

**Before the Queenstown Lakes District Plan
Independent Hearings Panel**

In the matter of the Resource Management Act 1991

And

In the matter of submissions on the Proposed Queenstown Lakes District Plan
(Upper Clutha)

**STATEMENT OF EVIDENCE OF WILLIAM HEMMING FIELD, LANDSCAPE
ARCHITECT, ON BEHALF OF MR BERESFORD (SUBMITTER ID. 149)**

DATED: 4TH APRIL 2017

Introduction

- 1 My full name is William Hemming Field. I am a Senior Landscape Architect at Boffa Miskell Limited - a national firm of consulting landscape architects, planners, cultural advisors, ecologists, and urban designers. I am a landscape architect specialising in landscape planning and design.
- 2 I am providing this evidence on behalf of Mr Beresford - submission #149, on the Proposed Queenstown Lakes District Plan (PDP). My evidence relates to the rezoning request made in respect of the area known as 'Sticky Forest' in Wanaka identified on **Figures 1 and 2** in the attached graphic attachment to my evidence.

Qualifications and Experience

- 3 I hold the qualifications of Bachelor of Landscape Architecture (1st class hon) and Bachelor of Fine Arts. I am a registered member of the New Zealand Institute of Landscape Architects. I have been a landscape architect based in Christchurch for approximately 19 years. My experience includes regional and district landscape assessments, plan change assessments for residential developments and industrial rezoning, and project-based landscape assessments for residential, commercial, land development and infrastructure projects. Some examples of rural-based landscape assessments I have prepared include:
 - Section 32 technical report and evidence preparation for 'Eweburn Resource Area' zoning (2013), Lake Te Anau for Landcorp. This sort a rezoning of rural zoned land for special purpose tourism and residential use.
 - Rural Residential Plan Changes - Mandeville Rural Residential – Private Plan Change to the Waimakariri District Council, JA and BL Properties (2009), Waikuku Rural Residential; Northside Country Limited, Private Plan Change Waimakariri District Council (2010); and, Kennedy's Bush Subdivision, Gillman Wheelans Limited, (2010).
- 4 In the past Boffa Miskell Ltd has been involved in the preparation of the Wanaka Structure Plan (2006), and Peninsula Bay Variation 15 hearings (2005).
- 5 While this is a Council hearing, I confirm that I have read the code of conduct for expert witnesses as contained in the Environment Court's Practice Note 2014. I have complied with the practice note when preparing my written statement of

evidence, and will do so when I give oral evidence before the hearings panel. The data, information, facts and assumptions I have considered in forming my opinions are set out in my evidence to follow. The reasons for the opinions expressed are also set out in the evidence to follow.

- 6 Unless I state otherwise, this evidence is within my sphere of expertise and I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.

Scope of Evidence

- 7 In my evidence I:-

- a) Summarise the proposal from a landscape perspective;
- b) Outline the statutory context as I understand it;
- c) Describe the existing environment with respect to landscape values;
- d) Describe the landscape outcome I would anticipate under the PDP zoning;
- e) Describe the landscape values I anticipate if the Beresford re-zoning was granted;
- f) Recommend design principles to be incorporated into the preparation of a future Outline Development Plan (ODP) for the Site; and
- g) Summarise and conclude my findings.

The Beresford Submission/Proposal

- 8 The following is an outline of Mr Beresford's submission, as I understand it from a landscape perspective. A submission was lodged under Mr Beresford's name on the PDP seeking the rezoning an area of land known as "Sticky Forest" (Section 2 Blk XIV SECT 5 Lower Wanaka SD (CT OT18C/473)), in Wanaka from Rural to Residential – Low Density, Planning Map 18 – Wanaka Rural, Hawea Flat. Refer to **Figure 1** 'Beresford Submission Area Plan'. This area is referred to as the '**Site**' in my evidence.
- 9 The Site area is approximately 50.6742ha and is currently in the process of being transferred to the ownership of descendants of the original identified Maori owners

through a Treaty of Waitangi settlement process. Further explanation of this background is provided in Mr Beresford's evidence.

- 10 The Site currently contains an area of pine and douglas fir plantation, and is presently utilised as a mountain bike trail area which has been developed overtime. Approximately half the site (at the northern end) is shown as being within an Outstanding Natural Landscape (ONL) in the PDP. The remainder of the site is proposed to be a Rural Landscape Classification (RLC) area in the PDP. The site is surrounded on three sides by the present Urban Growth Boundary. Currently, there is no legal access to the site.
- 11 The submission previously sort for the whole 50.6ha site to be rezoned for 'Low Density Residential' under the PDP. Through a process of considering site engineering and landscape analysis leading up to this hearing, the proposed Low Density Residential area has been reduced in size, and an area of Large Lot Residential zoning has been proposed. The area retained rural zoned land would be approximately 30.7 ha with approximately 20ha of residential land under the revised submission. The following is a summarised outline of the revised submission proposal (refer to the evidence of Mr Dean Chrystal for greater detail).

