

Application for request to use a Streamlined Planning Process

For office use only:

PO Box 10362

Wellington 6143

Application number:

Date received:

This form should be used by a local authority intending to prepare, change, or vary a policy statement or plan, when applying to the responsible Minister(s) to use the Streamlined Planning Process (**SPP**).

We recommend you discuss the information requirements with the Ministry for the Environment (the **Ministry**) before the request is lodged. Our contact details are at the end of this form. The Ministry has prepared technical guidance to assist local authorities prepare requests to use the SPP. See <http://www.mfe.govt.nz/publications/rma/technical-guide-streamlined-planning-process-under-resource-management-act-1991>.

If the required information is provided in an attached document, please include the page number(s) where this information is found in the attachment (e.g. Volume 1, pages 1 to 3).

All legislative references relate to the Resource Management Act 1991 (**RMA**), unless stated otherwise.

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Part I: Request to the responsible Minister to use the Streamlined Planning Process

To the responsible Minister,

Applicant's details

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1.1 This application is for a direction to use the Streamlined Planning Process for:

The Proposed Te Pūtahi Ladies Mile Plan Variation

The Proposed Te Pūtahi Ladies Mile Plan Variation (the **Proposed Plan Variation**) promoted by the Queenstown Lakes District Council (**Council**) seeks to rezone approximately 120ha known locally as “Ladies Mile” from its existing rural and rural lifestyle zoning to enable a comprehensive and integrated urban development.

Location and background

The land is shown on **Figure 1** below. The area of focus is located primarily to the north of State Highway 6 and is bordered by Slope Hill to the north, Lake Hayes to the east, and Shotover River to the west. Several land parcels within the focus area are located to the south of State Highway 6 and are bordered to the south by the established residential suburbs of Shotover Country and Lake Hayes Estate. The land within the focus area is currently utilised primarily for rural living opportunities, with some rural activities also taking place. The Te Pūtahi Ladies Mile area is held in multiple ownerships.

Given the site's close proximity to Lake Hayes (700m distance), management of stormwater has been a key resource management issue in the development of the masterplan and plan provisions. Lake Hayes has known water quality issues, a result of historic accumulation of nutrients (primarily phosphorous as a result of human activity) in the lake sediments which stimulates algal blooms.

Therefore, careful stormwater management is needed to ensure that there is no stormwater run-off into Lake Hayes that could contribute to the existing water quality issues. Specifically, the Te Pūtahi Ladies Mile Zone will promote mechanisms for safeguarding water quality and related ecological values of awa and Lake Hayes through reticulated servicing of stormwater and avoiding direct discharge of stormwater to these waterbodies.

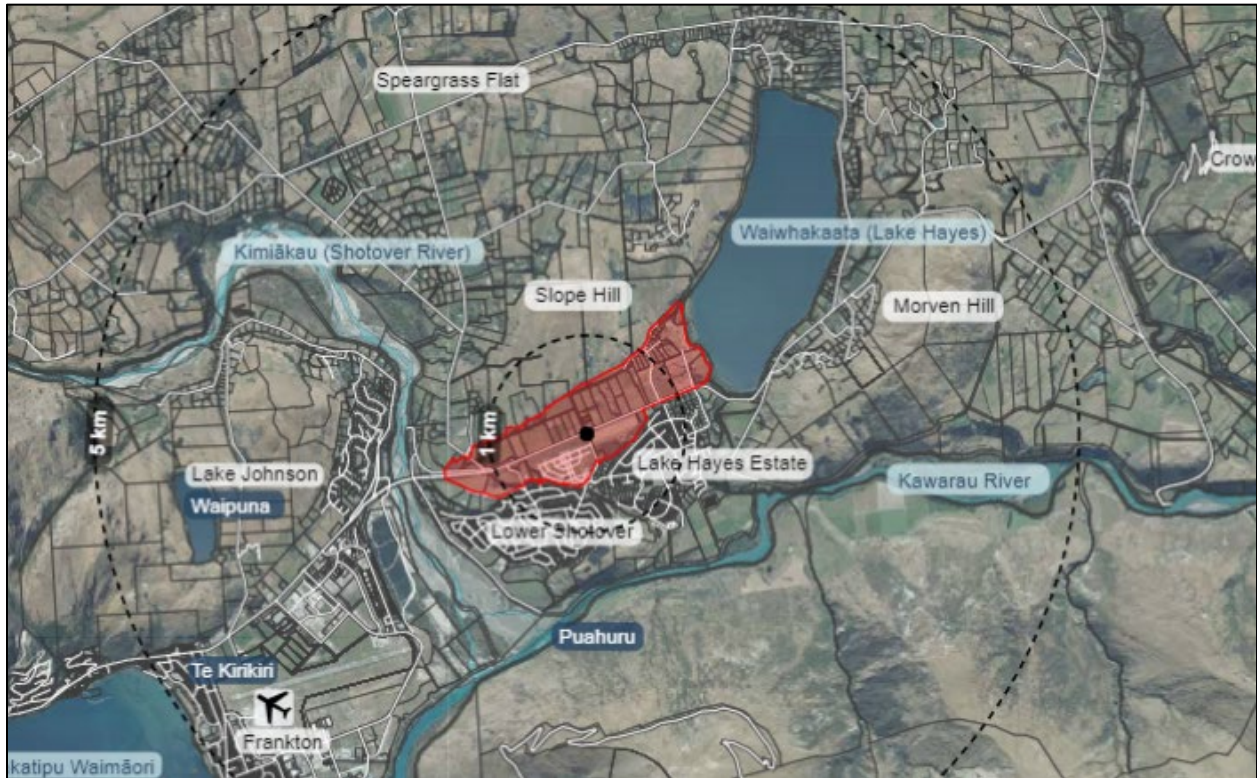


Figure 1: The focus area (red) in context within the wider Wakatipu Basin area east of Queenstown

The plan provisions promoted in the Proposed Plan Variation will provide additional housing capacity and housing choice in a location that has been identified as having potential for accommodating growth. This identification dates back to 2017 when the Te Pūtahi Ladies Mile land was incorporated into the Council’s Housing Accords and Special Housing Areas Implementation Policy (**Lead Policy**) under the Housing Accords and Special Housing Areas (**HAASHA**) legislation.

The Proposed Plan Variation has been prepared in conjunction with the development of the (non-statutory) Te Pūtahi Ladies Mile Masterplan (the **Masterplan**). The Masterplan preparation resulted from a Council resolution in May 2019¹ which stated:

Agree that Ladies Mile may be developed for the medium to long term and that a proactive Council led planning approach should be undertaken, taking into account the wide range of community, housing, recreation, transport, green space and infrastructure considerations on Ladies Mile and the surrounding area.

¹ Minutes of the Meeting of Queenstown Lakes District Council on 30 May 2019 (May 2019)

The Proposed Plan Variation, including the Structure Plan, zoning, and plan provisions, reflect the Masterplan. The Masterplan was adopted by the Council in June 2022². It is included at **Appendix A**. The Proposed Plan Variation seeks to give effect to outcomes of the Masterplan through the Proposed District Plan (**PDP**). Other outcomes will be realised through other Council operations and inter-agency co-operation, including:

- 1) An expanded public transport offering for the community (comprising additional vehicles and roading layout modifications to achieve faster and more reliable services) for the existing communities and the future Te Pūtahi Ladies Mile community.
- 2) The Te Pūtahi Ladies Mile taskforce (**Taskforce**) has been established; the Taskforce is an interagency group³ that has been formed to help bring forward the delivery of the Masterplan in time to inform the 2024 Long Term Plan.

The development of the Masterplan included significant stakeholder and public engagement. The consultation and engagement undertaken to inform the Masterplan and Proposed Plan Variation are set out in **Appendix C**.

The Whaiora Grow Well Partnership is a new Urban Growth Partnership between Central Government, Kāi Tahu, and the Council. The partnership provides a forum to align decision-making and collaboration on the long-term direction for the Queenstown Lakes District. It acknowledges that the Queenstown Lakes District is facing growth-related challenges across housing, transport and the environment that may have flow-on effects nationally, particularly given the importance of the Queenstown Lakes area to Aotearoa New Zealand's tourism sector. In July 2021 the Whaiora Grow Well Partnership adopted the Queenstown Lakes Spatial Plan, a vision and framework for how and where the communities of the wider Wakatipu and Upper Clutha can Grow Well.

The Queenstown Lakes Spatial Plan identifies the Te Pūtahi Ladies Mile area as being within the west-east corridor, which along with the north-south corridor is a consolidation of the urban extent of Queenstown. Te Pūtahi Ladies Mile is more specifically identified as including:

- (a) A small local, transit-oriented and mixed-use centre located along a frequent public transport network⁴;
- (b) A new transit-oriented neighbourhood offering new housing choices⁵;
- (c) Land identified as a priority development area⁶.

The Proposed Plan Variation is consistent with, and is a principal vehicle for implementation of, the goals of the Queenstown Lakes Spatial Plan.

More recently, the Grow Well Whaiora Partnership Governance Group at its 28 April 2022 meeting recognised there is an opportunity to accelerate the delivery of the Masterplan, but this will require a carefully planned, co-ordinated and sustained approach across the Grow Well Whaiora partners. It is acknowledged that a “business as usual” approach will not achieve the strategic direction of the Spatial Plan or the Te Pūtahi Ladies Mile Masterplan.

² Item 8: Te Pūtahi Ladies Mile Agenda Report on 30 June 2022 [2022 Reports](#)

³ The TPLM taskforce includes members from QLDC, MHUD, Waka Kotahi, Kāinga Ora, ORC & MoE

⁴ Queenstown Lakes Spatial Plan (Grow Well Whaiora) July 2021 ([link](#)) page 59

⁵ Queenstown Lakes Spatial Plan (Grow Well Whaiora) July 2021 ([link](#)), page 66

⁶ Queenstown Lakes Spatial Plan (Grow Well Whaiora) July 2021 ([link](#)), Map 9 page 68

As a result, the Te Pūtahi Ladies Mile Taskforce has been established to help implement the Masterplan, acknowledging that each of the Grow Well Whaiora partners⁷ has a role to play in its successful implementation.

The Te Pūtahi Ladies Mile taskforce will have the following core tasks; supporting the delivery of the preferred planning outcome, updated schedule of key inputs, explore barriers and advise on possible solutions (e.g., transport interventions, speed limits, infrastructure funding (including social)), delivery of affordable housing and what other tools can be explored.

The Proposed Plan Variation

The Proposed Plan Variation to the PDP incorporates a new Special Purposes Zone, the Te Pūtahi Ladies Mile Zone, with zone-specific Precincts relating to key land uses which will rezone the land from its current zoning to an urban zone with development governed by the Te Pūtahi Ladies Mile Structure Plan (the **Structure Plan**) and varies existing PDP district-wide provisions to achieve:

- (a) Additional housing capacity of approximately 2400 residential units in primarily medium to higher density typologies;
- (b) A range of public open spaces including a significant community recreational facility to benefit the existing nearby communities as well as those to be accommodated in the new urban development;
- (c) Areas which provide for a range of commercial, education (including a Secondary and Primary School) and service activities catering primarily to local needs;
- (d) Protection of key existing natural features including mature vegetation; and
- (e) Integrated transport and movement networks within and beyond the site, with a particular focus on achieving a significant mode shift to active and public transport.

The Proposed Plan Variation provisions require future subdivision and land use activities to proceed in accordance with the Structure Plan, which identifies and protects the locations of key features and future infrastructure.

The Structure Plan comprises the following sheets:

- (a) Overall Structure Plan showing the following key features:
 - i. Road types;
 - ii. Key intersections, crossings and future road links;
 - iii. Active travel links;
 - iv. Open spaces;

⁷ Partners include QLDC, Kai Tahu, Otago Regional Council, New Zealand Government. And a number of other key agencies Kainga Ora, Ministry Housing Urban Development, Department Internal Affairs, Waka Kotahi, Ministry Business Innovation Employment.

- v. Landscape buffers;
- vi. Development Sub-Areas;
- (b) Building height overlays; and
- (c) Cross-sections of road types shown on the overall Structure Plan.

The overall Structure Plan is shown spatially in **Figure 2** below.

The provisions include zone and precinct-specific objectives, policies, rules and other methods. They seek to strike a balance between providing some flexibility of development design while providing clear expectations of anticipated outcomes and, where necessary, directing those outcomes.

In summary, the proposed provisions provide for:

- (a) Subdivision that complies with the Structure Plan as a Restricted Discretionary Activity, with no minimum lot sizes in all but one precinct;
- (b) A requirement to detail at subdivision stage the following:
 - i. How the proposal will integrate with the wider areas;
 - ii. The methods proposed to achieve a diversity of housing product;
 - iii. How the proposal will achieve the density standards of the underlying zoning;
- (b) A requirement to achieve a minimum residential density and avoid single, standalone residential units;
- (c) All buildings to require a resource consent to ensure control over matters of design;
- (d) Additional standards and assessment matters to achieve minimum levels of residential amenity and opportunities to assess sustainability and accessibility outcomes;
- (e) A requirement for certain infrastructural works relating to the transport network to be completed prior to development occurring; and
- (f) Introduction of maximum parking provisions to promote a shift to active and public transport modes.

