QUEENSTOWN LAKES DISTRICT COUNCIL

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DECISIONS OF THE QUEENSTOWN LAKES DISTRICT COUNCIL

NOTIFICATION UNDER s95A AND s95B AND DETERMINATION UNDER s104

OF THE RESOURCE MANAGEMENT ACT 1991

Applicant:	Y Wen
RM reference:	RM200073
Application:	Application under Section 88 of the Resource Management Act 1991 (RMA) to undertake a 90-night residential visitor accommodation activity for ten (10) guests over two (2) existing residential units.
Location:	1-3 Highlands Close, Goldfield Heights, Queenstown
Legal Description:	Lot 15 Deposited Plan 512588 held in Record of Title 789691
Zoning:	**ODP:** Low Density Residential **PDP:** Lower Density Suburban Residential
Activity Status:	**Restricted Discretionary**
Decision Date	**29 May 2020**

SUMMARY OF DECISIONS

1. Pursuant to sections 95A-95F of the Resource Management Act 1991 (**RMA**) the application will be processed on a **non-notified** basis given the findings of Section 5 of this report. This decision is made by Sarah Gathercole, Senior Planner, on 28 May 2020 under delegated authority pursuant to Section 34A of the RMA.

2. Pursuant to Section 104 of the RMA, consent is **GRANTED SUBJECT TO CONDITIONS** outlined in **Appendix 1** of this decision imposed pursuant to Section 108 of the RMA. This consent can only be implemented if the conditions in Appendix 1 are complied with by the consent holder. The decision to grant consent was considered (including the full and complete records available in Council's electronic file and responses to any queries) by Sarah Gathercole, Senior Planner, as delegate for the Council.

1. SUMMARY OF PROPOSAL AND SITE DESCRIPTION

Consent is sought to undertake a residential visitor accommodation activity (RVA) for 90 nights and ten (10) guests over two (2) existing residential units with a shortfall of one (1) carpark at Lot 15 Deposited Plan (DP) 512588 (the subject site) (Figure 1).

It is important to note that, in this case, the application treats the two (2) residential units – which are under the same title – collectively, and therefore, this consent will apply wholly over the subject site (that being the 2 units) and is not granted to each residential unit as individual components i.e. the residential units will be rented out to one group of guests at a time.

Figure 1. *Subject site (outlined in blue) and surrounding environment. Source: Qmaps, 2020.*

The applicant has provided a detailed description of the proposal, the site and locality and the relevant site history in Sections 1-2 of the report entitled "*Annex A: Assessment of Environmental Effects*", prepared by Jenny Carter of J Carter Planning, and submitted as part of the application (hereon referred to as the applicant's AEE and attached as Appendix 2). This description is considered accurate and is adopted for the purpose of this report with the following additions:

Relevant Site History

RM150087 (as varied by RM150615) – land use consent to undertake a development comprising 13 residential units, incorporating a comprehensive residential development; breach outdoor living space, maximum height and access standards. Consent was also sought to subdivide the site into 15 lots, each containing a residential unit.

RM170613 – subdivision resource consent to convert an existing residential unit into two residential units; land use consent future for breaches of parking and outdoor area.

2. ACTIVITY STATUS

The proposal requires consent for the following reasons:

2.1 OPERATIVE DISTRICT PLAN (ODP)

The subject site is zoned *Low Density Residential* in the ODP and the proposed activity requires resource consent for the following reason:

Rules that are treated as inoperative under s86F:

The following rules of the ODP are now treated inoperative and as such not triggered:

- A **controlled** activity resource consent pursuant to Rule 7.5.3.4(i) for visitor accommodation activities. Council's control is with respect to:

    a) The location, external appearance and design of buildings;
    b) The location, nature and scale of activities on site;
    c) The location of parking and buses and access;
    d) Noise; and,
    e) Hours of operation

2.2 PROPOSED DISTRICT PLAN

Council notified its decisions on Stage 1 of the Proposed District Plan (**Stage 1 Decisions Version 2018**) on 7 May 2018. The subject site is zoned *Lower Density Suburban Residential* by the Stage 1 Decisions Version 2018.

Council notified its decisions on Stage 2 of the Proposed District Plan (**Stage 2 Decisions Version 2019**) on 21 March 2019. The subject site is not subject to any zones or district-wide chapters under the Stage 2 Decisions Version 2019.

Council notified Stage 3 of the Proposed District Plan (**Stage 3 and 3b Notified Version**) on 19 September 2019 (Stage 3) and 31 October 2019 (Stage 3b). There are no additional relevant rules that have immediate legal effect contained in Stage 3 or 3b.

The proposed activity requires resource consent under the PDP for the following reason:

Rules that are treated as operative under s86F:

- A **controlled** activity resource consent pursuant to Rule 7.4.6 for RVA. The proposed activity seeks to establish 90 day RVA for ten (10) guests over two (2) existing residential units. Council's control is with respect to:

    a) The scale of the activity, including the number of guests on site per night;
    b) The management of noise, use of outdoor areas, rubbish and recycling;
    c) The location, provision, use and screening of parking and access;
    d) The compliance of the residential unit with the Building Code as at the date of the consent;
    e) Health and safety provisions in relation to guests;
    f) Guest management and complaints procedures;
    g) The keeping of records of RVA use, and availability of records for Council inspection; and
    h) Monitoring requirements, including imposition of an annual monitoring charge.

Rules that have legal effect under s86B(1) but are not yet treated as operative are:

- A **restricted discretionary** activity pursuant to Rule 29.5.1 as the proposal breaches site standard 29.8.13 in regard to number of car-parking spaces. It is proposed to establish an RVA activity with a shortfall of one (1) carpark. Council's discretion is restricted to this matter.

2.4 NATIONAL ENVIRONMENTAL STANDARD FOR ASSESSING AND MANAGING CONTAMINANTS IN SOIL TO PROTECT HUMAN HEALTH 2011 ("NES")

Based on the applicants review of Council records, the piece of land to which this application relates is not a HAIL site, and therefore the NES does not apply.

2.5 ACTIVITY STATUS SUMMARY

Overall, the application is considered to be a **restricted discretionary activity** under the PDP.

3. SECTION 95A – PUBLIC NOTIFICATION

Section 95A of the RMA requires a decision on whether or not to publicly notify an application. The following steps set out in this section, in the order given, are used to determine whether to publicly notify an application for a resource consent.

3.1 Step 1 – Mandatory public notification

The applicant has not requested public notification of the application (s95A(3)(a)).

Public Notification is not required as a result of a refusal by the applicant to provide further information or refusal of the commissioning of a report under section 92(2)(b) of the RMA (s95A(3)(b)).

The application does not involve exchange to recreation reserve land under section 15AA of the Reserves Act 1977 (s95A(3)(c)).

Therefore, public notification is not required by Step 1.

3.2 Step 2 – Public notification precluded

Public notification is not precluded by any rule or national environmental standard (s95A(5)(a)).

The proposal is a residential activity that is restricted discretionary.

Note: *For the purposes of 95A(5)(b)(iii), the proposed activity meets the s95A definition of residential activity, as the partial use of the "dwellinghouse" (as defined in the RMA) for residential purposes as a holiday home, on land that is zoned for residential purposes.*

Therefore, public notification is precluded (s95A(5)(b)(i)-(iv)).

Public notification is precluded by Step 2.

3.3 Step 3 – If not precluded by Step 2, public notification is required in certain circumstances

Notification is precluded under Step 2, therefore Step 3 does not apply.

3.4 Step 4 – Public Notification in Special Circumstances

There are no special circumstances in relation to this application.

4. LIMITED NOTIFICATION (s95B)

Section 95B(1) requires a decision on whether there are any affected persons (under s95E). The following steps set out in this section, in the order given, are used to determine whether to give limited notification of an application for a resource consent, if the application is not publicly notified under section 95A.

4.1 Step 1: certain affected groups and affected persons must be notified

Determination under s95B(2)

The proposal does not affect protected customary rights groups, and does not affect a customary marine title group; therefore, limited notification is not required.

Determination under s95B(3)

Limited notification is not required under Step 1 as the proposal is not on or adjacent to, or may affect land subject to a statutory acknowledgement under Schedule 11, and the person to whom the statutory acknowledgement is made is not determined an affected person under section 95E (s95B(3)).

4.2 Step 2: if not required by Step 1, limited notification precluded in certain circumstances

Limited notification is not precluded under Step 2 as the proposal is not subject to a rule in the District Plan or is not / is subject to a NES that precludes notification (s95B(6)(a)).

Limited notification is not precluded under Step 2 as the proposal is not a controlled activity, and/or is not a prescribed activity (s95B(6)(b)).

4.3 Step 3: if not precluded by Step 2, certain other affected persons must be notified

If limited notification is not precluded by Step 2, a consent authority must determine, in accordance with section 95E, whether the following are affected persons:

Boundary activity / Prescribed activity

The proposal is not a boundary activity where the owner of an infringed boundary has not provided their approval, **and** the proposal is not a prescribed activity under (s95B(7)).

Any other activity

As limited notification is not required under s95B(7), the proposed activity falls into the *'any other activity'* category (s95B(8)), and the adverse effects of the proposed activity are to be assessed in accordance with section 95E.

4.3.1 Considerations in assessing adverse effects on Persons (S95E(2)(a)-(c))

a) The consent authority **may** disregard an adverse effect of the activity on a person if a rule or national environmental standard permits an activity with that effect. In this case, the permitted baseline is found within section 3.3.2 above.

b) The consent authority **must** disregard an adverse effect of the activity on the person if the effect does not relate to a matter for which a rule or a national environmental standard reserves control or restricts discretion; and

c) The consent authority **must** have regard to every relevant statutory acknowledgement specified in Schedule 11.

4.3.1 [ii] Persons who have provided written approval (s95E(3))

In this case, no persons have provided their **written approval** for the proposed activity.

4.3.2 Assessment: Effects on Persons

Taking into account the exclusions in sections 95E(2) and (3) as set out in section 4.3.1 above, the following outlines an assessment as to whether the activity will have or is likely to have adverse effects on persons that are minor or more than minor:

The owners and occupiers of the following sites are considered in this assessment of effects on persons (Figure 2):

Figure 2. *Subject site (outlined in blue) and locations of owners and occupiers considered in this assessment of effects on persons.*

As described, the proposed activity seeks to establish 90 Day RVA for up to ten (10) people across the subject site with a shortfall of one (1) carpark.

Outdoor areas are orientated away from the owners and occupiers of 5 Highland Close to the east and south, and the outdoor areas of other surrounding sites are considered to be sufficiently separated. Given the management plan and conditions proposed by the applicant, it is considered the level of residential amenity, noise, privacy and social cohesion anticipated in this area and zone will be retained.

Overall, it is considered that with the application of the management plan and conditions proposed by the applicant, particularly around parking, guest management and noise, the adverse effects of the proposal on the owners and occupiers of the sites outlined in Figure 2 will be less than minor.

Others

No other persons are considered to be adversely affected by the proposed activity.

4.3.3 Decision: Effects on Persons (s95E(1))

In terms of section 95E of the RMA, and on the basis of the above assessment, no person is considered to be adversely affected.

Therefore, limited notification is not required under Step 3.

4.4 Step 4 – Further Limited Notification in Special Circumstances (s95B(10))

Special circumstances do not apply that require limited notification.

5. OVERALL NOTIFICATION DETERMINATION

In reliance on the assessment undertaken in sections 3 and 4 above, the application is to be processed on a non-notified basis.

6. S104 ASSESSMENT

6.1 EFFECTS ON THE ENVIRONMENT (s104(1)(a)&(ab))

6.1.1 Consideration of applications under s104(1)(a)

*A: A consent authority **may** disregard an adverse effect of the activity if a rule or national environmental standard permits an activity with that effect (s104(2)). In this case, the permitted baseline includes:*

- No more than five paying guests on a site per night
- Compliance with minimum parking requirements
- No vehicle movements by heavy vehicles, coaches or buses to and from the site.

This above permitted baseline for homestays is considered to be of little relevance.

Notwithstanding and further to the above, as a permitted activity (including the associated effects such as car parking demand, traffic generation, noise and effects on privacy), the existing units may be used for residential occupation. This baseline is considered of relevance and will be considered as part of the following assessment.

*B: A consent authority **must not** have regard to:*

(i) Trade competition and the effects of trade competition (s104(3)(a)(i)); and
*(ii) Any effect on a person who has given **written approval** to the application (s104(3)(a)(ii). In this case, no persons have provided their written approval for the proposed activity.*

3.3.2 Permitted Baseline (s95D(b))

The consent authority **may** disregard an adverse effect of the activity if a rule or national environmental standard permits an activity with that effect. In this case, all RVAs within the zone under the PDP require resource consent (rule 7.4.6).

3.3.3 Assessment: Effects On The Environment

Taking into account sections 3.3.1 and 3.3.2 above, the following assessment determines whether the proposed activity will have, or is likely to have, adverse effects on the environment that are more than minor that will require public notification (s95A(8)(b)).

The Assessment of Effects provided at section 7.2 of the applicant's AEE, is comprehensive and is considered accurate. It is therefore adopted for the purposes of this report. Overall, it is considered that with the application of the management plan and conditions proposed by the applicant, particularly around parking, guest management and noise, the adverse effects of the proposal on the environment will be less than minor.

6.2 RELEVANT DISTRICT PLAN PROVISIONS (s104(1)(b)(vi))

Operative District Plan

The relevant operative objectives and policies are contained within *Section 7 Residential Areas* of the ODP.

The proposed activity, as described, is overall considered to meet the objectives and policies of the zone as it does not pose a risk to the level of residential amenity anticipated in the area and zone (Objective 4).

Proposed District Plan

The relevant objectives and policies are contained within *Chapter 7 Lower Density Suburban Residential* and *Chapter 29 Transport* of the PDP.

In regard to Chapter 7, the proposed activity overall is considered to meet the objectives and policies of the zone as it does not pose a risk to level of residential amenity anticipated in the area and zone (Objective 7.2.8).

Under Chapter 29, as the proposed activity is suitable with a shortfall of one (1) carpark, it does not adversely impact the safety, access and functionality of the area and zone (Objective 29.2.1; 29.2.2; 29.2.4). Overall, it is considered to meet the objectives and policies of *Chapter 29 Transport*.

6.3 PART 2 OF THE RMA

The purpose of the RMA is to promote the sustainable management of natural and physical resources. Part 2 of the RMA outlines that the purpose of the Act is to promote the sustainable management of natural and physical resources. As detailed below, the proposed activity is considered to meet the purpose and principles of this section.

Section 5 – Purpose

The proposed activity will result in sustainable management of natural and physical resources, whilst not affecting the life supporting capacity of air, water, soil and ecosystems. It is considered that proposed activity avoids any potential adverse effects on the environment.

Section 6 – Matters of National Importance

There are no matters of national importance pertaining to this application.

Section 7 – Other Matters

Of relevance to this application are the maintenance and enhancement of amenity values. Amenity values are defined in the RMA as 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. An assessment of the application with respect to the amenity values of the environment is included in in Sections 3 and 4 above. In summary, there are no more than minor effects on amenity values as a result of the proposed activity.

Section 8 – The Principles of the Treaty of Waitangi

The principles of the Treaty of Waitangi to be recognised and provided for through the proposed activity. There are no matters pertaining the principles of the Treaty of Waitangi of relevance to this application.

Overall, the proposal is considered to meet the purpose and principles of the RMA.

6.4 DECISION ON RESOURCE CONSENT PURSUANT TO SECTION 104 OF THE RMA

Consent is **granted** to undertake 90-night RVA for up to ten (10) guests over two (2) existing residential units with a shortfall one (1) carpark subject to the conditions outlined in *Appendix 1* of this decision report imposed pursuant to Section 108 of the RMA.

7.0 DEVELOPMENT CONTRIBUTIONS AND ADMINISTRATIVE MATTERS

Local Government Act 2002: Development Contributions

In granting this resource consent, pursuant to the Local Government Act 2002 and the Council's Policy on Development Contributions the Council has identified that a Development Contribution is required. Payment will be due prior to commencement of the consent, except where a Building Consent is required when payment shall be due prior to the issue of the code of compliance certificate.

Administrative Matters

The costs of processing the application are currently being assessed and you will be advised under separate cover whether further costs have been incurred.

The Council will contact you in due course to arrange the required monitoring. It is suggested that you contact the Council if you intend to delay implementation of this consent or if all conditions have been met.

This resource consent is not a building consent granted under the Building Act 2004. A building consent must be obtained before construction can begin.

This resource consent must be exercised within five years from the date of this decision subject to the provisions of section 125 of the RMA.

If you have any enquiries, please contact Meggan Bain on phone (03) 441 0499 or email meggan.bain@qldc.govt.nz

Report prepared by

Meggan Bain
PLANNING OFFICER

Decision made by

Sarah Gathercole
SENIOR PLANNER

APPENDIX 1 – Consent Conditions
APPENDIX 2 – Applicant's AEE
APPENDIX 3 – Site Management Plan

APPENDIX 1 – CONSENT CONDITIONS

ADVICE NOTE: The consent holder is advised that Resource consent RM200073 authorises the use of the two (2) residential units in their entirety as one (1) residential visitor accommodation activity, which means there is both guest use AND residential use of the site in any given year. Resource consent RM200073 does NOT cover sole use of a property for visitor (guest) accommodation. If the consent holder is not intending to continue the residential visitor accommodation use, they may provide written confirmation to Council that they are seeking to surrender resource consent RM200073.

General Conditions

1. That the development must be undertaken/carried out in accordance with the plans:

   - 'Elevations' – A2-01 – REV 1 – W K Cadzow & Associates – 23 July 2015
   - 'Floor Plan Areas' – A1-01a – REV 1 – W K Cadzow & Associates – 27 August 2015
   - 'Parking Overview' – 26/Sheet001 – REV C – Clark Fortune & Associates – 1 January 2014
   - 'Section Views' – 25/Sheet004 – Clark Fortune & Associates – 26 August 2016

   stamped as approved on 29 May 2020

   and the application as submitted, with the exception of the amendments required by the following conditions of consent.

2. This consent shall not be exercised and no work or activity associated with it may be commenced or continued until the following charges have been paid in full: all charges fixed in accordance with section 36(1) of the Resource Management Act 1991 and any finalised, additional charges under section 36(3) of the Act.

3. The consent holder is liable for costs associated with the monitoring of this resource consent under Section 35 of the Resource Management Act 1991.

Operational Conditions

4. The consent holder shall ensure the residential visitor accommodation activity is undertaken in accordance with the approved site management plan (Site Management Plan, Appendix 3), and the following conditions (5 - 15).

   Advice Note: The management plan may be updated from time to time, which shall be certified by Council's Planning and Development department prior to implementation and shall demonstrate the management techniques that will be used to ensure conditions (5 – 15) are met, and shall include the contact details of the property manager available for any complaints.

5. The property (both residential units) shall be rented to a maximum of one (1) group at any one time.

6. The maximum number of persons over the two (2) residential units in association with the residential visitor accommodation use shall be restricted to ten (10) persons at any one time.

7. Regarding the use of outdoor space:

   a) The use of outdoor areas is prohibited between the hours of 10.00pm to 7.00am.

   b) Three (3) signs (minimum A4 size) shall be erected on the sites to remind guests that they are in a residential area, and that the use of outdoor areas is prohibited between the hours of 10.00pm to 7.00am. One sign shall be installed in the kitchen of each unit and weatherproof signs (e.g. laminated) shall be installed within each outdoor area.

c) Upon installation, and prior to the use of the two (2) residential units for residential visitor accommodation, the consent holder shall submit photographs of these signs to the Council Monitoring Department for monitoring purposes. The signs shall be retained on site as long as the residential visitor accommodation is undertaken.

8. The two (2) residential units may be used for residential visitor accommodation for no more than 90 nights per calendar year.

9. The consent holder shall maintain a record of all tenancies in the form of a register containing the number of occupants and the number of days/nights of occupancy. Details of all tenancies for at least the preceding 5 years shall be continually maintained. This register shall be made available for inspection by the Council at all times.

Please note: While the consent holder is responsible for there being an up to date register, the register may be completed by a letting agent / property manager.

10. All vehicles, including those belonging to people visiting guests and staff, shall be parked on the site in the allocated spaces. The visitor accommodation groups must have no more than three cars per group and the cars must be parked in the garage and car port.

11. The consent holder shall ensure that no coaches are to service the authorised activity.

12. All rubbish and recycling shall be disposed of appropriately. Where there is kerbside collection utilised, rubbish and recycling shall only be placed on the street the day of or day prior to collection.

Should Council kerbside collection of rubbish and recycling not be available to the consent holder, the consent holder must submit details of an alternate private collection service to Council for certification prior to such a service being utilised. Details shall include but not necessarily be limited to, the location of rubbish and recycling areas on site, collection method and day of collection.

Note: *The management plan may be required to be updated to address a change in rubbish and recycling services.*

13. Within three (3) months of either of the two (2) residential units changing ownership, the consent holder shall provide to the Council's Monitoring department, in writing, confirmation that they intend to continue operating the residential visitor accommodation, and the nature of the residential use, and also (if required) update the residential visitor accommodation management plan required under Condition (4) of RM200073.

Note: *Change of one (1) of the two (2) residential units to a residential activity may require a variation to RM200073.*

14. Prior to the use of the building for residential visitor accommodation activities authorised by this consent, and within ten working days of each anniversary of the date of this decision (and within 10 days of a change in property manager contact details), the consent holder shall undertake a letter drop to the owners/occupiers of neighbouring adjacent sites below:

- LOT 14 DP 512588
- LOT 13 DP 490069
- LOT 14 DP 490069
- LOT 16 DP 512588
- LOT 1 DP 490067

The consent holder shall ensure that all adjacent properties are served with a copy of the conditions of RM200073, approved plans, approved visitor management plan (which contains contact details of the property manager) and a cover letter. The cover letter shall outline the consented activity and the property managers contact details for receiving any complaints. The cover letter shall direct owners and occupiers to direct all complaints to be conveyed to the property manager in the first instance. The consent Holder shall submit a list of documentation including the covering letter to the Council Monitoring Department for monitoring purposes within 10 working days of each letter drop.

15. The consent holder shall maintain a record of all complaints received during the operation of the residential visitor accommodation activity in the form of a register containing the complaint details and any remedial actions undertaken. Details of all complaints (including any remedial actions taken) shall be kept for at least the preceding 5 years and any complaints received shall be forwarded to the Council Monitoring Department for monitoring purposes within 48 hours of the complaint being received. The complaint register shall be made available for inspection by the Council at all times.

Review

16. Within six months of the date of this decision; and/or upon the receipt of information identifying non-compliance with the conditions of this consent, and/or within ten working days of each anniversary of the date of this decision, the Council may, in accordance with Sections 128 and 129 of the Resource Management Act 1991, serve notice on the consent holder of its intention to review the conditions of this resource consent for any of the following purposes:

    a) To deal with any adverse effects on the environment that may arise from the exercise of the consent which were not foreseen at the time the application was considered and which it is appropriate to deal with at a later stage.

    b) To deal with any adverse effects on the environment which may arise from the exercise of the consent and which could not be properly assessed at the time the application was considered.

    c) To avoid, remedy and mitigate any adverse effects on the environment which may arise from the exercise of the consent and which have been caused by a change in circumstances or which may be more appropriately addressed as a result of a change in circumstances, such that the conditions of this resource consent are no longer appropriate in terms of the purpose of the Resource Management Act 1991.

    d) The purpose of this review is in relation to effects on any person in relation to nuisance (including but not limited to noise and rubbish/recycling).

17. As part of the review clause stated in Condition 15 of this consent, the Council may have the site management plan audited at the consent holder's expense.

Advice Notes

1. The consent holder is advised that there may be ongoing implications for alternative rating of the property from the use of the two (2) residential units for residential visitor accommodation. As of the time this consent was granted, increased rates from a residential use are generated for residential visitor accommodation use. For further information, contact the Council Rates department.

2. An additional development contribution will be required for the change in use from residential to residential visitor accommodation. It is recommended the applicant contact the Council DCN officer for an estimate.

3. The consent holder is advised that there may be further requirements to using a residential unit for residential visitor accommodation, including but not limited to health and safety, income tax and GST.

4. Prior to the use of the building for residential visitor accommodation activities authorised by this consent, the consent holder should ensure the smoke alarms are provided and maintained in accordance with clause 5 of the Residential Tenancies (Smoke Alarms and Insulation) Regulations 2016.

For Your Information

Monitoring
The conditions in your decision will advise if monitoring is required. To assist with compliance of your resource consent, and to avoid your monitoring deposit being used before your development starts, please complete the "Notice of Works Starting Form" and email to the Monitoring Planner at RCMonitoring@qldc.govt.nz

Environmental Management Plan
Please be aware of your requirements to appropriately manage environmental effects associated with your activity. Site management means having adequate controls in place on your site. This will ensure compliance is achieved and harmful by-products of construction activities do not damage the environment or cause nuisance to neighbours. We've provided some advice to help you mitigate any possible adverse effects that may be generated on your site as a result of construction related activities.

Engineering Acceptance
You may also have conditions that require you to apply for Engineering Acceptance. To apply, please complete the Engineering Acceptance Application Form and submit to engineeringapprovals@qldc.govt.nz. Further information regarding Engineering Acceptance can be found here.

Development Contribution
If this decision requires a development contribution (DC) charge, we will be sending a notice in due course. To answer questions such as what is a DC charge, when a DC charge is triggered and timing of payments, this information is available here.
If you wish to make a DC estimate calculation yourself, please use this link. Full details on current and past policies can be found here.

APPENDIX 2 – APPLICANT'S AEE

ANNEX A

ASSESSMENT OF ENVIRONMENTAL EFFECTS

Danny Wen

Application to use the property at 1-3 Highlands Close for visitor accommodation for up to 90 nights per year

January 2020

FOURTH SCHEDULE
Information Required in Application for Resource Consent

1. A description of the activity:

This is an application under Section 88 of the Resource Management Act 1991 (RMA) to use the property at 1-3 Highlands Close, Queenstown for visitor accommodation for up to 90 nights per year.

It is proposed that the units, which have been constructed in accordance with resource consent RM170163, will be used for short stay, fee paying accommodation for up to 90 days per year. While there are effectively two units on site they will be used as one dwelling and as such will be rented out to one group of guests at a time. The site has a total of five bedrooms and therefore can accommodate groups of up to 10 guests.

As illustrated on the floor plans attached and marked [**D**] the units have frontage to Highlands Close. Unit 1 has three bedrooms and access to a large double garage. Unit 2 is located below and has two bedrooms. Unit 2 has a car port located off the street with a width of 3.4m. As identified above, the units will be rented to one group at a time. The property will accommodate groups of up to ten persons. While the units have obtained resource consent for a shortfall of one car park (because each unit should have two car parks) the Council has deemed that when used for short stay accommodation for 90 nights per year, even though the units will not be used separately, there is a car park shortfall. This application therefore includes a request for a car park shortfall for the 90 nights of the year when the site will be used for short stay accommodation.

A site management plan has been prepared and is attached and marked [**E**]. This provides a set of house rules and ensures that any potential effects associated with the use of the site on a short stay basis are appropriately mitigated. The units will be managed by Spectrum, a local property manager.

Resource consent RM170163 included approved plans and approved the subdivision of the two units. Both units have been purchased by the applicant, and it is intended that they will be used for short stay visitor accommodation as one unit, as such they will only be rented to one group at a time.

2. Description of the Site at which the activity is to occur

The site is located at 1-3 Highlands Close, Queenstown. The site is legally described as Lot 15 Deposited Plan 512588, held in Computer Freehold Register 789691. The Computer Freehold register and diagram are attached and marked [**C**].

As illustrated on the floor plans (attached and marked [**D**]), 1-3 Highlands Close is attached to 5 Highlands Close. 5 Highlands Close is on a separate title.

The subject site contains two units that are within the same title and owned by the applicant. It is proposed that the units will be rented to one group of persons at a time. The upper floor contains three bedrooms, living area and three bathrooms all on the one level. An indoor/outdoor living area is provided at its eastern end. The level below is accessed via

internal stairs, and contains one living area and kitchen and two bedrooms and one bathroom. It also has access to an outdoor area, located to the east.

The building is accessed off Highlands Close just as it leads off Potters Hill Drive. The site contains a large double garage as well as a covered car port. Vehicles will be required to reverse onto Highlands Close to exit the car parks. Highlands Close is a cul de sac and is therefore relatively quiet and provides a low speed environment.

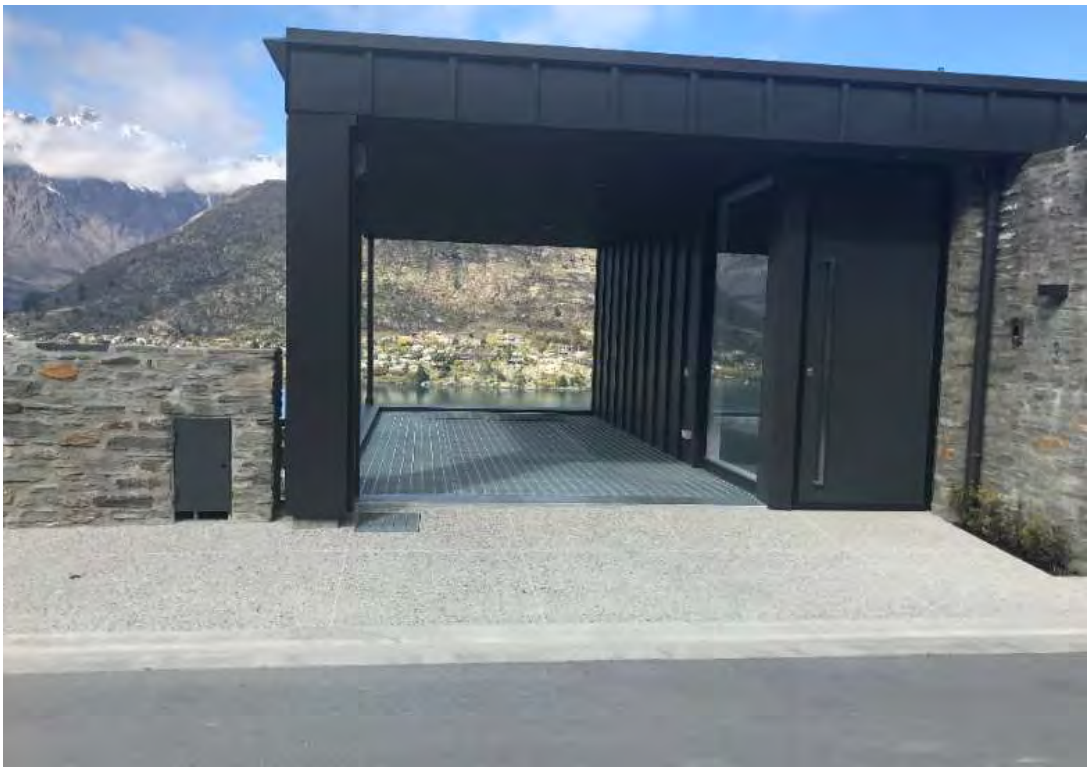
Figure 1: Location of 1-3 Highlands Close. Source: QLDC GIS maps extracted 8 November 2018

Land surrounding the site is zoned Low Density and the site is in easy walking distance to Frankton Road. Surrounding land is steeply sloping and contains a range of different residential units, many being apartment style. A number of the surrounding units are used for short stay accommodation.

The subject site obtains views out over Lake Wakatipu and to the Remarkables. Given the steep nature of the site the outdoor living is minimal. All outdoor living is located on the east of the building, physically separated from the adjacent unit to the west. The site provides high end accommodation and has been finished to a very high standard.

The car park and access area are illustrated in photographs 1-3 below:

Photograph 1: Entrance to Highlands Close from Potters Hill Road. The subject site is on the left.



Photograph 2: Carport accessed off Highlands Close

Photograph 3: Carport, entry and double garage

Figure 3 below is an extract from the ODP planning maps. The site is located within the Low Density Residential Zone and is in close proximity to Frankton Road.

Figure 2: Showing location and zoning pursuant to the Operative District Plan

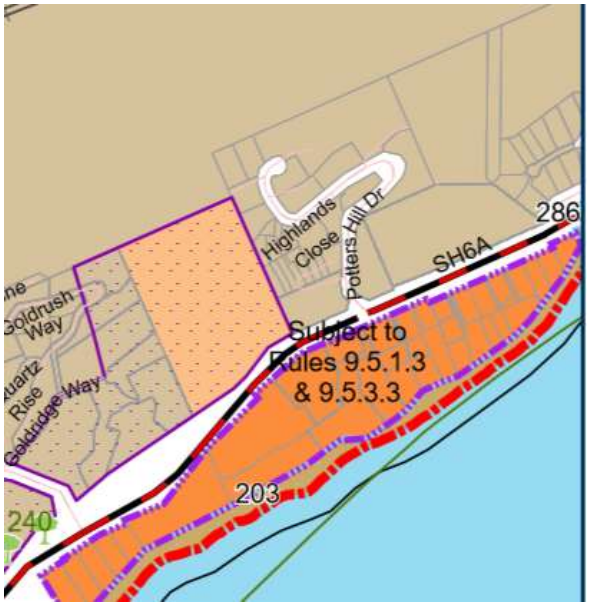


Figure 3: Showing location and zoning pursuant to the Proposed District Plan

3. Description of other activities

No other activities are part of the proposal to which this application relates.

4. A description of any other resource consents required for the proposal

No other consents are required for this proposal.

5. An assessment of the activity against any relevant provisions of a document referred to in Section 104(1)(b)

Section 104(1)(b) requires that the Council must have regard to any relevant provisions of—
(i) a national environmental standard:
(ii) other regulations:
(iii) a national policy statement:
(iv) a New Zealand coastal policy statement:
(v) a regional policy statement or proposed regional policy statement:
(vi) a plan or proposed plan; and

Clause (i) is not relevant in that the NES for Assessing and Managing Contaminants in Soil to Protect Human Health 2012 is not triggered; this is not a change in use that would trigger the NES (the use changes from residential to visitor accommodation, which is in fact less sensitive in terms of soil contaminants) and there is no subdivision or disturbance of soil.

There are no relevant objectives and policies within higher order documents, including the Otago Regional Plans and National Policy Statements. The Queenstown Lakes District Plan is relevant, and the relevant provisions are assessed in section **7** of this application.

6. Resource Consents triggered

This is an application to use two units located at 1-3 Highlands Close for visitor accommodation for up to 90 nights per year. The units will be used as one dwelling and will accommodate one group of guests at a time, with a maximum number of 10 people in any group.

This application is for all matters requiring resource consent under the District Plan, rather than for the specific list of consent matters / non-compliances identified by the author. As such, if the Council is of the view that resource consent is required for alternative or additional matters to those identified in this AEE, it has the discretion to grant consent to those matters as well as or in lieu of those identified in this AEE.

I note that, if the Council is of the view that the activity status of any of the matters requiring consent is different to that described in this AEE, or that some or all of the matters requiring consent should be bundled or unbundled in a way that results in a different outcome to that expressed in this AEE, the Council has the ability under Section 104(5) of the Resource Management Act 1991 ("Act") to process the application regardless of the type of activity that the application was expressed to be for.

6.1 Proposed District Plan

The Proposed District Plan (PDP) was notified on 26 August 2015 and hearings for Residential zones have been completed and decisions on submissions have been issued. The site and its surrounds are contained within the Low Density Residential Zone of Stage 1 of the PDP.

Visitor accommodation provisions were withdrawn from Stage 1 and notified as part of Stage 2. The decisions on submissions were issued on 17 March 2019 and as of that date are operative. They are however subject to appeal and therefore while they have legal effect greater weight should be given to the ODP.

Residential visitor accommodation for up to 90 nights per year is a controlled activity pursuant to Rule 7.4.6.

Because there are two units on site with access to three car parks there is a shortfall of one car park. This requires resource consent pursuant to Rule **7.5.18.3** which reads:

Must comply with the minimum parking requirements for a residential unit and/or residential flat (whichever is used for the residential visitor accommodation activity) in Chapter 29.

Rule 29.8.7 requires two car parks per unit.

Therefore, the car park shortfall means that the residential visitor accommodation activity, for 90 nights per year, requires **restricted discretionary activity** consent pursuant to Rule 7.5.18.3.

The proposal requires **Controlled activity** consent for the short stay residential visitor accommodation activity. It requires restricted discretionary activity consent because of the shortfall of one car park.

6.2 Operative District Plan- Relevant rules

Use of the units for visitor accommodation for up to 90 nights per year is a permitted activity under the ODP. This is because it could be registered as a holiday home and therefore if used by one family unit, rented as a holiday home for up to 90 nights per year.

This is provided for in the definitions. When the dwelling is not registered as a holiday home it is not exempt from the definition of visitor accommodation, in which case it requires consent pursuant to Rule 7.5.3.4(i) which reads:

i Visitor accommodation in the low density residential zone, excluding the visitor accommodation sub-zone, in respect of:
(a) The location, external appearance and design of buildings;
(b) The location, nature and scale of activities on site;
(c) The location of parking and buses and access;
(d) Noise, and
(e) Hours of operation

7. An assessment of the actual or potential effect on the environment of the proposed activity:

The following provides an assessment of the effects of the activity based on the matters over which control is reserved.

As identified above the site can accommodate groups of up to 10 guests.

The activity will be managed by a local property manager. House rules will apply and these will include restriction of use of outdoor areas, disposal of rubbish, check in times and care of both the dwelling and the amenity of neighbours. If any issues arise the local property manager can be contacted. Please refer to the Site Management Plan, attached and marked [**E**].

Rubbish will be collected in the bins provided. This is no different to residential activities.

7.1 Permitted Baseline and Existing Environment

When considering the effects of the use of the site for visitor accommodation it is important to consider the permitted baseline. In this case, the permitted baseline is the use of the units for residential activities (subject to compliance with noise standards), given that residential activity is a permitted activity. Residential activities includes the use of the units for short stay accommodation for up to 90 days per year under the ODP, where the units are registered as a holiday home. It is also relevant that the units can be used as a holiday home and can remain vacant or used by non-fee paying guests.

As identified above, units 1 and 2 can accommodate a maximum of six and four guests respectively, and therefore as a permitted activity could be accommodated by six and four tenants or residents on a permanent or semi permanent basis. To be deemed residential a resident only needs to reside on site for three months. Residents may work night shift and would likely have more cars than guests, and travel to and from the site with no restriction on time or amount of travel and use. They would be more likely to own cars than short term guests. Both long term tenants and short term guests are required to comply with noise standards. However, short stay guests can be better managed via consent conditions and a site management plan.

The permitted baseline therefore includes the use of the units for residential activities. This is a relevant consideration when assessing the proposal to enable their use for short term visitor accommodation.

7.2 Assessment against matters over which Council has reserved its discretion

(a) The location, external appearance and design of buildings;

Not relevant; no changes are proposed to the building, and therefore its external appearance and design remains unchanged.

(b) The location, nature and scale of activities on site;

The property can accommodate ten residents or ten guests. The property is managed by a local property manager and guests must abide by the property rules, which includes no pets, no parties or events, and no smoking. The property manager screens all potential guests ensuring that only appropriate persons stay. The proposed use is for 90 nights per year and therefore is of an appropriate nature and scale.

The outdoor living areas are located to the east of the units with views out over Lake Wakatipu. Their use is restricted so that they can not be used after 10pm at night. The car parks are located on site and their use by short stay guests will not impact on the adjacent owner.

(c) The location of parking and buses and access;

There are three on-site car parks available. The car parks will be clearly labelled and guests will be advised of their location and the requirement to park in the allocated spaces.

It is proposed that a condition of consent is imposed stating that no buses shall access the site.

(d) Noise, and

Visitor accommodation must comply with the same noise standards as residential activities. As discussed above, noise can be further managed through the site management plan, complaints procedures and conditions of consent. When compared to the permitted baseline, where residential use is only controlled by the excessive noise controls in the RMA, the controls that can be imposed on short stay accommodation are much greater and can be more effective in ensuring there are minimal noise effects from the activity.

Guests are made aware of the importance of respecting the surrounding units, this is achieved by providing clear house rules, and identifying that guests must be quiet. Having a local property manager who can respond immediately to any issues also assists. Guests will be screened, and the property will be cleaned regularly and therefore checked. The site management plan requires that no parties are held and that outdoor areas are not used after 10pm.

Screening of potential guests is undertaken carefully and this avoids situations where the wrong group would stay who may cause damage or create unwanted noise.

(e) Hours of operation.

As identified above, the visitor accommodation activity will comply with the noise standards applicable to the zone. Check in is from 3pm to 10pm and check out is after 10am. Outdoor areas will not be used after 10pm.

The following provides an assessment against the relevant assessment matters provided at Section 7 of the ODP.

vii Discretionary Activity - Visitor Accommodation

(a) Compatibility with amenity values of the surrounding environment considering the visual amenity of the street, neighbouring properties or views of the lake; and

Because there are no external changes to the building there will be no effects on the visual amenity of the street, neighbouring properties or views of the lake. The use of the units for short term accommodation is compatible with the surrounding environment.

(i) The character, scale and intensity of the proposed use and its compatibility in relation to surrounding and/or adjoining residential neighbourhoods

The change in use from residential (which includes short stay up to 90 nights per year) to visitor accommodation does not increase the scale or intensity of on site activities, given that the units accommodate the same number of guests as they would tenants or residents.

It is only the nature of the activity that changes, with guests staying on a fee paying short term basis rather than longer term. The effects of this change will be less than minor. This is because the effects of short term use can be effectively managed, by restricting the hours of check in, applying strict house rules, and providing a local property manager. These mitigation measures will ensure that the short term use of the units will not adversely affect the amenity of its neighbourhood.

(ii) The nature of the development in the context of the permitted future uses on nearby sites

Not relevant; there are no external changes proposed.

(iii) Loss of privacy

There will be no loss of privacy resulting from changing the use from residential to visitor accommodation.

(iv) The proximity of outdoor facilities to residential neighbours

The outdoor areas are located on the eastern side of the units and overlook lake Wakatipu. They are accessed off the living area and kitchen and do not overlook neighbouring properties.

(v) Hours of operation

As identified above the outdoor area can not be used after 10pm. Check in is up to 10pm.

(vi) The ability to landscape/plant to mitigate visual effects

The units are located on an established site that contains landscaping. No additional landscaping is required to mitigate the effects of the change in use.

(vii) Whether the external appearance of the buildings complements the surrounding landscape and urban character, including when viewed from the lake. (b) Any adverse effects in terms of:

Not relevant; the external appearance of the building will not be changed.

(i) The adequacy and location of car parking for the site

The site has adequate on site car parking accessed off Highlands Close. While the site has three car parks, under the PDP it is necessary to have four car parks, with two car parks for each unit. However, as explained in the introduction, this application is to use the units as one, so that they are rented to one group at a time. These groups will be a maximum of 10 persons and the site management plan will require that they only bring three cars on site, and that they park in the allocated spaces. Three car parks for groups of ten persons is more than adequate and therefore the spaces are adequate and appropriately located.

(ii) Noise, vibration and lighting from vehicles entering and leaving the site or adjoining road, which is incompatible with the levels acceptable in a low-density residential environment.

The units are accessed directly off Highlands Close. Vehicles entering the site do not have to pass the neighbouring unit. Because of the generous size of the on-site parking their access by visitors will not impede the neighbouring unit.

Any potential effects from vehicles entering or exiting the site are mitigated by its location at the entrance to Highlands Close and the generously sized on site car parks. The traffic generation will be compatible with the low density residential environment.

The following assesses the effects of the proposal when considered against the matters over which control is reserved at Rule 7.4.6 of the PDP.

Residential Visitor Accommodation Control is reserved to:

a. The scale of the activity, including the number of guests on site per night;

As identified above, the property can accommodate groups of up to ten guests. It is requested that it can be used for residential visitor accommodation for up to 90 nights per year.

The scale, being the number of persons accommodated on site, is the same if used for permitted residential activities in that the property can accommodate ten residents.

b. The management of noise, use of outdoor areas, rubbish and recycling;

Potential noise will be managed via the site management plan and consent conditions. This includes a requirement that there are no parties, no smoking and no use of outdoor areas after 10pm.

Outdoor areas face away from neighbouring properties and are effectively screened. Rubbish and recycling will be put out on the appropriate day by the property manager. Complaints procedures will be in place and the property manager will screen guests and manage any issues.

c. The location, provision, use and screening of parking and access;

No additional car parks are required for this proposed use. There are three on site car parks and these are appropriately located and dimensioned.

As discussed above, the site has three car parks, two in the garage and one in the carport. The units will be used as one, such that there will be one group on site at any time. These groups will have a maximum of ten persons. The site management plan will require the groups to bring a maximum of three cars on site and to park in the allocated spaces. The provision of three car parks will be more than ample, particularly given that the units will be treated as one.

d. The compliance of the residential unit with the Building Code as at the date of the consent;

The property has building consent and code of compliance.

e. Health and safety provisions in relation to guests;

The property will be managed by a property manager who will ensure all health and safety requirements are met.

f. Guest management and complaints procedures;

Guests will be managed by the property manager. Surrounding owners will be provided with the contact details of the property manager and there will be complaints procedures in place.

g. The keeping of records of RVA use, and availability of records for Council inspection; and

h. Monitoring requirements, including imposition of an annual monitoring charge.

