Plan Change 24: Affordable and Community Housing

PROPOSED Plan Provisions

Plan Change 24 proposes changes to the following sections of the Queenstown Lakes District Partially Operative District Plan (only those sections of the District Plan in which changes are made are included):

- **Section 3- Sustainable Management** (changes only to Section 3.3, 3.4 and 3.6, attached as pages 3-1 to 3-3)
- **Section 4- District Wide Issues** (changes only to Sections 4.9, a new 4.10 and changes to 4.12.4; attached as pages 4-1 to 4-3)
- Definitions- all listed are new definitions to be added to the Plan, with the exception of Residential Activity, which is modified (1 page).
- Appendix 11- this is a new appendix to the plan, and as a result is shown in black text rather than track changes as for the above sections (6 pages).



3. Sustainable Management

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3.3 Social and Economic Well being

The Act provides for the management of 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. As such the sustainable management of the natural and physical resources for the continued well being of the District's population has clear social and economic considerations.

The Queenstown Lakes District is wealthy in terms of natural and physical resources and amenities, which are important to the economic and social well being of the community and the identity of the District. These include:

- · water resources, lakes and rivers
- · mountain topography
- · good flat land for development and agriculture
- good transport links road and air
- · outstanding visual landscapes
- · climate and air quality
- · heritage buildings and environs.
- · Hydro generation lakes and margins and facilities.

The definition of natural and physical resources within the Act includes structures. This definition therefore applies to activities such as hydro generation facilities. It also applies to physical resources like housing (including affordable housing)

The economic and social well being of the District has resulted from activities associated with, and development of, the natural and physical resources of the District. In promoting sustainable management, provision will be made for the enabling of social, economic and cultural well being.

The Council in preparing and administering the District Plan, and in carrying out its other functions under the Act can have regard to the effects on the economic and social well being of people and communities.

3.4 Towards Achieving a Sustainable District

The District is rich with a diverse range of natural and physical resources, which have evolved as a result of many factors. Its history, and the fact much of its natural character has not been extensively altered has shaped the way it is today. The District Plan must take heed of the District's:

- topography and extensive lakes and river network;
- · geographic location;
- existing infrastructure;
- social, cultural and economic diversity;
- need for access to affordable housing
- vulnerability to natural hazards; and
- · heritage and landscape values and amenities.

As well as issues of natural resource use, other issues surrounding sustainable management for the District include:

Managing Adverse Effects of Human Activities on the Environment

The District's use of natural and physical resources can result in damage to the environment. Controlling these effects is an important part of sustainable management. Their impacts can be managed by establishing environmental limits for the effects of development.

Considering the Natural Environment

The natural environment has values that are extremely important to the District. Where significant values are identified, the Plan is used to manage and protect these sites, areas and systems.

Enabling People to Meet their Needs

The Plan makes provision for activities that enable people to meet their needs and aspirations while at the same time it aims to ensure the environment can sustain the needs and aspirations of future generations. The Plan provides a

level of certainty to the community about what can happen in their environment and gives people the ability to influence how things occur.

Future Generations

Each generation has a continuing obligation to leave future inhabitants of the District a sustainably managed environment. Just as current residents benefit from the District's heritage, so must they ensure future citizens inherit a clean, conserved, functioning environment and a viable economy. This includes both the physical appearance of the towns, villages and rural areas and the retention and health of the natural environment.

3.6 A Vision of Community Aspirations for a Sustainable District

A sustainable District is efficient in the way it uses resources. It is likely to have compact urban centres and strong town centres or retail centres. It has a quality environment where people feel safe, can access its various parts easily by means of efficient road, public transport and pedestrian links and can orientate themselves through public views, landscape features and feature buildings. It is a District where people can identify with the cohesive urban form and the protection of the character of different areas such as the street environment, use of open space, enhancement of the landscape and the external appearance of its buildings. Those elements of the District that contribute to its identity are supported and enhanced while others are added to increase the vibrancy and vitality of the District, such as support for the promotion of relevant and appropriate urban design principles.

