

**BEFORE THE HEARINGS PANEL
FOR THE QUEENSTOWN LAKES PROPOSED DISTRICT PLAN**

IN THE MATTER of the Resource
Management Act 1991

AND

IN THE MATTER of Hearing Streams 1A
and 1B – Introduction,
Strategic Direction and
Urban Development

**MEMORANDUM OF COUNSEL ON BEHALF OF THE QUEENSTOWN LAKES
DISTRICT COUNCIL PROVIDING THE REQUESTED FURTHER INFORMATION**

18 MARCH 2016

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MAY IT PLEASE THE PANEL

1. This memorandum is filed on behalf of the Queenstown Lakes District Council (**Council**) in response to the Hearing Panel's (**Panel**) request for further information dated 11 March 2016. In particular, the request was for information:
 - (a) Relating to the capacity of the Proposed District Plan (**PDP**), including details of how the population projections, infrastructure planning and provision, land availability, constraint mapping, commercial and industrial growth projections, and the planning period applied were used in the formulation of the UGB policies and consequently the UGB lines on the planning maps;
 - (b) For each area contained within an UGB, a table showing the estimated existing dwelling and population numbers, and the total potential dwelling and population (at the same household size as at present) enabled by the PDP; and
 - (c) Again for the Rural Zone and Rural Lifestyle zoned land within the Wakatipu Basin and Upper Clutha area, a table showing the number of consented building platforms and/or consented but as yet unimplemented resource consents for dwellings.¹
2. The Council Officers have collated the information requested and it is reproduced in **Schedules 1 and 2**. In relation to the total potential dwelling and population numbers (as enabled by the PDP) by specific UGB, the data in the Council's Dwelling Capacity Model is grouped according to different geographic categories so Council officers have not been able to translate across the dwelling capacity. Council intends to provide this information, at the relevant zone hearings.
3. The Panel also requested for Council officers to provide assistance in establishing the veracity of a statement made by Mr Goldsmith on 10 March 2016 that some 95% of the District fell within either the Outstanding Natural

¹ The Panel's request for information recognises that no potential development is provided in the Rural Zone, due to the discretionary regime proposed, but states that it wishes to understand the existing population and number of dwellings, and that which could establish in that zone on the basis of consented building platforms and dwellings.

Landscape or Outstanding Natural Feature classification in the PDP. In addition, the Panel wishes to know what percentage of that figure is National Park or some other form of conservation land controlled by the Department of Conservation to which s4(3) of the Act relates. That information is set out in **Schedule 3**.

DATED this 18th day of March 2016



J G A Winchester / S J Scott
Counsel for the Queenstown Lakes District Council

SCHEDULE 1

Further information relating to the capacity of the Proposed District Plan

Urban Growth Boundary (by name)	Study / method / information used to justify establishment of UGB	Details of information relied on
Wakatipu	Historical community consultation exercises since 2002, and resulting LGA strategies / plans.	<ul style="list-style-type: none"> • 'Tomorrow's Queenstown' Community Plan (2002) • Queenstown and Wanaka Growth Management Options Study (2004) • A Growth Management Strategy for the Queenstown Lakes District (2007) • Urban Design Strategy (2009)
	<p><u>Operative District Plan changes:</u></p> <p>Plan Changes 20 and 21</p> <p>Plan Change 30</p>	<p><u>Plan Changes 20 and 21:</u></p> <p>Plan Changes 20 and 21 commenced in August 2009 and sought to establish defined UGBs for Wakatipu. These Plan Changes were subsequently put on hold until the current District Plan review.</p> <p><u>Plan Change 30:</u></p> <p>Plan Change 30 (Urban Boundary Framework) was notified in August 2009 and sought to formally establish a policy basis within the Operative District Plan to manage the scale and location of urban growth on a District wide scale. Plan Change 30 introduced a new objective into the District Wide Issues of the Operative District Plan (Objective 7 Sustainable Management of Development) and supporting policies which enabled the use of Urban Growth Boundaries as a tool to:</p> <ul style="list-style-type: none"> • Establish a Settlement Hierarchy