Revised Proposal

- 12 The submission proposal has been refined to include part of the Site within the proposed new urban limit with a combination of Low Density Residential and Large Lot Residential Zones. A revised Planning Map has been prepared showing the proposed zone areas (refer to the evidence of Mr Dean Chrystal).
- 13 Development of the Site is subject to a resource consent being granted for a Structure Plan. The preparation of a Structure Plan for the entire Sticky Forest area would be a Restricted Discretionary Activity. The exercise of Council's discretion is limited to:
- a) Road access locations and principal internal roading layout, and the external road access locations, including integration with, and transportation effects, on the adjacent road network;
 - b) Location and suitability of pedestrian and cycling routes and connections to surrounding pedestrian and cycle networks, including access to the rural zoned portion of Sticky Forest;

- c) The proposed methods of servicing by infrastructure, including the location of any stormwater retention basins; and
- d) The extent of any specific building controls necessary to manage landscape effects, including the need for building platforms to be identified within the Large Lot Residential Zone.
- 14 Subdivision within the Large Lot Residential Zone shall be a restricted discretionary activity, subject to other subdivision rules in this Plan. The exercise of Council's discretion shall be limited to:
- a) the identification of building platforms to manage potential landscape effects;
- b) the need for a landscape plan to manage potential landscape effects; and
- c) the location of roads and earthworks to manage potential landscape effects.
- 15 The Large Lot Residential Zone is proposed to have a maximum building height of 7 metres, and 2000m² net site area. Controls on building materials and colours are proposed as follows:
- e) The surface finish of roofs and walls of buildings, including any structure larger than 5m², new, relocated, altered, re-clad or repainted, shall have a surface finish with a reflectance value not greater than 36%. Except:
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- For sites on Mt Iron located above 330 metres above sea level, and within Sticky Forest:
- f) All exterior surfaces shall be coloured on the range of black, browns, greens or greys;
- g) Pre-painted steel, and all roofs shall have a reflectance value of not greater than 20%;
- h) Surface finishes shall have a reflectance value of not greater than 30%.
- 16 Buildings within this Zone would require a Restricted Discretionary consent. Discretion is reserved to all of the following:
- Whether the building would be visually prominent, especially in the context of the wider neighbourhood, or whether the building is located on a prominent or elevated position.

- Whether the proposed colour is appropriate given the existence of established screening or in the case of alterations, if the proposed colour is already present on a long established building.
- The size and height of the building where the subject colours would be applied.

17 The following evidence covers the process of landscape analysis undertaken in relation to the Site to identify areas of landscape sensitivity and where, in my opinion, residential development could be accommodated.

Statutory Context

18 The following sections from the Resource Management Act (1991) (RMA), and the Queenstown Lakes Proposed District Plan provide the statutory context.

Resource Management Act (1991)

19 Section 5 – *The purpose of this Act is to promote the sustainable management of natural and physical resources. In this Act, sustainable management means*
 _____ *managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while—*

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

20 Section 6 – Matters of national importance

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall recognise and provide for the following matters of national importance:

- *Section 6(a) - The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:*
- *The maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers.*
- *Section 6(b) - The protection of outstanding natural features and landscapes from inappropriate subdivision, use and development:*

21 It is noted that the lakeside part of the northern end of the Peninsula Bay subdivision has previously been identified by the Environment Court (*Infinity, Thorn v Queenstown Lake District Council*, Decision No. C010/2005), as being in an Outstanding Natural Landscape.

22 There is no ONL identified in the Operative Queenstown Lakes District Plan on the Site.

23 *Section 7 – Others matters - In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to:*

d) The maintenance and enhancement of amenity values:

e) Maintenance and enhancement of the quality of the environment.

24 The term “Amenity Values” is defined in Part 1 of the RMA 1991. It means “*those natural or physical qualities and characteristics of an area that contribute to people’s appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes.*”

25 In the Environment Court (*Infinity, Thorn v Queenstown Lake District Council*, Decision No. C010/2005), the eastern edge of the Peninsula Bay site was identified as a Visual Amenity Landscape (VAL). This section of Peninsula Bay has been designated (parts of) as open space and adjoins the Site. This area is shown of **Figure 13** of the attached graphic supplement.

26 Section 8 – Treaty of Waitangi

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).

- 27 The statutory framework for preparing my evidence, has included consideration of enabling people and communities to provide for their social, economic, and cultural well-being as per Sections 5 (and 8) of the RMA, as well as Sections 6 and 7. The purpose of the land settlement through the Treaty of Waitangi was to provide 'landless natives' with some means of generating economic well-being from the Site. In my evidence, this treaty background has been considered against Sections 6 and 7 addressing potential adverse effects on landscape values of the Site. Locations for residential use with recommended landscape methods to avoid and mitigate potential adverse landscape effects, have been identified to an extent that I consider these areas could accommodate development while addressing potential adverse effects on the landscape values of the Site through appropriate mitigation.