The surrounding rural environment provides people with the opportunity to experience healthy, functioning natural resources such as protected ecosystems and habitats, lakes, rivers and mountains. It has the potential to provide for recreation, open space, walkways, and respects cultural, heritage and intrinsic values. Landforms, landscapes and outstanding natural features such as undeveloped ridgelines, hilltops, areas of open space and visually prominent landscape elements that contribute to the District's identity and well being, are protected from activities that damage them.

A sustainable District enables the social and economic well being of the District as well as the communities that make up the District. It is necessary to have some understanding of the elements and resources that create that well being and to recognise that within the District there are different communities each of which seeks to enhance its own social and economic well being. The issue of community well being has taken on increased importance to the residents of the District in terms of determining policies which ensure the sustainable management of both the natural and physical resources of the District, or particular localities, in a manner which will allow communities to provide for their economic, social and cultural well being.

The first matter which has a marked bearing on the well being of the community is the physical setting of the living environments and their relationship to the mountains, valleys, lakes and rivers. As such all development including public utilities and facilities should not disrupt or destroy the natural setting or scenic vistas which are part of the community's living environments and which the community seeks to sustain.

The second element is the scale of buildings, extent of the urban areas, urban form and urban amenity values. Much of the community has retained low-rise buildings, a general regard for views and pedestrian accentuated streetscapes. The townships have also established a compact character with a distinction between the rural and urban areas. This provides an environment in which people feel secure and with which individuals identify. To retain a diverse, mixed community it is important to ensure housing is accessible to a range of households. Individuals and communities in the District strongly associate with the outstanding natural features and the landscape.

Finally, there is the historic and cultural heritage, which exists within parts of both the urban and rural areas. This heritage strongly complements the present function of the District as a resort and is an integral part of its character and well being.

Community aspirations for the District involve four basic elements:

 ensuring that activities can be supported by and do not deplete or damage the natural resources of air, water, ecosystems and the land and the intrinsic values these provide, especially the visual amenity.

- (ii) enable the social, economic and health concerns of the community to be met by appropriate services and facilities.
- (iii) identifying and enhancing those values or resources, both natural and physical, which provide the community character and image of the District and which in turn allows both individuals and communities to provide for their social and economic well being, both now and in the future.
- (iv) ensuring that growth and development does not compromise those resources and amenities which are the reasons why people choose to live in and visit the District.

The District is diverse in character and resources, and recognises and promotes specific character areas so that no group feels alienated and the needs of all groups are met through the means of urban environments, rural environments, recognition of the heritage, culture and people's links with land. People are able to meet their own needs both now and in the future. The District welcomes innovative design solutions whilst maintaining and enhancing the natural character of the area and connections with the past including heritage values and resources and the interests of the takata whenua.

Delivery of some services of the Council will be through the Annual Plan process under the Local Government Act, rather than through the District Plan. This is particularly in the area of social and economic policy.

4. District Wide Issues

4.9 Urban Growth

4.9.1 Introduction

4.9.2 Issues

The Council can play an important role in the sustainable management of growth as it relates to other important District wide issues, including protection and enhancement of the landscape and avoiding the adverse effects of development on the natural and physical resources of the District. It is not possible to be precise about the level of growth to be planned for, but increased growth is anticipated in:

- · tourism and visitor numbers
- hotels and visitor accommodation
- housing demand, including affordable housing
- increased range and scale of retail activity
- increased demand for educational and recreational facilities such as schools.

4.10 Affordable and Community Housing

4.10.1 Introduction

Housing is an important physical resource that helps to enable the social and economic wellbeing of the District. Access to Affordable Housing enables employees on low and moderate incomes to live in the District, contribute to a diverse community mix and support the growth and diversification of the local economy. Affordable Housing is taken to mean housing where a low or moderate income household spends no more than approximately 30% of gross income on rent or mortgage (principle and interest) repayments.

Factors that exacerbate housing affordability problems include a service-based economy which is dependent upon many low and moderate income jobs, a small housing market that is bid up by investors, the commercial accommodation sector and the second and holiday home markets, and constraints on land supply (due to the landscape values of the District).

4.10.2 Issues

A lack of Affordable Housing opportunities (both rental and owner occupier) for low and moderate income households may result in negative effects on the social, economic and environmental wellbeing of the district.