These can be managed via consent conditions that require maintenance of a register and provision of information to council.

7.3 An identification of those persons interested in or affected by the proposal, the consultation undertaken, and any response to the views of those consulted.

As identified above, the use of the property for short term accommodation can be appropriately managed such that adverse effects are avoided, remedied or mitigated. It is proposed that the property will be used by short stay guests for up to 90 nights per year.

The scale and nature of this activity is appropriate to its location. The activity will be managed by a property manager and conditions of consent will be imposed to ensure that effects will be less than minor.

Subject to conditions of consent, the effects on the wider environment and on persons will be less than minor.

7.4 Conclusion- Effects

In conclusion, the effects of using the units at 1-3 Highlands Close for visitor accommodation will be less than minor. The permitted baseline is a relevant consideration and includes the use of the units by residents on a permanent or semi permanent basis, including short stay accommodation of up to 90 days.

The visitor accommodation use will be undertaken in established units that is part of a unit development complex. The units are in an appropriate location, and of an appropriate scale for their use for short stay accommodation. The matters over which Council has reserved its discretion have been addressed, and because of the location of the units and the appropriate management of the activity, it is concluded that the effects are adequately avoided or mitigated such that they will be less than minor.

The short stay accommodation activity will be managed by a local property manager and this ensures that any issues can be dealt with promptly. There are clear house rules that ensure that the units, and the amenity of neighbours, are respected.

The effects of the car park shortfall will be less than minor. The shortfall is based on the site containing two separate units. However, this application is to use the units as one, such that the site will be accommodated by one group of guests at a time. The provision of three car parks is more than adequate to accommodate the vehicles from the short stay guests and effects of this deemed breach will be less than minor.

8. Operative District Plan- Relevant Objectives and Policies

The following provides an assessment against the relevant objectives and policies of the Operative District Plan.

Objective 3 - Residential Amenity.

Pleasant living environments within which adverse effects are minimised while still providing the opportunity for community needs.

The use of the units for visitor accommodation will not adversely affect the amenity values of the neighbourhood.

Policies:

3.1 To protect and enhance the cohesion of residential activity and the sense of community and well being obtained from residential neighbours.

3.5 To ensure hours of operation of non-residential activity do not compromise residential amenity values, social well being, residential cohesion and privacy.

3.8 To ensure noise emissions associated with non-residential activities are within limits adequate to maintain amenity values.

The activity will not compromise residential amenity values, privacy, cohesion or social wellbeing.

Noise from the use of the units for visitor accommodation will comply with the relevant noise standards. This control is consistent with controls placed on residential activities and ensures that any noise emissions are compatible with the amenity expected within the

surrounding neighbourhood. Use of outdoor areas by short term guests (rather than long term residents) for up to 90 nights per year will not affect neighbour's privacy and is managed by the Site Management Plan (attached and marked [**E**]).

9. Proposed District Plan- Objectives and Policies

As identified above Stage 1 of the PDP as notified in August 2015 retained the Low Density Residential Zoning of the site.

Stage 2 of the District Plan Review was notified on 23 November 2017, and submissions closed on 23 February 2018. Decisions on submissions were notified on 17 March 2019 and therefore have legal effect. The following provides an assessment of the application against the objectives and policies that are considered relevant.

Objective- Visitor accommodation, residential visitor accommodation and homestays are enabled at locations and at a scale, intensity and frequency that maintain the residential character and amenity values of the zone.

The site is within an area that contains a range of housing, unit and apartment types. The scale and intensity of the activity is also appropriate, with groups of up to 10 guests in the units, in one group at a time, for up to 90 nights per year.

Policies

Ensure that residential visitor accommodation and homestays are of a scale and character that are compatible with the surrounding residential context and maintain residential character and amenity values.

The proposed use is of a scale and character that is compatible with the surrounding residential context. The residential character and amenity values will not be adversely affected and will be maintained.

Provide opportunities for low intensity residential visitor accommodation and homestays as a contributor to the diversity of accommodation options available to visitors and to provide for social and economic wellbeing.

The proposal represents low intensity residential visitor accommodation, by providing for up to ten guests within two units, for only 90 nights per year. This provides for social and economic wellbeing and assists in providing a range of visitor accommodation options.

Manage the effects of residential visitor accommodation and homestays outside the Visitor Accommodation Subzone by controlling the scale, intensity and frequency of use and those effects of the activities that differentiate them from residential activities.

The scale, intensity and frequency of use will be controlled, and the site management plan which includes a set of house rules will ensure that the activity is managed in such a way that the activity will in fact be quieter and cause fewer issues than if the dwelling were used for residential activities. The activity will be managed by a local property manager and guests will be screened. The property will be checked and cleaned regularly.

Use of outdoor areas will be restricted and contact details of the property manager will be provided to the nearby neighbours to ensure that there are procedures in place in the event of any issues.

It is considered that the proposal achieves and is consistent with the relevant objectives and policies of the PDP.

10. Assessment of the activity against Part 2 of the Act

The ability to provide for visitor accommodation activities within existing units located within the Low Density Residential Zone in an existing unit title complex, and in close proximity to Frankton Road represents an efficient land use and enables the management of natural and physical resources in a manner that enables people and communities to provide for their social, economic and cultural wellbeing. This application promotes sustainable management, and therefore achieves Section 5. Sections 6 and 8 of Part 2 of the Act are not relevant to this application.

In terms of Section 7, the proposal will retain amenity values and will not adversely affect the quality of the environment.

11. Conclusion

This is an application to enable two existing units at 1-3 Highlands Close 3 to be used for short stay accommodation for up to 90 nights per year. While there are two units on site, they will be used as one accommodation offering, and will be rented to one group at a time. The units accommodate a maximum of ten persons.

The units are located within the Low Density Residential Zone within which visitor accommodation up to 90 nights per year is a controlled activity.

This application has assessed the effects of the proposed use and confirms that the effects will be less than minor. The use of the units for short term accommodation does not change the scale or intensity of their use. Controls on use of the outdoor areas, check in times, and house rules, ensure that the activity will comply with noise standards, and that amenity values of its neighbourhood will not be adversely affected.

The proposal has been assessed against the relevant objectives and policies of the ODP and the PDP. It is concluded that the residential amenity of the neighbourhood will not be adversely affected and that the proposal is consistent with the relevant objectives and policies of both the ODP and the PDP.

This application should therefore be approved on a non notified basis subject to conditions.

12. Recommended Conditions

General Conditions

1. That the development must be undertaken/carried out in accordance with the plans:

    - Figure 1 Location Plan

stamped as approved on XXX, and the application as submitted, with the exception of the amendments required by the following conditions of consent.

2a. This consent shall not be exercised and no work or activity associated with it may be commenced or continued until the following charges have been paid in full: all charges fixed in accordance with section 36(1) of the Resource Management Act 1991 and any finalised, additional charges under section 36(3) of the Act.

2b. The consent holder is liable for costs associated with the monitoring of this resource consent under Section 35 of the Resource Management Act 1991.

Operational Conditions:

3. The consent holder shall ensure the visitor accommodation activity is undertaken in accordance with the approved site management plan (Site Management Plan, Appendix 3), and the following conditions (5-13).

*Advice Note: The management plan may be updated from time to time, this shall be certified by Council's Planning and Development department prior to implementation and shall demonstrate the management techniques that will be used to ensure conditions (*5 – 13*) are met, and shall include the contact details of the property manager available for any complaints.*

4. The property shall be rented to a maximum of one (1) group at any one time.

5. The maximum number of persons within each group is ten.

6. Regarding the use of outdoor space:
   a) The use of outdoor areas is prohibited between the hours of 10.00pm to 7.00am.
   b) Three (3) signs (minimum A4 size) shall be erected on site to remind guests that they are in a residential area, and that the use of outdoor areas is prohibited between the hours of 10.00pm to 7.00am. One sign shall be installed in the kitchen of each unit and weatherproof signs (e.g. laminated) shall be installed within the outdoor area.
   c) Upon installation, and prior to the use of the property for visitor accommodation, the consent holder shall submit photographs of these signs to the Council Monitoring Department for monitoring purposes. The signs shall be retained on site as long as the visitor accommodation activity is undertaken.

7. All vehicles, including those belonging to people visiting guests and staff, shall be parked on the site in the allocated spaces. The visitor accommodation groups must have no more than three cars per group and the cars must be parked in the garage and car port.

8. The consent holder shall maintain a record of all tenancies in the form of a register containing the number of occupants and the number of days/nights of occupancy. Details of all tenancies for at least the preceding 5 years shall be continually maintained. This register shall be made available for inspection by the Council at all times.

Please note: While the consent holder is responsible for there being an up to date register, the register may be completed by a letting agent / property manager.

9. The consent holder shall ensure that no coaches are to service the authorised activity.

10. All rubbish and recycling shall be disposed of appropriately. Where there is kerbside collection, rubbish and recycling shall only be placed on the street the day of or day prior to collection.

Review

11. At any time, within ten working days the Council may, in accordance with Sections 128 and 129 of the Resource Management Act 1991, serve notice on the consent holder of its intention to review the conditions of this resource consent for any of the following purposes:
    a) To deal with any adverse effects on the environment that may arise from the exercise of the consent which were not foreseen at the time the application was considered and which it is appropriate to deal with at a later stage.
    b) To deal with any adverse effects on the environment which may arise from the exercise of the consent and which could not be properly assessed at the time the application was considered.
    c) To avoid, remedy and mitigate any adverse effects on the environment which may arise from the exercise of the consent and which have been caused by a change in circumstances or which may be more appropriately addressed as a result of a change in circumstances, such that the conditions of this resource consent are no longer appropriate in terms of the purpose of the Resource Management Act 1991.
    d) The purpose of this review is in relation to effects on any person in relation to nuisance (including but not limited to traffic, noise and rubbish/recycling).

13. As part of the review clause stated in Condition 13 of this consent, the Council may have the site management plan audited at the consent holder's expense.

Advice Notes:

1. The consent holder is advised that there may be ongoing implications for alternative rating of the property from the use of the property for Visitor Accommodation. For further information contact the Council Rates department.

2. An additional development contribution will be required for the change in use from residential to Visitor Accommodation. It is recommended the applicant contact the Council DCN officer for an estimate.

3. The consent holder is advised that there may be further requirements to using a residential unit for Visitor Accommodation, including but not limited to health and safety, income tax and GST.

APPENDIX 3 – SITE MANAGEMENT PLAN

SITE MANAGEMENT PLAN

1-3 Highlands Close, Queenstown

This plan applies to the use of 1-3 Highlands Close, Queenstown for visitor accommodation in accordance with Resource Consent RMXXX

Contact details for management of the property are:

- **Owner and Manager:** Danny Wen

- **Manager:**
  Eric Moen
  Spectrum phone 021 621 936
  www.spectrumsolutions.co.nz

The Owner/Property Manager shall have the below responsibilities:

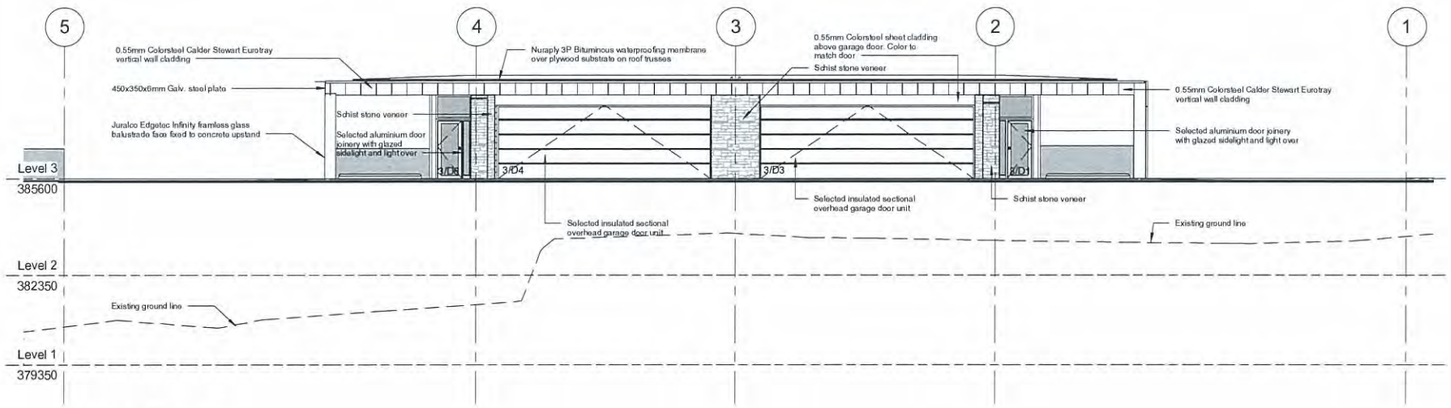
- Ensure that all conditions of Resource Consent # RM are met at all times.
- Provide guests with the House Rules and obtain confirmation from guests that they agree to the House Rules as a condition of staying at the property.
- Enforce the House Rules.
- Ensure that the on-site compendium contains a copy of the House Rules and a copy of the conditions of Resource Consent # RM
- Ensure that signage stating "USE OF THE OUTDOOR AREA IS PROHIBITED BETWEEN 10PM AND 7AM" is placed in the kitchen and the outdoor area.
- Clearly mark the on site car parks.
- Ensure that the property is only rented to one visitor accommodation group per booking.
- Ensure that each visitor accommodation group comprises a maximum of ten persons in any booking.
- Ensure that each group has a maximum of three vehicles and that the vehicles are parked in the allocated spaces, being the garage and carport.
- Maintain a register containing the number of guests and the dates of occupancy.
- Ensure that dedicated rubbish and recycling bins are placed for kerbside collection the day of, or the day prior to, collection and that empty bins are removed from the kerbside on the day of collection.
- The neighbouring property owners shall be given the contact details of both the property manager and the owner.

HOUSE RULES

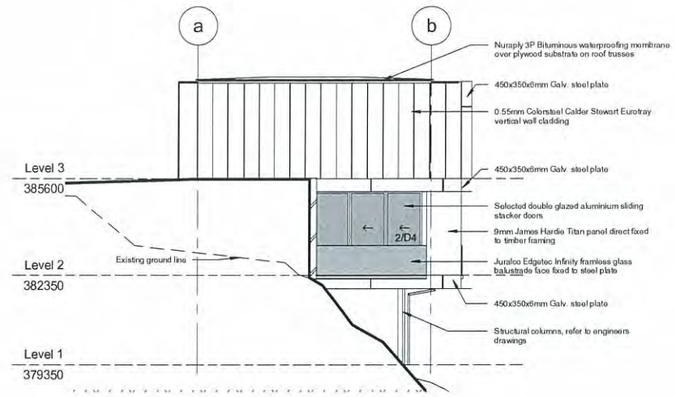
1-3 Highlands Close

Queenstown

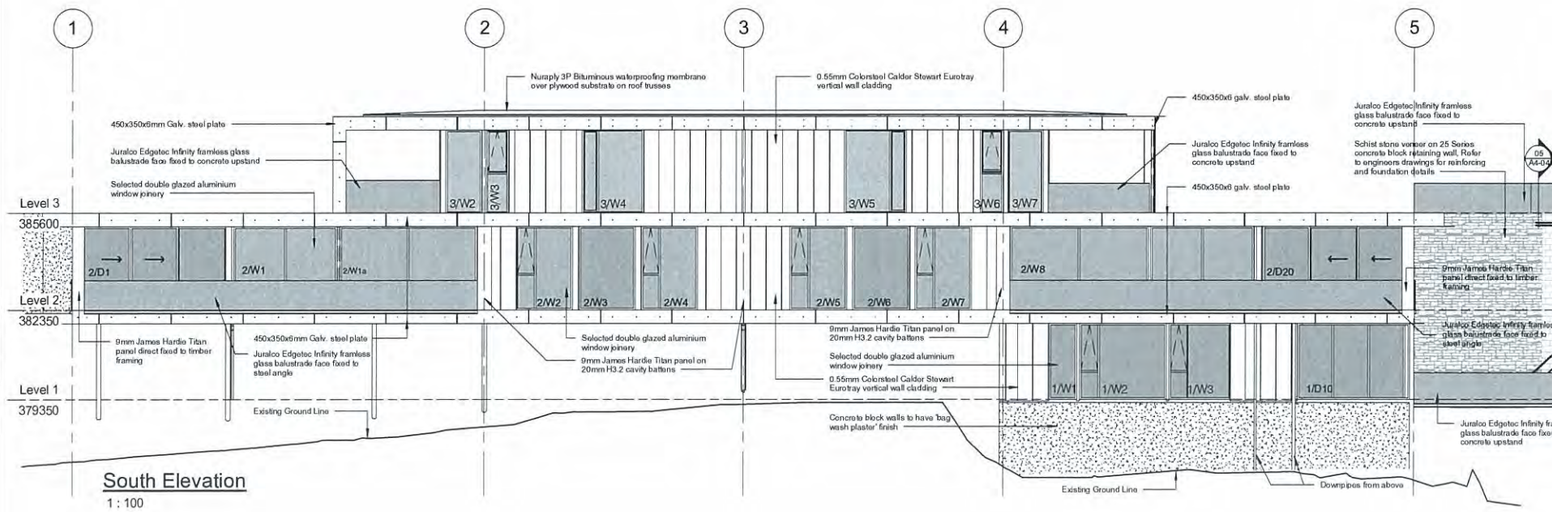
- Consideration shall be shown to neighbours of the property at ALL times.
- In compliance with Queenstown Lakes District Council (QLDC) rules, only guests who are members of an approved visitor accommodation group shall sleep at the property
- There shall be a maximum of ten people in an approved group
- Unless travelling with parents, all members of an approved group must be at least 21 years of age.
- In compliance with QLDC rules, there shall be no use of outdoor areas between 10pm and 7am.
- Guests shall only park in the property's allocated car park spaces. No vehicles shall be parked on the street. There shall be a maximum of three vehicles per group.
- Smoking is not permitted anywhere on the property.
- Pets are not permitted anywhere on the property.
- No parties or events are permitted at the property.
- 1-3 Highlands Close will have been prepared by the housekeeper. Guests can use the washing machine and dryer to freshen up towels and linen. Alternatively, you can obtain additional housekeeping at additional expense by contacting Spectrum Solutions 021 621 936
- The cleaning fee included in the booking fee only covers replacement linen and routine housekeeping between guests. It is requested that the property is left tidy, with all refuse placed in the recycling and rubbish bins, and all kitchenware used cleaned and stored away.
- If any difficulties are encountered, please contact us 021 621 936
  Please report any breakages, damage or maintenance issues to us by email: Spectrum Solutions www.spectrumsolutions.co.nz



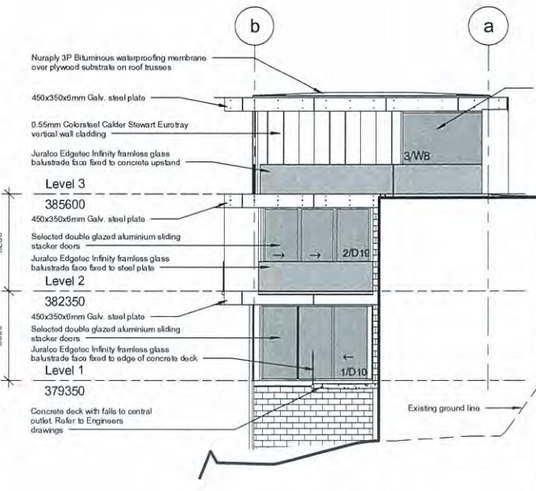
North Elevation
1 : 100



West Elevation
1 : 100



South Elevation
1 : 100



East Elevation
1 : 100

NOTE:
All glazing shown shaded to be Grade A Safety Glazing including glazed balustrades.

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New Zealand
Building Design and Draughting Services
CADZOW & Associates Ltd

Date	Revision Description	No.
23/07/15	ISSUED FOR BUILDING CONSENT	1
16/07/15	Client and Engineer Review	B
15/05/15	Issue for Will	A

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Contract
The Tiers - Block 5
for ALPHA PROPERTIES NZ Ltd.
658a Frankton Road
Queenstown

Drawn	Date
MD	April 2015
A1 Scales: 1 : 100	A3 Scales: 1:200

Sheet Title
Elevations

Contract: 01
CAD File Name:
Sheet: A2-01
Of
Revision 1

CONSENT ISSUE A1

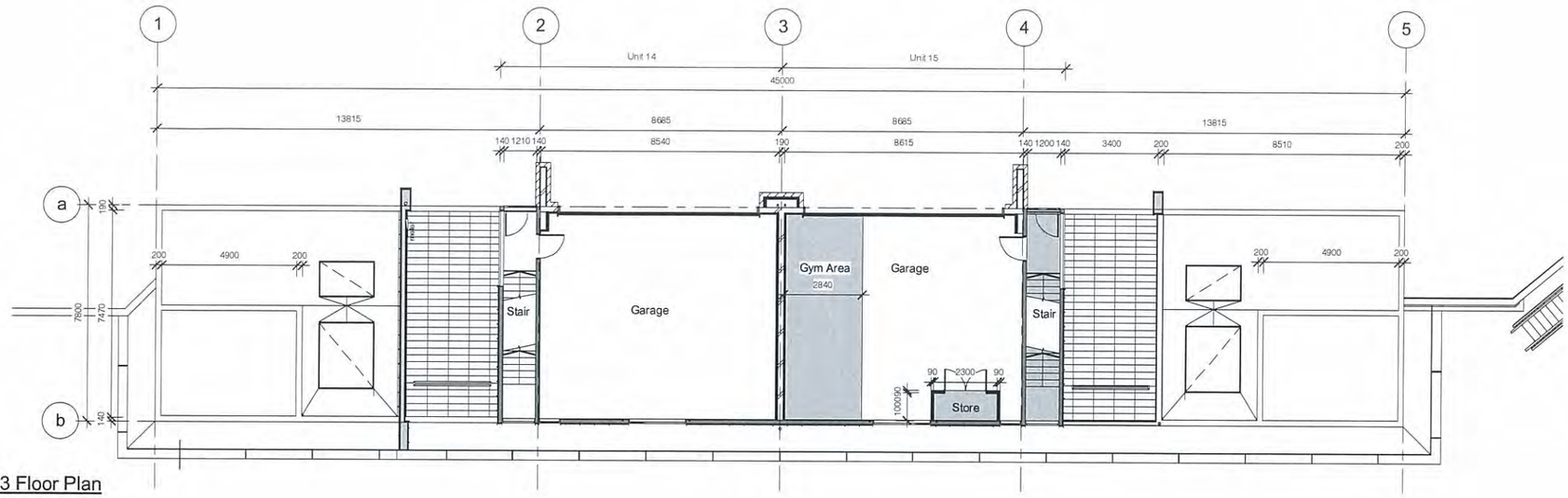
ORIGINAL SIZE A1

ELEVATION:NORTH ELEVATION	RISK SEVERITY											
Risk Factor	Low		Medium		High		Very High		Subtotals			
Wind Zone	0	-	0	-	1	-	2	2	2			
Number of Storys	0	0	1	-	2	-	4	-	0			
Roof / Wall intersection design	0	-	1	-	3	-	5	5	5			
Eaves Width	0	-	1	-	2	2	5	-	2			
Envelope Complexity	0	0	1	-	3	-	6	-	0			
Deck Design	0	-	2	-	4	-	6	6	6			
								Total Risk Score:	15			

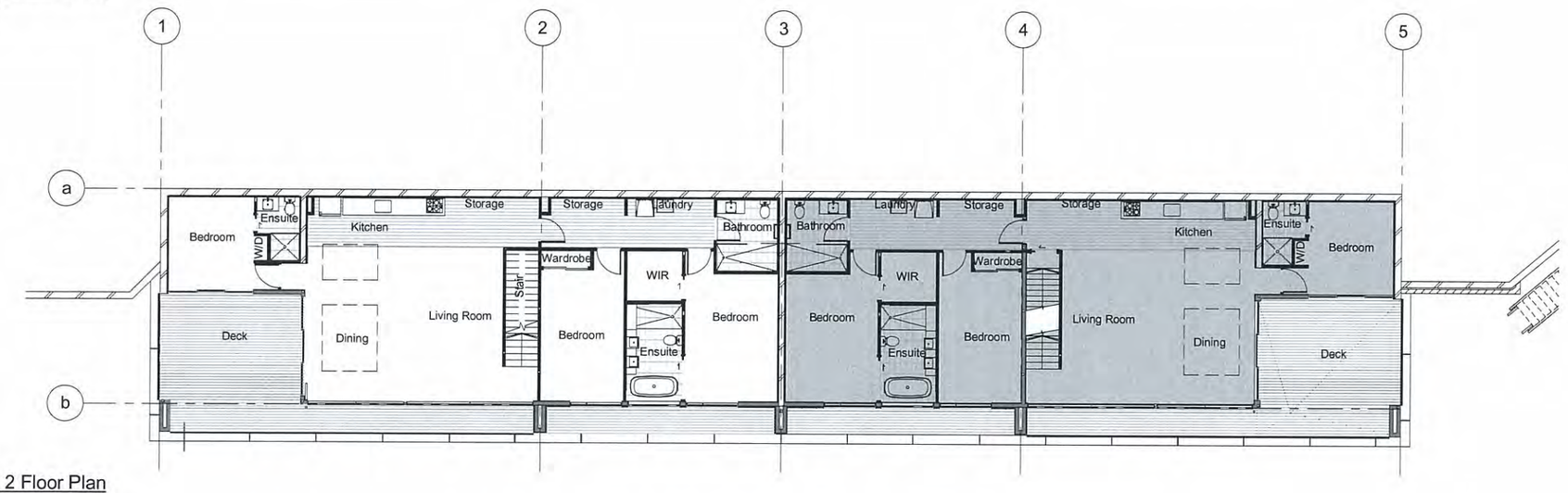
ELEVATION:SOUTH ELEVATION	RISK SEVERITY											
Risk Factor	Low		Medium		High		Very High		Subtotals			
Wind Zone	0	-	0	-	1	-	2	2	2			
Number of Storys	0	-	1	-	2	-	4	4	4			
Roof / Wall intersection design	0	-	1	-	3	-	5	5	5			
Eaves Width	0	0	1	-	2	-	5	-	0			
Envelope Complexity	0	0	1	-	3	-	6	-	0			
Deck Design	0	-	2	-	4	-	6	6	6			
								Total Risk Score:	17			

ELEVATION:EAST ELEVATION	RISK SEVERITY											
Risk Factor	Low		Medium		High		Very High		Subtotals			
Wind Zone	0	-	0	-	1	-	2	2	2			
Number of Storys	0	-	1	-	2	-	4	4	4			
Roof / Wall intersection design	0	-	1	-	3	-	5	5	5			
Eaves Width	0	0	1	-	2	-	5	-	0			
Envelope Complexity	0	0	1	-	3	-	6	-	0			
Deck Design	0	-	2	-	4	-	6	6	6			
								Total Risk Score:	17			

ELEVATION:WEST ELEVATION	RISK SEVERITY											
Risk Factor	Low		Medium		High		Very High		Subtotals			
Wind Zone	0	-	0	-	1	-	2	2	2			
Number of Storys	0	-	1	-	2	2	4	-	2			
Roof / Wall intersection design	0	-	1	-	3	-	5	5	5			
Eaves Width	0	-	1	-	2	-	5	5	5			
Envelope Complexity	0	0	1	-	3	-	6	-	0			
Deck Design	0	-	2	-	4	-	6	6	6			
								Total Risk Score:	20			



Level 3 Floor Plan
1 : 100

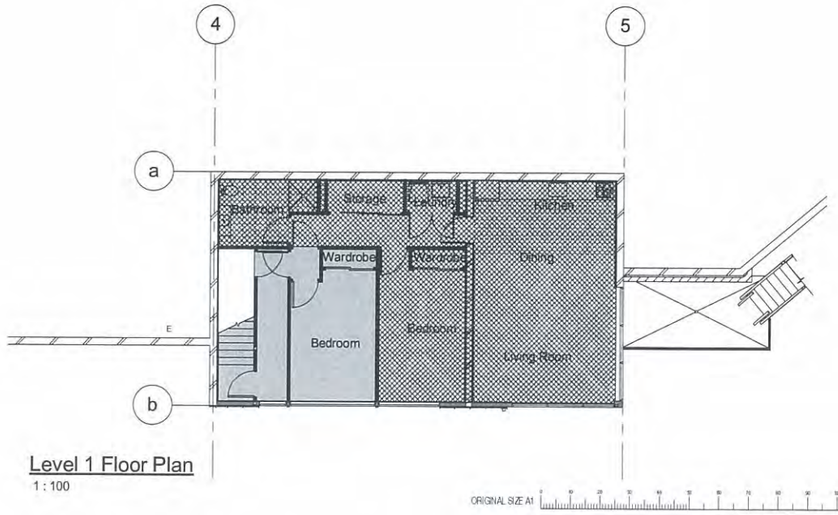


Level 2 Floor Plan
1 : 100

QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN:
RM200073

Friday, 29 May 2020



Level 1 Floor Plan
1 : 100

ORIGINAL SIZE A1

UNIT 15 FLOOR AREAS

Level 1 Shaded Area	=	28.2m²
Level 2 Shaded Area	=	244.1m²
Level 3 Shaded Area	=	32.9
TOTAL SHADED AREA	**=**	**205.2**
Total cross hatched area	**=**	**71.6m² (34.9%)**

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Mosgiel 9024
New Zealand
Building Design and Draughting Services
WJ CADZOW Associates Ltd

Date	Revision Description	No
27/08/15	New Sheet Added for Planning	1

Contract
The Tiers - Block 5
for ALPHA PROPERTIES NZ Ltd.
658a Frankton Road
Queenstown

Drawn	Date
MD	AUGUST 2015
A1 Scales	A3 Scales
As indicated	1:200

Sheet Title
Floor Plan Areas

Contract No: 01
CAD File Name:
Sheet No: A1-01a
Of
Revision: 1

CONSENT ISSUE A1

NORTH

Additional Carpark

POTTERS HILL DRIVE

LOT 16
DP 512588

Block Wall

PU 2

3.6

RIGHT OF WAY BDY

roof

8.62

PU 1 Carports

PU 1 Garage

PU 1

HIGHLANDS CLOSE

LOT 15
DP 512588

LOT 14
DP 512588

Visitor

Visitor

Visitor

Block Wall

FOR CONSENT 06.11.17

Shotover Design Limited trading as
Clark Fortune McDonald & Associates
Licensed Cadastral Surveyors - Land Development - Planning Consultants
309 Lower Shotover Road, P.O.Box 553 Queenstown
Tel. (03)441-6044, Fax (03)442-1066, Email admin@cfma.co.nz

Shop 2, Otago House, 475 Moray Place, P.O. Box 5960
Tel. (03)470-1582, Fax (03)470-1583, Email admin@cfma.co.nz

Rev.	Date	Revision Details	By
A	28.11.16	Update unit references	RB
C	6.11.17	New parking layout	RB

PROPOSED UNITS ON LOT 15 DP 512588
PARKING OVERVIEW

Client	Surveyed	Signed	Date	Job No.	Drawing No.
ALPHA PROPERTIES LTD	-		-	11696	26 Sheet 001
	Drawn	Signed	Date	Scale	
	RWB		01.01.14		1:150 @ A1 1:300 @ A3
	Designed	Signed	Date	Datum & Level	Rev.
	-		-	Mt Nic 2000 & MSL	C

Notes:
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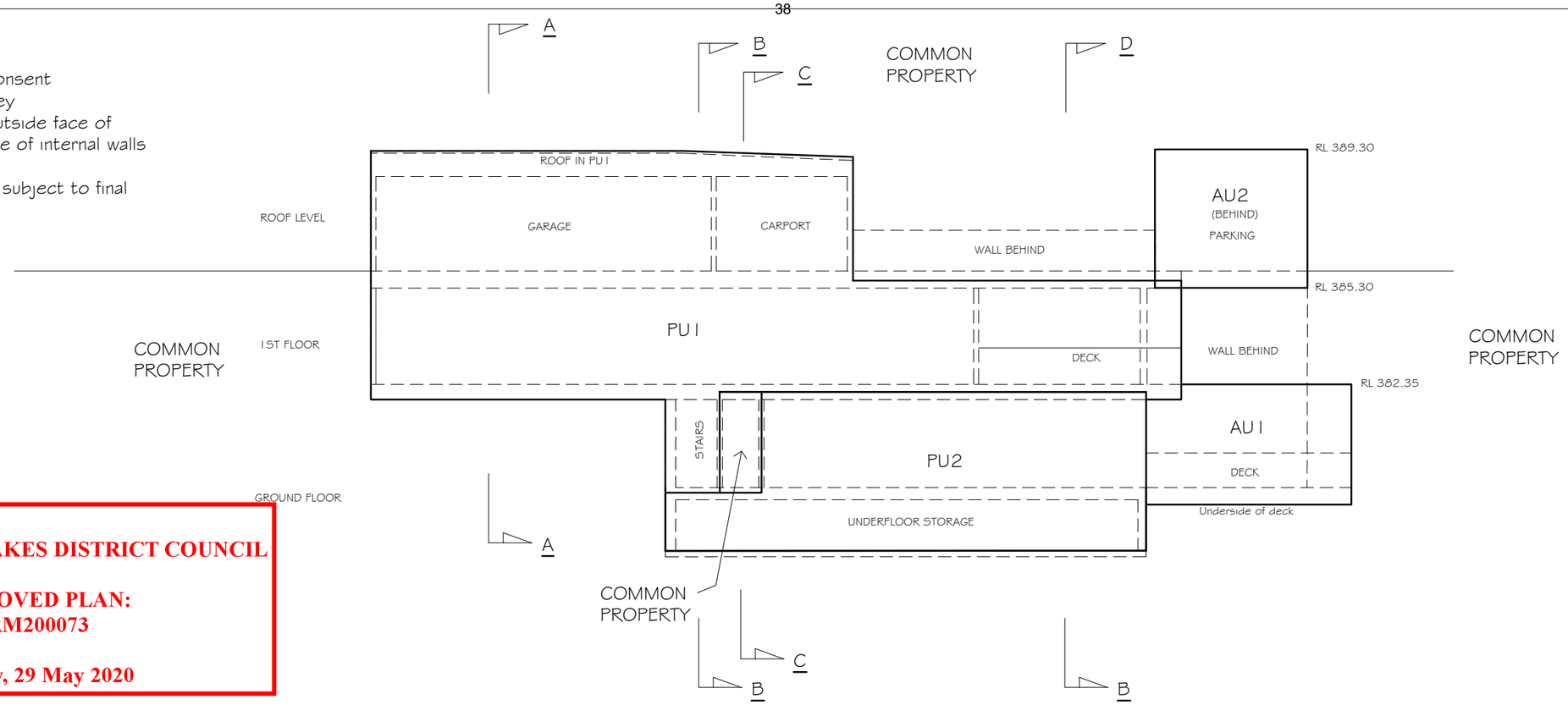
- Ensuring the information is the most recent issue.
- Copyright on this drawing is reserved.

S:\JOBS\11600\11696\acad\11696_26_Parking plan_REVC.dwg Plotted: 06.11.2017

Notes:

- Subject to Resource consent
- Subject to final LT survey
- PU boundaries follow outside face of external walls and centre of internal walls unless shown otherwise
- Final PU & AU locations subject to final asbuilt survey.

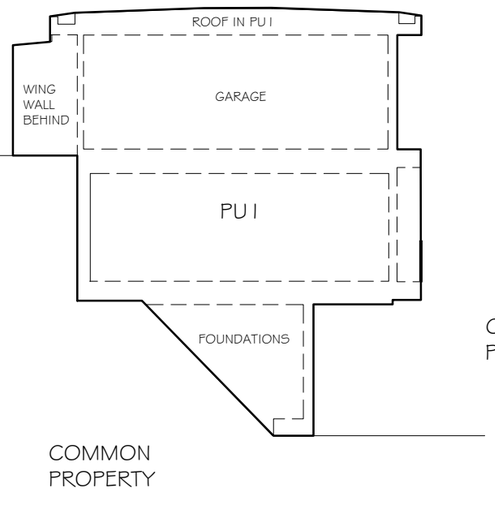


QUEENSTOWN LAKES DISTRICT COUNCIL

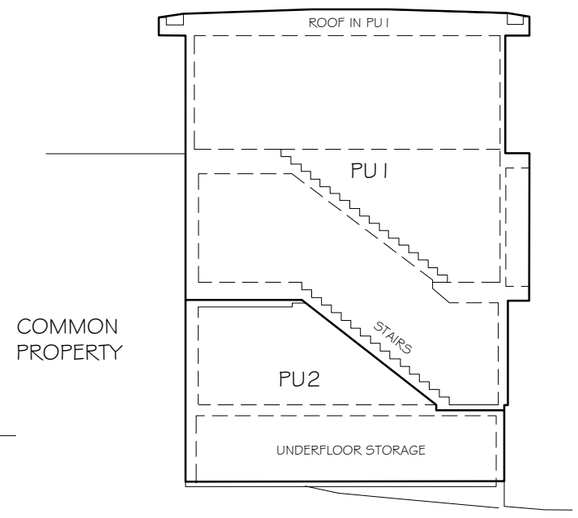
APPROVED PLAN:
RM200073

Friday, 29 May 2020

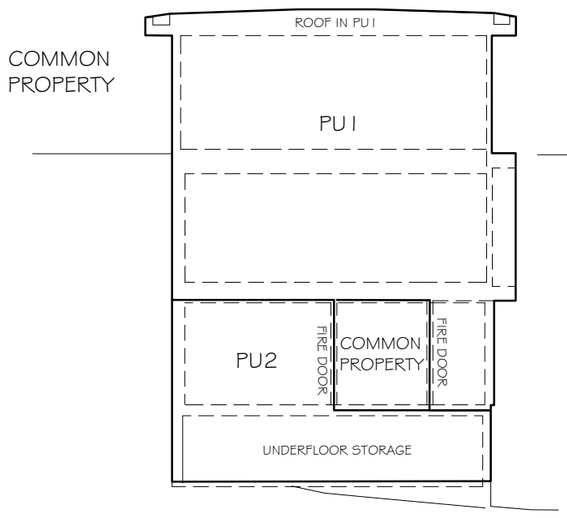
SEC A



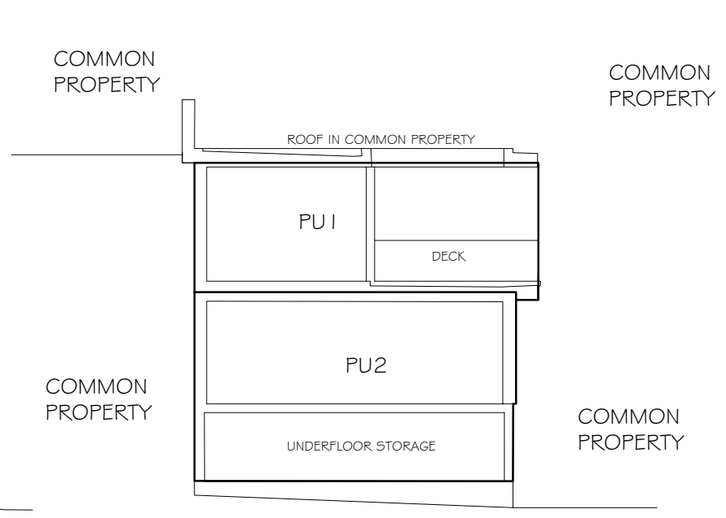
SEC B



SEC C



SEC D



CLIENT REVIEW 26.08.15

Shotover Design Limited trading as
Clark Fortune McDonald & Associates
Licensed Cadastral Surveyors - Land Development - Planning Consultants
309 Lower Shotover Road, P.O.Box 553 Queenstown
Tel. (03)441-6044, Fax (03)442-1066, Email admin@cfma.co.nz
Shop 2, Otago House, 475 Moray Place, P.O. Box 5960
Tel. (03)470-1582, Fax (03)470-1583, Email admin@cfma.co.nz

Rev.	Date	Revision Details	By
-	-		-

PROPOSED UNITS ON LOT 16 RM □□□□□
SECTION VIEWS

Client	Surveyed	Signed	Date	Job No.	Drawing No.
ALPHA PROPERTIES LTD	-		-	11696	25 Sheet 004
	Drawn	Signed	Date	Scale	1:75 @ A1 1:150 @ A3
	RWB		26.08.16		
	Designed	Signed	Date	Datum & Level	Rev.
	-		-	Mt Nic 2000 & MSL	-

S:\JOBS\11600\11696\acad\11696_25_UNIT 15 UNIT PLAN.dwg Plotted: 26.08.2016

QUEENSTOWN LAKES DISTRICT COUNCIL

www.qldc.govt.nz

DECISIONS OF THE QUEENSTOWN LAKES DISTRICT COUNCIL

NOTIFICATION UNDER s95A AND S95B AND DETERMINATION UNDER s104

RESOURCE MANAGEMENT ACT 1991

Applicant:	Alpha Commercial Limited
RM reference:	RM180469
Application:	Application under Section 88 of the Resource Management Act 1991 (RMA) for land use consent to undertake Visitor Accommodation for up to four (4) persons per unit (8 people in total) for up to 365 nights per year
Location:	Lot 16, Potters Hill Drive, Queenstown
Legal Description:	Lot 16 Deposited Plan 512588 held in Computer Freehold Register 789692
Operative District Plan Zoning:	Low Density Residential
Proposed District Plan (Stage 1 Decisions Version) Zoning:	Low Density Suburban Residential
Activity Status:	**Restricted Discretionary**
Date	**12 September 2018**

SUMMARY OF DECISIONS

1. Pursuant to sections 95A-95F of the RMA the application will be processed on a **non-notified** basis given the findings of Section 3 of this report. This decision is made by Sarah Gathercole, Senior Planner, on 12 September 2018 under delegated authority pursuant to Section 34A of the RMA.

2. Pursuant to Section 104 of the RMA, consent is **GRANTED SUBJECT TO CONDITIONS** outlined in **Appendix 1** of this decision imposed pursuant to Section 108 of the RMA. The consent only applies if the conditions outlined are met. To reach the decision to grant consent the application was considered (including the full and complete records available in Council's electronic file and responses to any queries) by Sarah Gathercole, Senior Planner as delegate for the Council.

1. PROPOSAL AND SITE DESCRIPTION

Consent is sought to undertake Visitor Accommodation within two residential units (currently under construction) for 365 days per year at Lot 16 DP 512588, Potters Hill, Queenstown. The applicant has proposed no minimum or maximum length of stay. The maximum number of guests at any one time is proposed to be four (4) people per unit, with eight (8) guests in total on site at any one time; and the application proposes no physical changes to the building.

The proposed residential units which the visitor accommodation is proposed to operate within, were consented through RM160258, which proposed the units in breach of building height, rooftop car parking, earthworks, outdoor living space, road boundary setbacks, driveway crossing and car parking widths. It is noted that these infringements to District Plan Rules were addressed within RM160258, although the change of use from residential to Visitor Accommodation requires the re-triggering of some rules, due to the different specifications required with the use of non-residential activities; such as car parking which is assessed below.

The applicant has provided a detailed description of the proposal, the site and locality and the relevant site history in Section 1.0 of the report entitled *Visitor Accommodation – Alpha Properties Limited – Potters Hill Drive, Queenstown*, prepared by Nick Geddes of Clark Fortune McDonald & Associates, and submitted as part of the application (hereon referred to as the applicant's AEE and attached as Appendix 2). This description is considered accurate and is adopted for the purpose of this report with the following additions:

The subject site is situated on a land parcel which slopes significantly down from North-West to South-East and is located on Potters Hill, just off Frankton Road. Existing residential units – mostly apartments – are located to the South-East, South, South-West and West, with consented residential units proposed to the North-West and West. The site itself is zoned Low Density Residential, along with the surrounding environment, although several sites are utilised for Visitor Accommodation purposes.

The applicant has provided a Management Plan which details the use of the site for guests with respect to the property manager's contact information, house rules and noise considerations (Appendix 2). Further, it is noted that two car parks are provided for the sole use of each unit within the duplex, on Lot 16, which is located on land assigned specifically to the application site. However, these parks do not comply with the aisle width required for non-residential activities; which results in a breach of rule 14.2.4.1 (v).

It is noted that there are a number of consented Visitor Accommodation activities which have been granted for neighbouring sites, to be used as short term commercial rentals. These properties are located within the vicinity of the application site, and include 9, 14 and 16 Highlands Close, Units 6, 8 and 9 on Lot 10 DP 490069 as well as Units 14, 21, 32, 33, 39 and Unit 51/716 Frankton Road. These properties have been identified in relation to the application site on Figure 2 below.

In addition to the above, it is further understood that there is currently an application which has been submitted for the operation of Visitor Accommodation for up to 365 nights within an existing secondary unit on Lot 15 DP 512588, Unit 7 on Lot 10 DP 490069 and Units 5 and 8/716 Frankton Road. A decision on this application is yet to be issued.

To clarify the location of the application site, and the neighbouring Visitor Accommodation activities, refer to the aerial images in Figures 1 and 2 below.