Proposed Queenstown Lakes Proposed District Plan

- 28 I have read through the background report prepared by Read Landscapes Limited, 'Report to Queenstown Lakes District Council on Appropriate Landscape Classification boundaries within the District, with Particular Reference to Outstanding Natural Landscape and Features' (1 April 2014), the peer review by Landscape Architect Anne Steven, and post review amendments (October 2014). I do not contest the methodology of the final report. I note that the ONL line shown in these reports varies to some extent to that shown in the PDP.
- 29 The site is currently zoned Rural General under the operative Queenstown Lakes District Plan. It is proposed to be rezoned as a Rural Landscape Classification (RLC) under the PDP. As I understand, under a RLC zoning all subdivision is a Restricted-Discretionary Activity subject to assessment matters. Subdivision and development proposals located within ONL/Fs and RLCs are to be assessed against the assessment matters in provisions 21.7.
- 30 Chapter 6 of the PDP includes the following objectives (as well as associated policies) that relate to landscape and visual amenity matters. I have responded to these in the 'Summary and Conclusion' section of my evidence.

Objective 6.3.1 - The District contains and values Outstanding Natural Features, Outstanding Natural Landscapes, and Rural Landscapes that require protection from inappropriate subdivision and development.

Objective 6.3.2 - Avoid adverse cumulative effects on landscape character and amenity values caused by incremental subdivision and development.

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

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

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

Objective 6.3.6 - Protect, maintain or enhance the landscape quality, character and visual amenity provided by the lakes and rivers and their margins from the adverse effects of structures and activities.

Objective 6.3.7 - Recognise and protect indigenous biodiversity where it contributes to the visual quality and distinctiveness of the District's landscapes.

Objective 6.3.8 - Recognise the dependence of tourism on the District's landscapes.

Low Density Residential Zone (PDP 'Purpose' (summarised))

- 31 It is proposed that part of the Site be zoned as a Low Density Residential Zone. The purpose of this zone is described as; *... low density zoning that is within identified urban growth boundaries, and includes land that has already been substantively developed, as well as areas that will continue to be developed over time. The zone provides for traditional suburban densities and housing forms. Houses will typically be detached and set on sections between 450 and 1000 square metres in area. However, the zone will also support some increased density, whether through smaller scale and low rise infill development, or larger comprehensively designed proposals, to provide more diverse and affordable housing options.'*

Large Lot Residential Zone (PDP 'Purpose' (summarised))

- 32 Also as part of refining the submission, it is now proposed that part of the Site be rezoned as a Large Lot Residential Zone. The purpose of this zone is described in

the PDP as; *Large Lot Residential Zone provide for low density living opportunities within defined urban growth boundaries. The zone also serves as a buffer between higher density residential areas and rural areas that are located outside of urban growth boundaries. The zone generally provides for a density of one residence every 4000m². Identified areas have a residential density of one residence every 2000m² to provide for a more efficient development pattern to utilise the Council's water and wastewater services while maintaining opportunities for a variety of housing options, landscaping and open space. Being located within the urban growth boundaries, a higher density of allotments could be appropriate in some areas where it would not exceed infrastructure capacity, degrade the established pattern of development or amenity values within established neighbourhoods. The potential adverse effects of buildings are controlled by bulk and location, colour and lighting standards and, where required, design and landscaping controls imposed at the time of subdivision.*

The Existing Environment

- 33 The southern corner of the Site is approximately 2.3 kilometres from the Wanaka Town Centre on an elevated glacial moraine landform that is part of the Mt Iron glacial advance. The landforms consist of meltwater channels, lake edge escarpments, moraine edge slopes and hammocky undulating gentle slopes. The highest point on the site is approximately 410 masl. To put this in comparative landscape context; the average lake level is approximately 279 masl, Mt Iron is 548 masl, The Peninsula 874 masl (nearest peak), and Roys Peak 1578 masl. Slopes on the site range from gently (less than 3 degrees) to steep (greater than 34 degrees). Refer to **Figure 11** – ‘Slope’, and **Figure 12** - ‘Elevation’ in the attached graphic supplement.
- 34 Existing forestry planting on the site is in two parts. The northern half (approximately) is planted in radiata pine with estimated mixed heights of 12-20 metres, and the southern half of the site is planted in younger douglas fir with estimated mixed heights of 8-12 metres. Off the site to the south on the ‘Kirimoko’ subdivision land, is another older patch of forestry. Around the edges of the forestry there are some small patches of open pasture. Similarly, small patches and specimens of kanuka and matagouri (as well as some other native and exotic species) are apparent within gully and edge gaps in the forestry.
- 35 It is clearly apparent within the forest that the Site has been accessed and heavily used (and modified) for mountain bike use. A complex network of tracks, jumps, and

some signs are apparent. Walking and jogging are also likely to be other recreation activities undertaken on the Site.