Urban Growth Boundary (by name)	Study / method / information used to justify establishment of UGB	Details of information relied on
		<ul style="list-style-type: none"> • Provide a process for maintaining a long term land supply for urban growth • Prioritise urban development within Urban Boundaries • Promote effective urban design and integration of new urban growth areas • Establish criteria for defining Urban Boundaries • Provide a Definition of Urban Growth and Urban Zones. <p>Plan Change 30 was notified alongside Plan Change 29 (the proposed Arrowtown Boundary), Plan Change 21 (the proposed Wakatipu Urban Growth Boundary), and Plan Change 20 (the proposed Wanaka Urban Boundary) where each sought to establish defined UGBs for the respective areas.</p> <p>Plan Change 30 was made operative in November 2010.</p>
	<p><u>Operative District Plan zonings:</u></p> <p>Various residential and commercial zones.</p>	<p>Much of the UGBs incorporate existing urban zonings. This is particularly so in the Wakatipu Basin, although there are a few areas of land beyond existing urban zonings that are incorporated in the UGBs.</p> <p>For example, rural land north of Jacks Point is incorporated to provide for a contiguous area and to align with the Growth Management Strategy.</p> <p>In Wanaka, the inclusion of land currently zoned Rural into the UGB is consistent with the Wanaka Structure Plan in terms of its alignment with that plan's 'Inner Growth Boundary'.</p>
	<p><u>Upzonings in the PDP</u></p>	<p>The PDP incorporates upzonings that will provide</p>

Urban Growth Boundary (by name)	Study / method / information used to justify establishment of UGB	Details of information relied on
		<p>additional dwelling capacity. These are:</p> <ul style="list-style-type: none"> • A High Density Residential zone with significantly more enabling height controls. • A new Medium Density zone that generally applies over land that is currently zoned Low Density Residential in the ODP, although there is a location in Frankton on the northern side of the State Highway where an area of land currently zoned Rural is proposed to be upzoned to Medium Density. • The proposed Low Density Residential zone has a more enabling density control which will enable more low density infill subdivision development. In addition. • A new Business Mixed Use Zone provides the opportunity for significant medium density development.
	<p><u>Existing and potential development rights in the rural environment in the Wakatipu Basin</u></p>	<p>There are a significant number of approved building platforms in the rural environment and there is significant potential for more approved building platforms, albeit subject to a discretionary resource consent process.</p> <p>These factors were considered when assessing population projections, rezonings, and the extent and location of UGBs.</p>
	<p><u>Population projections:</u> Insight Economics: Medium to High Density housing</p>	<p>Population projection work undertaken by Insight Economics projects a permanent district population of 55,000 in 2031.²</p>

² Insight Economics: Medium to High Density housing Study: Stage 1a Review of Background Data (2014)

Urban Growth Boundary (by name)	Study / method / information used to justify establishment of UGB	Details of information relied on
	<p>Study: Stage 1a Review of Background Data (2014)</p> <p>Queenstown Housing Accord 2014</p> <p>Special Housing Areas:</p> <ul style="list-style-type: none"> • Bridesdale • Arrowtown Retirement Village • Onslow Road, Lake Hayes Estate • Shotover Country • Gorge Road <p>Plan Change 50 to the Operative Queenstown Lakes District Plan: Queenstown Town Centre Zone</p>	<p>These projections are based on a high growth scenario so err on the conservative side in terms of informing how many dwellings are required to service population growth.</p> <p>Insight's projections assume an increase in permanent resident population of 19,580 people across the district by 2031 from a 2016 base. Assuming a household occupancy rate of 2.57 persons per household³, an additional 7,619 dwellings are required. Assuming around 10% of that population growth lives in rural areas (mirroring existing Census data), then approximately 6,857 additional dwellings will be required within urban areas including townships.</p> <p>As, based on a broad desk top exercise, the PDP is estimated to enable between 20,000 and 22,000 additional dwellings in the urban area, there is considered to be sufficient dwelling capacity within the urban areas incorporated within the proposed UGBs. The 'fat' (between dwelling capacity and dwellings required to service population growth) is necessary accounting for the fact that for various reasons some landowners will not develop housing. In addition, a significant proportion of dwellings in the District are used as holiday homes or as visitor accommodation.</p> <p>It should also be noted that Special Housing Areas are being enabled under the Queenstown Housing Accord and realistically these will further deliver some 400 – 600</p>