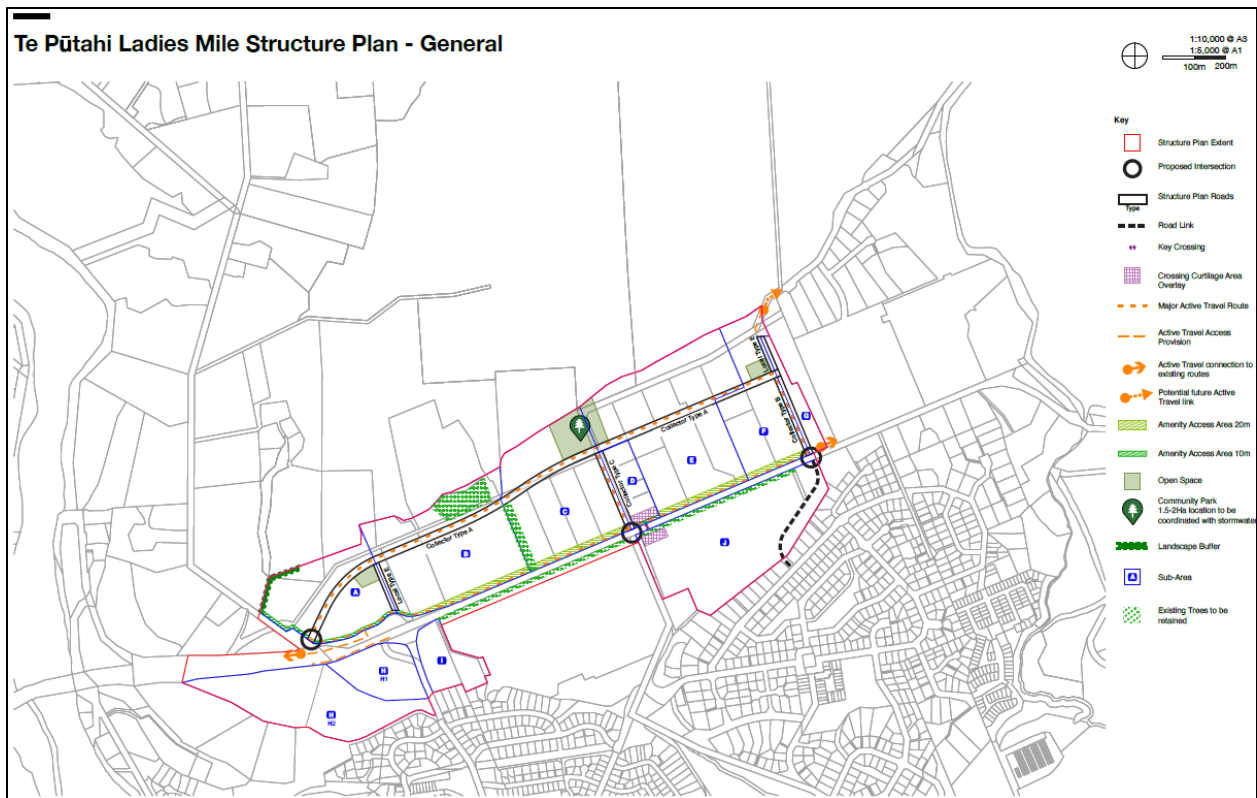


Figure 2: Overall Structure Plan for the Te Pūtahi Ladies Mile area.

The details of the Proposed Plan Variation are provided in **Appendix B**.

No designations are affected or proposed as part of the Proposed Plan Variation. The Proposed Plan Variation is not a freshwater planning instrument for the purposes of the National Policy Statement for Freshwater Management.

The Council resolved to make an application to utilise the Streamlined Planning Process at the Council meeting of 30 June 2022⁸.

1.2 Please provide a description of the planning issue for which the identified instrument is required:

Queenstown Lakes District is a high growth district within New Zealand⁹. Data from the 2018 Census showed the Queenstown Lakes District to be growing at the fastest rate in the country, growing by an average of 6.8% per year between 2013 and 2018. The District faces a number of planning issues in accommodating this growth:

- Population growth and housing affordability;

⁸ Item 8: Te Pūtahi Ladies Mile Agenda Report on 30 June 2022 ([2022 Reports](#))

⁹ National Policy Statement on Urban Development 2020 Appendix: Tier 1 and Tier 2 urban environments and local authorities.

- Safe and efficient functioning of the transportation network; and
- The District Plan review, existing zoning and efficient land use.

The Proposed Plan Variation is required to address these planning issues.

These planning issues are described and discussed below.

1.2.1 Population Growth and Housing affordability

Prior to the COVID-19 pandemic, the District had been experiencing unprecedented levels of population, visitor, and economic growth. In the last two decades the District has become the most expensive place in New Zealand to live, while at the same time the population has more than doubled to approximately 42,000. Housing supply, choice and affordability have not kept up with this growth and as a result many residents struggle to find suitable and affordable homes.

The Housing Development Capacity Assessment 2021¹⁰ (**HCA**) assessed Council's 2020 Change the Path¹¹ scenario (high growth) which would see an additional 10,800 people in the district over the decade to 2030 (+27%) and an additional 36,000 by 2050 to reach 76,700 residents (+87%)¹². The total dwelling projections based on these numbers can then be converted to the following demand (housing bottom lines) for dwellings increase:

- 930 additional dwellings to reach 19,690 by 2023 (short term),
- 6,400 additional dwellings to reach 24,980 by 2030 (medium term); and
- 19,800 additional dwellings to reach 37,960 by 2050 (long term).

The HCA modelling indicates that housing demand is likely to change as follows:

- Increases in the number of older households, with those in the 60+ and above categories more than doubling over the medium to long term. Younger age groups (including children) start to make up only a relatively small proportion of the future population;
- Increases in one person and couple households, with these households accounting for around three-quarters of the total household growth in the medium term, and in the long term; and
- Lower and lower-middle income households are expected to account for a greater share of future housing demand (20% currently increasing to 25% long term).

This analysis indicates that housing affordability is going to become progressively more important for non-owner households in their middle and later years. As lifetime earning potential reduces, ability to access housing finance often reduces; and these changes should be reflected in market supply. In theory, over the

¹⁰ Housing Development Capacity Assessment 2021 Main Report ([link](#)) and Housing Development Capacity Assessment 2021 Technical Report ([link](#))

¹¹ QLDC Demand Projections July 2020 ([link](#))

¹² Note the recently updated March 2022 demand projections forecasts a greater number of 13,050 people over the next decade to 2031 ([demand projections 2022](#))

medium to long term, dwelling types for these non-owner households should decrease in both size and cost.

The HCA finds that at a total urban environment level, there is sufficient development capacity (just) to meet projected long-term demand (inclusive of the required NPS-UD competitive margins). While housing numbers are increasing, housing affordability has been steadily decreasing, with the average median house price in the District increasing from \$873,469 in June 2017 to \$1,709,905 in March 2022. This is a significant issue for the District, as analysis shows that currently over 83% of our first-home buyer households and 37% of renters are spending more than 30% of their income on housing costs. This is far higher than other parts of the country.

The HCA finds that there is a current shortfall of housing in price bands below \$500,000 (-2,350 affordable dwellings in 2020 for first home buyers, with the majority of these households in rental accommodation). These housing affordability shortfalls are set to worsen if there are no interventions by 2050 to help first home buyers get into the housing market. Without intervention, there could be a shortfall of 6,960 affordable dwellings affecting dwelling value bands all the way up to \$1.19m.

While the COVID-19 pandemic has created uncertainty about the future, the underlying drivers of demand to live in or visit the District remain, and growth is expected to return in due course. Current forecasts suggest the number of residents, visitors and jobs in the Queenstown Lakes are likely to grow slowly in the next few years as a result of the pandemic. Over a longer timeframe, growth is expected to accelerate.

Housing Accords and Special Housing Areas Legislation

The Housing Accords and Special Housing Areas Act 2013 (**HAASHA**) and associated Special Housing Area (**SHA**) proposals have contributed significantly to shaping the planning landscape in the Te Pūtahi Ladies Mile area. In October 2014 the Council and Government entered into the Queenstown-Lakes District Housing Accord (the **Housing Accord**). The Housing Accord was intended to increase housing supply and improve housing affordability in the District by making available land that would facilitate development of quality housing to meet the needs of the growing local population. A Lead Policy was developed under the Housing Accord, to identify appropriate areas for growth and affordability outcomes that SHA proposals would need to achieve.

The Lead Policy included the approval of the Bridesdale SHA (approximately 136 residential units) in 2014, the Queenstown Country Club SHA (376 retirement units) and the Shotover Country SHA (101 residential units) which was an extension to the zoned area of Shotover Country. Changes in zoning through the PDP also allows for an additional 119 residential units (although this is under appeal).¹³

In October 2017 the Council agreed to incorporate the northern part of Ladies Mile area into the Lead Policy. This included an Indicative Masterplan, to provide for intensive residential development with a small mixed-use area to maximise the yield of the land. This aligned with the then National Policy Statement – Urban Development Capacity 2016, which directs high growth Councils (including the Council) to provide sufficient urban development capacity to support housing and business growth, put greater emphasis on enabling change and development when making decisions about urban development, and ensure that planning processes facilitate urban development.

¹³ The Ladies Mile Te Pūtahi Masterplan Establishment Report ([link](#)), page 9

In April 2019 three SHA proposals for development within the Indicative Masterplan area, including two on the northern side of the state highway, were rejected by Council, primarily due to traffic and stormwater concerns.

The Government decided not to extend the HAASHA legislation and repealed sections 16 and 17 from 19 September 2019, meaning no new SHAs can be established. Any future development in the area would therefore need to be considered via a resource consent application under the RMA (and against the provisions of the underlying predominantly rural and rural lifestyle zones) or be the subject of private plan change applications. Due to the large number of underlying titles and ownership and the existing zonings, any future development would likely be piecemeal and *ad hoc*. The Council has recognised the significant potential for a very poor outcome and has therefore taken the lead in order to deliver a comprehensive and integrated response for the optimal urban development outcome that responds to all of the relevant factors.

Fast-Track Consents

The COVID-19 Recovery (Fast-track Consenting) Act 2020 provides a short-term consenting process to fast-track projects that can boost employment and economic recovery. Such proposals are referred to the Environmental Protection Agency by the Minister and not processed by the Council.

Since the 28 October 2021 Council meeting, proposals for three fast-track consents have been referred within the Te Pūtahi Ladies Mile Masterplan area by the Minister to the Environmental Protection Agency for consideration. While applications under those provisions are yet to be approved, they are demonstrative of the significant pressure to urbanise the area and how landowners are looking at all alternative mechanisms to develop their land.

In the Council's assessment, the applications are generally in accordance with the Masterplan in regard to; residential densities; mixture of typologies, mixed use development; and the roading layout which provides for future connections generally in accordance with the Masterplan. However, because they are separated and geographically distinct developments, they cannot provide the wider benefits that only the implementation of the wider Masterplan and the Proposed Plan Variation provisions can deliver.

Whilst the fast-track consents are not totally consistent with the Masterplan, the referral of two of the proposals has included a requirement that any application must show how the development can be done in accordance with the Masterplan and the Council's Spatial Plan. Provided the developments are consistent with those two documents, the fast-track process can be seen as being a mechanism to speed up the delivery of housing in the area.

Infrastructure Funding and the Housing Infrastructure Fund

In 2017 and 2018 the Council applied to access the Central Government's Housing Infrastructure Fund (HIF), which was available only to those areas with high growth (5% or greater). The application sought to enable (among other projects) the development of key infrastructure for Ladies Mile.

A Loan and Funding Agreement was signed for a total funding of \$24 million. Following the denial of the three SHA proposals in 2019 and the subsequent repeal of the enabling HAASHA provisions, the parties agreed to a revised programme schedule.

Based on the HIF, Council's Long-Term Plan contains approximately \$17.6m of proposed budget for capital projects relating to water, wastewater and stormwater within the Ladies Mile corridor. The three water capital projects include: a new water reservoir and mains reticulation, a new wastewater scheme (wastewater mains and pump station), as well as other enabling infrastructure relating to water, wastewater and stormwater.

The majority of the budget for these three water capital projects is within years 8 - 10 of the Long-Term Plan (2028/29 – 2030/31). However, if the Te Pūtahi Ladies Mile Zoning becomes operative under a Streamlined Planning Process, then development of the area could begin as early as 2024/2025. If this is the case, then the funding identified in the Long-Term Plan would be required to be brought forward from 2028 in order to facilitate development of the area. Work is required to assess the adequacy of these budgets for the Masterplan's 2400 units.

Future growth

While the COVID-19 pandemic has created uncertainty about the future, the underlying drivers of demand to live in or visit the District remain, and growth is expected to return in due course. Current forecasts suggest the number of residents, visitors and jobs in the Queenstown Lakes are likely to grow slowly in the next few years as a result of the pandemic. Over a longer timeframe, growth is expected to accelerate, and the number of residents, jobs and visitors will approximately double over the next 30 years, requiring approximately 17,000 new homes in the District.

The Council's 2022 demand projections¹⁴ estimate that, within the Wakatipu Ward, the number of residents is expected to increase by an additional 21,340 people, with the number of dwellings to increase by 11,030 by 2051. Of these, the Ladies Mile area is estimated to contribute 960 of these dwellings within the same timeframe.

1.2.2 Safe and efficient functioning of the transportation network

Based on recent analysis, the Shotover Bridge has already reached its capacity in terms of numbers of vehicles that can travel across it without producing queues of traffic at certain times of the day, and that this would get worse with significant urban development in Ladies Mile if nothing else changed. It is also apparent that duplicating or replacing the Shotover Bridge in the short to medium term is highly unlikely given the difficulty and the cost of such a project.

Therefore, Council is of the view that co-ordinated planning is the optimum method for ensuring that transportation infrastructure best meets the requirements of the area. This includes the incorporation of a range of land uses (specifically local amenity) to reduce the propensity for longer distance trips to be generated onto the wider transport network. More specifically, the transportation challenges to growth in this part of the Wakatipu Basin can be summarised as follows:

- (a) All essential community facilities (schools, retail, organised recreation etc.) and main employment areas are located on the west side of Shotover Bridge;
- (b) The morning peak period has queues westbound from Shotover Bridge. Ministry of Education data indicates approximately 870 students reside east of Shotover Bridge and attend schools on the west side. Approximately 19% of traffic on Shotover Bridge, westbound in the morning peak, is pupil drop-off only, along with 34% of traffic northbound on Stalker Rd and Howards Drive;
- (c) High car ownership rates (approximately 96% of households own at least 1 car) and high dependency on car trips (78% of journeys to work are driving car alone);
- (d) Low density housing does not provide the scale of demand to support public transport;

¹⁴ QLDC demand projections 2022 ([2022 population projections](#))

- (e) There are no bus priority measures, so bus passengers currently experience the same congestion as those travelling in private vehicles;
- (f) There are existing trail network gaps and/or poor provision for pedestrians and cyclists.