- 36 To the north of the Site is Lake Wanaka and outlet to the Clutha River. Along this lake edge is a Recreation Reserve. To the east of the site is an area known as 'Northlake Special Zone'. This is a new residential area that is currently being constructed within the framework of a structure plan. Along the boundary of the Site with Northlake is a proposed 'Building Restriction Area' (BRA), and an area identified as C1 Activity Area (1.1ha) which allows for 4.5 residential units per hectare. To the adjoining south, is the 'Kirimoko' residential area. This area also has a BRA along the boundary with the Site. To the west of the Site is the 'Peninsula Bay' residential area which has an Open Space Zone boundary adjoining the Site which was identified by the Environment Court as a VAL.
- 37 Overtime through various landuse consent approval processes the Site has been predominantly surrounded by landscape buffer strips. These landscape protection mechanisms reflect the operative Rural General Zoning of the Site, the elevated aspects of the Site, and the values placed on the Site for public recreation. As I understand, in the past, the Site has also been considered as being in public ownership by many people. Since 1998, the land has been held by the Crown on trust for the intended (private) beneficiaries.

Site Visibility

- 38 The Site has been visited on two occasions – 24 February and 13th March 2017. Photographs were taken from viewpoints surrounding the Site using a 24mm lens to create panoramic images and a 72mm lens for close-up views. These are attached in the graphic supplement to my evidence. The locations of the photographic viewpoints are shown on **Figure 2**.
- 39 **Photographic Viewpoint 1** shows the Site (approximately 770 metres away from the closest site boundary) looking from the north towards the south from the Dublin Bay Track near the outlet to the Clutha River. The plantation forestry is clearly apparent on these predominantly kanuka-clad escarpments along the edge of the lake. The meltwater channel landform is apparent as intersecting folds in the landscape concealing an area within the channel basin. Very few structures are apparent in this view.

- 40 **Photographic Viewpoints 2-3** show the Site (approximately 4.8 kilometres from the closest site boundary) looking eastward towards the Site from the Wanaka Mt Aspiring Road. The Plantation forestry on the Site is clearly visible in this view. Residential lakeside areas are apparent below the site and a mountainous backdrop is apparent behind the forest on the Site. The forestry appears to distinguish the Site from adjacent areas. If this forestry was not present, it is likely that the Site would appear less distinguished and more part of the continuous moraine landform along the lake edge.
- 41 **Photographic Viewpoint 4** shows the Site (approximately 1.2 kilometres away from the closest site boundary) looking northward towards the Site from the Ironside Drive roundabout at Wanaka Primary School. This view is indicative of outlooks from residential areas to the south of the Site. It also illustrates the visual prominence of the forestry on the site and the effect of accentuating its apparent height. To the left of the photograph shows existing residential dwellings along the upper hammocky landforms (on Peak View Ridge – operative Rural Residential Zone) near the Site. Within the forest is an existing dwelling that is partially visible in the photograph. This photograph illustrates that the Site is set within a suburban context. In my opinion, if the forestry was cleared from the Site, it would appear as an area that is contiguous with the hammocky suburban landforms surrounding it.
- 42 **Photographic Viewpoint 5** shows the northern part of the Site (approximately 300 metres from the closest site boundary). The viewpoint looks eastward towards the Site from Infinity Drive in the Peninsula Bay residential area. This viewpoint highlights the visual dominance of the plantation forest as a backdrop to the residential area. A small part of the open space strip along the Site boundary is visible indicating the underlying rising landforms along this north-western face of the Site.
- 43 **Photographic Viewpoints 6-7**(close-up view), show the eastern parts of the Site approximately 1.85 kilometres from the closest site boundary. The viewpoints look north-westward towards the Site from Hidden Hills Drive. This viewpoint shows the continuous landform character of the Northlake residential area with the Site. Undulating hammocky landforms gently rise towards the Site where the plantation forestry defines the edge of the old moraine landform. New houses and roads are being constructed in this area creating a suburban character. These houses have been constructed in accordance with architectural and landscape design controls

creating a complementary alpine/rural themed character and sense of neighbourhood identity.

- 44 In **Photograph 7**, an existing water tank located near the south-east corner of the Site is visible indicating the southern and eastern edges of the Site. A flat basin area is apparent north of the water tank within the site. This extends eastward into the Northlake area and appears as a contained area sloping away from the ridges on the Site.
- 45 **Photographic Viewpoint 8** shows the eastern part of the Site, approximately 1.6 kilometres from the closest Site boundary. This photograph was taken from the Outlet Road looking across the Northlake subdivision construction site towards the Site. The site is partly screened by intervening landforms. In time, this foreground area will be filled with residential dwellings, gardens and streets making the Site not as visible as it is currently. This will change the setting of the Site to a stronger residential character.
- 46 **Photographic Viewpoint 9** shows the eastern part of the Site, approximately 700 metres from the closest Site boundary. This photograph was taken from a new road within the Northlake subdivision and shows a view looking across the subdivision construction site towards the Site. It shows the undulating landform character, the nearby residential development and the backdrop of plantation forestry.
- 47 In summary, the Site is surrounded by the urban boundaries of Wanaka township on the edge of the Lake Wanaka. It is clearly visible as a patch of forestry blanketing a moderately elevated landform. New and developing residential subdivisions surround the Site. The Site has been isolated by buffer landscape strips along most of its boundaries as parts of the new subdivisions. It has become used and valued as a recreation destination within the urban framework of Wanaka. The Site itself has a range of areas of landform variation defined by soft and hard ridgelines. These areas vary in degrees of visibility and sensitivity to landscape change, including residential development now proposed by Mr Beresford's submission.

