays a low level of naturalness as a consequence of the level of existing and anticipated development.
Sense of Place	<p>Generally, the unit reads as an intensively-developed attractive urban settlement set within a parkland landscape.</p> <p>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.</p> <p>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.</p>
Potential landscape issues and constraints associated with additional development	<p>Existing density of development and the issue of absorbing additional development without compromising existing (urban) parkland feel.</p> <p>Ensuring existing development character does not sprawl westwards and southwards into the existing, 'more rural' areas.</p> <p>Private golf course and previous (recent) resource consent processes suggests limited further capability for development.</p>
Potential landscape opportunities and benefits associated with additional development	<p>Relatively visually discreet nature of the location (due to landform and vegetation patterns).</p> <p>Close proximity to Arrowtown.</p> <p>Urban infrastructure.</p> <p>Large-scaled lots suggest potential for subdivision.</p>
Environmental characteristics and visual amenity values to be maintained and enhanced	<p>Attractive urban parkland character.</p> <p>Landscape coherence.</p>

Landscape Character Unit	23: Millbrook
Capability to absorb additional development	Moderate: majority of unit High: triangular area at far eastern end of the unit
Recommended landscape planning strategies	Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, retaining structures, riparian planting, framework planting to integrate buildings, views from public places and neighbouring dwellings to the surrounding mountain context and the integration of walkways/cycleways. Retention of covenanted and other vegetation features. Minimum 75m setback along road frontages particularly where there is no existing screen vegetation.

24: Arrowtown South

Landscape Character Unit	24: Arrowtown South
Landform patterns	The unit encompasses the flat to gently rolling land on the south side of Arrowtown and includes the steep escarpment that currently defines the south western edge of the village.
Vegetation patterns	Extensive exotic amenity planting around buildings and throughout the public golf course. A mix of native and weeds species along watercourses. Native and amenity pond edge plantings (in golf course) Scrub and weeds throughout escarpment. Extensive amenity plantings anticipated throughout the Arrowtown Lifestyle Retirement Village SHA (unbuilt).
Hydrology	A watercourse (running roughly parallel with McDonnell Road) and amenity ponds.
Proximity to ONL/ONF	Unit adjoins ONL (WB) along east boundary. Mid to long-range views to surrounding ONL mountain context.
Character Unit boundaries	North: Arrowtown Urban Growth Limit. East: ONL/study area boundary. South: cadastral boundaries. West: McDonnell Road, toe of hummocky hill landform pattern.
Land use	Golf course, rural residential (Arrowtown South Structure Plan) and retirement village (Arrowtown Lifestyle Retirement Village SHA) uses dominate. Open grazing land is required along the McDonnell Road frontage of the Arrowtown South Structure Plan area.

Landscape Character Unit	24: Arrowtown South
Settlement patterns	<p>The Arrowtown South Structure Plan (or Special Zone) area anticipates a reasonably spacious patterning of rural residential development together with extensive riparian and escarpment restoration, pastoral areas and a landscape framework throughout the south western edges of Arrowtown to create an attractive edge to the settlement in conjunction with the adjacent golf courses and roads. NB the consented but unbuilt building platforms for the Arrowtown South SP do not appear on Council's mapping data. It would appear there are a total of 14 consented but unbuilt platforms between McDonnell Road and Centennial Avenue.</p> <p>The Arrowtown Lifestyle Retirement Village SHA anticipates an urban patterning of buildings ranging from one storey units along the McDonnell Road edge to three storey buildings in the central western margins of the area.</p> <p>Typical lot sizes:</p> <ul style="list-style-type: none"> • Predominantly 4-10ha. • Some larger lots 10-20ha.
Proximity to key route	Located on Centennial Avenue and Mc Donnell Road, both of which comprise a popular routes between Arrowtown and SH6 / Arrow Junction.
Heritage features	Four heritage buildings/features identified in PDP.
Recreation features	No Council walkways/cycleways through the unit.
Infrastructure features	Reticulated sewer in part. No reticulated water and stormwater although it is expected that the Arrowtown Lifestyle Retirement Village SHA will be fully serviced.
Visibility/prominence	<p>The area is visible from the elevated streets along the western edge of Arrowtown. The relatively close proximity and (reasonably) similar elevation means that the unit is prominent in the outlook.</p> <p>The unit is also visible from McDonnell Road and Centennial Avenue.</p> <p>Like The Hills, the unit is also visible from the western edges of the Crown Terrace, the tracks throughout the ONL to the east (Mt Beetham environs) and the zigzag lookout. The diminishing influences of distance and relative elevation in conjunction with the relative unimportance (visually) of the unit within the wider panorama reduces the unit's prominence.</p>
Views	<p>Key views relate to the view out over the area from the tracks throughout the ONL to the east (Mt Beetham environs) and the zig zag lookout. In these views the area reads as a part of the swathe of relatively low lying, undulating rural/rural residential land flanking Arrowtown.</p> <p>The outlooks from McDonnell Road, Centennial Avenue and the western margins of Arrowtown comprise a golf course and rural residential landscape on the edge of Arrowtown. The relatively wild and unkempt escarpment forms a prominent element in views from McDonnell Road. The recently approved Arrowtown Lifestyle Retirement Village SHA comprising a distinctly urban one - three storey high density retirement village development will also be visible in each of these outlooks (albeit to a varying degree depending on location).</p> <p>From within the unit, key views are expected to relate to the attractive long-range views to the surrounding ONL mountain setting.</p>

Landscape Character Unit	24: Arrowtown South
Enclosure/openness	A variable sense of enclosure and openness deriving primarily from localised landform and vegetation patterns. The escarpment to the north east of the unit and the hummocky landform of The Hills to the south west provide containment to the McDonnell Road portion of the unit.
Complexity	Generally, a relatively complex unit as a consequence of the landform and vegetation patterns (golf course area), together with the dense arrangement of buildings (SHA area).
Coherence	A limited perception of coherence as a consequence of the varying landform and vegetation patterns and the somewhat anomalous urban character of development associated with the approved SHA located at some distance from the legible village edge (i.e. the escarpment).
Naturalness	The unit displays a low level of naturalness as a consequence of the level of existing and anticipated built development together with the golf course patterning. The relatively wild and unkempt character of the escarpment counters this to a limited degree.
Sense of Place	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. 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.
Potential landscape issues and constraints associated with additional development	Role of unit as a 'greenbelt' to Arrowtown. Role of the escarpment as an edge to the village. Ensuring existing development character does not sprawl westwards and southwards into the existing, 'more rural' areas. Public golf course facility.
Potential landscape opportunities and benefits associated with additional development	Golf course landscape potentially suited to accommodating a reasonably high level of development (e.g. Millbrook). Close proximity to Arrowtown. Close proximity to urban infrastructure. Large-scaled lots suggest potential for subdivision. Urbanising effects of the approved Queenstown Country Club SHA suggest a tolerance for (sensitive) urban development. Potential for integration of walkways/cycleways. Riparian restoration potential. Easy topography.
Environmental characteristics and visual amenity values to be maintained and enhanced	Views from McDonnell Road and Centennial Avenue to the surrounding mountain/river context. Reinforcing/ re-establishing a robust and defensible edge to Arrowtown.

Landscape Character Unit	24: Arrowtown South
Capability to absorb additional development	High
Recommended landscape planning strategies	<p>For rural residential development or large lot urban development Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, framework planting to integrate buildings, views from public places and neighbouring dwellings to the surrounding mountain context and vegetation retention to maintain a parkland character. Encouraging a comprehensive development plan approach to achieve a coordinated and cohesive development outcome. Retention of covenanted and other vegetation features. Coordination of landscape treatment along Centennial Avenue and McDonnell Road to maintain and frame key viewshafts to the mountains to the north and east. Integration of a robust defensible edge along the southern edge of the unit including a 100m width 'no building' area.</p> <p>For Medium Density or Low Density urban development Requirement for a Structure Plan process to achieve a coordinated and cohesive development outcome with a clearly legible and robust defensible edge at the southern end of unit and consideration of views from public places and neighbouring dwellings to the surrounding mountain context.</p>

25: Shotover Country Margins

Landscape Character Unit	25: Shotover Country Margins
Landform patterns	The western portion of the unit encompasses a flat river terrace. The eastern portion of the unit forms an elevated and (for the most part) relatively steeply sloping ridge with localised plateaus and informal accessways.
Vegetation patterns	Some exotic woodlot planting throughout eastern portion. Predominantly in pasture cover with weeds and scrub throughout steeper areas.
Hydrology	The western portion is prone to flooding.
Proximity to ONL/ONF	Unit adjoins ONL (WB) west and south boundaries. Close range views to surrounding ONL mountain context.
Character Unit boundaries	Adjoins Shotover Country Special Zone and ONL (WB) associated with Shotover River and Kawarau River.

Landscape Character Unit	25: Shotover Country Margins
Land use	Shotover Country SHA (including Low Density Urban and Reserve land) and grazing land throughout western portion, rural residential and visitor accommodation throughout eastern portion with production forestry and grazing. Reserve land is proposed along the western and south edges of the Shotover Country SHA. NB Shotover Country SHA approved. Resource consent lodged and notified at the time of preparing this assessment which addresses engineering constraints (flooding).
Settlement patterns	The Shotover Country SHA anticipates an urban pattern (450m ²) with Reserve land proposed throughout the entire western portion of the unit. Typical lot sizes of the eastern portion of the unit: <ul style="list-style-type: none"> • Predominantly 4-10ha. • 1 x 4,000m² lot in eastern portion. Buildings typically sited on plateaus.
Proximity to key route	Not located on key scenic route.
Heritage features	Four heritage buildings/features identified in PDP.
Recreation features	Council walkways/cycleways adjacent the unit.
Infrastructure features	Adjacent fully serviced urban area of Shotover Country Special Zone. (Assumed Shotover Country SHA will be fully serviced.)
Visibility/prominence	The eastern area is visible from the Shotover Country Special Zone.
Views	Key views relate to views of the eastern area from Shotover Country Special Zone and the nearby walkway in which the eastern part of the unit reads as a spacious green edge to the urban development. From within the unit, key views are expected to relate to the attractive long-range views to the surrounding ONL mountain setting.
Enclosure/openness	The eastern portion is relatively open and exposed to the catchment to the north, comprising the Shotover Country Special Zone with the ridgeline forming a legible defensible edge. Area well contained by landform and or vegetation patterns from the river corridor to the south.
Complexity	Limited complexity as a consequence of the landform and vegetation patterns.
Coherence	A limited perception of coherence as a consequence of the varying landform, vegetation patterns and contrasting urban development patterns nearby.
Naturalness	The unit displays a low level of naturalness as a consequence of the level of existing and anticipated built development together with the landuse patterns. The relatively wild and unkempt character of escarpment areas and the river margins adjacent counter this to a limited degree.

Landscape Character Unit	25: Shotover Country Margins
Sense of Place	The Shotover Country SHA anticipates an urban pattern (450m ²) with reserve land proposed throughout the entire western portion of the unit. Generally, the balance of the unit 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.
Potential landscape issues and constraints associated with additional development	Steep topography of the eastern portion of the unit. Visibility and prominence of the elevated land within the eastern portion of the unit. Airport Noise Buffer constraint that applies to part of the eastern portion of the unit. Proximity of popular walkway/cycleway route. Close proximity to ONLs.
Potential landscape opportunities and benefits associated with additional development	Close proximity to Shotover Country Special Zone. Localised plateaus and accessways within eastern portion of the unit. Integrating effect of nearby urban development context. Close proximity to urban infrastructure. Large-scaled lots suggest potential for subdivision.
Environmental characteristics and visual amenity values to be maintained and enhanced	Absence of buildings from steep land and prominent ridgelines (eastern portion). Reinforcing spacious green edge to Shotover Country Special Zone. Retention and restoration of localised escarpment landform features (eastern portion).
Capability to absorb additional development	Eastern portion: Moderate-High Western portion: High (as a consequence of the Medium Density and Reserve landuses anticipated by the Shotover Country SHA in relation to this portion of the unit).
Recommended landscape planning strategies	Low density urban in the eastern portion of the unit: Assessment criteria to address building height, building colours/materiality, building coverage, accessory buildings, domestic infrastructure, external lighting, fencing/gates, retirement and restoration of steep slopes, framework planting to integrate buildings, views from public places and neighbouring dwellings to the surrounding mountain context, Airport Noise Buffer constraint, confinement and clustering of built development to flat land below the 375m contour, maintenance of a spacious green edge to the lower lying urban area to the north and integration of urban development with adjacent walkway/cycleway and Shotover Country Special Zone. Encouraging a comprehensive development plan approach on larger lots to achieve a coordinated and cohesive development outcome. Retention of covenanted and other vegetation features.

Variation to Stage 1 Definition of *Site* Chapter 2:

Underlined text for additions and ~~strike-through~~ text for deletions.

Site	<p>Means:</p> <p><u>Any area of land which meets one of the descriptions set out below:</u></p> <p>(a) <u>An area of land which is:</u></p> <p style="padding-left: 40px;">(i) <u>Comprised of one allotment in one certificate of title, or two or more contiguous allotments held together in one certificate of title, in such a way that the allotments cannot be dealt with separately without the prior consent of the council; or</u></p> <p style="padding-left: 40px;">(ii) <u>Contained in a single lot on an approved survey plan of subdivision for which a separate certificate of title could be issued without any further consent of the council;</u></p> <p style="padding-left: 40px;"><u>Being in any case the smaller area of clauses (i) or (ii) above; or</u></p> <p>(b) <u>An area of land which is composed of two or more contiguous lots held in two or more certificates of title where such titles are:</u></p> <p style="padding-left: 40px;">(i) <u>Subject to a condition imposed under section 37 of the Building Act 2004; or</u></p> <p style="padding-left: 40px;">(ii) <u>Held together in such a way that they cannot be dealt with separately without the prior consent of the council; or</u></p> <p>(c) <u>An area of land which is:</u></p> <p style="padding-left: 40px;">(i) <u>Partly made up of land which complies with clauses (a) or (b) above; and</u></p> <p style="padding-left: 40px;">(ii) <u>Partly made up of an interest in any airspace above or subsoil below a road where (a) and (b) are adjoining and are held together in such a way that they cannot be dealt with separately without the prior approval of the council;</u></p> <p><u>Except in relation to each description that in the case of land subdivided</u></p>
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under the Unit Titles Act 1972 and 2010, the cross lease system or stratum subdivision, 'site' must be deemed to be the whole of the land subject to the unit development, cross lease or stratum subdivision.

~~1. An area of land which is:~~

- ~~(i) — comprised in a single lot or other legally defined parcel of ——— land and held in a single Certificate of Title; or~~
- ~~(ii) — comprised in a single lot or legally defined parcel of land for ——— which a separate certificate of title could be issued without further consent of the Council.~~

~~Being in any case the smaller land area of i or ii, or~~

~~2. an area of land which is comprised in two or more adjoining lots or other legally defined parcels of land, held together in one certificate of title in such a way that the lots/parcels cannot be dealt with separately without the prior consent of the Council; or~~

~~3. an area of land which is comprised in two or more adjoining certificates of title where such titles are:~~

- ~~(i) — subject to a condition imposed under section 37 of the Building Act 2004 or section 643 of the Local Government Act 1974; or~~
- ~~(ii) — held together in such a way that they cannot be dealt with separately without the prior consent of the Council; or~~

~~4. In the case of land not subject to the Land Transfer Act 1952, the whole parcel of land last acquired under one instrument of conveyance;~~

~~Except:~~

- ~~(i) — in the case of land subdivided under the cross lease of company lease systems, other than strata titles, site shall mean an area of land containing:—~~
 - ~~a) — a building or buildings for residential or business — purposes with any accessory buildings(s), plus any land — exclusively~~

	<p>restricted to the users of that/those building(s), plus an equal share of common property; or</p> <p>b) a remaining share or shares in the fee simple creating a vacant part(s) of the whole for future cross lease or company lease purposes; and</p> <p>ii in the case of land subdivided under Unit Titles Act 1972 and 2010 (other than strata titles), site shall mean an area of land containing a principal unit or proposed unit on a unit plan together with its accessory units and an equal share of common property; and</p> <p>iii in the case of strata titles, site shall mean the underlying certificate of title of the entire land containing the strata titles, immediately prior to subdivision.</p> <p>In addition to the above.</p> <p>a) A site includes the airspace above the land.</p> <p>b) If any site is crossed by a zone boundary under this Plan, the site is deemed to be divided into two or more sites by that zone boundary.</p> <p>c) Where a site is situated partly within the District and partly in an adjoining District, then the part situated in the District shall be deemed to be one site.</p>
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Variation to Stage 1 Rural Residential and Rural Lifestyle Chapter 22:

Underlined text for additions and ~~strike through~~ text for deletions.

Part 22.1 Zone Purpose.

Paragraphs 5 and 6:

~~The Deferred Rural Lifestyle (Buffer) zone east of Dalefield Road places limits on the expansion of rural lifestyle development at that location.~~

~~The 'Hawthorn Triangle' Rural Lifestyle Zone bordered by Speargrass Flat, Lower Shotover and Domain Roads defines an existing settlement of properties. The adjoining Rural Lifestyle zoned areas within the Wakatipu Basin identify the potential for further limited residential development, within the density limits set out in the provisions.~~

Provision 22.3.2.10.

In addition to Tables 1 and 2, the following standards apply to the areas specified:

~~Table 3: Rural Lifestyle Deferred and Buffer Zones~~

~~Table 43: Rural Residential Zone at Forest Hill.~~

~~Table 54: Rural Residential Bob's Cove and Sub Zone.~~

~~Table 6: Ferry Hill Rural Residential Sub Zone.~~

~~Table 75: Wyuna Station Rural Lifestyle Zone.~~

Rule 22.5.4.3.

~~22.5.4.3 Rural Residential zone at the north of Lake Hayes - 15m~~

Table 3: Rules 22.5.14 to 22.5.18

	Table 3: Rural Lifestyle Deferred and Buffer zones	Non-compliance:
22.5.14	The erection of more than one non-residential building.	NG
22.5.15	In each area of the Deferred Rural Lifestyle zones east of Dalefield Road up to two residential allotments may be created with a single residential building platform on each allotment.	D
22.5.16	The land in the Deferred Rural Lifestyle (Buffer) zone shall be held in a single allotment containing no more than one residential building platform.	D
22.5.17	In the Deferred Rural Lifestyle (Buffer) zone, apart from the curtilage area, the land shall be maintained substantially in pasture. Tree planting and natural revegetation shall be confined to gullies and watercourses, as specified in covenants and on landscape plans.	D
22.5.18	In the Buffer zone, the maximum building height in the building platform shall be 6.5m.	NG

Table 6. Rules 22.5.33 to 22.5.37

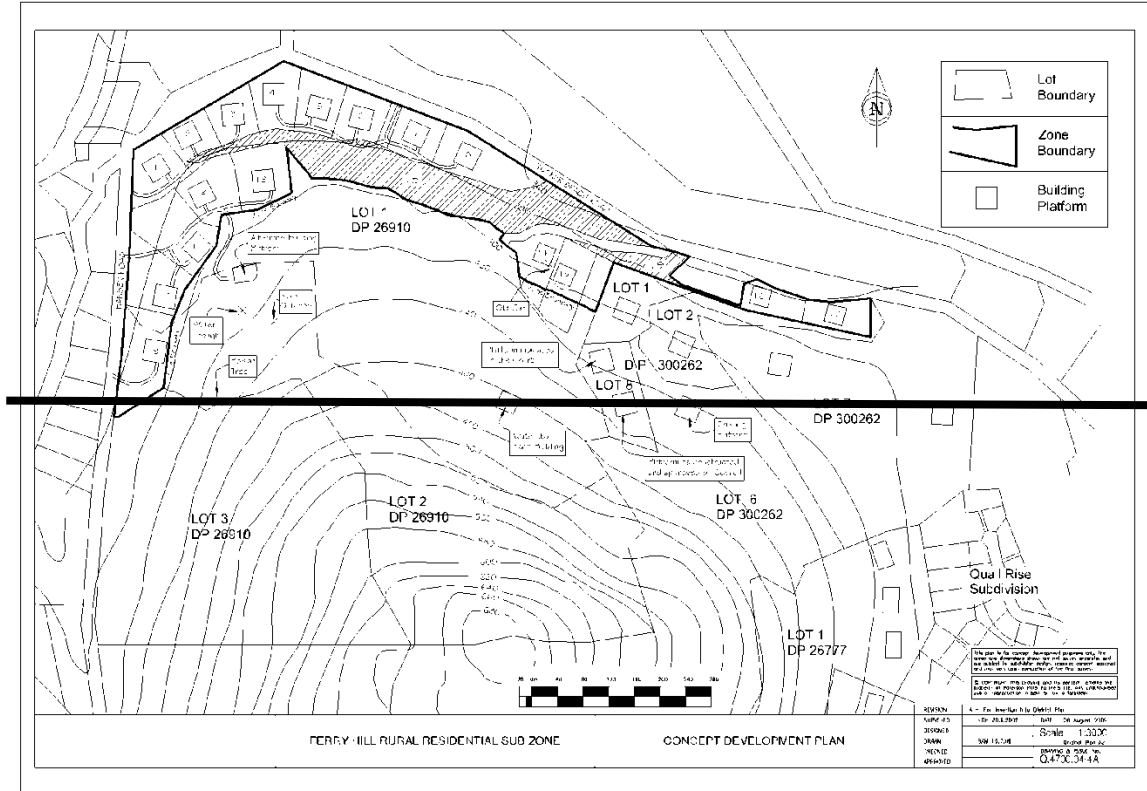
	Table 6: Ferry Hill Rural Residential Sub Zone Refer to Part 22.7.2 for the concept development plan	Non-compliance:
22.5.33	Density There shall be no more than one residential unit per lot.	NG
22.5.34	Building Height The maximum building height shall be 6.5m for lots 9-15 on the Concept Development Plan for the Ferry Hill Rural Residential sub-zone. Chimney and ventilation structures may be 7.2m high in this sub-zone.	D
22.5.35	Building Location	D

	The location of buildings shall be in accordance with the Concept Development Plan for the Ferry Hill Rural Residential sub-zone, in rule 22.7.2.	
22.5.36	<p>Design Standards</p> <p>Within Lots 9-15 as shown on the Concept Development Plan for the Ferry Hill Rural Residential sub-zone:</p> <p>22.5.36.1 The roof pitch shall be between 20° and 30° and roof dormers and roof lights are to be incorporated in the roof pitch;</p> <p>22.5.36.2 Roof finishes of buildings shall be within the following range: Slate shingle, cedar shingle, steel roofing (long run corrugated or tray) in the following colours, or similar, only: Coloursteel colours New Denim Blue, Grey Friars, Ironsand or Lignite;</p> <p>22.5.36.3 Wall claddings of buildings shall be within the following range: cedar shingles, natural timber (clear stain), painted plaster in the following colours or equivalent: Resene 5Y018, 5B025, 5B030, 4GR18, 1B55, 5G013, 3Y065, 3Y020; stone cladding provided the stone shall be limited to Otago schist only and all pointing/mortar shall be recessed.</p>	D
22.5.37	<p>Landscaping</p> <p>22.5.37.1 Any application for building consent shall be accompanied by a landscape plan that shows the species, number, and location of all plantings to be established, and shall include details of the proposed timeframes for all such plantings and a maintenance programme.</p> <p>22.5.37.2 The landscape plan shall ensure:</p> <p style="padding-left: 40px;">a) That the escarpment within Lots 18 and 19 as shown on the Concept Development Plan for the Ferry Hill Rural Residential sub-zone is planted with a predominance of indigenous species in a manner which enhances naturalness; and</p> <p style="padding-left: 40px;">b) That residential development on sites adjoining Tucker Beach Road is subject to screening.</p> <p>22.5.37.3 Plantings at the foot of, on, and above the escarpment within lots 18 and 19 as shown on the Concept Development Plan for the Ferry Hill Rural Residential sub-zone shall include indigenous trees, shrubs, and tussock grasses.</p> <p>22.5.37.4 Plantings on Lots 1-17 may include, willow (except Crack Willow), larch, maple as well as</p>	D

	<p>indigenous species.</p> <p>22.5.37.5 The erection of solid or paling fences is not permitted.</p>	
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Amendments:

Part 22.7.2 Rural Residential Ferry Hill Sub Zone Concept Development Plan
~~22.7.2 Rural Residential Ferry Hill Sub Zone Concept Development Plan~~



Variation to Stage 1 Subdivision and Development Chapter 27:

Underlined text for additions and ~~strike through~~ text for deletions.

Amend Chapter 27 by inserting the following into Rule 27.4.2;

The following shall be non-complying activities:

- g. The further subdivision of an allotment that has previously been used to calculate the minimum and average lot size for subdivision in the Wakatipu Basin Lifestyle Precinct.
- h. The subdivision of an existing or approved residential flat from the residential unit it is ancillary to, or the subdivision of a second dwelling on any allotment in the Wakatipu Basin Rural Amenity Zone or the Wakatipu Basin Lifestyle Precinct.

Amend Chapter 27 by inserting the following into Rule 27.4.3;

The following shall be Restricted Discretionary activities:

- b. Any subdivision in the Wakatipu Basin Rural Amenity Zone or the Wakatipu Basin Lifestyle Precinct meeting the minimum and/or average lot sizes specified in Rule 27.5.

Amend Chapter 27 by amending Rule 27.5.1 as follows;

27.5.1 No lots to be created by subdivision, including balance lots, shall have a net site area or where specified, average, less than the minimum specified.

Zone		Minimum Lot Area
Rural	<u>Wakatipu Basin Rural Amenity Zone</u>	<u>80ha</u>
	<u>Wakatipu Basin Lifestyle Precinct</u>	<u>6000m² minimum/1.0ha average</u>
Rural Lifestyle		
	Rural Lifestyle Deferred A and B.	No minimum, but each of the two parts of the zone identified on the planning map shall contain no more than two allotments.
	Rural Lifestyle Buffer.	The land in this zone shall be held in a single allotment
Rural Residential		
	Rural Residential Ferry Hill Subzone	4000m ² with no more than 17 lots created for residential activity

Amend Chapter 27.7 Location Specific objectives, policies and provisions

~~27.7.6 Objective – Ferry Hill Rural Residential Sub Zone – Maintain and enhance visual amenity values and landscape character within and around the Ferry Hill Rural Residential Sub Zone.~~

~~• Policies~~

~~27.7.6.1 At the time of considering a subdivision application, the following matters shall be had particular regard to:~~

- ~~• The subdivision design has had regard to minimising the number of accesses to roads;~~
- ~~• the location and design of on-site vehicular access avoids or mitigates adverse effects on the landscape and visual amenity values by following the natural form of the land to minimise earthworks, providing common driveways and by ensuring that appropriate landscape treatment is an integral component when constructing such access;~~
- ~~• The extent to which plantings with a predominance of indigenous species enhances the naturalness of the escarpment within Lots 18 and 19 as shown on the Concept Development Plan for the Ferry Hill Rural Residential sub-zone;~~
- ~~• The extent to which the species, location, density, and maturity of the planting is such that residential development in the Ferry Hill Rural Residential sub-zone will be successfully screened from views obtained when travelling along Tucker Beach Road.~~

Insert the following:

	<p><u>Subdivision in the Wakatipu Basin Rural Amenity Zone and the Wakatipu Basin Lifestyle Precinct</u></p> <p><u>Restricted Discretionary Activities</u></p>
27.7.6.1	<p><u>Subdivision in the Wakatipu Basin Rural Amenity Zone and the Wakatipu Basin Lifestyle Precinct:</u></p> <p><u>Discretion is restricted to:</u></p> <ol style="list-style-type: none"> a. <u>Location of building platforms and accessways</u> b. <u>Subdivision design and lot layout including the location of boundaries, lot sizes and dimensions:</u> c. <u>Location, scale and extent of landform modification, and retaining structures;</u> d. <u>Property access and roading;</u> e. <u>Esplanade provision;</u> f. <u>Natural and other hazards;</u> g. <u>Firefighting water supply and access;</u> h. <u>Water supply;</u> i. <u>Network utility services, energy supply and telecommunications;</u> j. <u>Open space and recreation provision;</u> k. <u>Ecological and natural landscape features;</u> l. <u>Historic Heritage features;</u> m. <u>Easements;</u> n. <u>Vegetation removal and proposed plantings;</u> o. <u>Fencing and gates;</u> p. <u>Wastewater and stormwater management;</u> q. <u>Connectivity of existing and proposed pedestrian networks, bridle paths, cycle networks.</u>
27.7.6.2	<p><u>Assessment Matters - Restricted Discretionary Activities</u></p> <p><u>General</u></p> <ol style="list-style-type: none"> 1. <u>The extent to which the proposal is consistent with relevant objectives and policies including those in Chapter 27 Subdivision, Chapter 24 Wakatipu Basin and Chapter 6 Landscapes.</u> 2. <u>The extent to which the subdivision provides for low impact design that avoids or mitigates adverse effects on the environment.</u> <p><u>Subdivision Design</u></p> <ol style="list-style-type: none"> 3. <u>The extent to which the location of future buildings and ancillary elements and</u>

the landscape treatment complements the existing landscape character, visual amenity values and wider amenity values of the Zone or Precinct, including consideration of:

- a) the retention of existing vegetation and landform patterns;
 - b) the alignment of lot boundaries in relation to landform and vegetation features and neighbouring development;
 - c) earth mounding, and framework planting to integrate buildings and accessways;
 - d) planting of appropriate species that are suited to the general area having regard to the matters set out in Schedule 24.8;
 - e) riparian restoration planting;
 - f) the retirement and restoration planting of steep slopes over 15° to promote slope stabilisation and indigenous vegetation enhancement;
 - g) the incorporation of development controls addressing such matters as building height, building colours and materials, building coverage, earthworks, retaining, fencing, gates, accessways (including paving materials), external lighting, domestic infrastructure (including water tanks), vegetation removal, and proposed plantings;
 - h) the integration of existing and provision for new public walkways and cycleways/bridlepaths.
4. The extent to which existing covenants or consent notice conditions need to be retained or are otherwise integrated into the proposed development in a manner that delivers optimal landscape character and visual amenity outcomes
 5. The extent to which the development maintains visual amenity from public places and neighbouring properties.
 6. Whether clustering of future buildings would offer a better solution for maintaining a sense of openness and spaciousness, or the integration of development with existing landform and vegetation patterns.
 7. The extent to which the development avoids, remedies or mitigates adverse effects on the features, elements and patterns that contribute to the value of adjacent or nearby ONLs and ONFs. This includes consideration of the appropriate setback from such features as well as the maintenance of views from public roads and other public places to the surrounding ONL and ONF context.
 8. The extent to which development adversely affects other Identified Landscape Features as identified on the planning maps, and in particular the visual amenity values of those features in views from public places outside of the Precinct.
 9. Whether a Landscape Management Plan or proposed plantings should be subject to bonds and consent notices.
 10. Whether the layout of reserves and accessways provides for adequate public access and use.

Access and Connectivity

11. Whether proposed sites are located and designed so that each site has a minimum frontage that provides for practical, legal and safe access from a formed public road that is suitable for both normal road going vehicles and construction traffic.
12. Whether the location and design of any proposed pedestrian, cycle, bridlepaths and vehicle accessways on the proposed site(s) avoid or minimise any adverse

effects on soil stability, landform patterns and features, and vegetation.

13. Whether subdivision provides for safe and practical pedestrian paths and cycle ways (whether sealed or unsealed) and bridle paths that are located in a manner which connect, or have the potential to connect to reserves (existing or proposed), roads and existing rural walkways.
14. Whether site design recognises any impact of roading and access on water bodies, ecosystems, drainage patterns and ecological values.
15. Whether any subdivision provides for future roads to serve surrounding land or for road links that need to pass through the subdivision.

Infrastructure and Services

16. Ensuring there is sufficient capacity and treatment to provide for the safe and efficient disposal of stormwater and wastewater from possible future development without adversely affecting natural water systems and ecological values.
17. Ensuring the design of stormwater and wastewater disposal systems incorporate measures to reduce runoff rates where there may be damage caused to natural waterway systems.
18. Whether any subdivision proposal demonstrates how any natural water system on the site will be managed, protected or enhanced.
19. Whether subdivision provides for an adequate and reliable supply of potable water to each proposed site.
20. Whether subdivision provides for an adequate and reliable supply of emergency water supply to each site in the event of fire.
21. Whether subdivision has sufficient capacity for the disposal of any effluent or other wastewater flow within the boundaries of each proposed site regardless of seasonal variations and loading.
22. Assessing where more than one site will be created, whether a shared or individual wastewater treatment and disposal system is the most appropriate, having regard to any known physical constraints.
23. Considering the extent to which easements and consent notices should be applied to protect the integrity of stormwater and/or wastewater treatment and disposal systems.
24. Assessing the extent to which access easements should provide for lines, including electric lines, telecommunication lines and other lines, where such lines or cables are or may be located within any private property and serve other properties or sites.
25. Whether sites can be connected to services such as telecommunications and electricity using low impact design methods including undergrounding of services.

Natural Environment and Cultural values

26. Considering the extent to which the subdivision provides for ecological

	<p><u>restoration and enhancement. Ecological enhancement may include enhancement of existing vegetation, replanting and weed and pest control.</u></p> <p>27. <u>Assessing the extent to which the subdivision and subsequent land use on the proposed site(s) adversely affects the historical, cultural or spiritual significance of any site or waahi tapu of significance to iwi.</u></p> <p>28. <u>Assessing the extent to which the subdivision design and layout preserves and enhances areas of archaeological, cultural or spiritual significance.</u></p> <p>29. <u>Assessing the extent to which the integrity of any identified heritage feature(s) is maintained and enhanced.</u></p> <p><u>Earthworks and Hazards</u></p> <p>30. <u>Considering how earthworks can be undertaken in a manner which mitigates and remedies adverse effects from soil erosion and the generation of sediments into receiving environments.</u></p> <p>31. <u>Considering whether earthworks are likely to have adverse effects on landscape character or visual amenity values which cannot be avoided, remedied or mitigated.</u></p> <p>32. <u>Considering the extent to which subdivision will increase the risks associated with any natural hazard and/or how the subdivision avoids, remedies or mitigates any hazard prone area.</u></p> <p>33. <u>Considering the extent to which contaminated or potentially contaminated soil is able to be treated or disposed of.</u></p> <p>34. <u>Where the subdivision land includes waterbodies, considering the extent to which remediation measures and methodologies can be employed to avoid, remedy or mitigate any adverse effects on human health, water quality, and to the downstream receiving environment.</u></p> <p>35. <u>Considering whether consent notices or other protective instruments are needed to ensure that any hazard or contamination remediation measures and methodologies are implemented at the time of development.</u></p>
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27.8 Rules - Location Specific Standards

Delete.

~~24.8.6 Ferry Hill Rural Residential sub-zone~~

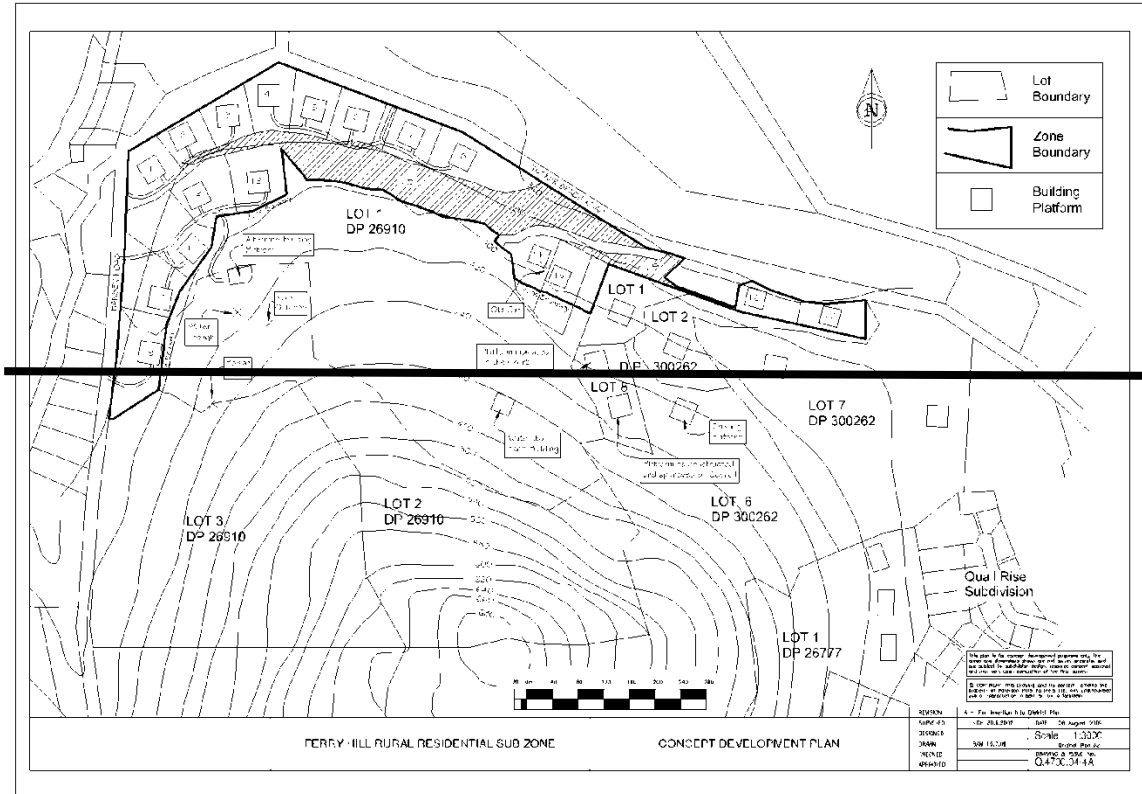
~~24.8.6.1 Notwithstanding any other rules, any subdivision of the Ferry Hill Rural Residential sub-zone shall be in accordance with the subdivision design as identified in the Concept Development Plan for the Ferry Hill Rural Residential sub-zone.~~

- ~~24.8.6.2 — Lots 18 and 19 as shown on the Concept Development Plan for the Ferry Hill Rural Residential sub-zone shall be retained for Landscape Amenity Purposes and shall be held in undivided shares by the owners of Lots 1-8 and Lots 11-15 as shown on the Concept Development Plan.~~
- ~~24.8.6.3 — Any application for subdivision consent shall:~~
- ~~a — Provide for the creation of the landscape allotments(s) referred to in rule 27.8.6.2 above;~~
 - ~~b — Be accompanied by details of the legal entity responsible for the future maintenance and administration of the allotments referred to in rule 27.8.6.2 above;~~
 - ~~c — Be accompanied by a Landscape Plan that shows the species, number, and location of all plantings to be established, and shall include details of the proposed timeframes for all such plantings and a maintenance programme. The landscape Plan shall ensure:

 - ~~• That the escarpment within Lots 18 and 19 as shown on the Concept Development Plan for the Ferry Hill Rural Residential sub-zone is planted with a predominance of indigenous species in a manner that enhances naturalness; and~~
 - ~~• That residential development is subject to screening along Tucker Beach Road,~~~~
- ~~24.8.6.4 — Plantings at the foot of, on, and above the escarpment within Lots 18 and 19 as shown on the Concept Development Plan for the Ferry Hill Rural Residential sub-zone shall include indigenous trees, shrubs, and tussock grasses.~~
- ~~24.8.6.5 — Plantings elsewhere may include maple as well as indigenous species.~~
- ~~24.8.6.6 — The on-going maintenance of plantings established in terms of rule 27.8.6.3 above shall be subject to a condition of resource consent, and given effect to by way of consent notice that is to be registered on the title and deemed to be a covenant pursuant to section 221(4) of the Act.~~
- ~~24.8.6.7 — Any subdivision shall be subject to a condition of resource consent that no buildings shall be located outside the building platforms shown on the Concept Development Plan for the Ferry Hill Rural Residential sub-zone. The condition shall be subject to a consent notice that is registered on the title and deemed to be a covenant pursuant to section 221(4) of the Act.~~
- ~~24.8.6.8 — Any subdivision of Lots 1 and 2 DP 26910 shall be subject to a condition of resource consent that no residential units shall be located and no subdivision shall occur on those parts of Lots 1 and 2 DP 26910 zoned Rural General and identified on the planning maps as a building restriction area. The condition shall be subject to a consent notice that is to be registered and deemed to be a covenant pursuant to section 221(4) of the Act.~~

27.13 Structure Plans and Spatial Layout Plans

27.13.1 Ferry Hill Rural Residential Subzone



Variation to Stage 1 Chapter 36 Noise:

Underlined text for additions and ~~strike through~~ text for deletions.

36.5 Rules – Standards

Table 2: General Standards

	Standard				Non-Compliance Status
	Zones sound is received in	Assessment location	Time	Noise limits	
36.5.1	<u>Wakatipu Basin Rural Amenity Zone</u>	Any point within any site	0800h to 2000h	50 dB L _{Aeq} (15 min)	NC
	<u>Wakatipu Basin Lifestyle Precinct</u>		2000h to 0800h	40 dB L _{Aeq} (15 min) 75 dB L _{AFmax}	NC

**QLDC Council
8 November 2017**

Report for Agenda Item: 3

Department: Planning & Development

Stage 2 Proposed District Plan Notification – Visitor Accommodation

Purpose

- 1 The purpose of this paper is to present a variation to the Proposed District Plan (PDP) addressing visitor accommodation for approval to proceed to statutory public notification as part of Stage 2 of the PDP review. The material presented includes variations to the Low Medium and High Density Residential Zones, Arrowtown Residential Historic Management Zone chapters, and changes to definitions relating to Residential Activities, Visitor Accommodation, Homestays, and Holiday Homes all of which were notified as part of Stage 1 of the PDP review.
- 2 References to “Stage 2” of the PDP in this report refer to both the introduction of new chapters and provisions into the PDP and to proposed variations to existing parts of the PDP introduced with Stage 1 of the district plan review.