Rather than viewing the capacity of the bridge as preventing any further development in this area, the constraints inherent in the bridge can be seen as an opportunity to promote and achieve mode changes away from dependence on the car to greater use of public and active transport modes. Such mode shift in response to constraints and congestion is not uncommon around the world but takes considerable effort and investment. Given the growth of the district, this challenge needs to be tackled to ensure the transport network continues to perform. In this case, in broad summary the solution to this problem lies in reducing the need for west-bound car trips across the Shotover Bridge by:

- enhancing public and active transport options; and
- enhancing the social infrastructure offering east of the Bridge, including schools, retail, organised recreation, and employment.

1.2.3 District Plan review, existing zoning and efficient land use

The Council is currently undertaking a review of its Operative District Plan in stages. Stage 1 was notified in 2015, Stage 2 was notified in 2017, and Stage 3 was notified in 2019. All of these stages are now going through the appeal process. Further stages are expected to be notified in the future, to include land not yet reviewed.

The land subject to the Proposed Plan Variation was initially notified as Rural Zone in Stage 1 of the District Plan Review, with the western end adjacent to Lake Hayes subsequently varied to the Wakatipu Basin Rural Amenity Zone as a result of the Wakatipu Basin variation in Stage 2. The Wakatipu Basin variation was initiated following the Independent Hearings Panel's Stage 1 recommendation to commission a Wakatipu Basin Land Use Study¹⁵ (**WBLUS**) to identify an integrated planning regime for the wider Wakatipu Basin area.

The WBLUS was completed in 2017. It identified that additional urban scale development was appropriate in the Te Pūtahī Ladies Mile location, noting it had high capability to absorb additional development. To achieve urban development, the WBLUS recommended the inclusion of a Ladies Mile Gateway Precinct overlaid on top of the Wakatipu Basin Rural Amenity Zone. The Precinct anticipated low to medium density of housing (1:450m² and/or 1:250m²), subject to a 75m setback from State Highway 6 and all buildings requiring resource consent. It recommended a structure plan process to assess amenity, landscape and infrastructure issues at a granular exercise.

The Council chose not to move forward with the recommendations of WBLUS as Council felt that the SHA's and Council's Lead Policy which included a masterplan for the area was a more holistic way to direct development in the area. There were also concerns with the lack of community consultation should the area be rezoned as Precinct through the appeals process.

Decisions on the zoning of this land were notified as part of the Stage 2 decisions in March 2019. Privately owned land was subsequently zoned Rural, Rural Lifestyle, Wakatipu Basin Rural Amenity Zone, and Large

¹⁵ Wakatipu Basin Land Use Study ([link](#))

Lot Residential A in response to submissions. Reserve land was zoned an Open Space zoning. **Figure 3** below shows the Proposed District Plan decisions version zoning under Stage 2.

In its recommendation to the Council on the zoning of this land, the Independent Hearings Panel (IHP) in Stage 2 made the following comments:

Turning to the land on the northern side of Frankton-Ladies Mile Highway, we do not agree ... that the Rural Zone is appropriate. ... this land is adjacent to an area that is rapidly urbanising. We agree ... that an urban zone and Structure Plan process would be a good outcome. However, this is not one of the alternatives open to us. We have received evidence that the land is capable of being serviced. We have also heard evidence that a Rural Lifestyle zone is appropriate from a landscape perspective. We find that retaining the Rural Zone is not appropriate when considered against the objectives for the Rural Zone, which seek to enable farming activities and protect rural amenity values. Overall, we are satisfied that Rural Lifestyle Zone is appropriate as it would accord with Objective 22.2.1 to provide for rural living in an area that can absorb development.¹⁶

Hence, the IHP acknowledged that the land at issue would be appropriate for comprehensively planned urban development, but it did not have the jurisdiction to adopt this option, so it resolved to zone the land for rural living purposes.

The result of this decision was the ability for a large proportion of the Te Pūtahi Ladies Mile area to be developed at a very low residential density when compared to the high-density of 2400 units proposed by the TPLM masterplan. Resulting instead in a much lower yield of approximately 20 sections in the Rural Lifestyle Zone and 99 sections in the Large Lot Residential Zone.

¹⁶ Independent Hearings Panel Report 18.11, paragraph 69 ([link](#))

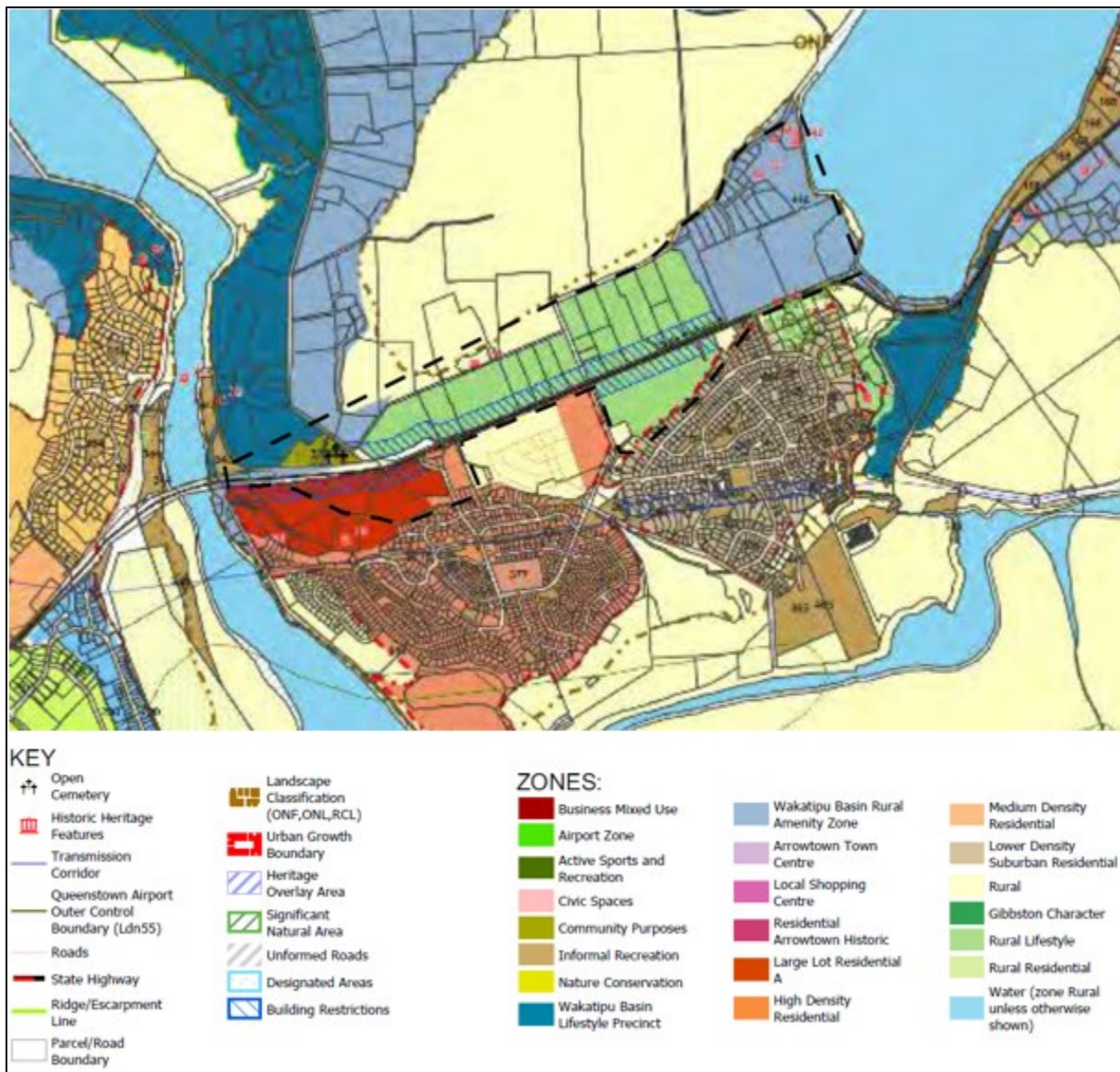


Figure 3: Proposed District Plan decisions version zoning – Stage 2 (focus area outlined in black dashed line)

Following the notification of decisions, it is now open to landowners (subject to applying for consent) to apply for complying development in accordance with this new zoning – i.e. in the order of 120 new dwellings.

Te Pūtahi Ladies Mile area has obvious attributes that make it an important consideration in planning future development in the district. It is sunny, flat, and an easily serviceable part of the Wakatipu Basin that is not prone to significant natural hazards or located in an Outstanding Natural Landscape. Although it is an amenity landscape, relative to other parts of the Wakatipu Basin it has a high capacity to absorb urban development without affecting the wider rural setting.

Development of the land to the densities enabled by the operative PDP zonings would be an inefficient use of that land and a significant loss of opportunity for urban expansion to accommodate population growth.

This has been recognised by the Council in:

- (a) Preparing the Establishment Report¹⁷, which set the direction for the proposed Ladies Mile Masterplan and recommended the Council develop a Masterplan and plan change process in parallel;
- (b) Engaging consultants to prepare a masterplan and associated plan variation for the urban development of the Te Pūtahi Ladies Mile land;
- (c) Promoting, in its Spatial Plan, the Ladies Mile area is identified as a future urban area and priority development area, as a new transit-oriented neighbourhood offering new housing choices¹⁸.

1.3 The proposed planning instrument (please tick one):

- does not relate to the coastal marine area
- relates partly to the coastal marine area
- relates wholly to the coastal marine area.

*Please note, if the matter relates wholly to the coastal marine area, references to the Minister in this form should be read as the Minister of Conservation. If the matter relates to the coastal marine area in part, references to the Minister in this form should be read as the Minister for the Environment **and** Minister of Conservation.*

Part II: Eligibility criteria

Your application must meet at least one of the following criteria. Please select all criteria that apply:

Any application to use the SPP must be submitted before notifying the proposed planning instrument in any other planning process.

- (a) The proposed planning instrument will implement a national direction.
- (b) As a matter of public policy, the preparation of a planning instrument is urgent.
- (c) The proposed planning instrument is required to meet a significant community need.
- (d) A plan or policy statement raises an issue that has resulted in unintended consequences.
- (e) The proposed planning instrument will combine several policy statements or plans to develop a combined document prepared under Section 80 of the RMA.

¹⁷ The Ladies Mile Te Pūtahi Masterplan Establishment Report ([link](#))

¹⁸ Queenstown Lakes Spatial Plan (Grow Well Whaiora) July 2021 ([link](#)) page 66

- (f) The expeditious preparation of a planning instrument is required in any circumstance comparable to, or relevant to, those set out in paragraphs (a) to (e).

Explain how specifically using the SPP the proposal meets the relevant criterion / criteria:

The information provided in this application and any associated reports or documents it refers to will be used to assess the application and may contribute to the Minister's direction (including the Statement of Expectations) if the application is successful.

The Council considers that the Proposed Plan Variation meets three of the entry criteria, as set out under Section 80C(2) of the Resource Management Act 1991, as follows.

2.1 Criteria (a): the Variation implements national direction

The Proposed Plan Variation will enable the Council to partially give effect to the national direction contained in the National Policy Statement on Urban Development 2020 (**NPS-UD**).

The NPS-UD came into effect in August 2020. It requires all councils that have all or part of an urban environment within their district or region to plan well for growth and ensure a well-functioning urban environment for all people, communities, and future generations. The NPS-UD is a directive document. It includes objectives and policies that councils must give effect to in their resource management decisions. Some policies only apply to tier 1 or tier 2 councils.

The Council is classified as a tier 2 local authority and is therefore subject to all eight objectives, as well as policies relating to: well-functioning urban environments; sufficient development capacity; intensification; decision-making; housing bottom lines; unanticipated or out-of-sequence development; Te Tiriti o Waitangi principles; engagement; and car parking. To date, Council has completed or is in the process of completing the following work:

- (a) Policy 11 (Car Parking) - ODP and PDP amended to remove planning provisions that assist with implementing Policy 1 of the NPS-UD.
- (b) Policy 11(b) - Work is underway by Council's Transport team to develop Comprehensive Parking Management Plans, which is encouraged by Policy 11 (b).
- (c) Subpart 5 - Housing and Business Capacity Assessment (HBA) – HBA (housing) completed and published in 2021. With procurement starting on the HBA (housing) and (business) to inform Councils 2023 Future Development Strategy
- (d) Housing Bottom Lines as per Clause 3.6(1) of the NPS-UD inserted into Chapter 4 of the District Plan
- (e) Policy 5 (Intensification) Plan Change is underway, work completed to understand the commercial feasibility of intensification (infill and redevelopment), with work commenced on the s32 Analysis, proposed planning provisions and maps.
- (f) QLDC Proposed Plan Change - Chapter 40 on Inclusionary Housing Plan Change in October 2022 and will apply to all residential subdivision and development within the Urban Growth Boundary (see proposed rule 40.6.1). The Inclusionary Housing Plan Change has been notified in accordance with

schedule 1 RMA, and the proposal may be modified through the course of submissions and any subsequent appeals. The submission period is currently open until 24 November 2022. The proposed provisions (as notified) include exemptions for subdivision and development that delivers affordable housing (such as development undertaken by a registered Community Housing Provider or K.O), see proposed policy 40.2.1.4.