Figure 1: *Aerial depicting the application site location*

Figure 2: *Aerial depicting the application site location and the neighbouring consented Visitor Accommodation activities and the current Visitor Accommodation application*

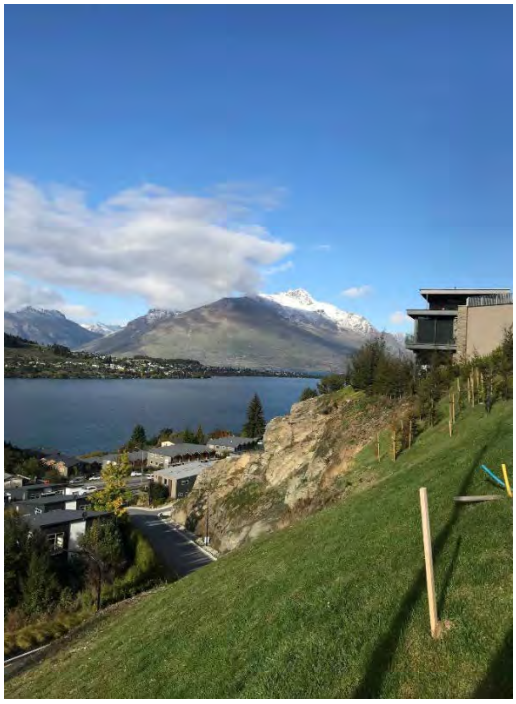


Figure 3: *South Western elevation of the application site, and neighbouring properties (1 and 3 Highlands Close)*; and **Figure 4:** *Western view of application site and the Comprehensive Development being constructed on Lot 10 DP 490069*

2. ACTIVITY STATUS

2.1 THE DISTRICT PLAN

OPERATIVE DISTRICT PLAN

The subject site is zoned Low Density Residential and the proposed activity requires resource consent for the following reasons:

- A **Restricted Discretionary** activity resource consent pursuant to Rule 7.5.3.4 (i) for the proposed operation of Visitor Accommodation in the Low Density Residential zone for up to 365 nights for up to a maximum of four (4) guests in each unit (8 guests in total). The proposal relates to both units on Lot 16 DP 512588. Council has restricted its discretion in respect to:

  (a) The location, external appearance and design of buildings;
  (b) The location, nature and scale of activities on site;
  (c) The location of parking and buses and access;
  (d) Noise, and
  (e) Hours of operation

- A **Restricted Discretionary** activity resource consent pursuant to Rule 7.5.6.2 (iii)(g) for the proposed operation of Visitor Accommodation in the Low Density Residential zone, where parking and outdoor areas associated with the non-residential activity are not adequately screened from adjoining properties.

- A **Restricted Discretionary** activity pursuant to Rule 14.2.2.3ii as the proposal breaches site standard 14.2.4.1 (v) in regards to the dimensions of the stall and aisle widths which are required. This is due to the application proposing an aisle width of 7.36 meters (as approved through RM160258), whereas the activity requires an aisle width of 8.0 meters for the operation of Visitor Accommodation.

Overall, the application is considered to be a **Restricted Discretionary** activity.

PROPOSED DISTRICT PLAN

Council notified Stage 1 of the Proposed District Plan on 26 August 2015 and Stage 2 on 23 November 2017. Stage 2 contained new proposed Visitor Accommodation provisions; in this case, there are no rules that have immediate legal effect that are relevant to the application.

2.2 NATIONAL ENVIRONMENTAL STANDARD FOR ASSESSING AND MANAGING CONTAMINANTS IN SOIL TO PROTECT HUMAN HEALTH

Based on the applicant's review of Council records, the piece of land to which this application relates is not a HAIL site, and therefore the NES does not apply.

3. SECTION 95A NOTIFICATION

3.1 STEP 1 – MANDATORY PUBLIC NOTIFICATION

The applicant has not requested public notification of the application (s95A(3)(a)).

Public Notification is not required in terms of refusal to provide further information or refusal of the commissioning of a report under section 92(2)(b) of the Act (s95A(3)(b)).

The applicant does not include exchange to recreation reserve land under section 15AA of the Reserves Act 1977 (s95A(3)(c)).

3.2 STEP 2 – PUBLIC NOTIFICATION PRECLUDED

Public notification is not precluded by any rule or national environmental standard (s95A(5)(a)).

The proposal is not a controlled activity, a restricted discretionary or discretionary subdivision or a residential activity, or a restricted discretionary, discretionary or non-complying boundary activity as defined by section 87AAB and public notification is not precluded.

The proposal is not a prescribed activity (95A(5)(b)(i-iv).

Therefore, public notification is not precluded by Step 2, and Step 3 applies.

3.3 STEP 3 – IF NOT PRECLUDED BY STEP 2, PUBLIC NOTIFICATION IS REQUIRED IN CERTAIN CIRCUMSTANCES

Public notification is not specifically required under a rule or national environmental standard (s95A(8)(a).

A consent authority must publicly notify an application if it decides under s95D(8)(b) that the activity will have or is likely to have adverse effects on the environment that are more than minor (s95A(2)(a)). An assessment in this respect is therefore made in section 3.3.1 below:

3.3.1 ASSESSMENT OF EFFECTS ON THE ENVIRONMENT (S95D)

3.3.2 MANDATORY EXCLUSIONS FROM ASSESSMENT (S95D)

A: Effects on the owners or occupiers of land on which the activity will occur and on adjacent land (s95D(a)).

B: An adverse effect of the activity if a rule or national environmental standard permits an activity with that effect (s95D(b) (the permitted baseline, refer section 3.3.3 below).

*C: The activity is a **restricted discretionary** activity, so that adverse effects which do not relate to a matter of **discretion** have been disregarded (s95D(c)).*

D: Trade competition and the effects of trade competition (s95D(d)).

*E: The following persons have provided their **written approval** and as such adverse effects on these parties have been disregarded (s95D(e)).*

Person (owner/occupier)	Address (location in respect of subject site)
William Taylor	1-3 Highlands Close, Potters Hill, Queenstown

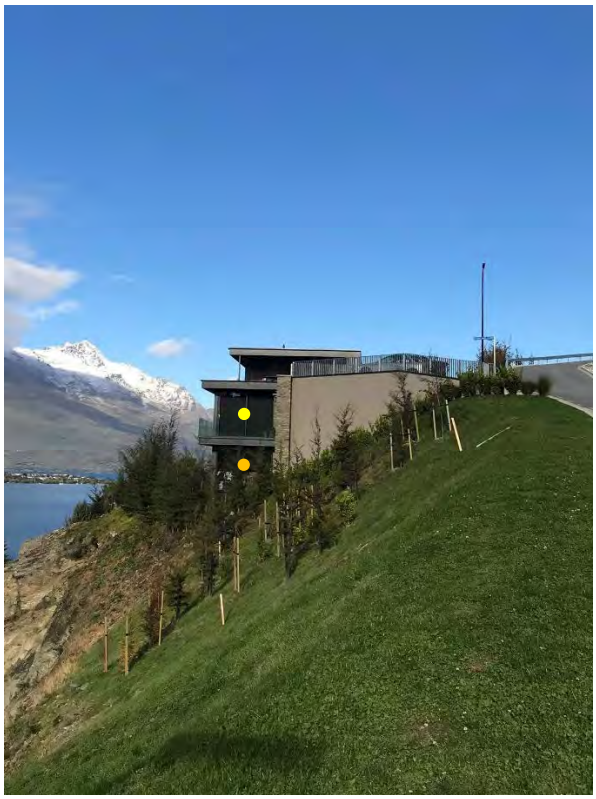


Figure 5: *Aerial photo illustrating 1-3 Highlands Close ● in relation to the application site ▭; and*
Figure 6: *South-Western elevation, illustrating 1 ● and 3 ● Highlands Close.*

3.3.3 PERMITTED BASELINE (S95D(B))

The consent authority **may** disregard an adverse effect of the activity if a rule or national environmental standard permits an activity with that effect. In this case the permitted baseline includes residential occupation of the residential unit, and associated effects such as car parking demand, traffic generation, noise and impact on privacy. Visitor Accommodation that could feasibly take place as a permitted activity are:

- A single annual let for one or two nights.
- Homestay accommodation for up to 5 guests in a Registered Homestay.
- Accommodation for one household of visitors (meaning a group which functions as one household) for a minimum stay of 3 consecutive nights up to a maximum (ie single let or cumulative multiple lets) of 90 nights per calendar year as a Registered Holiday Home (RHH).

The effects mentioned above may be of some relevance to this application; however, it is noted that any Visitor Accommodation Activity requires Resource Consent in the Low Density Zone as specified in Section 7 *Residential Areas* of the Operative District Plan. This is due to Visitor Accommodation being classed as a commercial activity, rather than a residential activity, due to the increased scale and potential for higher intensity accommodation, than what is permitted under a registered holiday home or homestay.

Whilst some of the effects generated from the residential occupation of the residential unit as outlined above are similar, they are not, in all instances, the same as the commercial letting of the residential unit for visitor accommodation for 365 days annually. That said, a comparison of effects against the permitted baseline can be considered and will be addressed where appropriate in the assessment to follow.

3.3.4 ASSESSMENT: EFFECTS ON THE ENVIRONMENT

Taking into account sections 3.3.2 and 3.3.3 above, the following assessment determines whether the activity will have, or is likely to have, adverse effects on the environment that are more than minor. The Assessment of Effects provided in section 5.0 of the applicant's AEE, is considered accurate. It is therefore adopted in part for the purposes of this report with the following additions:

The relevant assessment matters are found in Section 7.7.2 (vii) *Discretionary Activity – Visitor Accommodation* and Section 14.3.2 (iii) *Parking and Loading* of the District Plan and have been considered in the assessment below.

The use of the site for short-term visitors has the potential to result in a loss of residential amenity and character, a loss of social cohesion and adverse noise effects.

Character and Amenity

The proposal would allow for up to four (4) guests to stay in each unit on site at any one time, which would result in up to eight guests on the site at any one time. Given the potential number of guests, it is considered that the scale of the Visitor Accommodation proposal would not be significantly greater than a typical permitted residential activity. Any differences between the use of the property for permitted activities compared to Visitor Accommodation proposed would not be overly noticeable provided suitable mitigating conditions are applied to the consent. As such, any adverse effects on the environment in respect to character and amenity are anticipated to be less than minor.

Noise

To mitigate adverse amenity and nuisance effects the applicant has proposed that no more than four (4) persons could reside within each unit, with a maximum of eight (8) persons on site at any one time (two persons per room), and that the apartments shall be professionally managed by a short-term letting agency. The Management Plan (Appendix 2) restricts use of outdoor areas between 10pm and 7am, with all guests being made aware of noise restrictions between those times; and guests are to show consideration to neighbours at all times. The name and contact for the property manager is also provided. It is accepted that these measures will assist in mitigating adverse nuisance effects from noise and any associated loss of amenity thereby reducing adverse amenity effects. Conditions of consent are recommended with respect to these matters which have been adopted by the applicant.

In this regard adverse effects from noise and amenity on the surrounding environment are considered to be less than minor.

Access and Parking

The proposal is a change of use associated within a residential dwelling which contains two units – and on a property with landscaping and car parking established through RM160258. It is noted that in this previous resource consent which granted the residential unit, a shortfall of car parking widths and access was approved. There are no changes to the proposed parking layout, however the aisle dimensional standards for residential use differ to those required for a non-residential use such as Visitor Accommodation.

Council's Land Development Engineer, Mr Michael Wardill has assessed the change of use, and is satisfied that there is no anticipated decrease in roading network and safety/efficiency over what is already consented. No changes to the location, external appearance or design of the dwelling are proposed. Therefore, there will be no adverse effects on the environment that would affect the transport network of the locality. Mr Wardill has further addressed the car parking dimensions, and his comments are below:

In this subject consent the only additional consideration over RM160258 in regard to the change in user type appears to be a breach of transport Rule 14.2.4.1(v) regarding Appendix 7 (A7) parking and aisle dimensional standards of the District Plan. The parking configuration identifies a 7.5m wide parking space for the three spaces with a 7.36m aisle and this equates to three 2.5m wide spaces. A7 requires an 8m aisle for 2.5m wide parking spaces servicing (Class Two) unfamiliar users vs the existing proposed 7.36m therefore the aisle has a shortfall in width of 0.64m.

In this instance however, due to the relative small degree of non-compliance combined the previous Council engineering acceptance of reverse manoeuvres at this location, I confirm satisfaction that the identified breach for VA use is unlikely in my opinion to result in any decrease in roading network safety/efficiency over that already consented. I make no engineering recommendations.

As such, Mr Wardill is satisfied that the proposal will not result in any unsafe traffic outcomes and makes no recommendations. No changes to the location, external appearance or design of the dwelling are proposed. Therefore, there will be no adverse effects on the environment relating to access and parking that will be more than minor.

Rubbish and Waste

A services area has been depicted on the plans, and provides adequate room for wheelie bins which are easily accessible for each unit. This service area is to be located in the North-East corner of the rooftop, and will not be able to be seen from any direction due to the existing balustrading which is to be implemented as approved under RM160258, and the proposed fencing of the area. As such, the adverse effects in relation to rubbish and waste is anticipated to be less than minor.

Summary

The proposed use of the two units for visitor accommodation is of a similar scale in terms of the number of guests which could be anticipated as a permitted residential use. The same number of people could live on the property when in residential use and generate the same number of movements. Potential adverse effects associated with Visitor Accommodation activities such as noise and the use of outdoor areas can be appropriately mitigated and addressed through conditions of consent (agreed to by the applicant). In this regard, it is considered that the development has the capacity to absorb the some non-residential use, without creating a minor or more than minor adverse effect with respect to residential cohesion, character and amenity within the surrounding residential environment.

Overall, and given recommended conditions accepted by the applicant, adverse effects of the nature and scale of the activity on residential amenity, character and cohesion in terms on the environment, are considered to be less than minor.

3.3.5 DECISION: EFFECTS ON THE ENVIRONMENT (S95A(2))

Overall the proposed activity is not likely to have adverse effects on the environment that are more than minor. Therefore, public notification is not required under Step 3.

3.4 STEP 4 – PUBLIC NOTIFICATION IN SPECIAL CIRCUMSTANCES

There are no special circumstances in relation to this application.

4.0 EFFECTS ON PERSONS (s95B)

Section 95B(1) requires a decision whether there are any affected persons (under s95E). The following steps set out in this section, in the order given, are used to determine whether to give limited notification of an application for a resource consent, if the application is not publicly notified under section 95A.

4.1 STEP 1: CERTAIN AFFECTED GROUPS AND AFFECTED PERSONS MUST BE NOTIFIED

Limited notification is not required under Step 1 as the proposal does not affect customary rights groups, customary marine title groups nor is it on, adjacent to or may affect land subject to a statutory acknowledgement.

4.2 STEP 2: IF NOT REQUIRED BY STEP 1, LIMITED NOTIFICATION PRECLUDED IN CERTAIN CIRCUMSTANCES

Limited notification is not precluded under Step 2 as the proposal is not subject to a rule in the District Plan or is not subject to a NES that precludes notification.

Limited notification is not precluded under Step 2 as the proposal is not a controlled activity or is not a prescribed activity.

4.3 STEP 3: IF NOT PRECLUDED BY STEP 2, CERTAIN OTHER AFFECTED PERSONS MUST BE NOTIFIED

The proposal is not a boundary activity where the owner of an infringed boundary has provided their approval, and it is not a prescribed activity.

The proposal therefore falls into the 'any other activity' category and the effects of the proposal on any persons are assessed in accordance with section 95E in section 4.3.1 below to determine if limited notification is required.

4.3.1 ASSESSMENT OF EFFECTS ON PERSONS (S95E)

4.3.2 PERMITTED BASELINE (S95E(2)(A))

The consent authority **may** disregard an adverse effect of the activity on a person if a rule or national environmental standard permits an activity with that effect. In this case the permitted baseline is found within section 3.3.3 above.

4.3.3 ASSESSMENT: EFFECTS ON PERSONS

Taking into account the exclusions in section 95E(2) and (3) and 4.3.2 (Permitted Baseline) above, the following outlines an assessment as to whether the activity will have or is likely to have adverse effects on persons that are minor or more than minor:

It is noted that 1 and 3 Highlands Close have provided their Affected Party Approval (APA) in regards to the proposed operation of Visitor Accommodation on Lot 16 DP 512588. Therefore all adverse effects regarding 1 and 3 Highlands Close (Lot 15 DP 512588) have been disregarded.

The neighbouring sites which are located near Lot 16 DP 512588, Potters Hill Drive, have been further assessed below. Refer to Figure 7 which illustrates the location of these properties.

Figure 7: *Aerial photo depicting the application site , neighbouring properties and the location of the properties' whom have provided Affected Party Approval (APA)*

The proposal would allow for up to four (4) guests to stay within a single unit, and eight (8) on site at any one time. Given the potential number of guests, it is considered that the scale of the Visitor Accommodation proposal would not be significantly greater than a typical permitted residential activity. The key difference between a Visitor Accommodation and a residential activity is that Visitor Accommodation results in irregular vehicle movements, additional noise effects, utilisation of outdoor spaces, loss of privacy and potential loss of residential cohesion, which can reduce the overall character and amenity of the area. As the activity is taking place in a singular duplex, with a limit on the number of guests staying, the nature of the activity is largely similar to residential use; although adverse effects on neighbours can occur due to the effects associated with year round Visitor Accommodation. These adverse effects have been discussed below in relation to the neighbouring properties.

Lot 10, 13 and 14 DP 490069

Lots 10, 13, and 14 DP 490069 are situated to the North-West and North of the application site, up Potters Hill Drive. These sites are located on top of a sheer embankment, which slopes dramatically down to Potters Hill Drive, and looks out to Lake Wakatipu. No development has been undertaken on Lots 13 and 14 as of yet, however there is currently construction on Lot 10 in regards to the Comprehensive Residential Development which was consented under RM160718 and later varied by RM170614.

There are a number of consented Visitor Accommodation uses in this particular area of Potters Hill, which could potentially lead to a degradation of neighbourhood cohesion or sense of community within the vicinity of the application site.
The development on Lot 10 can be seen in Figure 4, which illustrates the first stage of the development on the site, in relation to the application site. These units gain an outlook to Lake Wakatipu and the Remarkables, and due to the steep topography only look down to the rooftop of the proposed duplex on Lot 16, which will obtain only rooftop car parking as consented under RM160258. Given that this does not differ from the car parking approved through RM160258, adverse effects arising from the visitor accommodation activity are considered to be no greater than approved, and less than minor.

Lots 13 and 14 are currently vacant, however it is anticipated that residential development will occur on this site in the future. The adverse effects from the proposed activity on these properties will be less than minor, due to the topography of the area. This is mainly due to the layout of the duplex - the outdoor living areas are proposed to be located at the Eastern and South-Western elevation of the future dwelling. As such, adverse visual and noise effects will be minimal.

In addition to the above, Lots 13, 14 and 10 DP 490069 are anticipated to gain access from the top of Potters Hill Drive, or Rocha Lane, which is located further up Potters Hill to the North-West. The use of a different access way from the proposal site, enables the lots located further up Potters Hill to be segregated from the potential adverse effects in relation to traffic resulting from the operation of Visitor Accommodation, as there are no shared entrances. This will reduce the possibility for the reduction of residential cohesion and any associated adverse effects.

In terms of Lots 13, 14 and 10 DP 490069, it is considered that the adverse effects on both the owners and occupiers of these properties arising from the proposal in relation to noise, loss of privacy or loss of social cohesion will be less than minor.

Lot 15 DP 490069

Lot 15 surrounds the subject site to the North-East, East and South-East, on the opposite side of Potters Hill Drive as illustrated by Figure 3. At present, no residential unit or development of any kind has taken place on Lot 15 DP 490069, although the land is zoned Low Density Residential and therefore residential use is anticipated.

The most prominent adverse effects which would be anticipated with the change of use proposed by this consent, would be the degradation of social cohesion, as well as potential visual and noise effects from outdoor areas. However, any future development on Lot 15 DP 490069 would likely be constructed to look out to Lake Wakatipu, with the orientation of outdoor areas facing the South-East and South. As such, the two sites are split by Potters Hill Drive, which provides a physical separation between the two sites.

As such, adverse effects arising from the Visitor Accommodation activity on the owners and occupiers of Lot 15 DP 490069 are considered to be less than minor.

716 Frankton Road

The units at 716 Frankton Road are situated across Potters Hill Drive to the South-East and South, and are located down Potters Hill towards Frankton Road. There is potential for adverse effects on these properties in terms of visual and noise effects, due to their outdoor areas being located to the North. Due to the topography of the land and the nature of the landscape for this particular area of Potters Hill, these properties are considered to be located at an appropriate distance from the application site, in terms of being vulnerable to any amenity effects caused by the change of use.

The units located at 716 Frankton Road appear to be located approximately 40 meters from the proposed Visitor Accommodation activity. This distance enables adverse noise effects from the use of outdoor living areas to be avoided or mitigated, along with the conditions of consent and Management Plan, which will allow for outdoor areas to be monitored and restricted in terms of the utilisation of outdoor spaces between 10pm and 7am (adopted by the applicant).

Given these factors it is considered that the proposed change in use, and the cumulative effect of that change in use on residential cohesion and amenity, will not be overly noticeable to the owners or occupiers of the units located at 716 Frankton Road. As such, it can be concluded that adverse effects on the owners and occupiers of 716 Frankton Road will be less than minor.

Summary

Overall, given the subject site's characteristics and the proposed conditions (proposed or adopted by the applicant), it is considered that any adverse effects on persons with respect to overall amenity, loss of privacy and noise would be similar to a residential situation and therefore less than minor.

4.3.3 DECISION: EFFECTS ON PERSONS (S95B(1))

In terms of Section 95E of the RMA, no person is considered to be adversely affected.

4.4 STEP 4 – FURTHER LIMITED NOTIFICATION IN SPECIAL CIRCUMSTANCES

Special circumstances do not apply that require limited notification.

5.0 OVERALL NOTIFICATION DETERMINATION

Given the decisions made above in sections 3 and 4 above, the application is to be processed on a non-notified basis.

6.0 S104 ASSESSMENT

6.1 EFFECTS (s104(1)(a))

Actual and potential effects on the environment have been outlined in section 4 of this report. Conditions of consent can be imposed under s108 of the RMA as required to avoid, remedy or mitigate adverse effects.

6.2 RELEVANT DISTRICT PLAN PROVISIONS (s104(1)(b)(vi))

Operative District Plan

The relevant assessment matters are found in Section 7 (Residential Areas) and Section 14 (Transport) of the District Plan and have been considered. These seek to maintain and preserve the dominant Low Density Residential development and associated amenity values whilst recognising and providing for compatible non-residential activity within residential areas (Part 7), and to provide for sufficient parking facilities that cater to anticipated demands of specific activities (Part 14).

Having considered the actual and potential effects of the proposal against the objectives and policies of the District Plan, the proposed activity is considered compatible with the intent of the surrounding residential area, and the parking arrangements adequate for the intended use. Therefore it is considered the proposed development is consistent with the relevant objectives and policies in the Operative District Plan.

Proposed District Plan (PDP) – Stages 1 and 2

Council notified Stage 1 of the Proposed District Plan on 26th August 2015 which did not include any Visitor Accommodation provisions. Council notified the second stage of the District Plan on 23 November 2017 which contained new proposed Visitor Accommodation provisions. The objectives and policies contained within the Proposed District Plan must therefore be taken into consideration with this application.

The relevant objectives and policies seek to manage Visitor Accommodation so that residential amenity is retained, and to ensure that residential units are predominantly used for residential activities. It is considered that the proposed use would be inconsistent with Policies 7.2.8.2 and 7.2.9.3, as well as Objective 7.2.9, which seeks to restrict Visitor Accommodation in the Low Density Residential Zone and ensure that residential use is the predominant use. However, given that Stage 2 of the Proposed District Plan has not yet been subject to any testing, it is considered that very little weight can be given to these objectives and policies.

Therefore, while the proposal is inconsistent with the objectives and policies of Proposed District Plan, given that little weight can be given to these provisions at this time, and the proposal is consistent with the objectives and policies of the Operative District Plan, the proposed use is considered to be appropriate in this instance.

6.3 PART 2 OF THE RMA

As in this case the relevant District Plan provisions are valid, have complete coverage and are certain, the above assessment under s104 matters, which give substance to the principles of Part 2, illustrates that the proposed activity accords with Part 2 of the Act.

Similarly, the Proposed District Plan has been created to give effect to the purposes and principles of the RMA and although these provisions are not certain at this time, it is considered that the consistency of the proposal with these provisions and the similarity to the ODP assessment demonstrates that the proposal accords with Part 2 of the Act.

6.4 DECISION ON RESOURCE CONSENT PURSUANT TO SECTION 104 OF THE RMA

Consent is **granted** to operate Visitor Accommodation for up to 365 nights per year, subject to the conditions outlined in *Appendix 1* of this decision report imposed pursuant to Section 108 of the RMA.

7.0 OTHER MATTERS

7.0 OTHER MATTERS

Local Government Act 2002: Development Contributions

In granting this resource consent, pursuant to the Local Government Act 2002 and the Council's Policy on Development Contributions the Council has identified that a Development Contribution is required. Payment will be due prior to application under the RMA for certification pursuant to section 224(c).

Please contact the Council if you require a Development Contribution Estimate.

Payment will be due prior to commencement of the consent, except where a Building Consent is required when payment shall be due prior to the issue of the code of compliance certificate.

Administrative Matters

The costs of processing the application are currently being assessed and you will be advised under separate cover whether further costs have been incurred.

The Council will contact you in due course to arrange the required monitoring. It is suggested that you contact the Council if you intend to delay implementation of this consent or if all conditions have been met.

This resource consent is not a consent to build under the Building Act 2004. A consent under this Act must be obtained before construction can begin.

This resource consent must be exercised within five years from the date of this decision subject to the provisions of Section 125 of the Resource Management Act 1991.

If you have any enquiries please contact Alex Jamieson on phone (03) 441 0499 or email alex.jamieson@qldc.govt.nz.

Report prepared by

Alex Jamieson
PLANNER

Decision made by

Sarah Gathercole
SENIOR PLANNER

APPENDIX 1 – Consent Conditions
APPENDIX 2 – Applicant's AEE
APPENDIX 3 – Visitor Accommodation Management Plan

APPENDIX 1 – CONSENT CONDITIONS

General Conditions

1. That the development must be undertaken/carried out in accordance with the plans:

   - Clark Fortune McDonald & Associates: Alpha Properties Limited – *Proposed Unit On Lot 16 DP 490069* – Job No. 12377, Drawing No. 3, Rev. B,
   - Clark Fortune McDonald & Associates: Alpha Properties Limited – *Proposed Unit On Lot 16 DP 490069 Landscaping* – Job No. 12377, Drawing No. 3, Rev. B,
   - Yoke: SKD 04 Level 2 Plan – *Concept Design* – Block 16, 26/04/2016,
   - Yoke: SKD 05 Level 1 Plan – *Concept Design* – Block 16, 26/04/2016,
   - Yoke: SKD 06 Elevations – *Concept Design* – Block 16, 20/07/2016,
   - WJ Cadzow: The Tiers, Lot 16 for Alpha Properties NZ Ltd – *Car Park/Roof Plan* – Sheet: A2-03, Rev. D

   stamped as approved on 6 September 2018

   and the application as submitted, with the exception of the amendments required by the following conditions of consent.

2. This consent shall not be exercised and no work or activity associated with it may be commenced or continued until the following charges have been paid in full: all charges fixed in accordance with section 36(1) of the Resource Management Act 1991 and any finalised, additional charges under section 36(3) of the Act.

3. The consent holder is liable for costs associated with the monitoring of this resource consent under Section 35 of the Resource Management Act 1991.

Operational Conditions

4. The consent holder shall ensure the Visitor Accommodation activity is undertaken in accordance with the approved site management plans (RM180469, Appendix 3), and the following Conditions (5 – 12).

   Advice Note: The management plan may be updated from time to time, this shall be certified by Council's Planning and Development department prior to implementation and shall demonstrate the management techniques that will be used to ensure conditions (5 – 12) are met, and shall include the contact details of the property manager available for any complaints.

5. Each unit shall be rented to a maximum of one (1) group at any one time, for a maximum of 365 nights per year.

6. The maximum number of persons within each unit in association with the Visitor Accommodation use shall be restricted to four (4) persons at any one time, with the maximum number of persons on the site in association with the visitor accommodation use restricted to eight (8) persons at any one time.

7. Regarding the use of outdoor space:

   a) The use of outdoor areas is prohibited between the hours of 10.00pm to 7.00am.

   b) Two (2) signs (minimum A4 size) shall be erected on site to remind guests that they are in a residential area, and that the use of outdoor areas is prohibited between the hours of 10.00pm to 7.00am. One sign shall be installed in the kitchen of each unit and weatherproof signs (e.g. laminated) shall be installed within the outdoor area.

c) Upon installation, and prior to the use of the property for Visitor Accommodation, the consent holder shall submit photographs of these signs to the Council Monitoring Department for monitoring purposes. The signs shall be retained on site as long as the Visitor Accommodation activity is undertaken.

8. The consent holder shall maintain a record of all tenancies in the form of a register containing the number of occupants and the number of days/nights of occupancy. Details of all tenancies for at least the preceding 5 years shall be continually maintained. This register shall be made available for inspection by the Council at all times.

Please note: While the consent holder is responsible for there being an up to date register, the register may be completed by a letting agent / property manager.

9. The consent holder shall ensure that all vehicles associated with the short term Visitor Accommodation use of the unit shall be parked in the allocated parking spaces on site. Specifically, the consent holder shall ensure guests only park in the carparks which are designated to the unit. The consent holder must advise all guests of this condition.

10. The consent holder shall ensure that no coaches are to service the authorised activity.

11. Prior to the operation of the residential unit for visitor accommodation, the consent holder shall provide to the Council the name and contact details of the Visitor Accommodation Manager. If these are to change, updated details shall be provided to the Council.

12. All rubbish and recycling shall be disposed of appropriately. Where there is kerbside collection, rubbish and recycling shall only be placed on the street the day of or day prior to collection.

Review

13. Within six months of the date of this decision; and/or upon the receipt of information identifying non-compliance with the conditions of this consent, and/or within ten working days of each anniversary of the date of this decision, the Council may, in accordance with Sections 128 and 129 of the Resource Management Act 1991, serve notice on the consent holder of its intention to review the conditions of this resource consent for any of the following purposes:

a) To deal with any adverse effects on the environment that may arise from the exercise of the consent which were not foreseen at the time the application was considered and which it is appropriate to deal with at a later stage.

b) To deal with any adverse effects on the environment which may arise from the exercise of the consent and which could not be properly assessed at the time the application was considered.

c) To avoid, remedy and mitigate any adverse effects on the environment which may arise from the exercise of the consent and which have been caused by a change in circumstances or which may be more appropriately addressed as a result of a change in circumstances, such that the conditions of this resource consent are no longer appropriate in terms of the purpose of the Resource Management Act 1991.

d) The purpose of this review is in relation to effects on any person in relation to nuisance (including but not limited to noise and rubbish/recycling).

14. As part of the review clause stated in Condition 13 of this consent, the Council may have the Visitor Accommodation Management Plans / Noise Management Plans audited at the consent holder's expense.

Advice Notes

1. The consent holder is advised that there may be ongoing implications for alternative rating of the property from the use of the property for Visitor Accommodation. As of the time this consent was granted, increased rates from a residential use are generated for Visitor Accommodation use over 180 days in any one calendar year. For further information contact the Council Rates department.

2. An additional development contribution will be required for the change in use from residential to Visitor Accommodation. It is recommended the applicant contact the Council DCN officer for an estimate.

3. The consent holder is advised that there may be further requirements to using a residential unit for Visitor Accommodation, including but not limited to health and safety, income tax and GST.

For Your Information

If your decision requires monitoring, we will be sending an invoice in due course for the deposit referred to in your consent condition. To assist with compliance of your resource consent and to avoid your monitoring deposit being used before your development starts, please complete the "Notice of Works Starting Form" and email to the Monitoring Planner at RCMonitoring@qldc.govt.nz prior to works commencing.

You may also have conditions that require you to apply for Engineering Acceptance. To apply for Engineering Acceptance, please complete the Engineering Acceptance Application form and submit this completed form and an electronic set of documents to engineeringacceptance@qldc.govt.nz with our monitoring planner added to the email at RCMonitoring@qldc.govt.nz.

If your decision requires a development contribution (DC) charge, we will be sending a notice in due course. To answer questions such as what is a DC charge, when a DC charge is triggered and timing of payments, please refer to this link. http://www.qldc.govt.nz/planning/development-contributions/ If you wish to make a DC estimate calculation yourself, please use this link: http://www.qldc.govt.nz/planning/development-contributions/development-contributions-estimate-calculator/ And for full details on current and past policies, please use this link: http://www.qldc.govt.nz/council-online/council-documents/policies/policy-on-development-contributions-and-financial-contributions/

APPENDIX 2 – APPLICANT'S AEE

Information and Assessment of Effects on the Environment

Land Use Consent

Visitor Accommodation

Alpha Properties Limited

The Tiers, Potters Hill Drive , Queenstown

April 2018

Prepared by: Nick Geddes

CLARK FORTUNE MCDONALD & ASSOCIATES
REGISTERED LAND SURVEYORS, LAND DEVELOPMENT & PLANNING CONSULTANTS

1.0 A DETAILED DESCRIPTION OF THE PROPOSAL

1.1 Site Description

The subject site is located at Unit 16, The Tiers, Potters Hill Drive, Queenstown. It is legally identified as Lot 16 DP 512588, contained within computer freehold register CFR741323. RM050520.01 created Lot 16 comprising of 901m2 with access provided off Potters Hill Drive.

Consent has been approved for this site under RM160258 to erect a two level development with two units each supporting two bedrooms with carparking located on the upper level roof. This consent also approved the associated access, earthworks and landscaping.

A copy of the title documents are contained in Appendix A to this application.

1.2 The Proposal

The Applicant is seeking consent to utilise both proposed units, (approved under RM160258) for Visitor Accommodation (VA). Both units have two bedrooms and will be able to accommodate a maximum of four guests at any one time. Separate pedestrian access and outdoor living/ entertaining areas will be provided along either the western or eastern façade of each unit. Carparking is to be provided for on the top level directly off Potters Hill Drive allowing for two spaces for each unit, see Appendix B for detail. The units are yet to be developed with work to commence as per that approved under RM160258.

No changes to the units, as approved under RM160258 are proposed as part of this application. It is noted that the approved development resulted in a number of District Plan breaches including to the 7m height limit, road boundary setback, carparking and access requirements, and outdoor living areas. All of these non compliances have been previously considered and hence little consideration of these breaches as part of this application is considered necessary. Check in times will be between 9am and 9pm and a condition of consent is expected to enforce this. It is also proposed to restrict the use of any of outdoor decks to the hours of 7am to 10pm.

A Visitor Accommodation Management Plan has been provided in Appendix D as required.

Suitable services have been considered and approved as part of the underlying land use approval. There is no need to alter any of these as a result of the VA being sought by this application. The applicant anticipates that the Council will levy a development contribution as part of a separate process for the VA activity to cater for the increase in demand on Council infrastructure.

1.3 Statutory Provisions

1.3.1 Queenstown Lakes District Plan

The application site is located within the Low Density Residential zone (LDRZ) of the Queenstown Lakes District Plan. The District Plan requires consent for the following:

- A Discretionary Activity pursuant to Rule 7.5.3.4 (i) for Visitor Accommodation in the Low Density Residential. The proposal includes the use of two separate units for VA. Overall the application is a Discretionary Activity.

1.3.2 National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2012

All applications for resource consent need to be determined if they apply under the *'National Environmental Standard for Assessing and Managing Contaminates in Soil to Protect Human Health'* (NES).

Under these regulations, land is considered to be actually or potentially contaminated if an activity or industry on the Hazardous Activities or Industries List (HAIL) has been, or is more likely than not to have been, undertaken on that land. Therefore, the NES only applies to land that is potentially or actually affected by contaminants because of its historical and/or current use and the types of activities previously undertaken on the site.

The land use history is therefore the trigger for determining whether the land is considered by the NES. Subclauses (2) below prescribes the methods that the person may use for establishing whether or not a piece of land is as described in regulation 5(7).

Part 6(2):
One method is by using information that is the most up-to-date information about the area where the piece of land is located that the territorial authority—

(a) holds on its dangerous goods files, property files, or resource consent database or relevant registers; or
(b) has available to it from the regional council.

The NES was considered under RM160258 and it was found that the NES does not apply. In addition, the site has been zoned for residential purposes for many years. Numerous residential dwellings have been established in this vicinity.

Overall, it is highly unlikely that there would be a risk to human health. The land for which resource consent is being sought is not considered as being HAIL land under sub-clause (7) section 5 of the NES. Accordingly, consent is not required.

2.0 ASSESSMENT OF THE ACTIVITY'S EFFECTS ON THE ENVIRONMENT:

The proposed development will provide for VA in two residential units. The units, their design and subsequent bulk and scale effects, have been considered and approved under RM160258. This decision concluded that:

The physical resources of this site will be developed in such a way that the social well-being of the applicant is provided for, while the potential of natural and physical resources will be sustained to meet the reasonably foreseeable needs of future generations. Adverse effects of the activity can be avoided, remedied or mitigated by the amended design for the development and by adherence to appropriate conditions of consent.

The change in use from residential to VA will not exacerbate any adverse effects over and above those effects considered and approved under RM160258. Given there are no proposed changes to the units as part of this application, the proposed VA will not alter the appearance, or bulk and scale of the development as viewed from the road or from any adjoining site.

It is noted that the carparks on the upper level have been approved at a reduced size from that permitted under the District Plan. This includes both in width and length. Under the District Plan VA is only required to have 1.5 car parks per unit so the development will meet this standard. Furthermore, given the units will only accommodate four guests at any one time it is anticipated that the majority of time only one park will be required per visit. As a result it is considered, that the carparks as approved under RM160258 will be adequate to enable sufficient on site parking and safe and efficient movement between this area and the road boundary.

Utilising the units for VA, however, does have the potential to adversely affect surrounding amenity values primarily in respect to noise levels. The conditions of consent, however, will restrict noise levels to those permitted in the residential environment as well as restricting any use of outdoor living / entertaining areas between the hours of 7am and 10pm. Further to this, the surrounding neighbourhood consists of a mix of residential and VA activity (including the Greenstone Apartments to its south along Frankton Road) ensuring that the proposed development will not be out of character with existing activity in this area. Given the character of this neighbourhood, and the mitigation proposed in respect to the hours of operation (check in and out times) and the restrictions on outdoor living areas, it is considered that any adverse effects on surrounding amenity values due to noise levels as a result of this proposal will be negligible.

In respect to vehicle movements both units will provide for sufficient on site carparking and manoeuvrability to ensure safe and efficient vehicle movements between the site and road boundary. The design of the access and parking has been considered and consented under the previous consent. With the restricted check in and out times prior to 9pm, the change to Visitor Accommodation is unlikely to generate additional effects due to vehicle movements (in respect to noise levels) over and above those effects anticipated as a residential activity. Furthermore, the site is in close proximity to Queenstown's town centre, enabling alternative transport options such as pedestrian access to town, as well as public transport options along Frankton Road.

As a Discretionary Activity Visitor Accommodation is an anticipated activity in the Low Density Residential Zone subject to its effects on the environment being no more than minor. Subject to compliance with consent conditions regarding hours of operations, use of outdoor space and on site car parking, any adverse effects on the surrounding environment and on adjacent residential neighbours generated by the activity will be negligible.

3.0 DISTRICT PLAN: OBJECTIVES AND POLICIES ASSESSMENT

The relevant objectives and policies of the Operative Queenstown Lakes District Plan (OQLDP) are found in Part 7 - *Residential Areas*, and Part 14 - *Transport.*

In the Residential zone under Part 7 the objectives and policies seek to protect a level of amenity appropriate for this zone and provide for adequate servicing / infrastructure. As discussed above, the effects of the proposed built form have been considered and approved under the previous approval. The use of the units for Visitor Accommodation

will continue to safeguard anticipated amenity values over and above those effects considered under RM160258. Restriction on check in and check out times and on use of the outdoor living areas will ensure any noise effects will be mitigated and in line with those levels permitted in the residential zone. Furthermore, given the residential zoning of this land, servicing of these lots has been anticipated and provided for by Council insofar as its reticulated services. As such, the development is considered consistent with the relevant objectives and policies of the residential zone.

Section 14 relates to the transport provisions of the district and seeks to ensure that all activities continue to allow for the safe and efficient functioning of the roading network. As outlined above, each unit will support two carparks that have been assessed as appropriate under RM160258 and will provide for adequate on site manoeuvrability.

Overall the proposal is considered to be in accordance with the relevant objectives and policies of the QLODP.

In respect to the QL Proposed District Plan (QLPDP, PDP), VA is not provided for in the LDRZ given its non complying activity status. Specifically, Objective 7.2 of the PDP and its supporting policies seek to restrict visitor accommodation in the LDR Zone to ensure the zone primarily retains a residential character. The submission period for Stage 2 of the PDP, however, has recently closed and a significant number of submissions have been received by Council in opposition to the proposed changes to VA in the District. As a result, it is considered that little weight can be afforded these new, more restrictive proposed provisions.

4.0 RESOURCE MANAGEMENT ACT 1991: PART 2

The proposal aligns with the Low Density Residential Zone requirements for Visitor Accommodation. This development will promote sustainable management of natural and physical resources within the site, whilst ensuring that social, economic, and cultural well-being is provided for. The proposal will avoid, remedy and mitigate adverse effects of activities on the environment.

Overall, the proposal is in keeping with the purpose and principles of the RMA.

AEE prepared by Nick Geddes

CLARK FORTUNE MCDONALD & ASSOCIATES

April 2018

APPENDIX A Certificate of Title

APPENDIX B Proposed/ Approved Plans

APPENDIX C RM160258

APPENDIX D VAMP

APPENDIX 3 – VISITOR ACCOMMODATION MANAGEMENT PLAN

VISITOR ACCOMMODATION MANAGEMENT PLAN

This management plan applies to the use of the property at Lot 16, The Tiers, Potters Hill Drive, Queenstown, being Lot 16 DP 512588 for its use as Visitor Accommodation (VA) in accordance with RM (TBA)...

Section 1: Property Management Details:

The property manager of the visitor accommodation is: TBA

Email: TBA

Contact: TBA

Section 2: Property Manager Responsibilites:

2.1 On check in of guests:

- To provide guests a copy of House Rules;
- To check the number of guests does not exceed 4;
- To have all adult guests to read the full terms of the tenancy agreement;
- To ensure the onsite compendium contains a list of the House Rules.

2.2 On Servicing and other visits:

- That rubbish has been placed in the appropriate rubbish bin or recycling bin for disposal on the applicable day;
- To check that the number of guests does not exceed 4 (the maximum occupancy).

Section 3: House Rules

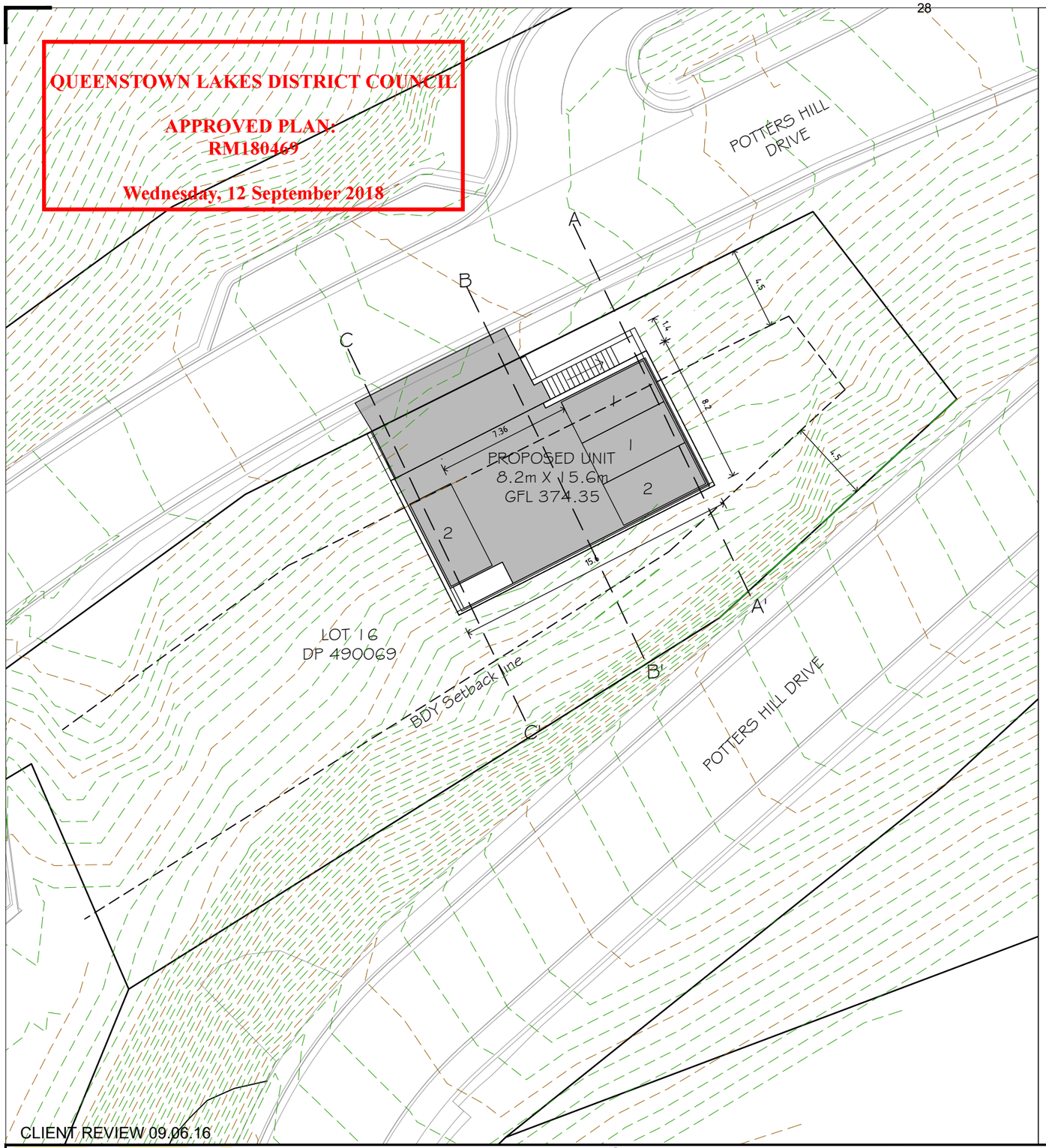
3.1 House Rules

- There shall be no more than 4 guests at any time;
- There shall be no guests on balconies from 10pm to 7am;
- Vehicles should be parked in the allocated car parks on site;
- Be courteous to neighbours and keep noise levels down from 9pm onwards.