Recommendation

That Council:

1. **Note** the contents of this report.
2. Having particular regard to the section 32 evaluation reports, **approve** pursuant to clauses 5 and 16A of the First Schedule of the Resource Management Act 1991 the following variations to the Stage 1 provisions of the Queenstown Lakes District Council Proposed District Plan 2015 for notification:
 - a) Chapters 7 Low Density Residential, 8 Medium Density Residential, 9 High Density Residential, 10 Arrowtown Residential Historic Management, 11 Large Lot Residential inserting new objectives, policies and rules and amending the zone purpose statements
 - b) Chapters 16 Business Mixed Use, 21 Rural, 22 Rural Residential and Rural Lifestyle, 23 Gibbston Character Zone, 41 Jacks Point, 42 Waterfall Park, 43 Millbrook inserting new rules
 - c) Chapter 2 Definitions
 - i. inserting new Residential Visitor Accommodation definition
 - ii. varying Homestay, Visitor Accommodation and Residential Activity definitions

- iii. deleting Registered Holiday Home and Registered Homestay definitions.
 - d) Changes to Planning Maps varying Visitor Accommodation Sub-zones set out in Appendix 3 to Council Agenda Item: 1, Stage 2 Proposed District Plan Notification – Transport, 8 November 2017.
3. **Authorise** the Manager Planning Policy to make minor edits and changes to the chapters and section 32 reports to improve clarity and correct errors and to notify Stage 2 of the Queenstown Lakes District Council Proposed District Plan 2015 in accordance with clause 5 of the First Schedule of the Resource Management Act 1991.
 4. **Note** that the (Stage 2) Planning Maps contain all the changes applicable to notification of Stage 2 of the Proposed District Plan including the Wakatipu Basin Variation, Open Space and Recreation Zones, Visitor Accommodation Sub-zones and roads applicable to the Transport Chapter.
 5. **Note** the zones and mapping notations notified in Stage 1 that are not amended by the Stage 2 changes remain part of the Proposed District Plan.

Prepared by:



Ian Bayliss
Planning Policy Manager
30/10/2017

Reviewed and Authorised by:



Tony Avery
General Manager Planning
and Development
31/10/2017

Background

The Proposed District Plan Review

- 3 The Proposed District Plan (PDP) was notified on 26 August 2015 as a staged review, commencing with the areas most urgently requiring attention and delivering most immediate benefit contained in Stage 1.
- 4 Stage 1 of the review commenced with 30 key chapters including the strategic direction and landscape, residential, rural and commercial zones, designations and maps. Matters raised in submissions have been considered at a series of 13 hearings the last of which was completed in September 2017.
- 5 Recommendations from the Independent Hearings Panel on the Stage 1 provisions are expected in February/March of 2018, which will allow Council to issue decisions in the first or second quarter of 2018.

- 6 In the mean-time a number of changes have been made to the Operative District Plan (ODP) which have not been duplicated in the Proposed District Plan¹. Council instead agreed on 29 September 2016, to separate the new plan conceptually and by geographic area into two volumes, which at the end of the staged review process will contain:
- **Volume A**, the geographic areas that have been notified into the PDP, and District Wide chapters to cover these areas, including the strategic chapters and PDP definitions; and
 - **Volume B**, the ODP as it relates to geographic areas that are excluded from the partial review, and the operative district wide chapters to cover these areas, including ODP definitions.
- 7 The intent of this conceptual two-volume approach is to manage areas of land within the District that were subject to a plan change since the Proposed District Plan was notified in August 2015. As PDP provisions become operative the equivalent provisions in Volume B will cease to apply for that land².

Visitor Accommodation

- 8 Visitor accommodation refers to the use of land or buildings for short-term, fee paying living accommodation where the length of stay is less than 3 months. Visitor accommodation activities may take on a number of different forms, including but not being limited to:
- Commercial Visitor Accommodation - traditional larger scale accommodation operation such as hotels, motels, backpackers, hotels and camping grounds
 - Residential Visitor Accommodation - owners and/or occupiers of privately owned residential dwellings renting shared rooms, private rooms or entire homes to short term visitors to the District.
 - Homestays (as defined under the ODP) - guests stay with the property owner within their privately owned residential dwelling or unit
 - Holiday Homes' (as defined under the ODP) - privately owned stand-alone residential dwelling is let out.
- 9 The PDP contained provisions addressing visitor accommodation when first notified in August 2015, however these provisions were withdrawn from

¹ Plan Change 52 Mount Cardrona Station, Plan Change 51 Peninsula Bay North; Plan Change 50 - Queenstown Town Centre Zone Extension; Plan Change 46 Ballantyne Road Industrial and Residential Extension; Plan Change 45 – Northlake; Plan Change 44 – Hanley Downs, Plan Change 41 Shotover Country; Plan Change 34 Remarkables Park; Plan Change 19 – Frankton Flats..

² Volume B chapters (including district-wide operative chapters) will however remain in the district plan where they apply to provisions not being reviewed such as Remarkables Park Zone the Queenstown Town Centre extension and Frankton Flats B.

residential zones of the PDP on 23 October 2015³. The report accompanying this decision notes that:

“visitor accommodation is growing in popularity, and is an important part of the District’s tourism offering, its increasing popularity means it is becoming an increasingly lucrative business. Evolving analysis suggests the growing use of residential dwellings for commercial letting may be having a significant impact on both the availability and cost of both permanent rental accommodation and seasonal rental accommodation, with resulting socio-economic impacts. Questions still remain, too, as to potential impacts on the cohesion and amenity values of residential neighbourhoods resulting from this land use activity”.

- 10 A further reason given for the withdrawal included that it allows for an “in depth and robust study and analysis of issues and policy options, and for potential non-statutory consultation with key stakeholders.”

Monitoring and the need for Review

- 11 To help understand the role of residential visitor accommodation activities in the District’s housing market, the Council commissioned Infometrics to produce current detailed information of visitor accommodation activity addressing the unique characteristics of the Queenstown market. This October 2017 study, Measuring the scale and scope of Airbnb in Queenstown Lakes District (see **Attachment 1** Section 32 Evaluation Report), focusses on the peer-to-peer lending platform Airbnb because of its dominance in the Queenstown market and the relative accessibility of detailed data on Airbnb. It examines the growth, distribution, scale and intensity of residential visitor accommodation activities being undertaken in the District and provides an important part of the evidential basis upon which the proposed visitor accommodation provisions have been developed.
- 12 The Infometrics study illustrates that a significant portion of the District’s housing stock is currently used for visitor accommodation activity (around 5,000 dwellings in the District including Airbnb, Bookabach and Holiday Homes listings) and estimates that Airbnb in particular:
- makes a sizeable contribution to the tourist accommodation market (providing 314,199 stay unit nights over 11 months to August 2017 which equates to around 14% of the number of commercial accommodation stay unit nights over the same period)
 - makes a sizeable contribution to the local economy (generating around \$68.6m in the 11 months to August 2017) and is a lucrative source of income for large numbers of people (the average Airbnb property generated \$19,886 over the same period)
 - occupies a far higher proportion of the housing stock in district than anywhere else in New Zealand (the number of whole houses available on Airbnb was

³ <http://www.qldc.govt.nz/assets/Uploads/Council-Documents/2015-Full-Council-Agendas/22-October-2015/1-Corporate-submission-on-proposed-district-plan.pdf>

equivalent to 14% of the District's housing stock in the June 2017 quarter – compared to the national average of 1.2%).

- is growing rapidly in both the Wanaka and Queenstown urban areas and also in the smaller settlements in the district (listings across the District increased from 2,558 to 4,106 listings in August 2017, an increase of 61% in 11 months).

13 Residential visitor accommodation activities have a range of important potential benefits and also some adverse effects which the Council must identify and manage where appropriate. The District's high growth rates, high rental and housing costs and limited housing availability described in further detail in this evaluation, are seen as being exacerbated by high rates of residential visitor accommodation. Other less pronounced effects include additional demands placed on the District's infrastructure services, traffic and parking, effects on residential amenity (such as noise and nuisance effects generated by visitor movements), and the general erosion of residential cohesion and character.

14 Examination of nuisance and character issues has considered previous investigations of residential character of different areas, complaints data and data on enforcement actions. This examination found that while the District is growing and changing in ways that some find uncomfortable this is not the same as evidence of problematic adverse effects. Very few complaints about Airbnb are received by the Council and the issue about residential amenity and character concerns the cumulative adverse effects on a combination of the attributes that make up residential character and amenity. It is notable that these affects are nevertheless contrary to the stated objectives of the residential zones and are being experienced in a variety of different areas.

15 This review also identified extensive non-compliance with the existing rules and reached an overall conclusion that the existing rules were complex, somewhat difficult to understand and contained clauses that are highly problematic to enforce, if not impossible.

16 The Mayoral Housing Affordability Taskforce October 2017 report addresses the impact of this activity on affordability, the long term rental market and the inadequacy of current policy settings. The recommendations of the report which were agreed by Council on 26 October 2017, recommend as follows:

“Council review its current approach to the use of private residential properties for short term paying guests to provide a simpler regime that in turn addresses the need to rebalance the availability of rental stock to encourage greater long-term rentals” (pg.18).

Comment

Proposed Provisions

17 The proposed changes to the residential zone provisions seek to provide more effective and efficient ways to control the adverse effects associated with the growing residential visitor accommodation market and where possible enable the

positive effects of this activity. They address adverse effects on housing supply and affordability in less intensive residential zones, whilst generally enabling tourism related visitor accommodation in locations where it can add to the vitality of more intensive zones. This is proposed to be achieved through a range of changes to the Stage 1 residential and business chapters but principally by:

- a. allowing property owners living in a house or flat in lower density residential zones to host up to 5 fee paying guests for short stay accommodation as a homestay (provided certain conditions are met) all year round and making this a permitted activity;
- b. allowing whole homes and flats in lower density residential zones to be let out for short stay accommodation for up to 28 days through up to 3 separate lets and making this a permitted activity;
- c. making it a non-complying activity to short term let a whole house or whole flats in lower density residential zones for more than 28 days per year or 3 separate lets per year, or to exceed the permitted activity thresholds for a homestay; and
- d. requiring a restricted discretionary non-notified activity consent framework in the higher intensity Town Centre, Mixed Use and High Intensity Residential zones and Visitor Accommodation Subzones for visitor accommodation exceeding the permitted activity thresholds.

Table 1. Summary Proposed Rule Framework for Visitor Accommodation

No Resource Consent Required	Resource Consent Required	
Applies to Low Density, Medium Density, High Density and Arrowtown Resi Historic Management, and Large Lot Residential Zones	Non-Complying Activity Applies to LDR, MDR, ARHM and LLR zones	Controlled Activity Applies to HDR and Visitor Accommodation Sub-Zones
Homestay <ul style="list-style-type: none"> - No more than 5 guests - Dwelling must be occupied. If residential flat, this must be occupied - No limit on the number of days or lets - 1 car park per bedroom - Optional registration process Residential visitor accommodation <ul style="list-style-type: none"> - No more than 28 days - No more than 3 lets 	Homestay <ul style="list-style-type: none"> - More than 5 guests - Dwelling or flat not occupied Residential visitor accommodation <ul style="list-style-type: none"> - More than 28 days - More than 3 lets Other commercial visitor accommodation i.e. hotels/motels	Homestay <ul style="list-style-type: none"> - More than 5 guests - Dwelling or flat not occupied Residential Visitor accommodation <ul style="list-style-type: none"> - More than 28 days - More than 3 lets Other commercial visitor accommodation i.e. hotels/motels

18 Visitor Accommodation Sub-zones are planning overlays that are intended to offer a more enabling and certain approach to the establishment and operation of visitor accommodation activities. Most Visitor Accommodation Sub-zones in Operative District Plan are proposed to be included in the PDP as part of these proposals. For reasons outlined in further detail in the section 32 Evaluation Report (see **Attachment 1** – Section 32 Evaluation) they have not been inserted where they are small anomalous spot zones, appear to be obsolete and do not have a policy basis for including them that is consistent with the RMA. The Operative Visitor Accommodation Sub-zones not supported or amended based on current information are as follows:

Table 2. Proposed Changes to ODP Visitor Accommodation Sub-zones

Zone	Address	Underlying Zone	Proposed Change
Wanaka LDR	181 Upton Street	Visitor accommodation	Retain; expand to include 185 Upton Street
Wanaka LDR	Studholme Road, Stackbrae Ave	Mixed visitor accommodation and residential	Retain; remove Stackbrae Ave subdivision
Arrowtown MDRZ	24 Cardigan Street	Residential	Remove
Wakatipu Basin Rural Residential	Corner Speargrass Flat and Slopehill Roads	Rural Residential	Remove
Lake Hayes LDR	25 Arrowtown-Lake Hayes Road	Residential	Remove
Frankton LDR	9 -11 Southberg Ave	Residential	Remove
Queenstown LDR	48 Goldfield Heights	Vacant	Remove
Queenstown LDR	Pinnacle Place	Mixed visitor accommodation and residential	Remove

19 Although the Hearings Panel rather than the Council will determine issues of legal scope it is noted that for reasons of procedural fairness submitters should be able to submit on visitor accommodation Sub-zones shown on the Stage 2 Planning Maps and propose new ones. Also, any submissions seeking Visitor Accommodation Sub-Zones that were not addressed as part of the Stage 1 hearings should be transferred to this topic.

20 The evaluation report prepared under section 32 of the RMA accompanying the proposed changes has helped determine the appropriateness of objectives to achieve the purpose of the RMA in light of the issues. It identifies and examines the following key resource management issues:

- Issue 1 - Visitor accommodation and housing availability

- Issue 2 – Impacts on residential amenity
- Issue 3 – Providing accommodation for tourists
- Issue 4 – Visitor accommodation sub-zones

21 The evaluation report also considers whether the proposed provisions are the most appropriate way to achieve the relevant objectives. The proposed policies, rules and other methods are examined for their costs, benefits, efficiency, effectiveness and risk in terms of achieving the objectives, and a range of alternative approaches and methods are considered.

The report concludes that the proposed Variation (see **Attachment 2** – Variations to Chapters 2, 7, 8, 9, 10, 11, 16, 21, 22, 23, 41, 42, and 43) will assist the Council to fulfil its statutory functions and responsibilities through the following proposed objectives, and a range of associated policies and rules:

- Objective - The location, scale and intensity of visitor accommodation is managed to maintain the residential character of the zone.
- Objective - Manage residential visitor accommodation to ensure that residential units and residential flats are predominantly used for residential activities, and the residential character of the zone is maintained.
- Objective – Visitor accommodation development will occur in urban areas close to town centres to respond to strong projected growth in visitor numbers.

Consultation preceding the Variation

22 The development of the Variation has built on previous public consultation undertaken to develop the PDP and plan changes 22 and 23 Visitor Accommodation and Residential Amenity. In addition to this:

- Submissions on Stage 1 of the district plan review addressing Visitor Accommodation were consolidated and considered;
- Meetings and phone conversations were held with Peter Miles, Bookabach CEO & Product Manager, and with Kate Hannan, Airbnb Community Liaison, Public Policy Australia and NZ. Feedback from these meetings included:
 - advice they want to work collaboratively with Council to develop its policy
 - importance of properly considering wider economic benefits of short term visitor accommodation and the effect of any regulations for the wider community
 - their view that constraining the growth of visitor accommodation in residential areas may result in more empty properties in Queenstown and Wanaka and may not increase the availability of secure long rental properties
 - need to address the different nature of the activity and associated issues in rural areas compared to urban areas.

- 23 This information makes clear that this is a significant issue for the community and that there are sizeable numbers of people for whom short term renting to visitors greatly assists with the high costs of living in the district. Taking these views into account has played an important part in arriving at the position reached with the proposed provisions.
- 24 Other statutory agencies (the Minister for the Environment, neighbouring district councils, the Otago Regional Council and Iwi Authorities) were informed of the development of these proposed changes, and offers were made to meet and discuss the proposals.
- 25 Any feedback received from statutory agencies after the close of the agenda item will be tabled on 8 November along with any changes that may result from this feedback.

Legal effect of these decisions

- 26 As the proposed provisions proceed through the review process from notification, to decisions on submissions, to resolution of any appeals, and to being made operative, the legal effect of these provisions will change.
- 27 Following notification, an application for consent on land affected by the Stage 2 Visitor Accommodation provisions, will need to be assessed considering all relevant Operative District Plan (ODP) provisions, and the Stage 1 and 2 PDP objectives policies and definitions can also be considered. If no submissions are made on a PDP rule, after the close of submissions it must be treated as operative and any previous rules must be treated as inoperative. For all rules except those in the following paragraph, the proposed Stage 1 and 2 rules will have legal effect when a decision on submissions relating to the rules is publically notified.
- 28 This Variation does not apply new rules that have immediate legal effect.

29 Submissions and Hearings

The submission period, indicative hearing timeline and communications plan are set out in Council Agenda Item: 1, Stage 2 Proposed District Plan Notification – Transport, 8 November 2017.

Options

- 30 This report identifies and assesses the following reasonably practicable options for assessing the matter as required by section 77 of the Local Government Act 2002:
- 31 **Option 1** Approve the PDP (Stage 2) Visitor Accommodation Variation for public notification

Advantages:

- 32 Progresses the PDP, which addresses a number of fundamental shortcomings in the Operative District Plan.

33 Responds to statutory requirements of the Resource Management Act 1991. In particular, Section 79(1) requires local authorities to commence a review of provisions in its District Plan if the provisions have not been the subject of a review or change during the previous 10 years. Many of the provisions in the Operative District Plan have now been operative for more than 10 years. While no explicit specification exists as to timeframes for notification following commencement of a review, the requirement under section 21 to avoid unreasonable delay applies.

Disadvantages:

34 None

Option 2 Not proceed to approve Stage 2 of the PDP Visitor Accommodation Variation for notification (for example to enable more consultation or analysis to occur).

Advantages:

35 Given the breadth of the issues addressed in the Variation, and the number of potentially interested parties, it is considered unlikely that substantial material progress would result from further pre-notification consultation or discussions such that a delay would be warranted.

36 A large amount of analysis has been undertaken which builds on the Stage 1 chapters of the plan review, for which extensive non-statutory consultation occurred prior to and after notification. Submissions on Stage 1 of the plan have also been considered.

37 The public notification process allows for careful and informed consideration of submissions to be undertaken and for the issues raised to be addressed in a managed and transparent process.

Disadvantages:

38 Would unnecessarily delay progression of the PDP. Further, it would delay the introduction of parts of the PDP that are considered necessary to have a well-functioning and integrated PDP.

39 This report recommends **Option 1** for addressing the matter.

Significance and Engagement

40 This matter is of high significance, as determined by reference to the Council's Significance and Engagement Policy because the PDP impacts on a large number of residents and ratepayers and residents, many of whom will be specifically affected by the proposed provisions.

Risk

41 This matter relates to the strategic risk SR1 'Current and future development needs of the community (including environmental protection), as documented in

the Council's risk register. The risk is classed as high. This matter relates to this risk because the District Plan, along with the 10 Year Plan and Asset Management Plans, is central to the current and future development needs of the community.

42 The recommended option considered above mitigates the risk by providing the necessary regulatory framework to provide for these needs.

Financial Implications

43 Costs associated with the recommended decisions are accounted for in operational budgets.

Council Policies, Strategies and Bylaws

44 A number of Council policies, strategies and bylaws have been considered in developing these parts of the PDP, including:

1. Housing Affordability Taskforce report [link](#)
2. Council Reply Evidence on the PDP
3. Development Contributions and Financial Contributions Policy 2016-2017 - [link](#)
4. Enforcement Strategy and Prosecution Policy June 2014 - [link](#)

45 These policies and strategies are of varying age, currency and continued relevance, and are also referenced in the supporting s32 evaluation reports.

46 This matter is included in the 10-Year Plan/Annual Plan.

Local Government Act 2002 Purpose Provisions

47 The recommended option:

- Will help meet the current and future needs of communities for good quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses;
- Can be implemented through current funding under the 10-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.

Consultation: Community Views and Preferences

48 The persons who are affected by, or interested in this matter are residents and ratepayers of the District, Iwi, the Otago Regional Council, neighbouring district Council's and other statutory bodies.

- 49 A range of views were expressed during consultation on Stage 1 of the proposed district plan review and these views have been taken into account when developing the provisions. Additionally, it is noted that Council has a duty under both the Local Government and Resource Management Acts to consider the wellbeing of people and communities into the future (i.e. Council's decision making has a strong intergenerational component).
- 50 Public notification of the PDP provides people with the opportunity to make submissions, to be heard at hearings, and ultimately, if not satisfied with decisions, to appeal to the Environment Court.

Legal Considerations and Statutory Responsibilities

- 51 Development of the PDP Stage 2 has occurred in accordance with the requirements of the RMA. Particular clauses of relevance include Sections 5-11, 31 and 32, 79 and Schedule 1.
- 52 The Local Government Act has also informed the review.
- 53 The process for notifying the PDP Stage 2 is stipulated by and will follow the procedures of the RMA.

Attachments

Attachment 1. Section 32 Evaluation Report – Visitor Accommodation

Attachment 2. Proposed District Plan Variation – Visitor Accommodation

Chapters 2 Definitions, 7 Low Density Residential, 8 Medium Density Residential, 9 High Density Residential, 10 Arrowtown Residential Historic Management, 11 Large Lot Residential, 16 Business Mixed Use, 21 Rural, 22 Rural Residential and Rural Lifestyle, 23 Gibbston Character Zone, 41 Jacks Point, 42 Waterfall Park, 43 Millbrook

Attachment 1:

Section 32 Evaluation Report – Visitor Accommodation



Queenstown Lakes District Proposed District Plan

Section 32 Evaluation

Stage 2 Components October 2017

For:

Visitor Accommodation

Chapter 2 Definitions

And consequential Variations to Proposed District Plan

26 August 2015

Report dated: 2 November 2017

File Reference: PDP Stage 2: Visitor Accommodation

Contents:

1. Executive summary
2. Introduction
3. Background
4. Purpose of the report
5. Statutory policy context
6. Resource management issues
7. Scale and significance evaluation
8. Evaluation of proposed objectives section 32(1)(a)
9. Evaluation of the proposed provisions section 32(1)(b)
10. The risk of not acting

Appendix 1: Infometrics, Measuring the scale and scope of Airbnb in Queenstown-Lakes District (October 2017)

1. EXECUTIVE SUMMARY

- 1.1. The visitor accommodation provisions and associated definitions seek to establish an appropriate regulatory response to Visitor Accommodation (VA) activities in the District's residential zones based on an evaluation of the appropriateness of objectives and reasonably practicable options, assessing the efficiency and effectiveness of provisions and assessing their associated benefits, costs and risks. The VA provisions were withdrawn from the High, Medium and Low Density Residential zones as well as the Arrowsmith Residential Historic Management Zone and the Large Lot Residential Zones of the Proposed District Plan (PDP) during Stage 1 of the PDP on 23 October 2015¹.
- 1.2. Specific attention is given to addressing the use of residential dwellings/units for short term visitor accommodation activities, particularly, adverse effects on residential housing supply and affordability. This type of activity involves the short term letting of residential dwellings or units to visitors primarily through the use of online rental platforms such as Airbnb and Bookabach.
- 1.3. The proposed provisions and definitions will assist the Council to fulfil its statutory functions and responsibilities as required by the Resource Management Act 1991 (the Act or the RMA) through the following objectives, policies and rules:
- (a) Objectives that recognise the contribution of visitor accommodation activities to social and economic wellbeing, and continue to provide for it in the most efficient and effective way;
 - (b) Objectives that recognise the adverse socio-economic and environmental effects which arise from the proliferation of visitor accommodation activities within predominantly residential areas, including those related to housing availability, affordability, residential cohesion and character, amenity, as well as traffic and parking;
 - (c) Policies that address the varying scales and geographic distribution of visitor accommodation activities and their potential effects;
 - (d) Rules that set clear limits on the scale, nature and location of visitor accommodation activities to ensure their adverse effects are managed;

2. INTRODUCTION

- 2.1. Section 32 of the Act requires objectives in plan change proposals to be examined for their appropriateness in achieving the purpose of the Act, and the policies and methods of those proposals to be examined for their costs, benefits, efficiency, effectiveness and risk in achieving the objectives. Accordingly, this report provides the following:

¹ See further background information in section 3 of this report

- A **background** to the context of visitor accommodation activities and provisions in the District;
- A description of the **statutory policy context** which sit behind the proposed provisions and review process;
- A description of the **drivers of residential visitor accommodation activities** and the resulting **resource management issues**;
- An evaluation of the **scale and significance** of the proposed provisions **(s32(1)(c))**;
- An **evaluation of the proposed objectives against section 32(1)(a)**;
- An **evaluation of the proposed provisions against section 32(1)(b)** and;
- An **assessment associated with the risk of not acting (s32(2)(c))**

2.2. Visitor accommodation refers to the use of land or buildings for short-term, fee paying living accommodation where the length of stay is less than 3 months. This activity inherently includes a commercial component as it involves fee paying guests using land and buildings for the purpose of short term living. VA is defined under the PDP, and this definition is also proposed to be amended to align with the new regulatory approach. Amendments to the definitions have a number of consequential effects on way VA activities are treated in those PDP zones which were notified as part of Stage 1 of the PDP.

2.3. Visitor accommodation activities may take on a number of different forms, including but not being limited to:

- Commercial Visitor Accommodation - Traditional larger scale accommodation operation such as hotels, motels, backpackers, hotels and camping grounds
- Residential Visitor Accommodation - Owners and/or occupiers of privately owned residential dwellings renting shared rooms, private rooms or entire homes to short term visitors to the District.
- 'Registered Homestays' (as defined under the ODP) - Where guests stay with the property owner within their privately owned residential dwelling or unit
- 'Registered Holiday Homes' (as defined under the ODP) - Where a privately owned stand-alone residential dwelling is let out.

2.4. To help understand the role of residential VA activities in the District's housing market, the Council commissioned Infometrics² to conduct a study focusing primarily on the peer-to-peer lending platform Airbnb. This study was completed in October 2017 and is attached to this report as Appendix 1. It illustrates the growth, distribution, scale, and intensity of residential VA activities being undertaken in the District and provides an important part of the evidential basis upon which the proposed VA provisions have been developed.

² Infometrics, Measuring the scale and scope of Airbnb in Queenstown-Lakes District, October (2017)

- 2.5. The Infometrics study used data obtained from a third party provider that analyses activity on the Airbnb website and illustrates that a significant portion of the District's housing stock is currently used for VA activity. Infometrics have estimated that residential VA occupies around 5,000 dwellings (based on Airbnb, Bookabach and Holiday Homes listings) and Airbnb (which is the overwhelmingly dominant player in this area) occupies 14% of the District's housing stock in the June 2017 quarter.
- 2.6. Residential VA activities have a range of potential adverse effects which the Council must identify and manage. The context of the District's high growth rates, high rental and housing costs and limited housing availability described in further detail in this evaluation, are seen as being exacerbated by high rates of residential VA. Other possible effects include additional demands placed on the District's infrastructure services, traffic and parking, effects on residential amenity (such as noise and nuisance effects generated by visitor movements), and the general erosion of residential cohesion and character. Examination of nuisance and character issues has considered previous investigations of residential character of different areas, complaints data and data on enforcement actions. This examination shows the District is growing and changing in ways that some find uncomfortable but this is not the same as evidence of highly problematic adverse effects. Very few complaints about Airbnb are received by the Council and the issue about residential amenity and character is more one of cumulative adverse effects on a combination of the attributes that make up residential character and amenity. It is notable that these effects are nevertheless contrary to the stated objectives of the zones and are being experienced in a variety of different areas.

3. BACKGROUND

District Plan Review

- 3.1. The District Plan review is being undertaken in stages. Stage 1 commenced in April 2014 and was publicly notified on 26 August 2015. Hearings on Stage 1 components comprising ten individual hearing streams for 33 chapters, 1 variation³ and three separate hearing streams for rezoning requests and mapping annotations⁴ were held from March 2016 to September 2017.
- 3.2. Visitor accommodation provisions, comprising a set of objectives, policies and rules were initially included within those chapters of the PDP which were notified as part of Stage 1 on 26 August 2015. They were however subsequently withdrawn from the Low, Medium and High Density Residential zones, Arrowtown Residential Historic Management Zone, and Large Lot

³ Variation 1 – Arrowtown Design Guidelines (2016)

⁴ Ski Area Sub Zones, Upper Clutha Area and the Queenstown Area (excluding the Wakatipu Basin).

Residential Zone by Council resolution on 22 October 2015⁵. The provisions were withdrawn from Stage 1 for the following reasons:

- Provides greater public certainty as to Council's position;
- Removes the potential perceptions of inconsistency and uncertainty in Council's approach;
- Allows for a more in-depth and robust study and analysis of issues and policy options, and for potential non-statutory consultation with key stakeholders

3.3. At the time of writing this report only one decision has been released by the independent commissioners hearing panel on zones and provisions notified as part of the Stage 1 review, being the Millbrook Resort Zone. This zone is now open to appeals. Therefore, this Stage 2 VA review cannot anticipate what panel recommendations, and subsequently the Council's decision might be, in terms of notifying zone specific standards.

4. PURPOSE OF THE REPORT

4.1. Section 32 of the Act requires objectives in plan change proposals to be examined for their appropriateness in achieving the purpose of the Act, and the policies and methods of those proposals to be examined for their efficiency, effectiveness and risk in achieving the objectives. This report fulfils the obligations of the Council under section 32 of the Act. The analysis set out below should be read together with the text of proposed visitor accommodation provisions and the associated definitions.

5. STATUTORY POLICY CONTEXT

Resource Management Act 1991

5.1. The statutory framework for preparing a district plan (change), and assessing the merits of the application of provisions, is set out in Part 2, sections 31, 32 and 72 to 76 of the RMA.

5.2. **Part 2** of the RMA (through sections 5 to 8) sets out the purpose and principles of the Act, which requires an integrated planning approach and direction to promote the sustainable management of natural and physical resources. A district plan, through the development of objectives, policies and methods must achieve the purpose of the Act. Section 5 of the RMA is stated below:

⁵ Order Paper for Council (22 October 2015)

5 Purpose

- (1) *The purpose of this Act is to promote the sustainable management of natural and physical resources.*
- (2) *In this Act, sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while—*
 - (a) *sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
 - (b) *safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
 - (c) *avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

5.3. **Section 6** of the RMA sets out ‘matters of national importance’ that need be recognised and provided for in making decisions. Depending on the location in which visitor accommodation occurs, some of these matters of national importance, such as the protection of outstanding natural features and landscapes, will be relevant. The strategic and district wide provisions of the PDP, developed through Stage 1 of the review, set the framework for these matters of national importance, however the provisions for VA must have regard to this framework and its integration with the planning provisions for individual zones and/or locations:

5.4. **Section 7** lists ‘other matters’ that Council shall have particular regard to when making decisions. Those considered to be of most relevance to VA activities including the following:

- (b) *the efficient use and development of natural and physical resources:*
- (c) *the maintenance and enhancement of amenity values:*
- (f) *maintenance and enhancement of the quality of the environment:*
- (g) *any finite characteristics of natural and physical resources:*

5.5. **Section 8** requires that Council take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). The principles as they relate to resource management derive from Te Tiriti o Waitangi itself and from resource management case law and practice. They can be summarised as follows:

- a) That there must be active protection of the partnership between the two parties;
- b) That there is an obligation to act with reasonableness and good faith, with both parties being prepared to compromise;
- c) That dialogue and consultation will be the main way in which to give effect to the three principles outlined above.

The provisions in Chapter 5 (Tangata Whenua) of the Proposed District Plan, developed through Stage 1 of the review, provide the framework to achieve section 8 of the RMA.

5.6. **Section 31** of the RMA outlines the functions of territorial authorities as they relate to the contents and purpose of a district plan and is outlined below (relevant areas underlined to emphasise the provisions relevant to this evaluation). It is noted that s31 was amended in September 2017⁶ to include the new (aa) below:

31 Functions of territorial authorities under this Act

- (1) *Every territorial authority shall have the following functions for the purpose of giving effect to this Act in its district:*
- (a) *the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:*
 - (aa) *the establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district:*
 - (b) *the control of any actual or potential effects of the use, development, or protection of land, including for the purpose of—*
 - (i) *the avoidance or mitigation of natural hazards; and*
 - (ii) *the prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances; and*
 - (iia) *the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land:*
 - (iii) *the maintenance of indigenous biological diversity:*
 - (c) *[Repealed]*
 - (d) *the control of the emission of noise and the mitigation of the effects of noise:*
 - (e) *the control of any actual or potential effects of activities in relation to the surface of water in rivers and lakes:*
 - (f) *any other functions specified in this Act.*
- (2) *The methods used to carry out any functions under subsection (1) may include the control of subdivision*

5.7. The proposed VA objectives help to achieve the integrated management of natural and physical resources and the purpose by enabling VA in zones where this activity supports the strategic direction of the PDP and the objectives for the zone, and restricting more intensive commercial VA in predominantly residential environments. This approach assists in managing potential effects of VA, such as traffic, noise and amenity values.

⁶ Resource Management Amendment Act (2017)

5.8. The provisions also implement **s31(aa)** above in giving effect to the purpose of the Act, both through mechanisms to protect housing availability for long term rental or residential use, and also through enabling VA in circumstances that contribute to demand from population growth and growth of visitor numbers and their associated accommodation needs. Definitions relevant to **s31(aa)** are contained in s30. It is considered that VA falls within both a type of 'housing' and a type of development capacity that is required to be provided for, as VA within an urban environment is considered to be 'urban development'. The provisions balance the effects of VA on reducing housing supply, whilst also enabling VA of an appropriate scale and location to meet demand for tourism accommodation.

5.9. The proposed approach to the management of visitor accommodation in the PDP is integrated with and complementary to the Otago Regional Council's functions pursuant to section 30 of the Act, associated with the following components of s 30 in particular:

- (a) **s30(a)** the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the natural and physical resources of the region
- (b) **s30(b)** the establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in relation to housing and business land to meet the expected demands of the region.

5.10. **Section 32** of the RMA sets out the requirements for preparing this evaluation report. An evaluation prepared under this section requires objectives in plan change proposals to be examined for their appropriateness in achieving the purpose of the Act, and the policies and methods of those proposals to be examined for their costs, benefits, efficiency, effectiveness and risk in achieving the objectives. This evaluation is undertaken throughout this report.

5.11. Section 32 was amended in September 2017 to include Changes to Māori participation, to require that Councils must engage with iwi authorities on draft plans and policy statements prior to notification (sch 1 clause 4A), and must consider iwi authority advice in section 32 evaluation reports. Iwi authorities were notified by letter of the timing of this review and plan change proposals and were invited to meet and/or provide comments. No responses have been received at the time of writing this report.

Local Government Act 2002

5.12. Sections 14(c), (g) and (h) of the Local Government Act 2002 (LGA) set out the principles that territorial authorities must follow in performing its role, and are of relevance in terms of policy development and decision making:

- (c) *when making a decision, a local authority should take account of—*

- (i) *the diversity of the community, and the community's interests, within its district or region; and*
 - (ii) *the interests of future as well as current communities; and*
 - (iii) *the likely impact of any decision on the interests referred to in subparagraphs (i) and (ii):*
- (g) *a local authority should ensure prudent stewardship and the efficient and effective use of its resources in the interests of its district or region, including by planning effectively for the future management of its assets; and*
- (h) *in taking a sustainable development approach, a local authority should take into account—*
- (i) the social, economic, and cultural interests of people and communities; and*
 - (ii) the need to maintain and enhance the quality of the environment; and*
 - (iii) the reasonably foreseeable needs of future generations*

5.13. The LGA emphasises a strong intergenerational approach, considering not only current environments, communities and residents but also those of the future. It demands a future focussed policy approach, balanced with considering current needs and interests. Like the RMA, the provisions also emphasise the need to take into account social, economic and cultural matters in addition to environmental ones.

5.14. Having regard to these provisions, the approach through this review is to provide a balanced framework in the District Plan for the regulation of VA, which is able to protect the housing needs of current and future generations, whilst also adequately providing for the accommodation needs of tourism growth. Furthermore, no less important is the need to ensure the provisions are presented in a manner that is clearly interpreted to facilitate effective and efficient District Plan administration.

Other National Legislation or Policy Statements

5.15. When preparing district plans, (under s75) district councils must *give effect to* any National Policy Statement (NPS). There are 5 National Policy Statements that are in effect:

- (a) National Policy Statement on Urban Development Capacity 2016;
- (b) National Policy Statement for Freshwater Management 2014;
- (c) National Policy Statement for Renewable Electricity Generation 2011;
- (d) National Policy Statement on Electricity Transmission 2008; and
- (e) New Zealand Coastal Policy Statement 2010.

5.16. A National Policy Statement for Indigenous Biodiversity is in draft form. The National Policy Statement of most relevance to VA is the National Policy Statement on Urban Development Capacity 2016. This is discussed in more detail below.

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

5.17. The NPS-UDC came into force on 1 December 2016. The NPS-UDC has an overall intention to require local authorities to provide sufficient residential and business land capacity over the short (0-3 years), medium (3-10 years) and long term (10-30 years) to enable urban environments to grow and change. This is supported by new sections 30 and 31(aa) RMA 1991 which require as part of councils function in achieving Part 2, Council's to ensure sufficiency of supply of housing and business land.

5.18. Queenstown is identified as a 'High Growth Urban Area' and the NPS-UDC applies to the District as a whole. In accordance with the NPS-UDC, amongst other things the Council is required to:

- (a) begin to monitor indicators under policy PB6 by June 2017;
- (b) begin to use indicators of price inefficiency under policy PB7 by 31 December 2017;
- (c) complete the housing and business development capacity assessment under policy PB1 by 31 December 2017; and
- (d) produce the future development strategy under policies PC12 to PC14 by 31 December 2018.

5.19. In a Queenstown context, the provisions of the NPS-UDC are considered to apply to VA, both as a use of, and demand on housing, and also as a business activity (for example commercial hotels and motels). Below is a discussion of the key objectives and policies of the NPS-UDC and its relevance to VA.

Objectives:

5.20. The objectives of the NPS apply to all local authorities. There are four groups of objectives relating to their purpose, these are '*outcomes for decision making*', '*evidence and monitoring*', '*responsive planning*', and '*coordinated evidence and decision making*'.

5.21. Overall the objectives outline the process to be followed under the NPS and the key outcomes sought. Together they indicate a need to better understand urban environments, adapt to change, and enable sufficient capacity for housing and business. Although the provision of capacity for housing and business is a key aim of the NPS UDC, its objectives (and policies) do not solely focus on the provision of capacity at all costs. The monitoring, reporting and responsive planning requires consideration of the capacity and demand for housing and business land, as well as achieving effective and efficient urban environments that provide for 'choice' and the appropriate locations for urban development. The NPS UDC does not override or derogate from the normal statutory tests for any plan change, rather, they should form an

important part of a section 32 analysis alongside other relevant matters set out within the hierarchy of planning documents.

For example, OA1 and OA2 of the NPS state:

OA1 Effective and efficient urban environments that enable people and communities and future generations to provide for their social, economic, cultural and environmental wellbeing

OA2 Urban environments that have sufficient opportunities for the development of housing and business land to meet demand, and which provide choices that will meet the needs of people and communities and future generations for a range of dwelling types and locations, working environments and places to locate businesses.

5.22. OA1 highlights the need to enable efficient urban environments that provide for the 'four wellbeing's'. OA2 focuses on the provision of sufficient capacity to meet demand, balanced with the need to provide for a range of housing choices and with consideration to present and future generations.

5.23. The VA provisions are considered to give effect to these objectives, as the increased restriction on standalone 'holiday home' type VA in urban zones (as a NC activity) will ensure that residential use of housing supply is protected; while low intensity use of residential housing (i.e. Homestay or restricted letting of whole house units) for VA is enabled at a scale which is considered to be appropriate to provide for choices, provide for social, economic, cultural and environmental wellbeing, whilst also serving a portion of demand for tourism accommodation.

5.24. OA3 and OC2 reflect the ongoing nature of monitoring, assessments and responsive planning required by the NPS-UDC; referencing urban environments and a planning response that develops and changes, over time.

OC2 of the NPS states:

Local authorities adapt and respond to evidence about urban development, market activity and the social, economic, cultural and environmental wellbeing of people and communities and future generations, in a timely way.

5.25. OC2 highlights that planning should respond to information about the market, to provide for the wellbeing of current and future generations. The VA provisions are considered to give effect to this objective through an approach which responds to current information about the price and supply of housing, and the impact that the use of residential housing as VA has on both of these factors.

Policies

5.26. Policies PA1 to PA4 implement OA1 to OA3 (outcomes for planning decisions) and are the most directly relevant to planning decisions:

PA1: Local authorities shall ensure that at any one time there is sufficient housing and business land development capacity according to the table below:

Short term	Development capacity must be feasible, zoned and serviced with development infrastructure.
Medium term	Development capacity must be feasible, zoned and either: <ul style="list-style-type: none"> • serviced with development infrastructure, or • the funding for the development infrastructure required to service that development capacity must be identified in a Long Term Plan required under the Local Government Act 2002.
Long-term	Development capacity must be feasible, identified in relevant plans and strategies, and the development infrastructure required to service it must be identified in the relevant Infrastructure Strategy required under the Local Government Act 2002.

5.27. PA1 requires local authorities to ensure provision of sufficient and 'feasible' housing and business capacity; and identifies that capacity for the short and medium terms must be zoned in the PDP. At the time of notifying these VA provisions, housing and business assessments under the NPS-UDC (due December 2018) are still being prepared. However, evidence on the dwelling capacity of the PDP has been provided by the Council during stage 1 of the PDP review through hearing Stream 12 (Upper Clutha mapping) and Stream 13 (Queenstown Mapping).

5.28. The dwelling capacity evidence presented to the hearings panels for both streams 12 and 13 illustrates that there is sufficient feasible development capacity for residential development in the short, medium and long term to give effect to PA1. This analysis was based on dwelling demand figures which incorporated a portion of 'unoccupied dwellings' which reflected both vacant or empty houses, as well as houses used for visitor accommodation⁷. Population demand figures also account for predicted growth in tourism numbers.⁸

5.29. Specifically, the results of the analysis demonstrate that there is a projected dwelling demand of 4,711 in the Queenstown ward at 2028 (medium term) and an estimated feasible development capacity of 20,494 in the current PDP. In the Wanaka ward, there is a projected dwelling demand of 2,376 at 2028 (medium term) and an estimated feasible development

⁷ Para 7.6 to 7.8 <http://www.qldc.govt.nz/assets/Uploads/Planning/District-Plan/Hearings-Page/Hearing-Stream-13/Section-42A-Reports-and-Council-Expert-Evidence/Dwelling-Capacity-Evidence-received-19-June-2017/QLDC-13-Queenstown-Mapping-Kim-Banks-Supplementary-Statement-of-Evidence-29408407-v-2.pdf>

⁸ Statement Of Evidence Of Walter Antony Clarke On Behalf Of Queenstown Lakes District Council Growth Projections 19 June 2017 <http://www.qldc.govt.nz/assets/Uploads/Planning/District-Plan/Hearings-Page/Hearing-Stream-13/Section-42A-Reports-and-Council-Expert-Evidence/Dwelling-Capacity-Evidence-received-19-June-2017/QLDC-13-Queenstown-Mapping-Walter-Clarke-Evidence-Dwelling-Capacity-29408194-v-1.pdf>

capacity of 10,994⁹. The estimated feasible residential development capacity is therefore more than sufficient to meet the PA1 requirements for the short term (to 2021) and medium term (to 2028) in both Queenstown and Wanaka. These results demonstrate that there is sufficient zoned capacity for residential use to 2028, as required by PA1.