Progressing the Proposed Plan Variation through the Streamlined Planning Process (**SPP**) will allow the Council to better meet its obligations under and meet the national direction of the NPS-UD, in particular Objectives 1, 2 and 3 and associated policies. The Proposed Plan Variation is addressed in the context of the relevant NPS-UD objectives and policies below.

Well-functioning urban environments

Objective 1 requires well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future. Policy 1 defines well-functioning urban environments as meeting the following, as a minimum:

- (a) Have or enable a variety of homes that
 - i. meet the needs, in terms of type, price and location of different households; and
 - ii. enable Maori to express their cultural traditions and norms;
- (b) Have or enable a variety of sites that are suitable for different business sectors in terms of location and site size;
- (c) Have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport;
- (d) Support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets;
- (e) Support reductions in greenhouse gas emissions; and
- (f) Are resilient to the likely current and future effects of climate change.

The Proposed Plan Variation provides for a significant extension to the existing urban environment within this part of the Wakatipu Basin. The creation of further urban development at Te Pūtahi Ladies Mile in accordance with a carefully thought-out Masterplan will enable a well-functioning urban environment in and of itself, as well as providing important (and so far lacking) social amenities and infrastructure for the existing urban environments (the suburbs of Lake Hayes Estate and Shotover Country) to enable them to contribute to and become part of a wider well-functioning urban environment.

The Proposed Plan Variation will:

- (a) Require development to be carried out in accordance with the carefully thought-out Masterplan;
- (b) Enable a variety of housing typologies through requiring minimum densities to be achieved across the residential precincts identified. Within the Proposed Plan Variation these are typically typologies at a higher density to enable apartments, walk-ups, duplexes and townhouses, recognising that the existing suburbs of Lake Hayes Estate and Shotover Country provide primarily standalone, freehold housing;

- (c) Provide for commercially zoned land and provisions that enable a variety of businesses that cater particularly to the needs of the local community;
- (d) Identify locations of open spaces and facilities that contribute to the community including a community hub and commercial areas to enable residents to stay within their community rather than travelling elsewhere to meet their needs;
- (e) Education facilities enables to provide additional and much needed schools in anticipation of continuing demand;
- (f) Make available a significant area of flat, sunny land for urban development which will contribute to the supply of residential land available within the Wakatipu Basin and contribute to the competitiveness of the housing market in Queenstown;
- (g) Support reductions in greenhouse gas emissions through reducing reliance on private vehicle use by providing for commercial and community facilities within walkable distance to existing and proposed residential development, requiring a density of dwellings that will attain a critical mass of population to support a viable, reliable and effective public transport network, and identifying the location of active transport links.

The Proposed Plan Variation will, in its own right and in conjunction with the existing development at Ladies Mile, enable the creation of a well-functioning urban environment, and achieve the NPS-UD's Objective 1 and Policy 1 for well-functioning urban environments.

Housing affordability

Objective 2 requires planning decisions to improve housing affordability by supporting competitive land and development markets. Policy 2 requires local authorities, at all times, to provide at least sufficient development capacity to meet expected demand for housing and business land over the short, medium and long term.

As set out above under the description of the planning issues (at Part 1.2 above), housing in the Queenstown Lakes District has been generally unaffordable, for many permanent residents. While not providing "affordable housing" in a mandated way¹⁹, the Proposed Plan Variation will enable more housing supply for the market and it will provide current and future residents greater choice in housing typology, and therefore price point, when compared with other residential developments and existing zones. The minimum density requirement in particular will require developers to move away from the typologies that have typically dominated the Queenstown market (detached family homes) into smaller (and therefore less land intensive) typologies such as apartments, walk-ups and terrace housing. The smaller typologies, with their reduced land requirement per unit, have a reduced land value per unit, noting that land value is the primary driver of property prices in the district.

The Proposed Plan Variation will therefore contribute to the achievement of the NPS-UD's Objective 2 and Policy 2 for addressing housing affordability and promoting competitive land and development markets.

¹⁹ Noting that the Council is investigating a district-wide inclusionary zoning plan variation via a separate workstream ([link](#)).

Intensification

Objective 3 requires district plans to enable more people to live in, and more businesses and community services to be located in, areas of urban environment that are (a) near centre zones or other areas with many employment opportunities; (b) well-serviced by existing or planned public transport; or (c) where there is high demand for housing or for business land in the area relative to other areas within the urban environment. For tier 2 urban environments such as Queenstown, Policy 5 requires district plans to enable heights and density of urban form commensurate with the greater of either the level of accessibility by existing or planned active or public transport to a range of commercial activities and community facilities, or the relative demand for housing and business use in that location.

The latest growth demand projections undertaken by the Council²⁰ (which take into account the effects of COVID-19) estimate a 2.8% increase in residents the medium term (to 2031) and 2.2% in the long term (2051). In comparison, the same projections anticipate growth in the Ladies Mile area of 25.9% and 11.6% in the medium and long term respectively, equating to an additional 1590 residential units within the Ladies Mile area by 2051. This demonstrates a greater demand for housing located in Ladies Mile relative to the District as a whole.

The Proposed Plan Variation includes the following methods to achieve the intensification of urban development in the Te Pūtahi Ladies Mile Structure Plan area:

- (a) The inclusion of commercial areas comprising the Commercial Precinct and Glenpanel Precinct, enabling a range of retail, office and other activities that meet the needs of local residents;
- (b) Identifying key transport links on the Te Pūtahi Ladies Mile Structure Plan and requiring these to be implemented through subdivision and be completed prior to land use development occurring;
- (c) Identifying locations of future community facilities, such as sports fields, community areas and open space on the Te Pūtahi Ladies Mile Structure Plan and protecting these through subdivision and land use rules; and
- (d) Zoning residential areas for high and medium density, to achieve minimum densities of 60 and 40 residential units per hectare respectively, enabling greater heights and avoiding standalone dwelling typologies.

Achieving a mode shift to public and active transport networks is one of the key outcomes of the Te Pūtahi Ladies Mile Masterplan. As set out above under the description of the planning issues (at Part 1.2 above), the Masterplan was developed in conjunction with the Wakatipu Way to Go partnership to ensure that development was at a location and density that would encourage the uptake of public transport. As set out in the Te Pūtahi Ladies Mile Transport Strategy, the Te Pūtahi Ladies Mile Masterplan (**Attachment A**) has a mode shift target of up to 50% of external trips by non-car modes of transport. The Transport Strategy identifies the following interventions (through a combination of both the Masterplan and the Way to Go partnership) to achieve this target:

- (a) Shaping urban form including by providing for community facilities, commercial activities and housing to encourage shorter trips between home, work, leisure and education;

²⁰ https://www.qldc.govt.nz/media/jg3bkh5a/qldc-demand-projections-summary_july2020.pdf

- (b) Making shared and active modes more attractive through expanding, improving and optimising active and public transport facilities and services, and by providing the necessary infrastructure at the time of occupation; and
- (c) Influencing travel demand and transport choices such as by restricting car parking and requiring minimum levels of cycle parking.

The Masterplan builds upon the existing high-quality walking and cycle trail network in the Wakatipu Basin by ensuring connections from the new residential areas to these trails, which are then protected through the Structure Plan component of the Proposed Plan Variation.

The Proposed Plan Variation will therefore contribute to the achievement of the NPS-UD's Objective 3 and Policy 5 for addressing the location (in relation to centre zones, demand, and association with existing or future public transport services) and form of urban development (in relation to heights and density and activity mix).

Summary

The Proposed Plan Variation is necessary for enabling the Council to achieve the national direction of the NPS-UD, for creating a well-functioning urban environment and allowing adjacent urban areas to be part of a wider well-functioning urban environment; for promoting better levels of affordability for more residents, and attaining an appropriate built form and activity mix to achieve a critical mass of population that allows the urban area and public and activity transport to, overall, succeed.

2.2 Criteria (b): Urgency as a matter of public policy

As set out above under the description of the planning issues at Part 1.2 above, the District Plan review has resulted in the land within the focus area being zoned for a very low residential yield (around 120 residential units). As the zoning has legal effect from the notification of decisions, development that is consistent with this zoning can now occur.

There is a risk that landowners will choose to give effect to the zoning and foreclose the ability for the land to be developed for urban development in a comprehensive and cohesive way. By way of example, one landowner within the Southern aspect of the focus area has already received subdivision resource consent to develop their land to the extent available under the existing zoning and construction to give effect to this subdivision is nearing completion²¹.

Land within the focus area has also been subject to three fast-track consent proposals under the COVID-19 Recovery (Fast-track Consenting) Act 2020, and all three have been referred to the EPA for processing. These proposals, whilst having some variances from the Proposed Plan Variation (particularly variances from the elements shown on the Structure Plan) generally provide for residential activity at similar densities proposed by the Masterplan and Proposed Plan Variation.

Whilst Council cannot move ahead of existing resource consents or the three fast-track consent proposals, the TPLM masterplan and proposed plan provisions provide structure and surety to how the area will develop. It achieves this by integrating transport, community infrastructure, and by ensuring there is choice in available housing typologies and subsequently differing price points to future residents. Importantly, when compared

²¹ <https://www.kokoridge.nz/>

to the other proposals, the masterplan and plan provisions have followed an extensive design and consultation process and represents a step change in how growth is to be managed in this important Queenstown Growth corridor.

Summary

These instances of landowners pushing ahead with development via resource consents under the current zonings are demonstrative of the pressures for housing in this location and the potential risks that these developments could undermine the outcomes sought by the Masterplan and Proposed Plan Variation.

There is urgency, as a matter of public policy, in moving the Proposed Plan Variation forward quickly to avoid this potential outcome.

2.3 Criteria (c): Significant community need

The Proposed Plan Variation is required to meet a significant community need, being a need for affordable housing options in the District.

As set out above under the description of planning issues (at Part 1.2), while the Council's most recent HCA concludes that there is sufficient capacity, it also notes that there is insufficient capacity at affordable price points (less than \$600,000) and recommended that the Council continues efforts to promote affordable housing.

While not providing "affordable housing" in a mandated way²², the Proposed Plan Variation will enable more housing supply to enter the Queenstown property market. It will provide current and future residents greater choice in housing typology, and therefore price point, when compared with other residential developments. The density provisions, particularly the average density requirement, will require developers to move away from the typologies that have typically dominated the Queenstown market (detached, family homes) into smaller typologies such as apartments, walk-ups and terrace housing. The smaller typologies, with their reduced land requirement per unit, have a reduced land value (land value being the primary driver of property prices in the district).

Summary

As discussed above in 1.2.1, In the last two decades the district has become the most expensive place in New Zealand to live, while at the same time the population has more than doubled to approximately 42,000. Housing supply, choice and affordability have not kept up with this growth and as a result many residents struggle to find suitable and affordable homes.

The Proposed Plan Variation is necessary not just for additional housing supply, but also to provide a greater choice in housing typologies in a market currently dominated by standalone dwellings with an average house value of \$1,669,339 (as of June 2022). The Proposed Plan Variation will assist in addressing a significant community need for affordable housing by providing choice in available housing typologies and subsequently differing price points to its current and future residents.

²² Noting that the Council is investigating a district-wide inclusionary zoning plan variation via a separate workstream ([link](#)).

2.4 Summary

For the reasons set out above, the Council considers that its proposal meets the criteria set out under Section 80C(2)(a), (b) and (c) of the RMA. In particular using the SPP to progress the Proposed Plan Variation urgently will enable the Council to give effect to the national direction set out in the NPS-UD, reducing the potential for the land at Te Pūtahi Ladies Mile to be used less optimally whilst also addressing a significant community need for affordable housing.

Part III: Why the SPP process is appropriate

Please explain why use of the SPP is appropriate as an alternative to using the standard process under Part 1 of Schedule 1 of the RMA.

The assessment above against the eligibility criteria under section 80C(2) of the RMA provides context to the issues that the Council is seeking to address through the Proposed Plan Variation. The proposed Masterplan and associated Proposed Plan Variation work for Te Pūtahi Ladies Mile was already underway prior to the release of the NPS-UD and its requirements for monitoring and intensification.

While the provisions of the NPS-UD require the Council to update its District Plan to respond to the directive policies regarding intensification, this will require a significant volume of work to be undertaken by the Council and will necessarily take time. Given the extent of the work on the Te Pūtahi Ladies Mile area already undertaken, and the general understanding of the state of the housing market in Queenstown, it is proposed to continue with the project and utilise the SPP to enable the most efficient outcome on this land without lengthy appeals processes.

The SPP is the appropriate planning tool to progress the Proposed Plan Variation for the following reasons:

- The land has been earmarked for significant urban growth;
- The need to lock in the desired planning outcomes quickly; and
- The high level of engagement with stakeholders.

These are discussed in more detail below.

3.1 The land is within an identified location for significant urban growth

As addressed in 1.2 and 2.1 above, the land has been earmarked as an area for urban growth since it was identified and included in the Council's Lead Policy under HAASHA. The inclusion of this land in the Lead Policy was subject to public consultation from 26 June to 26 July 2017 and confirmed by Council in October of 2017. This work has been advanced by the more recent Te Pūtahi Ladies Mile Masterplan project, which was subject to further public consultation and testing throughout its development, particularly in relation to residential density and traffic implications.

The Queenstown Spatial Plan, being developed in partnership between the Council and the Government, has also identified this land as an area for future development (the "eastern corridor"). The work undertaken

in preparing this Spatial Plan included targeted community engagement in 2019 and 2020 and public consultation undertaken in March and April 2021 and subsequently adopted in July 2021.

3.2 The need to lock in desired planning outcomes quickly

Significant work has been undertaken in developing the Te Pūtahi Ladies Mile Masterplan, including responding to the land and locational requirements of a wide range of competing future land uses. The Proposed Plan Variation has been prepared to give effect to the Masterplan and using the SPP would ensure that the integrity and alignment promoted through the Masterplan approach is delivered quickly and the land is unlocked for higher density residential development. Given the fragmented ownership of the land involved, a first schedule process would likely take a number of years and the community would not benefit from the higher density housing options when they need them.