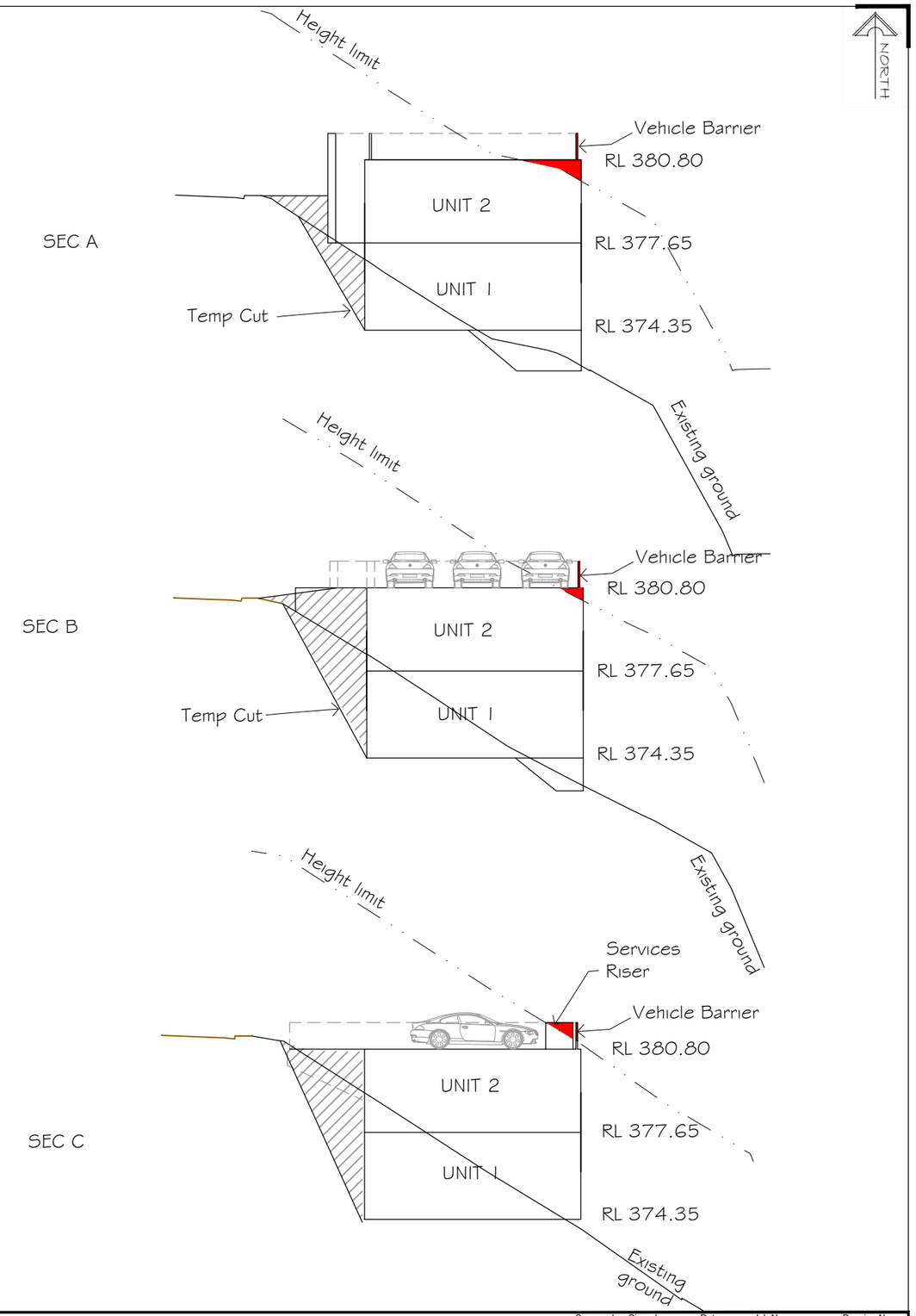
QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN:
RM180469

Wednesday, 12 September 2018



CLIENT REVIEW 09.06.16



Shotover Design Limited trading as
Clark Fortune McDonald & Associates
Licensed Cadastral Surveyors - Land Development - Planning Consultants
309 Lower Shotover Road, P.O.Box 553 Queenstown
Tel. (03)441-6044, Fax (03)442-1066, Email admin@cfma.co.nz
Shop 2, Otago House, 475 Moray Place, P.O. Box 5960
Tel. (03)470-1582, Fax (03)470-1583, Email admin@cfma.co.nz

Rev.	Date	Revision Details	By
A	31.03.16	Adjust unit position	RB
B	09.06.16	Update with revised unit design	RB

PROPOSED UNIT ON LOT 16 DP □□□□6□

Client	Surveyed	Signed	Date	Job No.	Drawing No.
ALPHA PROPERTIES LTD	-		-	12377	03 Sheet 001
	Drawn	Signed	Date	Scale	
	RWB		29.03.16		1:125 @ A1 1:250 @ A3
	Designed	Signed	Date	Datum & Level	Rev.
	-		-	Mt Nic 2000 & MSL	B

Notes:
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- Using the drawings and other data in electronic form without requesting and checking them for accuracy against the original hard copy versions.
- Ensuring the information is the most recent issue.
- Copyright on this drawing is reserved.

S:\JOBS\12300\12377\acad\12377_03_Lot 16 Proposed Unit_REVb.dwg Plotted: 10.06.2016

NORTH

LETTERBOXES

NATIVE PLANTING

POTTERS HILL DRIVE

NATIVE PLANTING

POTTERS HILL DRIVE

LEGEND

- Poa cita (tussocks) @ 1m centres
- Exposed rock face (washed)
- Broadleaf (Griselinia Littorallis) @ 1.5m centres in plot
- Ribbonwood (Plagianthus regius)

CLIENT REVIEW 09.06.16

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Rev.	Date	Revision Details	By
A	31.03.16	Adjust unit position	RB
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PROPOSED UNIT ON LOT 16 DP □□□□6□
LANDSCAPING

Client	Surveyed	Signed	Date	Job No.	Drawing No.
ALPHA PROPERTIES LTD	-		-	12377	03 Sheet 003
	Drawn	Signed	Date	Scale	1:100 @ A1 1:200 @ A3
	RWB		29.03.16		
	Designed	Signed	Date	Datum & Level	Rev.
	-		-	Mt Nic 2000 & MSL	B

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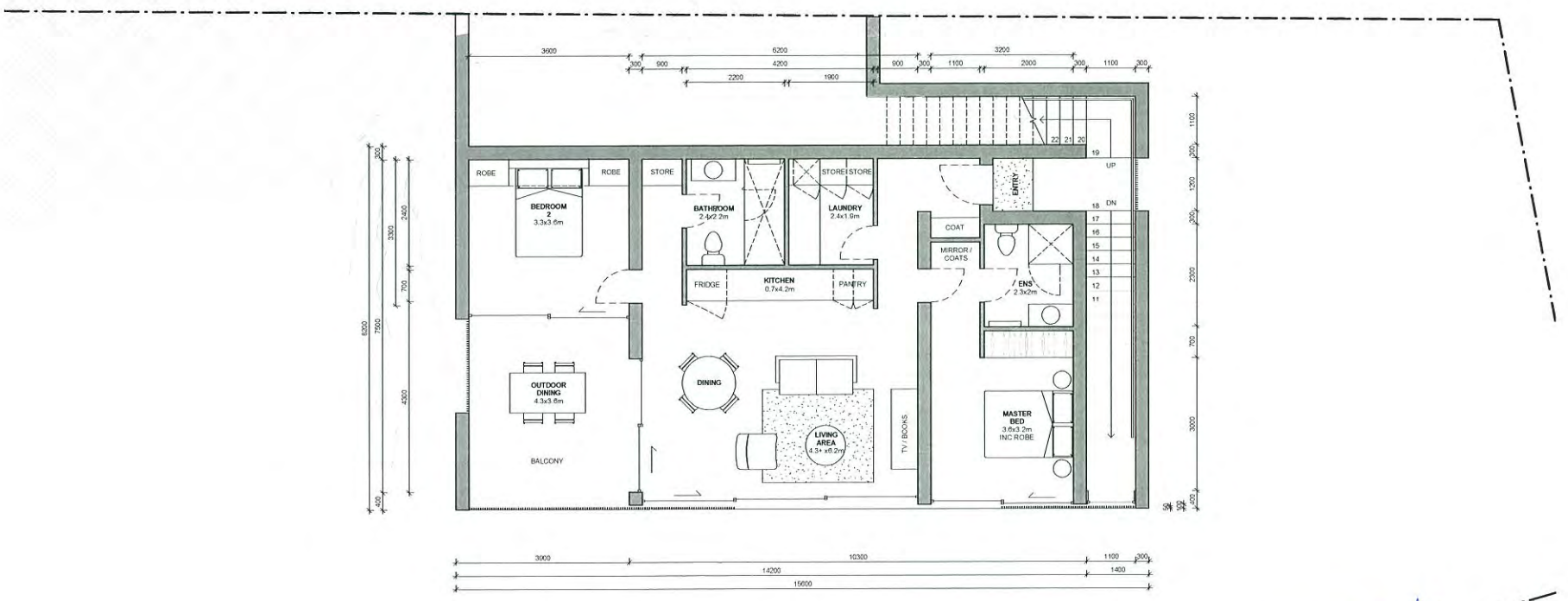


refer to CEMA DWG for BDY setback.

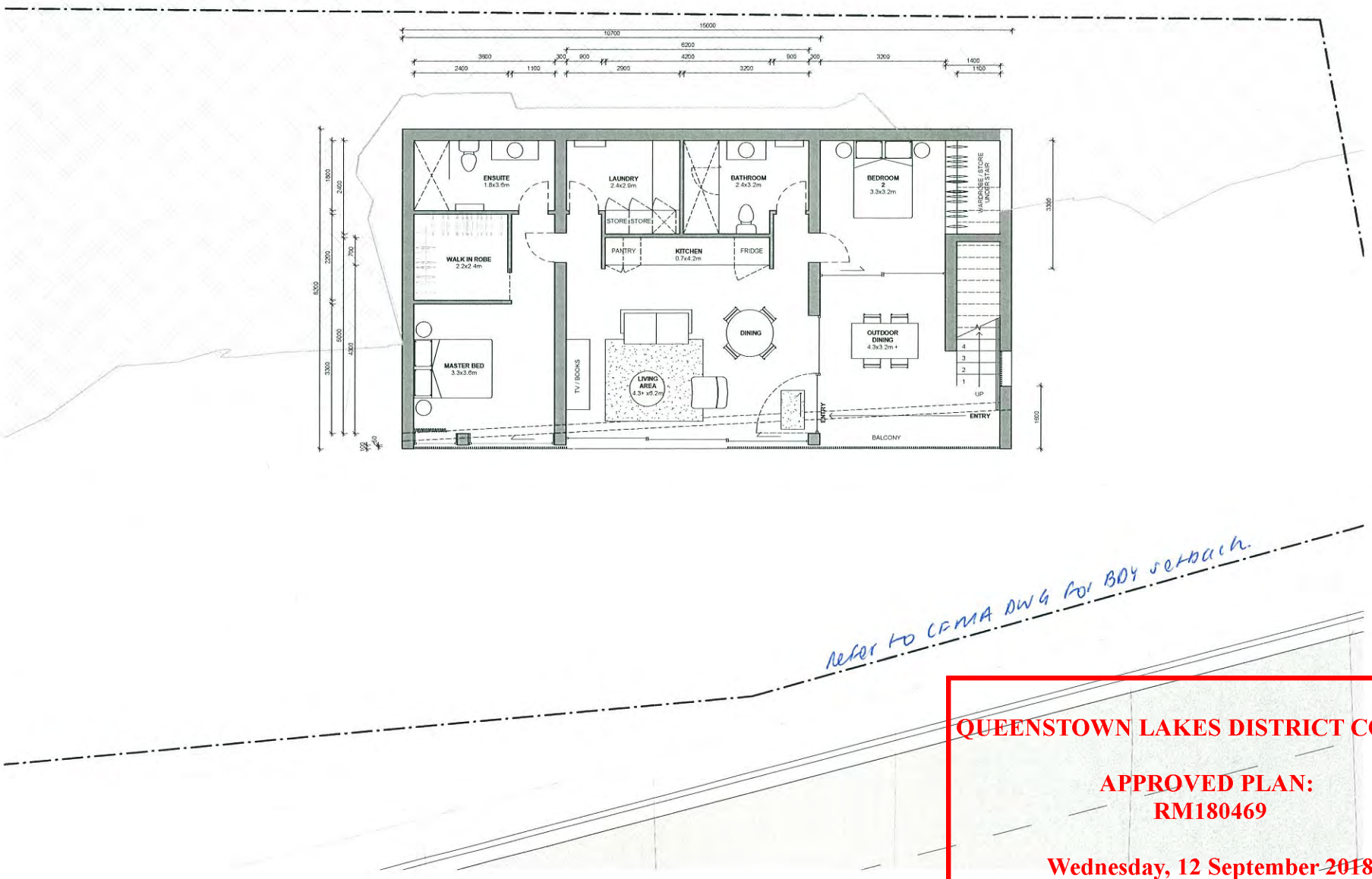
QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN:
RM180469

Wednesday, 12 September 2018

SKD 04 - LEVEL 2 PLAN / 1 : 50@A3 / BLOCK_16 / CONCEPT DESIGN 26/04/16

yoke.



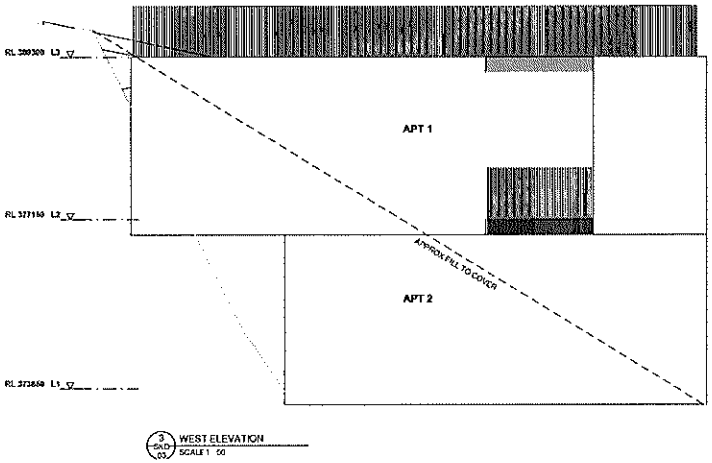
QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN:
RM180469

Wednesday, 12 September 2018

SKD 05 - LEVEL 1 PLAN / 1 : 50@A3 / BLOCK_16 / CONCEPT DESIGN 26/04/16

yoke.



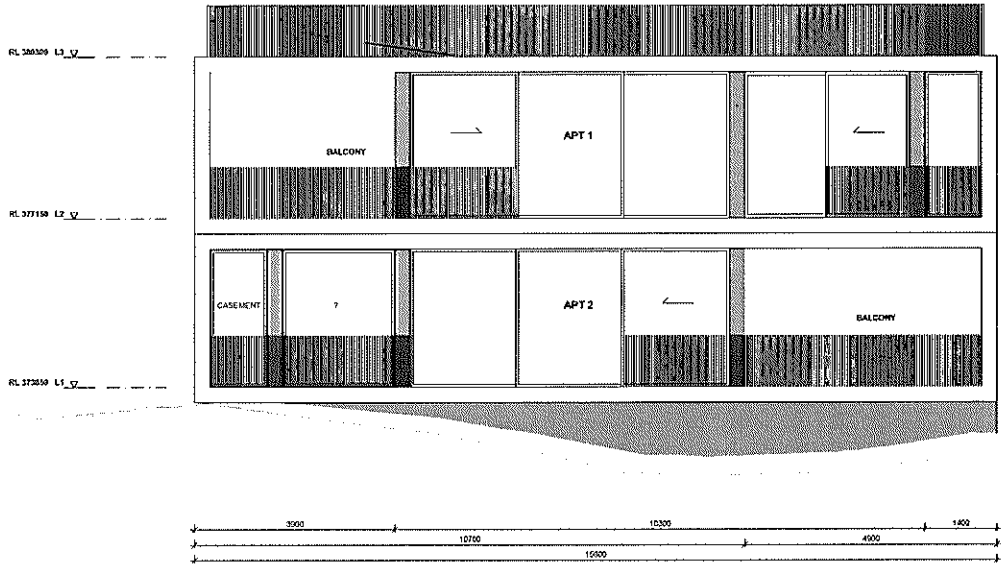
3 SKD 03 WEST ELEVATION
SCALE 1 : 50

2 SKD 03 NORTH ELEVATION
SCALE 1 : 50

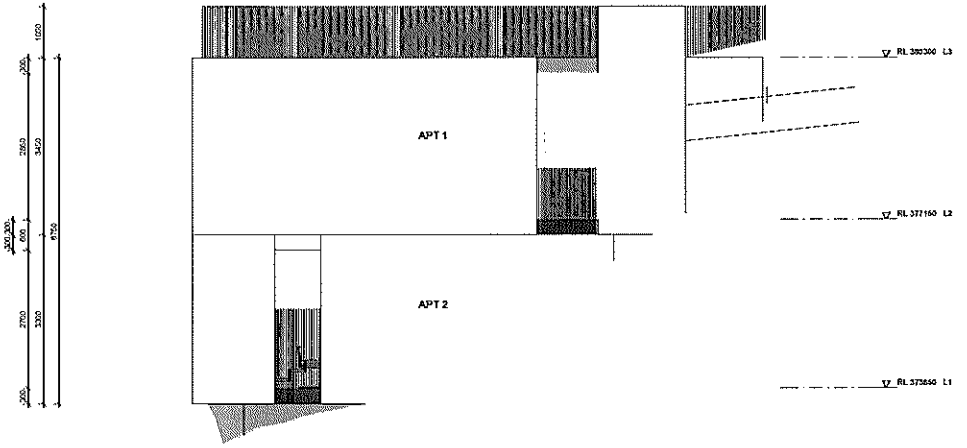
QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN:
RM180469

Wednesday, 12 September 2018



4 SKD 03 SOUTH ELEVATION
SCALE 1 : 50

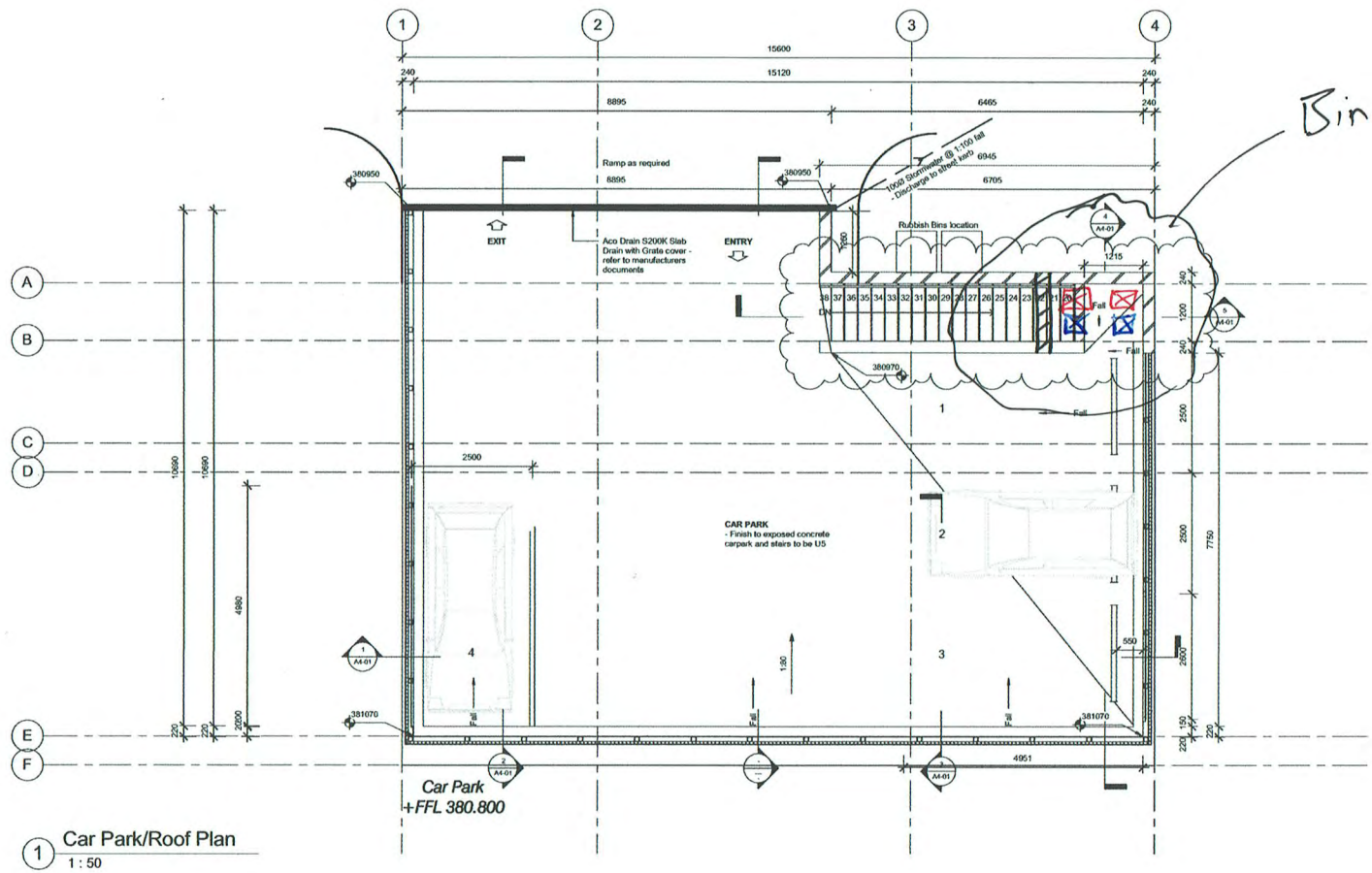


1 SKD 03 EAST ELEVATION
SCALE 1 : 50

0 2m

yoke.

SKD 09 - ELEVATIONS / 1 : 50@A3 / BLOCK_16 / CONCEPT DESIGN 26/07/18



1 Car Park/Roof Plan
1 : 50

QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN:
RM180469

Wednesday, 12 September 2018

Date	Revision Description	No.
10-05-18	Design amendment by client	D
25-04-17	RFI Queries	C
05-02-17	Consent Issue	B
31-10-16	Issued with Structural Drawings for Engineers Review.	A

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Contract
THE TIERS - LOT 16
for ALPHA PROPERTIES NZ LTD
658a Frankton Road
QUEENSTOWN

Drawn: RG
Date: 01-06-16
At 1/2 Size: 1 : 50
At Full Size:

Sheet Title
Car Park/Roof Plan

Contract: 15112
Sheet: **A2-03**
CAD File Name:
Revision: D
Consent Issue
A1

ORIGINAL SIZE A1

QUEENSTOWN LAKES DISTRICT COUNCIL

www.qldc.govt.nz

DECISIONS OF THE QUEENSTOWN LAKES DISTRICT COUNCIL

NOTIFICATION UNDER s95A AND s95B AND DETERMINATION UNDER s104

RESOURCE MANAGEMENT ACT 1991

Applicant:	Ian Petry
RM reference:	RM171226
Application:	Application under Section 88 of the Resource Management Act 1991 (RMA) for land use consent to undertake visitor accommodation activities 365 days per year from an existing residential unit for up to 6 persons.
Location:	16 Highlands Close, Queenstown
Legal Description:	Lot 10 Deposited Plan 498650 held in Certificate of Freehold Register OT9C/738969
Zoning:	Low Density Residential
Proposed Zoning:	Low Density Residential
Activity Status:	**Restricted Discretionary**
Date:	**8 January 2018**

SUMMARY OF DECISIONS

1. Pursuant to sections 95A-95F of the RMA the application will be processed on a **non-notified** basis given the findings of Section 6.0 of this report. This decision is made by Werner Murray, Senior Planner, on 8 January 2018 under delegated authority pursuant to Section 34A of the RMA.

2. Pursuant to Section 104 of the RMA, consent is **GRANTED SUBJECT TO CONDITIONS** outlined in **Appendix 1** of this decision imposed pursuant to Section 108 of the RMA. The consent only applies if the conditions outlined are met. To reach the decision to grant consent the application was considered (including the full and complete records available in Council's electronic file and responses to any queries) by Werner Murray, Senior Planner, as delegate for the Council.

1. PROPOSAL AND SITE DESCRIPTION

Proposal

Consent is sought to utilise an existing residential unit at 16 Highlands Close, for the purpose of visitor accommodation for 365 days per year.

The residential unit has three bedrooms and is proposed to be used by a maximum number of six guests at any one time. Three on-site car parks are designated for use with the residential unit, two are located to the south west of the residential unit, and one car park is located in a garage, to the north of the residential unit.

The site location is shown in Figure 1, while Figure 2 identifies the built environment of the site and the adjoining residential units. The subject residential unit was recently constructed in a new subdivision of Queenstown Hill with a southern facing perspective. The subdivision is off Potters Hill Drive, Frankton Road between Goldfield Heights and Middleton Road.

Figures 3 and 4 provide two photographs of the site as it currently exits.

The unit is a duplex joined to neighbouring residential unit located at number 14 Highlands Close. For completeness, this adjacent unit at 14 Highland Close is a two-bedroom residential unit that is already consented for visitor accommodation purposes for 365 days a year (RM170718).

Figure 1: Site location

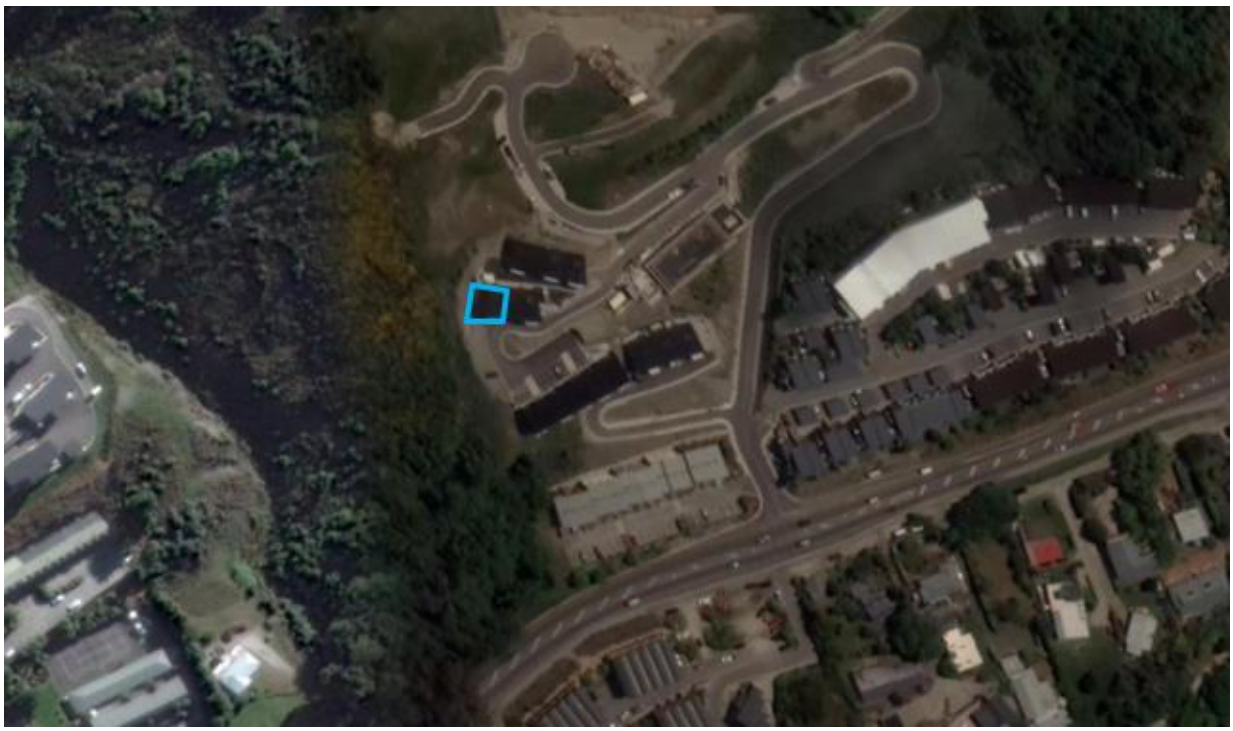


Figure 2: Aerial view of the site from Google Maps (subject unit outlined in blue)

Figure 3: Photograph of the subject unit (looking south) and one car park in garage

Figure 4: Photograph of the subject units two car parks (looking west). Unit is the second balcony

2. ACTIVITY STATUS

2.1 THE DISTRICT PLAN

OPERATIVE DISTRICT PLAN

The subject site is zoned Low Density Residential and the proposed activity requires resource consent for the following reason:

- A **discretionary** activity resource consent pursuant to Rule 7.5.3.4 (i) for the proposed Visitor Accommodation activity, in respect of:
    - The location, external appearance and design of buildings;
    - The location, nature and scale of activities on site;
    - The location of parking and buses and access;
    - Noise; and
    - Hours of operation

PROPOSED DISTRICT PLAN

When Council notified the Proposed District Plan on 26th August 2015, it contained provisions within Part 7 that were relevant to the proposal. However, at the Council extraordinary meeting held on 22 October 2015, Council resolved to withdraw provisions relating to visitor accommodation from residential zones until a more in-depth and robust study and analysis of issues and policy options has been undertaken. As such, there are no relevant rules provided in the Proposed District Plan that apply in this instance.

2.2 NATIONAL ENVIRONMENTAL STANDARD FOR ASSESSING AND MANAGING CONTAMINANTS IN SOIL TO PROTECT HUMAN HEALTH

Based on the applicant's review of Council records, the piece of land to which this application relates is not a HAIL site, and therefore the NES does not apply.

3. SECTION 95A NOTIFICATION

Step 1 – Mandatory public notification
The applicant has not requested public notification of the application (s95A(3)(a)).

Public Notification is not required in terms of refusal to provide further information or refusal of the commissioning of a report under section 92(2)(b) of the Act (s95A(3)(b)).

The applicant does not include exchange to recreation reserve land under section 15AA of the Reserves Act 1977 (s95A(3)(c)).

Step 2 – Public notification precluded
Public notification is not precluded by any rule of national environmental standard (s95A(5)(a)).

The proposal is not a controlled activity, a restricted discretionary or discretionary subdivision or a residential activity, or a boundary activity as defined by section 87AAB.

The proposal is not a prescribed activity (95A(5)(b)(i-iv).

Therefore, public notification is not precluded by Step 2.

Step 3 – If not precluded by Step 2, public notification is required in certain circumstances
Public notification is not specifically required under a rule or national environmental standard (s95A(8)(a).

A consent authority must publicly notify an application if it decides under s95D(8)(b) that the activity will have or is likely to have adverse effects on the environment that are more than minor (s95A(2)(a)). An assessment in this respect is therefore made in section 4 below:

4.0 ASSESSMENT OF EFFECTS ON THE ENVIRONMENT (s95D

4.1 MANDATORY EXCLUSIONS FROM ASSESSMENT (s95D)

A: Effects on the owners or occupiers of land on which the activity will occur and on adjacent land (s95D(a)).

B: An adverse effect of the activity if a rule or national environmental standard permits an activity with that effect (s95D(b) (the permitted baseline, refer section 4.2 below).

*C: The activity is a **restricted discretionary** activity, so that adverse effects which do not relate to a matter of **discretion** have been disregarded (s95D(c)).*

*D: The following persons have provided their **written approval** and as such adverse effects on these parties have been disregarded (s95D)(e)).*

Person (owner/occupier)	Address (location in respect of subject site)
Claire and Richard Anderson on behalf of Anderson (Queenstown) Limited (owners)	14 Highlands Close, Queenstown

4.2 PERMITTED BASELINE (s95D(b))

The consent authority **may** disregard an adverse effect of the activity if a rule or national environmental standard permits an activity with that effect. In this case, the use of the residential unit or residential flat

for visitor accommodation for up to 90 days in a calendar year is permitted, provided they meet the standards of a Registered Holiday Homes, as follows:

- The residential unit is a stand-alone unit or a duplex unit which shares a common wall with one other residential unit;
- Where the residential unit contains a residential flat, the registration as a Registered Holiday Home shall apply to either the letting of the residential unit or the residential flat but not to both;
- Not have more than two people in the same bedroom; and
- Not be letting the site for more than 90 days throughout the whole year (multiple visits totalling 90 days).

There will be no physical change to the built form on the site, which includes the associated access and landscaping. Further, the site is already being used for visitor accommodation, therefore, there will be no changes to residential occupation of the residential unit, and associated effects such as car parking demand, traffic generation, noise, and impact on privacy.

These aspects form the permitted baseline.

4.3 ASSESSMENT: EFFECTS ON THE ENVIRONMENT

Taking into account sections 4.1 and 4.2 above, the following assessment determines whether the activity will have, or is likely to have, adverse effects on the environment that are more than minor.

The relevant assessment matters are found in Section 7.7.2 (vii)(a-c) of the District Plan.

Amenity values

From any public viewpoint, there will be no change to the appearance of the building on the site as the residential unit already exists.

It is proposed to use the visitor accommodation for up to 365 days of the year. The key difference between residential activity and visitor accommodation is that visitor accommodation results in irregular vehicle movement and use of facilities, and can reduce both social cohesion and residential amenity.

In this instance, effects are considered to be similar in nature to that of a permitted activity of three month residential rental turnover, and would result in less than minor amenity and character effects.

The proposal would allow for up to six guests to stay on site at any one time. Given the potential number of guests, it is considered that the scale of the visitor accommodation proposal would not be significantly greater than a typical permitted residential activity for the residential unit. Therefore, any differences between uses of the property for permitted activities, compared to the visitor accommodation proposed, would not be overly noticeable provided suitable mitigating conditions are applied to the consent. In this instance, the applicant has agreed to the proposed conditions of consent. As such, any adverse effects on the environment in respect to residential character and amenity are anticipated to be less than minor.

The location of the site is within the Low Density Residential Zone. The site is steep and has an adjoining residential unit (14 Highlands Close) which is used for visitor accommodation. The scale of the visitor accommodation on this site is therefore, not considered out of character.

The proposed level of visitor accommodation is appropriate for this size of accommodation and availability of car parking, of which there are three on site that are designated for the sole use of the subject unit. One car park is located in the garage attached to the unit, with an additional two located below the unit, which can be accessed via a set of stairs adjacent to the unit. A condition of consent will limit the visitor accommodation occupancy to a maximum of six people in the residential unit at any one time. There is adequate provision of outdoor living space on an existing balcony.

The applicant has offered a condition of consent, which makes up part of the visitor accommodation management plan, that there shall be no use of any outdoor areas between 10pm and 7am and signs are to be placed on the doors leading to the outdoor areas advising of the same. This condition has been adopted.

For these reasons, any adverse effect from the external appearance, location, nature and scale of activities on site are considered to be less than minor.

Car parking, buses and access

The property has three car parks located on site. One is located within a garage, and the other two are located on the southern side of the Site. Pedestrian access to these two car parks below the subject site is available via a set of stairs adjacent to the unit.

Given the maximum number of guests on site at any one time being six, it is considered that sufficient car parking exists on site. It is noted that all three car parks can operate independently without conflict.

The Proposal will not result in any additional requirements for loading areas, vehicle crossings, or have any effect on pedestrian safety or access. It is not anticipated that visitor accommodation of this nature and scale will require access of parking for buses.

For these reasons, any adverse effect on or from the location of parking, buses and access will be less than minor.

Services

There is no change to the existing services on the site. Therefore, there is no adverse effects as a result in the change of use.

Overall, adverse effects on the environment with respect to location, external appearance, nature and scale, amenity, character, traffic and parking, and services are considered to be less than minor.

4.4 DECISION: EFFECTS ON THE ENVIRONMENT (s95A(2))

Overall the proposed activity is not likely to have adverse effects on the environment that are more than minor. Therefore, public notification is not required under Step 3.

4.5 STEP 4 – PUBLIC NOTIFICATION IN SPECIAL CIRCUMSTANCES

There are no special circumstances in relation to this application.

5.0 EFFECTS ON PERSONS

Section 95B(1) requires a decision whether there are any affected persons (under s95E). The following steps set out in this section, in the order given, are used to determine whether to give limited notification of an application for a resource consent, if the application is not publicly notified under section 95A.

Step 1: certain affected groups and affected persons must be notified

Limited notification is not required under Step 1 as the proposal does not affect customary rights groups, customary marine title groups nor is it on, adjacent to or may affect land subject to a statutory acknowledgement.

Step 2: if not required by step 1, limited notification precluded in certain circumstances

Limited notification is not required under Step 2, as the proposal is not subject to a rule in the District Plan or is not subject to a NES that precludes notification.

Limited notification is not required under Step 2, as the proposal is not a controlled activity or is not a prescribed activity.

Step 3: if not precluded by step 2, certain other affected persons must be notified

Limited notification is not required under Step 3 as the proposal is not a boundary activity where the owner of an infringed boundary has not provided their approval, and it is not a prescribed activity.

The proposal therefore falls into the 'any other activity' category and the effects of the proposal on any persons are assessed in section 4.1 below to determine if limited notification is required:

5.1 ASSESSMENT OF EFFECTS ON PERSONS (s95E)

5.1.1 PERMITTED BASELINE (s95E(2)(a))

The consent authority **may** disregard an adverse effect of the activity on a person if a rule or national environmental standard permits an activity with that effect. In this case, the permitted baseline is found within section 4.2 above.

5.1.2 ASSESSMENT: EFFECTS ON PERSONS

The following outlines an assessment as to whether the activity will have, or is likely to have, adverse effects on persons that are minor or more than minor:

For completeness, the owners of the neighbouring property at number 14 Highlands Close, who shares a common wall with the subject unit, has provided their written approval for the proposal and effects on this party have therefore, been discounted.

Character, Amenity and Scale

The change of use proposed, has the potential to impact on matters that provide for residential character and amenity, including compatibility with residential activities and neighbourhood cohesion. However, the scale of the activity is not considered significant enough to cause a noticeable change in the character of the area given the permitted baseline.

The proposed use can have potential amenity effects when rubbish is left out for collection and there is an extended period of time between the end of a rental and the scheduled rubbish collection day. However, this can be mitigated by an appropriate condition of consent. It is also considered that appropriate conditions of consent, including an annual review clause will allow Council to monitor the effects of the consent in terms of character, amenity and neighbourhood cohesion.

Noise and Nuisance

The immediately surrounding properties have the potential to be affected by the proposed visitor accommodation activity. The adjoining residential flat is used for visitor accommodation, and it is therefore considered that the proposed activity will be of similar nature. The site is located on a steep hill, separating the site from other residential activities below the site. Conditions have been volunteered with regard to use of outdoor areas and car parking. These conditions would ensure the visitor accommodation activity would be of a nature and scale similar to the permitted residential use of the property. Effects are therefore able to be adequately avoided or mitigated.

For the reasons outlined above, adverse effects on surrounding owners and occupiers in terms of noise and nuisance will be less than minor.

Privacy

A proposed visitor accommodation use could result in a loss of privacy within a residential area. In this case, the residential unit is located with one adjoining neighbour, and adjacent neighbours facing the opposite direction. While the site to the west is currently vacant, the other developments within the vicinity are predominantly two storeys, with some multi-unit developments directly north and south to the existing residential unit.

Due to the location of the site, being located on a steep hill, it does not currently result in a dominance effect on neighbouring people. Further, the outdoor living areas for the residential unit are of a size that will not affect the level of privacy on neighbours. Existing fencing exists on the property.

Accordingly, the proposed visitor accommodation use will not result in a loss of privacy greater than that anticipated by residential use of the site, and outdoor living areas are considered to be appropriately screened from neighbouring properties.

As previously noted, a condition of consent to ensure the use of the outdoor areas is restricted to the hours of 7am and 10pm will mitigate any potential adverse effects from noise to be less than minor.

It is considered that there will be less than minor effects on privacy of adjoining neighbours.

Traffic Generation and parking

Noise vibration and lighting from vehicles entering and leaving the site will be compatible with the levels acceptable in a low-density residential environment given that the scale of visitor accommodation proposed is comparable to the surrounding environment. It is considered that traffic generated would be of a similar scale to permanent residential occupation of the residential unit. A condition of consent is recommended to limit the parking of vehicles to be on site. As such, there will be no adverse effects on persons in respect to traffic generation.

It is considered that any effects on persons will be less than minor.

5.2 DECISION: EFFECTS ON PERSONS (s95B(1))

In terms of Section 95E of the RMA, no person is considered to be adversely affected.

6.0 OVERALL NOTIFICATION DETERMINATION

Given the decisions made above in sections 4.4 and 5.2 the application is to be processed on a non-notified basis.

7.0 S104 ASSESSMENT

7.1 EFFECTS (s104(1)(a))

Actual and potential effects on the environment have been outlined in section 4 of this report. Conditions of consent can be imposed under section 108 of the RMA as required to avoid, remedy or mitigate adverse effects.

7.2 RELEVANT DISTRICT PLAN PROVISIONS (s104(1)(b)(vi))

Operative District Plan

The relevant objectives and policies in the Operative District Plan are located in Part 4 (District Wide Issues), Part 7 (Residential Areas), and Part 14 (Transport) of the District Plan. These seek to enable visitor accommodation activities to occur while ensuring any adverse effects are avoided, remedied or mitigated (Part 4), maintain and preserve the dominant low density residential development and associated amenity values whilst recognising and providing for compatible non-residential activity within residential areas (Part 7), and to provide for sufficient parking facilities that cater to anticipated demands of specific activities (Part 14).

Having considered the actual and potential effects of the proposal against the objectives and policies of the Operative District Plan, the proposed activity is considered compatible with the intent of the Low Density Residential Zone, and the parking arrangements are adequate for the intended use.

Overall, it is considered the proposed development is consistent with the relevant provisions in the Operative District Plan.

Proposed District Plan

When Council notified the Proposed District Plan on 26th August 2015, it contained objectives and policies within Part 7 that were relevant to the proposal. However, at the Council extraordinary meeting held on 22 October 2015, Council resolved to withdraw provisions relating to visitor accommodation from residential zones until a more in-depth and robust study and analysis of issues and policy options has been undertaken. As such, at the time of lodging this resource consent application there are no relevant objectives and policies provided in the Proposed District Plan.

7.3 PART 2 OF THE RMA

As in this case the relevant District Plan provisions are valid, have complete coverage and are certain, the above assessment under section 104 matters, which give substance to the principles of Part 2, illustrates that the proposed activity for the conversion of the existing residential unit to visitor

accommodation in a residential area, provides for the social and economic wellbeing of the applicant. At the same time the conversion is of a small scale and mitigations, such as the property management, will ensure the maintenance of the amenity values of the receiving environment.

Given that case law is still debating the extent that Part 2 of the RMA must be considered, it is also noted that the application, as proposed, is considered to be consistent with the purpose and principles set out in Part 2 of the RMA, being the sustainable management of natural and physical resources, whilst also protecting the life supporting capacity of ecosystems, and avoiding, remedying or mitigating adverse effects on the environment.

7.4 DECISION ON RESOURCE CONSENT PURSUANT TO SECTION 104 OF THE RMA

Consent is **granted** subject to the conditions outlined in *Appendix 1* of this decision report imposed pursuant to Section 108 of the RMA.

8.0 OTHER MATTERS

Local Government Act 2002: Development Contributions

In granting this resource consent, pursuant to the Local Government Act 2002 and the Council's Policy on Development Contributions the Council has identified that a Development Contribution is required. Payment will be due prior to commencement of the consent, except where a Building Consent is required when payment shall be due prior to the issue of the code of compliance certificate.

Administrative Matters

The costs of processing the application are currently being assessed and you will be advised under separate cover whether further costs have been incurred.