The principle issues identified are:

- How to provide for Affordable Housing in the urban settlements of the
 District whilst at the same time sustaining compact urban forms which are
 designed to protect the environmental values and outstanding landscapes
 of the District.
- Affordable Housing, if provided outside of the existing settlements of the District, may increase vehicle commuting trips and place lower income households away from support services and activities.
- The growth of the District's economy may be restrained by a lack of Affordable Housing.
- The ability of the community to provide for its social and economic wellbeing is reduced if low and moderate income households cannot locate within the District.

4.10.3 Objectives and Policies

Objective 1 – Access to Affordable Housing

To provide a range of opportunities for low and moderate income Resident Households and Temporary Worker Households to live in the district in accommodation appropriate for their needs.

Policies

- To assess the impact of the development and/or subdivision on the supply of and demand for Affordable Housing, and whether a contribution towards Affordable Housing is necessary to mitigate any adverse effects and/or impact of the development and/or subdivision.
- 2. To ensure that the Affordable Housing demand generated by the development and/or subdivision is avoided, remedied, or mitigated

Implementation Methods

Objective 1 and associated policies will be implemented through a number of methods:

- i. District Plan
 - Plan Changes that incorporate appropriate provisions relating to the supply of Affordable Housing and and/or contributions to Community Housing.
 - b) Resource Consent conditions, including conditions on the number and type of allotments or dwelling units to be provided by the development and contributions towards Affordable Housing or contributions to Community Housing.
 - c) Preparation of an Affordable Housing Impact and Mitigation Statement (AHIMS) (as set forth in Appendix 11) to determine the extent of Affordable Housing demands generated by development and/or subdivision and the range of actions to be taken to mitigate the identified effects.
- ii. Other Methods
 - a) By reference to the HOPE Strategy
 - b) Actions of the Queenstown Lakes Community Housing Trust

c) Actions of Central Government

Objective 2 - Quality of Affordable Housing

To ensure the provision of high quality Affordable Housing in proximity to places of work, transport and community services.

Policies

- To ensure that Affordable Housing is located within the confines of the urban settlements of the District.
- 2. To ensure Affordable Housing is well designed and energy efficient.
- To avoid the concentration of Community Housing with provisions for its spread throughout a development and the settlements of the District.

Implementation Methods

Objective 2 and associated policies will be implemented through a number of methods:

- District Plan
 - a. Incorporation of appropriate site and zone standards in Plan Changes
 - b. Resource Consent conditions
 - c. Design Criteria as set forth in Appendix 11
- ii. Other Methods
 - a. Design guides
 - b. Design review
 - c. Design Criteria as set forth in the HOPE Strategy

Explanation and Principal Reasons for Adoption

The long term environmental, social and economic effects of a lack of Affordable Housing within the District are potentially significant. Over time, without access to appropriately designed or located Affordable Housing it is likely that the community will see a narrowing of the diversity of the community, a reduction in economic growth rates, an increase in vehicle movements, and pressure for urban development in less expensive, but more environmentally damaging locations within the District. There is a need to ensure that housing options are available to retain a mixed community and a more permanent, stable workforce.

New development can both reduce and increase the supply of housing that is affordable for households on low and moderate incomes. As new development occurs (whether through changes to the District Plan or through consenting processes) there is an opportunity to consider and provide for the Affordable Housing needs of the community. To this end, the Affordable Housing Impact and Mitigation Statement (AHIMS) is the mechanism by which impacts of development on housing affordability are to be identified and suitable mitigation strategies developed. Mitigation strategies must look at both direct and indirect ways of supplying Affordable Housing. Indirect measures may involve increasing the supply of housing units suitable for low and moderate income households, for both temporary workers and permanent residents. Such indirect methods may also include the provision of residential flats, intensive housing formats of a variety of sizes and purpose designed accommodation for Temporary Worker Households.

Direct measures may involve a contribution towards Community Housing, meaning that portion of Affordable Housing that maintains long term affordability for through the use of a Retention Mechanism. Retention mechanisms are required to ensure the ongoing availability of the Community Housing for future Low and Moderate Income Households, both temporary workers and permanent residents. The retention mechanisms suitable for this purpose comprise a combination of regulatory and conveyancing tools suitable for defined periods of time, and transfer of contributions in the form of land, housing, stock or cash to the Queenstown Lakes Community Housing Trust via the Council to achieve permanent affordability.