³ This is the weighted average of the occupancies in Wakatipu (2.65), Arrowtown (2.50) and Wanaka (2.44). Insight Economics: Medium to High Density Housing Study – Stage 1a Review of Background Data. 2015

Urban Growth Boundary (by name)	Study / method / information used to justify establishment of UGB	Details of information relied on
		<p>additional dwellings over and above the dwelling capacity enabled through the PDP.</p> <p>In addition, other plan changes to the ODP are in train and these are likely to enable additional capacity. For example, Plan Change 50 Queenstown Town Centre as proposed will provide significant additional residential capacity, noting however that a proportion of this potential capacity is likely to be taken up by visitor accommodation development.</p>
Arrowtown	<p><u>Plan Change 29: Arrowtown Boundary</u></p> <p><u>Plan Change 39: Arrowtown South</u></p>	<p>Plan Change 29 was notified in August 2009 alongside Plan Change 20, 21 and 30 and sought to establish an urban growth boundary for Arrowtown, as facilitated by the outcomes of Plan Change 30. This plan change was made operative in May 2015 after appeals in the Environment Court.</p> <p>Plan Change 39 rezoned Rural General zoned land to provide for residential land use activity and Open Space, and overlapped with considerations in Plan Change 29 Arrowtown Boundary.</p>
	Insight Economics 'Arrowtown Supply and Demand' report, 2015	This report was prepared to inform considerations around the Queenstown Housing Accord and Special Housing Areas. However it also fed into considerations around the proposed Medium Density Zone in the PDP as it applies to Arrowtown, and capacity provided in that zone to respond to anticipated growth in demand for housing in the Arrowtown catchment.
Wanaka	Historical community consultation exercises since 2002, and resulting LGA strategies / plans.	<ul style="list-style-type: none"> • Wanaka 2020 Community Plan (2002) • Queenstown and Wanaka Growth Management Options Study (2004) • A Growth Management Strategy for the Queenstown Lakes District (2007)

Urban Growth Boundary (by name)	Study / method / information used to justify establishment of UGB	Details of information relied on
		<ul style="list-style-type: none"> • Wanaka Structure Plan (2007) • Urban Design Strategy (2009)
	<u>Operative District Plan changes:</u>	<u>Plan Changes 20 and 21:</u> Plan Changes 20 and 21 commenced in August 2009 and sought to establish defined UGBs for Wanaka. These Plan Changes were subsequently put on hold until the current District Plan review. <u>Plan Change 30:</u> See summary of Plan Change 30, above.
	<u>Upzonings in the PDP</u>	The PDP incorporates some upzonings in Wanaka that will provide additional dwelling capacity. These are: <ul style="list-style-type: none"> • A High Density Residential zone with significantly more enabling height controls • A new Medium Density zone that generally applies over land that is currently zoned Low Density Residential in the ODP • The proposed Low Density Residential zone has a more enabling density control which will enable more low density infill subdivision development. In addition • A new Business Mixed Use Zone provides the opportunity for significant medium density development

Other points raised in the Panel's request for information:

Commercial and Industrial Growth Projections

Commercial growth and zoning provisions were traversed extensively in Plan Change 19 Frankton Flats and Plan Change 50.

Plan Change 50, in addition to Plan Change 19, will enable significant additional commercial land capacity.

Industrial zoning will be addressed in Stage 2 of the District Plan review.

Constraints Mapping

No specific constraints mapping was undertaken. However, the dwelling capacity model applies 'discount factors' that takes account of the reality of constraints such as steep topography and hazards.

Planning Period

Generally speaking, a time horizon of 15-20 years has been utilised for the District Plan review.

In terms of dwelling capacity, however, a 15 year time horizon has been adopted ie. population growth to 2030/2031 has been projected, and sufficient dwelling capacity to cater for that has been planned for.