The Site under the Proposed Queenstown Lakes District Plan Zoning

- 48 Under the PDP, the Site would be zoned as Rural Landscape Classification (RLC). *'The purpose of the Rural Zone is to enable farming activities while protecting, maintaining and enhancing landscape values, nature conservation values, the soil and water resource and rural amenity'* (PDP). This zoning would require that any

subdivision or development proposal (not anticipated in this rural zoning) would require a resource consent. Potential landscape effects of application proposals would be assessed according to Provisions in 21.7 in the PDP.

- 49 If the Site was to remain a Rural Zone, it is likely that forestry would remain until ready for harvesting, which as I understand would be a fully Discretionary Activity. After harvesting, parts of the Site that are in the ONL may not be replanted due to the difficulty in consenting and the prohibition on the current planted species, and therefore continued productive rural land use activities would be uncertain. Continued public access to the land for recreation would also be uncertain.

The Site under the Beresford Submission Requested Zoning

- 50 The Beresford Submission has been refined and now proposes that part of the Site be partly zoned as 'Low-Density and Large Lot Residential' areas in return for the remaining areas being set aside and formalised for community recreation use. As part of my evidence, I have undertaken a visual analysis of the Site to determine, in my opinion, the visual sensitivity and absorption capability of the Site for residential use. A 'Landscape Sensitivity Plan' (**Figure 13** in the attached graphic supplement) has been prepared that sets out areas that I consider could potentially accommodate residential development some of which would need to be subject to location and design controls and landscape mitigation.
- 51 Due to the site being covered with plantation forestry, the visibility of landforms has been analysed using computer-aided visibility analysis (Zones of Theoretical Visibility (ZTV)) using 500mm grid derived from LIDAR information (provided by QLDC). This analysis indicative of areas where the Site may be visible. It does not indicate the nature or magnitude of visual effects or the appearance of a proposal. The accuracy of the ZTV analysis is limited by the level of detail of the underlying digital elevation model. The ZTV analysis is based on lines-of-sight generated using a "bare ground" digital elevation mode, and does not account for the screening effects of intervening vegetation and/or structures in the landscape. Further site analysis was undertaken using a 5 metre contour plan.
- 52 Seven viewpoint locations were selected surrounding the Site as part of an initial desktop analysis. These are shown on **Figure 2** in the graphic attachment. From each of these viewpoints a plan showing the terrain ZTV was produced. These are **Figures 3-9**. A Composite Plan of the ZTV over the Site was also produced that

gives an indication of the visually sensitive to less sensitive parts of the Site (refer to **Figure 10** in the graphic attachment). This plan shows areas where 1 or more of the selected viewpoints can see the Site. It provides an indication of visibility only. In conjunction with this visibility information, terrain analysis of the slopes and elevation was undertaken – refer to **Figures 11 and 12**.

- 53 This analysis process provided the basis for preparing a ‘Landscape Sensitivity Plan’ (Indicative) for the Site – refer to **Figure 13** in my graphic supplement. This analysis identified that the Site can be divided into 4 landscape areas based on visual sensitivity.

Area A This area includes the northern very steep lakefront escarpments, northern meltwater channel/basin, and the northern part of the west-facing moraine slopes. It comprises of a series of meltwater channels forming a basin with steep, higher eastern side slopes and lower western side slopes. There are some flat areas within the lower parts of this area. Within the ONL area there are some ‘bare ground’ areas in the meltwater channel basin were identified as having low visibility from the northern lake area. This visually sensitive area is broadly aligned with the PDP ONL area.

Area B This area comprises of the western steep moraine slopes. This west-facing sloped area forms a moraine landform edge defining the transition from the lower flat area (Peninsula Bay) and the elevated higher landforms of the Site. This area adjoins an Open Space Zone (identified as a Visual Amenity Landscape (Environment Court decision C010/2005)). These steep west-facing slopes are visually prominent and provide landscape legibility of the past glacial processes. In my opinion, these steep slopes should be retained free of built structures with existing vegetation retained.

Area C Upper flatter parts of the west-facing slopes are also visually sensitive, but in my opinion, may be able to accommodate some buildings or structures subject to careful building and landscape design controls, such as appropriate scale, location, height, design appearance, colours and materials, lighting, curtilage design, access and new and retained planting proposals, to mitigate potential visual impacts.