This is particularly important in relation to a number of key issues, including:

- Landowners are looking at all available mechanisms to develop their land, and as discussed at section 2.2(b), there is a risk that landowners will choose to give effect to the existing zoning, foreclosing the ability for the land to be developed for urban development in a comprehensive and cohesive way as intended by the Proposed Plan Variation. This is demonstrated by the land within the focus area, already currently subject to three fast track application under the COVID-19 Recovery (Fast-track Consenting) Act 2020, as well as several resource consents (refer to Part VII: 'Other matters' below for details).
- The effects of development on the operation of State Highway 6 and the development of Te Pūtahi Ladies Mile needs to be managed in a way that minimises effects on the safe operation of the transportation network while promoting a mode shift to active and public modes and reducing trips west across the Shotover Bridge. Key pieces to this puzzle, such as the inclusion of education facilities, commercial opportunities, and informal and formal recreation spaces, would benefit by having the appropriate zoning and provisions in place quickly.
- The delivery of more affordable housing for the community is an important driver for the Council in proceeding with vigour on the Masterplan, the Proposed Plan Variation, and the SPP.
- Successful implementation of the Masterplan outcomes requires a holistic approach. Removing the opportunity for appeals will ensure that good planning outcomes are achieved through the proposed public notification and a single hearing process.

The significant engagement and consultation undertaken has provided clarity on the key issues associated with a shift to urban development in this area. The process proposed (at Part IV below) is proportionate to the complexity and significance of these issues, and the use of the SPP is appropriate.

3.3 The level of engagement with stakeholders

The Te Pūtahi Ladies Mile Masterplan and Proposed Plan Variation have been subject to targeted engagement including meetings with key stakeholders, the provision of material on Council's website, public open day sessions, a non-statutory public consultation submission period, and coverage by local and

regional news establishments. The open day sessions were supported by an online survey, which attracted over 200 responses, and that were used to inform and refine the Masterplan. The public open day sessions were complemented by a longer public consultation period followed in April-May 2021. This also included a Community Information Session held during the consultation period.

During the development of the Masterplan, the Council identified through its online material and at its public open day sessions that it was intending using the SPP. This intention was also directly communicated to key stakeholders during the numerous meetings with these parties. A draft version of the Proposed Plan Variation was included in the consultation package in April-May 2021, and 78 responses on the draft variation via the online survey, with additional feedback received via email.

Summaries of the feedback received via the public consultation in November 2020 and April-May 2021 are included in **Appendix C**.

The majority of feedback received on the draft Masterplan in 2021 was in opposition to the development of this area for urban purposes, due to the potential impacts on the functioning of State Highway 6. As a result of the feedback received, the Council resolved in July 2021 that further work was to be undertaken on the planning provisions and other methods to include a staged zoning approach that restricts development until the necessary transport interventions are confirmed²³.

The Council's view is that development in accordance with the Masterplan will lead to better outcomes in terms of the management of potential traffic congestion, than allowing sporadic low density development. Council recognises that the area will be developed over time and that it is preferable for the masterplan to lead development and enable better outcomes as sporadic low-density development that will be unable to support public transport and the retail land uses proposed in the town centre that support mode shift.

Further targeted engagement was also undertaken with representatives of Wakatipu Way To Go to discuss the district wide transport interventions to be delivered by the Council, Waka Kotahi and the Otago Regional Council, and the planning methods available to ensure that urban development of the land was not undertaken until key transport infrastructural works that enable and support mode shift are in place.

At its meeting in October 2021²⁴, the Council considered amended Proposed Plan Variation provisions relating to transport matters and a Planning and Transport Intervention Plan detailing the various workstreams that will manage traffic congestion on State Highway 6 at Te Pūtahi Ladies Mile. The Council adopted the Masterplan noting three matters (stormwater, locations of schools, and a further ecological plan) to be resolved and for the final draft planning provisions to ensure delivery of the Masterplan including two additional considerations (restrictions on Residential Visitor Accommodation and management of domestic cats).

Following this resolution, further engagement with landowners was undertaken in relation to stormwater management and amended planning provisions.

Council has engaged with its iwi partners throughout the development of the Te Pūtahi Ladies Mile Masterplan and Proposed Plan Variation who gifted a Values Framework that was then incorporated into the design of the Masterplan²⁵. The importance of iwi's role has been recognised in the project's governance structure (**Figure 4**). Iwi involvement has included representatives from Aukaha and Te Ao

²³ QLDC Meeting of Council 29 July 2021 Agenda Item 3 ([link](#)) and minutes ([link](#))

²⁴ QLDC Meeting of Council 28 October 2021 Agenda Item 2 ([link](#)) and minutes ([link](#))

²⁵ Refer to Appendix D – Section 32 Analysis page 9

Marama being on the Project Working Group, providing input into the Masterplan, and reviewing and input into the Proposed Plan Variation.

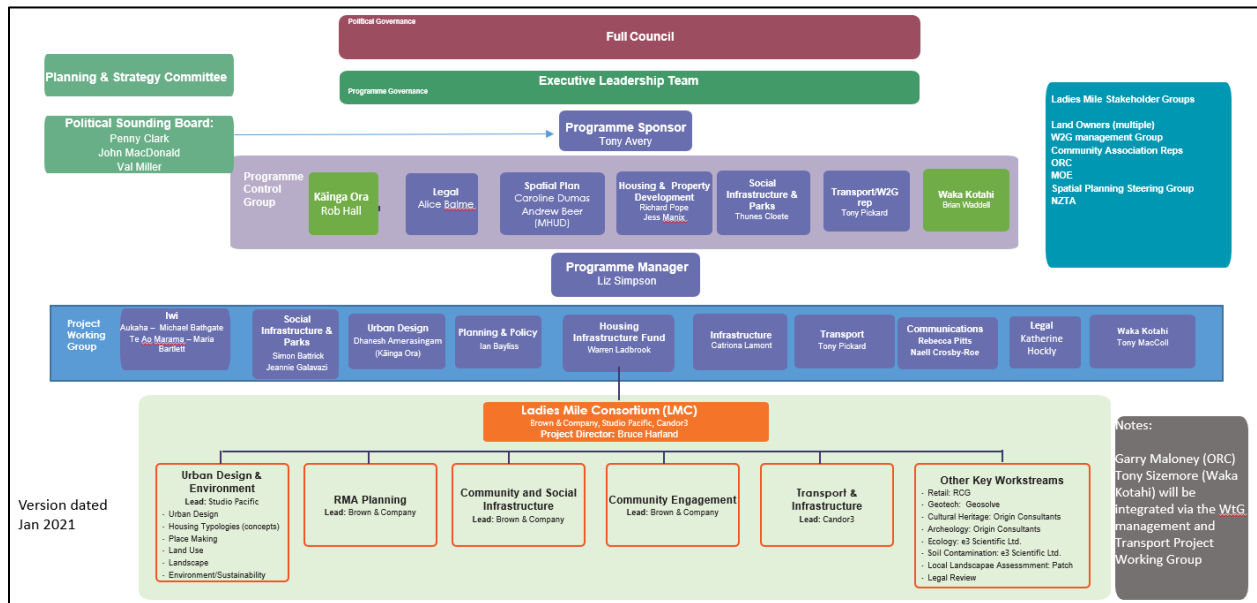


Figure 4: Te Pūhahi Ladies Mile Governance Structure Diagram

Overall, the Council’s intent to pro-actively plan for the Te Pūhahi Ladies Mile area has been extensively signalled and debated publicly. While there remain concerns for some in relation to the proposed development of the area and the management of the traffic congestion, it is also evident that the area will be developed over time.

This is acknowledged in some of the more recent comments from adjacent landowners²⁶ provided to the EPA on the Flints Park Fast Track Proposal. With the majority of comments accepting that Queenstown will grow, and that a coordinated Master planned approach is preferable to ad-hoc development or development that includes no consultation provisions.

There has been a significant amount of stakeholder engagement and public consultation undertaken during the development of the Masterplan and Proposed Plan Variation, and the proposed process (detailed below) recognises the importance of the future development of the Te Pūhahi Ladies Mile to the community.

And so, whilst the streamlined planning process does not include appeal rights, Council proposes to retain most steps under the standard first schedule process, including that it be publicly notified with submitters having the opportunity to be heard by a panel of independent commissions with appropriate experience in urban development matters.

²⁶ https://www.epa.govt.nz/assets/Uploads/Documents/Fast-track-consenting/Flints-Park/invitations-to-comment-11Oct-Threepwood-Farm-Residents-Association-FTC49-Comments-received_Redacted.pdf; and https://www.epa.govt.nz/assets/Uploads/Documents/Fast-track-consenting/Flints-Park/invitations-to-comment-12Oct-Ladies-Mile-Pet-Lodge-FTC49-Comments-received_Redacted.pdf

Please explain how the application and proposed process relates to the purpose of the SPP set out in section 80B(1) of the RMA. Explain how this application will achieve an expeditious planning process, proportionate to the complexity and significance of the planning issues being considered.

The proposed process described below at Part IV provides an expeditious planning process that is proportionate to the complexity and significance of the planning issues being considered in this case.

The planning issues the Council is facing at Te Pūtahi Ladies Mile identified above at section 1.2 (accommodating population growth and housing affordability, delivering a safe and efficient functioning of the transportation network and ensuring efficient use of land under the District Plan) are relatively complex and significant. The planning issues require the input from a large number of experts to assess and propose comprehensive solutions. The Proposed Plan Variation signals a substantial change in the character and intensity of land use at Te Pūtahi Ladies Mile. The Proposed Plan Variation also incorporates a number of bespoke planning provisions for Te Pūtahi Ladies Mile, including a Structure Plan, new zones and zone-specific precincts.

However, the proposed process described below at Part IV is commensurate to the planning issues being considered. Given the scale of change proposed in the Proposed Plan Variation, the proposed process recognises the need to provide the community and stakeholders with an opportunity to be heard. The proposed process provides for full public notification of the Proposed Plan Variation to ensure the public, including interested parties and stakeholders, have the opportunity to participate in the process. This provides a further opportunity for community and stakeholder involvement in addressing the planning issues at Te Pūtahi Ladies Mile in addition to large amount of work and community and stakeholder already undertaken on developing the Masterplan and Proposed Plan Variation over the last several years. There will also be a hearing in front of Independent Hearing Panel to hear submissions. It is proposed that the Independent Hearing Panel be chaired by someone with experience in the Environment Court of the exercise of control over the manner of questioning and cross-examination of any party or witness. This will enable a robust testing of the Proposed Plan Variation to ensure it adequately addresses the planning issues.

Overall, the process proposed below will:

- (a) Ensure efficient use of land to provide for residential housing capacity in a meaningful way while properly managing potential adverse effects on the environment;
- (b) Provide certainty to Council, landowners, iwi, the community and other stakeholders; and
- (c) Enable interested parties to present their views to an independent hearings panel for consideration.

Part IV: Description of the proposed process

Please provide details of the process you will use, and the time frames proposed for the steps in that process. The proposed process must include the following minimum steps in red. If required, you may add additional steps before, in between, or after these mandatory steps:

Procedural Requirement	Description	Timeframes
<p>1. Consultation with affected parties on the proposed planning instrument, including any applicable Crown Agency and iwi authorities (if not already done)</p>	<p>Extensive engagement and consultation on the Masterplan and Proposed Plan Variation has been undertaken over the last two years, including consultation in accordance with clause 1A-3A of the Schedule 1 of the RMA and public feedback on drafts.</p>	<p>Consultation has largely been completed subject to any feedback on the Proposed Plan Variation from the Minister for Environment.</p>
<p>2. Public notification of the proposed planning instrument in accordance with clause 5 (other than clause 5(3)), or limited notification under clause 5A.</p>	<p>Publicly notify the Proposed Plan Variation for written submissions in accordance with clause 5 of Schedule 1 of the RMA. A period of 30 working days for submissions must be specified in the public notice.</p>	<p>No more than 30 working days of the Minister's Direction being gazetted. This time is necessary to allow for administrative requirements for notification.</p>
<p>3. An opportunity for written submissions under clause 6 or 6A.</p>	<p>Period for submissions in accordance with Clause 6.</p>	<p>30 working days after the public notification date in Step 2.</p>
<p>4. Summary of submissions made publicly available</p>	<p>Summary of the submissions received under Step 3 will be made publicly available on the Council's website so the submissions can be easily referred to by the public, s42A officers and hearing panel at the hearing.</p>	<p>No more than 30 working days after the close of the public submission period (Step 3). This time is necessary to allow for a potentially large number of submissions.</p>
<p>5. Public hearing before an independent hearings panel</p>	<p>A public hearing under Clause 8B (to the extent applicable) will be held, with the length to be determined by the number of submissions received and outcome of expert conferencing. The hearings panel may permit cross-examination.</p>	<p>Step 5 to commence no later than 85 working days after the close of submissions in Step 3. This time is considered necessary to allow for the administration and logistics associated with a potentially large number of submissions, such as:</p> <ul style="list-style-type: none"> • Commissioner availability • Section 42A report preparation (including underlying expert reports) • Any timetable steps that the hearing commissioners may require (i.e. exchange of expert evidence from the submitters, and any rebuttal evidence.)
<p>6. The preparation of reports and documents required by clause 83(1)(a) to (g)</p>	<p>The hearings panel shall prepare a draft report to the Minister for the Environment detailing how submissions have been considered and recommended changes (if any)</p>	<p>Steps 6 and 7 to be completed no later than 50 working days after completion of the public hearing in Step 5.</p>

Procedural Requirement	Description	Timeframes
	as a result of submission, including a section 32AA report if required.	
7. Notification of draft reports and documents required by clause 83(1)(a) to (g) to Council and submitters for feedback	The draft report is to be notified to the Council and submitters to enable comments, limited to correction of minor or technical errors or omissions only. Comments cannot be made on the hearings panel's recommendation, or reasons for the recommendation.	The feedback in Step 7 to be received no later than 5 working days following the notification of the draft report.
8. Submit to the Minister for the Environment the reports and documents required by clause 83(1) (a) to (g).	The hearings panel shall submit the final report to the Minister for the Environment detailing how submissions have been considered and recommended changes (if any) as a result of submission, including a section 32AA report if required.	To be submitted to the Minister no later than 10 working days after the completion of Steps 6 and 7.
The total time period within which the Streamlined Planning Process must be completed:		Steps 2-8 to be completed no later than 240 working days after the Ministerial Direction takes effect

4.1 Other additional procedural steps

Please provide a justification for each additional procedural step and the proposed timeframe. Please provide a summary in the table above. Any further details can also be provided below.