The Council will contact you in due course to arrange the required monitoring. It is suggested that you contact the Council if you intend to delay implementation of this consent or if all conditions have been met.
This resource consent is not a consent to build under the Building Act 2004. A consent under this Act must be obtained before construction can begin.

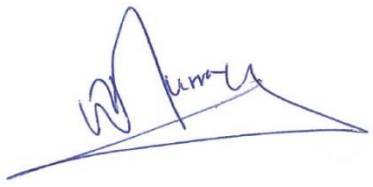
This resource consent must be exercised within five years from the date of this decision subject to the provisions of Section 125 of the Resource Management Act 1991.

If you have any enquiries, please contact Werner Murray by or email werner.murray@qldc.govt.nz.

Report prepared by

Cole Burmester
SENIOR CONSULTANT PLANNER

Decision made by



Werner Murray
SENIOR PLANNER

APPENDIX 1 – Consent Conditions
APPENDIX 2 – Applicant's AEE
APPENDIX 3 – Visitor Accommodation Management Plan

APPENDIX 1 – CONSENT CONDITIONS

General Conditions

1. That the development must be undertaken/carried out in accordance with the plans:

   - Ground Floor Plan titled 'Queenstown Lakes District Council Approved Plan: RM170717', Dated 29 August 2017.
   - Site Plan identifying car parks titled 'Lots 1 – 15 Being A Subdivision of Lot 2 LT 485139', Job Number 11696, unknown Date.

   stamped as approved on 8 January 2017 and the application as submitted, with the exception of the amendments required by the following conditions of consent.

2. This consent shall not be exercised and no work or activity associated with it may be commenced or continued until the following charges have been paid in full: all charges fixed in accordance with section 36(1) of the Resource Management Act 1991 and any finalised, additional charges under section 36(3) of the Act.

3. The consent holder is liable for costs associated with the monitoring of this resource consent under Section 35 of the Resource Management Act 1991.

Operational Conditions

4. The property may be used for visitor accommodation for 365 nights per calendar year.

5. The consent holder shall ensure the visitor accommodation activity is undertaken in accordance with the approved Site Management Plan ("SMP") (titled Visitor Accommodation Management Plan, ***Appendix 3*** to this decision) and any amendments approved by Council.

   Note: The SMP shall be updated on a regular basis and whenever the Property Manager details change.

6. The maximum number of people on site at any one time in association with the visitor accommodation in the Residential Unit of the property shall be restricted to six (6).

7. Regarding the use of outdoor space:

   a. The use of outdoor areas is prohibited between the hours of 10.00pm to 7.00am.

   b. A minimum of two (2) signs (minimum A4 size) shall be erected on site to remind guests that they are in a residential area, and that use of the outdoor area is prohibited between the hours of 10.00pm to 7.00am. One sign shall be installed on the doors leading to the outdoor area and a weatherproof sign (e.g. laminated) shall be installed within the outdoor area.

   c. Upon installation, and prior to the use of the property for visitor accommodation, the consent holder shall submit photographs of these signs to the Council Monitoring Department for monitoring purposes. The signs shall be retained on site as long as the visitor accommodation activity is undertaken.

8. The consent holder shall maintain a record of all tenancies in the form of a register containing the number of occupants and how many groups are utilising each unit, their time of stay and the number of days/nights of occupancy. This register shall be made available for inspection by the Council at all times.

   Please note: While the consent holder is responsible for there being an up to date register, the register may be completed by a letting agent / property manager.

9. The consent holder shall ensure that no coaches are to service the proposed activity.

10. Any vehicle associated with the visitor accommodation use shall be parked on site in the designated car parks.

11. All rubbish and recycling shall be disposed of appropriately. Where there is kerbside collection, rubbish and recycling shall only be placed on the street the day of or day prior to collection.

Review

12. At any time, within ten working days the Council may, in accordance with Sections 128 and 129 of the Resource Management Act 1991, serve notice on the consent holder of its intention to review the conditions of this resource consent for any of the following purposes:

    a) To deal with any adverse effects on the environment that may arise from the exercise of the consent which were not foreseen at the time the application was considered and which it is appropriate to deal with at a later stage.

    b) To deal with any adverse effect on the environment which may arise from the exercise of the consent and which could not be properly assessed at the time the application was considered.

    c) To avoid, remedy and mitigate any adverse effects on the environment which may arise from the exercise of the consent and which have been caused by a change in circumstances or which may be more appropriately addressed as a result of a change in circumstances, such that the conditions of this resource consent are no longer appropriate in terms of the purpose of the Resource Management Act 1991.

    d) The purpose of this review is in relation to effects on any person in relation to nuisance (including but not limited to noise and rubbish/recycling).

13. As part of the review clause stated in Condition 12 of this consent, the Council may have the Visitor Accommodation SMP audited at the consent holder's expense.

Advice Notes

1. The consent holder is advised that there may be ongoing implications for alternative rating of the property from the use of the property for visitor accommodation. As of the time this consent was granted, increased rates from a residential use are generated for visitor accommodation use over 180 days in any one calendar year. For further information contact the Council Rates department.

For Your Information

If your decision requires monitoring, we will be sending an invoice in due course for the deposit referred to in your consent condition. To assist with compliance of your resource consent and to avoid your monitoring deposit being used before your development starts, please complete the "Notice of Works Starting Form" and email to the Monitoring Planner at RCMonitoring@qldc.govt.nz prior to works commencing.

You may also have conditions that require you to apply for Engineering Acceptance. To apply for Engineering Acceptance, please complete the Engineering Approval Application form and submit this completed form and an electronic set of documents to engineeringapprovals@qldc.govt.nz with our monitoring planner added to the email at RCMonitoring@qldc.govt.nz.

If your decision requires a development contribution (DC) charge, we will be sending a notice in due course. To answer questions such as what is a DC charge, when a DC charge is triggered and timing of payments, please refer to this link. http://www.qldc.govt.nz/planning/development-contributions/ If you wish to make a DC estimate calculation yourself, please use this link: http://www.qldc.govt.nz/planning/development-contributions/development-contributions-estimate-calculator/ And for full details on current and past policies, please use this link: http://www.qldc.govt.nz/council-online/council-documents/policies/policy-on-development-contributions-and-financial-contributions/

APPENDIX 2 - APPLICANT'S AEE

Details and Assessment of Effects of using 16 Highlands Close, Queenstown as short-term visitor accommodation

- Maximum nights per calendar year sought that visitors may stay: 365 days
- Maximum number of guests: 6, 2 per room
- The visitor accommodation is a new 3 bedroom + 3 bathroom townhouse with integral garage and a carpark next to the property. It will only be let to one group at a time through AIrBnB or similar or by word of mouth.

- The property is currently be managed by Juliet Fraser of Hot Property Queenstown Ltd. She can be contacted at any time. Mobile number: 021 989 043.
  The common point of contact for all neighbours is the developer Will Taylor. Mobile: 027 359 0404.

- There are house rules applied when renting 16 Highlands Close which include:

  No one under 25yrs can book this property. This is strictly a non smoking/pet free zone. All guests are required to provide creditcard details to the property manager prior to checkin as well as the bond which is taken, this is is not a party house. This is not a party house. Tenants holding parties are liable for immediate eviction without refund. This house is to be left in a tidy manner, dishes are expected to be done, all rubbish and recycling removed from the apartment into the bins provided.

- Wheelie bins have already been leased and are put out by the property manager on the day of collection.
- The only out door area is one deck off the living room. Guests are asked to keep the noise to a minimum especially after 10pm.
- There is an integral garage and one car park immediately outside the property.
- The accommodation is already been let out as visitor accommodation.
- The gross floor area is: 145.8 m2
- There should be no adverse effects of renting out 16 Highlands Close on a short-term basis as it is being well managed and only has 6 guests staying at any one time.

APPENDIX 3 – VISITOR ACCOMMODATION MANAGEMENT PLAN

Visitor Accommodation Management Plan

16 Highlands Close, Queenstown

This management plan applies to the use of 16 Highlands Close, Queenstown, Lot 10, DP 498650, as

A visitor accommodation in accordance with resource consent RM171226

Property Manager Details

The property manager of this visitor accommodation is: Juliet Frasier of Hot Property Ltd.

Her address is: 3 Maxwell Place, Queenstown 9300

Email: Juliet.hotproperty@gmail.com

She may be contacted 24 hours a day on 021989043

If she cannot be reached an alternative number is 0275 773090

Property Manager Responsibilities

On check in: Provide tenants with a copy of the house rules

Check that the number of tenants does not exceed 6

Ensure that all adults have read the terms of the tenancy agreement

Check that on site compendium includes a copy of the house rules and resource consent

On servicing and other visits:

Ensure that rubbish bins do not remain on the street for more than 24 hours

As they rubbish collection is on Tuesday, this may require a visit on Wednesday

Check that the number of tenants does exceed the maximum occupancy of 6

House Rules

There shall be no more than 6 guests present at any one time

There shall be no use of outdoor entertainment areas between 10pm and 7 am

Be courteous to neighbors. Any noisy activities should only occur inside after 8pm with the windows and doors closed

All vehicles shall be parked in the designated 2 carparks or the garage.

Rubbish bins are to go out on Tuesday and be brought back in as soon as possible after being emptied.

Other matters

A sign will be placed by the door leading to the outdoor entertainment area stating" This outdoor area is not to be used between 10pm and 7am daily"

#10 The Fics
16 Highland Close.

Unit 10, 16 Highlands Close
lower level

BC 150939 MV2

QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN:
RM170718

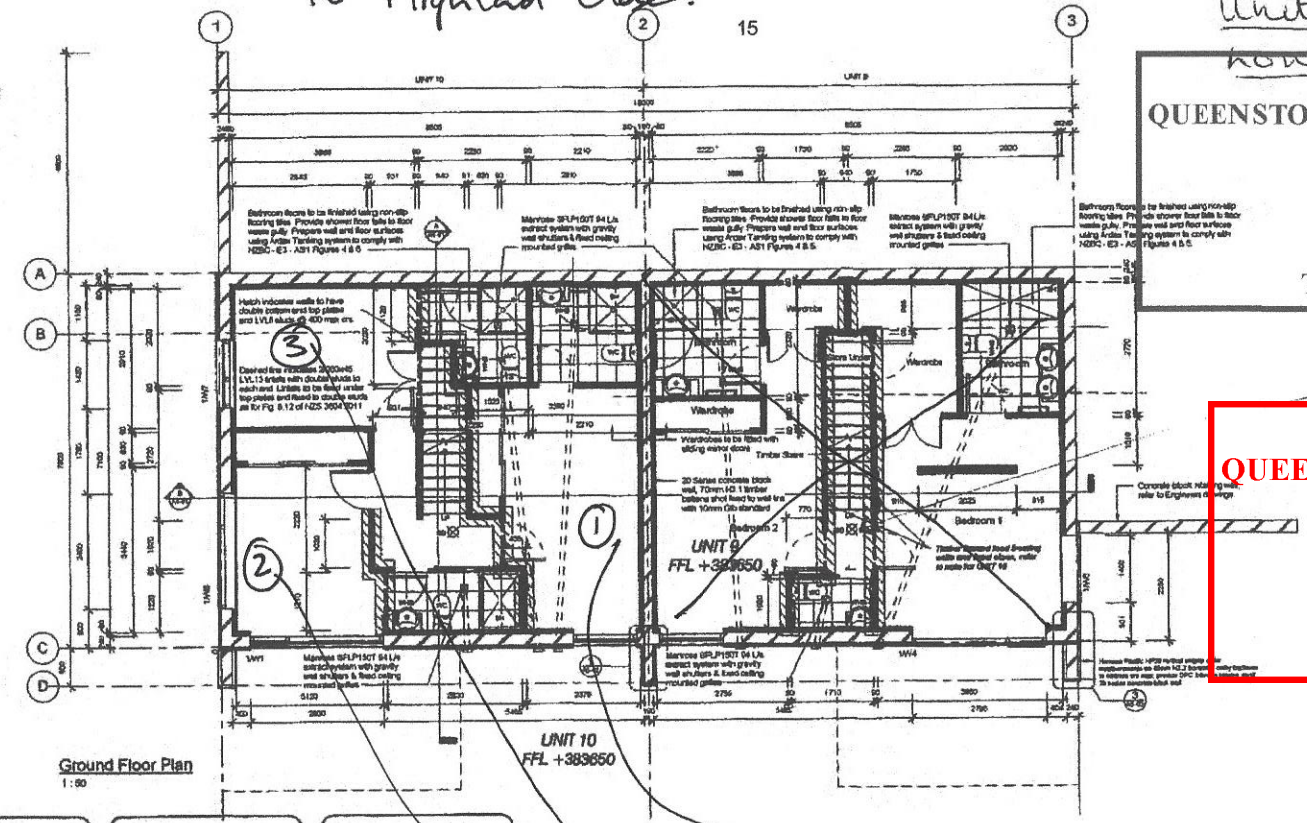
Tuesday, 29 August 2017

smoke detector

QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN:
RM171226

Monday, 8 January 2018



Bedrooms 1, 2 & 3. are all on the lower level.

WALL LEGEND

GENERAL NOTES

GROUND FLOOR AREAS

FLOOR FINISHES

GROUND FLOOR WET AREAS

NORTH

21-06-16	MINOR VARIATION APPLICATION
04-06-16	Bathroom Wall Tiles note
21-03-16	Wet Area information Updated
07-03-16	Ground Floor wall layout changes and Engineering notes added
29-09-15	Client Updated Issue
16-05-15	BUILDING CONSENT ISSUE
Date	Revision Description

The Tiers Development - Block 3
for Alpha Properties NZ Ltd.
Frankton Road
Queenstown

Date:	MBD JULY 2015
1:50	1:100

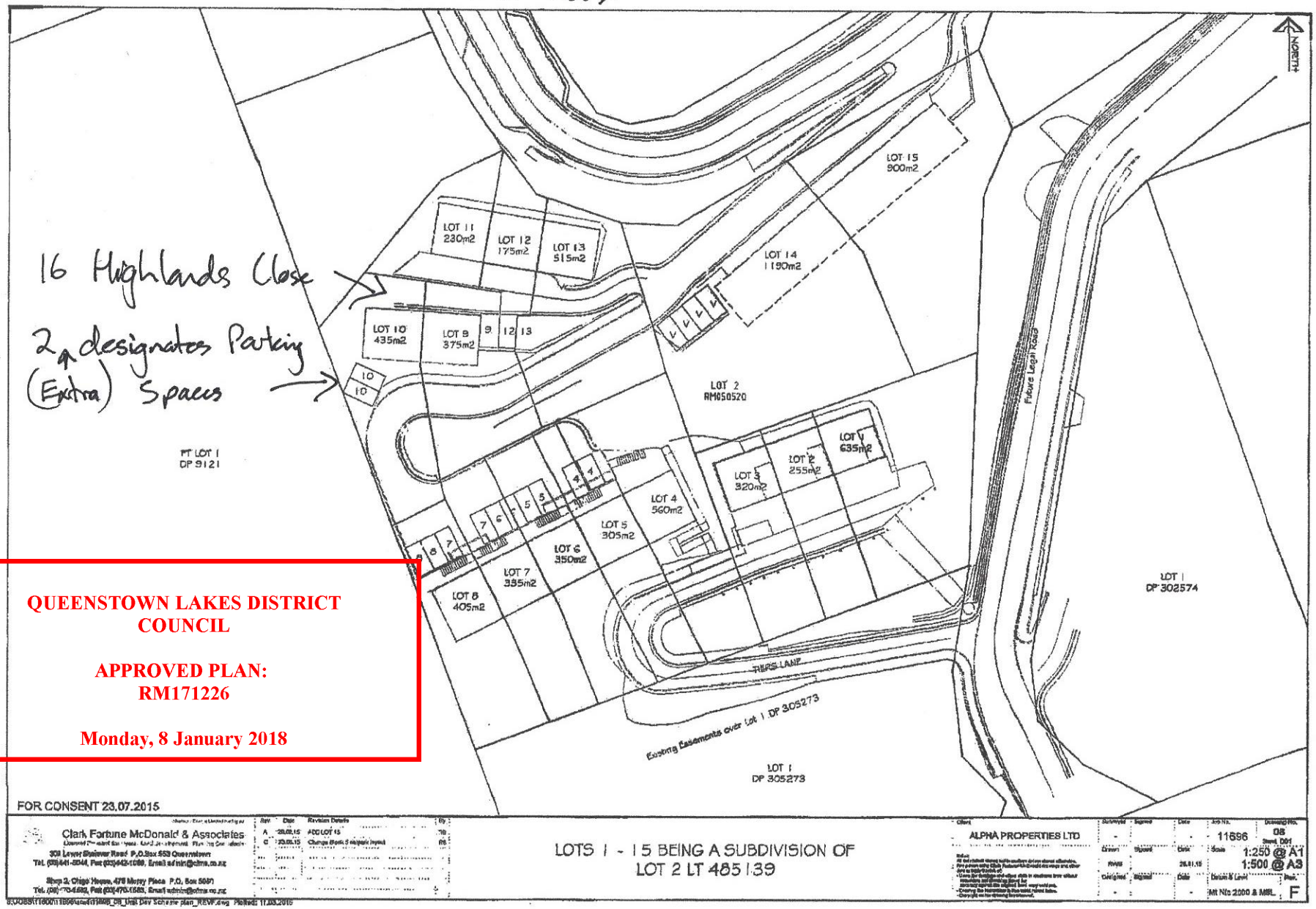
Ground Floor Plan

14041-01 A2-01

CONSENT ISSUE A1

1.25

#10 The Tiers.



QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN: RM171226

Monday, 8 January 2018

QUEENSTOWN LAKES DISTRICT COUNCIL

www.qldc.govt.nz

DECISIONS OF THE QUEENSTOWN LAKES DISTRICT COUNCIL

NOTIFICATION UNDER s95A AND S95B AND DETERMINATION UNDER s104

RESOURCE MANAGEMENT ACT 1991

Applicant:	P & K Oschmanns
RM reference:	RM180028
Application:	Application under Section 88 of the Resource Management Act 1991 (RMA) for land use consent to undertake short-term Visitor Accommodation for up to six persons 365 days per year
Location:	9 Highlands Close, Potters Hill, Queenstown
Legal Description:	Lot 8 Deposited Plan 498650 contained in Computer Freehold Register 738967
Operative Zoning:	Low Density Residential
Proposed Zoning:	Low Density Residential
Activity Status:	**Restricted Discretionary**
Date	**9 February 2018**

SUMMARY OF DECISIONS

1. Pursuant to sections 95A-95F of the RMA the application will be processed on a **non-notified** basis given the findings of Section 6.0 of this report. This decision is made by Erin Stagg, Senior Planner, on 8 February 2018 under delegated authority pursuant to Section 34A of the RMA.

2. Pursuant to Section 104 of the RMA, consent is **GRANTED SUBJECT TO CONDITIONS** outlined in **Appendix 1** of this decision imposed pursuant to Section 108 of the RMA. The consent only applies if the conditions outlined are met. To reach the decision to grant consent the application was considered (including the full and complete records available in Council's electronic file and responses to any queries) by, Erin Stagg Senior Planner as delegate for the Council.

1. PROPOSAL AND SITE DESCRIPTION

Consent is sought to undertake short-term Visitor Accommodation within an existing dwelling for 365 days per year. The applicant has proposed a minimum say of 3 nights with no maximum length of stay at 9 Highlands Close, Potters Hill, Queenstown. The maximum number of guests at any one time is proposed to be six (6) people; and the application makes no physical changes to the building.

The applicant has provided a detailed description of the proposal, the site and locality and the relevant site history in Section(s) A of the report entitled *"Assessment of Effects on the Environment: Visitor Accommodation Use for 9 Highlands Close, Queenstown – for Paul and Kristen Oschmanns"*, prepared by James Aoake of John Edmonds and Associates, and submitted as part of the application (hereon referred to as the applicant's AEE and attached as Appendix 2). This description is considered accurate and is adopted for the purpose of this report, with the following additional comments:

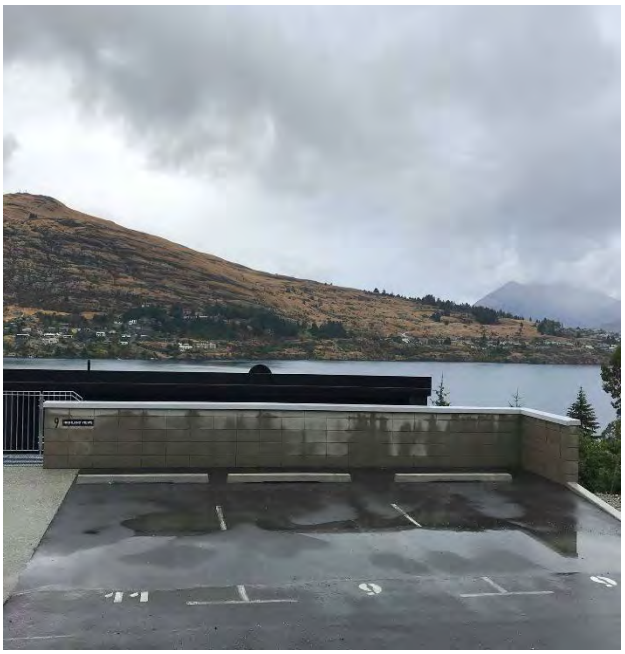
The subject site is situated on a land parcel which slopes down from North-West to South-East and is located on Highlands Close. A vacant site is located to the North-West, West and South of the subject site, with residential units – mostly apartments – located to the North, East and South-East. The site itself is zoned Low Density Residential, along with the surrounding environment, where several sites are utilised for Visitor Accommodation purposes.

The applicant has also provided a Management Plan which details the use of the site for guests with respect to the property manager's contact information, house rules and noise considerations (Appendix 3). Further, it is noted that two car parks are provided for the sole use of 9 Highlands Close, which are accessory units assigned specifically to the property.

Given that the residential units in this development are not stand alone dwellings or duplexes, commercial short-term rental of the residential units requires resource consent for the operation of Visitor Accommodation. As only two previous resource consents have been granted for the neighbouring units (14 and 16 Highlands Close) to be used as short term commercial rentals, it is considered that there are no other residential units in this development that have consent to operate as Visitor Accommodation, which is therefore in keeping with the residential nature of the area.

To clarify the location of the application site and specifically that of 9 Highlands Close, refer to the aerial image in Figure 1 below.

Figure 1: *Aerial depicting the application site location and location of 9 Highlands Close*



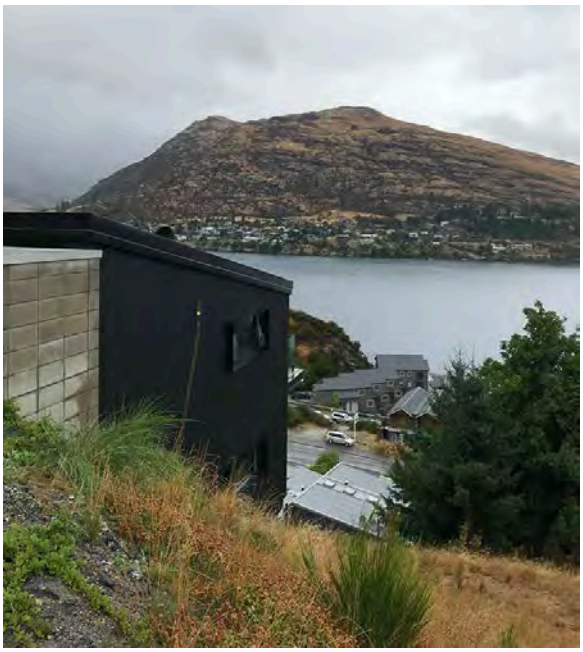


Figure 2: *9 Highlands Close Northern Entry (Left) and;*
Figure 3: *Northern view of 8 Top Lane and the adjacent vacant lot to the West (Right)*

2. ACTIVITY STATUS

2.1 THE DISTRICT PLAN

The subject site is zoned Low Density Residential and the proposed activity requires resource consent for the following reasons:

- A **restricted discretionary** activity resource consent pursuant to Rule 7.5.3.4 (i) for Visitor Accommodation use in the Low Density Residential zone where by Council has restricted its discretion in respect of:

  (a) The location, external appearance and design of buildings;
  (b) The location, nature and scale of activities on site;
  (c) The location of parking and buses and access;
  (d) Noise, and
  (e) Hours of operation

Overall, the application is considered a **restricted discretionary** activity.

2.2 NATIONAL ENVIRONMENTAL STANDARD FOR ASSESSING AND MANAGING CONTAMINANTS IN SOIL TO PROTECT HUMAN HEALTH

Based on the applicant's review of Council records, the piece of land to which this application relates is not a HAIL site, and therefore the NES does not apply.

3. SECTION 95A NOTIFICATION

Step 1 – Mandatory public notification

The applicant has not requested public notification of the application (s95A(3)(a)).

Public Notification is not required in terms of refusal to provide further information or refusal of the commissioning of a report under section 92(2)(b) of the Act (s95A(3)(b)).

The applicant does not include exchange to recreation reserve land under section 15AA of the Reserves Act 1977 (s95A(3)(c)).

Step 2 – Public notification precluded

Public notification is not precluded by any rule of national environmental standard (s95A(5)(a)).
The proposal is not a controlled activity, a restricted discretionary or discretionary subdivision or a residential activity, or a boundary activity as defined by section 87AAB.

The proposal is not a prescribed activity (95A(5)(b)(i-iv).

Step 3 – If not precluded by Step 2, public notification is required in certain circumstances

Public notification is not specifically required under a rule or national environmental standard (s95A(8)(a).

A consent authority must publicly notify an application if it decides under s95D(8)(b) that the activity will have or is likely to have adverse effects on the environment that are more than minor (s95A(2)(a)). An assessment in this respect is therefore made in section 4 below:

4. ASSESSMENT OF EFFECTS ON THE ENVIRONMENT (s95D)

4.1 MANDATORY EXCLUSIONS FROM ASSESSMENT (s95D)

A: Effects on the owners or occupiers of land on which the activity will occur and on adjacent land (s95D(a)).

B: An adverse effect of the activity if a rule or national environmental standard permits an activity with that effect (s95D(b) (the permitted baseline, refer section 4.2 below).

*C: The activity is a **restricted discretionary** activity, so that adverse effects which do not relate to a matter of **discretion** have been disregarded (s95D(c)).*

D: Trade competition and the effects of trade competition (s95D(d)).

4.2 PERMITTED BASELINE (s95D(b))

The consent authority **may** disregard an adverse effect of the activity if a rule or national environmental standard permits an activity with that effect. In this case the permitted baseline includes residential occupation of the residential unit, and associated effects such as car parking demand, traffic generation, noise and impact on privacy. Visitor Accommodation that could feasibly take place as a permitted activity are:

- A single annual let for one or two nights.
- Homestay accommodation for up to 5 guests in a Registered Homestay.

In terms of effects, the permitted baseline is relevant and the following assessment will consider the effects of the proposal beyond that which is permitted.

There will be no physical change to the built form on the site, which includes the associated access and landscaping. Further, the site is already being utilised for Visitor Accommodation and therefore, there will be no changes to the residential occupation of the residential unit and associated effects such as car parking demand, traffic generation, noise and the impact on privacy.

4.3 ASSESSMENT: EFFECTS ON THE ENVIRONMENT

Taking into account sections 4.1 and 4.2 above, the following assessment determines whether the activity will have, or is likely to have, adverse effects on the environment that are more than minor. The Assessment of Effects provided in section 5.0 of the applicant's AEE, is comprehensive and is considered accurate. It is therefore adopted in part for the purposes of this report with the following additions and points of disagreement:

The relevant assessment matters are found in Section 7.7.2[vii] *Discretionary Activity – Visitor Accommodation* of the District Plan and have been considered in the assessment below.

The application identifies that the residential unit is registered as a holiday home, as permitted by the District Plan. However the subject unit could not be registered holiday home as it is not a standalone dwelling or a duplex. Rather it is a unit attached to several other units, with no permitted use as a holiday home.

The use of the site for short-term visitors has the potential to result in a loss of residential amenity and character, a loss of social cohesion and noise effects.

To mitigate amenity and nuisance effects the applicant has proposed that no more than six persons could reside on site at any one time (two persons per room), and that the apartment shall be professionally managed by a short-term letting agency. The management plan (Appendix 3) restricts use of outdoor areas between 10pm and 7am, with all guests being made aware of noise restrictions between those times; and guests are to show consideration to neighbours at all times. The name and contact for the property manager is also provided. It is accepted that these measures will help to mitigate nuisance effects from noise and any associated loss of amenity thereby reducing adverse amenity effects. Conditions are recommended with respect to these matters. In this regard adverse effects from noise and amenity on the surrounding environment are considered to be less than minor.

It is anticipated that the use of the currently vacant site and surrounding environment to the North-West, West and South will be residential as the sites are zoned as Low Density Residential, and that there would be the ability for relationships to form amongst the neighbours if dwellings were to be constructed. However it is considered that the use of a number of units for commercial short term rental will not have an effect on residential cohesion or amenity that would be more than minor.

The proposed use is of a similar scale in terms of the number of guests as the permitted residential use. The same number of people could live on the property when in residential use and generate the same number of movements. Potential adverse effects associated with Visitor Accommodation activities such as noise and the use of outdoor areas can be appropriately mitigated and addressed through conditions of consent. In this regard, it is considered that the development has the capacity to absorb the some non-residential use, without creating a minor or more than minor adverse effect with respect to residential cohesion, character and amenity within the surrounding residential area.

Overall, and given recommended conditions, adverse effects of the nature and scale of the activity on residential amenity, character and cohesion are considered to be less than minor.

4.4 DECISION: EFFECTS ON THE ENVIRONMENT (s95A(2))

Overall the proposed activity is not likely to have adverse effects on the environment that are more than minor.

4.5 STEP 4 – PUBLIC NOTIFICATION IN SPECIAL CIRCUMSTANCES

There are no special circumstances in relation to this application.

5.0 ASSESSMENT OF EFFECTS ON PERSONS

Section 95B(1) requires a decision whether there are any affected persons (under s95E). The following steps set out in this section, in the order given, are used to determine whether to give limited notification of an application for a resource consent, if the application is not publicly notified under section 95A.

Step 1: certain affected groups and affected persons must be notified

Limited notification is not required under Step 1 as the proposal does not affect customary rights groups, customary marine title groups nor is it on, adjacent to or may affect land subject to a statutory acknowledgement.

Step 2: if not required by step 1, limited notification precluded in certain circumstances

Limited notification is not required under Step 2 as the proposal is not subject to a rule in the District Plan or is not subject to a NES that precludes notification.

Limited notification is not required under Step 2 as the proposal is not a controlled activity or is not a prescribed activity.

Step 3: if not precluded by step 2, certain other affected persons must be notified

Limited notification is not required under Step 3 as the proposal is not a boundary activity where the owner of an infringed boundary has provided their approval, and it is not a prescribed activity.

Limited notification is not required under Step 3 as the proposal falls into the 'any other activity' category and the effects of the proposal on persons are assessed in section 5.3 below and will be less than minor.

Step 4: Further limited notification in special circumstances

Special circumstances do not apply that require limited notification.

5.1 PERMITTED BASELINE (s95E(2)(a))

The consent authority **may** disregard an adverse effect of the activity on a person if a rule or national environmental standard permits an activity with that effect. In this case, the permitted baseline is found within section 4.2 above.

5.2 ASSESSMENT: EFFECTS ON PERSONS

Taking into account sections 5.0 and 5.1 above, the following outlines an assessment as to whether the activity will have or is likely to have adverse effects on persons that are minor or more than minor:

Character, Amenity and Scale

The proposal would allow for up to six (6) guests to stay on site at any one time. Given the potential number of guests, it is considered that the scale of the Visitor Accommodation proposal would not be significantly greater than a typical permitted residential activity. Any differences between the use of the property for residential activities compared to the Visitor Accommodation proposed would not be overly noticeable provided suitable mitigating conditions are applied to the consent.

The change of use proposed has the potential to impact on matters that provide for residential character and amenity, including compatibility with residential activities and neighbourhood cohesion. However, the scale of the activity is not considered significant enough to cause a noticeable change in the character of the area and there are not many consented Visitor Accommodation uses in the immediate area to cause a cumulative degradation of neighbourhood cohesion or sense of community. This is in relation to two units in the vicinity of 9 Highlands Close which are registered as holiday homes (10 Highlands Close and 3 Tiers Lane), and two others that have consent to operate Visitor Accommodation all year round (14 and 16 Highlands Close). As such, any adverse effects on the environment in respect to character and amenity are anticipated to be less than minor.

Loss of privacy

Number 9 Highlands Close is situated beside 11, which shares an adjoining wall with the application site. These sites are similarly South facing with balconies and outdoor areas taking advantage of views to Lake Wakatipu and only overlook Lake Wakatipu, the below units, road and access ways.

Visual blockades such as partition dividing walls are situated between numbers 9 and 11 Highlands Close, which acts as a visual buffer between the properties' balconies and outdoor spaces on the Southern elevation. Due to these dividers, the visual and potential noise effects between the sites will be reduced. The property at 11 Highlands Close is located directly to the East of the application site, however due to the positioning of the building and the adequate privacy provided by screening, the balconies' between these apartments do not overlook one another.

From Highlands Close there is no direct visual effect of the apartment, due to the way the road is situated; and therefore the impact from the road or the above properties is insignificant. Due to the elevated positioning of the subject apartment above the road to the South (Tiers Lane), adequate screening from the road is provided from both the road and the balcony, which obtains an outlook directly out to Lake Wakatipu and the below units (Figure 2). These below units are situated at such a distance that the effects on privacy, noise and the use of outdoor areas will not be considered to effect the apartments or their residents. Due to the assessment of the above effects, any effects regarding privacy on the owners or occupiers of these properties are considered to be less than minor.

The proximity of outdoor facilities to residential neighbourhoods

The only apparent neighbours to the application site are 11, 13, 15 and 19 Highlands Close to the East, of which the effects have been discussed above. The units located across the road to both the North and South are residential and a number of the properties are registered as holiday homes, as the Visitor Accommodation sub-zone is located nearby. As the units are situated well away from the outdoor facilities of the application site, any effects on the owners or occupiers of these properties are considered to be less than minor.

Noise

Given the site is to be actively managed via a professional letting agency and that all adjoining neighbours will be notified of the restriction of both noise and outdoor use between 10pm and 7am, it is considered that adverse effects on any other neighbour, including 11 Highlands Close and the neighbours to the East, can be suitably mitigated. Conditions are recommended to ensure that the noise and outdoor restrictions are made available to all persons using the site, and that all neighbours are advised accordingly. Further, a review condition is recommended such that should the activity result in adverse effects, or result in complaints, the activity can be further reviewed at a future time.

Overall, and given the recommended conditions, it is considered there will be some adverse effects on neighbours from people utilising the shared access ways, and given the sites characteristics and proposed conditions, that any adverse effects on persons with respect to overall amenity, loss of privacy and noise would be similar to a residential situation and therefore less than minor.

5.3 DECISION: EFFECTS ON PERSONS (s95B(1))

In terms of Section 95E of the RMA, no person is considered to be adversely affected.

5.4 STEP 4 – LIMITED NOTIFICATION IN SPECIAL CIRCUMSTANCES

Special circumstances do not apply that require limited notification.

6.0 OVERALL NOTIFICATION DETERMINATION

Given the decisions made above in sections 4 and 5 the application is to be processed on a non-notified basis.

7.0 S104 ASSESSMENT

7.1 EFFECTS (s104(1)(a))

Actual and potential effects on the environment have been outlined in section 4 of this report. Conditions of consent can be imposed under s108 of the RMA as required to avoid, remedy or mitigate adverse effects.

7.2 RELEVANT DISTRICT PLAN PROVISIONS (s104(1)(b)(vi))

Operative District Plan

The relevant assessment matters are found in Section 7 (Residential Areas) and Section 14 (Transport) of the District Plan and have been considered. These seek to maintain and preserve the dominant Low Density Residential development and associated amenity values whilst recognising and providing for compatible non-residential activity within residential areas (Part 7), and to provide for sufficient parking facilities that cater to anticipated demands of specific activities (Part 14).

Having considered the actual and potential effects of the proposal against the objectives and policies of the District Plan, the proposed activity is considered compatible with the intent of the surrounding residential area, and the parking arrangements adequate for the intended use. Therefore it is considered the proposed development is consistent with the relevant provisions in the District Plan.

Proposed District Plan

Council notified the Proposed District Plan on 26th August 2015 which did not include any Visitor Accommodation provisions. Council notified the second stage of the District Plan on 23 November 2017 which contained new proposed Visitor Accommodation provisions. The objectives and policies contained within the Proposed District Plan must therefore be taken into consideration with this application. However as the plan has only recently been notified and is still open for submissions. As the plan has not been tested, very little weight can be afforded to the objectives and policies.

The relevant objectives and policies seek to manage Visitor Accommodation so that residential amenity is retained, and to ensure that residential units are predominantly used for residential activities. It is considered that the proposed use would be inconsistent with Policies 7.2.8.2 and 7.2.9.3, as well as Objective 7.2.9, which seeks to restrict Visitor Accommodation in the Low Density Residential Zone and ensure that residential use is the predominant use. However, given that Stage 2 of the Proposed District Plan has not yet been subject to any testing, it is considered that very little weight can be given to these objectives and policies.

Therefore, while the proposal is inconsistent with the objectives and policies of Proposed District Plan, given that little weight can be given to these provisions at this time, and the proposal is consistent with the objectives and policies of the Operative District Plan, the proposed use is considered to be appropriate in this instance.

7.3 PART 2 OF THE RMA

As in this case the relevant District Plan provisions are valid, have complete coverage and are certain, the above assessment under s104 matters, which give substance to the principles of Part 2, illustrates that the proposed activity accords with Part 2 of the Act.

7.4 DECISION ON RESOURCE CONSENT PURSUANT TO SECTION 104 OF THE RMA

Consent is **granted** subject to the conditions outlined in *Appendix 1* of this decision report imposed pursuant to Section 108 of the RMA.

8.0 OTHER MATTERS

Local Government Act 2002: Development Contributions

In granting this resource consent, pursuant to the Local Government Act 2002 and the Council's Policy on Development Contributions the Council has identified that a Development Contribution is required. Payment will be due prior to application under the RMA for certification pursuant to section 224(c). Payment will be due prior to commencement of the consent, except where a Building Consent is required when payment shall be due prior to the issue of the code of compliance certificate.

Administrative Matters

The costs of processing the application are currently being assessed and you will be advised under separate cover whether further costs have been incurred.

The Council will contact you in due course to arrange the required monitoring. It is suggested that you contact the Council if you intend to delay implementation of this consent or if all conditions have been met.

This resource consent is not a consent to build under the Building Act 2004. A consent under this Act must be obtained before construction can begin.

This resource consent must be exercised within five years from the date of this decision subject to the provisions of Section 125 of the Resource Management Act 1991.

If you have any enquiries please contact Alex Jamieson on phone (03) 441 0499 or email alex.jamieson@qldc.govt.nz.

Report prepared by

Alex Jamieson
PLANNER

Decision made by

Erin Stagg
SENIOR PLANNER

APPENDIX 1 – Consent Conditions
APPENDIX 2 – Applicant's AEE
APPENDIX 3 – Guest Notice

APPENDIX 1 – CONSENT CONDITIONS

General Conditions

1. That the development must be undertaken/carried out in accordance with the plans:

   - '*The Tiers Development – Unit 9'* – Site Plan
   - '*The Tiers Development – Unit 9'* – Ground Floor and First Floor Plan
   - '*The Tiers Development – Unit 9'* – Elevations

   as re-stamped as approved on 7 February 2018, and the application as submitted, with the exception of the amendments required by the following conditions of consent.

2. This consent shall not be exercised and no work or activity associated with it may be commenced or continued until the following charges have been paid in full: all charges fixed in accordance with section 36(1) of the Resource Management Act 1991 and any finalised, additional charges under section 36(3) of the Act.

3. The consent holder is liable for costs associated with the monitoring of this resource consent under Section 35 of the Resource Management Act 1991.

Visitor Accommodation

4. The consent holder shall ensure the Visitor Accommodation activity is undertaken in accordance with the approved site management plan (RM180028, Appendix 3), and the following conditions (5 – 12).

5. The property shall be rented to a maximum of one (1) group at any one time, and for a minimum three (3) night stay.

6. The maximum number of persons on site in association with the Visitor Accommodation use shall be restricted to six (6) persons at any one time.

7. Regarding the use of outdoor space:

   a) The use of outdoor areas is prohibited between the hours of 10.00pm to 7.00am.

   b) Two (3) signs (minimum A4 size) shall be erected on site to remind guests that they are in a residential area, and that the use of outdoor areas is prohibited between the hours of 10.00pm to 7.00am. One sign shall be installed in the kitchen of each unit and weatherproof signs (e.g. laminated) shall be installed within the outdoor area.

   c) Upon installation, and prior to the use of the property for Visitor Accommodation, the consent holder shall submit photographs of these signs to the Council Monitoring Department for monitoring purposes. The signs shall be retained on site as long as the Visitor Accommodation activity is undertaken.

8. The consent holder shall maintain a record of all tenancies in the form of a register containing the number of occupants and the number of days/nights of occupancy. This register shall be made available for inspection by the Council at all times.

   Please note: While the consent holder is responsible for there being an up to date register, the register may be completed by a letting agent / property manager.

9. The consent holder shall ensure that all vehicles associated with the short term Visitor Accommodation use of the unit, shall be parked in the allocated parking spaces. Specifically, the consent holder shall ensure guests only park in the carparks which are designated to the unit. The consent holder must advise all guests of this condition.

10. The consent holder shall ensure that no coaches are to service the authorised activity.

11. All rubbish and recycling shall be disposed of appropriately. Where there is kerbside collection, rubbish and recycling shall only be placed on the street the day of or day prior to collection.

Review

12. Within six months of the date of this decision; and/or upon the receipt of information identifying non-compliance with the conditions of this consent, and/or within ten working days of each anniversary of the date of this decision, the Council may, in accordance with Sections 128 and 129 of the Resource Management Act 1991, serve notice on the consent holder of its intention to review the conditions of this resource consent for any of the following purposes:

    a) To deal with any adverse effects on the environment that may arise from the exercise of the consent which were not foreseen at the time the application was considered and which it is appropriate to deal with at a later stage.

    b) To deal with any adverse effects on the environment which may arise from the exercise of the consent and which could not be properly assessed at the time the application was considered.

    c) To avoid, remedy and mitigate any adverse effects on the environment which may arise from the exercise of the consent and which have been caused by a change in circumstances or which may be more appropriately addressed as a result of a change in circumstances, such that the conditions of this resource consent are no longer appropriate in terms of the purpose of the Resource Management Act 1991.

    d) The purpose of this review is in relation to effects on any person in relation to nuisance (including but not limited to noise and rubbish/recycling).

Advice Notes

1. The consent holder is advised that there may be ongoing implications for alternative rating of the property from the use of the property for Visitor Accommodation. As of the time this consent was granted, increased rates from a residential use are generated for Visitor Accommodation use over 180 days in any one calendar year. For further information contact the Council Rates department.

2. An additional development contribution will be required for the change in use from residential to Visitor Accommodation. It is recommended the applicant contact the Council DCN officer for an estimate.

3. The consent holder is advised that there may be further requirements to using a residential unit for Visitor Accommodation, including but not limited to health and safety, income tax and GST.

For Your Information

If your decision requires monitoring, we will be sending an invoice in due course for the deposit referred to in your consent condition. To assist with compliance of your resource consent and to avoid your monitoring deposit being used before your development starts, please complete the "Notice of Works Starting Form" and email to the Monitoring Planner at RCMonitoring@qldc.govt.nz prior to works commencing.

You may also have conditions that require you to apply for Engineering Acceptance. To apply for Engineering Acceptance, please complete the Engineering Acceptance Application form and submit this completed form and an electronic set of documents to engineeringacceptance@qldc.govt.nz with our monitoring planner added to the email at RCMonitoring@qldc.govt.nz.

If your decision requires a development contribution (DC) charge, we will be sending a notice in due course. To answer questions such as what is a DC charge, when a DC charge is triggered and timing of payments, please refer to this link. http://www.qldc.govt.nz/planning/development-contributions/ If you wish to make a DC estimate calculation yourself, please use this link: http://www.qldc.govt.nz/planning/development-contributions/development-contributions-estimate-calculator/ And for full details on current and past policies, please use this link: http://www.qldc.govt.nz/council-online/council-documents/policies/policy-on-development-contributions-and-financial-contributions/

APPENDIX 2 – APPLICANT'S AEE

Assessment of Effects on the Environment

Visitor Accommodation Use of 9 Highlands Close

For **K & P Oschmanns**

January 2018

TABLE OF CONTENTS

LIST OF APPENDICES

1.0 INTRODUCTION

1.1 Overview

This Assessment of Effects on the Environment report (AEE), inclusive of appendices, has been prepared in accordance with Schedule 4 of the Resource Management Act (RMA). Together these documents provide:

- A description of the application site and surrounding environment;
- A description of the proposal;
- Identification and assessment of relevant RMA statutory provisions; and
- A conclusion.