5.30. In terms of business land, the evidence presented for Stream 13 indicated that the Wakatipu Ward has sufficient commercial zoned land for the short and medium terms (to 2038). A shortage of 18.6ha in the Wakatipu ward is however predicted to occur in the long term between 2038 and 2048. These results demonstrate that there is sufficient zoned capacity for business use to 2028, as required by PA1.

5.31. The proposed VA provisions are considered to give effect to the NPS-UDC through the following:

- (a) Restricting the use of whole residential houses for visitor accommodation, therefore maintaining residential housing capacity within residential zones.
- (b) Enabling low intensity use of residential houses and residential flats for residential visitor accommodation and 'homestays', to provide for a portion of VA demand.
- (c) Providing for VA development within defined VA sub-zones, commercial or town centre transition overlays to provide for a portion VA demand.
- (d) Providing some scope, via resource consents, to establish other forms of VA within residential and rural zones.
- (e) Maintaining the enabling approach to all types of VA in town centres and the business mixed use zone established through Stage 1 chapters of the PDP.

5.32. The changes proposed to the regulation of VA will ensure that sufficient housing capacity is maintained for residential use. The provisions also give effect to OA2 in providing 'choices' and a range of 'dwelling types' through the enabling approach to Homestays, and for VA within commercial or town centre overlays and defined VA sub-zones.

PA2

PA2: Local authorities shall satisfy themselves that other infrastructure required to support urban development are likely to be available.

5.33. PA2 requires the integration of land use and infrastructure. The VA provisions will ensure that land in residential zones is used efficiently, which will assist in ensuring appropriate levels of demand on infrastructure services. Unless the scale of the visitor accommodation is very

⁹ Reply Of Philip Mark Osborne On Behalf Of Queenstown Lakes District Council Residential Capacity (6 October 2017) <http://www.qldc.govt.nz/assets/Uploads/Planning/District-Plan/Hearings-Page/Hearing-Stream-13/Council-Right-of-Reply/S0001-QLDC-T13-OsborneP-Residential-Capacity-Reply.pdf>

different to what has been observed, it is considered unlikely to create distinctly different demands on infrastructure to those of conventional residential activities in these zones.

PA3

- PA3: When making planning decisions that affect the way and the rate at which development capacity is provided, decision-makers shall provide for the social, economic, cultural and environmental wellbeing of people and communities and future generations, whilst having particular regard to:
- a) Providing for choices that will meet the needs of people and communities and future generations for a range of dwelling types and locations, working environments and places to locate businesses;
 - b) Promoting the efficient use of urban land and development infrastructure and other infrastructure; and
 - c) Limiting as much as possible adverse impacts on the competitive operation of land and development markets.

5.34. PA3 highlights the range of considerations to have regard to in providing for development capacity, including providing for wellbeing, a range of dwelling types, and limiting the effects of competitive development markets. The proposed regulatory approach gives effect to this policy through giving primacy to the residential use of dwellings (as opposed to commercial use) to improve housing supply and affordability. This approach may also limit adverse effects on the local development market whereby the extraordinary returns to be gained from carrying out VA in and around the District's outstanding natural landscapes and other attractive tourism offerings may be reduced, thus potentially reducing the attractiveness of housing as a speculative investment choice.

PA4

- PA4: When considering the effects of urban development, decision-makers shall take into account:
- a) The benefits that urban development will provide with respect to the ability for people and communities and future generations to provide for their social, economic, cultural and environmental wellbeing; and
 - b) The benefits and costs of urban development at a national, inter-regional, regional and district scale, as well as the local effects.

5.35. PA4 requires consideration of the benefits and costs of urban development, and its relationship to social, economic, cultural and environmental wellbeing. An evaluation of the costs and benefits of the proposed regulatory approach to VA in urban zones is contained later in this report. The proposed approach is reflective of the need to provide for limited forms of VA due to the social and economic benefits this provides locally, regionally, and nationally; but also

to limit its occurrence to an appropriate level which is able to maintain residential supply and provide access to more affordable housing.

5.36. Overall, the VA provisions are considered to give effect to the NPS-UDC.

Resource Management National Environmental Standards Regulations (NES)

5.37. National Environmental Standards (NES) are regulations made under the RMA that prescribe standards for specific activities most of which are not directly relevant to these provisions. When preparing district plans, (under s75) district councils must *give effect to* any relevant National Environmental Standard (NES). The NES have the effect of overriding district plans, unless otherwise stated within the NES. Section 43A (5) of the RMA states:

43A(5) If a national environmental standard allows an activity and states that a resource consent is not required for the activity, or states that an activity is a permitted activity, the following provisions apply to plans and proposed plans:

- (a) a plan or proposed plan may state that the activity is a permitted activity on the terms or conditions specified in the plan; and*
- (b) the terms or conditions specified in the plan may deal only with effects of the activity that are different from those dealt with in the terms or conditions specified in the standard; and*
- (c) if a plan's terms or conditions deal with effects of the activity that are the same as those dealt with in the terms or conditions specified in the standard, the terms or conditions in the standard prevail.*

5.38. There are currently 5 NES in effect:

- (a) National Environmental Standards for Air Quality
- (b) National Environmental Standard for Sources of Drinking Water
- (c) National Environmental Standards for Telecommunication Facilities
- (d) National Environmental Standards for Electricity Transmission Activities
- (e) National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health

A number of other proposed environmental standards are also in development, however none of these are directly relevant to visitor accommodation.

NES for Assessing and Managing Contaminants in Soil to Protect Human Health 2011 (NES-CS)

5.39. The NES-CS seeks to ensure that land affected by contaminants in soil is appropriately identified and assessed before it is developed to avoid risk to human health. This requires all territorial authorities to give effect to and enforce the requirements of the NES-CS. Information addressing the NES-CS can form part of the information required to be submitted for resource consent applications under Schedule 4 (2)(1)(g) and the consideration of applications under section 104 where appropriate.

NES Electricity Transmission Activities 2009 (NES-ETA)

5.40. The rules relating to the National Grid and to protecting the National Grid are located within PDP Stage 1 Chapter 30: Energy and Utilities. The PDP recognises this by cross referencing to Chapter 30 Energy and Utilities for any activities associated with the National Grid. These provisions will apply where any visitor accommodation activity is undertaken within or adjoining the national grid corridor.

Iwi Management Plans

5.41. When preparing or changing a district plan, Section 74(2A) of the RMA states that Council's must take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of the district.

5.42. The following iwi management plans are relevant:

The Cry of the People, Te Tangi a Tauria: Ngāi Tahu ki Murihiku Natural Resource and Environmental Iwi Management Plan 2008 (MNRMP 2008)

5.43. Section 3.4 'Takitimu Me Ona Uri: High Country and Foothills' contains the following policies that are relevant to visitor accommodation:

Encourage consent and concession authorities to consider appropriate locations and durations for activities involving tourism, recreation and access to the high country. This includes assessing the long term and cumulative effects that the activity may have. Furthermore authorities should provide for the potential availability of improved techniques and processes that will reduce overall effects on high country landscapes.

Ensure that protocols are established to recognise for the accidental discoveries of cultural sites and material.

5.44. The proposed provisions take account of these policies through the development of a regulatory approach which enables low intensity forms of visitor accommodation in appropriate zones/locations, and managing the long term and cumulative effects of VA on housing supply

and amenity. The strategic provisions of the plan through Chapters 3 and 6 also assist with the protection of high country landscapes. Accidental discovery protocols are implemented via resource consent processes and conditions of consent.

Kāi Tahu ki Otago Natural Resource Management Plan 2005 (KTKO NRMP 2005)

5.45. Part 10: Clutha/Mata-au Catchments *Te Riu o Mata-au* outlines the issues, and policies for the Clutha/Mata-au Catchments. Included in this chapter is a description of some of the Kāi Tahu ki Otago values associated with the Clutha/Mata-au Catchments. Generic issues, objectives and policies for all catchments across the Otago Region are recorded in Chapter 5.

5.46. Many of the general objectives and policies relate generally to the use, management and protection of water and biodiversity, and are not directly applicable to visitor accommodation. However, the need to ensure appropriate management of discharges and the effects of land use on water quality is a relevant consideration to any change of land use, whether rural or urban. This is reflected in the following policies:

5.3.4 Wai Māori General Policies

- 2. To promote the cultural importance of water to Kāi Tahu ki Otago in all water management within the Otago Region and Lower Waitaki Catchment.*
- 10. To encourage all stormwater be treated before being discharged.*
- 11. To encourage identification of non-point source pollution and mitigate, avoid or remedy adverse effects on Kāi Tahu ki Otago values*

Section 5.6 of the plan identifies issues, objectives and policies for cultural landscapes.

Policy 5.6.4 (3), 24 and 25 are relevant to visitor accommodation:

5.6.4 Cultural Landscapes General Policies

- 3. To promote the control of visitor and recreational activities that impact on significant landscapes.*
- 24. To discourage the erection of structures, both temporary and permanent, in culturally significant landscapes, lakes, rivers or the coastal environment.*
- 25. To discourage subdivisions and buildings in culturally significant and highly visible landscapes.*

5.47. The iwi management plans have been taken into account as part of the preparation of the Section 32 report and Visitor Accommodation provisions. The strategic provisions of the plan through Chapters 3 and 6 also assist with the protection of high country landscapes.

Regional Policy Statements

Operative Regional Policy Statement 1998

5.48. Section 74 of the Act requires that a district plan prepared by a territorial authority must “give effect to” any operative Regional Policy Statement. The operative Otago Regional Policy Statement 1998 (**RPS**) is the relevant regional policy statement to be given effect to within the District Plan. Objectives and policies of the ORPS relevant to the regulation of VA include:

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

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

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

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

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

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

5.49. Objectives 5.4.3 and Policy 5.5.6 seek to protect Otago’s outstanding natural features and landscapes from inappropriate subdivision, use and development. Objective 5.4.5 and Policies 5.5.3 to 5.5.5 promote sustainable land use and minimising the effects of development on water and land.

5.50. The promotion of sustainable management of the built environment and infrastructure, as well as avoiding or mitigating against adverse effects on natural and physical resources is also incorporated into Objectives 9.4.1, 9.4.2 and 9.4.3; as well as Policies 9.5.1 to 9.5.5. Objectives

11.4.1 and 11.4.2 seek to manage risks from natural hazards by identifying and then avoiding or mitigating the risks

Proposed Regional Policy Statement 2015

5.51. Section 74(2) of the RMA requires that a district plan prepared by a territorial authority shall "have regard to" any proposed regional policy statement. The Proposed Otago Regional Policy Statement (**PRPS**) was notified for public submissions on 23 May 2015, and decisions on submissions were released on 1 October 2016. The following is based on the PRPS Decision version: 1 October 2016

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

Related Policies:

- Policies 4.3.1 – 4.3.4 associated with managing infrastructure.

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

Related policies:

Policy 4.5.1 *Managing for urban growth and development.*

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

- a) *Ensuring there is sufficient residential, commercial and industrial land capacity, to cater for the demand for such land, over at least the next 20 years;*
- b) *Coordinating urban growth and development and the extension of urban areas with relevant infrastructure development programmes, to provide infrastructure in an efficient and effective way;*
- c) *Identifying future growth areas and managing the subdivision, use and development of rural land outside these areas to achieve all of the following:*
 - i. *Minimise adverse effects on rural activities and significant soils;*
 - ii. *Minimise competing demands for natural resources;*
 - iii. *Maintain or enhance significant biological diversity, landscape or natural character values;*
 - iv. *Maintain important cultural or historic heritage values;*
 - v. *Avoid land with significant risk from natural hazards;*
- d) *Considering the need for urban growth boundaries to control urban expansion;*

- e) *Ensuring efficient use of land;*
- f) *Encouraging the use of low or no emission heating systems;*
- g) *Giving effect to the principles of good urban design in Schedule 5;*
- h) *Restricting the location of activities that may result in reverse sensitivity effects on existing activities.*

5.52. The majority of the provisions of the Decisions Version have been appealed and mediation is currently taking place. Accordingly, limited weight can be provided to the Decisions Version of the PRPS at this time. However, the provisions of PRPS are relevant in identifying a direction in ensuring plans provide for sufficient urban land capacity, where this is coordinated and integrated with infrastructure, and provides good urban design.

Regional Plans

5.53. Section 75 of the RMA states that a district plan must not be inconsistent with a regional plan. There are no regional plans determined to be of particular relevance to the regulation of visitor accommodation.

Proposed District Plan

Notified PDP 26 August 2015

5.54. The council is undertaking a staged review of the proposed district plan. Hearings on Stage 1 chapters and provisions completed in October 2017 and decisions on provisions are anticipated to be released in the first quarter of 2018. The decision on Chapter 43: Millbrook was released on 18 October 2017. Stage 1 of the PDP review incorporated the 'strategic' plan provisions (Chapters 3 to 6), and the majority of urban zones and rural zones.

5.55. The stage 1 provisions of the PDP do not have 'legal effect' under the RMA (s86B) until the decisions on provisions is publicly notified. In the interim, Council as the consent authority is able to give 'weight' to objectives, policies, and other issues, reasons, or methods in plans before the plan becomes operative.

5.56. Although a decision on provisions is not yet available for Stage 1 of the review (with the exception of Chapter 43: Millbrook), the notified versions of the provisions are indicative of council's strategic approach to the management of land use and development, and the achievement of Part 2 of the RMA. In terms of *King Salmon*¹⁰, it is necessary for this s32

¹⁰ *Environmental Defence Society Inc v New Zealand King Salmon Company Ltd*, [2014] NZSC 38.

analysis to resort to Part 2 as the three exceptions¹¹ apply to the Stage 1 text as it is considered to be 'uncertain' until it is made operative (s86F).

5.57. However, it has been the Council's evidence (including through Hearing Streams 1-13 on the text of the PDP) that its reply version of the Stage 1 chapters give best effect to Part 2 of the RMA, and therefore give substance to Part 2 of the Act although it is acknowledged that at this stage the changes in the reply versions, have no more weight than other submissions recommending changes.

5.58. The 'hierarchy' within the plan (established by the strategic chapters 3-6) means that the zones and their associated rules need to achieve the relevant zone's objectives and policies, which in turn need to achieve the higher order objectives and policies as set out in the Strategic Direction chapter. The objectives subject to this s32 analysis for visitor accommodation are considered to be the most appropriate way of achieving the purpose of the Act, also having regard to the Stage 1 provisions and the strategic hierarchy of the PDP.

5.59. As such, below provides a summary of the relevant parts of Stage 1 of the PDP (notified and reply versions) which the visitor accommodation provisions have taken account of, as a means to achieve the zone and higher order objectives and policies of the plan.

Strategic Direction Chapter 3

Notified Provisions

Objective - 3.2.2.1 Ensure urban development occurs in a logical manner:

- *to promote a compact, well designed and integrated urban form;*
- *to manage the cost of Council infrastructure; and*
- *to protect the District's rural landscapes from sporadic and sprawling development.*

Policy 3.2.2.1.3 Manage the form of urban development within the UGBs ensuring:

- *Connectivity and integration with existing urban development;*
- *Sustainable provision of Council infrastructure; and*
- *Facilitation of an efficient transport network, with particular regard to integration with public and active transport systems*

Policy 3.2.2.1.5 - Ensure UGBs contain sufficient suitably zoned land to provide for future growth and a diversity of housing choice.

¹¹ Where there is illegality, incomplete coverage of an issue, or uncertainty of meaning in a higher order planning document, Part 2 will still be relevant. See King Salmon at [88].

Objective 3.2.3.1 - Achieve a built environment that ensures our urban areas are desirable and safe places to live, work and play

Policy 3.2.3.1.1 Ensure development responds to the character of its site, the street, open space and surrounding area, whilst acknowledging the necessity of increased densities and some change in character in certain locations.

Objective 3.2.6.1 Provide access to housing that is more affordable

Policy 3.2.6.1.1 Provide opportunities for low and moderate income Households to live in the District in a range of accommodation appropriate for their needs.

Objective 3.2.6.2 Ensure a mix of housing opportunities

Policy 3.2.6.2.1 Promote mixed densities of housing in new and existing urban communities

Reply provisions

5.60. The below provides a summary of the relevant parts of Stage 1 of the PDP (**reply version**)

3.2.1.4 Objective – ~~Recognise and provide for~~ The significant socioeconomic benefits of tourism activities across the District are provided for and enabled.

Policy

3.2.1.4.1 Enable the use and development of natural and physical resources for tourism activity where adverse effects are avoided, remedied or mitigated.

5.61. Strategic Direction Chapter 3 brings together key resource management issues for the District in a concise manner and provides a policy framework that establishes the rationale and intended direction for the other components of the District Plan. The Strategic Directions of the PDP overall focuses future urban development within identified urban growth boundaries with urban zones that provide for urban growth to meet the needs of the District.

5.62. The provisions included above reflect a desire to provide for a range of housing choices, and access to housing that is more affordable. Through the hearings a new objective (3.2.1.4) and policy (3.2.1.4.1) were recommended in the reply version of the chapter (shown above) which also reflect the need to provide for and enable tourism, where adverse effects are avoided, remedied or mitigated.

5.63. The VA provisions of the urban zone chapters achieve these higher order objectives and policies through better balancing the effects of VA on housing supply and affordability and enabling tourism activity, whilst generally enabling VA in appropriate locations through a restricted discretionary, non-notified activity consent framework in the higher intensity Town

Centre, Mixed Use and High Intensity Residential zones and by avoiding and mitigating likely adverse effects in lower intensity residential zones by making it non-complying over a defined scale.

Urban Development Chapter 4:

Notified Provisions

4.2.3 *Objective – Within Urban Growth Boundaries, provide for a compact and integrated urban form that limits the lateral spread of urban areas, and maximises the efficiency of infrastructure operation and provision.*

Policies 4.2.3.1 Provide for a compact urban form that utilises land and infrastructure in an efficient and sustainable manner, ensuring:

- connectivity and integration;*
- the sustainable use of public infrastructure;*
- convenient linkages to the public and active transport network; and*
- housing development does not compromise opportunities for commercial or community facilities in close proximity to centres.*

4.2.3.6 *Development improves connections to recreational and community facilities, and enhances the amenity and vibrancy of urban areas*

4.2.4 *Objective - Manage the scale and location of urban growth in the Queenstown Urban Growth Boundary*

4.2.4.2 *Ensure that development within the Queenstown Urban Growth Boundary:*

- Provides a diverse supply of residential development to cater for the needs of residents and visitors*
- Provides increased density in locations close to key public transport routes and with convenient access to the Queenstown Town Centre*
- Provides an urban form that is sympathetic to the natural setting and enhances the quality of the built environment*
- Provides infill development as a means to address future housing demand*
- Provides a range of urban land uses that cater for the foreseeable needs of the community*

4.2.5 *Objective - Manage the scale and location of urban growth in the Arrowtown Urban Growth Boundary.*

4.2.5.2 *Ensure that development within the Arrowtown Urban Growth Boundary provides:*

- *an urban form that is sympathetic to the character of Arrowtown, including its scale, density, layout and legibility in accordance with the Arrowtown Design Guidelines 2016.*

4.2.6 *Objective - Manage the scale and location of urban growth in the Wanaka Urban Growth Boundary.*

4.2.6.2 *Ensure that development within the Wanaka Urban Growth Boundary:*

....

- *Facilitates a diversity of housing supply to accommodate future growth in permanent residents and visitors*

5.64. The PDP Chapter 4 (Urban Development) sets out the objectives and policies for managing the spatial location and layout of urban development within the District. Council's position on the provisions was largely unchanged following the hearing of submissions. They seek to provide for coordinated planning of urban capacity, infill development within existing urban areas, and for existing urban settlements to become better connected. A number of provisions relate to the need to provide for a range of housing needs and the efficient use of land through infill development to meet predicted growth, whilst also maintaining the amenity and character of the Districts key urban settlements.

5.65. The VA provisions of the urban zone chapters achieve these higher order objectives and policies through ensuring the efficient use of residential areas primarily for housing, but also balanced with the need to provide accommodation choice for visitors at an appropriate scale.

Tangata Whenua Chapter 5

Notified version

5.4.1 *Objective - Promote consultation with tangata whenua through the implementation of the Queenstown Lakes District Plan.*

5.4.1.1 *Ensure that Ngāi Tahu Papatipu Rūnanga are engaged in resource management decision-making and implementation on matters that affect Ngāi Tahu values, rights and interests, in accordance with the principles of the Treaty of Waitangi.*

5.4.5 *Wāhi tūpuna and all their components are appropriately managed and protected.*

Policies

- 5.4.5.1 *Identify wāhi tūpuna and all their components on the District Plan maps and protect them from the adverse effects of subdivision, use and development.*
- 5.4.5.2 *Identify threats to wāhi tūpuna and their components in this District Plan.*

5.66. The proposed VA provisions do not directly implement these provisions of Chapter 5. However the implementation methods established under Chapter 5, in addition to the information required to be submitted for resource consent applications under Schedule 4 (and the consideration of applications under section 104) provide a mechanism for the involvement of tangata whenua through the implementation of the PDP and for these policies to be considered.

Landscapes Chapter 6

6.3.3 *Objective - Protect, maintain or enhance the district's Outstanding Natural Features (ONF).*

Policies

- 6.3.3.1 *Avoid subdivision and development on Outstanding Natural Features that does not protect, maintain or enhance Outstanding Natural Features.*
- 6.3.3.2 *Ensure that subdivision and development in the Outstanding Natural Landscapes and Rural Landscapes adjacent to Outstanding Natural Features would not degrade the landscape quality, character and visual amenity of Outstanding Natural Features.*

6.3.4 *Objective - Protect, maintain or enhance the District's Outstanding Natural Landscapes (ONL).*

Policies

- 6.3.4.1 *Avoid subdivision and development that would degrade the important qualities of the landscape character and amenity, particularly where there is no or little capacity to absorb change.*

6.3.5 *Objective - Ensure subdivision and development does not degrade landscape character and diminish visual amenity values of the Rural Landscapes (RLC).*

Policies

- 6.3.5.1 *Allow subdivision and development only where it will not degrade landscape quality or character, or diminish the visual amenity values identified for any Rural Landscape.*

5.67. Chapter 6 establishes the objectives and policies for the protection of s6 and s7 landscapes.

The landscape classifications of Chapter 6 are not directly related to these VA provisions. Although Jacks Point and Arthurs Point contain urban land considered to be within the Outstanding Natural Landscape these zones are something of an anomaly. The only change proposed to the Jacks Point Zone is to align with the refined definitions of VA, which does not affect the landscape classifications. Moreover, the provisions proposed do not alter the PDP approach to built form and therefore will not alter the way subdivision and development affects landscape character the visual amenity values of rural landscapes.

6. RESOURCE MANAGEMENT ISSUES

The context

Tourism

6.1. Tourism is a fast growing and important economic sector for the District and wider national economy. The number of international visitor arrivals into New Zealand has increased significantly and the growth of visitor arrivals within the District has been both significant and sustained. This is reflected in the total number of passenger movements (which includes an arrival and departure) through Queenstown Airport which increased by 8% in 2014, 14% in 2015 and 18% in 2016¹² equating to approximately 900,000 visitor arrivals (Figure 1).

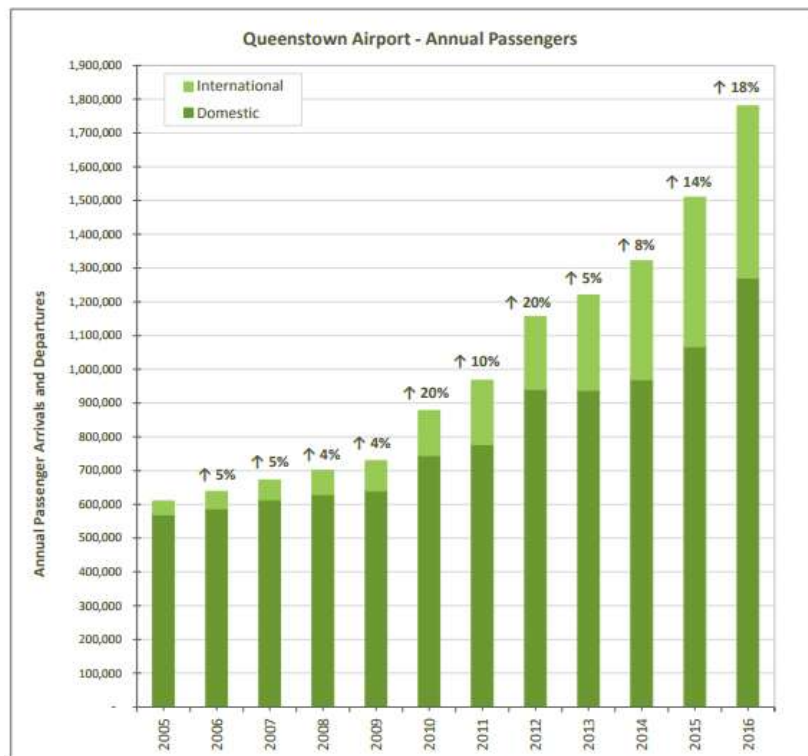


Figure 1: Queenstown Airport annual passenger numbers¹²

- 6.2. An increase in the number of visitors is anticipated to continue. The Queenstown Airport Corporation¹² forecasts 3.2 million visitor movements through Queenstown's Airport annually by 2025 and up to 7.1 million by 2045. The number of visitors is approximately half the number of movements (which includes an arrival and departure) and so these predictions reflect approximately 1.6 million people arriving annually by 2025 and approximately 3.55 million by 2045. While analysis shows potential movements of up to 7.1 million by 2045, the Queenstown Airport Corporation considers 5 million movements, or 2.5 million arrivals, to be a more sustainable target¹².
- 6.3. Detailed population projections have been prepared for the Council's Long Term Plan (LTP) asset management and planning functions by Rationale Ltd¹³ based on Statistics New Zealand projections. This analysis estimates that the number of visitors to the District on an average day will increase from 24,900 in 2018; to 31,500 in 2028; and 42,100 by 2058. On a peak day, Rationale Ltd¹³ predicts that the number of visitors to the District will be 79,300 in 2018, increasing to 99,700 in 2028 and 138,700 by 2058.
- 6.4. This level of growth brings about a wide range of economic benefits. For example, the Infometrics¹ report shows that Airbnb accommodation within the District generated \$68.6 million revenue for hosts over the 11 months to August 2018, with the average Airbnb host generating \$19,886 in this period. This is about two and a half times more than the average New Zealand Airbnb listing.
- 6.5. Growth without sustainable management however gives rise to a variety of resource management issues that the Council must recognise and provide for through District Plan objectives, policies and rules. In particular, the emergence of the online shared economy and its peer-to-peer lending platforms, such as Airbnb and Bookabach, has given rise to significantly increased rates of letting of private residential dwellings/units for short term VA purposes to a point where it appears to be playing a detrimental role in the housing market. Infometrics¹ reports unprecedented growth in the number of Airbnb listings within the District which increased by 61% over the 11 months to August 2017 with the number of separate listings equating to 14% of the District's total housing stock.

Housing Affordability

- 6.6. The District is recognised as having some of the least affordable housing in New Zealand. House price-to-income multiples are an internationally recognised measure of housing affordability endorsed by the Agenda 21 UN framework and by the World Bank. This 'medium

¹² Queenstown Airport Corporation Master Plan Options summary document (2017)

¹³ Rationale Limited, QLDC Growth Projections to 2058 (2017)

multiple' provides a measure of affordability where the medium house price is divided by the gross annual medium household income. Using this measure, the District is currently shown as being the least affordable market in New Zealand with the medium house price (\$850,000) being 11.72 times the medium household income (\$72,497)¹⁴. An "affordable" housing market in the District would see homes at 4.0 – 6.0 times the annual medium household incomes, equating to medium house prices under \$430,000¹⁴ based on current average incomes. While recent prices may appear to be stabilising, the positivity of the long term trends observed by MBIE¹⁵ suggest this may be a temporary levelling point in the cyclical fluctuation of prices which show no signs of decreasing relative to incomes and remain significantly unaffordable (Figure 2).

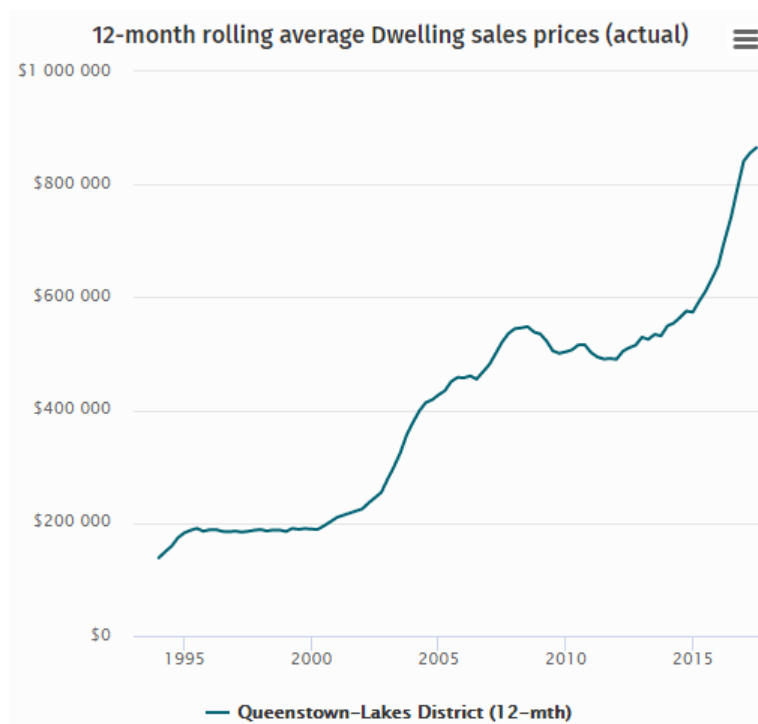


Figure 2: Queenstown Lakes District actual dwelling sale prices December 1993 – June 2017^{Error!Bookmark not defined.}

6.7. The District's rental prices demonstrate a similar trajectory (Figure 3). As at March 2017 average rents in the District surpassed average rents in Auckland (\$521 in Queenstown compared to \$502 per week in Auckland)¹⁵. Average weekly rents across the District increased by \$79 from June 2016 (\$442) to June 2017 (\$521), with the most significant increase being in the Wakatipu Ward from \$450 to \$557 (a difference of \$107)¹⁵. Using the

¹⁴ Community Housing Aotearoa, Mayoral Housing Affordability Taskforce (October 2017)

¹⁵ Ministry of Business, Innovation and Employment, Urban Development Capacity Dashboard (2017) <https://mbienz.shinyapps.io/urban-development-capacity/>

'medium multiple' method, an affordable weekly rental rate for a household on the medium income in the District would be \$400 - \$600 per week for a household¹⁴.

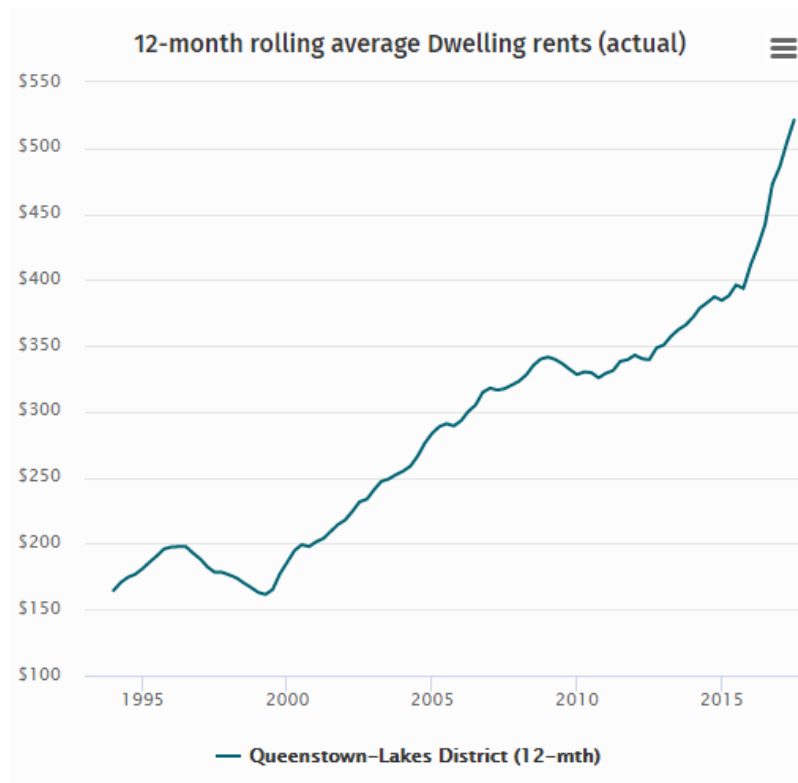


Figure 3: Queenstown Lakes District actual rental prices December 1993 – June 2017^{Error!Bookmark not defined.}

Population Growth

6.8. The District is experiencing a period of significant economic and population growth. Infometrics¹⁶ shows evidence of exponential population growth over the last 4 – 5 years in particular with annual increases of 1.4% in 2012, 4% in 2014 and 7.1% in 2016. This level of growth is substantially higher than the New Zealand annual average of just 2.1% in 2016.

6.9. Rationale Limited¹³ were engaged by the Council to review and prepare growth projection scenarios. Their 40 year growth scenario produced out to 2058 shows the District's population almost doubling between 2018 and 2058, from 38,000 to 74,700 residents with the period of most rapid growth occurring in the next 10 – 15 years.

¹⁶ Infometrics, Queenstown Lakes District Population at a Glance (2016)
<https://ecoprofile.infometrics.co.nz/queenstown-lakes%2bdistrict/Population>

6.10. These growth projections set the scene for continuing pressure on the construction sector, developers, central and local government to maintain a sufficient supply of housing and infrastructure to facilitate this growth. As identified above, the context for this growth is a housing market that already has highly challenging housing affordability conditions and an increasingly high proportion of the housing stock being used for VA activities.

Key Issues

Issue 1 - Visitor accommodation and housing availability

6.11. To better understand the relationship between short term private residential VA activities and housing availability, Infometrics² assessed the characteristics of all Airbnb listings within the District over 11 months to August 2017. They identified the type of listings (i.e whole house/unit, private room or shared room), the size of the listings (i.e the number of bedrooms per listing), their occupancy rate (i.e how often they were let), and rate of availability (i.e how often they were made available to visitors).

6.12. The infometrics² report identified 4,106 Airbnb listings in the District in August 2017. Table 1 below breaks this down into the type of Airbnb listings available in the District. It demonstrates that a significant proportion (67%) of all listings are entire homes or apartments. Just 32.9% of the listings were for private or shared rooms. The high proportion of whole houses/apartments illustrates that many listings, if not used for visitor accommodation, are likely to be otherwise suitable as rental properties. Table 1 also demonstrates there is a greater proportion of entire homes/apartments listed for VA activities within the District than in other parts of the country.

Table 7: Airbnb listings by type, August 2017

Type of listing	Queenstown-Lakes District		New Zealand	
	Number	Proportion*	Number	Proportion*
Entire home/apt	2,759	67%	22,917	50%
Private room	1,306	32%	22,320	49%
Shared room	36	0.9%	689	1.5%

*Total shares may not add to 100% due to some observations missing information on listing type (<1%)

Table 1: Airbnb listings by type²

6.13. Table 2 below breaks down all entire house/apartment listings by their number of bedrooms. It illustrates that a high proportion of those entire home/apartment listings comprise properties with three or more bedrooms (58%). As such, there are a significant number of entire homes being utilised for short term VA that could otherwise be suitable for families or groups of long term residents. However, this may also identify that there is demand for a type of VA that

provides for families and large groups not being adequately met in other commercial types of VA (i.e hotels/motels).

Table 8: Entire house/unit Airbnb listings by number of bedrooms, August 2017

Number of bedrooms	Queenstown-Lakes District		New Zealand	
	Number	Proportion	Number	Proportion
1	546	20%	7263	32%
2	602	22%	6225	27%
3	916	33%	5585	24%
4+	695	25%	3844	17%

*Total shares may not add to 100% due to some observations missing information on number of bedrooms (<1%)

Table 2: Entire house/unit Airbnb listings by number of bedrooms²

6.14. Table 3 below shows the proportion of time Airbnb properties were available over the study period. Overall, it shows that all listings were available for let for large periods of time.

Table 9: The proportion of time Airbnb properties have been available for over the 11 months to August 2017

	Queenstown-Lakes District	New Zealand
Entire houses/units	71%	68%
All listing types	69%	70%

Table 3: Proportion of time Airbnb listings were available²

6.15. Table 4 below shows the average occupancy rate of Airbnb listings over the study period (this data also accounts for and removes 'blocked out' dates). This shows that listings were occupied 32% of the time and that the District's listings have a higher occupancy rate than those in other parts of the country. These occupancy rates remain lower than commercial VA operations however which are the dominant supplier of VA in the District. This is to be expected given the sole purpose of commercial accommodation is to gain and maintain market position within the sector and secure higher comparative levels of occupancy.

Table 6: Average occupancy rate in the 11 months to August 2017

Occupancy	Queenstown-Lakes District	New Zealand
Airbnb	32%	25%
Commercial accommodation*	64%	45%
Airbnb as % of commercial	50%	55%

* Commercial accommodation for August 2017 is estimated using July 2017 annual growth rates from the Commercial Accommodation Monitor (CAM)

Table 4: Average occupancy of Airbnb listings²

6.16. Looking closer at the occupancy and availability data it can be inferred what happens with the wider house/apartment listings market over the study period. If those whole house/apartment listings were available 71% of the time within the 11 month study period (being the 335 days between 1 October 2016 and 31 August 2017), this would equate to 238 available days for letting on Airbnb, and 97 unavailable days. Infometrics² reports an average occupancy rate of 32% which would equate to 76 occupied days out of the total 238 available days. In light of this, it can be inferred that an average whole house/apartment listing could not realistically be used as a place of long term residence, however this is hard to confirm without detailed data on longer term rental activity. Nevertheless, it is not certain that owners or tenants would reside in such a property for short periods of intervening available or unoccupied time. Whether these large properties would be made available for rental purposes for such a limited period of time will also depend on the personal circumstances of different owners.

6.17. Although it is difficult to make definitive conclusions about the highly variable patterns of rental activities taking place, it is reasonable to conclude that a significant and increasing number of those whole house/apartment listings are being used exclusively for short term VA activities. The Infometrics² report supports this view, suggesting directly that “Airbnb has made a significant encroachment on the Queenstown-Lakes rental pool and made finding accommodation for residents substantially more difficult”.¹⁷

6.18. The Infometrics² report highlights a clear financial motivation behind this type of activity. In particular, the report suggests that an average Airbnb listing in the district generated \$19,886 over the 11 month study period. This level of income is 2.5 times greater than the New Zealand average of \$8,221 per property and the average earnings per property and per room are significantly higher than Auckland’s (Table 5). This level of earnings is also reflects the high rates of properties listed being three or more bedrooms (58%, as discussed above) which also return greater daily rates (due to having multiple rooms).

Table 11: Earnings from Airbnb in the 11 months to August 2017

	Queenstown-Lakes District	Auckland	New Zealand
Total earnings	\$68,640,982	\$79,467,429	\$292,186,744
Average earnings per property	\$19,886	\$6,498	\$8,221
Average daily rate per room	\$109	\$73	\$73

Table 5: Airbnb earnings²

¹⁷ Infometrics, Measuring the scale and scope of Airbnb in Queenstown-Lakes District, Infometrics (October 2017, page 3)

Summary of Airbnb and housing affordability

- 6.19. Infometrics² illustrates the scale and intensity of residential VA activities within the District. They show that a significant number of listings comprise whole houses/apartments and that these properties are likely to be used exclusively for VA purposes. It is therefore likely that a high proportion of these properties have been removed from the general pool of accommodation available for long term residents. A clear financial incentive, driven by the District's population and employment growth, and burgeoning tourism growth and the high returns available from VA is likely to be driving this behaviour.
- 6.20. Although there is insufficient evidence to confirm a direct causative relationship between the growth of residential VA activities and the District's high rental and property prices, it is reasonable to assume that residential VA activities, by removing properties from the general pool of accommodation, are an important contributing factor to the District's housing affordability challenge.

Issue 2 – Impacts on residential amenity

- 6.21. As part of their assessment, Infometrics² analysed the scale of Airbnb listings in respect to the District's planning zones (both ODP and notified PDP zones). Table 6 below shows the proportion of all Airbnb listings within each zone. It illustrates that the Low Density Residential Zone has the most Airbnb listings at 49% or 1,703 individual properties. The High Density Residential, Township, Medium Density Residential and Rural Lifestyle and Zones contain much of the remaining listings, comprising 25.5% of those identified in the study period.

Table 25: Airbnb listings by zone in October 2016 and August 2017

The number of Airbnb listings on average per month*		
Zones	% of total	Total
Low Density Residential	49%	1,703
High Density Residential	11%	375
Township (Operative)	5.0%	172
Medium Density Residential	4.9%	170
Rural Lifestyle	4.6%	158
Special Zone - Shotover Country	4.4%	154
Large Lot Residential	3.2%	112
Rural Residential	2.8%	98
Special Zone - Resort	2.7%	93
Rural	2%	76
High Density Residential (Operative)	1.7%	58
Special Zone - Quail Rise	1.4%	47
Rural Visitor	1.2%	40
Arrowtown Residential Historic Management Zone	1%	36
Gibbston Character Zone	0.8%	27
Town Centre Queenstown	0.7%	24
Special Zone - Remarkables Park	0.6%	21
Penrith park	0%	16
Special Zone - Meadow Park	0.3%	11
Special Zone - Mount Cardrona Station	0.3%	10
Open Space (Operative)	0.2%	7
Town Centre Wanaka	0%	6
Business Mixed Use	0.2%	6
Special Zone - Bendemeer	0.1%	4
Other	1.0%	34
Queenstown-Lakes District Total		3,458

Table 6: Proportion of all Airbnb listings within each planning zone²

6.22. Infometrics² also found that the number of Airbnb listings increased substantially across all planning zones, with growth rates in the Low, Medium and High Density zones at 63%, 43% and 52% respectively over the 11 month study period to August 2017.

6.23. AirDNA¹⁸ (a website which examines Airbnb activity in urban centres around the world) shows evidence of similar growth patterns over a longer period of time. It provides evidence of a sustained and significant increase in the number of listings on Airbnb over a 7 year period between 2010 – 2017 (Figure 4) equating to an annual growth rate of 175% within the immediate Queenstown area (Figure 5 - Note AirDNA data does not include other areas of the District). This also reflects the consolidation of short term letting into an increasingly dominant single ubiquitous international online platform.