The process proposed by Council using the SPP recognises the scale of change proposed in the Proposed Plan Variation and the need to provide the community and stakeholders an opportunity to be heard, and therefore proposed to retain all steps except for further submissions as required under a Schedule 1 process.

Public Notification

The Council recommends that full public notification, rather than limited notification, is undertaken for the Proposed Plan Variation, to ensure the public, including interested parties and stakeholders, have the opportunity to participate in the process.

Further Submissions (removed)

The Council recommends that a further submission period is not included. Significant stakeholder engagement and public consultation has been undertaken prior to this application being made to ensure the key issues are known.

Independent Hearings Panel

The Council recommends that an independent hearings panel be appointed to run the hearings process and prepare the report for the Minister's consideration. It is proposed that the panel be comprised of at least three commissioners, with the following skills:

- Member(s) with knowledge, skills or experience in either: urban design, strategic and urban growth planning, or resource management planning; and
- A Chair with experience in the Environment Court of the exercise of control over the manner of questioning and cross-examination of any party or witness.

In addition to the above, during the 30 June 2022 Council meeting that resulted in the adoption of the masterplan and plan provisions, Council considered there would be merit in appointing a Panel with expertise in freshwater planning, including giving effect to Te Mana o te Wai, stormwater planning and transport / traffic engineering.

Hearing

A hearing is proposed to allow full public participation in the Proposed Plan Variation. The time required for a hearing will depend on the extent of submissions received.

Reporting Requirements

It is proposed that the Council shall provide a written report to the Ministry for the Environment within 10 working days of the completion of the time period for making submissions (Step 3). The report shall demonstrate compliance with the preceding steps and identify any issues that may have arisen which may affect the Council's ability to comply with the remainder of the Direction.

4.2 Statement of Expectations

While not a requirement for lodging the application, the Council has considered whether the inclusion of measurable outcomes in the form of a draft Statement of Expectations would assist the SPP process, and suggests the following could be considered by the Minister:

- (a) The Proposed Plan Variation contributes to providing sufficient opportunities for the development of housing land to meet demand, and which will provide choices to meet the needs of people and communities and future generations for a range of housing typologies not otherwise provided for elsewhere in the District;
- (b) The Proposed Plan Variation ensures that future development will be undertaken in a manner which recognises the limitations of the existing transport network in this location;
- (c) The Council will continue to engage with Aukaha (on behalf of Te Rūnanga o Moeraki, Kāti Huirapa Rūnaka ki Puketeraki, Te Rūnanga o Ōtākou and Hokonui Rūnanga) and Te Ao Mārama Incorporated (on behalf of Te Rūnanga o Awarua, Te Rūnanga o Oraka-Aparima and Te Rūnaka o Waihopai) and Waka Kotahi throughout the streamlined planning process;
- (d) The Council will place on a publicly accessible website the dates and anticipated timeframes for the process steps (with updates as necessary) and make available all submissions received no later than 30 working days after the submission period closes.

Part V: Consultation and affected parties on the proposed planning instrument

Your application must include:

- the persons you consider likely to be affected by the proposed planning instrument, and the reasons why
- a summary of any consultation done, or intended to be done, including consultation with iwi authorities, under clauses 1A to 3C of Schedule 1 Part 1 of the RMA
- demonstration the local authority has complied with (or intends to comply with) clause 3(1) during the preparation of the proposed planning instrument.

5.1 Persons affected by the Proposed Plan Variation

Council has identified as affected persons the Queenstown community in general and the key stakeholders in the table below. The Proposed Plan Variation would enable significant residential and commercial development in a sensitive receiving environment. The key stakeholders are statutory authorities, or groups with particular interests in the protection of the District's natural environment.

Stakeholder	Consultation / engagement undertaken
Waka Kotahi NZTA / Wakatipu Way to Go	Meetings, information (modelling, draft reports, draft plans), workshops.
Aukaha (Iwi)	Meetings, information sharing
Te Ao Marama Incorporated (Iwi)	Meetings, information sharing
Ministry of Education	Meetings, information sharing
Ministry for the Environment	Meeting and correspondence on SPP process
Landowners	Meetings, site visits, information sharing, workshops.
Otago Regional Council	Meetings
Friends of Lake Hayes	Meetings
Lake Hayes Estate and Shotover Country Community Association	Meetings, public consultation events
Mana Tāhuna	Not previously consulted with but have been noted as an interested party

Further details on the extensive engagement with the Queenstown community and stakeholders undertaken is provided in [Appendix C](#).

5.2 Summary of consultation undertaken in accordance with clauses 1A to 3C of Schedule 1 of the RMA

Consultation regarding the Proposed Plan Variation has been undertaken in accordance with Schedule 1, clauses 1A-3C of the RMA and has largely been completed subject to any feedback from the Minister for the Environment.

As outlined above under section 3.3, the Council's approach to the joint Te Pūtahi Ladies Mile Masterplan and associated Proposed Plan Variation has meant that a significant amount of engagement and consultation was undertaken early in the process on the Te Pūtahi Ladies Mile Masterplan, as this plan was the primary tool for the locational testing of future land uses. Early involvement has meant that stakeholders have had an opportunity to influence the Te Pūtahi Ladies Mile Masterplan, which in turn has directed the development of the Proposed Plan Variation.

Consultation on the Proposed Plan Variation has been undertaken with the following entities required clause 3(1) schedule 1 of the RMA:

- (a) The Minister for the Environment (see further comments below on current consultation with the Minister);
- (b) Other Ministers who may be affected (Minister of Education);
- (c) Local authorities who may be affected (Otago Regional Council); and
- (d) Tangata whenua of the area who may be so affected through iwi authorities (Aukaha, Te Ao Marama Incorporated).

In addition, consultation on the Proposed Plan Variation has also been undertaken with the community and a number of other stakeholders, including those listed above, under clause 3(2), Schedule 1 of the RMA. This feedback with the community and stakeholders is provided in **Appendix C**.

A summary of this consultation and feedback is also provided below:

Consultation with Ministries and local authorities

Minister for the Environment

The Ministry has been provided with a copy of the Proposed Plan Variation as per the consultation requirements of clause 3 of Schedule 1 of the RMA on 9 September 2022. The Council is yet to receive any feedback from Ministry officials but is more than happy to arrange meetings with Ministry officials to discuss the Proposed Plan Variation provisions.

Engagement undertaken with Ministry staff regarding the potential use of a Streamlined Planning Process for the variation was held in 2020 and 2021. Any feedback received from the Ministry did not directly relate to proposal.

Minister of Education

The Ministry has been consulted with through the development of the Masterplan and has reviewed draft versions of the planning provisions as they relate to Education Activities. It provided feedback during the consultation process in April/May 2021.

The Ministry supports the location of the primary school as indicated on the Masterplan. It does not support the location of the high school as shown on the Masterplan, with its preferred site being on the south side of State Highway 6 (SH6) at the Council-owned property of No. 516. However, as Council was not supportive of either selling or co-location of No. 516 Ladies Mile, the Ministry is in discussions with landowners on the south side of SH6

The Ministry is supportive of the planning provisions (policy direction to enable, Restricted Discretionary activity status) for Education Activities within the Te Pūtahi Ladies Mile Zone.

Otago Regional Council

The Regional Council did not provide feedback at the non-statutory consultation process held in April/May 2021. Early consultation with policy staff on the development of this area for urban purposes was supported, with the recommendation that greater density was preferable, to ensure efficient use of the land and to safeguard other rural areas from development. The Regional Council was involved in the development of the Spatial Plan, which identified this land as part of the priority development area in the eastern corridor.

The Regional Council was also represented on Way To Go²⁷, and their staff were involved in going discussions regarding the implications of the Masterplanning process on the State Highway, particularly as it related to the public transport network, including bus level of service and routes.

Stakeholder engagement

The development of the Masterplan and associated planning provisions was governed by both a Project Control Group (**PCG**) and a Project Working Group (**PWG**) which consisted of representatives from the following groups:

- The project team;
- Kainga Ora;
- Waka Kotahi (NZTA);
- Te Ao Marama;
- Aukaha;
- Council departments including Property and Infrastructure (Parks and Reserves, Infrastructure, Transport, and Community Services), Corporate Services, and Planning and Development.

The PWG met fortnightly (and PCG monthly) during the development of the Masterplan and the Proposed Plan Variation provisions to give input and to discuss feedback received from other stakeholders.

Following the establishment of the Masterplan project in August 2020, initial meetings were held with all landowners (or their representatives) within the focus area to introduce the project and understand their

²⁷ Way to Go is a partnership between Council, Waka Kotahi and Otago Regional Council to improve the transport network in the Wakatipu area

aspirations with regards to their land. Following the revision and reduction of the focus area, engagement continued with those remaining landowners affected.

The following key feedback was received from stakeholders (summarised) during development of the proposal:

Landowners within the proposed zone

Landowners were consulted through the development of the Masterplan and varied in their responses (received through verbal feedback via meetings and also through the public consultation periods). Overall, most landowners are open to urban development in this area, although the manner (particularly density) and the nature of the development (particularly the location of key elements such as schools and parks) as they relate to specific sites are not supported by some landowners.

One centrally located landowner does not support urban development in this location and has concerns about how future development on neighbouring properties will affect them and their business.

With regards to feedback on the draft Proposed Plan Variation provisions in the consultation period of April 2021, some landowners were not supportive of strict density requirements (as being too high or too inflexible) and requirements to consult with adjoining landowners.

Further landowner engagement took place over December 2021 and January 2022 with a revised set of draft Proposed Plan Variation provisions. Feedback received via this engagement was primarily in relation to density of development, setbacks from the State Highway, and site-specific provisions.

Waka Kotahi

Waka Kotahi is generally supportive of the aims of the Masterplan/ Proposed Plan Variation in relation to effects on State Highway 6 subject to meeting mode shift targets. Matters of interest raised by Waka Kotahi included development of the proposed intersections, crossings of the State Highway, and traffic generation on State Highway 6.

Way To Go

The project team met regularly with Way To Go representatives during the development of the Masterplan/ Proposed Plan Variation. Way To Go is generally supportive of the urbanisation of this land subject to meeting mode shift targets.

Kainga Ora

Kainga Ora representatives have been involved in the Masterplan process as a member of the Project Working Group. They also gave specific feedback on the draft Proposed Plan Variation provisions relating to design matters (particularly standards for residential buildings) of which they were generally supportive but noted some standards which they considered to be superfluous.

Community engagement

An overview of the community consultation is set out in Section 2.2 of the Section 32 Report. To summarise:

From August to November 2020, consultation with affected landowners and stakeholders was undertaken to inform the development of a number of draft Masterplan options. Over four days in November 2020, three options were made available to the public for their input via an online survey and through two public open day sessions. The two public open day sessions provided information on the proposed process including that Council was considering a Streamlined Planning Process²⁸

The feedback received from this initial round of consultation identified traffic congestion as one of the main concerns of the community²⁹.

In May 2021, Council released a draft Masterplan, draft Transport Strategy and accompanying draft Proposed Plan Variation for non-statutory public consultation. The consultation period ran for 20 working days. Two online surveys (one for the draft Masterplan and one for the draft planning provisions) were the primary method for collecting feedback, however feedback via email was also received.

A community information session was held at Shotover Primary School on 5 May 2021 (during the 20-working day non-statutory feedback period) and included a half hour presentation of the key moves of the draft Masterplan and planning provisions, with attendees then breaking into smaller groups to consider the Masterplan by topic. The meeting was attended by approximately 110 members of the public. Questions were answered in a formal question-and-answer session, with attendees directed to the online surveys to submit their feedback.

Detailed summaries of the feedback received in April 2021 consultation period are available online³⁰. Engagement was also undertaken with members of the project team and the Lake Hayes Estate and Shotover Country Community Association (LHESCCA) as a representative of their members of the adjoining communities of Lake Hayes Estate and Shotover Country. The key feedback from LHESCCA was that effects on traffic congestion are the main concern with residents.

Overall, the majority of feedback received in the April 2021 period was in opposition to the draft Masterplan, with concern focused on whether development was appropriate in this location and the impacts on traffic congestion in the area. Positive outcomes identified included the provision of additional facilities and open spaces.

The feedback on the draft planning provisions raised general concerns regarding the lack of flexibility in a number of key provisions and the impact that these may have on development outcomes.

Further details on the extensive engagement with stakeholders undertaken is provided in **Appendix C**.

Consultation with iwi authorities

Clause 3(1)(d) of Schedule 1 of the RMA sets out the requirements for local authorities to consult with iwi authorities during the preparation of a proposed plan. Clause 4A requires the Council to provide a copy of a draft proposed plan to iwi authorities consulted, prior to notification, and have particular regard to any advice received. Clause 1A(2) of Schedule 1 of the RMA requires local authorities to consult any relevant iwi authorities about a proposed plan in accordance with any Mana Whakahono e Rohe.