UGB statistics

Areas within Urban Growth Boundary (by name)	Estimated existing dwelling and population numbers
Wanaka	Dwelling: 4791 Population:7390
Arrowtown	Dwelling: 1406 Population: 2710
Wakatipu – Queenstown Bay	Dwelling: 1003 Population: 2360
Wakatipu – Queenstown Hill	Dwelling: 2344 Population:4110
Wakatipu – Sunshine Bay	Dwelling: 1121 Population: 2590
Wakatipu – Arthurs Point	Dwelling: 362 Population: 950
Wakatipu – Frankton	Dwelling: 917 Population: 1970
Wakatipu – Frankton East	Dwelling: 335 Population: 760
Wakatipu – Kelvin Heights	Dwelling: 654 Population: 1160
Wakatipu – Lake Hayes	Dwelling: 192 Population:310
Wakatipu – Lake Hayes South	Dwelling: 646 Population: 2080
Wakatipu – Jacks Point	Dwelling: 219 Population: 470

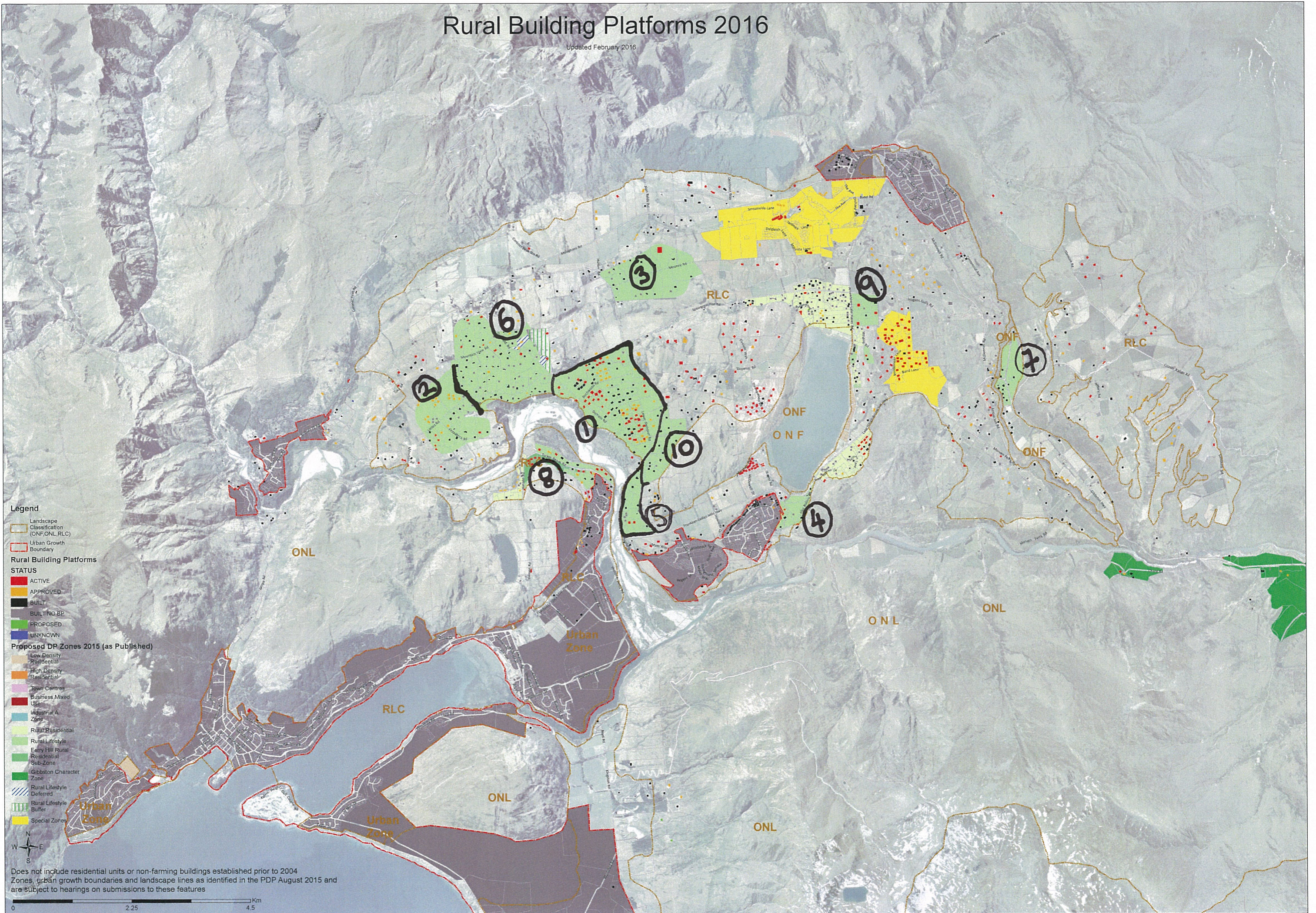
SCHEDULE 2

Rural Zone and Rural Lifestyle zoned land within the Wakatipu Basin and Upper Clutha area - consented building platforms and/or consented but as yet unimplemented resource consents for dwellings