4.11 Earthworks

4.12 Monitoring, Review and Enforcement. . .

4.12.4 Monitoring of Key Environmental Results

xvii Affordable Housing

The monitoring of the following:

- Proportion of low and moderate income households living within the District
- The extent of turnover of employees, and the changes to the make up of the community, relative to national level trends
- Range of unit types provided by developments
- Housing costs (rental / mortgage) relative to household incomes

DEFINITIONS D

Add/Amend the following definitions:

Area Median Income (AMI): Means the median household income for the communities of the Queenstown-Lakes District as published by Statistics New Zealand following each census, and adjusted annually by the Consumer Price Index (CPI).

Affordable Housing: Means a Residential Activity whose cost to rent or own generally does not exceed 30% of the income of low to moderate income households and which reflects the design criteria established in Appendix 11. It includes Community Housing.

Affordable Housing Impact and Mitigation Statement (AHIMS): An assessment of the effects of development or subdivision in terms of Affordable Housing demand and the identification of means to avoid, remedy or mitigate these, as undertaken in accordance with Appendix 11.

<u>Community Housing:</u> Means Affordable Housing that maintains long term affordability for existing and future generations through the use of a Retention Mechanism.

Community Housing Trust: means the Queenstown Lakes Community Housing Trust

HOPE Strategy: Means the "Housing our People in our Environment" Strategy as modified for consultation on 24 October 2007.

Household: Means a single individual or a group of people, and their dependents who normally occupy the same primary residence.

Household Income: Means all income earned from any source, by all household members.

Low Income: Means Household Income below 80% of the Area Median Income

Moderate Income: Means Household Income between 80% and 140% of the Area Median Income

Residential Activity Means the use of land and buildings by people for the purpose of permanent living accommodation, including all associated accessory buildings, recreational activities and the keeping of domestic livestock. For the purposes of this definition, residential activity shall include Affordable Housing, emergency, refuge accommodation and the noncommercial use of holiday homes. Excludes visitor accommodation.

Resident Household: Means a Household whose members reside and work permanently in the District.

Retention Mechanism Means those tools further described in the HOPE Strategy and Appendix 11 which ensure the long term affordability of Affordable Housing for existing and future generations.

Temporary Worker Household: Means a Household whose members are employed in the District for no more than 6 consecutive months at a time.



SECTION 1: Design Criteria to ensure high quality Affordable Housing

The Hope Strategy outlines Criteria that shall be considered in the design of Affordable Housing (refer to Volume 2 Part B – Guidelines for Development. In particular, the following minimum criteria shall be met in order for housing to be considered Affordable Housing.

A. Minimum Unit Sizes

Affordable Housing Units shall be no smaller in size than as indicated in Table 1:

Note: Figures exclude balconies, garages (if included) and outdoor amenity areas. Shared living/dormitory units are not included. Units over 180 sqm will not usually be considered appropriate.

Table 1: Minimum Unit Sizes

Unit Type by Number of bedrooms	Minimum Residential Unit size (Area sqm)
Studio (0 bedroom)	35
1	45
2	70
3	90
4	115

B. Design Principles

 Affordable Housing should be designed and constructed in accordance with best practice in urban design principles, and it should comply with and be assessed against the same criteria that apply to other housing in the relevant development zone or area.

- ii. Developments should provide a mix of housing unit types for Affordable Housing consistent with the anticipated needs of the area's Resident and Temporary Worker Households.
- iii. Affordable Housing should be provided on-site and spread throughout the development unless exceptional circumstances can be demonstrated.

C. Energy Efficiency

The building envelope of all residential units defined as Affordable Housing shall be constructed to achieve at least the following insulation and glazing standards (in R values):

Table 2: Minimum Construction Standards for Affordable Housing

Part of Building	Non solid	Solid (two options)	
Roof	3.5	3.9	4.0
External walls	2.5	1.9	1.4
Floor	3.1	1.9	1.9
Glazing	0.26	0.26	0.33*

^{*}double glazing with lowE coating and argon gas fill and solid aluminium frames

Additionally, an adequate heating appliance shall be installed and it shall be demonstrable that heating can be reasonably achievable in all habitable rooms to 18 degrees Celsius year round.