The applicant seeks resource consent to allow for the visitor accommodation use of 9 Highlands Close, Battery Hill. It is proposed to allow for up to a maximum of six adults to be accommodated on the property, 365 days of the year.

1.2 Consultation and Notification

The adverse effects of the proposal are considered to be less than minor and no other persons are considered to be affected by the proposal. It is therefore considered appropriate to process this application on a non-notified basis.

2.0 DESCRIPTION OF THE PROPOSAL

2.1 Site Location and Legal Description

The site is located at 9 Highlands Close and has an area of 426m^2. The legal description of the site is Lot 8 DP 498650 and held in Computer Freehold Register 738967 (a copy of which has been attached as **Appendix 1**). There are no instruments listed on the title of which Council has an interest that will influence the current resource consent application.

Figure 1 below shows an aerial view of the site.

Figure 1: Aerial view of site (outlined in red)

The site is part of a multi-unit development known as 'The Tiers'. The unit subject to the current application is a three bedroom, two floor dwelling that is the situated at the western end of five units within Block 2 of the Tiers development. The upper floor consists of the main kitchen and living area, 16.39m^2 deck and bedroom. Two bedrooms are located on the bottom floor.

The site is accessed via Highlands Close which runs to the north of the site. The site shares its immediate access with the four other units within Block 2. The site has exclusive use of two car parks, which adjoin the unit directly to the north.

The unit is currently being utilised as a registered holiday home and is operated in this function up to 90 nights per year. It is understood that several of the units within the Tiers development are also utilised as a registered holiday home.

2.2 Description of Proposed Activity

Land use consent is sought to allow for the visitor accommodation use of 9 Highlands Close, Battery Hill. It is proposed to allow for up to a maximum of six people to stay at the property at any one time.

The site will be managed by Stay Here Queenstown who will provide an off-site manager as detailed within the proposed Management Plan (attached as **Appendix 3**). This management plan has outlined measures to be implemented onsite to appropriately manage the proposed visitor accommodation use. These measures include;

- Restrictions on outdoor living areas
- Requirement to comply with conditions of the relevant resource consent decision
- Management of rubbish
- Management of parking areas

3.0 DISTRICT PLAN PROVISIONS

3.1 Operative District Plan (ODP)

The site is zoned as Low Density Residential Zone. The Plan states that the purpose of the Low Density Residential Zone is to:

> "*provide for low density permanent living accommodation, maintaining a dominance of open space and low building coverage. The zone seeks to maintain and enhance the low density residential areas with ample open space, low rise development and minimal adverse effects experienced by residents. Special amenity provisions remain in respect of the form, style and appearance of development on the terrace face along McDonnell Road at Arrowtown, being the Arrowtown Scenic Protection Area identified as part of the Zone."*

Under the Queenstown Lakes District Plan the proposed activity requires the following consents:

1. A **discretionary** activity pursuant to Rule 7.5.3.4(i) in respect of Visitor Accommodation within the Low Density Residential Zone, in respect of:
    - The location, external appearance and design of buildings;
    - The location, nature and scale of activities on site;
    - The location of parking and buses and access;
    - Noise and;
    - Hours of operation

Overall consent for a **discretionary** activity is required

3.2 Proposed District Plan (PDP)

There are no rules in the PDP which will impact the current resource consent application that have immediate legal effect.

4.0 SECTION 104(1)(B) CONSIDERATIONS

Section 104 and 104B of the Resource Management Act (RMA) set out the relevant assessment matters for resource consent applications carrying the discretionary activity status.

> ***104 Consideration of applications***
> *(1) When considering an application for a resource consent and any submissions received, the consent authority must, subject to Part 2, have regard to–*
> *(b) any relevant provisions of—*
> *(i) a national environmental standard:*
> *(ii) other regulations:*
> *(iii) a national policy statement:*
> *(iv) a New Zealand coastal policy statement:*
> *(v) a regional policy statement or proposed regional policy statement:*
> *(vi) a plan or proposed plan; and*
> *The assessment under these documents must include a discussion of any — (a) any relevant objectives, policies, or rules in a document; and (b) any relevant requirements, conditions, or permissions in any rules in a document; and (c) any other relevant requirements in a document (for example, in a national environmental standard or other regulations).*

104B Determination of applications for discretionary or non-complying activities
After considering an application for a resource consent for a discretionary activity or non-complying activity, a consent authority –

(a) May grant or refuse the application; and
(b) If it grants the application, may impose conditions under section 108

5.0 ASSESSMENT OF ENVIRONMENTAL EFFECTS

5.1 Visitor Accommodation Use

The following assessment matters are listed under section 7.7.2(vii) of the ODP. The following is an assessment of the current proposal against these matters;

(a) Compatibility with amenity values of the surrounding environment considering the visual amenity of the street, neighbouring properties or views of the lake; and
- *(i) The character, scale and intensity of the proposed use and its compatibility in relation to surrounding and/or adjoining residential neighbourhoods*
- *(ii) The nature of the development in the context of the permitted future uses on nearby sites loss of privacy*
- *(iii) The proximity of outdoor facilities to residential neighbours*
- *(iv) Hours of operation*
- *(v) The ability to landscape/plant to mitigate visual effects*
- *(vi) Whether the external appearance of the buildings complements the surrounding landscape and urban character, including when viewed from the lake*

The proposed activity will formalise the visitor accommodation use of the site which has been established through the use of the property as a registered holiday home. The scale of the activity is appropriate on the site and would be consistent with what could be achieved through the residential use of the unit. The location of the unit at the end of Block 2 and the size and orientation of the indoor and outdoor living areas, in combination with the proposed management regime and standard conditions of consent will reduce the actual or potential effects of the proposal on neighbouring sites to less than minor.

(b) Any adverse effects in terms of:
- *(i) The adequacy and location of car parking for the site*
- *(ii) Noise, vibration and lighting from vehicles entering and leaving the site or adjoining road, which is incompatible with the levels acceptable in a low-density residential environment.*
- *(iii) Loss of privacy.*
- *(iv) Levels of traffic congestion or reduction in levels of traffic safety which are inconsistent with the classification of the adjoining road.*
- *(v) Pedestrian safety in the vicinity of the activity.*
- *(vi) Any cumulative effect of traffic generation from the activity in conjunction with traffic generation from other activities in the vicinity.*
- *(vii) Provision for coaches to be parked off-site*
- *(viii) The ability to mitigate any adverse effects of the additional traffic generation such as through the location and design of vehicle crossings, parking and loading areas or through the provision of screening and other factors which may reduce the effect of the additional traffic generation, such as infrequency of the activity, or limited total time over which the traffic movements occur.*

Refer to Section 5.3

(c) Mitigation of noise emissions beyond the property boundary considering:
- *(i) The adequacy of mitigation measures, including the layout of outdoor activities (for example barbecues, spa pools), and the ability to screen those activities by vegetation, fencing or building.*

(ii) Measures that can be incorporated into the premises to provide for acoustic insulation and /or attenuation of noise emissions.

The site has been utilised as a registered holiday home since the property was purchased by the current owners in 2016. During this time, there have been no complaints from neighbouring sites, nor issues brought to the attention of the property manager.

The first-floor deck is the main outdoor living area associated with property. Use of this area will be restricted between the hours of 10.00pm and 7.00am to reduce the actual or potential effects of the activity.

Further controls implemented through the proposed management plan and conditions of consent will appropriately mitigate the effects of the activity on neighbouring sites.

(d) The ability to supply water, and dispose of sewage, stormwater and other wastes consistent with Regional Council requirements.
(e) The ability to provide adequate, potable water supply, adequate firefighting provisions, and to dispose of sewage, stormwater and other wastes so as to avoid potential adverse effects.

Development contributions will appropriately address any potential effects on Council services from the proposed visitor accommodation use.

5.2 Neighbourhood Effects

The site will be managed in accordance with the management plan attached as **Appendix 2**. These in combination with standard conditions of consent will ensure that any actual or potential effect on neighbouring sites is less than minor.

5.3 Traffic, Parking and Access

The site has two car parks that are available for the exclusive use of the unit in accordance with car parking requirements set forth in the Operative District Plan.

Any effects on traffic will not be detrimental to the safety or efficiency of the shared access and any vehicle movement will be consistent with that which would occur through the residential use of the property. As such it is considered that any effect on traffic parking or access will be negligible.

5.4 Summary of Assessment of Environmental Effects

Overall, it is considered that any actual or potential effect of the proposal would be less than minor.

6.0 OBJECTIVES AND POLICY ASSESSMENT

6.1 Objectives and Policies of the Operative District Plan

The objective and policies relevant to the current application can be found in Part 7 – Residential Areas of the ODP. Those objectives and policies of direct relevance to the current application have been reproduced below;

7.1.2 District Wide Residential Objectives and Policies

Objective 3 – Residential Amenity
Pleasant living environments within which adverse effects are minimised while still providing the opportunity for community needs.
Policies:

3.5 To ensure hours of operation of non-residential activity do not compromise residential amenity values, social well-being, residential cohesion and privacy.
3.8 To ensure noise emissions associated with non-residential activities are within limits adequate to maintain amenity values.

The proposed visitor accommodation will be of a small scale and will be appropriately managed through conditions of consent and the property manager. Restrictions on the use of outdoor living areas by guests will aid in reducing potential noise effects on neighbouring properties, while the small scale of the activity will aid in further reducing associated effects of the activity. As such it is considered that the proposed activity will be consistent with Objective 3 above.

7.2.3 Objectives and Policies – Queenstown Residential and Visitor Accommodation Areas

Objectives –

1. ***Residential and visitor accommodation development of a scale, density and character, within sub zones which are separately identifiable by such characteristics such as location, topography, geology, access, sunlight or views.***
2. ***Residential development organised around neighbourhoods separate from areas of predominately visitor accommodation development. Provision for new consolidated residential areas at identified locations.***
3. ***Consolidation of high density accommodation development in appropriate areas.***
4. ***To recognise and provide for the non-residential character of the Commercial Precinct overlay which is distinct from other parts of the High Density Residential Zone.***

Policies:

7. *To provide for non-residential activities in residential areas providing they meet residential amenity standards and do not disrupt residential cohesion.*
8. *To ensure the scale and extent of any new Visitor Accommodation in residential areas does not compromise residential amenity values by adversely affecting or altering existing neighbourhood character.*

As discussed in the AEE above, the proposal will have a less than minor effect on the residential amenity of the receiving environment. The nature and scale of the proposed visitor accommodation will be appropriate within the site context and not adversely impact the existing neighbourhood character of the units. Further controls implemented through the Management Plan and standard conditions of consent will appropriately address the actual or potential effects of the proposal. As such it is considered that the proposed visitor accommodation use can be achieved on the site without having a detrimental effect on the residential amenity of the receiving environment.

6.2 Objectives and Policies of the Proposed District Plan

The Proposed Queenstown Lakes District Plan was notified on the 26 August 2015. Within the proposed plan the site is to be rezoned Low Density Residential Zone. Provisions relating to visitor accommodation were withdrawn from Stage 1 of the District Plan Review on the 23 October 2015, and are to be addressed as part of Stage 2.

Stage 2 of the PDP was notified on the 23/11/2017. Due to the early notification of these provisions little weight can be given to these provisions at this time. An assessment against the relevant objectives and policies from the PDP has been included below;

Objective 7.2.8
The location, scale and intensity of visitor accommodation, residential visitor accommodation and homestays is managed to maintain the residential character of the zone.
Policies:

7.2.8.2 Restrict the establishment of visitor accommodation in locations outside the Low Density Residential Visitor Accommodation Sub-Zones to ensure that the zone maintains a residential character and the supply of residential housing is achieved.

As discussed in the AEE above, any actual or potential effects of the proposed use can be appropriately managed through measures prescribed by the applicant and standard conditions of consent. As such it is considered that the proposed activity can be undertaken on the site without diminishing the residential character of the receiving environment.

7.0 THE MATTERS IN PART 2 OF THE RESOURCE MANAGEMENT ACT 1991

In this instance, the purpose of the Act is to ensure that amenity values will not be adversely affected by the visitor accommodation use of the dwelling. The AEE above has identified that the actual and potential effects of the proposal will have on the site will not result in detrimental effects to the residential amenity values of the receiving environment. The proposal will also allow for the landowners to provide for their economic wellbeing and visitors social wellbeing. As such it is considered that the proposal will not be contrary to any of the matters set forth in Part 2.

8.0 SUMMARY

As discussed in the AEE above, any actual or potential effect of the visitor accommodation use of the site will be less than minor. Car parks provided on the site will meet the requirements set forth by the QLDP. The proposed management scheme in combination with standard conditions of consent will ensure that any actual or potential effects of the proposal are less than minor. As such it is considered appropriate to process this application on a non-notified basis.

APPENDIX 3 – MANAGEMENT PLAN

Management Plan

9 Highlands Close, Battery Hill, Queenstown

This Management Plan applies to the use of 9 Highlands Close for visitor accommodation in accordance with resource consent RM [**CONSENT NUMBER**].

Property Manager

The details of the property manager for the site have been outlined below;

Name:	Vicky Taylor
Email:	vicky@stayhere.co.nz
Phone (24hr):	+64 27 309 9867

The Property Manager shall have the following responsibilities:

- To provide the tenants with a copy of the House Rules and get confirmation from the tenants that they agree to the rules as a condition of staying at the property.
- To check that the number of tenants does not exceed 6 adults at any one time.
- To check that the on-site compendium contains a copy of the House Rules and a copy of the conditions of resource consent RM **[CONSENT NUMBER].**
- To enforce the house rules.
- To allocate and manage car parking during visitor accommodation use.
- To ensure all conditions of the resource consent are met at all times.
- To ensure rubbish bins are put on the roadside for collection on Thursdays

House Rules

- Only guests that are part of the visitor accommodation activity can sleep at the property.
- Consideration must be shown to neighbours at ALL times.
- There shall be no use of any other outdoor entertainment areas between 10 pm and 7 am.
- Guests shall only park in assigned parking bays.

Other Matters

- Signs are to be placed on doors leading to outside entertainment areas stating, "**Outdoor entertainment areas are not to be used between 10pm and 7am daily**".

QUEENSTOWN LAKES DISTRICT COUNCIL

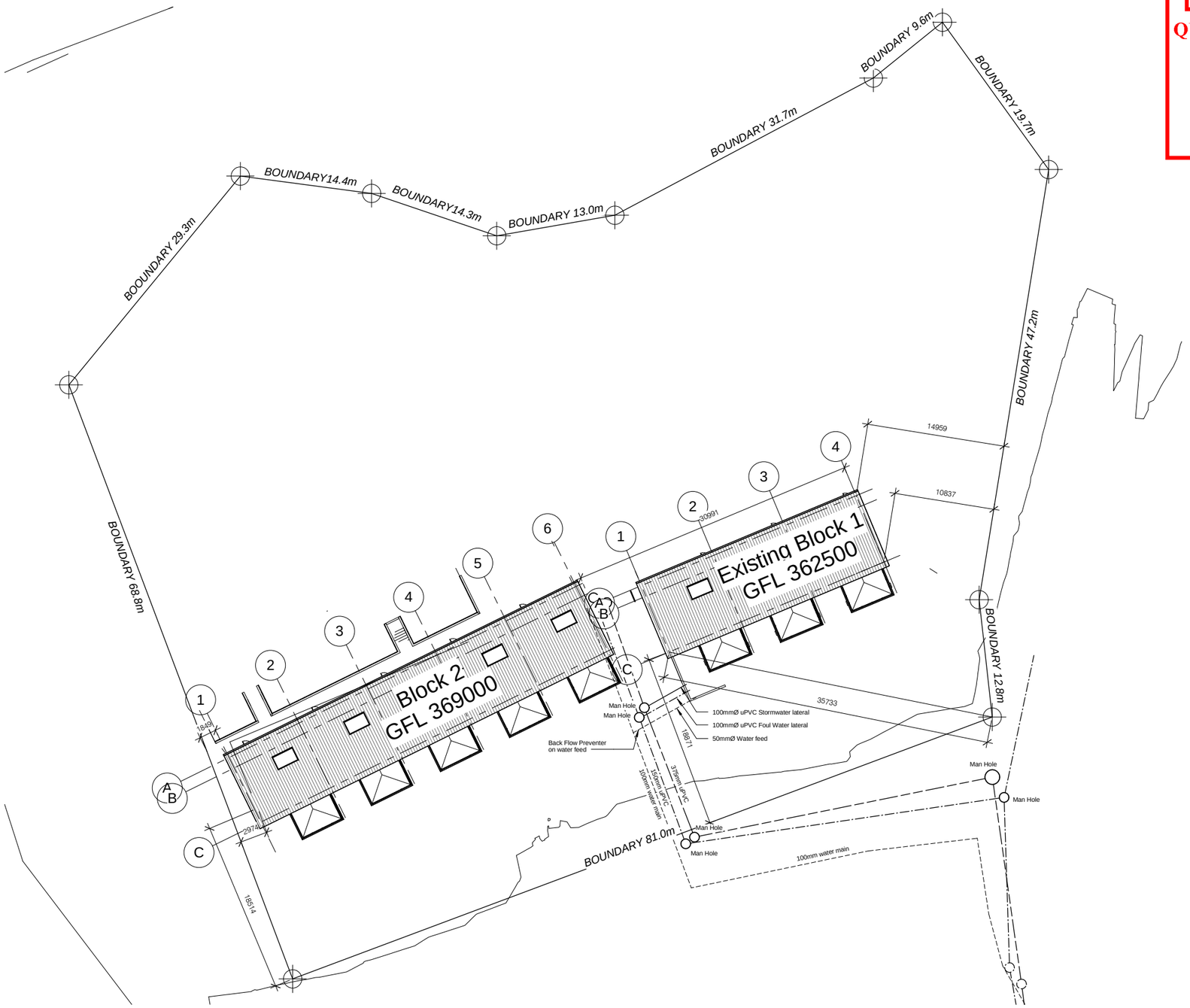
APPROVED PLAN:
RM150087

~~Tuesday, 28 July 2015~~

QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN:
RM180028

Wednesday, 7 February 2018



Site Plan - Block 2

1 : 250

PRELIMINARY
NOT FOR CONSTRUCTION
27/11/2014 9:23:49 a.m.

ORIGINAL SIZE A1

Phone: (03) 489 4195
Fax: (03) 489 6078
12 Thames Street
Mosgiel 9024
New Zealand
Building Design and Draughting Services
WJ CADZOW & ASSOCIATES Ltd

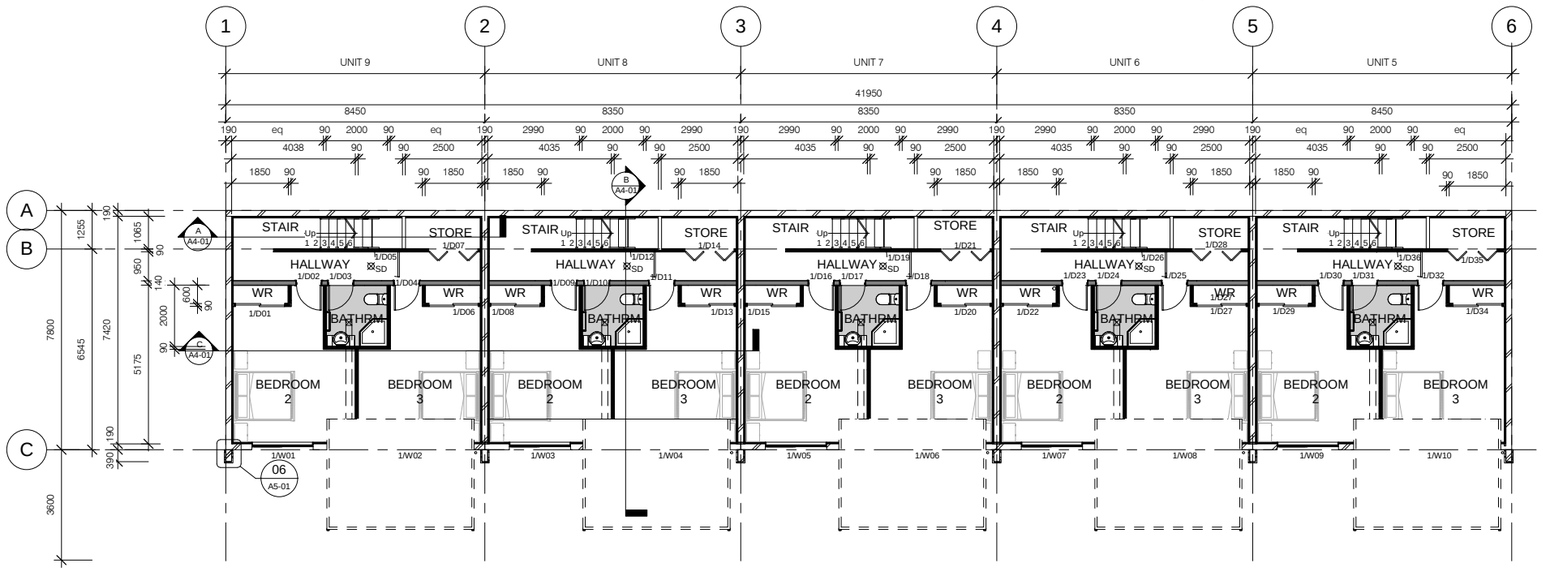
Date	Revision Description	No.

Contract:
The Tiers Development - Block 1
for Alpha Properties NZ Ltd.
Frankton Road
Queenstown

Drawn:	Date:
Author	09/11/14
A1 Scales: **1 : 250**	A3 Scales: **Approver**

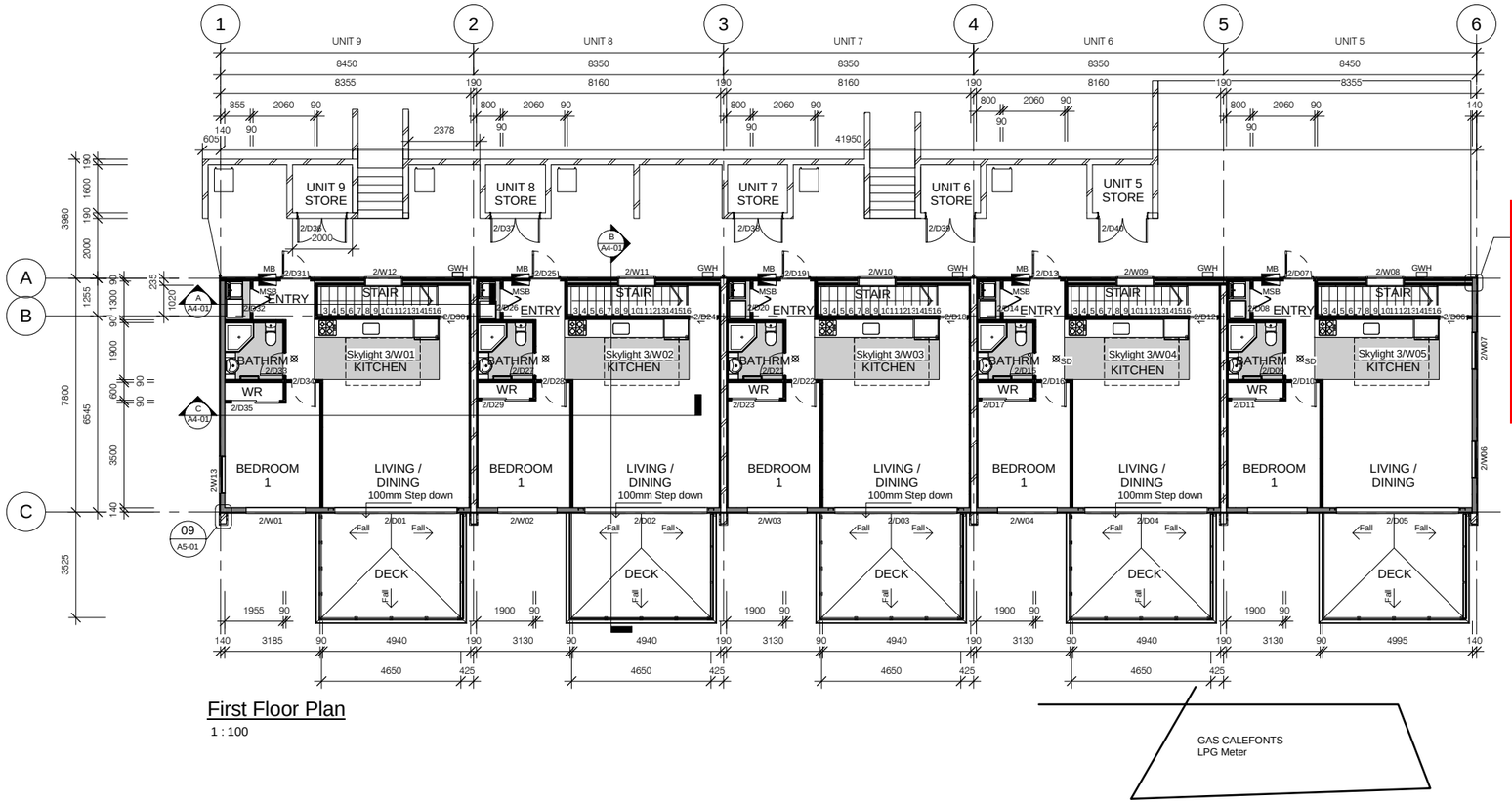
Sheet Title:
Block 2 Site Plan

Contract:	Sheet:
01	**1-02**
CAD File Name:	Of
	Revision:
CONSENT ISSUE	**A1**



Ground Floor Plan

1 : 100



First Floor Plan

1 : 100

WALL LEGEND

- New 90x45mm H1.2 SG8 framing Studs @ 400mm crs max. 10mmGib Standard to interior
- New 90x45mm H1.2 SG8 framing Studs @ 400mm crs max. 10mm Gib Standard to interior Pink Batts R2.8 wall insulation 20mm Cavibatts over Thermakraft Covertek 403 building wrap Vertical Shiplap Cedar Weatherboards
- New 140x45mm H1.2 SG8 framing Studs @ 400mm crs max. 10mm Gib Standard to both sides
- New 40x45mm H1.2 SG8 framing Studs @ 400mm crs max. 10mm Gib Standard to interior Pink Batts R4.0 wall insulation 20mm Cavibatts over Thermakraft Covertek 403 building wrap Vertical Shiplap Cedar Weatherboards
- 20 Series Concrete block Ardex Shelterseal 5000HD tanking system to exterior 45mm H3.1 timber battens over Thermakraft Covertek 403 building wrap 40mm Expol polystrene insulation 10mm Gib Standard to interior
- 20 Series Concrete block 45mm H3.1 timber battens both sides over Thermakraft Covertek 403 building wrap 10mm Gib Standard both sides
- SD — Type 1 Domestic Smoke Detector
- MB — Electrical Meter Board
- MSB — Electrical Main Switch Board
- Manrose SFLP150T 94 L/S extract system with gravity wall shutters & fixed ceiling mounted grilles
- GWH — Gas Water Heater

GENERAL NOTES

1. Stud spacings to all exterior framed walls to be 400mm, unless noted otherwise

2. Stud spacings to all interior non-loadbearing walls to be 600mm unless noted otherwise

3. All bottom plates to exterior wall framing to be fixed to concrete slab with M12 galvanised anchor bolts @ 800mm crs max. Bolts to be complete with 50x50x3mm washers

4. All bottom plates to internal framed walls to be fixed to concrete slab with M12 Trubolts @ 800mm crs max

5. All bottom plates to have a minimum of two fixings per plate

6. All top plates to be fixed to all studs in accordance with Table 8.18 NZS3604:2011, Fixing Type B (2/90x3.15 end nails + 2 wire dogs)

7.All timber lintels to top storey to be fixed in accoardance with Fig. 8.12 NZS3604:2011 for concrete slab and with strap to lintel / stud connection

8. All trimmer studs to lintels to be in accordance with Fig. 8.15 and Table 8.5 of NZS3604:2011

9. All rafters to be fixed to top plates in accordance with Table 10.1 Fixing Type E (2/90x3.15 skew nails + 2 wire dogs

10. All purlins to be fixed to rafters in accordance with Table 10.10 NZS3604:2011 fixing Type T (1/10g self drilling screw, 80mm long)

11. All other timber frame construction to comply strictly in accordance with NZS3604:2011

12. All timber framed external walls to be wrapped with Thermakraft Covertek 403 building wrap

13. All timber battens shot fixed to concrete block wall at 600mm crs both ways

14. All timber toplates to internal non-loadbearing walls to be be shot fixed to underside of floor system at 800mm crs

15. All wet areas to have approved vinyl flooring coved up walls 150mm min. with 10mm Gib Aqualine wall linings

16. All showers to be Englefield enclosed shower units or similar approved.

Refer to Engineers Drawings & Specifications for slab & foundation details, sizing, location & lintel sizes.

GROUND FLOOR AREAS

Unit 5 Ground Floor Area =	65.90m²
Unit 6 Ground Floor Area =	65.10m²
Unit 7 Ground Floor Area =	65.10m²
Unit 8 Ground Floor Area =	65.10m²
Unit 9 Ground Floor Area =	65.90m²
TOTAL GROUND FLOOR AREA =	**327.10m²**

FIRST FLOOR AREAS

Unit 5 Ground Floor Area =	65.90m²
Deck Area =	17.30m²
Unit 6 Ground Floor Area =	65.10m²
Deck Area =	17.30m²
Unit 7 Ground Floor Area =	65.10m²
Deck Area =	17.30m²
Unit 8 Ground Floor Area =	65.10m²
Deck Area =	17.30m²
Unit 9 Ground Floor Area =	65.90m²
Deck Area =	17.30m²
TOTAL FIRST FLOOR AREA =	**262.00m²**
INCLUDING DECKS =	**413.60m²**

LINTEL SCHEDULE

2/90x45mm SG8	?
2/140x45mm SG8	?
2/190x45mm SG8	?
2/290x45mm SG8	?

FLOOR FINISHES

Tarkett Optima flooring vinyl with slip resistance of 0.3 to all bathrooms, Ensuites, Laundry's & Kitchen areas

All other areas to be carpet

Garage floor finish to be concrete

QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN:
RM150087

Tuesday, 28 July 2015

QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN:
RM180028

Wednesday, 7 February 2018

NORTH

Phone: (03) 459 4156
Fax: (03) 459 5076
12 Thames Street
Mosgiel 9024
New Zealand
Building Design and Draughting Services
CADZOW & Associates Ltd

Date	Revision Description	No.

Do Not Scale From These Drawings.
Use Figured Dimensions Only.

Contract:
The Tiers Development - Block B for Alpha Properties NZ Ltd.
Frankton Road
Queenstown

Drawn :	Date:
MBD	JULY 2014
A1 Scales:	A3 Scales:
As indicated	1:200

Sheet Title :
Ground Floor Plan
First Floor Plan

Contract:	Sheet:
14041-01	A2-01
CAD File Name:	Revision:
	01

CONCEPT A1

PRELIMINARY
NOT FOR CONSTRUCTION
27/11/2014 9:19:26 a.m.

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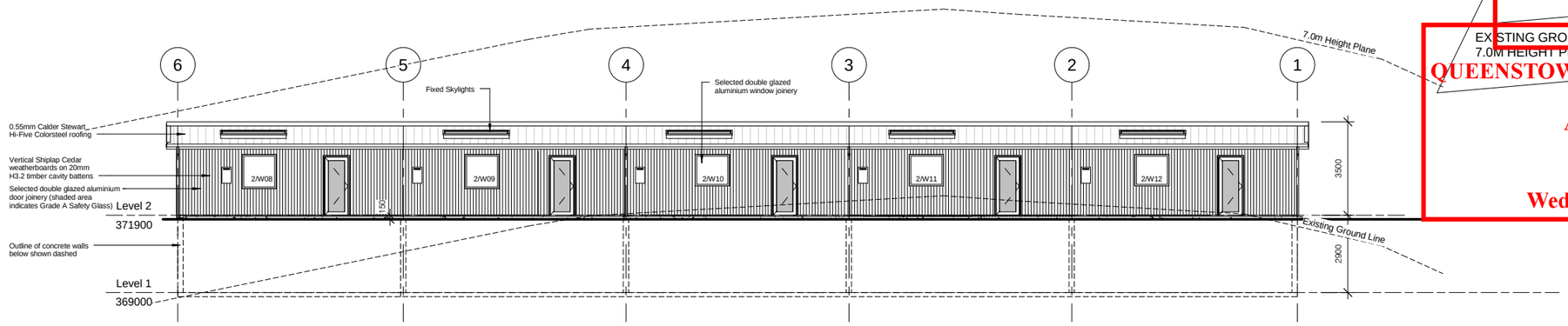

North Elevation
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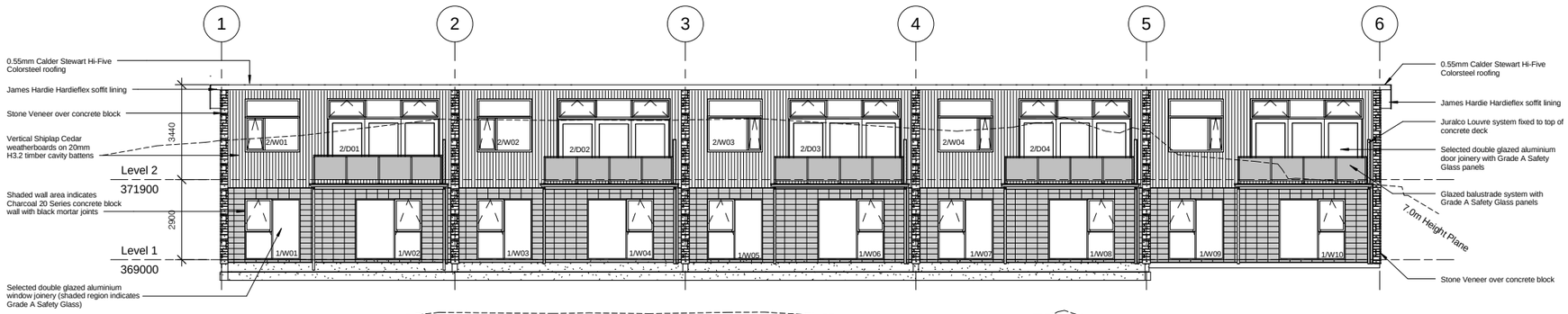

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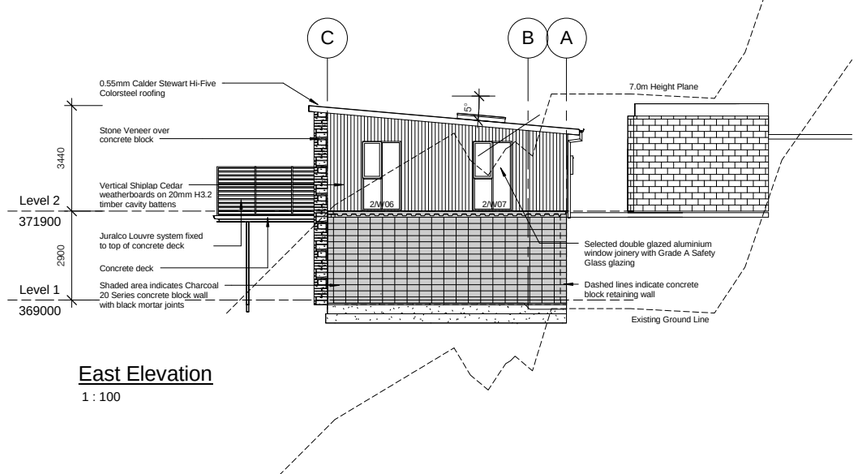

East Elevation
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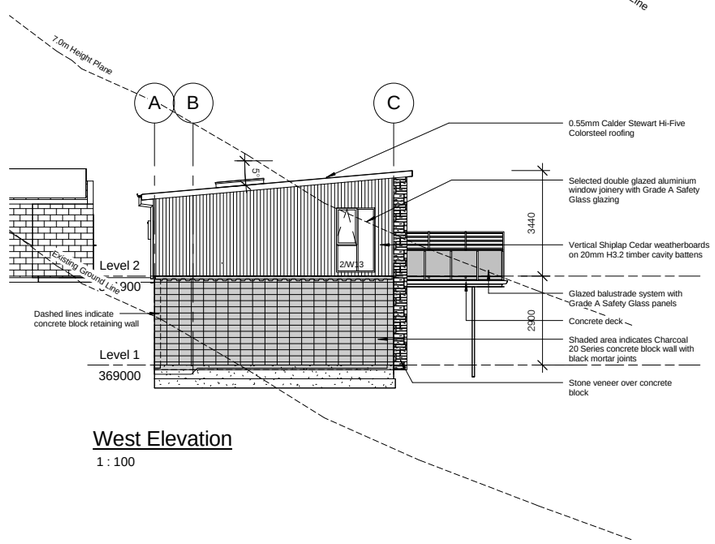

West Elevation
1 : 100

ELEVATION:NORTH ELEVATION	RISK SEVERITY							
Risk Factor	Low		Medium		High		Very High	Subtotals
Wind Zone	0	0	0	0	1	2	2	2
Number of Storys	0	0	0	1	2	2	0	4	0
Roof / Wall intersection design	0	0	0	1	2	3	0	5	0
Eaves Width	0	0	0	1	2	2	0	5	2
Envelope Complexity	0	0	0	1	2	3	0	6	0
Deck Design	0	0	0	2	0	4	0	6	0
							Total Risk Score:		4

ELEVATION:SOUTH ELEVATION	RISK SEVERITY							
Risk Factor	Low		Medium		High		Very High	Subtotals
Wind Zone	0	0	0	0	1	2	2	2
Number of Storys	0	0	0	1	2	2	0	4	2
Roof / Wall intersection design	0	0	1	1	0	3	0	5	1
Eaves Width	0	0	1	1	0	2	0	5	1
Envelope Complexity	0	0	0	1	0	3	0	6	0
Deck Design	0	0	2	2	0	4	0	6	2
							Total Risk Score:		8

ELEVATION:EAST ELEVATION	RISK SEVERITY							
Risk Factor	Low		Medium		High		Very High	Subtotals
Wind Zone	0	0	0	0	1	2	2	2
Number of Storys	0	0	0	1	2	2	0	4	2
Roof / Wall intersection design	0	0	0	1	0	3	0	5	0
Eaves Width	0	0	0	1	2	2	0	5	2
Envelope Complexity	0	0	0	1	0	3	0	6	0
Deck Design	0	0	2	2	0	4	0	6	2
							Total Risk Score:		8

ELEVATION:WEST ELEVATION	RISK SEVERITY							
Risk Factor	Low		Medium		High		Very High	Subtotals
Wind Zone	0	0	0	0	1	2	2	2
Number of Storys	0	0	0	1	2	2	0	4	2
Roof / Wall intersection design	0	0	0	1	0	3	0	5	0
Eaves Width	0	0	0	1	2	2	0	5	2
Envelope Complexity	0	0	0	1	0	3	0	6	0
Deck Design	0	0	2	2	0	4	0	6	2
							Total Risk Score:		8

Phone: (03) 489 4196
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12 Thames Street
Mosgiel 9024
New Zealand
Building Design and Draughting Services
WJ CADZOW & ASSOCIATES Ltd

Date	Revision Description	No.

Contract:
The Tiers Development - Block B for Alpha Properties NZ Ltd. Frankton Road Queenstown

Drawn :	Date:
MBD	JULY 2014
A1 Scales: 1 : 100	A3 Scales: 1:200

Sheet Title :
Elevations

Contract:	Sheet:
14041-01	A3-01
CAD File Name:	Of
	Revision:
CONCEPT	A1

PRELIMINARY
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27/11/2014 9:19:38 a.m.

ORIGINAL SIZE A1

QUEENSTOWN LAKES DISTRICT COUNCIL

www.qldc.govt.nz

DECISIONS OF THE QUEENSTOWN LAKES DISTRICT COUNCIL

NOTIFICATION UNDER s95 AND DETERMINATION UNDER s104

RESOURCE MANAGEMENT ACT 1991

Applicant:	Alpha Properties NZ Limited
RM reference:	RM160258
Application:	Application under Section 88 of the Resource Management Act 1991 (RMA) for land use consent for 2 units and associated earthworks.
Location:	658A Frankton Road, Frankton
Legal Description:	Lot 1 Deposited Plan 485139 (CFR688943)
Zoning:	Low Density Residential
Activity Status:	**Non-complying**
Decision Date	**14 July 2016**

SUMMARY OF DECISIONS

1. Pursuant to sections 95A-95F of the RMA the application will be processed on a **non-notified** basis given the findings of Section 6.0 of this report. This decision is made by Paula Costello, Senior Planner, on 14 July 2016 under delegated authority pursuant to Section 34A of the RMA.

2. Pursuant to Section 104 of the RMA, consent is **GRANTED SUBJECT TO CONDITIONS** outlined in **Appendix 1** of this decision imposed pursuant to Section 108 of the RMA. The consent only applies if the conditions outlined are met. To reach the decision to grant consent the application was considered (including the full and complete records available in Council's electronic file and responses to any queries) by Paula Costello, Senior Planner, as delegate for the Council.

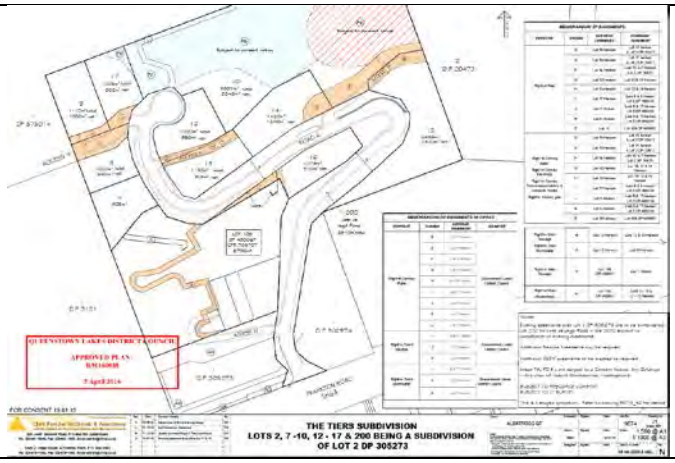
1. PROPOSAL AND SITE DESCRIPTION

Consent is sought to construct 2 x 3 bedroom apartments on the corner of Potters Hill Lane. The site is very steep, with an apartment proposed on each level and carparking on the roof. The proposal breaches the District Plan Rules relating to Building Height, Rooftop Carparking, Earthworks, Outdoor Living Space, Road Boundary Setbacks, Driveway Crossing and Carparking widths. A copy of the building layout plans are included below.

The applicant has provided a detailed description of the proposal, the site and the relevant site history in the *Assessment of Environmental Effects* report, prepared by Clarke Fortune Mcdonald & Associates, and submitted as part of the application (hereon referred to as the applicant's AEE and attached as Appendix 2). This description is considered accurate and is generally adopted for the purpose of this report.

Relevant Site History

Consent	Comments
RM050520	20/05/2008 – 17 residential lots and associated earthworks.
RM090646	7/10/2009 – Variation to RM050520 and include an additional staging condition.
RM050520.125	21/12/2012 – Extend lapse date for 3 years (lapses 20 May 2016)
RM130069	24/03/2014 – Variation to RM050520 enabling road to be vested to Council.
RM050520.01	12/09/2014 – Variation to RM050520 amending subdivision design, easements and staging.
RM140714	12/09/2014 – Earthworks to create building platforms.
RM150087	03/08/2015 – Land Use and Subdivision consent for 13 residential units.
RM150928	21/12/2015 – Variation to RM050520 amending subdivision design and easements.
RM150615	18/01/2016 – Variation to RM150087 relating to the building design and staging.
RM160038	13/05/2016 – Variation to RM050520 amending subdivision design and easements. The 224c) has been accepted by Council and the approval has substantially commenced.



2. ACTIVITY STATUS

2.1 THE DISTRICT PLAN

OPERATIVE DISTRICT PLAN

The subject site is zoned Low Density Residential and the proposed activity requires resource consent for the following reasons:

- A **Restricted Discretionary** activity pursuant to Rule 22.3.2.3 (a) as the proposal breaches site standard 22.3.3 (i)(a) in regards to *Volume of Earthworks*. The standard requires a maximum of 300m^3 of earthworks. The proposal requires 360m^3 of cut over a 172m^2 area.

- A **Restricted Discretionary** activity pursuant to Rule 22.3.2.3 (a) as the proposal breaches site standard 22.3.3 (ii)(b) in regards to *Height of cut and fill*. The standard requires a maximum height of any cut to not exceed 2.4m, and the height of any cut shall not be greater than the distance of the top of the cut from the site boundary. The proposal requires a cut of 7m, with some cuts within 0.5m of the Potters Hill Drive road boundary.

- A **Restricted Discretionary** activity pursuant to Rule 14.2.2.3 and site standard 14.2.4.1 (iv)(f) for *rooftop car parking*.

- A **Restricted Discretionary** activity pursuant to Rule 14.2.2.3 and site standard 14.2.4.1 (x) for *size of carparking spaces*. The three rooftop parking spaces require a total width of 8.7m, with the proposed width of only 7.5m.

- A **Restricted Discretionary** activity pursuant to Rule 14.2.2.3 and site standard 14.2.4.1 (i) for *maximum vehicle crossing width*. The Transport Rules seek for a driveway a maximum of 6m wide, while the applicant proposes 10.1m.