Buildings in this area would require careful design and visual effects testing to ensure that any adverse effects were adequately mitigated.

Area D This area comprises of the south-eastern hammock slopes. This area is defined by ridges that run north to south through the Site. From these ridges the landform descends gently to the east adjoining the existing undulating pasture land of the 'Northlake' subdivision area. Through the analysis process, this area was identified as most suitable for visually absorbing residential development. In my opinion, this area could absorb some 'Low Density Residential' development with a range of lot sizes subject to building location and design controls. The design of this area for residential use should aim to create an identifiable residential node with a strong sense of neighbourhood and landscape character that integrates with the Site and broader urban and landscape setting. Of particular importance is careful design along ONL edges and ridgelines to ensure that potential adverse landscape effects are adequately mitigated.

- 54 As part of this process, the boundary line of the proposed ONL in the PDP was also reviewed. In my opinion, the boundary line of the ONL should be refined to align more accurately with the ridgetop of the landforms it follows. This has been attempted on the **Figure 13** – 'Landscape Sensitivity Plan'. However, as part of preparing an ODP for the Site, this could be further refined using more detailed contours.
- 55 As part of reviewing the ONL line, I consider that the location of the ONL on the western side of the site is located too far south and could be moved northward as shown on **Figure 13**. The rationale for locating the line appears to be based on including patches of native kanuka in the ONL which are located on the lower slopes in the Open Space Zone adjacent to the site. In my opinion, this kanuka is managed as part of the Open Space Zone, and the line could be moved northwards to align with the more prominent moraine landforms that face the Lake. These northern-most landforms of the Site are more strongly expressive of the geomorphological legibility and aesthetic considerations of the ONL criteria than the remainder of the western slopes of the Site.
- 56 **Figure 13**, 'Landscape Sensitivity Plan', also identifies that residential development along ridges should be avoided and that the main north to south ridgeline and ONL

boundary should be given a buffer landscape treatment with site-specific design controls (such as; set building platform levels and building heights, scale, location, colours and materials, lighting, curtilage design, access, and new and retained planting proposals).

- 57 The area for Low Density Residential zoning proposed in the original submission should be reduced in size to approximately the area shown in **Area D** (subject to an ODP and design controls where necessary). This could be a residential cluster forming a small extension to the Northlake area. This area is likely to be difficult to see from the Lake Wanaka and Wanaka Township if appropriate building design controls were implemented on the upper slopes and vicinities of the ridgelines.
- 58 I also consider that with very careful design Large Lot Residential development could occur on parts of the upper western slopes subject to design controls as discussed previously.
- 59 The remainder of the Site has the potential to be used for recreation such as cycling and walking, and be integrated into the design of residential areas. These remaining areas are within sensitive landscape areas and the development recreation activities would need to be managed to avoid or mitigate any adverse landscape effects they may potentially create.
- 60 In my opinion, development in these areas if undertaken with consideration for the landscape character and amenity of the Site and surroundings, would not adversely contribute to incremental cumulative effects because large parts of the Site would be retained as undeveloped. The retention of the trees in the medium-long term within the retained rural area would also potentially provide for screening of buildings from some viewpoints beyond the site. In the context of proposed and existing surrounding residential areas the proposed Low Density Residential area is confined to a relatively small area, and is likely to not be visible from north, south and western directions if designed appropriately. In my opinion it is also important that this area is designed to integrate well with the future residential development to the east through landscape and connectivity integration with the Northlake Structure Plan and the proposed design layout and character.
- 61 The revised submission extends beyond the areas that I have identified in my landscape sensitivity analysis as potentially being able to accommodate Low Density and Large Lot residential development. The submission seeks development

opportunities within the area identified by QLDC and myself as ONL, and on parts of the western slopes beyond areas I consider potentially appropriate for residential development. I do not consider residential development appropriate within the ONL area I have identified on **Figure 13**. This area is part of the visual catchment from Lake Wanaka where buildings are presently not visible on the upper/mid slopes of the lake moraine escarpments. These escarpments and meltwater channels are expressive of the glacial geomorphology of the lake and contribute to the natural character of the lake and peoples' appreciation of the 'naturalness', as part of their recreation experiences from the lake.

62 Notwithstanding the above, the ZTI landscape analysis identified that parts of the ONL area have low ground-level visibility from the lake. Furthermore, existing plantation forestry in this part of the Site reduces, in my opinion, the natural character of the ONL area. The forestry, if retained, would potentially enable buildings or structures to be visually absorbed/screened within the ONL from views on the lake to some extent.