¹⁸ AirDNA, Market Overview – Queenstown (2017)
<https://www.airdna.co/market-data/app/nz/otago/queenstown/overview>

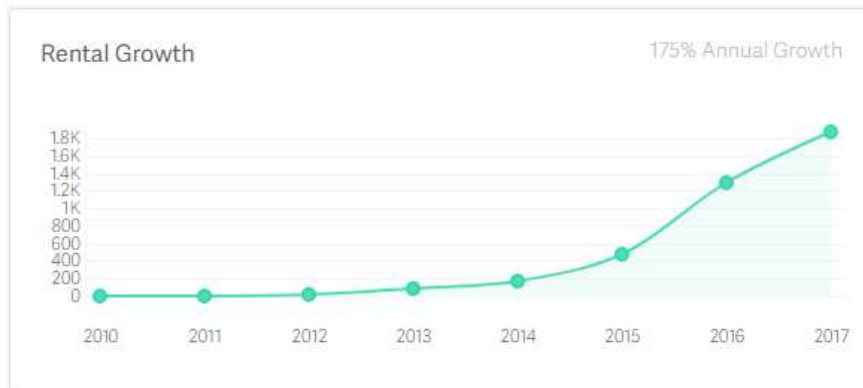


Figure 4: Queenstown area Airbnb listings 2010 – 2017¹⁸



Figure 5: AirDNA survey area – Queenstown area only¹⁸

6.24. Given the encroachment and significant growth of short term visitor accommodation activities within the District's residentially zoned land, it is necessary to consider potential adverse effects associated with the co-location of these land use activities.

Issue 3 – Residential Cohesion and Character

6.25. As part of Plan Change 23 (Visitor Accommodation and Residential Amenity) Council sought to address the location of VA units and define the role of VA within residential areas. Hill Young

Cooper Ltd¹⁹ prepared a discussion paper on the relationship between residential coherence and VA. The paper defined residential coherence as a product of three main elements:

1. Stability – where the rate and scale of the incursion of non-residential activities is limited so that the majority of residents have other permanent residents as neighbours (owner occupiers or longer term renters).
2. Character – more domestic forms of development prevail, even if they are at a higher density, and where there are clear signs of permanent occupation, with an integration of the built and open spaces (gardens, trees and open spaces).
3. Identity – there is a sense of containment to the neighbourhood, such as not being cut in two by a busy main road, and where there is some sense of common identity in terms of relationship to views, open spaces and orientation which offer reasonable access to daylight and sunlight.

6.26. Elements one and two in particular emphasise the prevalence of domestic development and the permanency of residential activities, while element three addresses the significance of a sense of neighbourhood identity and containment within an area.

6.27. In their report, Hill Young Cooper¹⁹ considered the intermixing of VA activities with residential development tends to adversely impact the integrity of community cohesion, possibly resulting in noise and parking issues and a reduced feeling of safety. In particular, feedback obtained from the Issues and Options paper for Plan Change 23 identified the following impacts of visitor accommodation activities on residential cohesion:

- loss of neighbours/residential feel – feeling of not being in a stable neighbourhood and uncertainty about where the area is “headed” if there is a constant expansion of visitor accommodation developments
- Reduced sense of safety from more strangers about, not knowing neighbours, large number of empty units during off peak times leading to a sense of isolation.
- The loss of a domestic feeling to the built form. Larger building masses with a uniform appearance tend to dominate. The individuality created by owners or long term renters adding features to their houses or gardens is lost as complexes are managed by the same organisation and occupiers stay for only a few nights.

¹⁹ Hill Young Cooper, Plan Change 23 – Visitor Accommodation and Residential Amenity in the High Density Residential Zone: Discussion Paper on Residential Coherence (2008)

- 6.28. A report completed by Rationale Ltd²⁰ in association with Plan Change 23 considered the variable social situation of the District's high density zoned land. The report highlighted key points of difference that are likely to have the most influential impact on the nature of the residential zone. In particular, the report highlighted that a lack of families with children could lead to areas missing out on the social and community benefits that children bring to a neighbourhood. Further, the report emphasised that neighbourhood familiarity among residents can suffer when an area has a high number of tourists staying in VA, along with a high rental population and resident turnover.
- 6.29. Taking into account the nature, scale, intensity and location of short term residential VA activities across the District and their rate of growth as identified by Infometrics², it is reasonable to conclude that the character and cohesion of the District's residentially zoned land will continue to be affected by VA activities. The extent to which VA affects residential cohesion is likely to be related to scale, intensity and location.
- 6.30. Despite the extent of residential VA growth experienced since Plan Change 23 was developed, there is no clear evidence that VA is having direct adverse effects on parking availability, noise, built form, or safety that can be distinguished from what would otherwise occur with permanent residential activities in these areas. The effects are more subtle in nature and relate to the neighbourhood feel and sense of safety from a combination of factors such as high numbers of empty, dark houses at night, more transient residential populations, businesses and agencies having significant trouble housing new staff, as well as families and workers having trouble settling in the District on a long term basis.

Issue 4 – Residential Amenity

- 6.31. Owners and occupiers of residentially zoned land expect a degree of amenity consistent with the purpose and function of the zone. In particular, residents expect activities which do not bring about significant adverse effects associated with noise and disturbance.
- 6.32. Visitor accommodation activities could result in additional noise and other nuisance effects as properties used exclusively for this type of activity are more likely to accommodate larger groups on holiday. This is more likely to be the case where owners are not present on the site of the VA activity (i.e. for whole house/apartment listings). Infometrics² has shown that most Airbnb listings are whole house/apartment properties where owners are not likely to be present. People may be less likely to moderate their actions and respect their neighbours if they were living permanently in the area than if they were visitors.

²⁰ Rationale Limited, High Density Residential Subzones Project Social Impact Assessment (June 2008)

6.33. The transitory nature of VA, combined with a holiday town atmosphere can mean social norms of behaviour are set aside by the visitors. The nature, scale and intensity of comings and goings associated with properties used for VA activities are likely to be different to those used purely for residential purposes.

Issue 5 – Traffic and parking

6.34. VA can result in significant adverse effects associated with traffic movements and additional parking demand. Due to the current limitations of alternative transport options, it is likely that visitors to the District will rent a vehicle for the period of their stay, particularly if they are staying within a residential area that is not close to a town centre or along a regular bus route. Overspill parking onto road verges may occur as a consequence of additional cars being used by visitors, resulting in safety and amenity effects.

Issue 6 – Providing accommodation for tourists

6.35. Given the high number of residential houses/apartments being used for Airbnb type VA activities and the large number of visitors choosing to stay in these properties, it is clear that this type of accommodation is advantageous for many visitors. In particular, whole house/apartment listings may attract families with children or larger groups of travelling companions who may need and/or prefer access to multiple connected bedrooms and living rooms, areas for private outdoor living, full kitchen facilities, and areas for storage of recreation equipment (i.e skis, snowboards, mountain bikes etc.). These facilities may not be readily available within the commercial accommodation sector.

6.36. Infometrics² also explore how Airbnb and commercial occupancy rates varied within the 11 month study period. They show that occupancy for Airbnb properties is lower than commercial accommodation options across all months. However, during peak periods, the occupancy gap between Airbnb and commercial accommodation is proportionally smaller, suggesting that Airbnb may be picking up accommodation overspill where commercial providers experience difficulty accommodating higher numbers of visitors to the District.

6.37. Rationale¹³ analysis shows similar conclusions. Their projections of visitor numbers and their distribution across accommodation types reflect the proportion of visitors expected to stay in commercial accommodation (ie hotels/motels) vs private residences (i.e Airbnb type accommodation) out to 2058 (Figure 6). Figure 6 shows that private residences are and will continue to accommodate large proportions of visitors to the District during peak periods, while the commercial sector is and will continue to accommodate most visitors outside of those peak times.

Figure 8 : Visitor population growth by type and day



Figure 6: Visitor population growth by type and day¹³

- 6.38. The use of Airbnb type VA during peak periods could be attributed to a wide range of factors, i.e a larger proportion of visitors at this time may seek cheaper forms of accommodation located further from town centres, or they may be unable to find suitable accommodation within the commercial sector due to a lack of capacity. Evidence suggests that Airbnb type VA is being used by a large number of short term visitors² and that the proportion of visitors staying in private residences is likely to increase overtime¹³.
- 6.39. It is noted that additional commercial development capacity has been made available in the Queenstown Town Centre (i.e via Plan Change 50) and a number of vacant sites are available for commercial development in close proximity to the Queenstown town centre. Colliers²¹ also show that a number of large hotel developments are under construction and proposed/mooted within Queenstown. This additional development capacity may result in the supply of additional large scale commercial VA activities located in close proximity to the Queenstown town centre, thereby relieving the current level of demand for Airbnb type accommodation during peak periods. It is not clear however if future commercial accommodation providers would meet the various types of accommodation options sought by families or larger groups of travelling companions who specifically seek out whole house/apartment type accommodation.

Issue 7 – Visitor accommodation sub-zones

- 6.40. Visitor accommodation sub-zones are in effect, planning overlays, which apply specific planning provisions to identified locations in both the ODP and PDP. These provisions offer a more enabling approach to the establishment and operation of VA activities than the plan provides outside the sub-zones. In the case of sub-zones which already contain operating VA activities, these enabling provisions recognise historic existing uses and provide ongoing security for these activities, particularly where they are located in potentially sensitive residential receiving environments (e.g. Fernhill and Goldfield Heights). In the case of sub-zone land which is vacant, these enabling provisions offer owners and/or occupiers with a high degree of certainty that VA activities can be established and operated by obtaining a restricted discretionary activity, non-notified resource consent.
- 6.41. It is noted that ODP VA sub-zones are present throughout the District ranging from single land parcels to large undeveloped areas spanning a number of different zones. In some cases, this land has not been developed for VA purposes or the VA activity has not operated for a period of time. In light of this, the Council has undertaken an assessment of all VA sub-zones in

²¹ Colliers, New Zealand Hotel Development Pipeline (as at end of Q2 2017)
<file:///C:/Users/lukep/Documents/Downloads/New%20Zealand%20Hotel%20Development%20Pipeline%20-%20Q2-2017.pdf>

order to determine whether there is a policy basis or other case to be made for these provisions or whether they are simply anomalies. The recommended approach is to:

- Generally prevent very small sub-zones or single parcel sub-zones which result in 'spot-zoning';
- Prevent and remove small sub-zones where they do not reflect the existing land use (for example, a site that has been developed for residential purposes);
- Prevent and remove small sub-zones where these are historic and are now considered inappropriately located for visitor accommodation activities (for example, semi-rural locations where a former motel has been demolished but the site has not been redeveloped);
- Retain or reinstate sub-zones that apply to large areas in appropriate locations, whether developed or not (for example, the large Fernhill sub-zones);
- Retain or reinstate sub-zones that reflect existing visitor accommodation activities where the underlying zone would create future non-compliances for substantial existing businesses (for example, established motels in Low Density Residential zones where activities would become non-complying).

6.42. Some of the single site sub-zones originated as scheduled activities within previous district plans. Where the visitor accommodation activities have been discontinued or the site has been redeveloped for residential purposes, those sub-zones are now considered obsolete and should be removed from the Proposed District Plan.

6.43. Table 7 below lists the VA sub-zones and recommendations which take into account the approach outlined above.

Zone	Address	Activities	Recommendation
Makarora Rural Residential	76 School Road	Visitor accommodation	Retain; addressed in Stage 1
Wanaka LDR	47 – 51 Manuka Cr	Visitor accommodation	Retain
Wanaka LDR	64-68 Hedditch Street	Visitor accommodation	Retain
Wanaka LDR	2 Wanaka-Luggate Highway, 9-10 MacPherson St	Visitor accommodation	Retain
Wanaka LDR	181 Upton Street	Visitor accommodation	Retain; expand to include 185 Upton Street
Wanaka LDR	54 Sargood Drive	Visitor accommodation	Retain

Wanaka LDR	109 – 129 Wanaka-Mount Aspiring Road	Visitor accommodation	Retain
Wanaka LDR	Studholme Road, Stackbrae Ave	Mixed visitor accommodation and residential	Retain; remove Stackbrae Ave subdivision
Wanaka MDR	83 Upton Street, 88-94 Brownston Street	Visitor accommodation	Retain
Wanaka MDR	122 Brownston Street	Visitor accommodation	Retain
Wanaka Large Lot	263 Studholme Road	Visitor accommodation	Retain
Wanaka Large Lot	20 Studholme Road	Visitor accommodation	Retain
Arrowtown MDRZ	18 Cardigan Street	Visitor accommodation	Retain
Arrowtown MDRZ	24 Cardigan Street	Residential	Remove
Arrowtown MDRZ	22 Hertford Street	Visitor accommodation	Retain
Arrowtown LDR	21 Inverness Crescent	Visitor accommodation	Retain
Wakatipu Basin Rural Residential	Corner Speargrass Flat and Slopehill Roads	Rural Residential	Remove
Lake Hayes LDR	25 Arrowtown-Lake Hayes Road	Residential	Remove
Frankton LDR	14 Yewlett Crescent	Mixed visitor accommodation and residential	Retain
Frankton LDR	9 -11 Southberg Ave	Residential	Remove
Queenstown LDR	Goldridge Way	Visitor accommodation	Retain
Queenstown LDR	Goldfield Heights	Visitor accommodation	Retain

Queenstown LDR	48 Goldfield Heights	Vacant	Remove
Queenstown LDR	67 Goldfield Heights	Visitor accommodation	Retain
Queenstown LDR	64 Goldfield Heights	Visitor accommodation	Retain
Queenstown LDR	1 Conifer Lane	Vacant	Retain
Queenstown LDR	19 – 21 Earnslaw Terrace, 136 Frankton Road	Mixed visitor accommodation and residential	Retain
Queenstown LDR	77 Frankton Road	Visitor accommodation	Retain
Queenstown LDR	Pinnacle Place	Mixed visitor accommodation and residential	Remove
Arthurs Point LDR	461 Gorge Road	Vacant	Retain
Fernhill LDR and MDR	Fernhill Road and Aspen Grove	Mixed visitor accommodation and residential	Retain
Fernhill LDR	Broadview Rise	Vacant	Retain
Closeburn Rural Residential	Farrycroft Row	Visitor accommodation	Retain; addressed in Stage 1

Table 7: Proposed approach to visitor accommodation sub-zones

6.44. Additional assessment of those sub-zones proposed to be altered or removed is provided below:

Wanaka LDR	181 Upton Street	Visitor accommodation	Retain; expand to include 185 Upton Street
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The sites at 181-185 Upton Street have been comprehensively developed for visitor accommodation purposes; it is therefore logical to expand the sub-zone over both sites to reflect the underlying development and to avoid future non-compliances under the proposed low density residential zoning.

Wanaka LDR	Studholme Road, Stackbrae Ave	Mixed visitor accommodation and residential	Retain; remove Stackbrae Ave subdivision
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It is proposed to remove the Stackbrae subdivision from the Studholme Road/Stackbrae Ave sub-zone, as it has been recently developed for low density residential purposes with no consents sought for VA activities. This sub-zone related to a former lodge, and is considered to be redundant in regard to the residential subdivision.

Arrowtown MDRZ	24 Cardigan Street	Residential	Remove
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The site-specific sub-zone at 24 Cardigan Street, Arrowtown, is to be removed because the site is used for residential purposes with no VA registrations or consents, and the Council is seeking to avoid very small or single site sub-zones.

Wakatipu Basin Rural Residential	Corner Speargrass Flat and Slopehill Roads	Rural Residential	Remove
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The sub-zone on the corner of Speargrass Flat and Slopehill Roads applied to a former lodge, which was destroyed by fire in 2006. The site has since been subdivided for rural residential purposes, rendering the sub-zone obsolete. It is considered appropriate to remove this sub-zone.

Lake Hayes LDR	25 Arrowtown-Lake Hayes Road	Residential	Remove
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The site at 25 Arrowtown-Lake Hayes Road has been recently developed for residential purposes on the site of a former motel. The sub-zone is now obsolete, and as it relates to only one parcel, can be deleted.

Frankton LDR	9 -11 Southberg Ave	Residential	Remove
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The properties at 9 – 11 Southberg Ave were previously operated as a motel, with the units now used for residential purposes. The sub-zone is therefore obsolete, and as it relates to a small site, it can be deleted.

Queenstown LDR	48 Goldfield Heights	Vacant	Remove
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The sub-zone at 48 Goldfield Heights or 19 Golden Terrace does not contain any development. As it is not being used for VA and is a single site, it is considered appropriate to remove the sub-zone.

Queenstown LDR	Pinnacle Place	Mixed visitor accommodation and residential	Remove
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The sub-zone at Pinnacle Place is relatively large; however, it has been developed primarily for residential purposes with only two sites being registered or consented for visitor accommodation activities. It is therefore considered that the sub-zone is redundant.

Issue 8 – Commercial Transition Overlays and Town Centre Transition Overlays

6.45. The Commercial Transition Overlays and Town Centre Transition Overlays, where these are located within a residential zone, are considered to be appropriate locations for a more enabling approach to the establishment and operation of VA activities. The proposed enabling provisions offer owners and/or occupiers with a high degree of certainty that VA activities can be established and operated within these overlays by obtaining a restricted discretionary activity, non-notified resource consent.

Issue 9 – Other Zones where VA is anticipated

6.46. Where VA is included in Stage 1 notified zone chapters, as a result of the changes to the definition of VA and Homestays and the introduction a definition of residential VA, these chapters require variations. The approach to VA in these zones, as notified in Stage 1, is not recommended to change, other than consequential amendments resulting from the changes to the definition. The approach to residential VA and homestay activities aligns with the approach taken in the residential zones, ranging from a more enabling approach in the Business Mixed Use Zone to a more restrictive approach in the rural zones. Amended provisions are proposed as variations to the following Stage 1 Chapters: Chapter 16 Business Mixed Use, Chapter 21 Rural, Chapter 22 Rural Residential & Rural Lifestyle, Chapter 23 Gibbston Character Zone, Chapter 41 Jack Point, Chapter 42 Waterfall Park, and Chapter 43 Millbrook.

7. SCALE AND SIGNIFICANCE EVALUATION

7.1. The level of detailed analysis undertaken for the evaluation of the proposed objectives and provisions has been determined by an assessment of the scale and significance of the implementation of the proposed provisions. In making this assessment, regard has been had to whether the objectives and provisions:

- Fulfil the Council's role and functions under the Act as required by s 31 and 74(1)(b);
- Impose increased costs or restrictions on individuals, communities or businesses;
- Result in a significant variance from the existing baseline in Operative District Plan;
- Have effects on matters of national importance;
- Adversely affect those resources overseen by special interests groups and statutory bodies;

- Involve effects that have been considered implicitly or explicitly by higher order documents; and
- Whether the proposed provisions are more appropriate in achieving the purpose of the Act than the ODP

7.2. The level of detail of analysis in this report is moderate-high. VA activities are an anticipated part of the District's economy which is founded on tourist activities. However, the effects of this activity need to be managed, while ensuring efficiency and levels of intervention that are reasonable. The proposed provisions have the potential to affect a wide range of persons. Additional consenting information requirements can impose additional costs, however the costs to people, communities and the environment could also be high if activities are not appropriately managed.

8. EVALUATION OF PROPOSED OBJECTIVES SECTION 32(1)(a)

- 8.1. The identification and analysis of issues has helped define how Section 5 of the RMA should be articulated. This has informed determination of the most appropriate objectives to give effect to Section 5 of the RMA in light of the issues.
- 8.2. Section 32(1)(a) requires an examination of the extent to which the proposed objectives are the most appropriate way to achieve the purpose of the Act. The following objectives serve to address the key Strategic issues in the District:

<i>Proposed Objective</i>	<i>Appropriateness</i>
<p>7.2.8</p> <p>Objective - The location, scale and intensity of visitor accommodation, residential visitor accommodation and homestays is managed to maintain the residential character of the zone.</p>	<p>The objective is the most appropriate way to meet the purpose of the RMA because it recognises and provides the basis for a policy framework to implement the Council's functions required by s31 of the RMA. The objective recognises the potential adverse effects that arise from VA activities and directs the Council to manage them in a manner which limits potential impacts on the social wellbeing of people and communities within the District, and their associated adverse environmental effects are avoided, remedied or mitigated.</p> <p>The objective addresses the location, scale and intensity of VA activities and its effect on residential character. Analysis has found that a predominance of VA activities can have an adverse effect on the character, cohesion and overall amenity of residential areas. This report finds that a significant proportion of the District's short term residential VA activities are located within residentially zoned land and are reaching a threshold where they are compromising their character, cohesion and overall residential amenity. By managing the location, scale and intensity of VA activities adverse impacts on the character, cohesion and overall amenity of residential areas can be managed.</p> <p>Whilst addressing the adverse effects of VA, this objective also recognises that VA at an appropriate scale is appropriate in circumstances where adverse effects can be better managed, and as such can be accessed via a resource consent. This maintains scope for residential VA to be considered in exceptional circumstances as part of meeting the District's tourism demands.</p>
<i>Proposed Objective</i>	<i>Appropriateness</i>

<p>7.2.9</p> <p>Objective - Manage the establishment of residential visitor accommodation and homestays to ensure that residential units and residential flats are predominantly used for residential activities, and the residential character of the zone is maintained.</p>	<p>The objective is the most appropriate way to meet the purpose of the RMA because it assists the Council to promote sustainable management. In particular, Part 5 of the Act states that social and cultural wellbeing of communities and people's health and safety are key components of sustainable management. Preceding sections of this report have shown that highly cohesive residential areas provide for a communities social and cultural wellbeing as well as people's health and safety. Increased levels of VA activities within residential units can compromise the character and cohesion of residential areas by actually and/or potentially diminishing domestic prevalence, residential permanency, the feeling of safety, stability and isolation.</p> <p>By safeguarding the residential nature, scale, purpose and function of residential units, this objective will work towards enhancing residential character and cohesion, particularly within the District's residentially zoned land, thereby enabling people and communities to provide for their social and cultural well-being as well as their for their health and safety.</p> <p>The objective recognises the influence that visitor accommodation activities can have on residential housing supply. The preceding sections of this report have considered how residential visitor accommodation activities have encroached into the District's residentially zoned land and are displacing a large number of entire house/apartments from the general pool of accommodation available to those looking for long term accommodation. It is concluded that this is an important contributing factor to the District's housing affordability challenges and therefore compromises the social and economic welling of people and communities. It is intended that by managing the location, scale and intensity of visitor accommodation activities a number of whole house/apartments could be reintroduced into the general pool of accommodation options, thereby reducing the impact this activity has on housing affordability in the District.</p> <p>It is also considered that this objective would give effect to the Strategic Direction objectives identified in part 5 of this evaluation. In particular, the objective would give effect to those strategic level objectives and policies which seek logical urban development and growth, as well as those affordable housing and the provision of accommodation options for lower and moderate income households. The scope of the objective in allowing limited VA to be considered via resource consent also seeks to achieve and implement the reply objective 3.2.1.4 to "<i>recognise and provide for the significant socio-economic benefits of tourism.</i>"</p> <p>The objective recognises the relationship between Part 5 and Section 6 which the Council must have particular regard to. In particular, the objective would promote the efficient use of the Districts residential land and identified the finite characteristics of its housing stock, provide for the maintenance and enhancement of amenity values within residential areas and the quality of the environment.</p>
<p>Proposed Objective</p>	<p>Appropriateness</p>

<p>9.2.7</p> <p>Objective – Visitor accommodation, residential visitor accommodation and homestays is provided for in urban areas close to town centres to respond to strong projected growth in visitor numbers, whilst ensuring that adverse effects on residential amenity and traffic safety are avoided, remedied or mitigated.</p>	<p>The objective is the most appropriate way to meet the purpose of the RMA. In particular, the objective would enable people and communities to provide for their social, economic and cultural wellbeing.</p> <p>It provides a more enabling pathway for the establishment and operation of VA activities within the High Density Residential Zone. This enabling approach recognises that VA activities can have positive effects. In particular, visitors staying in the High Density Residential Zones can easily and quickly access the District's town centres and places of commercial activity on account of their close proximity to these areas. Further, the presence of visitors within these areas contributes to their vibrancy and vitality. Given this, the objective seeks to provide for the positive social, economic and cultural benefits which flow into the District from VA activities.</p> <p>Further, this objective recognises the significant growth within the District's tourism sector and the corresponding need to provide additional VA capacity. It would enable the supply of additional accommodation capacity within the High Density Residential Zones.</p> <p>While the objective takes on a more enabling function, it is not considered that this would give rise to adverse environmental effects or compromise the ability for people and communities to provide for their health and safety. In particular, VA activities would be subject to a range of operational, bulk, location and scale related matters of discretion.</p>
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9. EVALUATION OF THE PROPOSED PROVISIONS SECTION 32(1)(b)

9.1. The following tables consider whether the proposed provisions are the most appropriate way to achieve the relevant objectives. In doing so, it considers the costs and benefits of the proposed provisions and whether they are effective and efficient.

All policies, rules and assessment matters are relevant. A summary of proposed provisions that give effect to the objectives:

Summary of proposed policies

- *Provide for VA in High Density Residential, Visitor Accommodation Sub-Zones or Transitional Commercial or Town Centre Overlays.*
- *Restrict VA in the Low and Medium Density Residential Zones, Arrowtown Residential Historic Management Zone, Large Lot Residential Zone, Rural, Rural Residential & Rural Lifestyle, Gibbston, Jacks Point (specified locations), Waterfall Park (specified locations), and Millbrook zones (specified locations).*
- *Provide for low intensity residential VA and homestays in the Low and Medium Density Residential Zones, Arrowtown Residential Historic*

Management Zone, Large Lot Residential Zone, Rural, Rural Residential & Rural Lifestyle, Gibbston, Jacks Point (specified locations), Waterfall Park (specified locations), and Millbrook zones (specified locations).

Summary of proposed rules

Within the Low and Medium Density Residential Zones, Arrowtown Residential Historic Management Zone, Large Lot Residential Zone, Business Mixed Use, Rural, Rural Residential & Rural Lifestyle, Gibbston, and specified locations within Jacks Point, Waterfall Park, and Millbrook zones:

- Residential VA activities are specified as permitted activities for a limited number of days per year (no more than 28 days) and for a limited number of lets (no more than 3 lets).
- Permitted homestay activities include the letting of one occupied residential unit or flat per site for up to 5 paying guests.
- Any VA activity which falls outside of the permitted baseline would be classed as a **discretionary** or **non-complying activity** and would require resource consent.

Within the High Density Residential, Visitor Accommodation Sub-Zones or Transitional Commercial or Town Centre Overlays, and Business Mixed Use Zone:

- Residential VA activities are specified as permitted activities for a limited number of days per year (no more than 28 days) and for a limited number of lets (no more than 3 lets).
- Permitted homestay activities include the letting of one occupied residential unit or flat per site for up to 5 paying guests.
- Any VA activity which falls outside of the permitted baseline would be classed as a **controlled activity** (Business Mixed Use) or **restricted discretionary activity** and would require resource consent.

Costs	Benefits	Effectiveness & Efficiency
<p>Environmental</p> <ul style="list-style-type: none"> • The provisions would enable visitor accommodation activities within the High Density Residential Zone through the provision of a restricted discretionary activity, non-notified resource consenting regime for activities which exceed 28 days, where the total number of lets is greater than 3, and where unoccupied residential flats/units are used for visitor accommodation purposes. This may result in a larger proportion of dwellings within the zone 	<p>Environmental</p> <ul style="list-style-type: none"> • The provisions would strengthen the Council’s capacity to manage potential adverse effects of visitor accommodation activities on residential amenity, particularly within those lower density residential zones which are identified as having a more prominent residential function, form and feel. The provisions will establish a permitted baseline for visitor accommodation activities which would limit their nature, scale and 	<p>The introduction of a simplified and streamlined policy framework for visitor accommodation will provide greater certainty and understanding about the expectations for the residential zones. In particular, this framework sets out a clear distinction within the District Plan that:</p> <ol style="list-style-type: none"> 1. Visitor accommodation activities are anticipated within the High Density Residential Zone, Visitor Accommodation Sub-Zones, and commercial and town centre transition overlays and that;

<p>being used for visitor accommodation purposes and a corresponding increase in the types of amenity disturbances associated with the activity, i.e additional noise, visitor generated comings and goings, additional pressures on parking space and roading infrastructure.</p> <p>Economic</p> <ul style="list-style-type: none"> The provisions would reduce the nature scale and intensity of visitor accommodation activities that owners and/or occupiers of residential units could undertake within the Low and Medium Density Residential Zones, Arrowtown Historic Residential Zone and the Large Lot Residential Zone. This may therefore reduce the amount of supplementary income that could be obtained by way of visitor accommodation activities. A number of owners and/or occupiers may have bought and/or constructed residential units in the expectation that supplementary income could be obtained through the letting of part and/or their entire unit for visitor accommodation activities in order to assist with the high cost of living within the District. By removing a large part of this supplementary income, their financial position may be compromised. The introduction of a non-complying activity consenting regime for visitor accommodation activities within the lower density residential zones may impose significant costs for owners and/or occupiers who wish to obtain a resource consent to operate outside of the permitted baseline, for example for low intensity visitor accommodation that retains residential use but is above the thresholds. 	<p>intensity to a level that is more appropriately aligned with the kind of amenity expected by residents within the zones. By limiting the permitted number of letting days to 28, the maximum number of lets to 3, and requiring all homestay visitor accommodation activities to be occupied, the provisions may reduce the frequency of visitor derived comings and goings, minimise additional demand for parking and traffic infrastructure in these areas and potential noise effects on neighbouring owners and/or occupiers.</p> <p>Economic</p> <ul style="list-style-type: none"> The provisions would continue to provide owners and/or occupiers of residential units within the zone with the ability to let out a portion of their dwelling or residential flat as a permitted activity, i.e as a homestay for any number of days provided they occupy the unit at the same time as it is being let. This would therefore provide a permitted activity whereby supplementary streams of income could be obtained. The restricted discretionary activity, non-notified consenting regime for visitor accommodation activities within the High Density Residential Zone, Visitor Accommodation Sub-Zones, Commercial Transition Overlays and Town Centre Transition Overlays would provide owners and/or occupiers with a high level of certainty that this type of activity could take place. Council would retain discretion over a number of matters in order to manage 	<p>2. Visitor accommodation activities are not anticipated within the Low and Medium Density Residential Zones, Arrowtown Historic Residential Zone, the Large Lot Residential Zone, Rural, Rural Residential & Rural Lifestyle, Gibbston Character, and specified locations within Jacks Point, Waterfall Park, and Millbrook zones.</p> <p>The maintenance of a more enabling consenting regime for visitor accommodation activities within appropriate zones, coupled with the introduction of a more restrictive consenting regime within less appropriate zones, or parts of zones, is considered to be the most effective and efficient method to achieve the set of proposed objectives.</p> <p>The restricted discretionary activity, non-notified activity resource consent regime within the High Density Residential Zone, Visitor Accommodation Sub-Zones, Commercial Transition Overlays and Town Centre Transition Overlays would ensure that visitor accommodation activities could be undertaken in these areas provided resource consent is applied for. The provisions would provide both commercial operators and owners/occupiers of residential units with a high degree of certainty that these activities could be undertaken within these zones, minimise consenting costs and associated delays. The restricted discretionary, activity non-notified regime is similar to the existing environment within which people, communities and commercial operators are familiar with, would avoid potential time consuming and costly litigation and confusion which can accompany new or heavily revised plan provisions. In terms of plan administration, it is considered that restricted discretionary activity, non-notified</p>
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<ul style="list-style-type: none"> • The maintenance of a more enabling consenting regime within the High Density Residential Zone coupled with a more restrictive regime in other areas may artificially inflate the value of residential property, land and rental prices within the High Density Residential Zone on account of their earning potential thereby closing this market off to average wage/salary earners. <p>Social & Cultural</p> <ul style="list-style-type: none"> • The provisions would result in lower volumes of short term visitors being accommodated within the Low and Medium Density Residential Zones, Arrowtown Historic Residential Zone and the Large Lot Residential Zone which may result in a loss of vibrancy and vitality from these areas. • The provisions would maintain the enabling restricted discretionary activity, non-notified consenting regime within the High Density Residential Zone which may result in the erosion of any remaining residential character and cohesion within these areas. 	<p>adverse effects of the activity on the environment as well as on neighbouring owners and/or occupiers. Costs associated with the processing of non-notified resource consents are likely to be significantly less than that associated with higher activity order resource consents.</p> <ul style="list-style-type: none"> • There may be some instances where non-complying activity resource consents for commercial visitor accommodation activities could be applied for and obtained in order to operate outside of the permitted baseline. The activity has not been made prohibited and has not therefore been wholly excluded from the zones. • The provisions would continue to provide a limited level of visitor accommodation capacity within the low density residential zone which would supplement commercial accommodation capacities during periods of high accommodation demand. • The provisions may result in the return of residential units within the zones to the general pool of accommodation available for long term residents and workers, thereby generating additional supply within the market and reducing the value of property, land and rental prices within the zones. • The majority of those VA sub-zones have been retained, with only six recommended to be removed, one recommended to be expanded and one modified in scale. The retained and/or expanded sub-zones will preserve the certainty that owners and/or 	<p>consents are generally straightforward for the Council to process, with a clear set of matters over which the Council has reserved its discretion. Applications for resource consent which address each matter can be granted and a generally standard set of conditions relating to the matters of discretion can be applied in all but the rarest circumstances. The regime therefore recognises the positive social, cultural and economic benefits that may be derived from visitor accommodation activities and provides for these activities in the most effective and efficient manner.</p> <p>The introduction of a more restrictive non-complying resource consent regime within the lower density residential zones effectively demonstrates that visitor accommodation activities are not anticipated within these areas. Resource consents for non-complying activities may only be granted in exceptional circumstances. This activity status effectively portrays the nature, scale and intensity of effects generate by visitor accommodation activities within these zones. The assessment of effects associated with this type of consent is not narrowed or limited in any way and the Council may recommend that it be declined. This would allow plan administrators to effectively consider the full range of adverse effects associated with a specific activity and how it aligns with the accompanying set of objectives and policies. This regime provides plan administrators with additional capacity to notify consent applications in order to more effectively consider the nature, scale and intensity of effects on adjoining owners and/or occupiers and wider communities. This consenting regime is also likely to introduce significant costs for applicants who wish to</p>
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	<p>occupiers of this land have in regard to the status of their existing and/or proposed VA operations.</p> <ul style="list-style-type: none"> The retained and expanded VA sub-zones will continue to present opportunities for additional VA development as a restricted discretionary, non-notified activity, and as such are likely to deliver additional VA capacity in due course. <p>Social & Cultural</p> <ul style="list-style-type: none"> The provisions would provide the ability to avoid adverse effects on residential character and cohesion within the zones. In particular, it is anticipated that the provisions would slow the conversion and construction of residential units for the exclusive use of visitor accommodation activities. It is considered that this would avoid ongoing adverse effects of visitor accommodation activities on residential character and cohesion within the lower density residential zones. The provisions may result in the return of residential units within the zones to the general pool of accommodation available for long term residents and workers, thereby making it easier to find residential accommodation and a larger proportion of residential units being used for residential purposes thereby strengthening residential character and cohesion in these zones. 	<p>peruse non-complying, and potentially publicly notified, visitor accommodation activities. While these costs could be seen as a significant burden for both applicants and Council officers, they are more likely to act as an effective disincentive that may reduce the number of consents plan administrators are required to process and litigate.</p> <p>The proposed provisions have also recognised and provided for inefficiencies in the Council's capacity to enforce both consented and permitted visitor accommodation activities. In particular, the proposed regime would remove the 3 night minimum stay, reduce the number of permitted let nights to 28, remove the 90 day threshold, and impose a maximum number of permitted lets to 3. This would assist the Council's Enforcement Officers to more effectively track and record compliance or otherwise of all visitor accommodation activities.</p> <p>Not all VA sub-zone land is currently being used efficiently or effectively. Six VA sub-zones are not being used for their anticipated purpose and are recommended to be removed. It is also recommended to expand one sub-zone and modify one other in order to reflect the nature of the existing land use. This approach would ensure that the use associated with the subject land is more appropriately aligned with that which is anticipated by the District Plan.</p>
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Other reasonably practicable options for achieving the objectives (s32(1) (b)(i)):

Option 1

Create a visitor accommodation licencing regime

This option would involve the creation of a controlling regime whereby owners and/or occupiers of residential units would be required to apply for and obtain a specific licence that would permit them to operate visitor accommodation activities. This would involve creating a fixed number of visitor accommodation licences that would permit the operation of visitor accommodation activities by a specific person at a specific location. This method was not considered to achieve the objectives as well as the preferred rules for the following reasons:

- This approach would generate a number of challenges in terms of defining how many licences should be created and how they would be allocated on a fair basis (i.e first come first served, location etc.).
- It is considered that a licencing regime could not be promulgated under an RMA effects based determination in the way that occurs with the allocation and management of finite resources such as water as the relevant resources are not readily divisible or exhaustible. A licencing regime would also be difficult to promulgate as a bylaw given the emphasis of the relevant legislation on nuisance, health and safety matters. The allocation of specific licences would therefore be open to legal challenge which may generate litigation costs for the Council.
- The Council's legal department have advised that there is no clear pathway within existing legislation that would provide for the creation of a licence regime of this nature and it is likely to result in a control mechanism that is vulnerable to legal challenge. This vulnerability would compromise the Council's responsibility to manage the potential adverse effects of visitor accommodation activities in residential zones.
- This regime would require the creation of a complex administration framework, particularly in regard to processes surrounding allocation and the surrender of visitor accommodation licences.

Option 2

Use rating to manage the incidence of visitor accommodation and mitigate the effects

This option would involve the creation of a comprehensive visitor accommodation rating framework. The purpose of this framework would be to more accurately identify the costs (including the full range of social and economic costs) of visitor accommodation activities and alter the Council's rating regime to recapture these costs. This method would include applying this income stream towards providing resident and worker accommodation, and/or providing incentives for landlords to offer long term secure rental accommodation and affordable housing, as well as paying for the services and infrastructure generated visitors. This method was not considered to achieve the objectives as well as the preferred rules for the following reasons:

- Although a distributed costs-based rating framework that charges higher rates for accommodation activities than for conventional residential use is already in place in Queenstown, targeted rates are normally based on a specific service being provided (i.e. funding the cost of a sea wall to halt erosion based on the frontage size of affected sections, or funding public realm improvements for a town centre). Targeted rates are normally applied to fund broadly agreed beneficial works and are never applied in a fashion designed to be punitive or to prevent activities.
- Rates are set according to Council's predetermined budget of costs distributed across households based partly on property values and partly on differentials which reflect differing abilities to pay depending on whether the property is residential, rural or commercial. Funding mitigation of the wide range of indirect costs of visitor accommodation is likely to be very expensive and using a form of property tax to do this is considered highly unusual and unlikely to survive the Annual Plan and Long Term Plan audit process without changes being made to the current relevant legislative framework.
- Avoiding the broad range of costs of visitor accommodation which are experienced across the whole of the housing market is considered to be more efficient and practicable than seeking to fairly distribute mitigation offsetting these effects through a range of individual mitigation interventions.

Option 3

Impose significant infringement penalties against unlawful activities

This option would involve the Council using its monitoring and enforcement powers under the RMA in order to impose financial infringement penalties on those owners and/or occupiers of residential units who operate visitor accommodation activities outside of the existing rule framework in order to reduce the number of illegal operations. This method was not considered to achieve the objectives as well as the preferred rules for the following reasons:

- While enforcing the existing framework of rules could reduce the quantity of unlawful visitor accommodation activities, it is not considered that this approach would result in any significant reintroduction of residential units into the general pool of accommodation available for workers and long term residents. Anecdotal evidence from Council's Enforcement Officer's suggest that units consented to be used for 90 days are seldom available for the remaining 275 days of the year.
- This approach assumes that the Council's Enforcement Officers can practicably monitor visitor accommodation activities being operated under the current set of provisions. Officer's confirm that it is impracticable to properly enforce the more permissive current provisions without applying huge amounts of time and resources to the task and imposing a level of scrutiny on peoples use of their properties that is unacceptable in a context where the adverse effects are indirect and cumulative. Peer-to-peer rental platforms do not share detailed letting information with Council and without this information establishing a robust legal case for prosecuting large numbers of non-complying activities is impractical.
- Although the RMA provides for financial penalties to be imposed of up to \$300,000 and terms of imprisonment of up to 2 years, it is considered highly unlikely that penalties of this scale would be applied in any case of non-compliance related to a visitor accommodation activity as any penalty

must be proportionate to the scale and nature of the offence. Most adverse effects arising from visitor accommodation activities are cumulative (i.e. effects on overall housing supply and residential character/cohesion). The nature and scale of household level offences are likely to attract fines that would be dwarfed by the financial gains that can be obtained from visitor accommodation activities so it is unlikely that this will deter unlawful operators.

- The primary purpose of a penalty is to punish the offender and to deter future offending from this individual or operator. In this sense, prosecution is not the most effective tool to obtain compliance or to achieve desired environmental, social, economic or cultural outcomes.

Option 4

Make all visitor accommodation activities permitted - let the market decide

This option would involve providing for visitor accommodation as a permitted activity in the PDP. It would rely on the market to determine where the activity is located, in what form, nature, scale and intensity. This method was not considered to achieve the objectives as well as the preferred rules for the following reasons:

- This approach would not allow for an effects-based approach to the management of visitor accommodation activities. It overestimates the market's capacity to quantify non-financial negative externalities associated with visitor accommodation activities. In particular, those associated with the erosion of residential character and cohesion, as well as residential amenity.
- Given the observed and forecast levels of tourist and visitor accommodation growth within the District and the levels of financial gain that could be obtained from visitor accommodation activities, it is considered unlikely that the demand for visitor accommodation would slow to such a rate that the financial benefits would outweigh actual or potential adverse effects.
- Current evidence suggests that despite having what is currently a very "light touch" regime for managing visitor accommodation operating in the district the market is not self-regulating. The supply of commercial visitor accommodation in intensive residential zones and commercial zones has not increased in a way that reduces the attractiveness of residential visitor accommodation in other residential zones. The increasing supply of visitor accommodation has not reduced the financial attractiveness of short term visitor accommodation compared with long term rental accommodation. Reasons for this are complex but include the low wages paid to many service workers in the district and the high cost of living, both of which limit the ability of workers and residents to afford higher rents. The "sticky" relationship between long term rents and the relatively static ability of workers and residents to pay rent, together with the consistent and growing numbers of affluent visitors coming into the district willing to pay much higher short-term rents are perpetuating conditions of market failure.