²⁸ <https://www.qldc.govt.nz/media/1onk5a13/streamlined-planning-process.pdf>

²⁹ Ladies Mile Te Pūtahi Community Engagement Summary Report dated 18 December 2020 ([link](#))

³⁰ Masterplan feedback ([online form](#) and [email](#)) and planning provisions feedback ([online form](#) and [email](#))

There are currently no Mana Whakahono ā Rohe arrangements in place and so clause 1A(2) of Schedule 1 is not applicable.

Iwi representatives from Aukaha and Te Ao Marama Inc. have been closely involved in the development of the Masterplan and the Proposed Plan Variation³¹. As noted above, representatives were members of the Project Working Group established by the Council to facilitate input from key stakeholders. This group meet fortnightly during the development of the Masterplan/Plan Provisions to give input and to discuss feedback received.

The iwi representatives provided the values framework of importance to rūnaka to be incorporated into the design of the Masterplan, which were in turn based on values provided in relation to both the development of the Spatial Plan and those used by the Ministry of Education. These are set out in the Section 32 Report - Figure 1 Values Framework gifted by iwi and incorporated into the design of the Masterplan.

The key resource management issue for iwi for the development of this land for urban purposes is stormwater management. Discharge to awa is to be avoided, and high levels of treatment and attenuation of stormwater are important to protect the mauri of the awa.

The key method for responding to the above values in the planning provisions has been through the Structure Plan and associated Proposed Plan Variation provisions. In addition, in direct response to feedback received on the draft Proposed Plan Variation provisions, the following have been included:

- (a) The key values, including whanaukataka and haere whakamua, have been incorporated into the Zone's purpose statement;
- (b) Additions to assessment matters indicating a preference for indigenous species from the ecological district to be utilised in landscaping; and
- (c) The incorporation of a new policy in Chapter 4 (Policy 4.2.2.22) addressing the values established through the plan-making process.

The full details of statutory consultation with iwi in relation to the development of the masterplan and plan provision has occurred is included in **Appendix C**. Also included is confirmation of consultation with iwi in respect of the use of the Streamlined Planning Process in lieu of the Standard Schedule 1 in **Appendix E(i)(ii)(iii)**. To summarise, Otago Rūnaka members are of the view that, while it is not their usual preference to waive appeal rights, they do not oppose the use of a Streamlined Planning Process for Te Pūtahi Ladies Mile under the current circumstances. The response also outlines particular concerns in respect of:

- (a) Appropriate stormwater management;
- (b) the collaborative work to date, with concerns that the lodged Fast Track applications could undermine the masterplan; and
- (c) Blue-Green network aspirations signalled by QLDCs Spatial plan to be given effect to by the masterplan and plan provisions

³¹ Note that in addition to direct consultation on the plan variation, Kai Tahu is also a member of the Wahiora Grow Well Partnership, which developed the Queenstown Lakes Spatial Plan. The Spatial Plan identifies the land subject to this plan variation as being within the Eastern Corridor Priority Development Area (Ladies Mile).

Part VI: Implications of the proposal for any relevant iwi participation legislation

Your application must state the implications of using this new process for any relevant iwi participation legislation or Mana Whakahono ā Rohe: iwi participation arrangement entered into under subpart 2 of Part 5 of the RMA.

It is important for the local authority to identify in this application form all relevant agreements in place with iwi or hapū, as this will:

1. enable the local authority explain how each of these relate to participation in the RMA plan making process, and identify any implications they may have on those agreements, and
2. inform the Minister of all the relevant iwi participation legislation and agreements in place.

A local authority may have entered into a Mana Whakahono ā Rohe, Deed of Settlement or other agreement with iwi which requires consultation, before making a plan change. If this is the case, the local authority will need to demonstrate it has consulted with iwi before making a request.

The Ngāi Tahu Claims Settlement Act 1998 (the Claims Settlement Act) gives effect to the Deed of Settlement signed by the Crown and Te Rūnanga o Ngāi Tahu on 21 November 1997 to achieve a final settlement of Ngāi Tahu's historical claims against the Crown. Statutory Acknowledgments recognise Ngāi Tahu's mana in relation to a range of sites and areas in the South Island and provide for this to be reflected in the management of those areas.

Within the Queenstown Lakes District the Claims Settlement Act identifies the following statutory areas:

- Lake Hāwea
- Lake Wanaka
- Whakatipu-wai-māori (Lake Wakatipu)
- Mata-au (Clutha River)
- Pikirakatahi (Mount Earnslaw)
- Tititea (Mount Aspiring)

None of the identified statutory acknowledgement areas are affected by the Proposed Plan Variation. Of the nine nohoanga located within the District, the closest to the affected land is Tuckers Beach (Shotover River). It will not be affected by the Proposed Plan Variation.

Council engages with Te Rūnanga o Ngāi Tahu, being the iwi authority in the Queenstown Lakes District. Aukaha (on behalf of Te Rūnanga o Moeraki, Kāti Huirapa Rūnaka ki Puketeraki, Te Rūnanga o Ōtākou and Hokonui Rūnanga) and Te Ao Mārama Incorporated (on behalf of Te Rūnanga o Awarua, Te Rūnanga o Oraka-Aparima and Te Rūnaka o Waihopai) have been consulted during the development of the Te Pūtahi Ladies Mile Masterplan and Proposed Plan Variation.

Input from these bodies includes the gifting by rūnanga of the name "Te Pūtahi" (there are no known traditional names for the site), which is a descriptive name meaning confluence or intersection, and is also used to mean meeting place or centre. Non-statutory engagement has included meetings (including the inclusion of iwi representation on the Project Working Group), the provision of information, and the

opportunity to review and provide feedback on the Te Pūtahi Ladies Mile Masterplan and Proposed Plan Variation.

There are currently no Mana Whakahono ā Rohe arrangements in place.

The relevant Treaty settlement (including statutory acknowledgement) have been addressed above and engagement with the relevant Treaty partners has occurred prior to the application for SPP being made.

Part VII: Other matters

Infrastructure constraints relating to Te Pūtahi Ladies Mile area

In the short term, there is limited infrastructure capacity within the Te Pūtahi Ladies Mile, over the medium term (2028/2029), capacity upgrades for water and wastewater have been identified within the Long-Term Plan. This funding related to estimates completed back in 2017/2018 for the Housing Infrastructure Fund (HIF) based on an additional 1100 houses within the area.

Given that the masterplan doubles the number of dwelling units (2400), these initial HIF estimates are outdated and insufficient. In order to determine the infrastructure requirements of Te Pūtahi Ladies Mile, Council has recently begun work on an establishment report to assess the capacity requirements of Te Pūtahi Ladies Mile, including the wider catchment area of Frankton and the Southern Corridor. This work is anticipated to take 18 months, but information will be released through the process.

Outstanding PDP appeals relating to Te Pūtahi Ladies Mile area

There are a number of outstanding PDP Stage 2 appeals within the Masterplan area, which may be resolved by the Proposed Plan Variation provisions:

Appellant Name	Appellant Number	Request	Comments and impact on Proposed Plan Variation
Henry M P	ENV-2019-CHC-047	The rezoning of part of the Appellant's property at Lower Shotover Road, as Rural Zone, Rural Lifestyle Zone, and Wakatipu Basin Rural Amenity Zone	The Appellant's land is outside of the land that is subject to the Proposed Plan Variation – so no impact, however Appellant may request this land to be included within the Proposed Plan Variation rezoning
Boyd D	ENV-2019-CHC-059	Appealing those parts of the decision that impose a 75 metre Building Restriction Area on the Boyd Land from the boundary with the Frankton-Ladies Mile Highway	The Structure Plan proposes a reduced Building Restriction Area of 25m. Therefore, the Proposed Plan Provisions may resolve this appeal
Tylden M	ENV-2019-CHC-069	Rezoning request for planning maps 13d, 30 and 30a be amended so that all of the Ladies Mile Land south of the ONF boundary is zoned Rural Lifestyle	The Zoning Plan proposes this area is zoned Medium Density Precinct. Therefore, the Proposed Plan Provisions will resolve this appeal.
GW Stalker Family Trust	ENV-2019-CHC-070	Rezoning request for planning maps 13d, 30 and 30a be amended so that all of the	The Zoning Plan proposes this area is zoned High Density Precinct. Therefore,

		Ladies Mile Land south of the ONF boundary is zoned Rural Lifestyle	the Proposed Plan Provisions will resolve this appeal.
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Other Ministers that may have an interest

In addition to the entities that have been consulted with and referred above under Part V, the Minister of Housing and the Minister of Economic and Regional Development is also likely to have an interest in the Proposed Plan Variation.

The reason for this interest is that the Te Pūtahi Ladies Mile Masterplan and Proposed Plan Variation gives effect to the strategic direction of the Queenstown Lakes Spatial Plan. Both the Spatial Plan and Masterplan have been developed through a collaborative partnership approach and were developed in tandem with each other. Each partner in the Grow Well Whaiora Partnership has committed to delivering the shared vision and strategic direction of Te Pūtahi Ladies Mile through both the Spatial Plan and Masterplan.

Given this strategic importance, the Te Pūtahi Ladies Mile taskforce has been set up as an interagency group that has been formed to help bring forward the delivery of the Te Pūtahi Ladies Mile Masterplan. The Te Pūtahi Ladies Mile taskforce to be made up of key personnel from each of the partners, members include:

- a) QLDC
- b) Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development
- c) Waka Kotahi
- d) Kāinga Ora – Homes and Communities
- e) Otago Regional Council
- f) Ministry of Education

The Te Pūtahi Ladies Mile Taskforce are accountable to the Partnership Steering Group, and ultimately the Partnership Governance Group. With the Partnership Governance Group including both the Minister of Housing and the Minister of Economic and Regional Development.

Current or implemented resource consents relating to the land

As addressed in Section 1.2.1 and Section 2.2, the land within the Te Pūtahi Ladies Mile focus area is subject to both a number of resource consents, as well as three fast track consents, in various stages of implementation or approvals, these are identified below.

The matter of concern here is that these consents may undermine the ability to achieve the Masterplan's objectives and avoid the Proposed Plan Variation provisions.

Type of Consent	Status	Application	Development	Comments and impact on masterplan
COVID-19 Recovery (Fast-track Consenting) Act 2020	Application lodged with the EPA – lodged and in progress	Flint's Park Ladies Mile	Housing development including a neighbourhood commercial centre and early childhood centre at 427 Frankton - Ladies Miles Highway.	This development will potentially comply with densities, block structure and road linkages. There are a number of concerns around not aligning with the Proposed Plan Variation provisions (such as standalone housing, visitor accommodation activities, not

Type of Consent	Status	Application	Development	Comments and impact on masterplan
				complying with the transportation infrastructure requirements and concerns around stormwater). These concerns will be noted when the EPA requests comments from the Council.
COVID-19 Recovery (Fast-track Consenting) Act 2020	Referred to the EPA – awaiting lodgement of application	Flint's Park West, Ladies Mile – Te Pūtahi	A development at 14, Lower Shotover Road, Lake Hayes, Queenstown, including housing, a primary school, and associated infrastructure.	This development will potentially comply with densities, block structure and road linkages. There are a number of concerns around not aligning with the Proposed Plan Variation provisions, which will be noted when the EPA requests comments from the Council.
COVID-19 Recovery (Fast-track Consenting) Act 2020	Referred to the EPA - awaiting lodgement of application	Glenpanel, Ladies Mile – Te Pūtahi	A development at 429 Frankton-Ladies Mile Highway, Lake Hayes, Queenstown. Urban development that is predominantly residential. May include a school with childcare centre or church, or retirement village.	This development will potentially comply with densities, block structure and road linkages. There are a number of concerns around not aligning with the Proposed Plan provisions, which will be noted when the EPA requests comments
Resource Consent	Approved – construction commenced	Koko Ridge	Subdivision for 26 residential lots, 1 access lot and 1 balance lot at 8 Layton Lane, Ladies mile	Resource Consent was lodged prior to the Masterplan. Proposed Plan Variation allows some additional density but is limited as the development is not in close proximity to public transport or the proposed local amenities
Resource Consent	Being processed	RM220624 - Shotover Country Limited	23 lots – 20 residential lots proposed	Compliance to be determined but some matters not aligning with the Proposed Plan Variation provisions.,
Resource Consent	Being processed	RM220154 – M & M Henry	Subdivision to create four additional lots by de-amalgamating lots held together under title reference 597019 at 14 lower Shotover road, Queenstown	Rationalisation of boundaries for the Flint's Park West Fast Track Consent, – pre-empting the Masterplan and Proposed Plan Variation. No issues from a Masterplan perspective, other than potential for increasing the number of landowners within the masterplan area

Type of Consent	Status	Application	Development	Comments and impact on masterplan
Resource Consent	Being processed	RM2200 - MARYHILL LIMITED	7 lot bulk title subdivision at Frankton-ladies mile state highway 6, Lake Hayes, Queenstown	Bulk title subdivision for the Glenpanel Fast Track Consent, – Likely to increase the number of landowners within the masterplan area.

Consideration of the National Policy Statement – Highly Productive Land

The National Policy Statement for Highly Productive Land (NPS-HPL) which came into force on 17 October 2022 seeks to ensure the availability of New Zealand’s most favourable soils for food and fibre production, now and for future generations

This is to be achieved through a nation-wide approach to the way highly productive land is managed under the Resource Management Act 1991 (RMA). The NPS-HPL will be implemented through resource consent decisions and through changes to the Otago Regional Policy Statement (RPS) and the QLDC Proposed District Plan (PDP) and Operative District Plan (ODP).

The NPS-HPL requires the Regional Council to amend the RPS to include maps of highly productive land within 3 years of the NPS-HPL coming into effect. When the RPS maps are operative, they are required to be included in the PDP and ODP³².