63 In my opinion, if residential development in the area identified as ONL was to occur this should be very carefully mitigated through design controls. The proposed controls in the revised submission for the Large Lot Residential areas would be subject to the following matters and rules:

- a) As part of a Restricted Discretionary Activity.
- b) The identification of building platforms to manage potential landscape effects.
- c) The need for a Landscape Plan to manage potential landscape effects;
- d) The location of roads and earthworks to manage potential landscape effects.
- e) Maximum building height of 7 metres.
- f) Minimum 2000m² net site area.
- g) The surface finish of roofs and walls of buildings, including any structure larger than 5m², new, relocated, altered, re-clad or repainted, shall have a surface finish with a reflectance values and colours as follows:
 - All exterior surfaces shall be coloured on the range of black, browns, greens or greys.

- Pre-painted steel, and all roofs shall have a reflectance value of not greater than 20%.
 - Other surface material finishes shall have a reflectance value of not greater than 30%.
- h) Whether the building would be visually prominent, especially in the context of the wider neighbourhood, or whether the building is located on a prominent or elevated position.
- i) Whether the proposed colour is appropriate given the existence of established screening or in the case of alterations, if the proposed colour is already present on a long established building.

64 In principle, I consider that these proposed controls will assist with mitigating potential adverse landscape effects of proposed Large Lot Residential development within the ONL and other areas identified in **Figure 13**. Further to the proposed controls above, I have recommend the following additional control also.

65 I have recommended that all development in proposed Large Lot Residential areas should require a Landscape Plan covering each lot and building platform areas, access landscape treatments, and co-ordination as part of an overall masterplan landscape planting strategy. These landscape plans have been included in the proposed controls for the Large Lot Residential area and should include addressing the following matters:

- Proposed planting to mitigate potential long-term visual effects.
- Retention of existing vegetation to mitigate short to medium (and long) term potential landscape effects.
- Screening of domestic activities and utilities within identified curtilage areas around buildings.
- Visual integration of buildings into the landscape setting.
- Fencing design to minimise adverse visual effects.
- Minimisation of earthworks and mitigation of potential visual effects of any cut surfaces or retained land.

- Lighting design to avoid glare, light spill, and visibility of poles and fittings.

Structure Plan Design Principles

66 As part of my evidence, I outline the following landscape and urban design principles that, in my opinion, should be considered as part of the future preparation of a Structure Plan for the entire Site:

- a) Preparation of a Concept Masterplan to test the potential landscape effects and character as well as functionality and urban design aspects of the Structure Plan. The masterplan should include an overall planting strategy for the Site to inform the development of individual lot landscape plans and aim to mitigate areas where potential adverse effects could occur, such as along ridgelines.
- b) At the time of Structure Plan and masterplan preparation, the ONL boundary line should be finalised through further site investigations using detailed topographical survey information to identify the exact location of ridgelines/ONL boundaries of the Site.
- c) In conjunction with b) above, an appropriate landscape buffer area along ridgelines and the edges of the ONL with proposed residential development should be established. This should include:
 - Building/structure setbacks to ensure that buildings are not visible on ridgelines.
 - Retention of existing vegetation and/or proposed native plantings.
 - Building design controls on building platform levels, location, heights, sizes, and colours and materials.
 - Provision for public access along ridges and ONL boundaries.
- d) Identification of all main ridgelines. In my opinion, buildings should avoid these ridgelines with existing planting retention areas or planting proposals along these ridgelines.
- e) Further investigation of potential for identified building platforms and curtilage areas on the south-western upper slopes of the Site (and other Large Lot

Residential areas as proposed in the revised submission). In my opinion, these sites for dwellings require further assessment of potential visual effects and potential for effective mitigation.

- f) Identification of areas for appropriate building height controls within the proposed Low Density Residential area.
- g) Identification of areas for appropriate development densities within the proposed Low Density Residential area including opportunities for clustered development.
- h) Development of building and landscape design controls for the residential areas to create an appropriate neighbourhood and landscape character, sense of place and visual integration with the broader alpine landscape and nearby residential character. These controls should include:
 - Roof and cladding materials and colours complementary with the natural landscape tones and hues of the area.
 - Coherent palette of building forms that are complementary to the rural alpine landscape.
 - Lighting design to avoid glare and visibility of poles and fittings.
 - Streetscape design character that creates a sense of place consistent with the rural alpine setting.
 - Fencing design that minimises the visual prominence of boundary treatments.
 - Planting palette for gardens and streets that reflects the indigenous native character of the area.
 - Location and treatment of utilities.
- i) Provision for a legible network and hierarchy of public access (pedestrian, cycle and vehicle), including connections to surrounding neighbourhoods and the broader Wanaka township.
- j) Integration and provisions for incorporation the cycle networks through the Site, including the residential areas.