Option 5

Making all visitor accommodation activities prohibited

This approach would involve the classification of all visitor accommodation activities as prohibited within the relevant zones. This would exclude any visitor accommodation activities from being undertaken in these areas. This method was not considered to achieve the objectives as well as the preferred rules for the following reasons:

- This approach would remove the capacity for Council to grant resource consents for visitor accommodation activities within the relevant zones and significantly enhance the Council's capacity to monitor and enforce non-complying activities, effectively resulting in the removal of all visitor accommodation activities from these zones apart from where existing operations have resource consent or can demonstrate existing use rights. This approach is highly inflexible and does not recognise the benefits of visitor accommodation activities at appropriate scales within each of the respective zones (i.e the additional accommodation capacity it provides and the supplementary income it offers to owners and/or occupiers of residential units).
- A prohibited status implies that the activity is not appropriate in any circumstance as its adverse effects would be significant and inevitably compromise the social, economic and cultural wellbeing of people and communities, their health and safety, and result in significant adverse effects on the environment. There is no evidence basis to suggest that visitor accommodation activities would result in adverse effects of this nature. In many ways, the effects of individual or isolated visitor accommodation activities are similar to that of residential activities which are classified as permitted activities within the subject zones. Given this, it is considered that a prohibited activity status would be highly vulnerable to legal challenge.

Option 6

Maintain the status quo – Carry over the Operative District Plan provisions into the Proposed District Plan

This approach would involve inserting the existing visitor accommodation provisions from the Operative District Plan into the relevant chapters of the Proposed District Plan. This method was not considered to achieve the objectives as well as the preferred rules for the following reasons:

- It is not considered that the status quo is adequately avoiding, remedying or mitigating the adverse effects of visitor accommodation activities. The body of evidence collected by the Council shows that visitor accommodation activities is extensively encroaching on the supply of residentially zoned land and is making it difficult for long term residents to find appropriate accommodation. This encroachment has also contributed to the erosion of the type of amenity, character and cohesion expected within residential areas. It is also considered likely that the significant growth in whole house/apartments being used exclusively for visitor accommodation activities has contributed to the District's high level of housing unaffordability. To maintain the status quo would therefore ignore the adverse effects associated with this activity and provide for them to continue to increase on an ongoing basis.
- A discretionary activity classification and weak policy framework has not enabled plan administrators to effectively or efficiently avoid, remedy or mitigate the adverse effects associated with visitor accommodation activities, resulting in large volumes of consent applications being granted for visitor accommodation activities without addressing their known effects.

- Maintaining the existing framework of provisions would ignore those difficulties associated with the Council's capacity to effectively and efficiently monitor and enforce visitor accommodation activities. It would result in continued high levels of non-compliance.
- The existing framework is unclear and difficult to understand for plan users and administrators.

10. THE RISK OF NOT ACTING

- 10.1. Section 32(2)(c) of the RMA requires an assessment of the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions. In this instance, it is not considered that there is uncertain or insufficient information about the subject matter of the provisions.
- 10.2. The Council has commissioned suitably qualified individuals to prepare a study of visitor accommodation activities across the District. This has provided a clearer understanding of the nature, scale and intensity of activities and how they may be adversely affecting housing availability, residential character, cohesion and amenity. The study also provided an insight into the benefits that the activity provides in terms of supplementary household income and additional visitor accommodation capacity. In light of this, it is considered that the issues identified and options taken forward are the most appropriate way to achieve the purpose of the RMA. If these changes were not made there is a risk the District Plan would fall short of fulfilling its functions.

Measuring the scale and scope of Airbnb in Queenstown-Lakes District

for Queenstown-Lakes District Council

October 2017

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1. EXECUTIVE SUMMARY

This report measures the current position of Airbnb within the Queenstown-Lakes District visitor economy. We have used data on Airbnb listings that has been coded to area units and Queenstown-Lakes District planning zones. Such geographical precision has allowed us to report on Airbnb's position within Queenstown-Lakes District as a whole, the Queenstown and Wanaka Regional Tourism Organisation (RTO) areas, and on a zone by zone basis. Insights have also been benchmarked against commercial accommodation's position in the district.

Size of Airbnb in Queenstown-Lakes District

There were 4,106 Airbnb listings in Queenstown-Lakes in August 2017. Airbnb has grown rapidly in Queenstown-Lakes. The number of listings increased from 2,558 in October 2016 to 4,106 listings in August 2017, an increase of 61%. Nationally there were 45,993 Airbnb listings in August 2017, meaning that Queenstown-Lakes accounted for nearly 9% of total Airbnb listings.

During August 2017, there was an average of 10,452 commercial stay units available in Queenstown-Lakes. In percentage terms, the number of Airbnb listings in Queenstown-Lakes was equivalent to 39% of the size of the commercial accommodation sector in August 2017. This proportion grew from 25% in October 2016.

There were 314,199 Airbnb stay unit nights booked in Queenstown-Lakes over the 11 months to August 2017. This equates to 14.1% of commercial accommodation stay unit nights. The reason for Airbnb having a smaller relative number of stay unit nights compared with listings is due to lower occupancy rates. The average occupancy rate in Airbnb over the 11 month period was 32% compared with 64% in commercial accommodation.

In terms of guest nights, Airbnb equated to 14.2% of guest nights in commercial accommodation in the 11 months to August 2017. Visitors tend to stay longer in Airbnb than in commercial accommodation, with average stay lengths of 4.2 and 2.5 days, respectively.

Impact of Airbnb on housing and rental pressure

Airbnb can potentially impact on the well-being of residents of Queenstown-Lakes by removing homes from the available rental pool. To get a sense of this we have compared the number of whole homes listed on Airbnb against the total stock of dwellings in the district. We have also examined how much of the time these homes are available on Airbnb.

The key findings are:

- Most listings (67% or 2,759 houses in August 2017) in Queenstown-Lakes are entire houses/units, rather than just spare private rooms (32%). The remaining listings consist of shared rooms (<1%).
- Houses/units listed on Airbnb in Queenstown-Lakes are generally 3+ bedroom family homes. 58% or 1,611 whole house listings in Queenstown-Lakes in August 2017 were 3+ bedroom homes, compared to 41% nationally.
- Over the 11 months to August, Queenstown-Lakes hosts who made their whole house listings available did so 71% of the time. Such a high proportion of availability suggests that in the absence of the option of

getting superior returns on Airbnb many of the properties might have been in the general rental pool.

- The number of whole houses available on Airbnb was equivalent to 14% of Queenstown-Lakes District's housing stock in the June 2017 quarter. This proportion was the highest in the country and well above the national average of 1.2%.

We conclude that Airbnb has made a significant encroachment on the Queenstown-Lakes rental pool and made finding accommodation for residents substantially more difficult.

Seasonality of Airbnb

Seasonality is observed in both Airbnb and commercial accommodation in terms of stay unit nights, guest nights, occupancy rates. Seasonality is more difficult to measure in Airbnb as underlying growth in popularity of Airbnb. We also only have 11 months' worth of data (from October 2016 to August 2017). Despite this difficulty we can still observe two peaks: mid-summer (January) and midwinter (July) which coincides with the ski-season and school holidays. May is the month with lowest activity.

Based on data for the 11 months to August 2017, seasonality is less pronounced in Airbnb than commercial accommodation. For example, the number of Airbnb guest nights in May is equivalent to 33% of guest nights in January, whereas the comparable ratio for commercial accommodation is 51%. This suggests that Airbnb is picking up slack when commercial accommodation is having more difficulty housing guests. Nevertheless, Airbnb is nibbling away at commercial accommodation even in low demand periods.

Earnings from Airbnb

Airbnb accommodation generated \$68.6m of total revenue for hosts in Queenstown-Lakes District over the 11 months to August. This compares to \$79.5m in Auckland. Airbnbs in Queenstown-Lakes accounted for 23% of total earnings in New Zealand over the period.

The average Airbnb property in Queenstown-Lakes District generated \$19,886 over the 11 months to August. This is about two and a half times higher than the New Zealand average of \$8,221 per property.

The rate per effective room in Airbnbs in Queenstown-Lakes District over the 11 month period was \$109 per night, higher than the New Zealand average of \$73 per night. Compared to 65 other Territorial Authorities, Queenstown-Lakes has the highest average room rate per night.

Comparing Queenstown and Wanaka RTOs

Airbnb listings in the Queenstown RTO account for nearly three-quarters (73%) of total listings in the Queenstown-Lakes-District, while the Wanaka RTO accounts for the other quarter (27%). Airbnb listings as a proportion of the total of Airbnb and commercial accommodation are similar in Queenstown and Wanaka (both close to 40%).

Queenstown listings have higher occupancy rates than Wanaka listings. As a result, Queenstown's share of guest nights (77%) is slightly higher its share of listings.

The data suggests that Airbnb has a larger potential impact on the rental market for families looking for long-term accommodation in Wanaka than in Queenstown. In Wanaka, entire homes/apartments make up a larger share of Airbnbs than Queenstown. Nearly three quarters of Airbnbs in Wanaka are entire

homes/apartments compared with about two thirds in Queenstown. In Wanaka, entire houses/units were available for rent 74% of days in the 11 months to August compared with 70% in Queenstown.

Both Queenstown and Wanaka show similar seasonal patterns with summer and winter peaks. A notable difference is that Wanaka had a very strong August which in terms of most indicators was higher than its summer peak. Queenstown's January summer peak was higher than its July winter peak.

Total earnings in Queenstown were nearly \$56 million in the 11 months to August 2017 compared with nearly \$13 million in Wanaka. Queenstown's share of the total amounted to 81%. On average, an Airbnb listing in Queenstown earned about \$22,000 in the 11 months to August 2017, while the average was about \$14,000 in Wanaka. The average daily rate per effective room in Airbnb in Queenstown was \$115 and \$90 in Wanaka over the 11 month period.

Comparing Zones

The report examines the characteristics of Airbnb listings in the 35 planning zones used by Queenstown-Lakes District Council.

Airbnb's presence is largest in the Low Density Residential Zone which contains 50% of all properties listed on Airbnb over the 11 months to August. The High Density Residential Zone was the second largest with 10% of Airbnb listings, followed by Township (operative) and Rural Lifestyle with 5% each. All other zones were below 5%. Similar proportions were measured for stay unit nights and guest nights.

We have examined the potential impact of Airbnb on the rental market in each zone. Airbnbs in Large Lot Residential zones (78%) and High (73%) and Medium (71%) Density Residential zones are more likely to be for whole houses rather than private room listings. By comparison, approximately half of listings in the Shotover Country Zone are for private rooms.

The data shows that in August 64% of listings (872) in the Low Density Residential Zone were for houses/apartments with 3 or more bedrooms. Just over half of whole houses/units in High Density Residential zones are listed with three or more bedrooms - this is high given that many properties in this area are likely to be townhouses or apartments. Zones where there are a high proportion of 1 bedroom units include Rural (37%), Rural Lifestyle (31%), and Shotover Country (30%).

Despite some variability between zones, the overarching observation is that most whole houses/units listed on Airbnb are available the majority of the time, irrespective of which zone they are located in. Airbnb consequently has a substantial impact on the availability of rentals for families.

Of the \$68.6m of total revenue generated for Airbnb hosts over the 11 months to August, \$34.6m was made by properties in the Low Density Residential Zone. This compares to \$11.9 in the High Density Residential Zone, \$4.4m in the Medium Density Zone and \$3.0m in the Rural Lifestyle Zone.

Other private accommodation providers

There were 1,193 Bookabach listings and 1,044 Holiday Homes listing in Queenstown-Lakes as at the 29th of September 2017. This compares to 4,106 Airbnb listings in August. There is considerable overlap between the three types of listings and Infometrics estimates it likely there is in the order of 5,000 range of unique private accommodation providers in Queenstown-Lakes District.

2. REPORT PURPOSE AND STRUCTURE

This report measures the current position of Airbnb within the Queenstown-Lakes visitor economy. Drawing on detailed Airbnb data we provide a range of insights into the size of Airbnb in the District, stay characteristics and the impact of Airbnb on housing and rental pressures.

Airbnb data has been coded to enable Infometrics to provide insights on Airbnb's position within Queenstown-Lakes District as a whole, the Queenstown and Wanaka Regional Tourism Organisation (RTO) areas and by Queenstown Lakes planning zone areas.

This report has five key sections:

Section 3: provides the analytical framework and six domains used to analyse Airbnb's position in the Queenstown-Lakes District.

Section 4: measures the position of Airbnb within the Queenstown-Lakes visitor economy.

Section 5: compares Airbnb in Queenstown-Lakes District with Wanaka and Queenstown Regional Tourism Organisations.

Section 6: takes a detailed look at Airbnb's position in Queenstown-Lakes by Queenstown-Lakes District Council planning zone areas.

Section 7: briefly looks at what other private accommodation platforms are offering in the area and how they compare to Airbnb.

A detailed excel file accompanies this report.

3. INTRODUCING THE DATA AND FRAMEWORK

To understand with the scale and nature of Airbnb's position in Queenstown-Lakes District, it is important to use a well-structured dataset that covers a broad array of subjects.

This section introduces each analysis domain and why it has been chosen. Relevant background information about the dataset used is also provided.

Scope of each domain and indicators used

Infometrics' analysis of Airbnb has been spread across five domains of interest, with a number of indicators sitting within each domain. The five domains are shown in the table below along with examples of questions that each domain can answer:

Domain	Examples of questions that each domain can answer
Sector size	How many people in total stay in Airbnbs and what are their average occupancies?
Housing/rental pressures	What sort of dwellings are people staying in and are these dwellings likely to have been taken out of the rental pool for the purpose of Airbnb?
Seasonality	Are Airbnbs plugging in gaps at peak times or nibbling at commercial accommodation year-round?
Earnings	How much are hosts making each year and what is the average price for a room?
Quality	Are Airbnb listings in Auckland getting better reviews by guests than the New Zealand average?

Attention has been paid in the design of each domain to not only capture the position of Airbnb within the visitor market, but also to understand the potential for Airbnb to be affecting the availability of rental accommodation within Queenstown-Lakes District.

The rest of this section discusses each domain in more detail and outlines what it is trying to address.

Sector Size

A necessary starting point for analysis is quantifying the underlying size of Airbnb. Establishing relevant benchmarks of size help policymakers understand the magnitude of any potential opportunities or problems, without falling into the trap of relying on unquantified anecdotes.

Is Airbnb being overhyped in the media, or is it actually a significant player in Queenstown's tourism sector and a potential threat to rental affordability across the resort?

The following table outlines which indicators have been included in the sector size section and what each indicator shows.

Indicator	What the indicator shows
Number of properties listed (capacity)	The total number of properties listed can show the capacity of Airbnb at a point in time and this can be compared to commercial accommodation.
Stay unit nights	The total number of nights over a given time period that Airbnbs have been booked in the area. This measure can

	be compared against the commercial accommodation equivalent.
Guest nights	By assuming that guests per property are the same as guests per stay unit in commercial accommodation, we can provide an estimate of the number of guest nights. Note this estimate is likely to be conservative as guests per Airbnb may exceed their commercial accommodation equivalent when there are a lot of whole houses available for rent.
Average stay length	How many days an average Airbnb booking is for. This measure can be compared against commercial accommodation equivalents. If guests are staying for longer on average then there is more opportunity to spend on other services when in the area.
Occupancy rate	The proportion of a given time period that the Airbnb has been booked. This measure can be compared against occupancy in commercial accommodation.

Housing/rental pressures

Airbnb has been singled out as a potential contributor to affordability issues in Queenstown-Lakes District's housing and rental market. The housing/rental pressures domain has been carefully constructed to help fill in information gaps across these areas of concern.

The key focus of the housing/rental pressures domain is understanding the characteristics of homes being rented out via Airbnb and how regularly hosts are trying to rent their properties out on the platform.

These insights will show which suburbs have high concentrations of homes listed on Airbnb that would have been suitable for families to live in long-term. They will also show whether these homes are being opportunistically rented at peak times, or are likely to have been removed from the general rental pool to chase higher returns on Airbnb.

The following table outlines which indicators have been included and what each indicator shows.

Indicator	What the indicator shows
Type of listings (eg. shared room, private room, whole house)	The total number of properties listed broken down by type: shared room, private room, and whole house. This data can help establish whether a listing is just a family renting a spare room or if it is an entire residential unit/home.
Number of bedrooms in whole house Airbnb listings (eg. 1, 2, 3, 4+)	This indicator takes the number of whole house listings and breaks these in to bedroom numbers (1, 2, 3, 4+). This indicator can help establish what type of whole houses are being rented to understand whether they are small units, or homes suitable for accommodating families.
Average proportion of the time that Airbnb is available to be booked	The average number of days over a time period that hosts have made the Airbnb available for rent. If the indicator shows that properties are available most of the time then it is reasonable to assume that in the absence of Airbnb the property could have been in the general rental pool or the room could have been available for a lodger/flatmate.

Airbnb listings as a proportion of the housing stock	The total number of properties listed as a proportion of the dwelling stock ¹ . This indicator is only available for the territorial authority and not suburb level analysis. The indicator shows what proportion of homes in Queenstown-Lakes District are being used for Airbnb. It proxies the proportion of residential ratepayers that may be affected by any policy changes.
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Seasonality

Tourism in Queenstown has traditionally had summer and winter peaks, with relatively lulls in between. However, over recent years activity has begun to spread into shoulder and low seasons, as a sharp lift in visitor numbers has exposed capacity pressures at peak times.

This section investigates the seasonality of Airbnb demand across several indicators. The purpose of this section is to provide evidence as to whether Airbnb is predominantly plugging in gaps at peak times or if Airbnb is nibbling at commercial accommodation year-round.

The following table outlines which indicators have been included and what each indicator shows.

Indicator	What the indicator shows
Stay unit nights by month	The total number of nights each month that Airbnbs have been booked in the area. This measure can be compared against the commercial accommodation equivalent to see if they have similar or different seasonal trends.
Guest nights by month	Looking at the estimate of guest nights from the sector size section on a monthly basis. This measure can be compared against the commercial accommodation equivalent to see if they have similar or different seasonal trends.
Occupancy rate by month	The proportion of each month that Airbnbs have been booked. This measure can be compared against occupancy in the commercial accommodation equivalent to see if they have similar or different seasonal trends.

Earnings

The earnings generated for hosts by providing Airbnb accommodation represent a cash injection in to the local economy.

Unfortunately the intermediation of the transaction by Airbnb means this cash injection is not captured well in existing regional tourism spending estimates. This is because existing regional tourism estimates only effectively capture card spending with local merchants.

This section gives insights into how much money is flowing into the local economy and into each property owner's back pocket as a result of Airbnb. It also gives insights into the average price that Airbnb guests are paying each night.

¹ Infometrics' dwelling stock estimates are based on the local authority breakdown of the dwelling stock available from the census. Changes in the regional dwelling stock between censuses are determined by residential building activity at a local authority level alongside an allowance for the scrapping of existing dwellings. These quarterly estimates at a local authority level are consistent with quarterly nationwide estimates of the dwelling stock regularly published by Statistics NZ.

The following table outlines which indicators have been included and what each indicator shows.

Indicator	What the indicator shows
Total earnings of all properties	The total revenue earned by all properties in the area over a given time period (includes cleaning fees). This indicator represents the total cash injection in to the local economy from Airbnb earnings.
Average earnings for each property	The average earnings of each property is estimated by dividing total revenue in an area by the number of properties available for rent on Airbnb over a given time period. This indicator represents the return which each property owner is earning on average from listing their property on Airbnb.
Average daily rate (\$) per effective room	Each listing's price (including cleaning fees) is converted into an effective room rate by taking in to consideration the number of bedrooms in the listing. An average of this effective room rate is formed across all listings in the area over a given time period. This indicator represents how much it costs on average to rent a room with Airbnb.

Quality

A common complaint from the commercial accommodation sector is that Airbnb accommodation has no assurance of quality and that could undermine visitors' experiences.

However, these complaints do not tell the whole story. Airbnb has its own self-regulating quality framework. This framework is driven by a peer reviewing system that effectively pushes private households into ensuring they deliver a quality experience. If someone gets bad reviews, either they will need to lift their game, or the market will squeeze them out.

This section gives insights into the quality of Airbnb properties within Queenstown-Lakes District by comparing ratings within the district and against other parts of New Zealand.

The following table outlines which indicators have been included and what each indicator shows.

Indicator	What the indicator shows
Average property rating by Airbnb guests	The average rating (out of 5) by guests for properties in the area. This indicator signals how content Airbnb guests have been with the quality of their accommodation and the experience received.

About the dataset

Actual listings data from Airbnb has been used in this report. The raw data has been sourced from Airbnb by a third-party provider, with the information collected on a monthly basis stretching back to October 2016. Infometrics has coded this information to territorial authorities, regional tourism organisation (RTO) and area unit boundaries. The raw data has also been coded by Queenstown-Lakes District Council planning zones.

By categorising the data in this format, comparisons have been able to be made against other territorial authorities and RTOs to see where Queenstown-Lakes district fits in against the rest of New Zealand.

Data categorised this way is also directly comparable against other publicly-available datasets. For example, within the report all indicators under the sector size and seasonality domains have been compared to their commercial accommodation equivalents at a territorial authority or RTO level.

4. PERSPECTIVES AT A DISTRICT LEVEL

This section looks at data on Airbnb in Queenstown-Lakes District. Comparisons to commercial accommodation and ranking against other territorial authorities are made where appropriate. Table 1 provides a summary of all indicators discussed in this section for Queenstown-Lakes and New Zealand.

Subsequent sections break down the insights from Table 1 into Queenstown and Wanaka (Section 5), and then further into zone level analysis (Section 6).

Table 1: Queenstown-Lakes District Summary

	Airbnb		Commercial accommodation	
	Queenstown	New Zealand	Queenstown	Airbnb as % of Commercial
Number of listings	4,106	45,993	10,427	
<i>Average 11 months to August 2017</i>	3,458	36,654	10,453	33%
Stay unit nights	36,676	197,028	192,683	
<i>Total over 11 months to August 2017</i>	314,199	2,417,430	2,233,864	14%
Guest nights	68,657	334,812	360,700	
<i>Total over 11 months to August 2017</i>	577,962	4,260,119	4,076,759	14%
Average stay length	5.6	4.5	3.1	
<i>Average 11 months to August 2017</i>	4.2	3.9	2.5	
Occupancy	33%	17%	60%	
<i>Average 11 months to August 2017</i>	32%	25%	64%	
Type of listings (% of total)				
Wholes houses/units	67%	50%		
Private rooms	32%	49%		
Share rooms	0.9%	1.5%		
Bedrooms in whole house listings (% of total)				
1 bedroom	20%	32%		
2 bedrooms	22%	27%		
3 bedrooms	33%	24%		
4+ bedrooms	25%	17%		
Airbnb listings as % of housing stock <i>June 2017</i>	14%	1.2%		
Total earnings <i>11 months to August 2017</i>	\$68,640,982	\$292,186,744		
Average daily room rate	\$111	\$68		
Quality	4.8	4.7		

Data is for August 2017 unless otherwise stated

A detailed account of each indicator follows.

Sector size

This domain helps establish a baseline understanding of the underlying size of Airbnb, average stay lengths by guests, and the occupancy rates of Airbnb properties.

All indicators in this domain have been compared against their commercial accommodation equivalents and have been ranked against other territorial authorities.

Capacity

The total number of properties listed on Airbnb shows the capacity of Airbnb at a point in time.

There were 4,106 Airbnb listings in Queenstown-Lakes in August 2017. At the same point in time there were 45,993 Airbnb listings nationally meaning that Queenstown-Lakes accounts for nearly 9% of total Airbnb listings.

Having now established the size of Airbnb's footprint in Queenstown-Lakes District, it is interesting to put these counts alongside numbers from the commercial accommodation sector. This step enables us to get a feel for how many people are choosing Airbnb over hotels, motels, and other traditional options.

If, on any given night, all Airbnb hosts were willing to let out their rooms, then the 4,106 listings that were available as at August 2017 would compare to an average of 10,452 commercial stay units that were available. In percentage terms, the number of Airbnb listings in Queenstown-Lakes was equivalent to 39% of the size of the commercial accommodation sector in August 2017. This proportion was higher than at a New Zealand level (33%). These proportions have risen from 25% and 18% respectively back in October 2016.

Table 2: Airbnb listings compared to commercial accommodation listings

	Queenstown-Lakes District			New Zealand		
	Oct-16	Aug-17	Change	Oct-16	Aug-17	Change
Airbnb	2,558	4,106	61%	24,519	45,993	88%
Commercial accommodation*	10,412	10,427	0.1%	138,079	133,213	-3.5%
Airbnb as % of commercial accommodation	25%	39%		18%	35%	

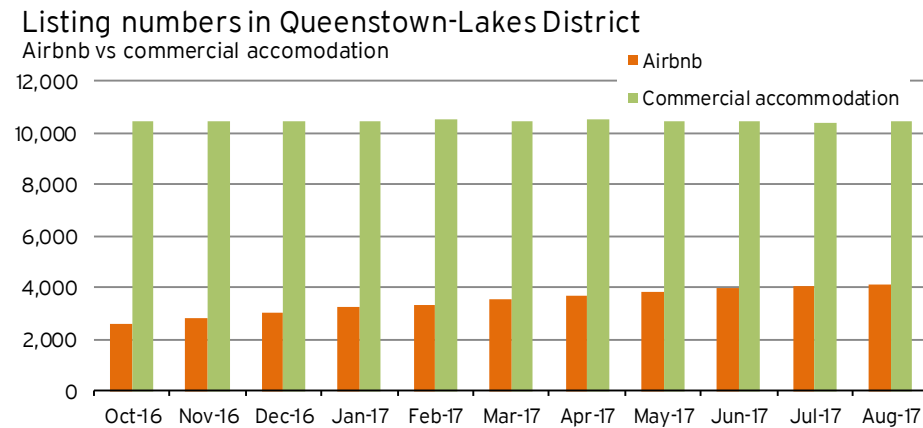
*Commercial accommodation for August 2017 is estimated using July 2017 annual growth rates from the Commercial Accommodation Monitor (CAM)

Airbnb has grown rapidly in Queenstown-Lakes. The number of listings increased from 2,558 in October 2016 to 4,106 listings in August 2017, an increase of 61%.

Queenstown-Lakes has not grown as quickly as other regions, but still has the second higher number of Airbnb listings across New Zealand, behind only Auckland.

In August, Queenstown-Lakes District had the 11th largest ratio of Airbnb properties listed to commercial accommodation stay units across 66² territorial authorities. Many other areas with high number of Airbnb properties relative to commercial accommodation stay units tended to be areas with very small commercial accommodation capacity - for example, Porirua with just over 200 commercials stay units available, compared to 206 Airbnb listings.

² There are 67 territorial authorities in New Zealand. However, our analysis only includes 66 as it excludes The Chatham Islands.

Figure 1: Airbnb property listings and commercial accommodation stay units

* Commercial accommodation for August 2017 is estimated using July 2017 annual growth rates from the Commercial Accommodation Monitor (CAM)

Stay unit nights

Stay unit nights show the total number of nights that Airbnbs have been booked.

There were 314,199 Airbnb stay unit nights booked in Queenstown-Lakes over the 11 months to August 2017. Over the same period slightly more than 2.4 million stay unit nights were booked in commercial accommodation. The number of Airbnb stay unit nights in the 11 months to August equated to 14% of commercial accommodation stay unit nights. This was somewhat higher than the national figure of 11.6%.

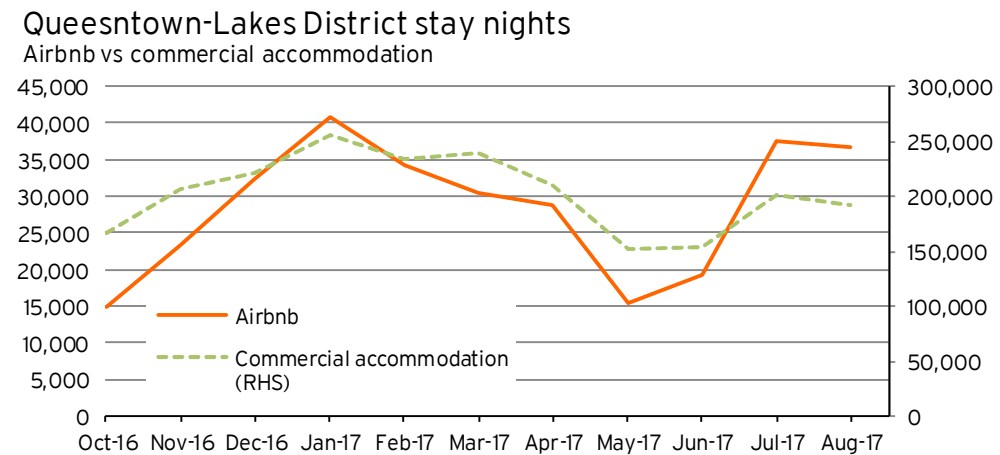
Table 3: Stay unit nights over the 11 months to August 2017

Stay units	Queenstown-Lakes District	New Zealand
Airbnb	314,199	2,417,430
Commercial accommodation*	2,233,864	20,779,037
Airbnb as % of commercial	14.1%	11.6%

* Commercial accommodation for August 2017 is estimated using July 2017 annual growth rates from the Commercial Accommodation Monitor (CAM)

The reason for Airbnb having a smaller relative number of stay unit nights compared with listings is due to lower occupancy rates. Not all Airbnb hosts are looking to have visitors year-round. Instead some hosts may only be filling up spare rooms at peak times, or renting out their house periodically when they are out of town. By comparison, commercial operators are always aiming to fill their rooms to maximise their return on investment. This is addressed in the occupancy rate indicator.

Queenstown-Lakes District has the ninth highest proportion of Airbnb stay unit nights relative to commercial stay unit nights out of 66 territorial authorities. Ahead of Queenstown-Lakes are Waikato district and Selwyn District at first and second place, respectively.

Figure 2: Airbnb and commercial accommodation stay unit nights in Queenstown-Lakes District

* Commercial accommodation for August 2017 is estimated using July 2017 annual growth rates from the Commercial Accommodation Monitor (CAM)

Guest nights

Airbnb guest nights have been estimated by assuming that guests per property are the same as guests per stay unit in commercial accommodation. We believe this estimate is likely to be conservative as guests per Airbnb may exceed their commercial accommodation equivalent when there are a lot of whole houses available for rent on Airbnb in an area.

Our estimates show that there were 577,962 guest nights in Queenstown-Lakes District over the 11 months to August 2017. By comparison, there were 4,076,759 guest nights in commercial accommodation over the same period. The relative size of Airbnb to commercial accommodation guest nights increased from 9.0% in October 2016 to 20% in August 2017, and averaged 14% over the 11 month period.

Queenstown had the second highest number of guest nights per month out of 66 territorial authorities, behind only Auckland.

Table 4: Guest nights in the 11 months to August 2017

Guest nights	Queenstown-Lakes District	New Zealand
Airbnb	577,962	4,260,119
Commercial accommodation*	4,076,759	72,797,393
Airbnb as % of commercial	14.2%	5.9%

* Commercial accommodation for August 2017 is estimated using July 2017 annual growth rates from the Commercial Accommodation Monitor (CAM)

Average stay length

This indicator shows the average number of days that guests are staying in Airbnb accommodation in the area. If guests are staying for longer on average then there is more opportunity to increase their overall spend in the area.

Guests stayed on average 4.2 nights in Airbnbs in Queenstown-Lakes District over the 11 months to August. This is above the national average of 3.9.

Guests stayed in commercial accommodation in Queenstown-Lakes District for an average of 2.5 nights over the 11 months to August 2017.

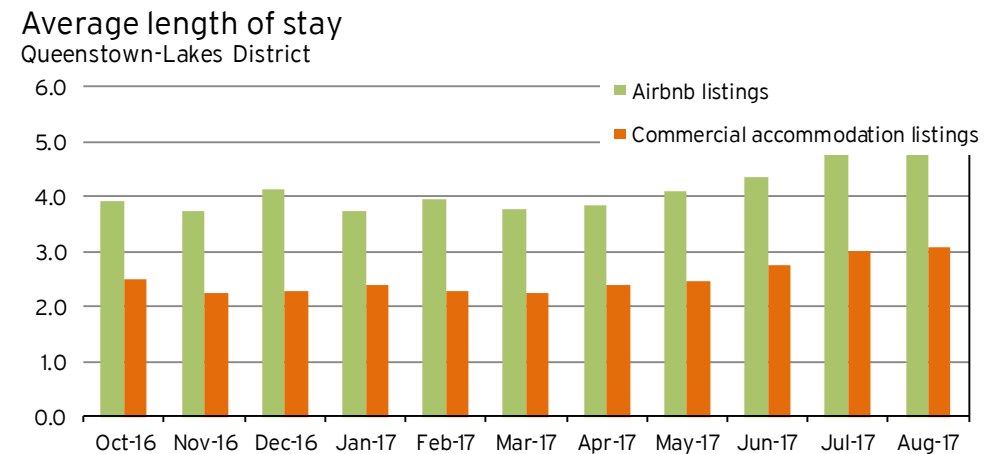
Table 5: Average length of stay over the 11 months to August 2017 (days)

Stay length	Queenstown-Lakes District	New Zealand
Airbnb	4.2	3.9
Commercial accommodation*	2.5	2.0
Airbnb as % of commercial	167%	197%

* Commercial accommodation for August 2017 is estimated using July 2017 annual growth rates from the Commercial Accommodation Monitor (CAM)

Airbnb guests in Queenstown-Lakes District stayed the fifth longest out of 66 territorial authorities in the 11 months to August. In these authorities, 1.0% to 2.0% of listings appeared to be used as long-term rentals (occupied by a single guest for more than 20 days a month).

Figure 3: Guests average length of stay in Airbnb and commercial accommodation



* Commercial accommodation for August 2017 is estimated using July 2017 annual growth rates from Commercial Accommodation Monitor (CAM)

Occupancy

This indicator measures the proportion of nights an accommodation listing is booked over a specific period.

We estimate that Airbnb properties in Queenstown-Lakes District averaged 32% occupancy over the 11 months to August. This compares with the national average of 25%.

It is important to note that included in our Airbnb occupancy rate are properties which may have not been made available for the entire month. We include these properties in order to ensure the rate is directly comparable with the commercial accommodation equivalent (which assumes availability 100% of the time).

Over the 11 months to August, the average occupancy rate of commercial accommodation was 64%, which is well above the national average of just 45%. This commercial accommodation rate includes hotels and motels, along with holiday parks and camping grounds.

As explained earlier, it is not surprising to see that Airbnb properties operate with lower occupancy rates. Not all Airbnb hosts are looking to have visitors year-round. Instead, some hosts may only fill spare rooms at peak times, or rent out their house periodically when they are out of town. By comparison, commercial operators are always aiming to fill their rooms to maximise their return on investment.

Even so, over the 11 months to August, Queenstown-Lakes had the sixth highest Airbnb occupancy rate across 66 territorial authorities.

Table 6: Average occupancy rate in the 11 months to August 2017

Occupancy	Queenstown-Lakes District	New Zealand
Airbnb	32%	25%
Commercial accommodation*	64%	45%
Airbnb as % of commercial	50%	55%

* Commercial accommodation for August 2017 is estimated using July 2017 annual growth rates from the Commercial Accommodation Monitor (CAM)

Housing/rental pressures

The key focus of the housing/rental pressures domain is understanding the characteristics of homes being rented out via Airbnb and how regularly hosts are trying to rent their properties out on the Airbnb platform.

These insights show which areas have high concentrations of homes listed on Airbnb that would have been suitable for families to live in long-term. They also show whether these homes are being opportunistically rented at peak times, or are likely to have been removed from the general rental pool to chase higher returns on Airbnb.

Benchmarking the number of whole homes listed on Airbnb against the total number of dwellings in Queenstown-Lakes District gives further insight as to how much of the area's housing pool has been directly influenced by Airbnb.

The key findings of this section are:

- Most listings (67% or 2,759 houses) in Queenstown-Lakes are entire houses/units, rather than just spare private rooms (32%). Nationally these proportions are 50% and 40% respectively.
- Houses/units listed on Airbnb in Queenstown-Lakes are generally 3+ bedroom family homes. 58% or 1,611 whole house listings in Queenstown-Lakes are 3+ bedroom homes, compared to 41% nationally.
- Over the 11 months to August, Queenstown-Lakes hosts made their whole house listings available 71% of the time. Such a high proportion of availability suggests that in the absence of the option of getting superior returns on Airbnb many of the properties might have been in the general rental pool.

- The number of whole houses available on Airbnb was equivalent to 14% of Queenstown-Lakes District's housing stock in the June 2017 quarter. This proportion was the highest in the country and well above the national average of 1.2%.

This domain considers these pressures at a district-wide level. Sections 5 and 6 of this report a similar framework of housing pressures is considered for Queenstown and Wanaka and then on a zone-by-zone basis.

Type of listings

The type of listings indicator breaks the total number of properties listed on Airbnb down by type: shared room, private room, and whole house. This data can help establish whether a listing is just a family renting out a spare room or if it is an entire residential unit/home.

Just over two-thirds (67% or 2,759) of Airbnb listings in Queenstown-Lakes District in August 2017 were whole houses/units. 32% (1,306 listings) were private rooms and 0.9% (36 listings) were shared rooms. At a national level 50% of listings were whole houses/units, 40% were private rooms, and 1.5% were shared rooms.

Queenstown-Lakes District has the fourth highest proportion of Airbnb listings that are entire houses or units out of 66 territorial authorities.

Table 7: Airbnb listings by type, August 2017

Type of listing	Queenstown-Lakes District		New Zealand	
	Number	Proportion*	Number	Proportion*
Entire home/apt	2,759	67%	22,917	50%
Private room	1,306	32%	22,320	49%
Shared room	36	0.9%	689	1.5%

*Total shares may not add to 100% due to some observations missing information on listing type (<1%)

This high proportion of whole house/unit listings suggests that a lot of Airbnbs in Queenstown-Lakes District are suitable for rentals, rather than hosts earning a little bit of extra money from spare rooms.

It is useful to now look at the nature of these houses/units to see if they are 3 or 4 bedroom family homes, or if they are small units more suitable for singles or couples.

Number of bedrooms in whole house listings

This indicator takes the number of whole house listings and breaks these in to bedroom numbers (1, 2, 3, 4+). This indicator can help establish what type of whole houses are being rented to understand whether they are small units, or homes suitable for accommodating families.

In August 2017, 58% (1,611) of Airbnb listings in Queenstown-Lakes District were for 3+ bedroom properties, while 22% were for 2 bedroom homes and 20% were for 1 bedroom properties. By comparison, at a national level, 41% were for 3+ bedroom homes, 27% for 2 bedroom, and 32% for 1 bedroom properties.

Queenstown-Lakes District has the second highest proportion of listing that have 3 or more bedrooms, behind only Auckland (at 76% of homes listed with 3 or more bedrooms).

Table 8: Entire house/unit Airbnb listings by number of bedrooms, August 2017

Number of bedrooms	Queenstown-Lakes District		New Zealand	
	Number	Proportion	Number	Proportion
1	546	20%	7263	32%
2	602	22%	6225	27%
3	916	33%	5585	24%
4+	695	25%	3844	17%

*Total shares may not add to 100% due to some observations missing information on number of bedrooms (<1%)

This high proportion of 3+ bedroom homes available on Airbnb indicates that there are significant numbers of homes being listed that would have been suitable for a family to rent.

The big question now is whether hosts in Queenstown-Lakes are only opportunistically renting out their home on occasions or if there is evidence that houses are being taken out of the general rental pool to list on Airbnb.

Proportion of time Airbnb is available to book

This indicator shows the average number of days over a time period that hosts have made their property available to rent on Airbnb.

Understanding how frequently hosts are willing to rent out their property enables us to ascertain whether it is reasonable to assume that in the absence of Airbnb, the home could have potentially been added to the general rental pool.

Entire home/unit listings in Queenstown-Lakes District were on average available for rent 71% of the time over the 11 months to August 2017. By comparison, at a national level, whole home/unit listings on Airbnb were available to rent on average 68% of the time over the 11 months to August 2017.

Table 9: The proportion of time Airbnb properties have been available for over the 11 months to August 2017

	Queenstown-Lakes District	New Zealand
Entire houses/units	71%	68%
All listing types	69%	70%

Table 9 shows that availability for entire houses/units in Queenstown-Lakes District is slightly higher than for all property types generally (including private and shared listings). The opposite is true nationally.

Given that properties are available to rent on Airbnb such a high proportion of the time suggests that in the absence of Airbnb many of the properties in Queenstown-Lakes could have potentially been in the general rental pool.

Nevertheless, Queenstown-Lakes only ranks 54th out of 66 territorial authorities for the average proportion of time that whole homes are available to rent over the 11 months to August 2017.

It seems that most Airbnb properties across territorial authorities are being made available a large proportion of the time.

The territorial authorities where whole houses on Airbnb are available for booking the highest proportion of the time are generally small districts, but many tourist hotspots in the South Island were also above Queenstown-Lakes. Whole house listings in Central Otago District were available to book for 77% of the time in the 11 months to August, while whole house listings in the Mackenzie District and Hurunui District were available for 78% and 84% of the time respectively.

The fact that houses in Queenstown-Lakes were still available most of the time, coupled with the sheer volume of large houses, suggests there is likely to have been significant encroachment into the district's rental pool.

To further come to grips with the magnitude of this problem, it is important to ascertain the number of whole house listings on Airbnb in Queenstown-Lakes compared to the number of dwellings in the district's housing stock.

Airbnb listings as proportion of housing stock

This indicator shows what proportion of homes in Queenstown-Lakes District are being offered as whole house listings on Airbnb. It proxies the proportion of residential ratepayers that may be affected by any policy changes that affect whole house listings.

The data for this indicator is for the June 2017, as opposed to August 2017, as June 2017 is Infometrics' most recent estimate of the dwelling stock.

The data shows that the 2,640 Airbnb entire homes/units that were listed in Queenstown-Lakes District in June 2017 was equivalent to approximately 14% of the 19,376 dwellings in the district. Nationally the ratio stands at 1.2%.

Table 10: Airbnb listings as a % of the housing stock, June quarter 2017

	Queenstown-Lakes District	New Zealand
Airbnb listings*	2,640	21,964
Total housing stock**	19,376	1,828,438
Airbnb as % of total stock	14%	1.2%

* Whole houses/apartments only ** Housing stock estimations by Infometrics

Compared to other territorial authorities, Queenstown-Lakes District has the highest number of whole houses listed on Airbnb as a proportion of the total dwelling stock. Ruapehu District comes in second place, with the number of listings on Airbnb equating to about 3.5% of the dwelling stock in the June 2017 quarter.

The 6,011 entire house/apartments listed on Airbnb in the June quarter in Auckland represents approximately 1.4% of the 544,806 dwellings in our biggest city.

Seasonality

This domain investigates the seasonality of Airbnb demand across several indicators.