Clause 3.5(7) of the NPS-HPL sets out how the Council is to identify highly productive land, in the interim period before the RPS and PDP are amended with the necessary maps. Clause 3.5(7) of the NPS-HPL states the following:

Until a regional policy statement containing maps of highly productive land in the region is operative, each relevant territorial authority and consent authority must apply this National Policy Statement as if references to highly productive land were references to land that, at the commencement date:

(a) is

(i) zoned general rural or rural production; and

(ii) LUC³³ 1, 2, or 3 land; but

(b) is not:

(i) identified for future urban development; or

(ii) subject to a Council initiated, or an adopted, notified plan change to rezone it from general rural or rural production to urban or rural lifestyle.

Clause 1.3(1) includes the following definitions that are directly relevant to interpretation of clause 3.5(7):

³² The RPS maps are required to be included in district plans using s55(2) of the RMA. This means the Council must make the amendments to the PDP without using the usual Schedule 1 RMA submissions process.

³³ LUC is the acronym for Land Use Capability.

highly productive land means land that has been mapped in accordance with clause 3.4 and is included in an operative regional policy statement as required by clause 3.5 (but see clause 3.5(7) for what is treated as highly productive land before the maps are included in an operative regional policy statement and clause 3.5(6) for when land is rezoned and therefore ceases to be highly productive land)

identified for future urban development means:

- (a) identified in a published Future Development Strategy as land suitable for commencing urban development over the next 10 years; or
- (b) identified:
 - (i) in a strategic planning document as an area suitable for commencing urban development over the next 10 years; and
 - (ii) at a level of detail that makes the boundaries of the area identifiable in practice

strategic planning document means any non-statutory growth plan or strategy adopted by local authority resolution

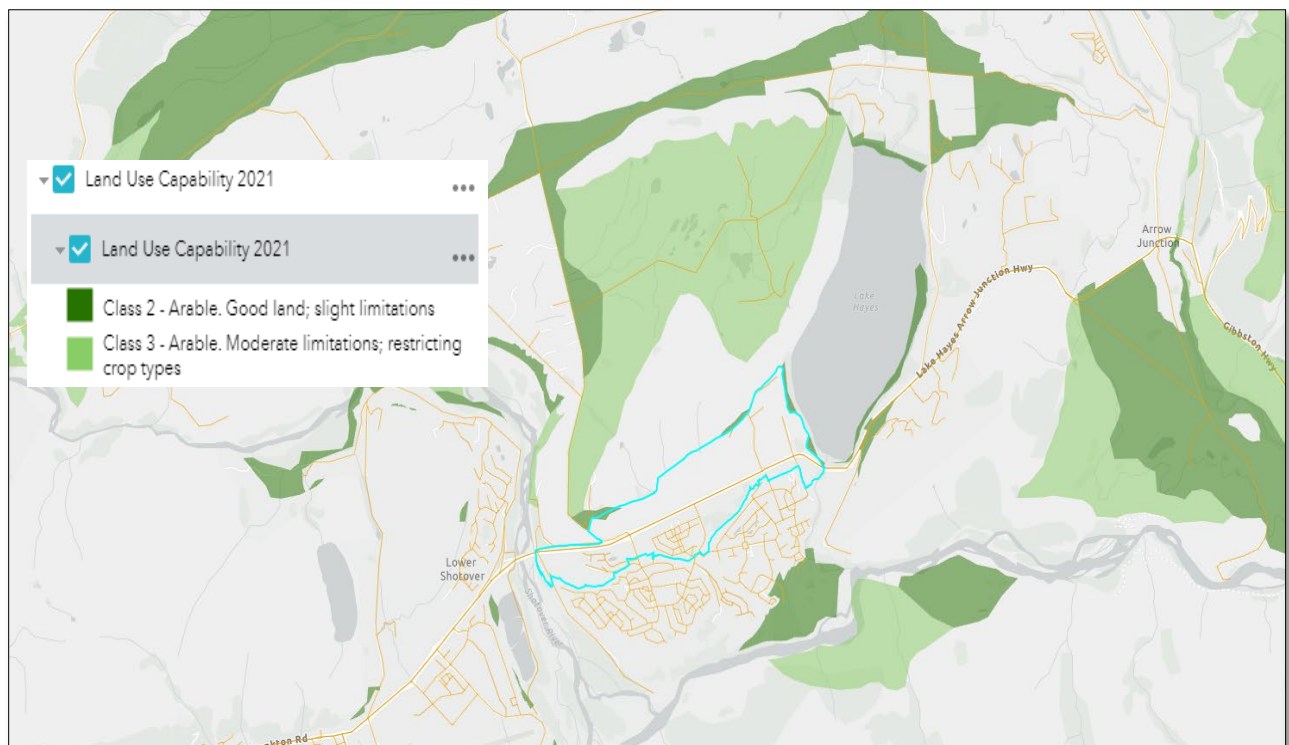


Figure 5: Wakatipu Basin LUC areas and location of Spatial Plan Eastern Corridor Priority Development Area identified by the blue line

The mapping identifying the Wakatipu Basin LUC areas in Figure 5 above, identifies that the Te Putahi Ladies Mile area has not been identified as being LUC 1, 2 or 3 land³⁴. The reasons for Te Putahi Ladies Mile being excluded is that the land is predominantly Rural Lifestyle, as opposed to Rural General or Rural Productive. And importantly, has been identified as a future urban development area (described as key Priority Development Areas) within QLDC's Spatial Plan (Strategic Planning Document), with urban development due to commence once the TPLM Proposed Plan Provisions are operative so well within the next ten years.

Consideration of the Resource Management (Enabling Housing Supply and Other Matters Act) and the Intensification Streamlined Planning Process

The Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 (RMA-EHS) seeks to enable a wider variety of housing across Aotearoa New Zealand's main urban areas through the Medium Density Residential Standards (MDRS) and the National Policy Statement on Urban Development (NPS-UD) intensification policies (Policy 5 for Tier 2 TAs).

In QLDC's submission on the 2021 Amendment Bill, QLDC outlined that the District faces unique challenges in housing affordability when compared to other New Zealand centres and that the Bill could disincentivise intensification by precluding minimum lot sizes and encouraging ad hoc approaches. Of particular concern is that the MDRS must be incorporated into every residential zone, this would undermine the work achieved through the Whaiora Grow Well Spatial Plan Partnership which has identified key growth areas and a joint investment infrastructure strategy.

To implement the MDRS, the RMA-EHS introduces the Intensification Streamlined Planning Process (ISPP) which enables intensification outcomes under the NPS-UD to be achieved earlier than using the Schedule 1 process and is based upon the RMA's Streamlined Planning Process.

The benefits offered by the MDRS appear to be the faster timeframes to becoming operative and providing a permitted activity consent pathway for developers as long as they meet a specific number of standards.

Council has considered whether the MDRS would be more suitable for Te Putahi Ladies Mile and found that the MDRS permitted activity standards are less able to deliver on the benefits and requirements envisaged by the TPLM Masterplan and Proposed Plan Provisions.

This is because the TPLM area is currently a rural zoned greenfield area, with location-specific resource management issues that are not able to be addressed by the MDRS. As such the TPLM provisions have been developed into a single Special Purpose Zone, rather than utilising the standard PDP residential zone provisions.³⁵ A number of the TPLM Plan Provisions are more enabling or have additional requirements when compared with the MDRS permitted standards, such as:

³⁴ LUC land is identified in green shading, either as Class 2 or Class 3, the Wakatipu basin has no Class 1 land

³⁵ Refer to the TPLM Section 32 Evaluation Report around the location-specific resource management issues relevant to the Te Putahi Ladies Mile area

- 1) Minimum and maximum densities of between 40-48 units in the TPLM Medium- Density Residential Precinct (**MDRP**) and 60-72 units in the TPLM High-Density Residential Precinct (**HDRP**) per hectare, as opposed to the setting of minimum lot sizes;
- 2) Buildings heights of between 13m and 24.5m, which is more than the 11m permitted by the MDRS, then developers would be unlikely to benefit from the permitted activity standards of the MDRS;
- 3) The HDRP has 70% building coverage compared to the MDRS 50% (45% for the MDRP); and
- 4) Requirement for more outlook space, building separation and larger setbacks to offset the denser nature of the development, to ensure high levels of residential amenity (relevant to the densities required).

One of the key benefits of this approach, is that the lack of minimum lot sizes and the minimum density requirements (combined with the ability to go up to 20% higher) provides maximum flexibility for development to respond creatively to the density requirements, enabling building parameters to be taken into account, consistent with the national direction provided for in the NPS-UD.

The setting of the higher TPLM density and height provisions when compared to the PDP residential zones and the MDRS, has been to ensure that intensification of the area is able to reach a critical mass of population to enhance the viability of public transport and social infrastructure needed to enable transport modal shift and reduce impact on the efficiency of the transport network. The setting of the maximum densities was in recognition of the constraints arising from the capacity of the state highway which has been one of the four key resource management issue for the area³⁶.

In addition, there are a number of proposed 'transport Infrastructure works', such as the provision of bus stops, new intersections and active travel networks that provide much needed integration to the existing neighbourhoods on the southern side of SH6. The proposed approach would directly support the creation of a well-functioning urban environment and reductions in greenhouse gas emissions, consistent with NPS-UD Objectives 1 & 8 and Policy 1 in particular. The use of permitted activity standards would seriously undermine the ability to achieve these outcomes which are essential for enabling people and communities to provide for their social, economic and cultural well-being and for their health and safety.

In respect of the ISPP, consistent with our submission on the 2021 Amendment Bill, and noting that as this process can only be used once, it would require Council to be ready to progress its plan variation on Policy 5 of the NPS UD. Whilst work is underway on Policy 5, it is not yet ready to be notified as Council is still developing the s32 Analysis, proposed planning provisions and maps. Therefore, Council considers it would not be beneficial to Council or the Community to use the ISPP for the following reasons:

- (a) Queenstown Lakes District Council is not a Specified TA and cannot prepare an IPI;
- (b) Council has also previously submitted that they are not supportive of becoming a Specified TA, as it is not consistent with the district's Whaiora Grow Well Spatial Plan;
- (c) The NPS-UD Policy 5 s32 analysis will include consideration of using the MDRS (or a modified version of the MDRS) as one of the options to achieve the outcomes sought by policy 5. This option

³⁶ Refer to the S32 Analysis - Section 4.2 – Issue 2 – Safe and efficient functioning of the transportation network

will be considered in conjunction with other methods, such as reviewing building heights, bulk and location standards, and increasing urban density in appropriate locations. The policy 5 plan change will provide a more nuanced approach compared to applying the MDRS across the urban environment. Furthermore, the policy 5 plan change has not been subject to any pre-consultation, and therefore to notify it using the same process as the TPLM plan change (which is urban expansion, rather than intensification) would likely delay notification of the TPLM;

- (d) The proposed TPLM Plan Provisions have been developed as a Special Purpose Zone, in order to address location-specific resource management issues;
- (e) The proposed TPLM masterplan and Plan Provisions have already undergone extensive consultation in accordance with Schedule 1, clauses 1A-3C of the RMA and are ready to be notified;
- (f) If Council was to incorporate the MDRS into the district plan, additional work would also need to be undertaken to provide for any consequential amendments to the wider district plan; and
- (g) The Council considers that the Proposed Plan Variation meets three of the entry criteria, as set out under Section 80C(2) of the RMA, and specifically Criteria (b) and (c) – Urgency as a matter of public policy and Significant community need as addressed in Section 2.2 above.

Therefore, given that proposed TPLM plan provisions are location-specific, have been subject to significant consultation, and are ready to be notified it is Council's view that the RMA's Streamlined Planning Process is followed over the use of the MDRS and ISPP.

Checklist

Please ensure your application contains the following information, and double-click to place an “X” in each box to confirm:

- A description of the planning issue for which a planning instrument is required, with an explanation on how the proposal meets any of the criteria set out in section 80C(2).
- An explanation of why the use of the Streamlined Planning Process is appropriate as an alternative to use of process under Part 1, Schedule 1 of the RMA.
- A description of the process the local authority wishes to use, and the timeframes it proposes for the steps in that process, having regard to the relevant criteria under section 80C(2).
- The persons the local authority considers likely to be affected by the proposed planning instrument.
- A summary of any consultation(s) done by the local authority, or intended to be done, on both the planning proposal and the intention to apply to make use of the Streamlined Planning Process, including consultation with iwi authorities under clauses 1A to 3C of Schedule 1.
- The implications of the proposal for any relevant iwi participation legislation, or Mana Whakahono ā Rohe (iwi participation arrangement) entered into under subpart 2 of Part 5 of the RMA.

Signature

By typing your name in the space provided, you are electronically signing this application form and certifying the information given in this application is true and correct.

Tony Avery

GM, Planning and Development – Queenstown Lakes District Council

Appendices

Appendix A	Te Pūtahi Ladies Mile Masterplan
Appendix B	Proposed Plan Variation
Appendix C	Consultation and Engagement Summary
Appendix D(i)	Supporting documents including:
Appendix D(ii)	Section 32 evaluation
Appendix D(iii)	Transportation Strategy
Appendix D(iv)	Ecological Assessment
Appendix D(v)	Landscape and Visual Effects Assessment
Appendix D(vi)	Three Waters Assessment
Appendix D(vii)	Land Contamination Assessment
Appendix D(viii)	Geotechnical Assessment
Appendix D(ix)	Retail Assessment
Appendix D(x)	Heritage Impact Assessment
Appendix E(i)	Streamlined Planning Process - Feedback from Otago rūnaka members
Appendix E(ii)	Te Putahi Ladies Mile SPP - Te Rūnanga o Ngāi Tahu comments
Appendix E(iii)	Te Putahi Ladies Mile Streamlined Planning Process - Te Ao Marama_ on behalf of Ngāi Tahu ki Murihiku