- k) Consideration of the landscape treatment of the eastern boundary with the 'Northlake' Structure Plan area. This should include urban design integration through access and connectivity linkages and landscape edge treatment to the adjacent 'Northlake' BRA and residential areas.
- l) Identification of a 'Landscape Management Plan' area outside of anticipated residential areas. A 'Landscape Management Plan' could be required to be prepared as part of resolving ownership and/or management of this area, to address matters such as:
- Management of recreational use to address; access, safety and use protocols, maintenance of tracks, and signage.
 - Management of existing forestry trees.
 - Control of pests and weed species including wilding trees.
 - Maintenance of fencing and gates.
 - Progressive restoration of parts of the site with indigenous native vegetation (such as tussock/kanuka/podocarp species) as existing exotic forestry dies or is removed over time.
 - Management of fauna values of the site including indigenous habitat creation for lizard and bird habitats (if considered appropriate and achievable).

QLDC Officer's Report

67 I have read through the landscape evidence of Helen Mellsop (17 March 2017) prepared on behalf of QLDC in relation to Mr Beresford's submission, and make the following comments:

- I broadly concur with Ms Mellsop's opinion that the ONL is located appropriately. However, as explained earlier in my evidence, I consider that the exact location of the ONL line along the ridges needs further refinement which, in my opinion, should be undertaken through the preparation of an ODP for the site with detailed survey contour information available.

- Ms Mellsop's assessment is based on the submission proposal to apply the Low Residential Zone over the whole of the southern half of the Site. I also do not support this 'blanket' approach. Through more detailed analysis of the Site, as explained previously, I consider that part of the Site – Areas C and D, could accommodate some Low Density Residential and Large Lot Residential zoning.
- In my opinion, Area B identified in **Figure 13** – Landscape Sensitivity Plan, should be retained without buildings and with the retention of existing vegetation. This area is contiguous with the adjoining western Open Space Zone and would retain the landscape legibility and amenity of these steep western moraine faces.

68 In my opinion, the south-eastern part of the Site (Area D) could be zoned for residential purposes. I also consider that other carefully identified areas, such as in Area C within the site may be able to accommodate some carefully designed and well-located dwellings/structures.

Summary and Conclusions

69 In summary, the Site has a complicated background of ownership and use. It is valued by the community for public recreation while being in the process of transfer to private owners from the Crown through a Treaty of Waitangi settlement. The purpose of this settlement, as I understand, is to provide for the economic well-being of descendants of the original landless Maori beneficiaries.

70 As part of this evidence, the landscape sensitivity of the Site has been assessed and a 'Landscape Sensitivity Plan' (**Figure 13**) has been prepared. In my opinion, this identifies potential residential land development areas while protecting the landscape values of outstanding natural features, outstanding natural landscapes, and rural landscapes from inappropriate subdivision and development.

71 The Site is located on a moderately elevated glacial moraine landform outside of the urban limit boundary while being surrounded by existing and proposed residential areas. These residential development areas have to some extent isolated the Site with landscape buffers (BRAs and Open Space Zone) and the Site has become landlocked with no formal access.

- 72 The Site contains an old western moraine sloped edge and northern lake frontage escarpments that are visually sensitive landscape areas from some viewpoints. The south-eastern part of the Site adjoins the 'Northlake' area and is gently sloping and less visually sensitive in the context of proposed and existing residential development and the landform patterns of the area.
- 73 Through visibility analysis, it is my opinion that this part of the Site could accommodate Low Density Residential use with design controls and avoidance of building visibility along ridgelines and ONL edges. Furthermore, I consider that there may be locations on parts of the upper south-western slopes where carefully designed buildings or structures could be accommodated in a Large Lot Residential Zone. These would require careful building and landscape design and mitigation measures.
- 74 Large parts of the Site would be retained for non-residential use. This would avoid cumulative effects of development and the impression of visual sprawl of residential activity.
- 75 The revised submission proposal includes Large Lot Residential development in part of the identified ONL area, and in a larger proportion of the western upper slopes. I do not support this extent of development due to potential adverse effects on landscape amenity and natural landscape values of the Site. If these areas are to be zoned for Large Lot Residential development, I consider the design controls proposed will assist with mitigating landscape effects, in conjunction with additional Landscape Plan control matters I have recommended.
- 76 In my opinion, the submission proposal has some potential beneficial effects and outcomes. As mentioned previously, through the Structure Plan preparation process or future management processes areas could be identified and formalised for:
- The protection and enhancement of indigenous biodiversity as part of management of the forest area. Overtime, as exotic forestry matures, it could actively transition to indigenous vegetation through land management, and contribute to enhancing the visual quality and distinctiveness of the natural appearance of the Site.
 - Management as a recreation destination contributing to recreation and tourism experience for locals and visitors to appreciate this landscape

area. This formalisation of access and management arrangements could secure the future access for the public to use the Site.

- 77 To conclude, in my opinion, the Site is capable of absorbing Low Density Residential and some Large Lot Residential development in the way that I have described in my evidence. This outcome could potentially contribute to the economic well-being of the collective owners, protect and maintain outstanding natural landscapes, and rural (amenity) landscapes. Potential benefits of the submission include the development of high quality residential housing (with design controls), and enhanced indigenous landscape character of the Site with continued recreational use in a formalised and managed way.

William Field

Landscape Architect

4 April 2017