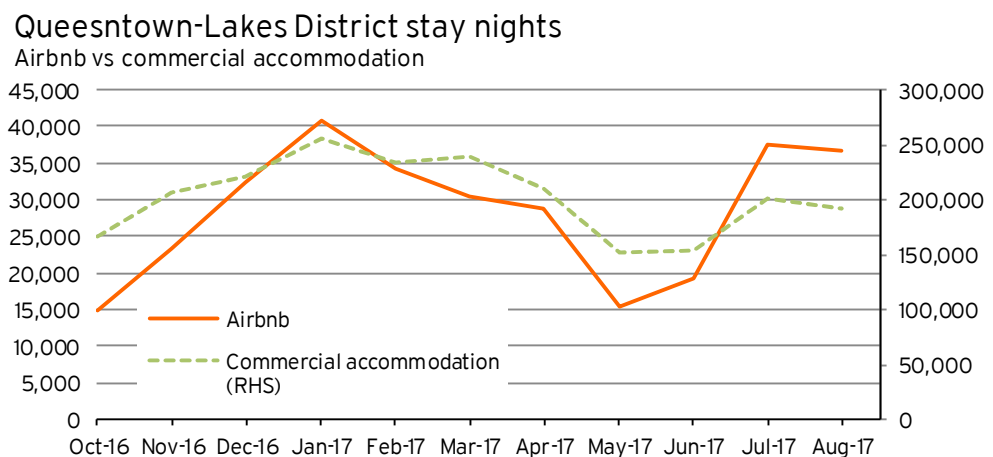
The purpose of this domain is to provide evidence as to whether Airbnb is predominantly plugging in gaps at peak times or if Airbnb is nibbling at commercial accommodation year-round.

Stay unit nights by month

This indicator shows stay unit nights on a month-by-month basis so that seasonal trends can be explored.

Identifying a clear seasonal trend in stay unit nights is challenging as we only have 11 months of data to work with and Airbnb has experienced strong growth over this period. Even so stay unit nights were at their highest in January in Queenstown-Lakes District. Data from the commercial accommodation monitor shows that January also had the highest number of stay unit nights over the year.

Figure 4: Monthly stay nights in Airbnb and commercial accommodation



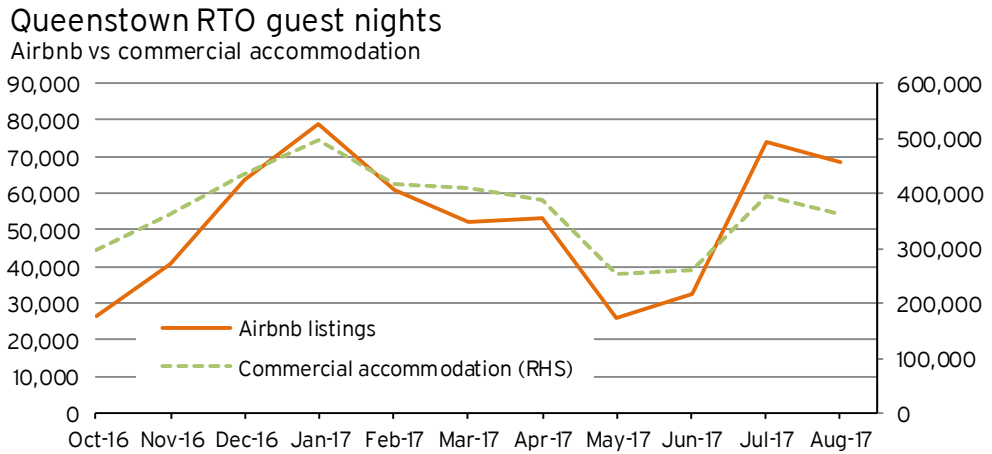
Guest nights by month

This indicator shows the estimate of guest nights on a month-by-month basis so that seasonal trends can be explored.

Identifying a clear seasonal trend in guest nights is challenging as we only have 11 months of data and Airbnb has been growing through time. Even so, guest nights were at their highest in January 2017 in Queenstown-Lakes District. July 2017 saw the second highest number of guest nights, coinciding with the winter ski season.

Comparing this indicator against the commercial accommodation equivalent shows a similar seasonal peak summer season trend. Both Airbnb and commercial accommodation have the highest number of guest nights occurring in January. Of note is the higher winter peak in the Airbnb data compared to commercial accommodation.

Figure 5: Monthly guest nights at Airbnb and Commercial Accommodation



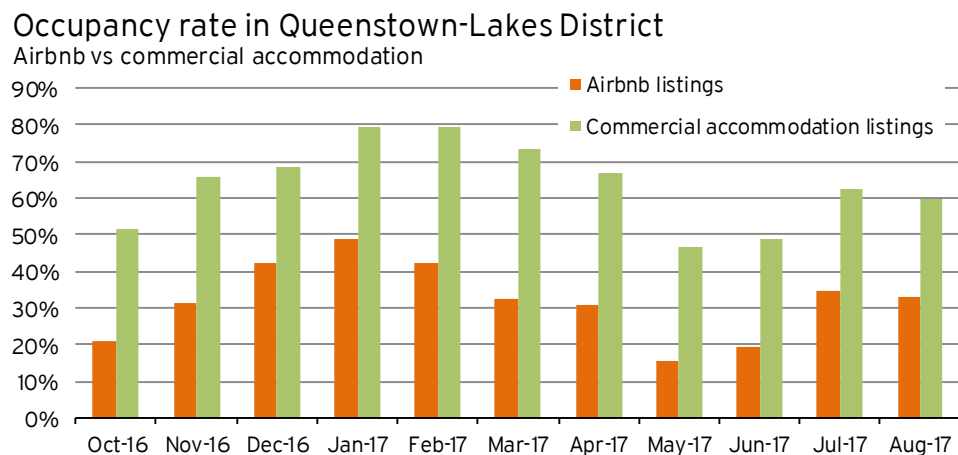
Occupancy rate by month

This indicator shows the proportion of each month that Airbnbs have been booked. By looking at occupancy on a month-by-month basis seasonal trends can be established.

Occupancy in Airbnbs in Queenstown-Lakes was highest in January 2017, a similar trend that occurs across New Zealand. Occupancy in Airbnbs in Queenstown-Lakes during this peak month is the seventh highest across 66 territorial authorities.

Comparing Airbnb against commercial accommodation shows that occupancy for Airbnbs in Queenstown-Lakes across all months is lower. However, peak times do coincide and the gap is proportionally smaller at these peaks, suggesting that Airbnb is picking up slack when commercial accommodation is having more difficulty accommodating guests.

Figure 6: Month-by-month occupancy rate in Airbnb and commercial accommodation



Earnings of Airbnb hosts

This domain provides insights into how much money is flowing into the local economy and to each property owner. It also provides insights into the average price that Airbnb guests are paying each night.

Table 11: Earnings from Airbnb in the 11 months to August 2017

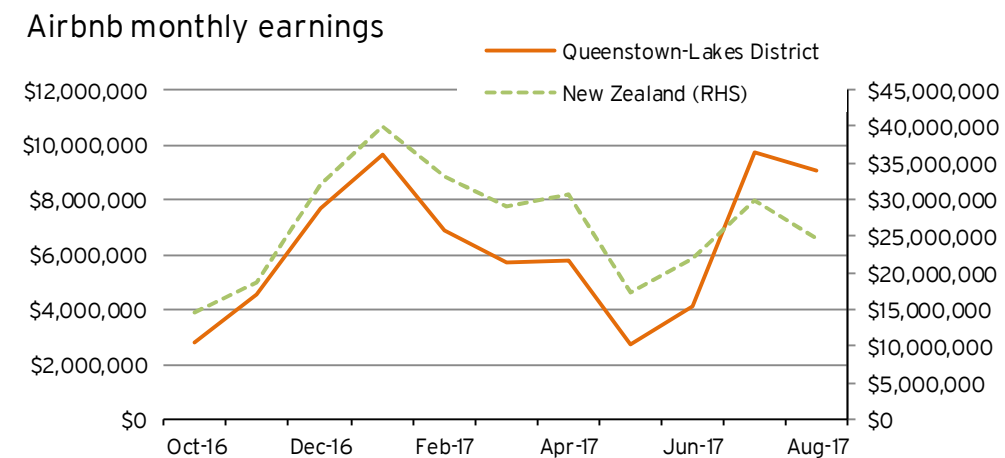
	Queenstown-Lakes District	Auckland	New Zealand
Total earnings	\$68,640,982	\$79,467,429	\$292,186,744
Average earnings per property	\$19,886	\$6,498	\$8,221
Average daily rate per room	\$109	\$73	\$73

Total earnings of all properties

This indicator represents the total cash injection in to the local economy from Airbnb earnings. It is defined as the total revenue (including cleaning fees) earned by all properties in the area over a given time period.

Airbnb generated \$68.6m of total revenue for hosts in Queenstown-Lakes District over the 11 months to August. This compares to \$79.5m in the much larger Auckland. Airbnbs in Queenstown-Lakes accounted for 23% of total earnings in New Zealand over the 11 month period. The highest monthly earnings were measured in July.

In terms of overall earnings over the 11 months to August, Queenstown-Lakes District ranked second out of 66 Territorial Authorities, behind Auckland.

Figure 7: Total monthly earnings from Airbnb listings

Average earnings for each property

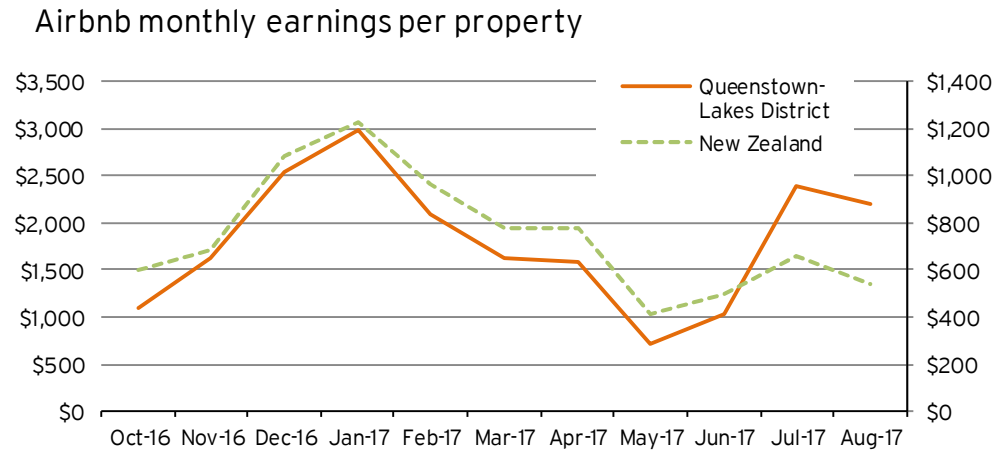
The average earnings of each property are estimated by dividing total revenue in an area by the number of properties available for rent on Airbnb over a given time period. This indicator represents the return which each property owner is earning on average from listing their property on Airbnb.

The average Airbnb property in Queenstown-Lakes District generated \$19,886 over the 11 months to August. This is significantly higher than the New Zealand average of \$6,498 per property.

Queenstown-Lakes hosts made the highest amount of money per property across 66 Territorial Authorities in the 11 months to August 2017.

It is also interesting to consider earnings on a monthly basis, to ascertain whether average earnings are higher at peak times.

Figure 8: Average monthly earnings per property



Queenstown-Lakes Airbnb’s earned about four times more during the peak summer season than they did in May. Properties listed in January earned just shy of \$3,000 on average each, compared to just \$708 in May. Earnings spike again in July, with properties on average earning \$2,393 each. This premium reflects high demand for property during the peak summer and skiing seasons, particularly for times that coincide with school holidays.

Average daily rate (\$) per effective room

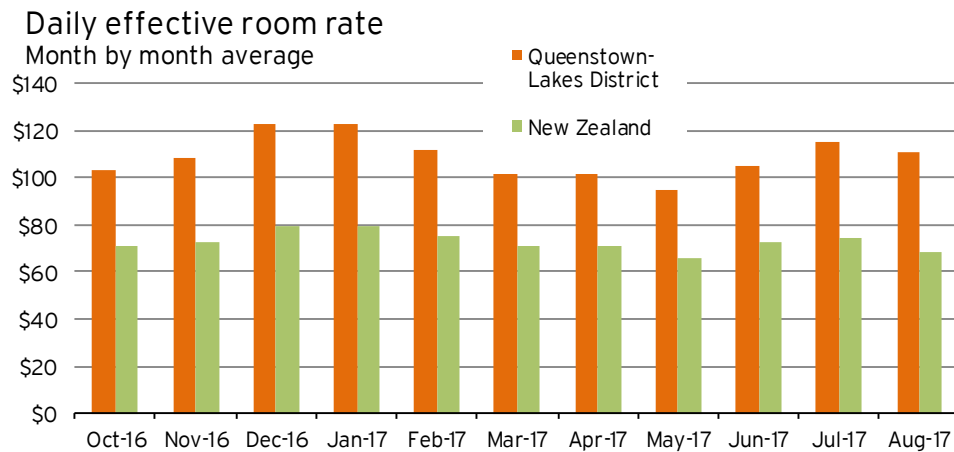
This indicator measures how much it costs on average to rent a room with Airbnb. It is calculated per effective room so that fair comparisons can be made across areas, even if there are a different composition of property types.

Each listing’s price (including cleaning fees) is converted into an effective room rate by taking in to consideration the number of bedrooms in the listing and then averaging across all listings.

The data shows that the average daily rate per effective room in Airbnbs in Queenstown-Lakes District over the 11 months to August was \$109 per night. This compares to the NZ average of \$73 per night.

Compared to 66 other Territorial Authorities, Queenstown has the highest average room rate per night.

It is also interesting to consider these effective room rates on a monthly basis, to ascertain whether average daily rates are higher at peak times.

Figure 9: Daily effective room rate, month-by-month

Room rates in Queenstown-Lakes appear to peak during summer months at above \$120 in December and January and fall to \$95 per room in May. A similar trend appears across New Zealand.

Quality

This domain shows insights into the quality of Airbnb properties within Queenstown-Lakes District by comparing ratings within the district and against other parts of New Zealand.

Average property rating by Airbnb guests

This indicator signals how content Airbnb guests have been with the quality of their accommodation and the experience received by measuring the average rating out of 5 by guests for properties in the area.

The data shows that the average rating for Airbnb properties in Queenstown-Lakes District is 4.8. This compares to the NZ average of 4.7.

Table 12: Average Airbnb property ratings, 11 months to August 2017

Zone	Rating
Queenstown-Lakes District	4.8
Auckland	4.7
New Zealand	4.7

5. COMPARING QUEENSTOWN AND WANAKA

Not only does the Crown Range provide a geographical separation between the Queenstown and Wanaka sides of the district, but in terms of destination marketing and promotion the two areas are independently represented by two separate Regional Tourism Organisations (RTOs). These RTOs are called Destination Queenstown and Lake Wanaka Tourism.

This section outlines data on Airbnb in the Destination Queenstown RTO (Queenstown) and the Lake Wanaka Tourism RTO (Wanaka). Comparisons to commercial accommodation and ranking against other RTOs are provided where appropriate. The analysis will cover the five domains.

Table 13 provides a summary of the indicators we calculate for each of the RTOs.

Table 13: Queenstown and Wanaka RTO summary

	Queenstown RTO	Wanaka RTO	New Zealand
Number of listings	2,989	1,117	45,993
<i>Average 11 months to August 2017</i>	2,544	914	36,654
Stay unit nights	25,991	10,685	197,028
<i>Total over 11 months to August 2017</i>	240,992	73,207	2,417,430
Guest nights	48,655	20,002	334,812
<i>Total over 11 months to August 2017</i>	442,942	135,020	4,260,119
Average stay length	5.3	6.3	4.5
<i>Average 11 months to August 2017</i>	4.2	4.1	3.9
Occupancy	32%	35%	0
<i>Average 11 months to August 2017</i>	34%	28%	25%
Type of listings (% of total)			
Wholes houses/units	65%	74%	50%
Private rooms	34%	26%	49%
Share rooms	1.2%	0.1%	1.5%
Bedrooms in whole house listings (% of total)			
1 bedroom	19%	8.9%	32%
2 bedrooms	23%	8.4%	27%
3 bedrooms	34%	13%	24%
4+ bedrooms	24%	12%	17%
Total earnings <i>11 months to August 2017</i>	\$55,775,224	\$12,865,758	\$292,186,744
Average daily room rate	\$118	\$92	\$66
Quality	4.8	4.8	4.7

All data is for August 2017 unless otherwise specified

Sector size

To establish a baseline understanding of the size of Airbnb, we analyse the number of listings, the average length of stay by guests, and the occupancy rate to Airbnb properties.

Capacity

The total number of properties listed can show the capacity of Airbnb at a point in time.

Table 14: Listings in Queenstown and Wanaka RTOs, August 2017

	Queenstown RTO		Wanaka RTO	
	Level	% of QLDC total	Level	% of QLDC total
Airbnb	2,989	73%	1,117	27%
Commercial accommodation*	7,538	73%	2,843	27%
Airbnb as % of commercial accommodation	39.7%		39.3%	

* Commercial accommodation for August 2017 is estimated using July 2017 annual growth rates from the Commercial Accommodation Monitor (CAM)

Airbnb listings in Queenstown account for nearly three-quarters (73%) of total listings in the Queenstown-Lakes-District. Wanaka accounts for the other quarter (27%). Airbnb listings as a proportion of the total of Airbnb and commercial accommodation are similar in Queenstown and Wanaka. The proportion is close to 40% in both RTOs.

Stay unit nights

Stay unit nights show the total number of nights that Airbnbs have been booked in the area.

Table 15: Stay unit nights by RTO in the 11 months to August 2017

Stay unit nights	Queenstown RTO		Wanaka RTO	
	Level	% of QLDC total	Level	% of QLDC total
Airbnb	240,992	77%	73,207	23%
Commercial accommodation*	1,801,939	81%	432,214	19%
Airbnb as % of commercial accommodation	13.4%		16.9%	

* Commercial accommodation for August 2017 is estimated using July 2017 annual growth rates from the Commercial Accommodation Monitor (CAM)

There were nearly 241,000 stay unit nights in Queenstown over the 11 months to August 2017 which accounted for 77% of the total in the district. In terms of stay unit nights Airbnb has a slightly larger share of the commercial accommodation market in Wanaka compared with Queenstown.

Relative to other Regional Tourism Organisations, Queenstown has the highest proportion of Airbnb to commercial accommodation stay unit nights. Wanaka comes in at a close second.

Guest nights

Guest nights have been estimated by assuming that guests per property are the same as guests per stay unit in commercial accommodation. This estimate is likely to be conservative as guests per Airbnb may exceed their commercial accommodation equivalent when there are a lot of whole houses available for rent on Airbnb in an area.

Table 16: Guest nights by RTO in the 11 months to August 2017

Guest nights	Queenstown RTO		Wanaka RTO	
	Level	% of QLDC total	Level	% of QLDC total
Airbnb	442,942	77%	135,020	23%
Commercial accommodation*	3,275,972	80%	801,372	20%
Airbnb as % of commercial accommodation	13.5%		16.8%	

* Commercial accommodation for August 2017 is estimated using July 2017 annual growth rates from the Commercial Accommodation Monitor (CAM)

Over the 11 months to August, there were 449,942 guest nights in Queenstown which accounted for 77% of total guest nights in the district and 135,020 in Wanaka which accounted for the other 23%. In terms of guest nights Airbnb has a slightly larger share of the total market in Wanaka compared with Queenstown.

Average stay length

This indicator shows the average number of days that guests are staying in Airbnb accommodation in the area. If guests are staying for longer on average then there is more opportunity to increase their overall spend in the area.

Guests stayed similar lengths of time in Airbnbs in Queenstown and Wanaka, for an average of 4.2 and 4.1 days over the 11 months to August 2017, respectively. This compares to an average length of stay of 3.9 days nationally.

The number of days that guests spend per reservation in Airbnbs is much longer than in commercial accommodation.

Table 17: Average length of stay by RTO over the 11 months to August 2017 (days)

Stay length	Queenstown	Wanaka	QLDC total
	RTO	RTO	
Airbnb	4.2	4.1	4.2
Commercial accommodation*	2.6	2.2	2.5
Airbnb as % of commercial accommodation	163.2%	185.7%	167.4%

* Commercial accommodation for August 2017 is estimated using July 2017 annual growth rates from the Commercial Accommodation Monitor (CAM)

Occupancy

This indicator measures the proportion of nights an accommodation listing is booked over a specific time period.

Table 18 shows that Airbnbs in Queenstown (34%) had a higher average occupancy rate than Wanaka (28%) over the 11 months to August. In both RTOs the Airbnb occupancy rates were substantially lower than in commercial accommodation. The gap in Queenstown (37 percentage points) was substantially larger than in Wanaka (17 percentage points).

Table 18: Average occupancy rate by RTO in the 11 months to August 2017

Occupancy	Queenstown	Wanaka
	RTO	RTO
Airbnb	34%	28%
Commercial accommodation*	71%	45%
Airbnb as % of commercial accommodation	47%	62%

* Commercial accommodation for August 2017 is estimated using July 2017 annual growth rates from the Commercial Accommodation Monitor (CAM)

Housing/rental pressures

The key focus of the housing/rental pressures domain is understanding the characteristics of homes being rented out via Airbnb and how regularly hosts are trying to rent their properties out on the platform.

These insights show which RTOs have high concentrations of homes listed on Airbnb that would have been suitable for families to live in long-term. They also show whether these homes are being opportunistically rented at peak times, or are likely to have been removed from the general rental pool to chase higher returns on Airbnb.

Type of listings

This indicator breaks the total number of properties listed on Airbnb down by type: shared room, private room, and whole house. This data can help establish whether a listing is just a family renting a spare room or if it is an entire residential unit/home.

Table 19: RTO listings by type, August 2017

Type of listing	Queenstown RTO		Wanaka RTO	
	Number	% of total	Number	% of total
Entire home/apt	1,933	65%	826	74%
Private room	1,016	34%	290	26%
Shared room	35	1%	1	0%
Total	2,984	100%	1,117	100%

Table 19 shows that entire homes/apartments make up a larger share of Airbnbs in Wanaka compared with Queenstown. Nearly three quarters of Airbnbs in Wanaka are entire homes/apartments compared with about two thirds in Queenstown.

Number of bedrooms in whole house listings

This indicator takes the number of whole house listings and breaks these in to bedroom numbers (1, 2, 3, 4+). This indicator can help establish what type of whole houses are being rented to understand whether they are small units, or homes suitable for accommodating families.

Table 20: Entire house/unit Airbnb listings by number of bedrooms and RTO, August 2017

Number of bedrooms	Queenstown RTO		Wanaka RTO	
	Number	% of QLDC total	Number	% of QLDC total
1	373	68%	173	32%
2	439	73%	163	27%
3	660	72%	256	28%
4+	461	66%	234	34%
Total	1,933		826	

There are no material differences between Queenstown and Wanaka in terms of Airbnb house size. A similar proportion of houses (nearly six out of ten) have 3 bedrooms or more in both RTOs.

Proportion of time Airbnb is available to book

This indicator shows the average number of days over a time period that hosts have made their property available to rent on Airbnb.

Table 21 provides further evidence that Airbnb has a larger potential impact on the rental market for families looking for long term accommodation in Wanaka compared with Queenstown. In Wanaka entire houses/units were available for rent 74% of days in the 11 months to August 2017 compared with 70% in Queenstown.

Table 21: Proportion of time whole house/units Airbnbs have been available over the 11 months to August 2017 by RTO

	Queenstown		
	RTO	Wanaka RTO	QLDC Total
Entire houses/units	70%	74%	71%
All listing types	67%	74%	69%

Seasonality

This domain investigates the seasonality of Airbnb demand across several indicators.

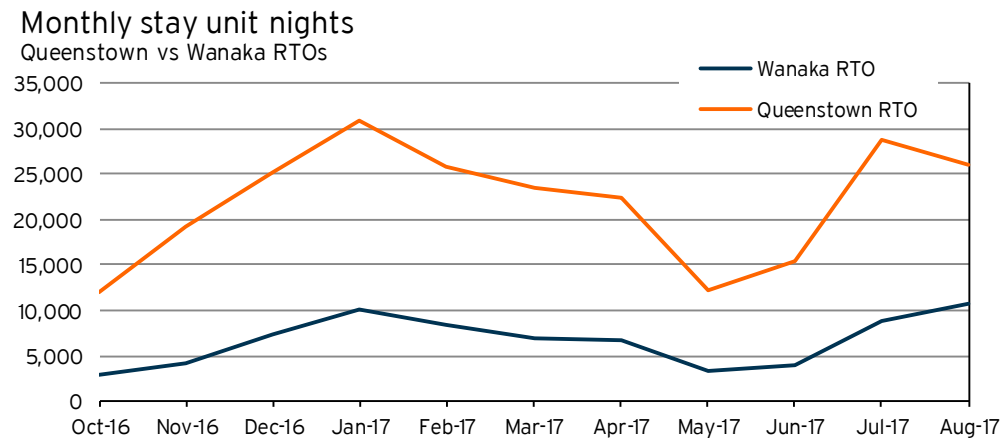
The purpose of this domain is to provide evidence as to whether Airbnb is predominantly plugging in gaps at peak times or if Airbnb is nibbling at commercial accommodation year-round.

Stay unit nights by month

This indicator shows stay unit nights on a month-by-month basis so that seasonal trends can be explored.

Identifying a clear seasonal trend in stay unit nights is challenging as we only have 11 months' worth of data and Airbnb has experienced strong growth over this period. Even so, stay unit nights were at their highest in Queenstown in January with July not far behind. Wanaka hit a peak in August but it is not clear if this was driven by seasonality or the underlying growth in the popularity of Airbnb.

Figure 10: Monthly stay unit nights in Queenstown and Wanaka RTOs

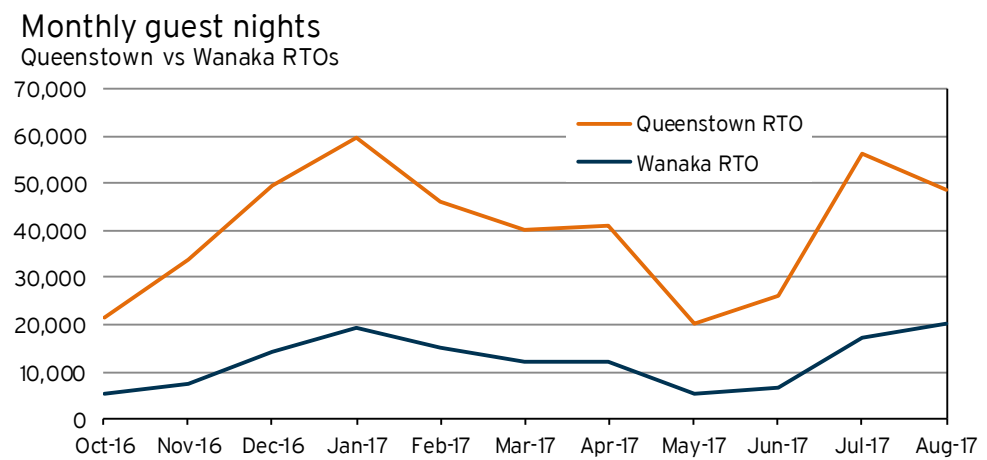


Guest nights by month

This indicator shows the estimate of guest nights on a month-by-month basis so that seasonal trends can be explored.

Guest nights data shows a similar trend to stay unit nights with Queenstown peaking in January followed by a second peak in July. Wanaka peaks in August.

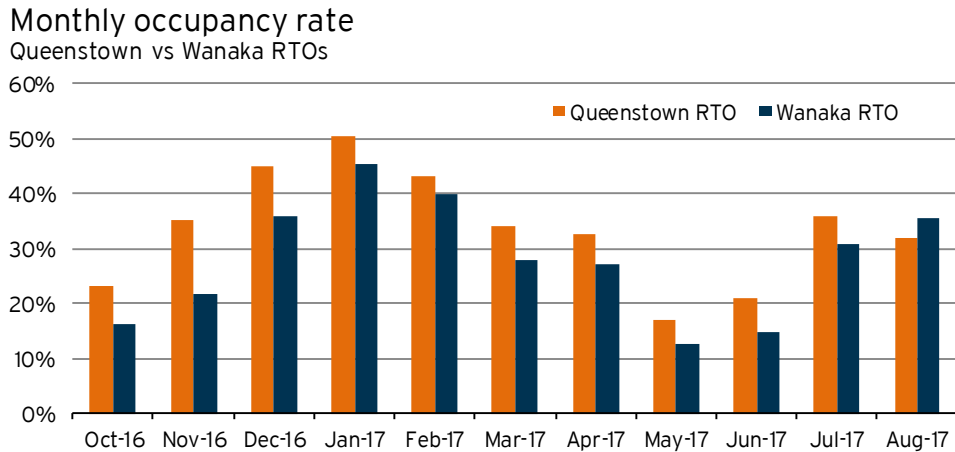
Figure 11. Monthly guest nights in Queenstown and Wanaka RTOs



Occupancy rate by month

This indicator shows the proportion of each month that Airbnbs have been booked. By looking at occupancy on a month-by-month basis seasonal trends can be established.

Occupancies peaked in both Queenstown and Wanaka in January. Occupancies picked up from a low in May to a winter peak in July and August. However, winter occupancy peaks are substantially lower than the summer peaks. Wanaka experienced lower occupancies than Queenstown over the entire period except August 2017.

Figure 12: Month-by-month occupancy rate in Queenstown and Wanaka RTOs

Earnings

This domain provides insights into how much money is flowing in to the local economy and into each property owner's back pocket as a result of Airbnb. It also provides insights into the average price that Airbnb guests are paying each night.

Table 22: Earnings from Airbnb by RTO in the 11 months to August 2017

	Queenstown RTO	Wanaka RTO	QLDC total
Total earnings	\$55,775,224	\$12,865,758	\$68,640,982
Average earnings	\$22,022	\$13,917	\$19,886
Average daily rate per room	\$115	\$90	\$109

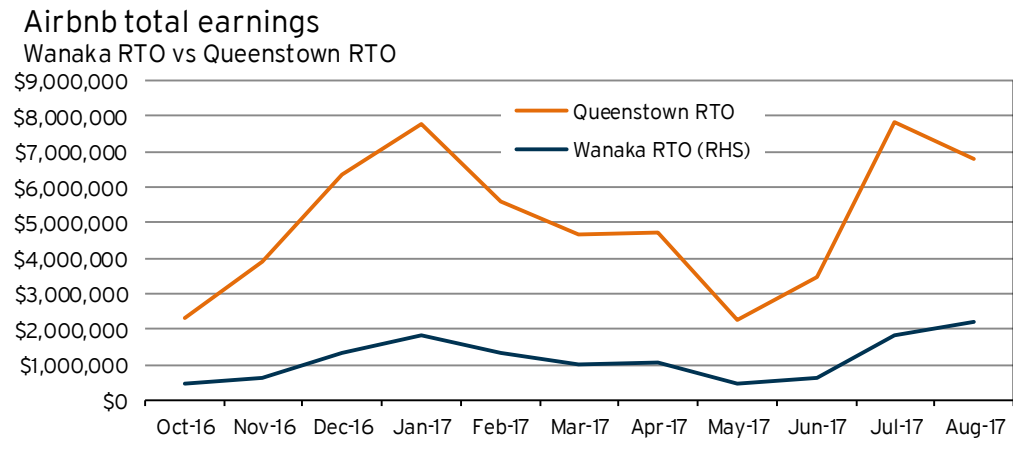
Total earnings of all properties

This indicator represents the total cash injection in to the local economy from Airbnb earnings. It is defined as the total revenue earned by all properties in the area over a given time period (including cleaning fees).

Total earnings in Queenstown were nearly \$56 million in the 11 months to August 2017 compared with around \$13 million in Wanaka.

Figure 13 shows summer and winter peaks in earnings. Earnings in the May trough are about a quarter of the summer and winter peaks. Total earnings in the winter peak exceeded the summer peak in Queenstown.

Figure 13: Total monthly earnings from Airbnb listings in Queenstown and Wanaka RTOs



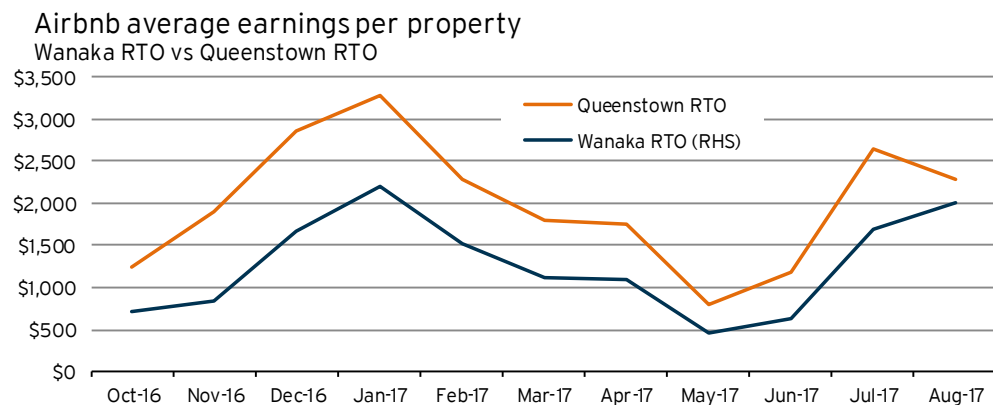
Average earnings for each property

The average earnings of each property are estimated by dividing total revenue in an area by the number of properties available for rent on Airbnb over a given time period. This indicator represents the return which each property owner is earning on average from listing their property on Airbnb.

On average, an Airbnb listing in Queenstown earned about \$22,000 in the 11 months to August 2017 while the average was about \$14,000 in Wanaka.

Figure 14 shows that the average monthly earnings from Airbnb property in Queenstown were substantially higher than Wanaka, although the gap shrinks in May and August. Average earnings are highest in summer.

Figure 14. Average monthly earnings per property in Queenstown and Wanaka RTOs



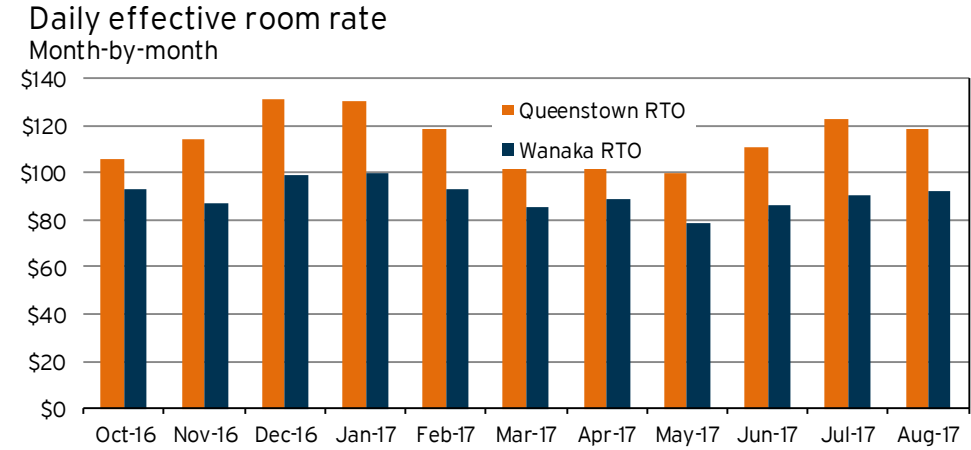
Average daily rate (\$) per effective room

This indicator represents how much it costs on average to rent a room with Airbnb. It is calculated per effective room so that fair comparisons can be made across areas, even if there are a different composition of property types.

Each listing's price (including cleaning fees) is converted into an effective room rate by taking in to consideration the number of bedrooms in the listing and then averaged across all listings.

The average daily rate per effective room in Airbnbs in Queenstown was \$115 and \$90 in Wanaka over the 11 months to August 2017. Figure 15 shows that there are clear summer and winter peaks in the average daily rate.

Figure 15: The daily effective Airbnb room rate, month-by-month in Queenstown and Wanaka RTOs



Quality

This domain provides insights into the quality of Airbnb properties within Queenstown-Lakes District by comparing ratings within the district and against other parts of New Zealand.

Average property rating by Airbnb guests

This indicator signals how content Airbnb guests have been with the quality of their accommodation and the experience received by giving the average rating out of 5 by guests for properties in the area.

With average ratings of 4.8 in both Queenstown and Wanaka Airbnb customers appear to be slightly happier than customers in Auckland and New Zealand as a whole (both 4.7).

Table 23: Average Airbnb property ratings by RTO, 11 months to August 2017

Area	Rating
Queenstown RTO	4.8
Wanaka RTO	4.8
Auckland	4.7
New Zealand	4.7

6. COMPARISONS OF ALL ZONES IN THE DISTRICT

This section looks at Airbnb data disaggregated by Queenstown-Lakes District zones to understand the scale and nature of Airbnb within each of Queenstown-Lakes District's zones. Analysis covers the same five domains used in earlier sections.

We begin this section by summarising the nature of Airbnb across all zones. We then investigate each indicator individually to show how it looks in each zone.

A data spreadsheet for all zones across all indicators accompanies this report to enable detailed zone by zone analysis.

Infometrics assigned Airbnb properties to zones based on GPS co-ordinates sourced from Airbnb and zone boundary data from Queenstown-Lakes District Council. GPS co-ordinates for Airbnb listings are only an approximation of the property's true location (to ensure the host's protection). There is therefore a small possibility that some listings that fall very close to the boundary of two zones can be allocated to the wrong zone. For example, it is possible that a property assigned to the High Density Residential Zone is actually located a few metres away in the Low Density Residential Zone. It is our view that this problem does not get in the way of a generalised understanding of each zone. However, zones which are very small or have very few listings are more likely to be prone to error.

Before considering the nature of Airbnb in each zone in Queenstown-Lakes District, it is useful to consider the district-wide findings made in Section 3 of this report. At a headline level in Queenstown-Lakes District, we established that:

- Most listings (67% or 2,759 houses in the 11 months to August 2017) in Queenstown-Lakes are entire houses/units, rather than just spare private rooms (32%). Nationally these proportions are 50% and 49% respectively.
- Houses/units listed on Airbnb in Queenstown-Lakes are generally 3+ bedroom family homes. In August 2017, 58% or 1,611 whole house listings in Queenstown-Lakes are 3+ bedroom homes, compared to 41% nationally.
- Over the 11 months to August, Queenstown-Lakes hosts made their whole house listings available 71% of the time. Such a high proportion of availability suggests that in the absence of the option of getting superior returns on Airbnb many of the properties might have been in the general rental pool.
- The number of whole houses available on Airbnb was equivalent to 14% of Queenstown-Lakes District's housing stock in the June 2017 quarter. This proportion was the highest in the country and well above the national average of 1.2%.

Summary across all zones

There is considerable variation between the Queenstown-Lakes District Council zones. The zones widely differ in size and location, with a number of different zones present within each suburb or geographic area. The zones also differ according to the purpose they serve, such as to limit the development of dense dwelling types, or to describe a particular area. For example, some zones are largely residential, while others describe rural communities or townships.

Key findings from analysing these zones where Airbnb is most prevalent are:

- The 10 zones with the most Airbnb listings out of the 4,106 in Queenstown-Lakes District in August 2017 were: Low Density Residential (50%), High Density Residential (10%), Medium Density Residential (4.9%), Township (Operative) (4.9%), Special Zone - Shotover Country (4.5%), Rural Lifestyle (4.5%), Large Lot Residential (3.2%), Rural Residential (2.8%), Special Zone - Resort (2.7%), and Rural (2.2%).
- Airbnbs in Large Lot Residential zones (78%) and High (73%) and Medium (71%) Density Residential zones are most likely to be for whole houses rather than private room listings. By comparison, approximately half of listings in Shotover Country are for private rooms.
- The data shows that in August 64% of listings (872) in the Low Density Residential Zone were for houses/apartments with 3 or more bedrooms. Just over half of whole houses/units in High Density Residential zones are listed with three or more bedrooms - this is high given that many properties in this area are likely to be townhouses or apartments. Zones where there are a high proportion of 1 bedroom units include Rural (37%), Rural Lifestyle (31%), and Shotover Country (30%).
- Despite some variability between zones, the overarching observation is that most whole houses/units listed on Airbnb are available the majority of the time, irrespective of which zone it is located in.

The following table (Table 24), gives a summary of indicators for five zones with the highest number of listings.

Table 24: Summary of indicators by the five zones with the highest number of listings

	Medium				
	Low Density Residential	High Density Residential	Density Residential	Township (Operative)	Rural Lifestyle
Number of listings	2,047	421	200	200	183
<i>Average 11 months to August 2017</i>	1,703	375	170	172	158
Stay unit nights	18,782	5,324	2,305	1,156	1,143
<i>Total over 11 months to August 2017</i>	138,285	38,780	15,452	12,492	11,124
Guest nights	35,155	9,966	4,315	2,164	2,140
<i>Total over 11 months to August 2017</i>	288,911	81,123	32,703	25,124	22,609
Average stay length	5.8	5.2	5.7	5.5	4.5
<i>Average 11 months to August 2017</i>	4.3	4.1	4.2	3.7	4.2
Occupancy	34%	45%	42%	23%	22%
<i>Average 11 months to August 2017</i>	33%	39%	36%	28%	28%
Type of listings (% of total)					
Wholes houses/units	68%	73%	71%	64%	69%
Private rooms	32%	26%	30%	36%	30%
Share rooms	0.5%	0.7%	0.0%	1.0%	1.1%
Bedrooms in whole house listings (% of total)					
1 bedroom	17%	19%	9%	29%	31%
2 bedrooms	20%	30%	28%	14%	19%
3 bedrooms	36%	35%	41%	35%	22%
4+ bedrooms	28%	17%	22%	21%	28%
Total earnings	\$4,706,208	\$1,631,947	\$629,133	\$169,508	\$281,574
<i>Total over 11 months to August 2017</i>	\$34,640,202	\$11,889,230	\$4,433,920	\$1,799,482	\$3,003,331
Average daily room rate	\$108	\$137	\$107	\$74	\$130
<i>Average 11 months to August 2017</i>	\$106	\$131	\$107	\$78	\$131
Quality	4.8	4.8	4.8	4.7	4.9

Data is for August 2017 unless otherwise stated

A detailed account of each domain and indicator is provided in the rest of this section.

Sector size

This domain helps establish a baseline understanding of the underlying size of Airbnb, average stay lengths by guests, and the occupancy rates of Airbnb.

Capacity

The total number of properties listed on Airbnb in Queenstown-Lakes District is broken down to show number of listings in the Queenstown-Lakes District Council zones at a point in time.

Close to 70% of all Airbnb listings on average per month in the 11 months to August 2017 were within the Low, Medium, High-Density Residential Zones and the Township (Operative) Zone in Queenstown-Lakes District.