- A **Restricted Discretionary** activity pursuant to Rule 7.5.3.4 as the proposal breaches site standard 7.5.5.2 (iii) in regard to *Setback from Roads*. The standard requires a setback of 4.5m. Owing to the steep site the stairwell and carparking deck is considered a structure and encroaches within 1.5m of the Potters Hill roadside boundary to the north.

- A **Restricted Discretionary** activity pursuant to Rule 7.5.3.4 as the proposal breaches site standard 7.5.5.2 (viii) in regard to *Outdoor Living Space*. The standard requires for each unit to have 36m² contained of outdoor living space (with a minimum dimension of 4.5m at the ground floor level, and 8m² contained in one area with a minimum dimension of 2m at any above ground floor level). Owing to the steep topography, the proposal includes a 16m² (level 1), and a 20m^2 (level 2) balcony/entranceway useable outdoor living space.

- A **Non-complying** activity pursuant to Rule 7.5.5.3 as the proposal breaches zone standard 7.5.5.3 (v)(b) in regard to *Building Height*. The standard requires a maximum building height of 7m. Along the south eastern elevation, the building is 8.8m above ground level.

Overall, the application is considered a **Non-complying** activity.

3. SECTION 95A NOTIFICATION

The applicant has not requested public notification of the application (s95A(2)(b)).

No rule or national environmental standard requires or precludes public notification of the application (s95A(2)(c)).

The consent authority is not deciding to publicly notify the application using its discretion under s95A(1) and there are no special circumstances that exist in relation to the application that would require public notification (s95A(4)).

A consent authority must publicly notify an application if it decides under s95D that the activity will have or is likely to have adverse effects on the environment that are more than minor (s95A(2)(a)).

An assessment in this respect follows.

4. ASSESSMENT OF EFFECTS ON THE ENVIRONMENT (s95D)

4.1 MANDATORY EXCLUSIONS FROM ASSESSMENT (s95D)

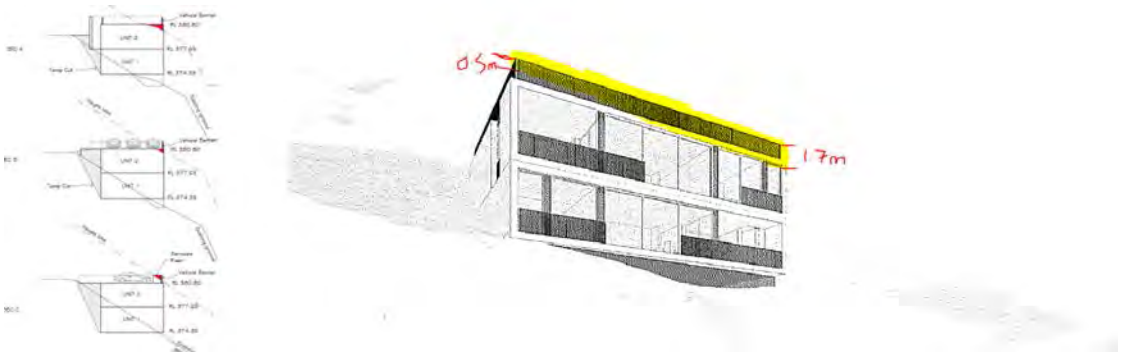
A: Effects on the owners or occupiers of land on which the activity will occur and on adjacent land (s95D(a)).

4.2 ASSESSMENT: EFFECTS ON THE ENVIRONMENT

Taking into account sections 4.1 and 4.2 above, the following assessment determines whether the activity will have, or is likely to have, adverse effects on the environment that are more than minor. The relevant assessment matters are found in Sections 7, 14 & 22 of the District Plan and are considered in the assessment below.

People and Built Form
The proposal does not meet the Residential Area site and zone rules pertaining to maximum building height, road setbacks and minimum outdoor living space. Further assessment against the corresponding Assessment Matters is set out below.

Height
The site's steep topography results in a portion of the two storey building and balustrade being up to 1.7m greater than the 7m height limit. The balustrade is proposed to be finished in a black web forge steel as highlighted in yellow below.



The relevant assessment matters seek for the height of buildings appropriate to the scale of the natural landforms, vegetation and other buildings within the area. The building is located within the middle of the site and the main effects of the encroachment are from Potters Hill Road below. The building finishes and colours are similar to the surrounding developments and the dark recessive colours matches in with the hillslope in the background (as seen in the site photo from Frankton Road below).

The substantial cuts (up to 7m) also result in the building appearing to bunker into the steeply sloping site, which are similar in scale and appearance to the other two storey unit developments along Potters Hill Drive. In this regard, the adjoining 13 unit development to the west has been approved with a 1.93m height encroachment (RM150087). Substantial landscaping is also proposed around the building to reduce any visual effects of the building's bulk from neighbouring sites. The design is considered to be an appropriate building response on the steeply sloping site and any visual effects as a result of the height encroachment will be less than minor.

Setback
Access to the steeply sloping site is via Potters Hill Road to the north and result in structures greater than 1m in height (relative to ground level) in the front setback. The encroachment allows for a practical access to the site, does not result in a dominating built form and is consistent with other developments within the local area. Substantial landscaping is provided around the building and the encroachment does not result in any effects which are more than minor.

Outdoor Living Space
The site is located upon a significant slope, and presents challenges for residential development. Given the steepness and need to accommodate adequate access and parking, it is accepted creating outdoor living areas at ground floor level is a significant challenge. The approach of the applicant to create balcony areas is a realistic approach given the characteristics of the site, and the 'apartment living' type development will contribute to the housing supply in the district. The reduced area is consistent with the adjoining development to the 13 unit development immediately to the south (RM150087) and any adverse effects will be less than minor.

Earthworks
The applicant proposes 360m^3 of cuts into the existing schist rockface with a maximum cut depth of 7m, breaching the Earthworks Rules in relation to the total volume and distance of the top to toe of the fill to the boundary. The Geotechnical Report submitted by *GeoSolve Limited* indicates the batter slopes are able to be formed at a gradient of approximately 1(V):1(H) and excavated material is to be transported off the site.

Council's Resource Management Engineer is satisfied the proposed earthworks are feasible and no adverse effects will result on neighbouring sites, so long as the works are carried out in accordance with the GeoSolve report. Specific conditions are required pertaining to construction access, as the steep topography will require careful loading under an approved traffic management plan.

Adverse effects associated with earthworks will be less than minor.

Traffic Generation and Vehicle Movements
The proposal includes 4 parking spaces on the roof of the units and breaches Transport Rules pertaining to size of spaces (Req = 8.7m, Prov = 7.5m), and maximum vehicle crossing width (Req = 6m max, Prov = 10.1m).

Size of spaces
Although end parking spaces are usually required to be 3.1m to allow for full door opening, only 2.5m has been provided. Council's Resource Management Engineer is satisfied this reduced width will only cause a minor inconvenience to the long term parking tenants, with any adverse effects on the safety and security of people and vehicles using the facility being less than minor.

Vehicle crossings
The site has nearly 100m of direct frontage to Potters Hill Lane and the proposed driveway location allows clear sight lines both uphill (70m) and downhill (53m). Council's Resource Management Engineer is satisfied the increased vehicle crossing width from 6m to 10.1m allows for adequate space to allow for a reverse manoeuver on site and leave in a forward direction, and will result in no adverse effect on the normal operation of Potters Hill Drive and/or the streetscape amenity.

Adverse effects associated with traffic will be less than minor.

Infrastructure
Water supply, firefighting, effluent and stormwater disposal, power and telecommunications were all installed at the time of the underlying subdivision. Council's Resource Management Engineer considers there adverse effects associated with infrastructure will be less than minor.

4.4 DECISION: EFFECTS ON THE ENVIRONMENT (s95A(2))

Overall the proposed activity is not likely to have adverse effects on the environment that are more than minor.

5.0 EFFECTS ON PERSONS

Section 95B(1) requires a decision whether there are any affected persons (under s95E) in relation to the activity. Section 95E requires that a person is an affected person if the adverse effects of the activity on the person are minor or more than minor (but not less than minor).

5.1 PERMITTED BASELINE (s95E(2)(a))

The consent authority **may** disregard an adverse effect of the activity on a person if a rule or national environmental standard permits an activity with that effect. In this case, no permitted baseline is applicable to the assessment.

5.2 ASSESSMENT: EFFECTS ON PERSONS

Taking into account sections 5.1 and 5.2 above, the following outlines an assessment as to whether the activity will have or is likely to have adverse effects on persons that are minor or more than minor:

Adverse Effects:	**Effects on Persons**
Traffic Generation	Less than minor
Dominance / Privacy	Less than minor
Shading	Less than minor
Amenity / Density	Less than minor
Views and Outlook	Less than minor
Land Stability	Less than minor

Having regard to the applicant's assessment of effects upon the environment, the elements of the development that are likely to result in material potential effects upon persons, are associated with the height encroachment.

The site is considerably elevated above Potters Hill Drive and the unit developments closer to Frankton Road. These surrounding units are orientated to take advantage of southward lake and mountain views. A shading analysis has been undertaken showing the increase in height will not materially exacerbate any potential shading of adjoining properties.

Adverse effects on persons associated with residential character and amenity will be less than minor.

5.3 DECISION: EFFECTS ON PERSONS (s95B(1))

In terms of Section 95E of the RMA, no person is considered to be adversely affected.

6.0 OVERALL NOTIFICATION DETERMINATION

Given the decisions made above in sections 4.4 and 5.3 the application is to be processed on a non-notified basis.

7.0 S104 ASSESSMENT

7.1 EFFECTS (s104(1)(a))

Actual and potential effects on the environment have been outlined in section 4 of this report. Conditions of consent can be imposed under s108 of the RMA as required to avoid, remedy or mitigate adverse effects.

7.2 RELEVANT DISTRICT PLAN PROVISIONS (s104(1)(b)(vi))

District Plan

The relevant objectives and policies are contained within Part 7, 14 & 22 of the District Plan.

The Residential Areas Objectives seek for the new development which respects the existing character and scale, while ensuring people's social wellbeing resulting from their living environments. The development will afford adequate space for internal and outdoor living, while the built form and associated landscaping will match in with the surrounding development and not cause undue shading of surrounding properties.

The Transport Objectives seek residential development provide sufficient accessible parking and loading facilities to cater for the anticipated demands of activities. The proposal provides for sufficient carparking and manoeuvring on the site, so as not to cause any adverse effects.

The Earthworks Objectives seek to enable necessary earthworks provided they are undertaken in a manner that avoids adverse effects on communities and the natural environment. The proposal includes appropriate geotechnical analysis so as not to create any onsite or offsite effects.

Proposed District Plan

Under the Proposed District Plan, the site is located within the Low Density Residential zone and the height breach results in the development remaining a non-complying activity. The relevant Objectives and Policies are similar to the current District Plan provisions.

The proposal is consistent with the relevant objectives and policies of the Operative and the Proposed District Plans.

7.3 PARTICULAR RESTRICTIONS FOR NON-COMPLYING ACTIVITIES (s104(D))

The application will not create any actual or potential adverse effects which are more than minor, and is not contrary to the relevant policies and objectives of the District Plan. On this basis discretion exists to grant consent for this non-complying activity.

7.4 PART 2 OF THE RMA

The proposed development is aligned with the Purpose and Principles set out in Part 2 of the RMA and can be undertaken in a manner that will not create any adverse environmental effects.

7.5 DECISION ON RESOURCE CONSENT PURSUANT TO SECTION 104 OF THE RMA

Consent is **granted** subject to the conditions outlined in *Appendix 1* of this decision report imposed pursuant to Section 108 of the RMA.

8.0 OTHER MATTERS

Local Government Act 2002: Development Contributions

In granting this resource consent, pursuant to the Local Government Act 2002 and the Council's Policy on Development Contributions the Council has identified that a Development Contribution is required. Payment will be due prior to commencement of the consent, except where a Building Consent is required when payment shall be due prior to the issue of the code of compliance certificate.

Administrative Matters

The costs of processing the application are currently being assessed and you will be advised under separate cover whether further costs have been incurred.

The Council will contact you in due course to arrange the required monitoring. It is suggested that you contact the Council if you intend to delay implementation of this consent or if all conditions have been met.

This resource consent is not a consent to build under the Building Act 2004. A consent under this Act must be obtained before construction can begin.

This resource consent must be exercised within five years from the date of this decision subject to the provisions of Section 125 of the Resource Management Act 1991.

If you have any enquiries please contact Jack Lewis on phone (03) 441 0499 or email jack.lewis@qldc.govt.nz.

Report prepared by

Jack Lewis
PLANNER

Decision made by

Paula Costello
SENIOR PLANNER

APPENDIX 1 - Consent Conditions
APPENDIX 2 - Applicant's AEE

APPENDIX 1 - CONSENT CONDITIONS

General Conditions

1. That the development must be undertaken/carried out in accordance with the plans:

   - SKD04 'Level 2 Plan' drawn by *Yoke*
   - SKD05 'Level 1 Plan' drawn by *Yoke*
   - SKD06 'Elevations' drawn by *Yoke*
   - 001-03B 'Proposed unit on Lot 16 DP490069' drawn by Clarke Fortune McDonald & Associates and dated 09/06/2016
   - 003-03B 'Proposed unit on Lot 16 DP490069 Landscaping' drawn by Clarke Fortune McDonald & Associates and dated 09/06/2016
   - 001-01A 'Proposed Earthworks on Lot 16 DP490069 Landscaping' drawn by Clarke Fortune McDonald & Associates and dated 31/03/2016

   stamped as approved on 14 July 2016

   and the application as submitted, with the exception of the amendments required by the following conditions of consent.

2a. This consent shall not be exercised and no work or activity associated with it may be commenced or continued until the following charges have been paid in full: all charges fixed in accordance with section 36(1) of the Resource Management Act 1991 and any finalised, additional charges under section 36(3) of the Act.

2b. The consent holder is liable for costs associated with the monitoring of this resource consent under Section 35 of the Resource Management Act 1991 and shall pay to Council an initial fee of $145. This initial fee has been set under section 36(1) of the Act.

Landscaping

3. The approved landscaping plan shall be implemented within the first planting season of approval, and the plants shall thereafter be maintained and irrigated in accordance with that plan. If any plant or tree should die or become diseased it shall be replaced within the next available planting season.

Surveyor's Certificate

4. In order to ensure that the proposed building is located exactly as proposed in the application and complies with the degree of infringement applied for, the consent holder shall employ an appropriately qualified surveyor at their expense who shall:

   (a) Certify to Council in writing that the foundations have been set out in accordance with the approved consent in terms of levels and position; and

   (b) Confirm to Council in writing upon completion of the building that it has been built in accordance with the approved plans and complies with the maximum height control/degree of infringement applied for.

   Note: The consent holder is advised that they will require a suitably qualified surveyor to carry out a survey of the land, recording the ground levels, prior to any earth works being carried out on the site.

Engineering

5. All engineering works shall be carried out in accordance with the Queenstown Lakes District Council's policies and standards, being QLDC's Land Development and Subdivision Code of Practice adopted on 3rd June 2015 and subsequent amendments to that document up to the date of issue of any resource consent.

Note: The current standards are available on Council's website via the following link: http://www.qldc.govt.nz/planning/resource-consents/qldc-land-development-and-subdivision-code-of-practice/

To be completed prior to the commencement of any works on-site

6. Prior to commencing works on site, the consent holder shall submit a traffic management plan to the Road Corridor Engineer at Council for approval, unless the sites are already covered under an existing and current Council approved Traffic management Plan. The Traffic Management Plan shall be prepared by a Site Traffic Management Supervisor. All contractors obligated to implement temporary traffic management plans shall employ a qualified STMS on site. The STMS shall implement the Traffic Management Plan. A copy of the approved plan shall be submitted to the Principal Resource Management Engineer at Council prior to works commencing.

7. The owner of the land being developed shall provide a letter to the Principal Resource Management Engineer at Council advising who their representative is for the design and execution of the engineering works and construction works required in association with this development and shall confirm that these representatives will be responsible for all aspects of the works covered under Sections 1.7 & 1.8 of QLDC's Land Development and Subdivision Code of Practice, in relation to this development.

8. The consent holder shall install measures to control and/or mitigate any dust, silt run-off and sedimentation that may occur, in accordance with QLDC's Land Development and Subdivision Code of Practice and 'A Guide to Earthworks in the Queenstown Lakes District' brochure, prepared by the Queenstown Lakes District Council and in accordance with the site management plan submitted with the consent application. These measures shall be implemented prior to the commencement of any earthworks on site and shall remain in place for the duration of the project, until all exposed areas of earth are permanently stabilised.

9. At least 7 days prior to commencing excavations, the consent holder shall provide the Principal Resource Management Engineer at Council with the name of a suitably qualified professional as defined in Section 1.7 of QLDC's Land Development and Subdivision Code of Practice who is familiar with the GeoSolve Geotechnical Report Reference 140412, and who shall supervise the excavation and filling procedure and retaining wall construction. Should the site conditions be found unsuitable for the proposed excavation/construction methods, then a suitably qualified and experienced engineer shall submit to the Principal Resource Management Engineer at Council new designs/work methodologies for the works prior to further work being undertaken. With the exception of any necessary works required to stabilise the site in the interim.

10. The design of all retaining walls for this development adjacent to the road reserve shall be designed to cater for vehicle surcharge loading from anywhere within the road reserve.

11. Prior to the commencement of any works on the site the consent holder shall provide to the Principal Resource Management Engineer at Council for review and certification, copies of specifications, calculations and design plans as is considered by Council to be both necessary and adequate to detail the following engineering works required:

    (a) The provision of a water supply to the two proposed residential units on Lot 16. This shall include an Acuflo CM2000 as the toby valve to each residential dwelling. The costs of the connection shall be borne by the consent holder.

    (b) The provision of a foul sewer connection to the two proposed residential units on Lot 16. The costs of the connection shall be borne by the consent holder.

    (c) The provision of a connection from all potential impervious areas within the development to the private reticulated stormwater disposal system. The individual lateral connections shall be designed to provide gravity drainage for the entire area within each lot.

(d) The provision of Design Certificates for all engineering works associated with this development submitted by a suitably qualified design professional (for clarification this shall include Water, Wastewater and Stormwater reticulation). The certificates shall be in the format of the QLDC's Land Development and Subdivision Code of Practice Schedule 1A Certificate.

(e) The provision of a sealed vehicle crossing that shall be constructed to the development to Council's standards.

(f) The construction and sealing of all vehicle manoeuvring and car parking areas to Council's standards. Parking and loading spaces shall be clearly and permanently marked out. Provision shall be made for stormwater disposal.

To be monitored throughout earthworks

12. The earthworks, batter slopes, and site management shall be undertaken in accordance with the recommendations of the report by GeoSolve Geotechnical Report Reference 140412.

13. Temporary retention systems shall be installed wherever necessary immediately following excavation to avoid any possible erosion or instability as directed by the suitably qualified engineer as identified in Condition 9.

14. The consent holder shall implement suitable measures to prevent deposition of any debris on surrounding roads by vehicles moving to and from the site. In the event that any material is deposited on any roads, the consent holder shall take immediate action, at his/her expense, to clean the roads.

15. No earthworks or rock anchors (temporary or permanent), are to breach the boundaries of the site with the exception of the formation of the crossing point from Potters Hill Drive.

On completion of earthworks and prior to construction of any dwelling/unit

16. All earthworks and fill certification shall be carried out under the guidance of suitably qualified and experienced geotechnical professional as described in Section 2 of the Queenstown Lakes District Council's Land Development and Subdivision Code of Practice. This shall include the issue of a Completion Report and Schedule 2A certificate on completion prior to construction of any dwelling/unit.

17. In the event that the Schedule 2A certificate contains limitations or remedial works required for future building development, then an s108 covenant shall be registered on the relevant Computer Freehold Registers. The s108 covenant condition shall read; "Prior to any construction work (other than work associated with geotechnical investigation), the owner for the time being shall submit to Council for certification, plans prepared by a suitably qualified engineer detailing the proposed foundation design, earthworks and/or other required works in accordance with the Schedule 2A certificate attached. All such measures shall be implemented prior to occupation of any building."

To be completed when works finish and before occupation of dwellings

18 Prior to the occupation of the dwellings, the consent holder shall complete the following:

(a) The submission of 'as-built' plans and information required to detail all engineering works completed in relation to, or in association with this development at the consent holder's cost. This information shall be formatted in accordance with Council's 'as-built' standards and shall include Water, Wastewater and Stormwater reticulation (including private laterals and toby positions).

(b) The completion and implementation of all certified works detailed in Condition 11.

(c) Any power supply and/or telecommunications connections to the dwellings shall be underground from existing reticulation and in accordance with any requirements/standards of the network provider's requirements.

(d) The submission of Completion Certificates from both the Contractor and Approved Engineer for all infrastructure engineering works completed in relation to or in association with this development (for clarification this shall include Water, Wastewater and Stormwater reticulation). The certificates shall be in the format of the QLDC's Land Development and Subdivision Code of Practice Schedule 1B and 1C Certificate.

(e) All earthwork/exposed areas shall be top-soiled and grassed/revegetated or otherwise permanently stabilised.

(f) The consent holder shall remedy any damage to all existing road surfaces and berms that result from work carried out for this consent.

Advice Note:

1. The consent holder is advised that if it is proposed to subdivide the units in future, then all services should be installed to the units in accordance with QLDC's Land Development and Subdivision Code of Practice adopted on 3rd June 2015 and subsequent amendments to that document up to the date of issue of any subdivision consent. It is recommended Council's Engineers are contacted prior to installation of services to arrange for all necessary inspections to be carried out so that services can be checked for compliance with the Council's Code of Subdivision prior to backfilling. Otherwise, services may require excavation and inspection at time of subdivision and CCTV footage may be required to demonstrate compliance with QLDC's Land Development and Subdivision Code of Practice adopted on 3rd June 2015 and subsequent amendments to that document up to the date of issue of any subdivision consent.

APPENDIX 2 - APPLICANT'S AEE

ATTACHMENT [A]

Information & Assessment of Environmental Effects

Alpha Properties Ltd

EARTHWORKS

HEIGHT

ROADSIDE BOUNDARY SETBACK

OUTDOOR LIVING SPACE

ROOF TOP CAR PARKING

June 2016

Prepared by: Nick Geddes

CLARK FORTUNE MCDONALD & ASSOCIATES
REGISTERED LAND SURVEYORS, LAND DEVELOPMENT & PLANNING CONSULTANTS

1.0 A DETAILED DESCRIPTION OF THE PROPOSAL:

1.1 Site Description

The subject site is located on the northern side of Frankton Road (State Highway 6A), between Queenstown and Frankton. The site is legally described as Lot 1 DP 485139, being 2.8081 hectares in area and contained within computer freehold register identifier 21293. A recent search copy of computer freehold register is contained within Attachment [B].

The topography of the site rises up from Frankton Road from 345 to 430 metres above sea level. The terrain consists of moderately to steeply sloping land.

The site affords access from Frankton Road via a right of way easement on the southern boundary.

1.2 Site History

RM050520 Approved on 20 May 2008, by Commissioners Mr Trevor Shields and Mr Lyall Cocks. This granted consent to subdivide Lot 2 Deposited Plan 305273 into 17 fee simple residential allotments with associated earthworks.

RM090646 Approved 7 October 2009, by Commissioner Clarke. This granted consent to vary condition 1 of resource consent RM050520, and include an additional staging condition to enable the subdivision to proceed in three stages.

RM050520.125 Approved 21 December 2012, by Commissioner Sinclair. This granted consent to increase lapse date of RM050520 by three years.

RM130069 Granted in part, subject to the imposition of additional conditions to application sought variation of conditions of consent to enable road to vest. 24th March 2014, by Commissioners Taylor and Kelly.

RM050520.01 Granted 12th September 2014 to change Conditions 1, 13 and 14 of RM050520 to amend the subdivision design, reference to easements and staging.

RM140714 Granted 12th September 2014 to undertake earthworks to create building platforms for future dwellings.

RM150087 Application under Section 88 of the Resource Management Act 1991

(RMA) for land use consent to undertake a development comprising 13 residential units, incorporating a comprehensive residential development; breach outdoor living space, maximum height and access standards. Consent is also sought to subdivide the site into 15 lots to each contain a residential unit. Approved 3 August RE ISSUE.

RM150928 Application under section 127 of the Resource Management Act 1991 (RMA) to change Condition 1 of resource consent RM050520.01 to amend various subdivision boundaries and easements. Approved 21 December 2015.

RM150615 Application under section 127 of the Resource Management Act 1991 (RMA) to change Land Use Condition 1 of Decision A and Subdivision Condition 4 of Decision B of resource consent RM150087 relating to changes to the external appearance, design of the building and changes to the staging condition. Approved 18 January 2016.

RM160038 ALBATROSS QT LTD - VARIATION TO CONDITION 1 OF RM050520.01 AS AMENDED BY RM150928 & TO VARY CONDITIONS OF RM050520.01 AT FRANKTON ROAD, QUEENSTOWN. Pending.

A copy of the relevant decisions for the above are contained in Attachment [D] to this application.

Summary;

The RM050520 approved the subdivision of Lot 2 DP 305273 into 17 separate fee simple lots and was staged by RM090646. Staging and lot configurations were amended to provide the first stage of the original subdivision in one lot and this stage was completed resulting in Lots 1 & 2 DP 485139. Lot 2 was land contained in Stage 1 of RM050520 and became subject to further development under RM140714, RM150087 and RM150615. Lot 1 was the balance parcel containing the remainder of land subject to subdivision under RM050520.01. A further amendment to boundaries and easements was undertaken under RM150615 while RM160038 seeks amendments to conditions relating to geotechnical considerations within various lots.

1.3 The Proposal

The applicant has completed development approved in RM150087 while consent has been approved to excavate Lot 10 RM052020.01. RM050520.01 created Lot 16 comprising of 910m^2 within the inside of a dog leg corner of the access Potters Hill Drive.

1.3.1 Building Construction

The applicant seeks consent to construct two residential apartments within one two storey building on Lot 16. The ground and first floor levels of the building contain an apartment on each level where modest living spaces and two bedroom bathroom spaces are provided. Floor plans are contained in Attachment [E] to this application.

Due to steeply sloping topography an amount of fill is required to achieve a suitable gradient for access form Potters Hill Drive to the car parking area. This fill is required to be retained which constitutes a building 1.5 metres from the roadside boundary of the property while the northern wall of the proposed building stands 1.5 metres from the roadside boundary of the property.

The topography also results in a portion of the proposed building and balustrade stand through the seven metre height limit as depicted on the cross sections provided on the CFMA drawing titled "Proposed Unit on Lot 16 DP 490069" and contained in Attachment [E] to this application.

External cladding includes:

- Concrete block walls with plaster finished, Sto – Stolit Milano
- Joinery – Aluminium, Black
- Balustrade – Steel, Black web forge

A set of drawings for the proposed building is contained in Attachment [E] to this application.

1.3.2 Access and Parking

Pedestrian access to the units is afforded via the car parking area and a series of staircases depicted on the Site Plan and the Floor Plans contained in Attachment [E].

The roof of the building provides four car parking spaces which afford a vehicle crossing onto Potters Hill Drive. Vehicle access from Potters Way is via a formed ramp from roadside level to the parking spaces depicted on the cross sections of the Site Plan. The ramp is within the 1:6 gradient and meets break over angles specified in the District Plan.

Potters Hill Drive is not an arterial road or State Highway. As such, there is no requirement to avoid reverse manoeuvring onto Potters Hill Drive. All vehicles exiting the subject site will exit onto Potters Hill Drive with an uninterrupted sight line uphill (west) of 70 metres and downhill (east) of 53 metres.

1.3.2 Outdoor Living Areas

Outdoor living areas are limited by the topography of the subject site. However, each apartment affords 11.2m^2 of decking space which is accessed from the internal living area via cantilevered doors. In addition, the remainder of the site has been landscaped as depicted on the CFMA drawing titled "Proposed Unit on Lot 16 DP 490069", contained in Attachment [E].

1.3.2 Earthworks

To establish a safe and effective building platform a volume of earthworks is required to be excavated from the site which is detailed on the plan contained in Attachment [E] of this application.

Excavation works requires access from the northern boundary of the site to the eastern edge of the excavation area across the existing slope. Cutting into the slope will provide sufficient width to establish a haul route to transport material from the site in a safe and efficient manner.

A total of 230m^3 is required to be cut and transported from the site along Potters Hill Drive and through the formed intersection with Frankton Road.

Works will proceed to excavate into the hillside from the eastern side to the western. Rock breaking cannot continue constantly. It requires a period of breaking followed by a period where the hydraulic excavator loads material onto a truck positioned on the access way.

Due to the sloping nature of the site significant volumes cannot be excavated readily. The slope requires a level of care and precision which results in the incremental amounts which will be loaded onto trucks to exit the site.

The excavation period is anticipated to be no more than three weeks.

A site management plan appears within Attachment [F] while a number of conditions appear in Attachment [G] which must be considered in addition to the above and as part of the application.

1.4 Statutory Provision

1.4.1 Queenstown Lakes District Council Operative District Plan

7.5.3.4 Discretionary Activities

Any Activity which is not listed as a Non-Complying Activity or Prohibited Activity and which complies with all the Zone Standards but does not comply with one or more of the Site Standards shall be a Discretionary Activity with the exercise of the Council's discretion being confined to the matter(s) specified in the standard(s) not complied with.

7.5.5.2 Site Standards - Residential Activities and Visitor Accommodation

(iii) Setback from Roads

(a) In the Low Density Residential Zone the minimum setback from road boundaries of any building, other than garages, shall be 4.5m.

The eastern elevation of the proposed building stands 1.5 metres from the northern / roadside boundary.

(viii) Outdoor Living Space

(a) The minimum provision of outdoor living space for each residential unit and residential flat contained within the net area of the site within the Low Density Residential Zone shall be:

36m² contained in one area with a minimum dimension of 4.5m at the ground floor level and 8m² contained in one area with a minimum dimension of 2m at any above ground floor level.

The maximum level outdoor living space is within the proposed decking spaces being 11.2m^2 which is 24.8m^2 below the minimum of 36m^2.

(xvi) Earthworks

(a) Earthworks
  (i) The total volume of earthworks does not exceed **100m3** per site (within a 12 month period).
  (ii) The maximum area of bare soil exposed from any earthworks where the average depth is greater than 0.5m shall not exceed **200m²** in area within that site (within a 12 month period).

(b) Height of cut and fill and slope
  (ii) The maximum height of any cut shall not exceed 2.4 metres.

The proposal requires 360m^3 of cut over an area of 172m^2. The maximum height of cut will be 7 metres.

14.2.2.3 Discretionary Activities

Any activity which does not comply with the following **Site Standards** shall be a **Discretionary Activity** with the exercise of the Council's discretion being restricted to the matter(s) specified in that standard.

14.2.4.1 Site Standards - Parking and Loading

(iv) Location and Availability of Parking Spaces

(f) Rooftop car parking shall be a restricted discretionary activity.

7.5.3.5 Non Complying Activities

Any activity which is not listed as a Prohibited Activity and which does not comply with one or more of the relevant Zone standards, shall be a Non Complying Activity.

7.5.5.3 Building Heights – Sloping Sites

(v) Building Height

(b) Sloping sites where the ground slope is greater than 6 degrees (i.e greater than 1 in 9.5).

The maximum height for buildings shall be 7.0m.

A vertical non-compliance of 1.8m stands on the eastern elevation, at the mid point of the apartments vertical non-compliance of 1.4m exists which reduces to 0.69m on the western elevation. The horizontal width of the infringement extends 2.2m on the eastern elevation, at the mid point of the apartments vertical non-compliance of 0.85m exists with 1.1m on the western elevation The horizontal length of the infringement extends a total distance of 15 metres.

1.4.2 Proposed Queenstown Lakes District Council District Plan

The subject site is located within the Low Density Zone of the Proposed District Plan and contains no known protected items or areas of significant vegetation. Submissions towards the Proposed District Plan closed on the 23rd of October.

It is considered unnecessary to undertake a weighting exercise. However, it is worthy to note what direction Council policy makers intend for the Proposed Zone. This has been considered further in Part 3.0 of this application.

1.4.3 National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2012.

A comprehensive review of District and Regional Council records has been undertaken and contained in Attachment [H]. There is no record suggesting an activity on the HAIL has taken place on the piece of land which is subject to this application.

1.5 Classes of activities

1.5.1 Queenstown Lakes District Council Operative District Plan

A complete control check of relevant Chapters is contained in Attachment [H].

1.5.2 Queenstown Lakes District Proposed District Plan

The Proposed Low Density Residential Zone contains Objectives, Policies and Development Controls which are considered to be more permissive than the Operative District Plan. The Proposed District Plan does not seek to introduce any Objective, Policy or Development Control which precludes the current application

1.5.3 Computer Freehold Register

A number of relevant instruments are registered on the title for the subject property:

Land Covenant 10097957.3, requires all buildings to be new and signed off by Albatross QT Ltd, building design and materials must authorized by Albatross QT Ltd and not deviated from without further permission from Albatross QT Ltd, restrictions on landscaping, restrictions on fencing, timing of building works, surfacing of driveways, restrictions on clotheslines, letterboxes and liability of damage to roading, keeping of animals, restriction on further subdivision, non-objection clauses, restrictions on signage, must permit access by Albatross QT Ltd, consequences of breach of covenant, arbitration and conflict resolution.

Encumbrance 10154387.2, relates to the management of the company The Tiers Management Limited in its duties to monitor and maintain roading, stormwater disposal, pedestrian access and water supply.

Copies of the above are contained in Attachment [B] to this application.

Overall, the application is a **non-complying** activity.

2.0 ASSESSMENT OF THE ACTIVITY'S EFFECTS ON THE ENVIRONMENT

2.1 If it is likely that the activity will result in any significant adverse effect on the environment, a description of any possible alternative locations or methods for undertaking the activity:

It is considered that the proposal will not result in any significant adverse effect on the environment and the location proposed is considered appropriate.

2.2 An assessment of the actual or potential effect on the environment of the activity:

2.2.1(a) Permitted Baseline

Section 104 of the Resource Management Act 1991 provides that a consent authority may disregard an adverse effect of the activity on the environment if a national environmental standard or the plan permits an activity with that effect. A number of activities are permitted on the site and therefore form part of the permitted baseline for the site: Residential buildings are a permitted activity in the Low Density Residential Zone and could be accompanied with 100m3 of earthworks over 200m2.

2.2.1(b) Existing Environment

RM050520.01 listed in Part 1.2 must be considered as part the existing environment. This consent has established the road to the subject site which required a considerable amount of earthworks on the site.

RM140714 listed in Part 1.2 must be considered as part the existing environment. This consent established the roading and building platforms associated with 15 residential units split over 5 blocks within Stage 1 of RM050520.01.

RM150087 listed in Part 1.2 must be considered as part the existing environment. This consent established a comprehensive development containing 15 residential units on separate titles that breached outdoor living space, maximum height and access standards.

2.2.2 Any physical effect on the locality, including any landscape and visual effects

Visual Amenity, Views & Outlook

Due to the sloping topography of the site and the surrounding area residential allotments to the north of the site are sufficiently elevated above the subject site to ensure that the proposed development is not visible in any visual context when viewed from a northern perspective. Photos contained in Attachment [I] to this application.

Vehicles and the balustrade can be viewed from Potters Hill Drive. The balustrade structure which encircles the car parking area is some 15 metres in length and stands a maximum height of 0.3m above the centreline of the road on the western end of the building and 2.8m above the centreline of the road on the eastern end.

It is accepted that the balustrade and building will present a visual obstruction of views from Potters Hill Drive towards the Frankton Arm of Lake Wakatipu. The height of the obstruction is not sufficient to remove views to Deer Park Heights and further to the wider Wakatipu Basin. A building constructed as-of-right will remove views to Frankton Arm. Any additional obstruction or loss of visual amenity when viewed from the road above or beyond permitted development on the property is considered to be de minimis.

The proposed building can be viewed from Lot 2 DP 20473. This view must be in the context of existing development to the west of the subject site. The proposed building is considered to be sufficiently distanced from Lot 2 DP 20473 to ensure that there will be no adverse effects on the visual amenity afforded on this property while the appearance of the proposed building is consistent with development to the west.

The western elevation of the proposed building will be visible from the adjoining property Lot 15 RM150087. This property is owned by the applicant.

Remarkables and Greenstone Apartments are oriented to the south over Lake Wakatipu. Views currently afforded from these properties will not be restricted by the proposal.

The subject site is partially visible when travelling along Frankton Road east and west bound. However, any visual perspective afforded from this Road is obtained over the apartment complexes of Remarkables and Greenstone Apartments which stand in the immediate foreground adjoining Frankton Road.

The proposed materials have been detailed in Part 1.4 above and are considered to be naturalistic in appearance and will appear sympathetic to the natural rock which stands to the north and south of the proposed building.

In the context of the existing bulk, location and material appearance of the existing apartments the proposal is considered to be complimentary and will not detract from the visual amenity afforded from Frankton Road or any property to the south of the subject site.

Overall, the appearance proposed building is considered to be consistent with the established buildings on adjoining properties and the surrounding area whilst the area of the building is anticipated in Low Density Residential Zone. Any adverse effects upon the visual amenity, views or outlook enjoyed by surrounding properties will be de minimis.

The proposal includes the location of vehicles at a roof top level. However, the topography of the area results in few residential properties to the north which would look down upon the subject site while the geometry of Potters Hill Drive isolates the subject site from other adjoining properties apart from Lot 15 to the west which is owned by the applicant.

The extent and location of the parking is not considered sufficient to compromise the overall appearance of the property or the surrounding area. The parking can be viewed from a public perspective but this view is limited and intermittent as the view travels along Potters Hill Drive. As such, any adverse effects from the proposed parking upon the visual amenity afforded within the vicinity of the subject site will be de minimis.

Privacy

The western elevation of the proposed building will be visible from the adjoining property Lot 15 RM150087. This property is owned by the applicant.

Lot 2 DP20473 is situated to the east of the subject site and contains a residential dwelling. This site remains elevated above the proposed building and sufficiently removed to ensure that there will be no loss of privacy experienced on this property.

Due to the sloping topography of the subject site any residential development as-of-right upon this property will enviably result in residents obtaining a visual perspective towards Lake Wakatipu over properties to the south, east and west. Therefore, it is not fanciful to consider the loss of privacy within a permitted baseline. When this baseline is removed from the adverse effects associated with the proposed building in terms of privacy afforded on any surrounding properties the sum of the adverse effect is considered to be de minimis.

The proposal includes the location of vehicles at a roof top level. However, the topography of the area results in few residential properties to the north which would look down upon the subject site. The geometry of Potters Hill Drive isolates the subject site from other adjoining properties apart from Lot 15 to the west which is owned by the applicant. The location of the parking will not afford a position for people to obtain an overbearing visual perspective over neighbouring properties. As such, any adverse effects from the proposed parking location upon the privacy of any neighbouring property will be de minimis.

Dominance

Due to the sloping topography of the subject site any residential development as-of-right upon this property will enviably appear at an elevation above that of surrounding properties to the south, east and west. This will have effects of dominance upon surrounding properties. Therefore, it is not fanciful to consider these effects as a permitted baseline.

When the adverse effects of dominance attributed to the permitted baseline is removed from those effects associated with the proposal the remainder of the adverse effect is considered to be de minimis.

Sunlight / Daylight

An analysis has been undertaken of the extent of shading experienced over the site and adjoining properties and a plan has been compiled which is contained in Attachment [E] to this application. The plan depicts the extent of shading on the shortest day, longest day and equinox.

The shortest day shading would occur over the property by virtue of the topography of Queenstown Hill. The longest day the extent of shading is considered to be minimal. Critically, at the equinox the extent of shading is at its maximum. However, the shading which appears beyond the extent of the

subject site falls on Road 6 and does not compromise any amenity afforded in any adjoining properties.

Overall, any adverse effects from the proposed development upon the amenity afforded on any adjoining properties in terms of sunlight admission is considered to be de minimis.

2.2.3 Any effect on those in the neighbourhood and, where relevant, the wider community, including any social, economic, or cultural effects:

Earthworks

Any effect upon those in the neighbourhood and the wider community in terms of visual amenity, views, outlook, privacy, dominance and sunlight / daylight have been discussed in detail above.

The proposal includes the removal of 230m^3 of rock and material to establish a building platform. Access and Egress from the site is via a formed and sealed access road which intersects with Frankton Road. The volume is less than previous consent RM140714 which exported material through the intersection at Frankton Road.

A condition appears in Attachment [G] which restricts works within normal working hours along with the reinstatement of any damage to road surfaces and removal of any material that may be deposited onto any road surface.

Works to excavate material will occur over a period of three weeks in total.

Given the above, any effect from the proposal upon those in the neighbourhood and, where relevant, the wider community, including any social, economic, or cultural effects will be less than minor.

Traffic Generation and Parking

The proposed development features four car parking spaces on the top floor of the proposed building. To exit vehicles will reverse manoeuvre onto the formed and sealed access lot (Potters Way). This access road has be low operating speed by virtue of its geometry while clear sightlines enable a sufficient level of indivisibility between pedestrians, existing vehicles and vehicles travelling on the road to a level that ensures the safety of all road users.

The number of vehicles associated with the proposal has been anticipated under the original subdivision consent RM050520.01 which has designed the access road to accommodate up to 51 residential units prior to any upgrading of the intersection with Potters Way and Frankton Road.

Given the above, any adverse effects from the proposal upon the capacity of the surrounding road network and/or the safety of road users will be de minimis.

Dust

Water is available on the subject site and it is anticipated that K-line sprinklers can be set up to supress dust emission if conditions become conducive for the uplifting of air borne particulates from the works area.

The proposed excavation period for works is 3 weeks in duration and the hours of work have been restricted as set out in a condition of consent contained in Attachment [G].

The neighbouring property to the west contains a residential dwelling some 70 metres from the proposed works site. A mature stand of Douglas Fir stand between the proposed excavation area and the residence on Lot 2 DP 20473. Given the distance from the works area and the trees it is considered that any adverse effects from the proposal in terms of dust upon Lot 2 DP 20473 will be less than minor.

The nearest neighbouring property to the east is 25m from the excavation area. This property is owned by the applicant.

Apartments are located to the south below the access road 67 metres from the works area. Given the direction of predominant winds, distance from the excavation area, the application of water coupled with the limited duration of excavation works any adverse effects from the proposal in terms of dust upon the properties located on Lot 1 DP 20473 will be less than minor.

Given the above, any adverse effects from the proposal in terms of dust upon the surrounding properties will be less than minor.

Noise

The proposed excavation period for works is 3 weeks in duration and the hours of work have been restricted as set out in a condition of consent contained in Attachment [G]. As such, any adverse effects from the proposal in terms of noise upon the surrounding properties will be less than minor.

Vibration

The proposed excavation period for works is 3 weeks in duration and the hours of work have been restricted as set out in a condition of consent contained in Attachment [G]. As such, any adverse effects from the proposal in terms of vibration upon the surrounding properties will be less than minor.

2.2.4 Any effect on ecosystems, including effects on plants or animals and any physical disturbance of habitats in the vicinity:

No significant ecosystems have been identified on the site.

2.2.5 Any effect on natural and physical resources having aesthetic, recreational, scientific, historical, spiritual, or cultural value, or other special value, for present or future generations:

Any effect upon those in the neighbourhood and the wider community in terms of visual amenity, views, outlook, privacy, dominance and sunlight / daylight have been discussed in detail above.

The proposal is for residential development in a residential zone which must be anticipated. The proposal is not considered to result in any effect on natural and physical resources having aesthetic, recreational, scientific, historical, spiritual, or cultural value, or other special value, for present or future generations.

2.2.6 Any discharge of contaminants into the environment, including any unreasonable emission of noise, and options for the treatment and disposal of contaminants:

The proposal does not include the discharge of contaminants.

2.2.7 Any risk to the neighbourhood, the wider community, or the environment through natural hazards or the use of hazardous substances or hazardous installations:

The subject site is not recognized as being susceptible to any natural hazards.

A geotechnical assessment was under taken by Tonkin and Taylor as part of the underlying subdivision consent RM050520.01 where no site specific geotechnical constraints were identified and no further investigations were required. The stability of Lot 16 was further investigated by Geosolve and contents of this investigation appear in the report contained in Attachment [K].

The proposed earthworks are required to establish a safe and effective building platform on a site which is demanding in terms of the underlying topography. Construction of building foundations and retaining will commence immediately after excavation. Excavation is anticipated to last no longer than three weeks.

A site management plan appears within Attachment [F] while a number of conditions appear in Attachment [G] which must be considered in addition to the above and as part of the application.

Given the above, the neighbourhood, wider community and environment are not considered to be at risk from any natural hazards.

The proposed activity does not include the use of hazardous substances or installations.

2.3 If the activity includes the use of hazardous substances and installations, an assessment of any risks to the environment that are likely to arise from such use:

Refer to Part 2.2.7 above.

2.4 If the activity includes the discharge of any contaminant, a description of—

(i) the nature of the discharge and the sensitivity of the receiving environment to adverse effects; and

(ii) any possible alternative methods of discharge, including discharge into any other receiving environment:

Refer to Part 2.2.6 above.