Part B of Volume 2 the HOPE Strategy provides further information on the above criteria.



SECTION 2: Affordable Housing Impact and Mitigation Statement (AHIMS)

The Affordable Housing Impact and Mitigation Statement (AHIMS) should conform to the following methodology. A satisfactory AHIMS need only consider the proposed increase in development above what is currently anticipated by the District Plan. For example, Permitted, Controlled or Restricted Discretionary activities are generally considered as 'anticipated' and need not be considered; Plan Changes, Discretionary and Non Complying activities are not anticipated and must be considered.

If the demand calculated by the AHIMS is less than 0.8 of a Household Equivalent Unit of Demand per Table 4, the Council will not expect action to be taken to mitigate the impact of the development on housing affordability.

Part A. Provide an impact statement that assesses the demand for affordable housing to be generated by the development:

By reference to either Table 3:

Table 3: Assumed Demand for Affordable Housing by Expected Land or Building Use

Expected land or building use	Affordable Housing Units of Demand generated per 1000 m2 of gross building floorspace
Visitor Accommodation	1.26
Commercial –intensive (includes retail, office, café)	4.36
Commercial – large format (includes bulk retail, wholesale, yard based)	3.36
Residential	0.37

Or, by completing an alternative assessment which has regard to the methodology and matters considered in the HOPE Strategy, Volume 2, Part D – Affordable and Community Housing Demand, Allocation and Implementation. Such an alternative assessment should include the following steps:

- 1. Assess the employment that the development is likely to generate (full time and part time, permanent and temporary):
- a. In the case of residential development this should include employment generated during construction and ongoing servicing of the dwellings (such as maintenance). It should also include employment generated by demand for supporting commercial and non-commercial services (e.g. retail and public services such as education, police, fire and recreation).
- b. In the case of commercial, non-residential development (e.g. visitor accommodation, retail, office, tourism facilities) this should include all expected permanent employment demands created by the development but does not include multiplier effects (for example, the employment demands of those houses needed for households that are required to address the employment demands of a development need not be accounted for). Account should be taken of the employment demand assumed to be already derived from the residential sector (i.e. double counting of employment demand between land uses should be avoided).
- c. The employment to be generated by non-residential activities can be disaggregated into one or more relevant employment sectors, (for example Table 3 shows three employment sectors).
- 2. Assess the number of housing units generated by employment in these sectors, taking into account multiple job holders and the average number of employees per household:



- a. Resident households
- b. Temporary Worker Households.
- 3. Assess the number of Affordable Housing units required to meet the housing needs of these households, taking into account the income profile of the employment generated, by employment sector, house prices and rental values.

Part B. Develop a mitigation plan

The Mitigation Plan needs to determine the range of methods that will be used to encourage:

- a. a supply of Affordable Housing consistent with the profile of housing need developed through the Impact Statement from Part A above.
- b. the contribution towards Community Housing (refer to Definitions)

Methodology for a Mitigation Plan

This shall be undertaken through steps 1-3 below. Where a table provides information for fulfillment of the step the development has the option to use the data in the table in lieu of determining the data for that development.

- 1. Affordable Housing: determine the extent to which supply-side methods will be able to mitigate the Affordable Housing demand, including:
 - a. The range and number of housing types likely to be provided within the development (e.g. the size and mix of units, including residential flats, townhouses, apartments) by a calculation specific to the development or by reference to Table 4. Note that the total number

of Affordable Housing units resulting from Part A (above) are to be satisfied through a variety of unit sizes. This should be in accordance with Table 4, unless it can be demonstrated that the profile of housing need for the development or subdivision should be satisfied by an alternative mix. The number of units provided shall be adjusted according to the application of the Relative Household Equivalent listed in Table 4:

Table 4: Units Mixes, Minimum Sizes and Relative Household Equivalents

Unit Type by Number of bedrooms	Minimum Residential Unit size (Area sqm)	Percentage of Affordable Housing Stock	Relative Household Equivalent
Studio (0 bedroom)	35	5%	0.8
1	45	25%	1.0
2	70	40%	1.6
3	90	15%	2.0
4	115	15%	2.6

b. The mix of housing units, in terms of affordability to Low Income or Moderate Income Households (see Definitions), that are to be permanently provided exclusively for residential use (i.e. cannot be converted to Visitor Accommodation), by a calculation specific to the development or by reference to Table 5:

Table 5: Unit Mix by Affordability for Resident Households



Table 5: Unit Type by Number of bedrooms	Resident Households		Total
	Low Income	Moderate Income	
Shared living / Dormitory	0%	0%	0%
Studio	2%	3%	5%
1 BR	12%	13%	25%
2 BR	20%	20%	40%
3 BR	7%	8%	15%
4 BR	7%	8%	15%
TOTALS	48%	52%	100%

c. Accommodation that is designed specifically for and retained for Temporary Worker Households (where needed), by a calculation specific to the development or by reference to Table 6:

Table 6: Unit Mix by Affordability for Temporary Worker Households

TABLE 6 Unit Mix	Temporary Worker Households		Total
	Low Income	Moderate Income	
Shared living / Dormitory	70%	0%	70%
Studio	20%	2%	22%
1 BR	2%	2%	4%
2 BR	2%	2%	4%
3 BR	0%	0%	0%
4 BR	0%	0%	0%
TOTALS	94%	6%	100%

- 2. Determine the proportion of Affordable Housing that will be contributed as Community Housing (meaning that it is subject to Retention Mechanisms). This is to be 30% of the Affordable Housing demand, or an alternative figure taking into account:
 - a. the likely effect of the supply-side measures (as outlined in 2 above)
 - income assistance such as from central government for low income households (likely to be households with an income of less than 80% AMI)
 - c. the need to retain a mixed community
 - d. the need to assist and to encourage a more stable permanent resident population in the District.

The Community Housing contribution is expected to:

- a. include vesting with the Community Housing Trust via the Council of a fair and reasonable proportion, generally not less than 40% of the total Community Housing contribution to ensure permanent affordability for current and future generations:
 - i. For this 40%, the specific sections of land shall be transferred to the Trust at nil consideration, and any completed housing units (if agreed) shall be transferred to the Trust with the land component of the completed unit at nil consideration, and a price established for the residential portion that enables an eligible Household to reside in the unit by means of rental or regulated ownership. A conversion to cash may be negotiated if necessary.



- ii. The balance (of 60% or less) of the Community Housing contribution can remain within the private market place, and deliver units at an affordable sale or rental value, but must be subject to an enforceable, recognised Retention Mechanism such as
 - a covenant supported by a Memorandum of Encumbrance registered against the title to the land (prescribing the method of computation of resale value; rental levels; dedicated use as housing for Resident Households or housing for Temporary Worker Households; and/or eligibility of occupiers, and a means of enforcement of those covenants) as accepted by the Council, in favour of the Council and Community Housing Trust; or
 - 2. other means if agreed by the Council

Further clarification can be found through Volume 2 of the HOPE Strategy.

- b. Be protected through the development process through the use of caveats, conditions of consent and/or consent notices, as appropriate
- be spread across the range of households identified in the assessment (Part A) above, and provide a mix of tenures
- d. be spread throughout the development so that they are not exclusively clustered in one area or section

- e. be provided on-site unless extenuating circumstances can be demonstrated such as where the development is small in scale, or there is an over concentration of Affordable Housing units within a particular area, or where it is inappropriate to locate residential activities within the development site.
- 3. Define the methods that are to be used to deliver the Affordable and Community Housing required including one or a combination of the following:
 - (i) With respect to Plan Changes:
 - a. Site and/or zone standards that require a certain number, density, range and type of housing units;
 - b. Defining the Community Housing Contribution rate and securing its delivery;
 - c. Whether any density bonuses or similar tools should be provided to encourage the supply of Affordable and Community Housing units, subject to the need to provide certainty over the affordability, scale, location and design of development that may result from the application of such bonuses.
 - (ii) With respect to Resource Consent Applications
 - a. The provision of Affordable and/or Community
 Housing in accordance with site and zone standards (if existing);
 - b. The demonstration of the provision of Affordable and Community Housing to be made in accordance with the District-wide Objectives and Policies at the time of submission of an Outline Development Plan (if required



by the zone's provisions) or at the time of other Resource Consent application for development or subdivision:

c. Defining the Community Housing Contribution rate and securing its delivery.