Half of the 4,106 listings were in the Low Density Residential Zone. A further 11% were in the High Density Residential Zone, and approximately 5.0% in were in each of the Medium Density Residential Zone and the Township (Operative) Zone. A further 4.6% of listings were in the Rural Lifestyle Zone.

Table 25: Airbnb listings by zone in October 2016 and August 2017

The number of Airbnb listings on average per month*		
Zones	% of total	Total
Low Density Residential	49%	1,703
High Density Residential	11%	375
Township (Operative)	5.0%	172
Medium Density Residential	4.9%	170
Rural Lifestyle	4.6%	158
Special Zone - Shotover Country	4.4%	154
Large Lot Residential	3.2%	112
Rural Residential	2.8%	98
Special Zone - Resort	2.7%	93
Rural	2%	76
High Density Residential (Operative)	1.7%	58
Special Zone - Quail Rise	1.4%	47
Rural Visitor	1.2%	40
Arrowtown Residential Historic Management Zone	1%	36
Gibbston Character Zone	0.8%	27
Town Centre Queenstown	0.7%	24
Special Zone - Remarkables Park	0.6%	21
Penrith park	0%	16
Special Zone - Meadow Park	0.3%	11
Special Zone - Mount Cardrona Station	0.3%	10
Open Space (Operative)	0.2%	7
Town Centre Wanaka	0%	6
Business Mixed Use	0.2%	6
Special Zone - Bendemeer	0.1%	4
Other	1.0%	34
Queesntown-Lakes District Total		3,458

Between October 2016 (our earliest month of data), and August 2017, there has been significant growth in the number of Airbnb listings across Queenstown-Lakes District. This growth is particularly strong in the residential areas (see figure 16).

Table 26: 11 month growth in the number of Airbnb listings across Queenstown-Lakes District, by zone

The number of listings on Airbnb			
Zones	Oct-16	Aug-17	% change
Low Density Residential	1,260	2,048	63%
High Density Residential	294	421	43%
Medium Density Residential	132	200	52%
Township (Operative)	135	200	48%
Special Zone - Shotover Country	93	185	99%
Rural Lifestyle	123	183	49%
Large Lot Residential	80	133	66%
Rural Residential	78	114	46%
Special Zone - Resort	66	110	67%
Rural	56	89	59%
High Density Residential (Operative)	42	67	60%
Special Zone - Quail Rise	33	56	70%
Rural Visitor	23	51	122%
Arrowtown Residential Historic Management Zone	30	38	27%
Town Centre Queenstown	17	33	94%
Gibbston Character Zone	25	28	12%
Special Zone - Remarkables Park	16	24	50%
Penrith park	13	15	15%
Special Zone - Meadow Park	6	14	133%
Special Zone - Mount Cardrona Station	7	11	57%
Open Space (Operative)	4	8	100%
Town Centre Wanaka	5	8	60%
Business Mixed Use	2	7	250%
Special Zone - Bendemeer	4	5	25%
Other	14	58	314%
Queesntown-Lakes District Total	2,558	4,106	61%

In the 11 months to August, the number of listings in the Low Density Residential Zone increased by 63%. The number of Airbnb listings over the same period in the Medium Density and High Density zones were up by 52% and 43%, respectively. This compared to an average 61% across Queenstown-Lakes District.

Please note that only the 10 zones with the largest number of Airbnb listings have been individually singled out in the remainder of the report, with other zones lumped in to an "other" category. Most zones in the other category each represent less than 1% of Airbnb listings in the district. A full data set has been provided in an accompanying spreadsheet so that QLDC can at its own discretion further investigate zones where Airbnb prevalence is lower.

Stay unit nights

Stay unit nights is the number of nights that Airbnb's have been booked in the area. Stay unit nights reflects how often hosts choose to list their property, along with demand for Airbnbs.

There were 314,199 stay unit nights in Queenstown-Lakes District over the 11 months to August 2017. Of these, 157,067 (50%) were in the Low Density Residential Zone. Over the same period, the number of stay nights in the High and Medium Density Residential Zones was 44,104 (14%) and 17,757 (5.7%), respectively.

Table 27: Stay unit nights by zone over the 11 months to August 2017

Zones	Stay nights	% of Total
Low Density Residential	157,067	50%
High Density Residential	44,104	14%
Medium Density Residential	17,757	5.7%
Township (Operative)	13,648	4.3%
Rural Lifestyle	12,267	3.9%
Rural	5,923	1.9%
Special Zone - Shotover Country	12,336	3.9%
Large Lot Residential	8,808	3%
Rural Residential	7,213	2.3%
Special Zone - Resort	5,872	1.9%
Other	2,050	0.7%
Queenstown-Lakes District	314,199	

Guest nights

Guest nights are the number of guests that stay in Airbnb over a given period of time. The number of guests per property is unknown, and has been estimated by assuming that guests per property are the same as guests per stay unit in commercial accommodation. This estimate is likely to be conservative as guests per Airbnb may exceed their commercial accommodation equivalent when there are a lot of whole houses available for rent on Airbnb in an area.

Our estimates show that of the 577,962 guest nights in Queenstown-Lakes District over the 11 months to August 2017, half were in the Low Density Residential Zone.

Table 28: Guest nights by zone in the 11 months to August 2017

Zones	Guest nights	% of Total
Low Density Residential	288,911	50%
High Density Residential	81,123	14%
Medium Density Residential	32,703	5.7%
Township (Operative)	25,124	4.3%
Rural Lifestyle	22,609	3.9%
Rural	10,904	1.9%
Special Zone - Shotover Country	22,604	3.9%
Large Lot Residential	16,236	2.8%
Rural Residential	13,258	2.3%
Special Zone - Resort	10,814	1.9%
Other	53,675	9.3%
Queenstown-Lakes District	577,962	

Average stay length

This indicator shows the average number of days that guests are staying in Airbnb accommodation in the area. A longer average length of stay per guest means there is more opportunities for guests to spend on other services when in the area.

Guests stayed for an average of 4.2 days in Airbnbs in Queenstown-Lakes District over the 11 months to August 2017. At an average length of stay of 6 days, guest night stays were the longest in Rural Residential (operative) zoned properties. This contrasts with the Business Mixed Use Zone, with guests staying for an average of only 3 nights over the 11 month period.³

³ The Business Mixed Use Zone and Rural Residential (Operative) Zone both had relatively few Airbnb listings per month over the 11 months to August 2017 each. Data for these zones can be found in the accompanying data tables.

Table 29: Average length of stay by zone over the 11 months to August 2017 (days)

Zones	Average stay length
Low Density Residential	4.3
High Density Residential	4.1
Medium Density Residential	4.2
Township (Operative)	3.7
Rural Lifestyle	4.2
Rural	3.5
Special Zone - Shotover Cour	4.1
Large Lot Residential	4.2
Rural Residential	4.5
Special Zone - Resort	4.8
Other	4.2
Queenstown District Council	4.2
New Zealand	3.9

Occupancy

This indicator looks at number of days that a listing was booked as a proportion of total time (11 months to August 2017).

Across all zones, the average occupancy rate over the 11 months to August was low compared to its commercial equivalent. This is because the calculation includes both the time that the listing was made available as well as when the property was unable to be booked.

The High Density Residential Zone had the sixth highest average occupancy rate over the 11 months to August, at 39%. Over the 11 month period, the occupancy rate in the High Density Residential Zone varied between 21% in May and 54% in January. July and August also saw high rates of occupancy, at 49% and 45%, respectively.

Table 30: Average occupancy rate by zone in the 11 months to August 2017

Zones	Average occupancy rate
Low Density Residential	33%
High Density Residential	39%
Medium Density Residential	36%
Township (Operative)	28%
Rural Lifestyle	28%
Rural	28%
Special Zone - Shotover Country	31%
Large Lot Residential	27%
Rural Residential	26%
Special Zone - Resort	24%
Other	28%
Queenstown District Council	32%
New Zealand	25%

Housing/rental pressures

We now seek to understand these housing/rental pressures from Airbnb in Queenstown-Lakes on a zone-by-zone basis.

The key focus of the housing/rental pressures domain is understanding the characteristics of homes being rented out via Airbnb and how regularly hosts are trying to rent their properties out on the platform.

These insights show which zones have high concentrations of homes listed on Airbnb that would have been suitable for families to live in long-term. They will also show whether these homes are being opportunistically rented at peak times, or are likely to have been removed from the general rental pool to chase higher returns on Airbnb.

Key findings from analysing these zones where Airbnb is most prevalent are:

- Airbnbs in Large Lot Residential zones (78%) and High (73%) and Medium (71%) Density Residential zones are most likely to be for whole houses rather than private room listings. By comparison, approximately half of listings in Shotover Country are for private rooms.
- The data shows that in August 64% of listings (872) in the Low Density Residential Zone were for houses/apartments with 3 or more bedrooms. Just over half of whole houses/units in High Density Residential zones are listed with three or more bedrooms - this is high given that many properties in this area are likely to be townhouses or apartments. Zones where there are a high proportion of 1 bedroom units include Rural (37%), Rural Lifestyle (31%), and Shotover Country (30%).
- Despite some variability between zones, the overarching observation is that most whole houses/units listed on Airbnb are available the majority of the time, irrespective of which zone it is located in.

Type of listings

This indicator breaks the total number of properties listed on Airbnb down by type: shared room, private room, and whole house. This data can help establish whether a listing is just a family renting a spare room or if it is an entire residential unit/home.

In August 78% of properties in the Large Lot Residential Zone listed on Airbnb as entire houses or units. Similar high proportion of whole house/unit Airbnb listings were also seen in the High Density Residential zone and the Medium Density Residential Zone at 73% and 71%, respectively. This compares to an average across Queenstown-Lakes District of 67%, and just 50% nationally. This high proportion of whole house/unit listings in these residential zones suggests that a lot of Airbnb's in these areas are suitable for rentals, rather than hosts earning a little bit of extra money from spare rooms.

In contrast, zones such as Shotover Country are much more focussed on private rooms for rent, with almost half of all Airbnb listings private rooms. In other words, half of listings in Shotover Country appear to be people earning a return from a spare room, rather than renting out their whole house/unit.

Table 31: Listings by type and by 10 largest Queenstown-Lakes District Council zones in August 2017 (listing types expressed as % of total).

Zones	Type of listing			Total
	Entire home/apt	Private room	Shared room	
Low Density Residential	68%	32%	0.5%	2,046
High Density Residential	73%	26%	0.7%	419
Medium Density Residential	71%	30%	0.0%	200
Township (Operative)	64%	36%	1.0%	200
Rural Lifestyle	69%	30%	1.1%	183
Rural	64%	36%	0.0%	88
Special Zone - Shotover Country	50%	49%	0.5%	185
Large Lot Residential	78%	22%	0.0%	133
Rural Residential	68%	32%	0.9%	114
Special Zone - Resort	64%	36%	0.0%	110
Other	65%	31%	4.0%	423
Queenstown District Council	67%	32%	0.9%	4,101
New Zealand	50%	49%	1.5%	45,926

Total shares may not add to 100%, due to properties missing information on listing type (<1%). Total includes all properties.

Having established the key zones that have a large number of whole house/unit listings on Airbnb, we will now look at the nature of these houses/units to see if they are 3 or 4 bedroom family homes, or if they are small units for singles or couples.

Number of bedrooms in whole house listings

This indicator takes the number of whole house listings and breaks these in to bedroom numbers (1, 2, 3, 4+). This indicator can help establish what type of whole houses are being rented to understand whether they are small units, or homes suitable for accommodating families.

Across the district, 58% of whole house/unit Airbnb listings in August 2017 were for 3+ bedroom homes. This compares to only 41% nationally.

Considering things on a zone-by-zone basis shows where whole house listings tend to be larger or smaller than the average across Queenstown-Lakes District.

In August 2017, 64% of listings (872) in the Low Density Residential Zone were for houses/apartments with 3 or more bedrooms.

Just over half of whole houses/units in High Density Residential zones are listed with three or more bedrooms. This is high given that many properties listed on Airbnb that are located within High Density Residential zoned areas are likely to be townhouses or apartments. 52% (159) of Airbnb listings in the High Density Residential Zone in August 2017 were for 3+ bedrooms, while 19% were for 1 bedroom and 20% were for 2 bedrooms.

Zones where there are a high proportion of 1 bedroom units include Rural (37%), Rural Lifestyle (31%), and Shotover Country (30%).

Table 32: Entire house/unit Airbnb listings by number of bedrooms and largest Queenstown-Lakes District Council zones August 2017 (number of bedrooms expressed as % of total).

Zones	Number of bedrooms				Total
	1	2	3	4+	
Low Density Residential	11%	14%	24%	19%	1,383
High Density Residential	14%	22%	25%	12%	307
Medium Density Residential	6%	20%	29%	16%	141
Township (Operative)	19%	9%	23%	14%	127
Rural Lifestyle	21%	13%	15%	39%	127
Rural	22%	16%	8%	34%	57
Special Zone - Shotover Country	15%	8%	17%	19%	93
Large Lot Residential	24%	17%	16%	42%	104
Rural Residential	16%	12%	13%	53%	77
Special Zone - Resort	8%	7%	31%	35%	70
Other	0%	0%	0%	0%	273
Queenstown-Lakes District	20%	22%	33%	25%	2,759
New Zealand	32%	27%	24%	17%	22,917

Total shares may not add to 100%, due to properties missing information on listing type (<1%). Total includes all properties

This high proportion of 3+ bedroom homes available on the platform indicates that there are significant numbers of homes being listed on Airbnb that would have been suitable for a family to rent.

The big question now is whether hosts in each zone are only opportunistically renting out their home on occasions or if there is evidence that houses are being taken out of the general rental pool to list on Airbnb.

Proportion of time Airbnb is available to book

This indicator shows the average number of days over a time period that hosts have made their property available to rent on Airbnb.

By understanding how frequently hosts are willing to rent out their property, we can ascertain whether it is reasonable to assume that in the absence of Airbnb, the home/unit could have potentially been added to the general rental pool.

The data shows that entire home/unit listings in Queenstown-Lakes District were on average available for rent on 71% of the time over the 11 months to August 2017. By comparison, at a national level, whole home/unit listings on Airbnb were available to rent on average 68% of the time over the 11 months to August 2017.

Considering things on a zone-by-zone basis shows areas where hosts are making their properties available on Airbnb more or less of the time than the district average. Despite some variability between zones, the overarching observation is that most whole houses/units listed on Airbnb are available the majority of the time, irrespective of which zone it is located in.

Table 33: Proportion of time that Airbnb properties have been available by zone over the 11 months to August (Whole house/units only).

Whole house/unit Zone	% of 11 months
Low Density Residential	70%
High Density Residential	84%
Medium Density Residential	77%
Township (Operative)	67%
Rural Lifestyle	72%
Rural	76%
Special Zone - Shotover Country	46%
Large Lot Residential	76%
Rural Residential	61%
Special Zone - Resort	53%
Queenstown-Lakes District	71%
New Zealand	68%

Seasonality

This domain investigates the seasonality of Airbnb demand across several indicators broken down into zones.

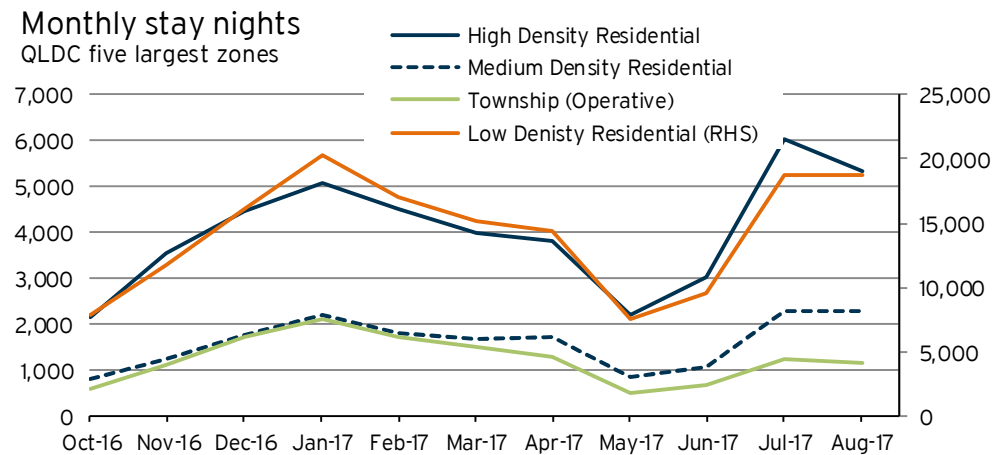
The purpose of this domain is to provide evidence as to whether Airbnb is predominantly plugging in gaps at peak times or if Airbnb is nibbling at commercial accommodation year-round.

Stay unit nights by month

This indicator shows the total number of nights each month that Airbnbs have been booked in the area broken down by month.

Stay unit nights across all Queenstown-Lakes District Council zones were at their highest in January. However, there were variations of peak times between zones.

Figure 16: Monthly stay unit nights by five largest zones



The highest month for unit stay nights for listings High Density Residential zones was in July. This was also the case for stay unit nights in Medium Density Residential zones. In part, the high number of unit stay nights during July and August reflects the growing number of listings, but is also likely due to strong demand for areas close to the main centres and to ski fields throughout the winter peak season.

Guest nights by month

This indicator looks at the estimate of guest nights from the sector size section on a monthly basis.

Identifying a clear seasonal trend in guest nights is challenging as we only have 11 months' worth of data and Airbnb has experienced strong growth over this period. Even so, there is clear peaks in January, and July through to August.

Figure 17: Monthly guest nights in residential zones and Queenstown-Lakes District

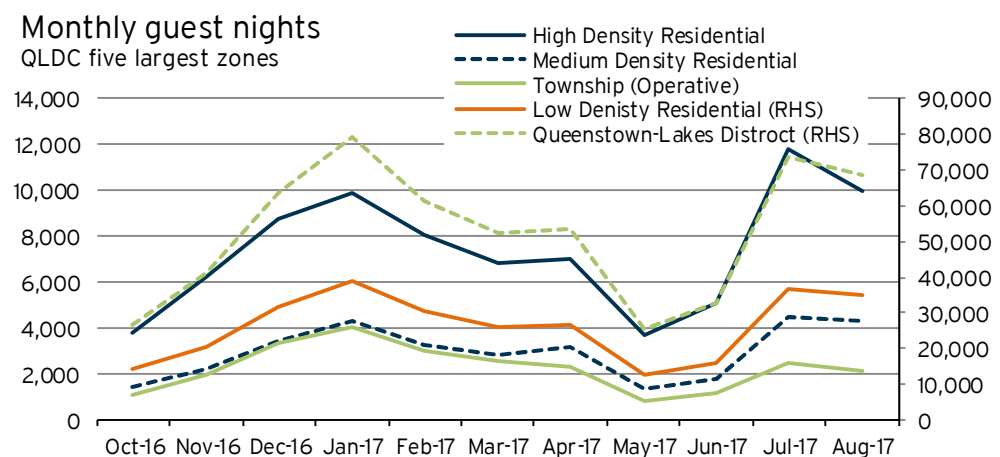


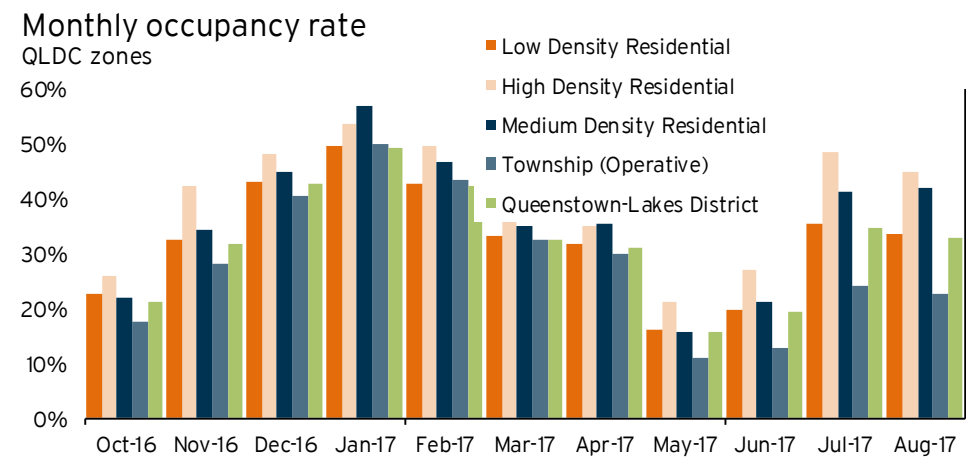
Figure 18 shows clear peaks in January and July can be seen for properties in residential zones.

Occupancy rate by month

This indicator shows the proportion of each month that Airbnbs have been booked. The calculation includes properties which have not been made available to book (for example the host has chosen to block out dates to stay for the Christmas holidays). By looking at occupancy on a month-by-month basis seasonal trends can be established.

January was unsurprisingly the strongest month for occupancy. Of the four zones with the highest number of listings on average per month, the Medium Density Residential Zone had the highest occupancy rate in January, at almost 60%. This is considerable given properties were, on average, available to book only 75% of the time in January.

Figure 18: Month-by-month Airbnb occupancy rate for the five largest zones



Earnings

This domain provides insights into how much money is flowing in to the local economy and into each property owner’s back pocket as a result of Airbnb. It also provides insights into the average price that Airbnb guests are paying each night.

Total earnings of all properties

This indicator represents the total cash injection in to the local economy from Airbnb earnings. It is defined as the total revenue earned by all properties in the area over a given time period (including cleaning fees).

Of the \$68.6m of total revenue generated for hosts over the 11 months to August 2017, \$34.6m was made by properties in the Low Density Residential Zone. This compares to \$11.9 in the High Density Residential Zone, and \$4.4m in the Medium Density Zone.

Properties in the Rural Lifestyle Zone also bring in a significant amount of money into the district, totalling \$3.0m in the 11 months to August 2017.

Table 34: Total earnings from Airbnb by zone in the 11 months to August 2017

Zones	Total earnings
Low Density Residential	\$34,640,202
High Density Residential	\$11,889,230
Medium Density Residential	\$4,433,920
Township (Operative)	\$1,799,482
Rural Lifestyle	\$3,003,331
Rural	\$1,012,605
Special Zone - Shotover Country	\$1,585,674
Large Lot Residential	\$1,748,430
Rural Residential	\$1,523,737
Special Zone - Resort	\$1,395,396
Other	\$5,652,454
Queenstown District Council	\$68,640,982
New Zealand	\$292,186,744

Average earnings for each property

The average earnings of each property are estimated by dividing total revenue in an area by the number of properties available for rent on Airbnb over a given time period. This indicator represents the return which each property owner is earning on average from listing their property on Airbnb.

The highest average earnings per property over the 11 months to August 2017 was for properties in the High Density Residential Zone, at \$31,590.

The average Airbnb property in the highest earning zone, the Low Density Residential Zone, earned \$20,369 in the 11 months to August 2017. This compares to the Queenstown-Lakes District average of \$19,886.

Properties in rurally zoned areas earned comparatively less. Lower earnings per property over the period is likely due to below average occupancy rates, along with cheaper listing prices.

Table 35: Total earnings per Airbnb property by zone in the 11 months to August 2017 (for all property types)

Zones	Earnings per property
Low Density Residential	\$20,369
High Density Residential	\$31,590
Medium Density Residential	\$26,143
Township (Operative)	\$10,629
Rural Lifestyle	\$19,159
Rural	\$13,609
Special Zone - Shotover Country	\$10,233
Large Lot Residential	\$15,522
Rural Residential	\$15,712
Special Zone - Resort	\$15,211
Other	\$15,981
Queenstown District Council	\$19,886
New Zealand	\$8,221

Properties listed as whole houses can give us a better understanding of how the return per property for hosts compares with those who choose to lease their house on the private rental market.

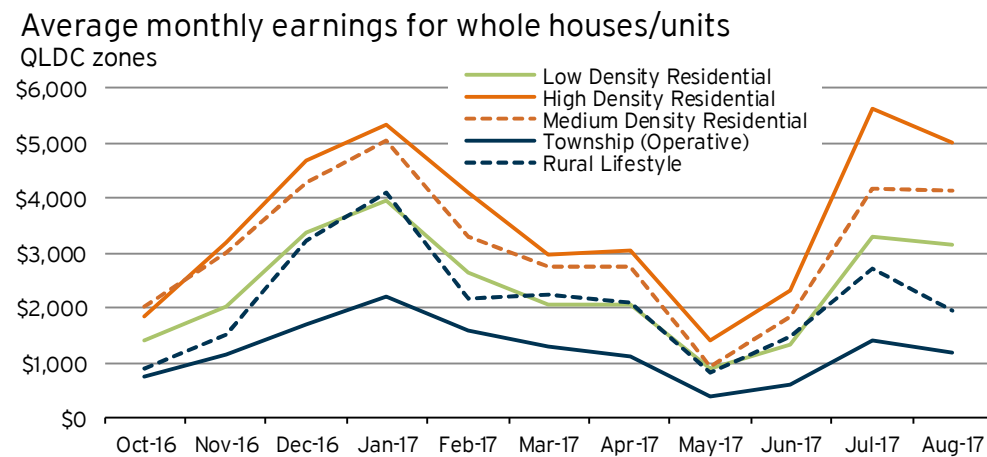
In the 11 months to August 2017, hosts in the Queenstown-Lakes district earned on average \$25,254 per entire house/unit, compared to \$12,426 nationally. Those in High and Medium Density Residential zones made \$39,543 and \$34,347, respectively.

Table 36: Total earnings per Airbnb property by zone in the 11 months to August 2017 for (whole house/units)

Whole houses/units Zones	Earnings per property
Low Density Residential	\$26,258
High Density Residential	\$39,453
Medium Density Residential	\$34,247
Township (Operative)	\$13,345
Rural Lifestyle	\$23,160
Rural	\$16,114
Special Zone - Shotover Country	\$13,750
Large Lot Residential	\$17,905
Rural Residential	\$19,386
Special Zone - Resort	\$18,683
Other	\$19,875
Queenstown District Council	\$25,254
New Zealand	\$12,426

Looking at earnings for the zones with the largest number of listings across time shows that those in the High Density Residential Zone recorded average earnings of \$5,330 in January and \$5,625 during July. Over the 11 months to August 2017, hosts with properties in this zone earned on average \$39,453 each.

Figure 19: Average Airbnb monthly earnings per property for whole houses/units



Average daily rate (\$) per effective room

This indicator represents how much it costs on average to rent a room with Airbnb. It is calculated as per effective room so that fair comparisons can be made across areas, even if there are a different composition of property types.

Each listing's price (including cleaning fees) is converted into an effective room rate by taking in to consideration the number of bedrooms in the listing and then averaged across all listings.

The average daily rate per effective room for properties located in the Low Density Residential Zone was \$106, roughly in line with the Queenstown-Lakes District average. For high density residential zoned properties, the average effective room rate was \$131 per night.

Properties in the Town Centre Queenstown Zone recorded the highest effective room rate of \$173⁴. This compares with an average of just \$73 nationwide.

Table 37: Daily effective room rate by zone, average over 11 months to August 2017

Zones	Average effective room rate
Low Density Residential	\$106
High Density Residential	\$131
Medium Density Residential	\$107
Township (Operative)	\$78
Rural Lifestyle	\$131
Rural	\$106
Special Zone - Shotover Country	\$81
Large Lot Residential	\$111
Rural Residential	\$116
Special Zone - Resort	\$116
Other	\$113
Queenstown District Council	\$109
New Zealand	\$73

Quality

This domain provides insights into the quality of Airbnb properties within Queenstown-Lakes District zones by looking at user ratings.

Average property rating by Airbnb guests

This indicator signals how content Airbnb guests have been with the quality of their accommodation and the experience received by giving the average rating out of 5 by guests for properties in the area.

Most zones in Queenstown-Lakes district were rated at or above the New Zealand average. Areas with more than 10 listings a month with particularly high ratings were the Resort Zone, and the Rural Lifestyle Zone (each with an average score over the 11 months to August 2017 of 4.9).

⁴ The Town Centre Queenstown Zone had relatively few Airbnb listings per month over the 11 months to August 2017. Data for can be found in the accompanying data tables.

Table 38: Average Airbnb property ratings by zone, 11 months to August 2017

Zone	Rating
Low Density Residential	4.8
High Density Residential	4.8
Medium Density Residential	4.8
Township (Operative)	4.7
Rural Lifestyle	4.9
Rural	4.8
Special Zone - Shotover Country	4.8
Large Lot Residential	4.8
Rural Residential	4.8
Special Zone - Resort	4.9
Other	4.8
New Zealand	4.7
Queenstown-Lakes District	4.8

7. OTHER PRIVATE ACCOMMODATION PROVIDERS

Although Infometrics has detailed information about the Airbnb characteristics, very limited information is available about the characteristics of accommodation listed by other private accommodation providers, namely Bookabach and Holiday Houses. A further limitation is that information can only be gathered at a point in time as we do not have access to a time series data set.

Table 39 shows that as at the 29th of September 2017, there were 1,193 listings on Bookabach and 1,044 on Holiday Houses in the Queenstown-Lakes District.

Table 39: Bookabach and Holiday Houses listing numbers on September 29 2017

	Queentown	Wanaka	Queenstown-Lakes District
Bookabach	552	453	1,193
Holiday Houses	470	433	1,044

It should be noted that the above numbers are based on Bookabach's town boundaries of Queenstown and Wanaka and these are not consistent with the RTO boundaries. For this reason, the sum of Queenstown and Wanaka does not equal the Queenstown-Lakes District total.

There is duplication between Bookabach, Holiday Houses, and Airbnb. This means the total units available in the Queenstown-Lakes District is not the 6,434 units (4,106 Airbnbs plus 1,193 Bookabach and 1,044 Holiday Houses). Infometrics used a random small sample of Bookabach, Holiday Houses and Airbnb listings to gauge the level of duplication across the three platforms. What we found was that there was a large amount of duplication between whole house listings on the Bookabach and Holiday Houses sites. Duplication between Airbnb and the two other platforms was less pronounced. As a result of this small test, we estimate that there are currently around 5,000 unique listings in the Queenstown-Lakes District.

In lieu of more detailed data for listings on Bookabach and Holiday Houses, further analysis is limited. Nevertheless, Airbnb is twice the size of the other two main private accommodation providers in the area and is on a rapid growth trajectory. Infometrics believes that the analysis of Airbnb gives broad understanding about the scale of the sector, and very importantly for this analysis, a well-categorised database of the characteristics of each property. Airbnb data is also more likely to represent trends in international visitor arrivals, as Airbnb is widely used in the international market and is a framework foreign guests are comfortable using.