Zone (areas shown on the maps in Appendix 5 of the s42a report: Landscapes)	Consented building platforms (Built; Built no BP; Active)	Consented but as yet unimplemented resource consents (Approved)
Wanaka Rural Zone	446	91
Wanaka Rural Lifestyle Zones	114	16
Wakatipu Rural Zone	594	116
Wakatipu Rural Lifestyle Zone Hawthorn Triangle and surrounds (1)	100	26
Wakatipu Rural Lifestyle Zone Fitzpatrick Basin (2)	23	16
Wakatipu Rural Lifestyle Zone Mooney Road area (3)	21	1
Wakatipu Rural Lifestyle Zone Alec Robins Road area (4)	10	0
Wakatipu Rural Lifestyle Zone South of Hawthorn Triangle (5)	15	0
Wakatipu Rural Lifestyle Zone Dalefield (6)	83	6
Wakatipu Rural Lifestyle Zone Arrow River (7)	12	0
Wakatipu Rural Lifestyle Zone Tucker Beach Road (8)	15	3
Wakatipu Rural Lifestyle Zone Between Lake Hayes and Bendemeer (9)	15	2
Wakatipu Rural Lifestyle Zone Slope Hill (10)	16	0
<p>Rural Residential Zones and Special Zones are not included because these do not have the same framework to establish a building platform/development as the Rural and Rural Lifestyle Zones, and building platform data is not collected for these zones.</p> <p>The information may not include all residential buildings established prior to 2004.</p> <p>Note: in column 1 of the table above the numbers noted in brackets correlate to the numbers shown on the Wakatipu Basin map on the following page.</p>		

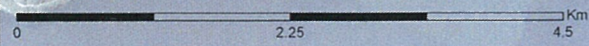
Rural Building Platforms 2016

Updated February 2016



- Legend**
- Landscape Classification (ONL, RLC)
 - Urban Growth Boundary
 - Rural Building Platforms STATUS**
 - ACTIVE
 - APPROVED
 - BUILT
 - BUILT NO BP
 - PROPOSED
 - UNKNOWN
 - Proposed DP Zones 2015 (as Published)**
 - Low Density Residential
 - High Density Residential
 - Town Centres
 - Business Mixed Use
 - Industrial A Zone
 - Rural Residential
 - Rural Lifestyle
 - Ferry Hill Rural Residential Sub-Zone
 - Gibbsion Character Zone
 - Rural Lifestyle Deferred
 - Rural Lifestyle Buffer
 - Special Zones

Does not include residential units or non-farming buildings established prior to 2004
Zones, urban growth boundaries and landscape lines as identified in the PDP August 2015 and are subject to hearings on submissions to these features



SCHEDULE 3

Response to Mr Goldsmith's Statement

The total area of QLDC (including lakes and rivers) is 9,376.7 km². The total area of ONL and ONF land in QLDC equals 9,092.89 km² (i.e. 96.97% of the district is an ONL or ONF).

1. Proportion of ONL and ONF land in Queenstown Lakes District (Total QLDC area = 9376.7 Square Km)			
	ONL	ONF	Total
Area (SqKm)	9,029.82	63.07	9,092.89
Proportion (%)	96.30%	0.67%	96.97%

The total area of ONL and ONF land in DOC Conservation Areas equals 4,104.77 km², which is 45.14% of the total ONL/ONF area (9,092.89 km²).

2. Proportion of ONL and ONF land in DOC Conservation Areas			
	ONL	ONF	Total
Area (SqKm)	4,084.26	20.51	4,104.77
Proportion (%)	44.92%	0.23%	45.14%