Figure 1: Heatmap of Airbnb listings August 2017

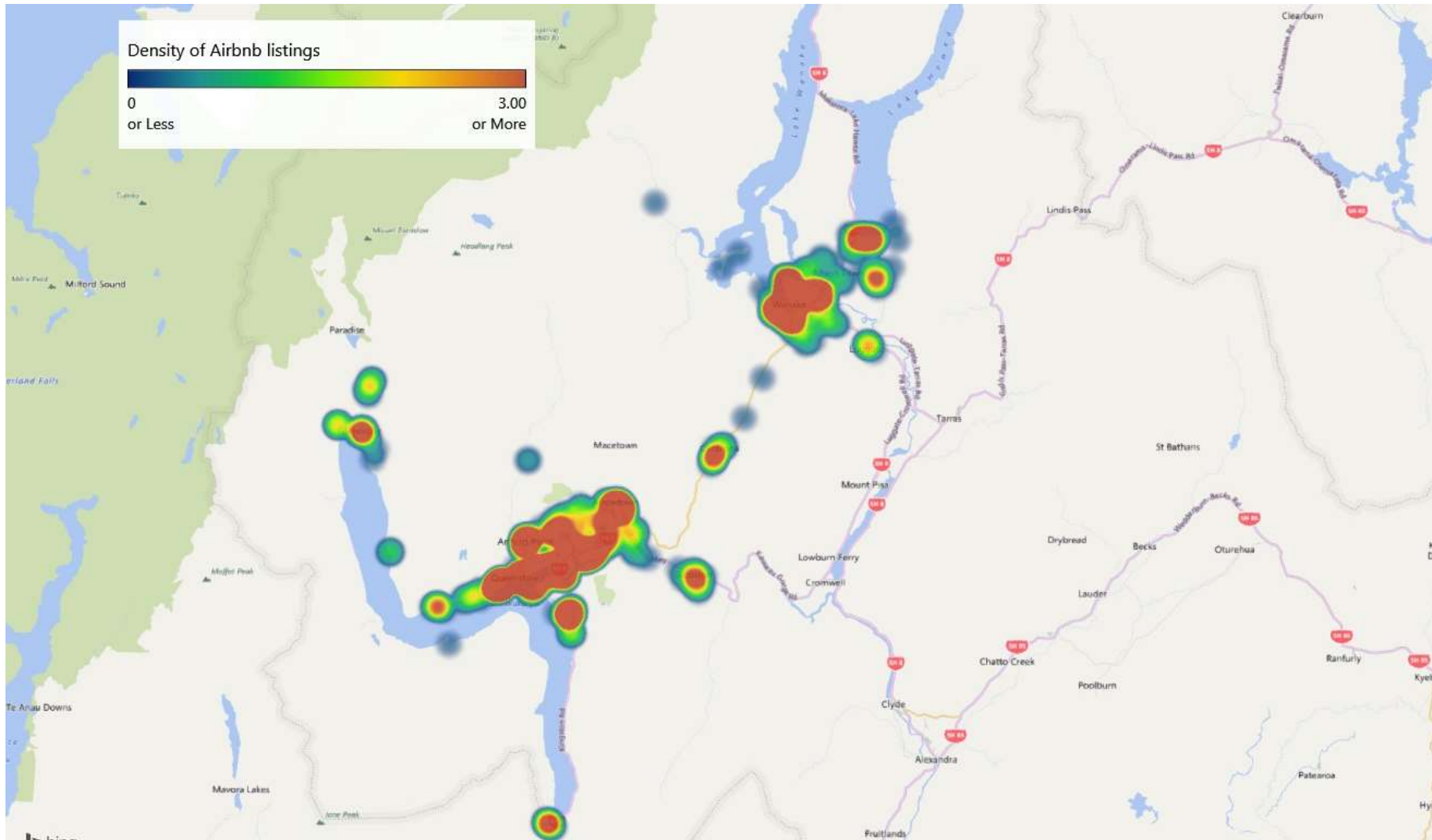


Figure 2: Heatmap of Airbnb listings August 2017, Queenstown

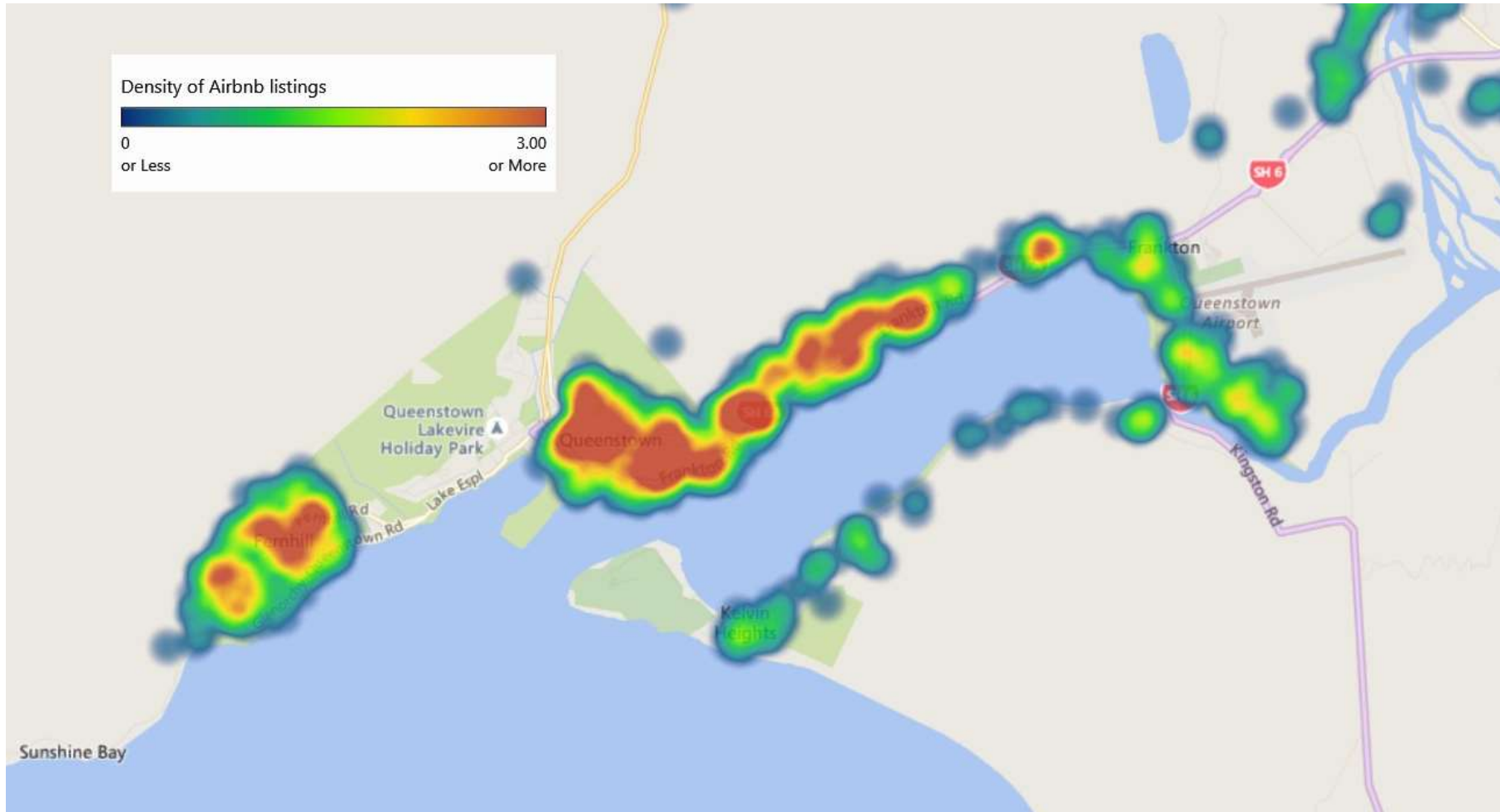


Figure 3: Heatmap of Airbnb listings August 2017, Lake Hayes

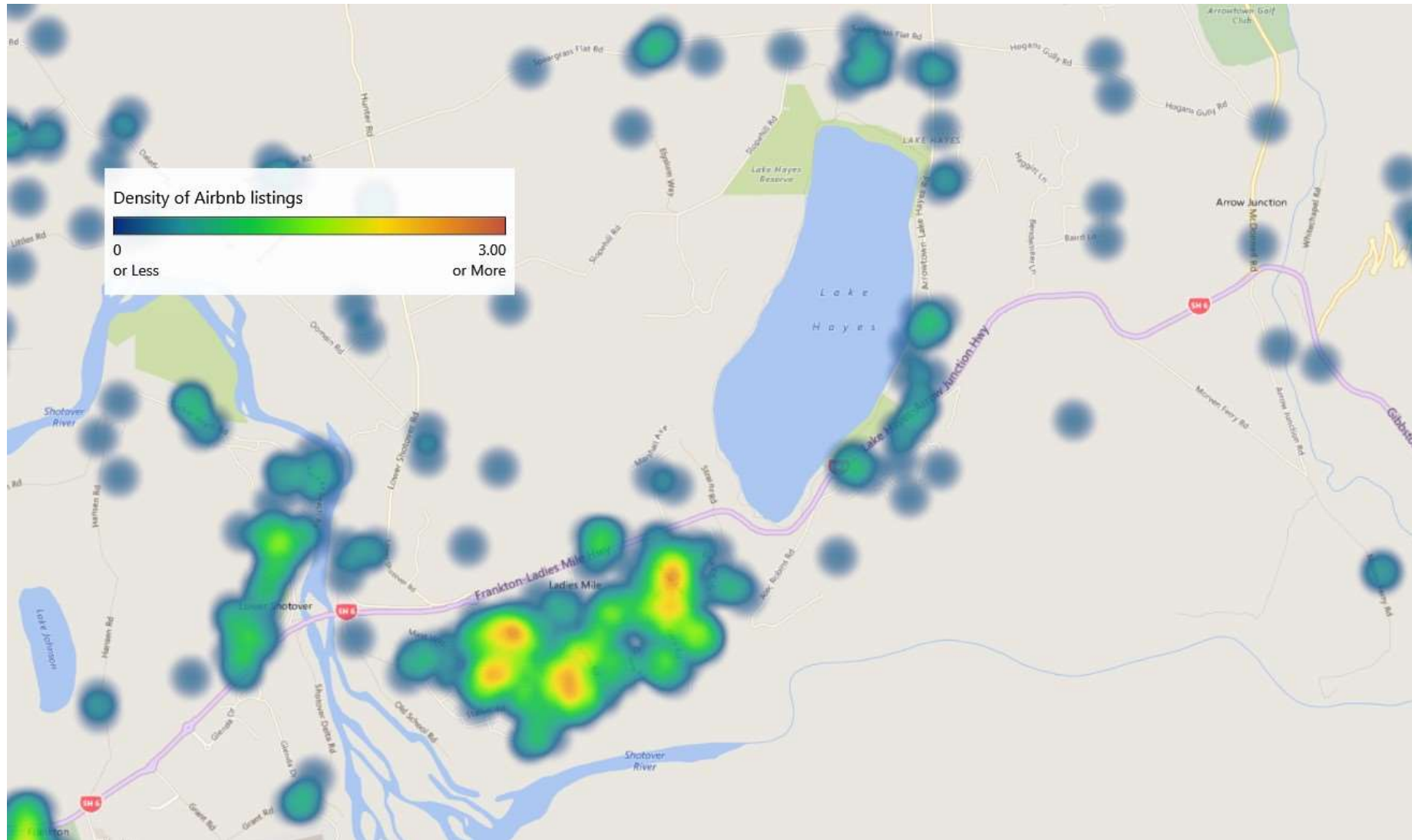


Figure 4: Heatmap of Airbnb listings August 2017, Wanaka

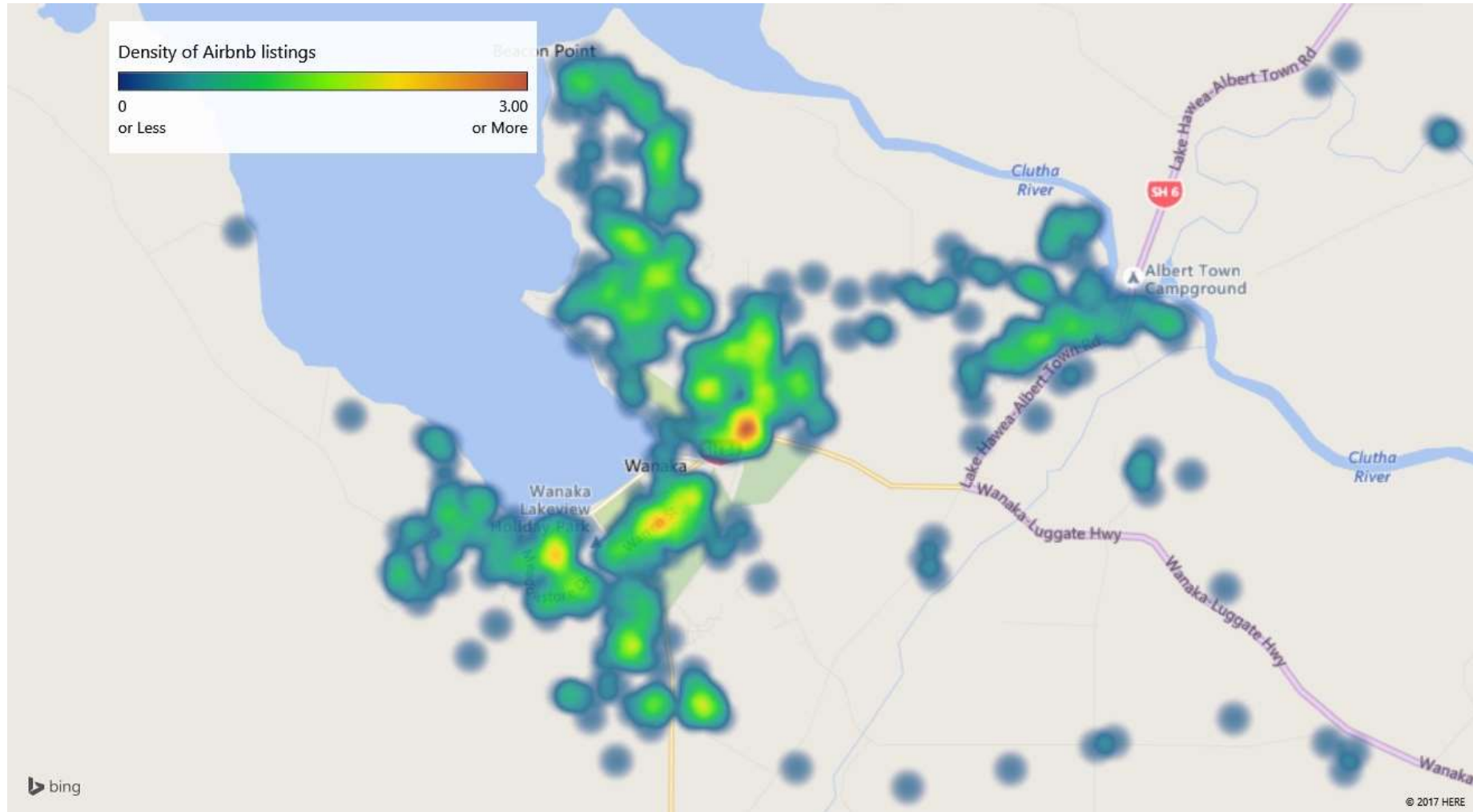


Figure 6: Heatmap of Airbnb listings August 2017, Glenorchy

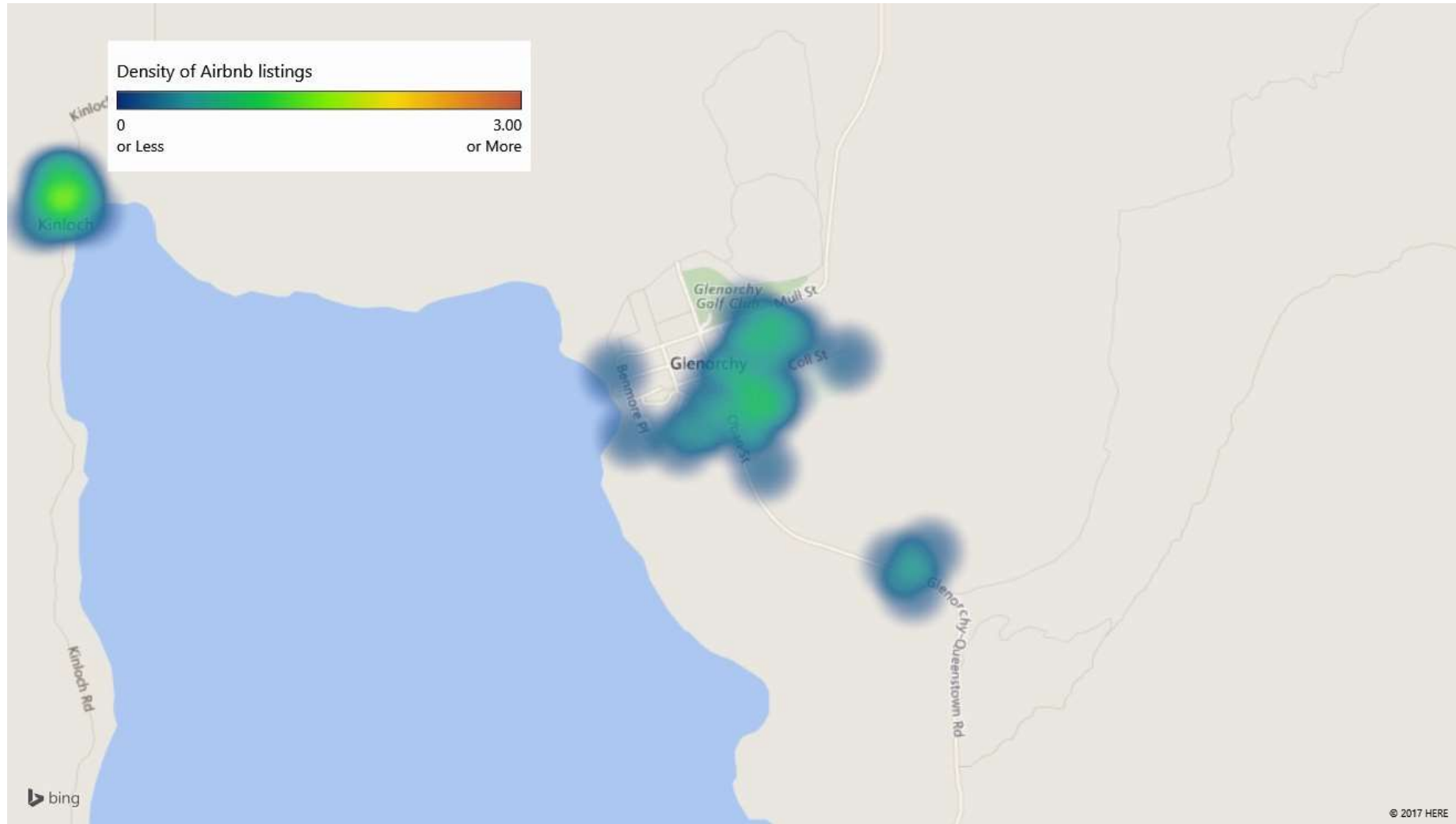
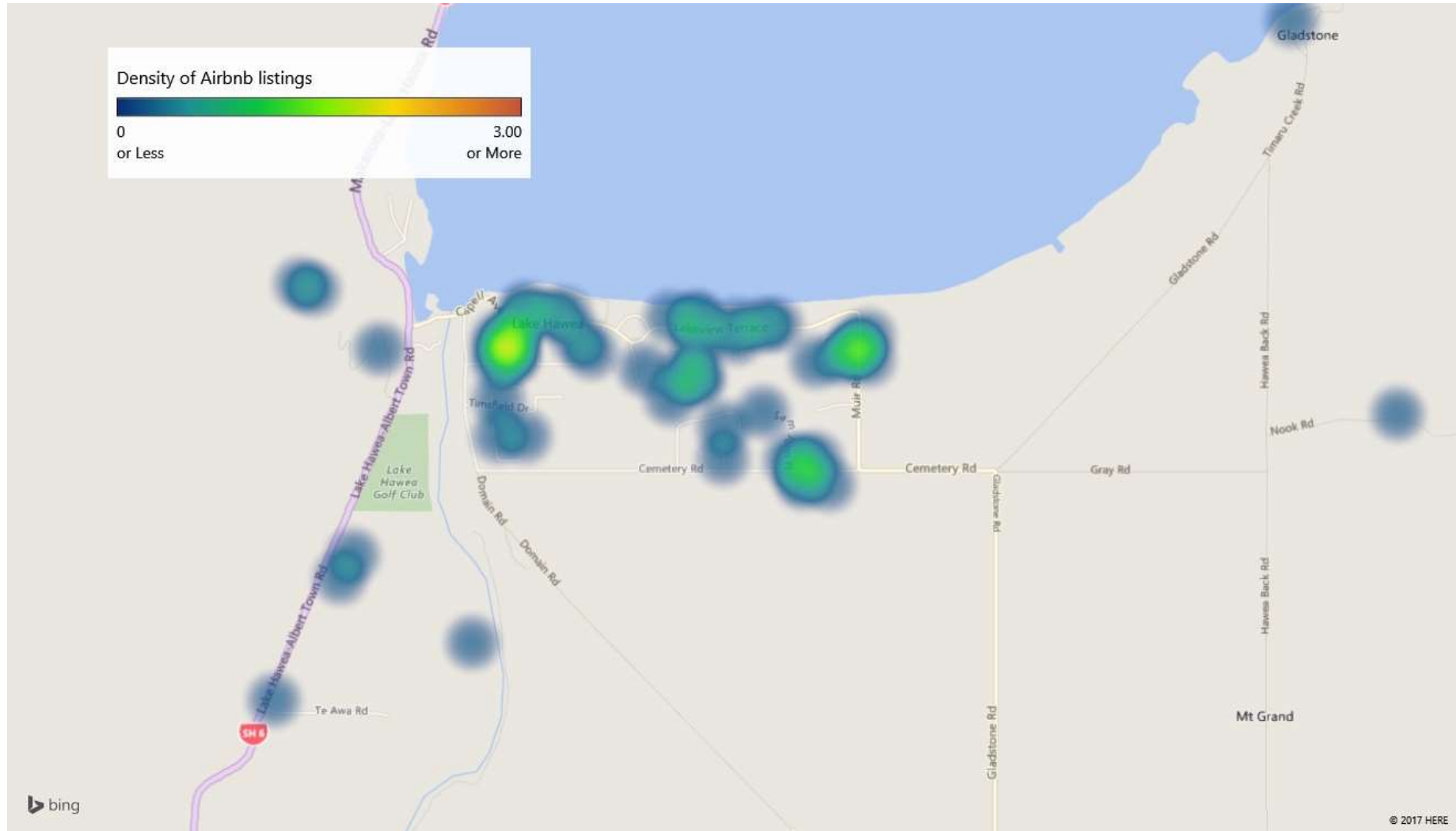


Figure 7: Heatmap of Airbnb listings August 2017, Hawea



Attachment 2:

Proposed District Plan Variation – Visitor Accommodation

Variation to Stage 1 PDP Chapter 2 - Definitions:

<u>Residential Visitor Accommodation</u>	<p>Means the use of a residential unit including a residential flat by paying guests where the length of stay by any guest is less than 90 days.</p> <p><u>Excludes: Visitor Accommodation and Homestays.</u></p>
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New Stage 2 text to be added to PDP Stage 1 Definitions Chapter 2:

Underlined text for additions and ~~strike through~~ text for deletions.

Homestay	<p>Means a residential activity where an occupied the use of a residential unit or including a residential flat is also used by paying guests <u>at the same time that the residential unit or residential flat is occupied by residents for use as a Residential Activity. Includes bed & breakfasts and farm-stays.</u></p> <p>Notes:</p> <ol style="list-style-type: none"> <u>1. Homestays can be registered with the Council through a registration process that is separate to the district plan.</u> <u>2. Extra rates levies may apply.</u>
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Registered Holiday Home	<p>Means a stand-alone or duplex residential unit which has been registered with the Council as a Registered Holiday Home. For the purpose of this definition:</p> <ul style="list-style-type: none"> • A stand-alone residential unit shall mean a residential unit contained wholly within a site and not connected to any other building; • A duplex residential unit shall mean a residential unit which is attached to another residential unit by way of a common or party wall, provided the total number of residential units attached in the group of buildings does not exceed two residential units; • Where the residential unit contains a residential flat, the registration as a Registered Holiday Home shall apply to either the letting of the residential unit or the residential flat but not to both. • Excludes the non-commercial use of a residential unit by other people (for example making a home available to family and/or friends at no charge).
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Registered Homestay	<p>Means a Homestay used by up to 5 paying guests which has been registered with the Council as a Registered Homestay.</p> <p>Advice Note:</p> <p>(i) A formal application must be made to the Council for a property to become a Registered Homestay.</p>
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<p>Visitor Accommodation</p>	<p>Means the use of land or buildings (excluding the use of a residential unit or residential flat) for short-term, fee paying, living accommodation to provide accommodation for paying guests where the length of stay for any visitor/guest is less than 3 months <u>90 days</u>; and</p> <p>i. Includes such accommodation as camping grounds, motor parks, hotels, motels, boarding houses, guest houses, backpackers' accommodation, bunkhouses, tourist houses, lodges, <u>timeshares, and managed apartments homestays,</u> and the commercial letting of a residential unit; and</p> <p>ii. May <u>Includes some centralised services or facilities that are directly associated with, and ancillary to, the visitor accommodation,</u> such as food preparation, dining and sanitary facilities, conference, bar, and recreational facilities and others of a similar nature if such facilities are associated with the visitor accommodation activity. <u>The primary role of these facilities is to service the overnight guests of the accommodation however they can be used by persons not staying overnight on the site.</u></p> <p>iii. <u>Includes onsite staff accommodation.</u></p> <p>iv. <u>Excludes Residential Visitor Accommodation and Homestays.</u></p> <p>For the purpose of this definition:</p> <p>a. The commercial letting of a residential unit in (i) excludes:</p> <ul style="list-style-type: none"> • A single annual let for one or two nights. • Homestay accommodation for up to 5 guests in a Registered Homestay. • Accommodation for one household of visitors (meaning a group which functions as one household) for a minimum stay of 3 consecutive nights up to a maximum (ie: single let or cumulative multiple lets) of 90 nights per calendar year as a Registered Holiday Home. <p>(Refer to respective definitions).</p> <p>b. "Commercial letting" means fee paying letting and includes the advertising for that purpose of any land or buildings.</p> <p>c. Where the provisions above are otherwise altered by Zone Rules, the Zone Rules shall apply.</p>
<p>Residential Activity</p>	<p>Means the use of land and buildings by people for the purpose of permanent residential accommodation, including all associated accessory buildings, recreational activities and the keeping of domestic livestock. For the purposes of this definition, residential activity shall include Community Housing, emergency, refuge accommodation and the non-commercial use of holiday homes. Excludes visitor accommodation, <u>residential visitor accommodation and homestays.</u></p>

LOW DENSITY RESIDENTIAL 7

New Stage 2 PDP provisions, added to Stage 1 Chapter 7 Low Density Residential chapter

7 Low Density Residential

7.1 Zone Purpose

The following is new text at end of 7.1 Zone Purpose:

Visitor accommodation is restricted, except within low density residential visitor accommodation sub-zones. The commercial letting of residential properties as visitor accommodation on a year-round or permanent basis, is restricted, particularly where it would result in a loss of housing supply. Low intensity residential visitor accommodation is enabled, where the environment is retained as predominantly residential and the amenity of nearby residents is maintained.

7.2 Objectives and Policies

7.2.8 Objective - The location, scale and intensity of visitor accommodation, residential visitor accommodation and homestays is managed to maintain the residential character of the zone.

Policies

7.2.8.1 Provide for accommodation options for visitors in the Low Density Residential Visitor Accommodation Sub-Zones that is appropriate for the low density residential environment.

7.2.8.2 Restrict the establishment of visitor accommodation in locations outside the Low Density Residential Visitor Accommodation Sub-Zones to ensure that the zone maintains a residential character and the supply of residential housing is achieved.

7.2.9 Objective - Manage the establishment of residential visitor accommodation and homestays to ensure that residential units and residential flats are predominantly used for residential activities, and the residential character of the zone is maintained.

Policies

7.2.9.1 Ensure that residential visitor accommodation and homestays are of a scale and character that is compatible with the surrounding residential context, and maintains residential activities as the predominant use of the site.

7.2.9.2 Provide opportunities for low intensity residential visitor accommodation and homestays as a contributor to the diversity of accommodation options available to visitors and to provide for social and economic wellbeing, while maintaining residential activities as the predominant use of the site.

7.2.9.3 Restrict the establishment of residential visitor accommodation and homestays that would result in a loss of housing supply and residential character of the zone.

LOW DENSITY RESIDENTIAL 7

7.3 Rules - Activities

	Activities located in the Low Density Residential Zone	Activity status
7.4.16	Residential Visitor Accommodation and Homestays	P
7.4.17	<p>Visitor Accommodation in the Low Density Visitor Accommodation Sub-Zone</p> <p>*Discretion is restricted to consideration of all of the following:</p> <ul style="list-style-type: none"> • The location, nature and scale of activities; • The location, provision, and screening of parking and access; • Landscaping; • Noise generation and methods of mitigation (through design and management controls); • Hours of operation, including in respect of ancillary activities; • The external appearance of buildings, including design, materials and external lighting, and design measures to limit the impact on adjoining residential activities. 	RD
7.4.18	Visitor Accommodation not otherwise identified	NC

LOW DENSITY RESIDENTIAL 7

7.4 Rules - Standards

	Standards for activities in the Low Density Residential Zone	Non-compliance status
7.5.17	<p>Residential Visitor Accommodation</p> <p>7.5.17.1 The commercial letting of one residential unit or residential flat per site for up to 3 lets not exceeding a cumulative total of 28 nights per 12 month period.</p> <p>7.5.17.1 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <ul style="list-style-type: none"> a. Heavy vehicles, coaches or buses: none. b. Other vehicles: 8 vehicle trips per day. 	NC
7.5.18	<p>Homestay</p> <p>7.5.18.1 May occur within either an occupied residential unit or an occupied residential flat on a site, and shall not occur within both on a site.</p> <p>7.5.18.2 Shall not exceed 5 paying guests per night.</p> <p>7.5.18.3 Shall comply with minimum parking requirements of standard 29.9.9 in Chapter 29 Transport.</p> <p>7.5.18.4 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <ul style="list-style-type: none"> a. Heavy vehicles, coaches or buses: none. b. Other vehicles: 8 vehicle trips per day. 	NC

7.6 Rules - Non-Notification of Applications

- 7.6.2.2 Visitor Accommodation in the Low Density Visitor Accommodation Sub-Zones.

MEDIUM DENSITY RESIDENTIAL 8

New Stage 2 PDP provisions, added to Stage 1 Chapter 8 Medium Density Residential chapter

8 Medium Density Residential

8.1 Zone Purpose

The following is new text at end of 8.1 Zone Purpose:

Visitor accommodation is restricted, except within medium density residential visitor accommodation sub-zones and the Wanaka Town Centre Transition Overlay. The commercial letting of residential properties as visitor accommodation on a year-round or permanent basis, is restricted, particularly where it would result in a loss of housing supply. Low intensity residential visitor accommodation is enabled, where the environment is retained as predominantly residential and the amenity of nearby residents is maintained.

8.2 Objectives and Policies

8.2.14 Objective - The location, scale and intensity of visitor accommodation, residential visitor accommodation and homestays is managed to maintain the residential character of the zone.

Policies

8.2.14.1 Provide for accommodation options for visitors in the Medium Density Visitor Accommodation Sub-Zones and the Wanaka Town Centre Transition Overlay Sub-Zones that is appropriate for the medium density residential environment.

8.2.14.2 Restrict the establishment of visitor accommodation in locations outside the Medium Density Visitor Accommodation Sub-Zones and the Wanaka Town Centre Transition Overlay to ensure that the zone maintains a residential character and the supply of residential housing is achieved.

8.2.15 Objective - Manage the establishment of residential visitor accommodation and homestays to ensure that residential units and residential flats are predominantly used for residential activities, and the residential character of the zone is maintained.

Policies

8.2.15.1 Ensure that residential visitor accommodation and homestays are of a scale and character that is compatible with the surrounding residential context, and maintains residential activities as the predominant use of the site.

8.2.15.2 Provide opportunities for low intensity residential visitor accommodation and homestays as a contributor to the diversity of accommodation options available to visitors and to provide for social and economic wellbeing, while maintaining residential activities as the predominant use of the site.

8.2.15.3 Restrict the establishment of residential visitor accommodation and homestays that would result in a loss of housing supply and residential character of the zone.

8.3 Rules - Activities

MEDIUM DENSITY RESIDENTIAL 8

	Activities located in the Medium Density Residential Zone	Activity status
8.4.29	Residential Visitor Accommodation and Homestays	P
8.4.30	<p>Visitor Accommodation in the Medium Density Visitor Accommodation Sub-Zone and Wanaka Town Centre Transition Overlay</p> <p>*Discretion is restricted to consideration of all of the following:</p> <ul style="list-style-type: none"> • The location, nature and scale of activities; • The location, provision, and screening of parking and access; • Landscaping; • Noise generation and methods of mitigation (through design and management controls); • Hours of operation, including in respect of ancillary activities; • The external appearance of buildings, including design, materials and external lighting, and design measures to limit the impact on adjoining residential activities. 	RD
8.4.31	Visitor Accommodation not otherwise identified	NC

MEDIUM DENSITY RESIDENTIAL 8

8.5 Rules - Standards

	Standards for activities located in the Medium Density Residential Zone	Non-compliance status
8.5.15	<p>Residential Visitor Accommodation</p> <p>8.5.15.1 The commercial letting of one residential unit or residential flat per site for up to 3 lets not exceeding a cumulative total of 28 nights per 12 month period.</p> <p>8.5.15.1 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <ul style="list-style-type: none"> a. Heavy vehicles, coaches or buses: none. b. Other vehicles: 8 vehicle trips per day. 	NC
8.5.16	<p>Homestay</p> <p>8.5.16.1 May occur within either an occupied residential unit or an occupied residential flat on a site, and shall not occur within both on a site.</p> <p>8.5.16.2 Shall not exceed 5 paying guests per night.</p> <p>8.5.16.3 Shall comply with minimum parking requirements of standard 29.9.9 in Chapter 29 Transport.</p> <p>8.5.16.4 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <ul style="list-style-type: none"> a. Heavy vehicles, coaches or buses: none. b. Other vehicles: 8 vehicle trips per day. 	NC

8.6 Rules - Non-Notification of Applications

- 8.6.2.3 Visitor Accommodation within the Medium Density Visitor Accommodation Sub-Zone and Wanaka Town Centre Transition Overlay.

HIGH DENSITY RESIDENTIAL 9

New Stage 2 PDP provisions, added to Stage 1 Chapter 9 High Density Residential chapter

9 High Density Residential

9.1 Zone Purpose

The following is new text at end of 9.1 Zone Purpose:

Visitor accommodation, residential visitor accommodation and homestays near the town centres that respond to projected growth in visitor numbers is anticipated and enabled, where effects on the amenity of nearby residents is maintained.

9.2 Objectives and Policies

9.2.7 Objective – Visitor accommodation, residential visitor accommodation and homestays are provided for in urban areas close to town centres to respond to strong projected growth in visitor numbers, whilst ensuring that adverse effects on residential amenity and traffic safety are avoided, remedied or mitigated.

Policies

- 9.2.7.1 Provide sufficient high density zoned land to enable a range of accommodation options for visitors to establish close to town centres.
- 9.2.7.2 Enable a range of accommodation options which positively contribute to residential amenity by ensuring that adverse effects on residential amenity are avoided, remedied or mitigated.
- 9.2.7.3 Ensure that visitor accommodation development utilises existing infrastructure and minimise impacts on infrastructure and roading networks.
- 9.2.7.4 Ensure that the design of buildings for visitor accommodation contributes positively to the visual quality of the environment through the use of connection to the street, interesting built forms, landscaping, and response to site context.

9.4 Rules - Activities

	Activities located in the High Density Residential Zone	Activity status
9.4.8	Residential Visitor Accommodation and Homestays	P

HIGH DENSITY RESIDENTIAL 9

	Activities located in the High Density Residential Zone	Activity status
9.4.9	<p>Visitor Accommodation including licensed premises within a visitor accommodation development</p> <p>*Discretion is restricted to consideration of all of the following:</p> <ul style="list-style-type: none"> • The location, nature and scale of activities; • The location, provision, and screening of parking and access; • Landscaping; • Noise generation and methods of mitigation (through design and management controls); • Hours of operation, including in respect of ancillary activities; • The external appearance of buildings, including design, materials and external lighting, and design measures to limit the impact on adjoining residential activities. 	RD*

HIGH DENSITY RESIDENTIAL 9

9.5 Rules - Standards

	Standards for activities located in the High Density Residential Zone	Non-compliance status
9.5.12	<p>Residential Visitor Accommodation</p> <p>9.5.12.1 The commercial letting of one residential unit or residential flat per site for up to 3 lets not exceeding a cumulative total of 28 nights per 12 month period.</p> <p>9.5.12.2 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <p style="margin-left: 40px;">a. Heavy vehicles, coaches or buses: none.</p> <p style="margin-left: 40px;">b. Other vehicles: 8 vehicle trips per day.</p> <p>*Discretion is reserved to:</p> <ul style="list-style-type: none"> • The location, nature and scale of activities; and • The location, provision, and screening of parking and access. 	RD*
9.5.13	<p>Homestay</p> <p>9.5.13.1 May occur within either an occupied residential unit or an occupied residential flat on a site, and shall not occur within both on a site.</p> <p>9.5.13.2 Shall not exceed 5 paying guests per night.</p> <p>9.5.13.3 Shall comply with minimum parking requirements of standard 29.9.9 in Chapter 29 Transport.</p> <p>9.5.13.4 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <p style="margin-left: 40px;">a. Heavy vehicles, coaches or buses: none.</p> <p style="margin-left: 40px;">b. Other vehicles: 8 vehicle trips per day.</p> <p>*Discretion is reserved to:</p> <ul style="list-style-type: none"> • The location, nature and scale of activities; and • The location, provision, and screening of parking and access. 	RD*

9.6 Rules - Non-Notification of Applications

9.6.2.2 Visitor accommodation.

**New Stage 2 PDP provisions, added to Stage 1 Chapter 10 Arrowtown
Residential Historic Management chapter**

10 ARROWTOWN RESIDENTIAL HISTORIC MANAGEMENT ZONE

10.1 Zone Purpose

The following is new text at end of 10.1 Zone Purpose:

Visitor accommodation is restricted, except within the Arrowtown Town Centre Transition Overlay. The commercial letting of residential properties as visitor accommodation on a year-round or permanent basis, is restricted, particularly where it would result in a loss of housing supply. Low intensity residential visitor accommodation is enabled, where the environment is retained as predominantly residential and the amenity of nearby residents is maintained.

10.2 Objectives and Policies

10.2.7 Objective - The location, scale and intensity of visitor accommodation, residential visitor accommodation and homestays is managed to maintain the residential character of the zone.

Policies

10.2.7.1 Provide for accommodation options for visitors in the Arrowtown Town Centre Transition Overlay that is appropriate for the low density residential environment.

10.2.7.2 Restrict the establishment of visitor accommodation in locations outside the Arrowtown Town Centre Transition Overlay to ensure that the zone maintains a residential character and the supply of residential housing is achieved.

10.2.8 Objective - Manage the establishment of residential visitor accommodation and homestays to ensure that residential units and residential flats are predominantly used for residential activities, and the residential character of the zone is maintained.

Policies

10.2.8.1 Ensure that residential visitor accommodation and homestays are of a scale and character that is compatible with the surrounding residential context, and maintains residential activities as the predominant use of the site.

10.2.8.2 Provide opportunities for low intensity residential visitor accommodation and homestays as a contributor to the diversity of accommodation options available to visitors and to provide for social and economic wellbeing, while maintaining residential activities as the predominant use of the site.

10.2.8.3 Restrict the establishment of residential visitor accommodation and homestays that would result in a loss of housing supply and residential character of the zone.

10.4 Rules - Activities

Table 1	Activities located in the Arrowtown Residential Historic Management Zone	Activity status
10.4.7	Residential Visitor Accommodation and Homestays	P
10.4.8	Visitor Accommodation in the Arrowtown Town Centre Transition Overlay *Discretion is restricted to consideration of all of the following: <ul style="list-style-type: none"> • The location, nature and scale of activities; • The location, provision, and screening of parking and access; • Landscaping; • Noise generation and methods of mitigation (through design and management controls); • Hours of operation, including in respect of ancillary activities; • The external appearance of buildings, including design, materials and external lighting, and design measures to limit the impact on adjoining residential activities. 	RD*
10.4.9	Visitor Accommodation not otherwise identified	NC

10.1 Rules - Standards

Table 2	Standards for Activities: Arrowtown Residential Historic Management Zone	Non-compliance status
10.5.8	<p>Residential Visitor Accommodation</p> <p>10.5.8.1 The commercial letting of one residential unit or residential flat per site for up to 3 lets not exceeding a cumulative total of 28 nights per 12 month period.</p> <p>10.5.8.2 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <p>a. Heavy vehicles, coaches or buses: none.</p> <p>b. Other vehicles: 8 vehicle trips per day.</p>	NC
10.5.9	<p>Homestay</p> <p>10.5.9.1 May occur within either an occupied residential unit or an occupied residential flat on a site, and shall not occur within both on a site.</p> <p>10.5.9.2 Shall not exceed 5 paying guests per night.</p> <p>10.5.9.3 Shall comply with minimum parking requirements of standard 29.9.9 in Chapter 29 Transport.</p> <p>10.5.9.4 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <p>a. Heavy vehicles, coaches or buses: none.</p> <p>b. Other vehicles: 8 vehicle trips per day.</p>	NC

10.6 Rules - Non-Notification of Applications

10.6.1 The following Restricted Discretionary activities shall not require the written consent of other persons and shall not be notified or limited-notified:

10.6.1.1 Visitor Accommodation in the Arrowtown Town Centre Transition Overlay.

LARGE LOT RESIDENTIAL 11

New Stage 2 PDP provisions, added to Stage 1 Chapter 11 Large Lot Residential chapter

11 Large Lot Residential

11.1 Zone Purpose

The following is new text at end of 11.1 Zone Purpose:

Visitor accommodation is restricted, except within large lot residential visitor accommodation sub-zones. The commercial letting of residential properties as visitor accommodation on a year-round or permanent basis, is restricted, particularly where it would result in a loss of housing supply. Low intensity residential visitor accommodation is enabled, where the environment is retained as predominantly residential and the amenity of nearby residents is maintained.

11.2 Objectives and Policies

11.2.3 Objective - The location, scale and intensity of visitor accommodation, residential visitor accommodation and homestays is managed to maintain the residential character of the zone.

Policies

11.2.3.1 Provide for accommodation options for visitors in the Large Lot Residential Visitor Accommodation Sub-Zones that is appropriate for the low density residential environment.

11.2.3.2 Restrict the establishment of visitor accommodation in locations outside the Large Lot Residential Visitor Accommodation Sub-Zones to ensure that the zone maintains a residential character and the supply of residential housing is achieved

11.2.4 Objective - Manage the establishment of residential visitor accommodation and homestays to ensure that residential units and residential flats are predominantly used for residential activities, and the residential character of the zone is maintained.

Policies

11.2.4.1 Ensure that residential visitor accommodation and homestays are of a scale and character that is compatible with the surrounding residential context, and maintains residential activities as the predominant use of the site.

11.2.4.2 Provide opportunities for low intensity residential visitor accommodation and homestays as a contributor to the diversity of accommodation options available to visitors and to provide for social and economic wellbeing, while maintaining residential activities as the predominant use of the site.

11.2.4.3 Restrict the establishment of residential visitor accommodation and homestays that would result in a loss of housing supply and residential character of the zone.

11.4 Rules – Activities

LARGE LOT RESIDENTIAL 11

Table 1	Activities located in the Large Lot Residential Zone	Activity status
11.4.5	Residential Visitor Accommodation and Homestays	P
11.4.6	<p>Visitor Accommodation in the Large Lot Residential Visitor Accommodation Sub-Zone</p> <p>*Discretion is restricted to consideration of all of the following:</p> <ul style="list-style-type: none"> • The location, nature and scale of activities; • The location, provision, and screening of parking and access; • Landscaping; • Noise generation and methods of mitigation (through design and management controls); • Hours of operation, including in respect of ancillary activities; • The external appearance of buildings, including design, materials and external lighting, and design measures to limit the impact on adjoining residential activities. 	RD*
11.4.7	Visitor Accommodation not otherwise identified	NC

LARGE LOT RESIDENTIAL 11

11.5 Rules - Standards

Table 2	Standards for activities in the Large Lot Residential Zone	Non-compliance status
11.5.12	<p>Residential Visitor Accommodation</p> <p>11.5.12.1 The commercial letting of one residential unit or residential flat per site for up to 3 lets not exceeding a cumulative total of 28 nights per 12 month period.</p> <p>11.5.12.2 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <ul style="list-style-type: none"> a. Heavy vehicles, coaches or buses: none. b. Other vehicles: 8 vehicle trips per day. 	NC
11.5.13	<p>Homestay</p> <p>11.5.13.1 May occur within either an occupied residential unit or an occupied residential flat on a site, and shall not occur within both on a site.</p> <p>11.5.13.2 Shall not exceed 5 paying guests per night.</p> <p>11.5.13.3 Shall comply with minimum parking requirements of standard 29.9.9 in Chapter 29 Transport.</p> <p>11.5.13.4 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <ul style="list-style-type: none"> a. Heavy vehicles, coaches or buses: none. b. Other vehicles: 8 vehicle trips per day. 	NC

11.6 Rules - Non-Notification of Applications

11.6.1 The following Restricted Discretionary activities shall not require the written consent of other persons and shall not be notified or limited-notified:

11.6.1.1 Visitor Accommodation in the Large Lot Residential Visitor Accommodation Sub-Zone.

New Stage 2 PDP provisions, added to Stage 1 Chapter 16 Business Mixed Use

16 Business Mixed Use Zone

16.4 Rules - Activities

	Activities located in the Business Mixed Use Zone	Activity status
16.4.16	Residential Visitor Accommodation and Homestays	P

16.5 Rules - Standards

	Standards for activities located in the Business Mixed Use Zone	Non-compliance status
16.5.10	<p>Residential Visitor Accommodation</p> <p>16.5.10.1 The commercial letting of one residential unit or residential flat per site for up to 3 lets not exceeding a cumulative total of 28 nights per 12 month period.</p> <p>16.5.10.2 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <ol style="list-style-type: none"> Heavy vehicles, coaches or buses: none. Other vehicles: 8 vehicle trips per day. <p>*Control is reserved to:</p> <ul style="list-style-type: none"> The location, nature and scale of activities; and The location, provision, and screening of parking and access. 	C*
16.5.11	<p>Homestay</p> <p>16.5.11.1 May occur within either an occupied residential unit or an occupied residential flat on a site, and shall not occur within both on a site.</p> <p>16.5.11.2 Shall not exceed 5 paying guests per night.</p> <p>16.5.11.3 Shall comply with minimum parking requirements of standard 29.9.9 in Chapter 29 Transport.</p> <p>16.5.11.4 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <ol style="list-style-type: none"> Heavy vehicles, coaches or buses: none. Other vehicles: 8 vehicle trips per day. <p>*Control is reserved to:</p> <ul style="list-style-type: none"> The location, nature and scale of activities; and The location, provision, and screening of parking and access. 	C*

New Stage 2 PDP provisions, added to Stage 1 Chapter 21 Rural

21 Rural

21.4 Rules - Activities

Table 1	Activities – Rural Zone	Activity status
21.4.37	Residential Visitor Accommodation and Homestays	P

Rules - Standards

Table 11	Standards for Residential Visitor Accommodation and Homestays	Non-compliance status
21.5.53	<p>Residential Visitor Accommodation</p> <p>The commercial letting of one residential unit or residential flat per site for up to 3 lets not exceeding a cumulative total of 28 nights per 12 month period.</p>	D
21.5.54	<p>Homestay</p> <p>21.5.54.1 May occur within either an occupied residential unit or an occupied residential flat on a site, and shall not occur within both on a site.</p> <p>21.5.54.2 Shall not exceed 5 paying guests per night.</p>	D

New Stage 2 PDP provisions, added to Stage 1 Chapter 22 Rural Residential & Rural Lifestyle

22 Rural Residential & Rural Lifestyle

22.2 Objectives and Policies

22.2.2.5 The bulk, scale and intensity of buildings used for visitor accommodation, residential visitor accommodation and homestay activities are to be commensurate with the anticipated development of the zone and surrounding residential activities.

22.2.2.6 Enable residential visitor accommodation and homestays in conjunction with residential units (including residential flats) whilst limiting the scale and intensity of these activities.

22.4 Rules - Activities

Table 1	Activities – Rural Residential and Rural Lifestyle Zones	Activity status
22.4.18	Residential Visitor Accommodation and Homestays	P

22.5 Rules - Standards

Table 2	Standards - Rural Residential and rural Lifestyle Zones	Non-compliance status
22.5.14	Residential Visitor Accommodation 22.5.14.1 The commercial letting of one residential unit or residential flat per site for up to 3 lets not exceeding a cumulative total of 28 nights per 12 month period.	NC
22.5.15	Homestay 22.5.15.1 May occur within either an occupied residential unit or an occupied residential flat on a site, and shall not occur within both on a site. 22.5.15.2 Shall not exceed 5 paying guests per night.	NC

New Stage 2 PDP provisions, added to Stage 1 Chapter 23 Gibbston Character Zone

23 Gibbston Character Zone

23.4 Rules - Activities

Table 1	Activities	Activity status
23.4.21	Residential Visitor Accommodation and Homestays	P

23.5 Rules - Standards

Table 4	Standards for Residential Visitor Accommodation and Homestays	Non-compliance status
23.5.12	<p>Residential Visitor Accommodation</p> <p>23.5.12.1 The commercial letting of one residential unit or residential flat per site for up to 3 lets not exceeding a cumulative total of 28 nights per 12 month period.</p>	D
23.5.13	<p>Homestay</p> <p>23.5.13.1 May occur within either an occupied residential unit or an occupied residential flat on a site, and shall not occur within both on a site.</p> <p>23.5.13.2 Shall not exceed 5 paying guests per night.</p>	D

New Stage 2 PDP provisions, added to Stage 1 Chapter 41 Jacks Point

41 Jacks Point

41.4 Rules - Activities

Table 1	Activities Located within the Jacks Point Zone	Activity status
41.4.18	<p>Residential Visitor Accommodation and Homestays</p> <p>41.4.18.1 Residential Visitor Accommodation and Homestays located within the Residential Activities Area R(JP), R(JP-SH), R(HD), and R(HD-SH), Village Area (V), and Home Site Activity Area (HS).</p>	P

41.4 Rules - Activities

Table 2	Standards for activities located in the Jacks Point Zone	Non-compliance status
41.5.20	<p>Residential Visitor Accommodation</p> <p>41.5.20.1 The commercial letting of one residential unit or residential flat per site for up to 3 lets not exceeding a cumulative total of 28 nights per 12 month period.</p> <p>41.5.20.2 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <ul style="list-style-type: none"> a. Heavy vehicles, coaches or buses: none. b. Other vehicles: 8 vehicle trips per day. 	NC
41.5.21	<p>Homestay</p> <p>41.5.21.1 May occur within either an occupied residential unit or an occupied residential flat on a site, and shall not occur within both on a site.</p> <p>41.5.21.2 Shall not exceed 5 paying guests per night.</p> <p>41.5.21.3 Shall comply with minimum parking requirements of standard 29.9.9 in Chapter 29 Transport.</p> <p>41.5.21.4 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <ul style="list-style-type: none"> a. Heavy vehicles, coaches or buses: none. b. Other vehicles: 8 vehicle trips per day. 	NC

New Stage 2 PDP provisions, added to Stage 1 Chapter 42 Waterfall Park

42 Waterfall Park

42.4 Rules - Activities

	Activities Located within the Waterfall Park Zone	Activity status
42.4.13	<p>In the Residences Area (R) of the Structure Plan</p> <p>Residential Visitor Accommodation and Homestays</p>	P

42.5 Rules - Standards

	Standards for activities located in the Waterfall Park Zone	Non-compliance status
42.5.9	<p>Residential Visitor Accommodation</p> <p>42.5.9.1 The commercial letting of one residential unit or residential flat per site for up to 3 lets not exceeding a cumulative total of 28 nights per 12 month period.</p> <p>42.5.9.1 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <ul style="list-style-type: none"> a. Heavy vehicles, coaches or buses: none. b. Other vehicles: 8 vehicle trips per day. 	NC
42.5.10	<p>Homestay</p> <p>42.5.10.1 May occur within either an occupied residential unit or an occupied residential flat on a site, and shall not occur within both on a site.</p> <p>42.5.10.2 Shall not exceed 5 paying guests per night.</p> <p>42.5.10.3 Shall comply with minimum parking requirements of standard 29.9.9 in Chapter 29 Transport.</p> <p>42.5.10.4 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <ul style="list-style-type: none"> a. Heavy vehicles, coaches or buses: none. b. Other vehicles: 8 vehicle trips per day. 	NC

New Stage 2 PDP provisions, added to Stage 1 Chapter 43 Millbrook

43 Millbrook

43.4 Rules - Activities

	Activities – Millbrook	Activity status
43.4.24	Residential Visitor Accommodation and Homestays in the Residential Activity Area	P

43.4 Rules - Standards

	Activities – Millbrook	Activity status
43.5.14	<p>Residential Visitor Accommodation</p> <p>43.5.14.1 The commercial letting of one residential unit or residential flat per site for up to 3 lets not exceeding a cumulative total of 28 nights per 12 month period.</p> <p>43.5.14.1 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <ul style="list-style-type: none"> a. Heavy vehicles, coaches or buses: none. b. Other vehicles: 8 vehicle trips per day. 	NC
43.5.15	<p>Homestay</p> <p>43.5.15.1 May occur within either an occupied residential unit or an occupied residential flat on a site, and shall not occur within both on a site.</p> <p>43.5.15.2 Shall not exceed 5 paying guests per night.</p> <p>43.5.15.3 Shall comply with minimum parking requirements of standard 29.9.9 in Chapter 29 Transport.</p> <p>43.5.15.4 The maximum number of vehicle trips (whereby a vehicle trip is two movements, generally to and from a site) shall be:</p> <ul style="list-style-type: none"> a. Heavy vehicles, coaches or buses: none. b. Other vehicles: 8 vehicle trips per day. 	NC