2.5 A description of the mitigation measures (including safeguards and contingency plans where relevant) to be undertaken to help prevent or reduce the actual or potential effect:

Actual and potential adverse effects of the proposal have been considered in Part 2.2. A suite of conditions have been offered in Attachment [G].

2.6 Identification of the persons affected by the activity, any consultation undertaken, and any response to the views of any person consulted:

No persons are considered affected by the activity.

2.7 If the scale and significance of the activity's effects are such that monitoring is required, a description of how and by whom the effects will be monitored if the activity is approved:

No monitoring above or beyond standard consent conditions is considered necessary.

2.8 If the activity will, or is likely to, have adverse effects that are more than minor on the exercise of a protected customary right, a description of possible alternative locations or methods for the exercise of the activity (unless written approval for the activity is given by the protected customary rights group).

The proposed activity will not have any adverse effect on the exercise of a protected customary right.

3.0 DISTRICT PLAN: OBJECTIVES AND POLCIES ASSESSMENT

3.1 Operative District Plan: District Wide Objectives and Polices

3.1.1 Natural Environment

Objective 1 - Nature Conservation Values:

- The protection and enhancement of indigenous ecosystem functioning and sufficient viable habitats to maintain the communities and the diversity of indigenous flora and fauna within the District.
- Improved opportunity for linkages between the habitat communities.
- The preservation of the remaining natural character of the District's lakes, rivers, wetlands and their margins.
- The protection of outstanding natural features and natural landscapes.
- The management of the land resources of the District in such a way as to maintain and, where possible, enhance the quality and quantity of water in the lakes, rivers and wetlands.
- The protection of the habitat of trout and salmon.

Policies relevant to the above Objective being 1.1 – 1.20 have been considered. Due to the site not containing any significant indigenous ecosystems, plants, animals or extensive areas of natural character a majority of these policies are not considered relevant.

Objective 2: Air Quality

- Maintenance and improvement of air quality.

Policies:

2.1 To ensure that land uses in both rural and urban areas are undertaken in a way which does not cause noxious, dangerous, offensive or objectionable emissions to air.

The proposal will not result in any noxious, dangerous, offensive or objectionable emissions to air.

3.2 Landscape and Visual Amenity

Objective:

- Subdivision, use and development being undertaken in the District in a manner which avoids, remedies or mitigates adverse effects on landscape and visual amenity values.

1. Future Development

(a) To avoid, remedy or mitigate the adverse effects of development and/or subdivision in those areas of the District where the landscape and visual amenity values are vulnerable to degradation.

(b) To encourage development and/or subdivision to occur in those areas of the District with greater potential to absorb change without detraction from landscape and visual amenity values.

(c) To ensure subdivision and/or development harmonises with local topography and ecological systems and other nature conservation values as far as possible.

The proposal is considered to be consistent with Policies 1(a) to 1(c) above for the following reasons:

- The subject site is zoned residential and not considered to be within an area where the visual amenity values are vulnerable to degradation.

6. Urban Development

(a) To avoid new urban development in the outstanding natural landscapes of Wakatipu basin.

(b) To discourage urban subdivision and development in the other outstanding natural landscapes (and features) and in the visual amenity landscapes of the district.

(c) To avoid remedy and mitigate the adverse effects of urban subdivision and development where it does occur in the other outstanding natural landscapes of the district by:
- maintaining the open character of those outstanding natural landscapes which are open at the date this plan becomes operative;
- ensuring that the subdivision and development does not sprawl along roads.

(d) To avoid remedy and mitigate the adverse effects of urban subdivision and development in visual amenity landscapes by avoiding sprawling subdivision and development along roads.

The proposal is considered to be consistent with Policies 6(a) to 6(d) above for the following reasons:

- The subject site is not within an outstanding natural landscape or visual amenity landscape.

Policies 2 – 5 & 7 – 17 have been assessed and are not considered to be relevant to the proposal.

3.3 Tangata Whenua

3.4 Open Space and Recreation

3.5 Energy

3.6 Surface of Lakes and Rivers

3.7 Solid and Hazardous Waste Management

Objectives and Policies listed above have been considered and deemed not to be relevant due to the location of the subject site and/or nature of the proposed development.

3.8 Natural Hazards

The subject site is not recognized as being susceptible to any natural hazards.

A geotechnical assessment was under taken by Tonkin and Taylor as part of the underlying subdivision consent RM050520.01 where no site specific geotechnical constraints were identified and no further investigations were required.

The proposed earthworks are required to establish a safe and effective building platform on a site which is demanding in terms of the underlying topography. Construction of building foundations and retaining will commence immediately after excavation. Excavation is anticipated to last no longer than three weeks. A suite of conditions have been offered in Attachment [F].

Given the above, the neighbourhood, wider community and environment are not considered to be at risk from any natural hazards.

3.9 Urban Growth

3.10 Affordable and Community Housing

3.11 Earthworks

3.12 Monitoring, Review and Enforcement

Objectives and Policies listed above have been considered and deemed not to be relevant due to the location of the subject site and/or nature of the proposed development.

3.13 District Wide Residential Objectives and Policies

Objective 1 - Availability of Land

Sufficient land to provide for a diverse range of residential opportunities for the District's present and future urban populations, subject to the constraints imposed by the natural and physical environment.

Policies:

1.1 To zone sufficient land to satisfy both anticipated residential and visitor accommodation demand.

1.2 To enable new residential and visitor accommodation areas in the District.

1.3 To promote compact residential and visitor accommodation development.

1.4 To enable residential and visitor accommodation growth in areas which have primary regard to the protection and enhancement of the landscape amenity.

1.5 To maintain a distinction between the urban and rural areas in order to assist in protecting the quality and character of the surrounding environment and visual amenity.

1.6 To promote, where reasonable, a separation of visitor accommodation development from areas better suited for the preservation, expansion or creation of residential neighbourhoods.

The proposal is considered to be consistent with 1.1 – 1.6 above for the following reasons:

- The proposal provide two residential units within an existing residential zone.
- The subject site is zoned residential and not considered to be within an area where the visual amenity values are vulnerable to degradation.
- The proposal does not promote any distinction between urban and rural areas but it is not considered to compromise any distinction.
- The proposal does not include any visitor accommodation.

Objective 2 - Residential Form

A compact residential form readily distinguished from the rural environment which promotes the efficient use of existing services and infrastructure.

Policies:

2.1 To contain the outward spread of residential areas and to limit peripheral residential or urban expansion.

2.2 To limit the geographical spread and extent of rural living and township areas. Where expansion occurs, it should be managed having regard to the important District-wide objectives.

2.3 To provide for rural living activity in identified localities.

2.4 In new residential areas encourage and provide for development forms which provide for increased residential density and careful use of the topography.

2.5 To encourage and provide for high density development in appropriately located areas close to the urban centres and adjacent to transport routes.

The proposal is considered to be consistent with 2.1 – 2.5 above for the following reasons:

- The subject site is within existing residentially zoned land and is not considered to represent urban expansion.
- The proposal does not include rural living or a new residential area
- The proposal is within the density anticipated within the zone.
- The proposal is considered to represent a careful use of the topography by facilitating residential buildings upon a site which has a steep topographical incline.

Objective 3 - Residential Amenity.

Pleasant living environments within which adverse effects are minimised while still providing the opportunity for community needs.

Policies:

3.1 To protect and enhance the cohesion of residential activity and the sense of community and well being obtained from residential neighbours.

The proposal is within the density anticipated within the zone and provides two further residential units into a developing area in the residential zone. This is considered to promote residential cohesion. The protection and enhancement of 'sense of community and well being' through residential neighbours is not understood.

3.2 To provide for and generally maintain the dominant low density development within the existing Queenstown, Wanaka and Arrowtown residential zones, small townships and Rural Living areas.

The proposal is within the density anticipated within the zone.

3.3 *To provide for and encourage high density residential development within the high density residential zones.*

The subject site is not within a high density residential zone.

3.4 To ensure the external appearance of buildings reflects the significant landscape values and enhance a coherent urban character and form as it relates to the landscape.

The subject site is zoned residential and does not constitute a landscape value which is considered significant. There is not a sufficient level of residential building in the immediate area to establish a level of coherent urban character.

3.5 To ensure hours of operation of non-residential activity do not compromise residential amenity values, social well being, residential cohesion and privacy.

Attachment [G] contains a suite of conditions which includes a condition limiting the hours of operation.

3.6 To ensure a balance between building activity and open space on sites to provide for outdoor living and planting.

The underling topography does not facilitate extensive outdoor living areas.

3.7 To ensure residential developments are not unduly shaded by structures on surrounding properties.

Any effect upon those in the neighbourhood and the wider community in terms of visual amenity, views, outlook, privacy, dominance and sunlight / daylight have been discussed in detail above. Any adverse effects associated with shading are considered to be de minimis.

3.8 To ensure noise emissions associated with non-residential activities are within limits adequate to maintain amenity values.

Discussed in Policy 3.5 above.

3.9 To encourage on-site parking in association with development and to allow shared off-site parking in close proximity to development in residential areas to ensure the amenity of neighbours and the functioning of streets is maintained.

The proposed development includes two car parking spaces for each proposed residential unit. Due to the topography of the site there is insufficient space to avoid reverse manoeuvring onto Potters Hill Drive. However, due to the operating speeds of the road and the clear line sightlines the proposal is not considered to compromise the functioning of the street.

3.10 To provide for and encourage new and imaginative residential development forms within the major new residential areas.

'New and imaginative residential development forms' is not understood.

3.11 To require acoustic insulation of buildings located within the airport Outer Control Boundary, that contain critical listening environments.

The subject site is not considered to be within a critical listening environment.

3.12 To ensure the single dwelling character and accompanying amenity values of the Low Density Residential Zone are not compromised through subdivision that results in an increase in the density of the zone that is not anticipated.

The proposal is within the density anticipated within the zone.

3.13 To require an urban design review to ensure that new developments satisfy the principles of good design.

An urban design review is not required.

3.14 To distinguish areas with low density character where that character should be retained from areas of change located close to urban centres or adjacent to transport routes where higher density development should be encouraged.

These areas are distinguished by zones.

Objective 4 - Non-Residential Activities

The proposal does not include any non-residential activities.

3.2 Plan Change 49: Earthworks

Queenstown Lakes District Plan as Proposed By Plan Change 49 (Earthworks) Plan Change 49 – Earthworks is a Council-initiated Plan Change designed to simplify and streamline the earthworks provisions within the District Plan. The Council's decision on submissions on Plan Change 49 (PC49) was notified on 2 July 2014. Under s86B(1) of the RMA the PC49 rules, objectives, and policies now have legal effect. Therefore it is considered necessary to assess the relevant objectives and policies of PC49 in relation to the proposal.

Objective 1 and associated policies aim to enable necessary earthworks that avoid adverse effects on communities and the natural environment.

Objective 2 seeks to protect landscape and visual amenity values from adverse effects of earthworks.

Objective 3 seeks to ensure earthworks do not adversely impact on the stability of land, adjoining sites.

Objective 6 seeks to protect cultural heritage, including waahi tapu, waahi taonga, archaeological sites and heritage landscapes from adverse effects of earthworks.

As demonstrated in the assessment set out in Section 2.2.1, 2.2.2 and 4.1 below, the earthworks associated with the proposed development will avoid adverse effects on communities and the natural environment and ensure visual amenity values are protected.

Appropriate conditions of consent will ensure that the earthworks do not result in adverse impact on adjoining sites or stability of land and that any cultural or archaeological features are protected.

The proposal is therefore considered to be in accordance with the relevant objective and policies proposed by PC49.

3.3 Proposed Queenstown Lakes District Council District Plan

Relevant Objectives and Policies of the Proposed District Plan are contained within Attachment [J] to this application. Submissions towards the Proposed District Plan closed on the 23rd of October and it is considered unnecessary to undertake a weighting exercise. While assessment cannot be made under the Proposed District Plan consideration of the Proposed District Plan can be made with a view to the direction Council policy makers intend for the Proposed Zone.

It is considered that the Proposed District Plan is more permissive in relation to the current proposal than the Operative District Plan.

4.0 DISTRICT PLAN: RULES AND ASSESSMENT CRITERIA

4.1 Setback from Roads in the Low Density Residential Zone [Rule 7.7.2 xvii(2)]

(a) *The extent to which the intrusion into the street scene is necessary in order to allow more efficient, practical use of the remainder of the site.*

This control seeks to avoid visual intrusion into the street scene which is important on flat to moderately sloping sites where these ground levels enable up to 7 metres of building bulk where a majority of this bulk is visible from a street perspective. Therefore, any position closer to the road boundary could appear out of place within an established setback along the street.

The inclination of the subject site falls dramatically from the road boundary which results in 2.8 metres of building bulk being above the centreline of the road on the eastern elevation reducing to 1.0m over 7.5 metres. The building bulk above the centreline of the road on the western elevation is 0.3m.

When the building bulk above the centreline of the road is viewed from a travelling car or on foot the bulk is reduced further by virtue of the elevation of the view point but given the total length of this bulk it will appear intermittent to any passer by and is not considered sufficient to represent an intrusion on the street scene.

It must be accepted that there is no street scene over this portion of road as the northern side of the road is cut into the existing landform and features an exposed rock face while the southern side of the road falls dramatically from the road level. As such, there is no typical street scene anticipated by this control.

(b) *The extent to which the proposed building will detract from the coherence, openness and attractiveness of the site as viewed from the street and adjoining sites.*

As discussed above, the bulk and location of the infringing building does not detract from any level of coherence, openness or attractiveness of the site. The view from Potters Hill Drive is over the subject site and not through the site by virtue of the topography while views from adjoining sites are unobstructed.

(c) *The ability to provide adequate opportunity for landscaping in the vicinity of road boundaries, which will mitigate the effects of building intrusion into the street scene.*

As discussed in (a) above, the proposed building is not considered to present an intrusion into the street scene.

(d) *The ability to provide adequate on-site parking and manoeuvring for vehicles.*

Due to the topography there is no ability to provide on-site manoeuvring for vehicles. Four on-site parking spaces are depicted on the drawings for each proposed residential unit contained in Attachment [E] to this application.

(e) *The extent to which the proposed building will be compatible with the appearance, layout and scale of other buildings and sites in the surrounding area, including the setback of existing buildings in the vicinity of road boundaries.*

(f) *The extent to which the proposed building will have size, form, proportions, roof line, style, external appearance which are similar to or in keeping with those existing buildings on the site.*

The setback, appearance, layout, scale, size, form, proportions, roof line, style, external appearance of the proposed buildings are considered to be compatible and in keeping with other buildings which have been constructed to the west of the subject site.

(g) *The extent to which the location of the proposed building would adversely affect the historic character of Arrowtown.*

Not applicable.

4.2 Building Height

(a) Whether any earthworks have been carried out on the site prior to the date of notification (10 October 1995) that have lowered the level of the site.

(b) Whether there are rules requiring the site to be built up.

(c) With regard to proposals that breach one or more zone standard(s), whether and the extent to which the proposal will facilitate the provision of a range of Residential Activity that contributes to housing affordability in the District.

With reference to the above;

- No earthworks have been undertaken on the site prior to 10th October 1995.
- There are no rules requiring the site to be built up.
- The proposed development results in two apartments which will create a range in price / affordability.

4.3 Outdoor Living Space [Rule xxii]

(a) The extent to which the reduction in outdoor living space and/or its location will adversely affect the ability of the site to provide for the outdoor living needs of likely future residents of the site.

The proposed development has been intended to be apartment style living where the onus is on providing sufficient internal spaces and adjoining decking to accommodate a healthy living environment.

Each of the proposed Units affords outdoor areas around the building albeit they are steep. Each of the units afford a decking space which is directly adjoining the internal living space.

(b) Any alternative provision on, or in close proximity to, the site for outdoor living space to meet the needs of likely future residents.

The area is not furnished with reserve areas. However, between a combination of modest areas provided adjoining the proposed buildings coupled with decking spaces the proposal is considered to provide a sufficient level of outdoor amenity area for apartment style living.

(c) The extent to which the reduction in outdoor living space or the lack of access to sunlight is compensated for by alternative space within buildings with access to ample sunlight and fresh air.

The decking spaces provided on the southern elevation of the Units are readily accessible and sliding doors on the southern elevation enables occupants to leave doors open and enjoy an outdoor aspect from the open plan living space.

(d) Whether the residential units are to be used for elderly persons housing and the extent to which a reduced area of outdoor living space will adequately provide for the outdoor living needs of the likely residents of the site.

The proposed units are not specifically seeking to provide for elderly housing as intended in the assessment criteria. As above, between a combination of modest areas provided adjoining the proposed buildings coupled with decking spaces the proposal is considered to provide a level of outdoor amenity area.

4.4 Earthworks (Rule 7.7.2 xxxi)

(a) Environmental Protection Measures

(i) Whether and to what extent proposed sediment/erosion control techniques are adequate to ensure that sediment remains on-site.

During earthworks a temporary fence structure will be erected around the southern edges of the worksites on Lot 16 RM050520.01. At the foot of each fence bales of hay will stretch along the edge of the worksite ensuring all sediment remains on the subject site.

The southern edge of Lot 16 has a vertical rock face which falls to meet the access road. Whilst there will be a fence protecting material from falling from the site above, a further fence will be erected below within the road lot restricting access within the area which could potentially experience localised rock movement.

It is noted that the access road is not yet public and access up this road is restricted without authorisation as the area is considered to be a works site under Health and Safety Regulations.

(ii) Whether the earthworks will adversely affect stormwater and overland flows, and create adverse effects off-site.

The subject site has no defined overland flow path and no existing stormwater provision. As such, earthworks proposed will not adversely affect stormwater or overland flows.

While surface flow is not anticipated across the site it is noted that to the north of Lot 16 the access road has kerb and channel which will act as a cut off drain from any surface flow.

(iii) Whether earthworks will be completed within a short period, reducing the duration of any adverse effects.

Mitigation measures and a number of conditions of consent have been provided to ensure that any adverse effects from the proposed development will be de minimis. A reduction in the construction timeframes results in an increase in construction intensity which does not automatically suggest a reduction in adverse effects.

Rock breaking and excavation will be completed within a 3 week period which is considered to be temporary in nature while any adverse effects will be de minimis.

(iv) Where earthworks are proposed on a site with a gradient >18.5 degrees (1 in 3), whether a geotechnical report has been supplied to assess the stability of the earthworks.

The subject site is not recognized as being susceptible to any natural hazards.

A geotechnical assessment was under taken by Tonkin and Taylor as part of the underlying subdivision consent RM050520.01 where no site specific geotechnical constraints were identified and no further investigations were required. The stability of Lot 16 was further investigated by Geosolve and contents of this investigation appear in the report contained in Attachment [K].

A site management plan appears within Attachment [F] while a number of conditions appear in Attachment [G] which must be considered in addition to the above and as part of the application.

The proposed earthworks are required to establish a safe and effective building platform on a site which is demanding in terms of the underlying topography. Construction of building foundations and retaining will commence immediately after excavation. Excavation is anticipated to last no longer than three weeks. A suite of conditions have been offered in Attachment [G].

(vi) Whether appropriate measures to control dust emissions are proposed.

Dust emission has been discussed in Part 2.2.2.

(vii) Whether any groundwater is likely to be affected, and any mitigation measures are proposed to deal with any effects. NB: Any activity affecting groundwater may require resource consent from the Otago Regional Council.

Previous geotechnical investigations undertaken towards the approval of subdivision consent RM050520 did not encounter any groundwater. As such, it is unlikely any works will encounter groundwater.

(b) Effects on landscape and visual amenity values

- *(i) Whether the scale and location of any cut and fill will adversely affect:*
  - *a. the visual quality and amenity values of the landscape;*
  - *b. the natural landform of any ridgeline or visually prominent areas;*
  - *c. the visual amenity values of surrounding sites*
- *(ii) Whether the earthworks will take into account the sensitivity of the landscape.*
- *(iii) The potential for cumulative effects on the natural form of existing landscapes.*
- *(iv) The proposed rehabilitation of the site.*

Effects on landscape and visual amenity values have been considered in Part 2.2.1 of this application where any adverse effects were determined to be de minimis.

(c) Effects on adjacent sites:

- *(i) Whether the earthworks will adversely affect the stability of neighbouring sites.*
- *(ii) Whether the earthworks will change surface drainage, and whether the adjoining land will be at a higher risk of inundation, or a raised water table.*
- *(iii) Whether cut, fill and retaining are done in accordance with engineering standards.*

A geotechnical assessment was under taken by Tonkin and Taylor as part of the underlying subdivision consent RM050520.01 where no site specific geotechnical constraints were identified and no further investigations were required.

All engineering works shall be carried out in accordance with the Queenstown Lakes District Council's policies and standards. A condition appears in the suite of conditions contained in Attachment [G] to this application.

(d) General amenity values

(i) Whether the removal of soil to or from the site will affect the surrounding roads, and neighbourhood through the deposition of sediment, particularly where access to the site is gained through residential areas.

(ii) Whether the activity will generate noise, vibration and dust effects, which could detract from the amenity values of the surrounding area.

(iii) Whether natural ground levels will be altered.

(iv) The extent to which the transportation of soil to or from the site will generate any negative effects on the safety or efficiency of the road network.

The loading of earth shall be confined to the subject site. The applicant will implement suitable measures to prevent deposition of any debris on surrounding roads by vehicles moving to and from the site. In the event that any material is deposited on any roads, the applicant shall take immediate action to clean the roads. A number of conditions appear in the suite of conditions contained in Attachment [G] to this application.

Dust, noise and vibration effects have been discussed in Part 2.2.2 and above where any adverse effects from the proposal in terms of dust upon the surrounding properties will be no more than minor.

The proposed works will alter natural ground levels to establish the building platform. This is anticipated in the Low Density Residential Zone.

(e) Impacts on sites of cultural heritage value:

(i) Whether the subject land contains Waahi Tapu or Waahi Taoka, or is adjacent to a Statutory Acknowledgement Area, and whether tangata whenua have been notified.

(ii) Whether the subject land contains a recorded archaeological site, and whether the NZ Historic Places Trust has been notified.

The subject site is not recognised as a site of any cultural heritage value. However, should any sub-surface archaeological evidence be unearthed during works, work will cease in the immediate area of remains and the Historic Places Trust will be contacted.

4.5 Plan Change 49: Part 22.4

Criteria listed (i) to (vii) have been considered and for the reasons set out in Part 4.1 above the proposal is considered to be consistent with these criteria. Criteria listed (viii) to (ix) are not considered relevant.

4.6 Parking and Loading Area and Entranceway Design [Part 14.3.2(iv)]

(a) Any adverse effects on the safety and security of people and vehicles using the facility.

The car parking area provides clear sight lines which results in a high level of indivisibility between vehicles and pedestrians within and outside the facility. Due to the size of the parking area the speed environment for vehicles is extremely low coupled with the level of indivisibility it is considered that the proposal will not compromise the safety of people and/or vehicles using the facility.

There is no public access to the car parking area. The proposal is not considered to diminish the level of security for people on the site.

(b) The extent to which the safety of pedestrians, both on and off the site will be affected.

Refer to comments in (a) above.

(c) Any adverse effects on the amenity and character of surrounding properties and public areas.

The location of parking spaces on the roof of the proposed building is not considered to compromise the character of the surrounding properties or public areas.

(d) The extent to which there could be any adverse effect on the safety and efficiency of the frontage road.

Refer to comments in (a) above.

(e) The extent to which any reduction in the design characteristics could result in the parking and loading area and/or access and manoeuvring areas being impractical, inconvenient or unsafe be used by vehicles or pedestrians.

The proposed parking design is considered to be most practical given the steeply sloping nature of the existing topography. The inconvenience is applicable only to the occupants of the proposed residential units. The proposed parking arrangement is not considered to be unsafe for the reasons outlined in pat (a) above.

(f) Any cumulative effect of the reduction in the design characteristics in conjunction with the effects generated by other activities on the frontage road.

There is no other roof top parking along the frontage of the road. Therefore, no adverse effects in terms of any cumulative effects are anticipated.

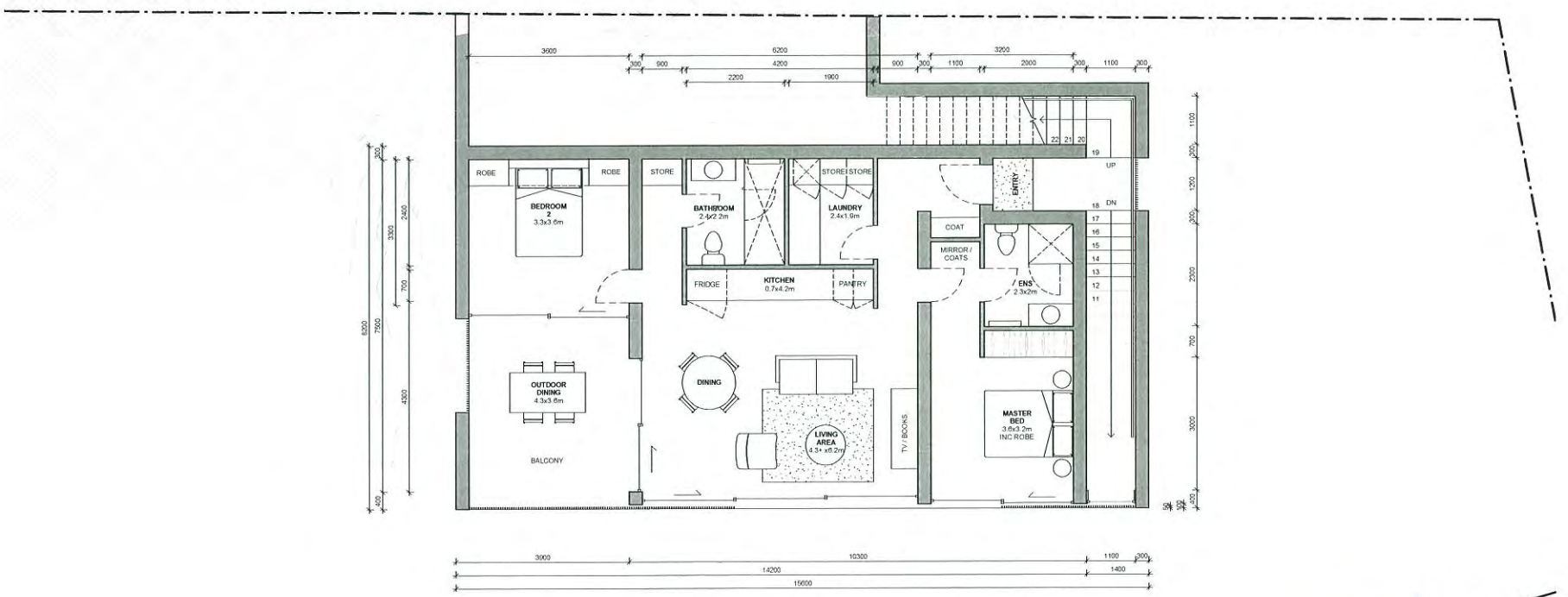
5.0 RESOURCE MANAGEMENT ACT 1991: PART 2

The proposal aligns with the Objectives and Policies of the Low Density Residential Zone. Future development will promote sustainable management of natural and physical resources within the site, whilst ensuring that social, economic, and cultural well-being is provided for. The proposal will avoid, remedy, and mitigate adverse effects of activities on the environment.

Overall, the proposal is in keeping with the purpose and principles of the RMA.

Prepared by **Nick Geddes**
CLARK FORTUNE MCDONALD & ASSOCIATES

14th June 2016



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Thursday, 14 July 2016

refer to CFMA DWG for BDY setback.

SKD 04 - LEVEL 2 PLAN / 1 : 50@A3 / BLOCK_16 / CONCEPT DESIGN 26/04/16

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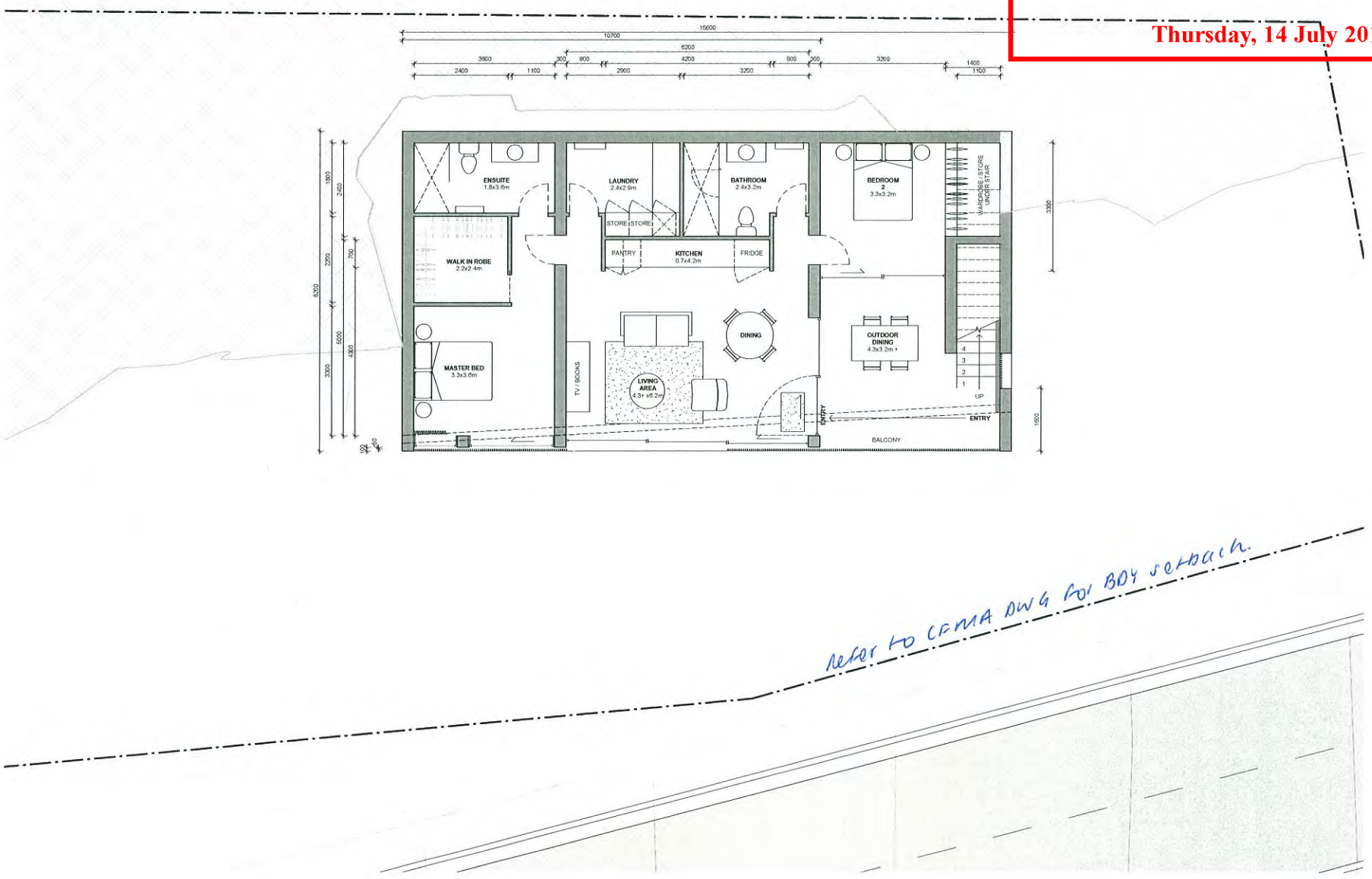

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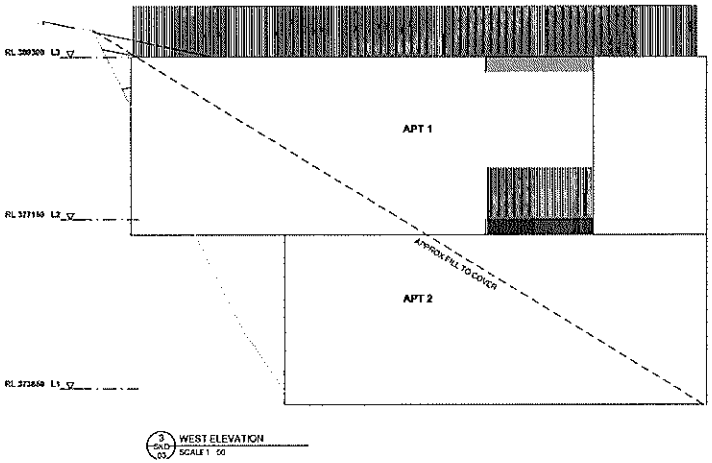

3 SKD 03 WEST ELEVATION
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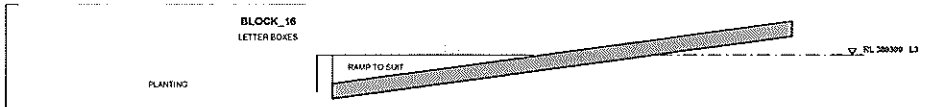

2 SKD 03 NORTH ELEVATION
SCALE 1 : 50

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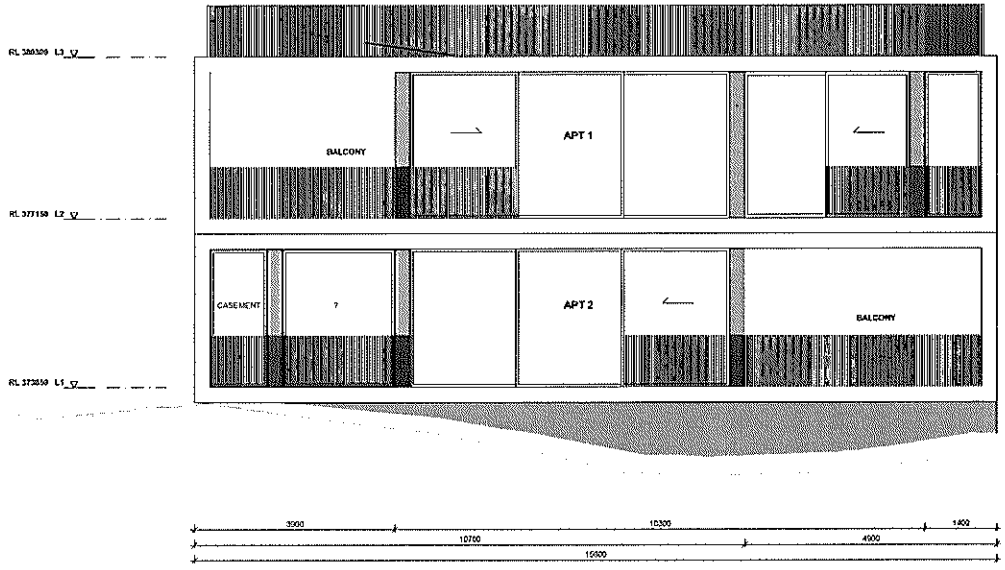
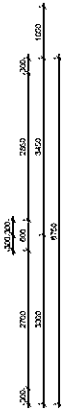
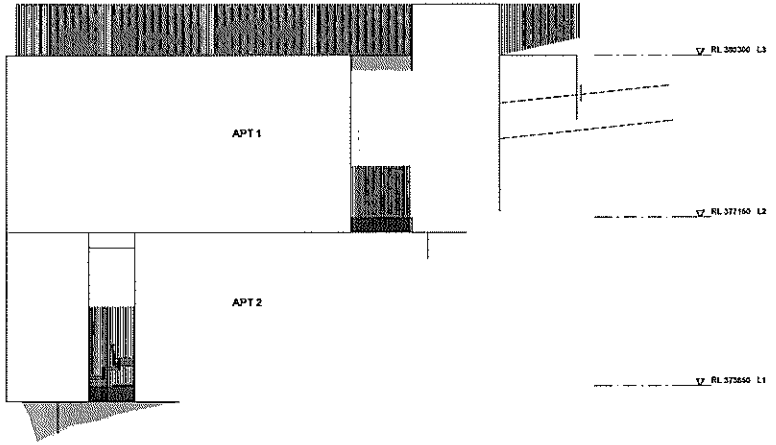


4 SKD 03 SOUTH ELEVATION
SCALE 1 : 50





1 SKD 03 EAST ELEVATION
SCALE 1 : 50

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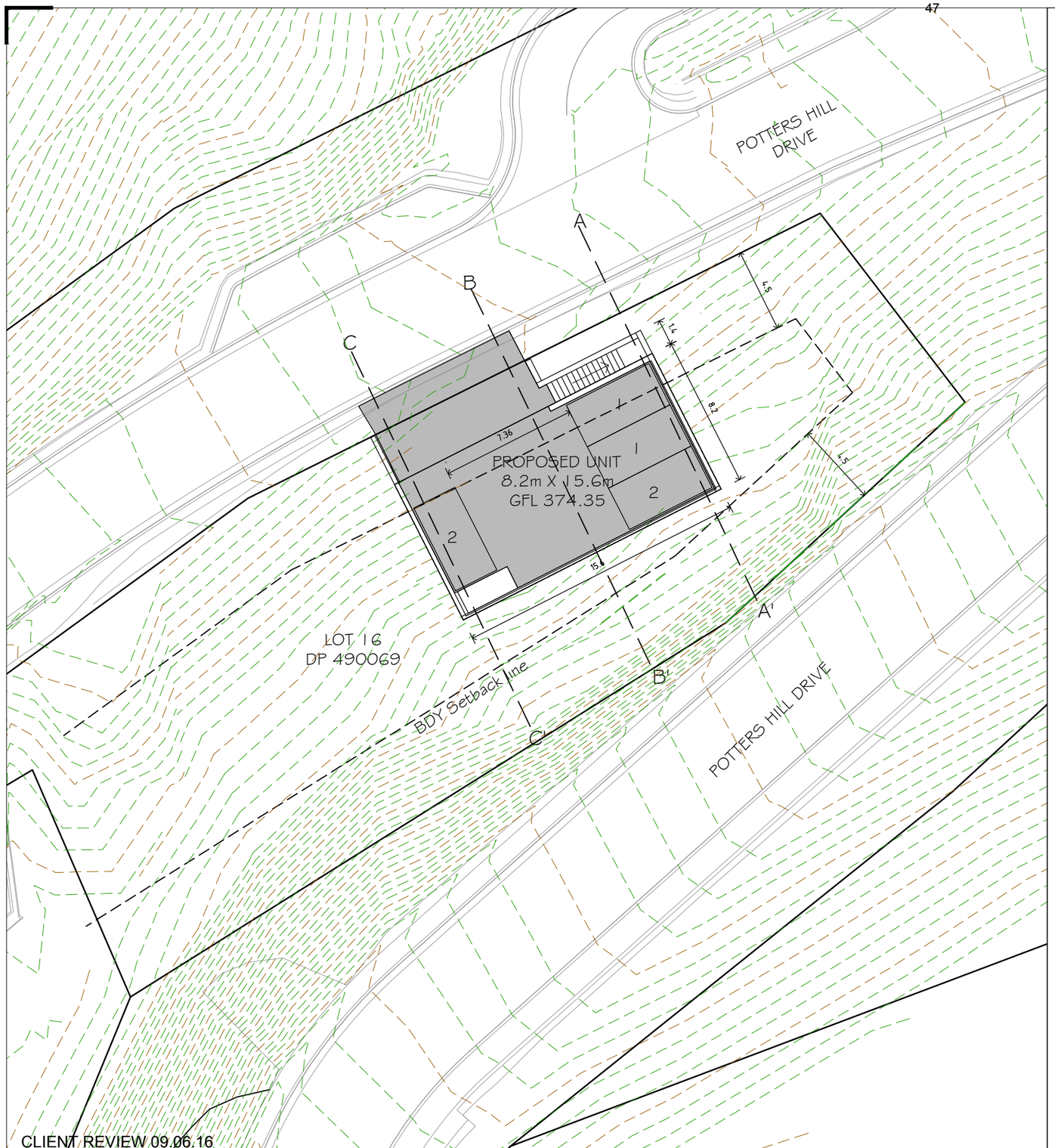
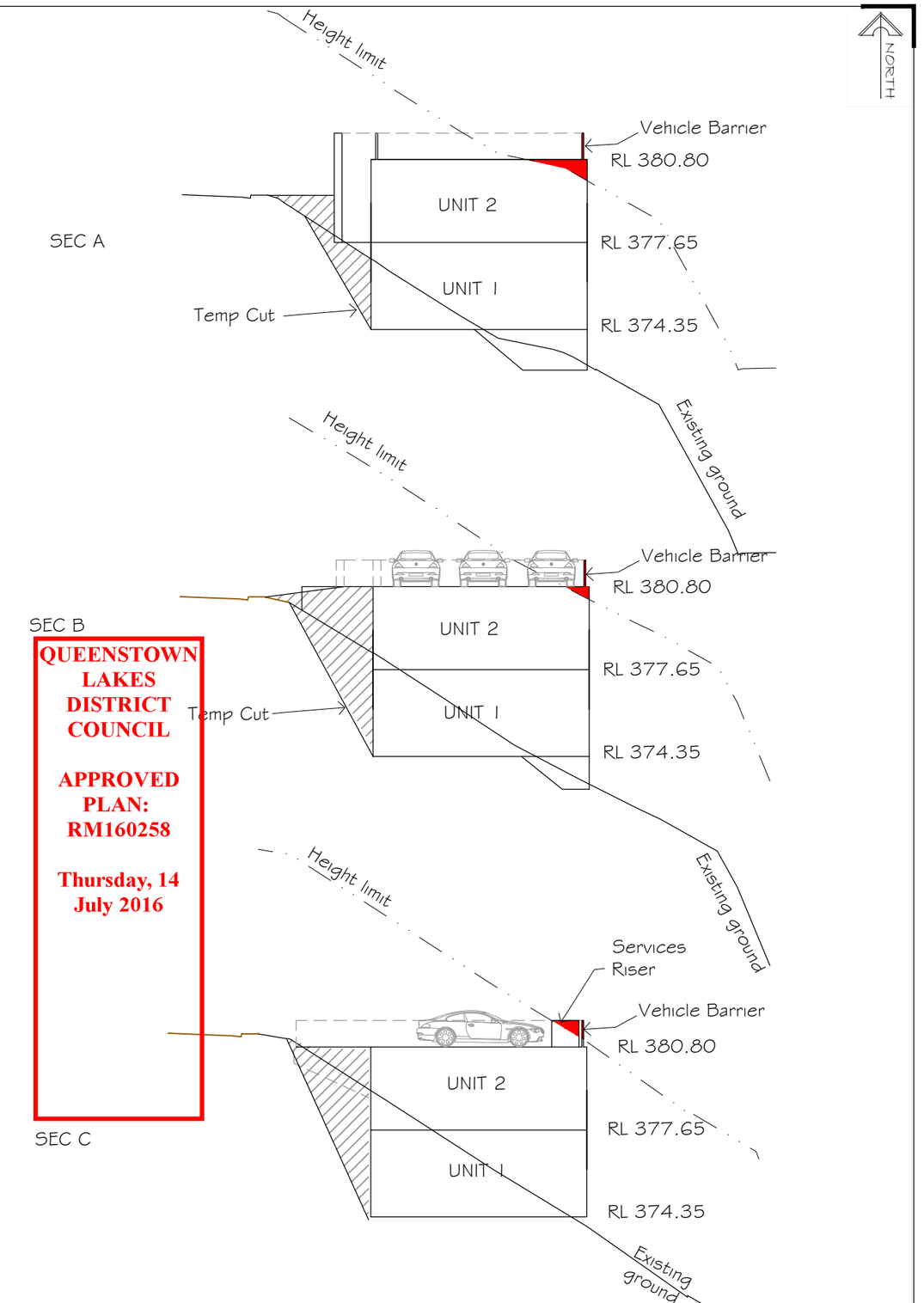
SKD 09 - ELEVATIONS / 1 : 50@A3 / BLOCK_16 / CONCEPT DESIGN 20/07/16



CLIENT REVIEW 09.06.16



QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN: RM160258

Thursday, 14 July 2016

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Rev.	Date	Revision Details	By
A	31.03.16	Ad ust unit position	RB
B	09.06.16	Update with revised unit design	RB

PROPOSED UNIT ON LOT 16 DP □□□□6□

Client: ALPHA PROPERTIES LTD

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	-		-	12377	03 Sheet 001
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	RWB		29.03.16		1:125 @ A1 1:250 @ A3
	Designed	Signed	Date	Datum & Level	Rev.
	-		-	Mt Nic 2000 & MSL	B

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CLIENT REVIEW 09.06.16

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Rev.	Date	Revision Details	By
A	31.03.16	Adjust unit position	RB
B	09.06.16	Update with revised unit design	RB

PROPOSED UNIT ON LOT 16 DP □□□□6□
LANDSCAPING

Client: ALPHA PROPERTIES LTD	Surveyed: -	Signed	Date: -	Job No.: 12377	Drawing No.: 03 Sheet 003	
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	Designed: -	Signed	Date: -	Datum & Level: Mt Nic 2000 & MSL	Rev.: B	

S:\JOBS\12300\12377\acad\12377_03_Lot 16 Proposed Unit_REVb.dwg Plotted: 10.06.2016

DEPTH COLOURS

7m+	CUT
6 - 7m	
5 - 6m	
4 - 5m	
3 - 4m	
2 - 3m	
1 - 2m	
0 - 1m	
0 - 1m	FILL
1 -2m	

POTTERS HILL DRIVE

EARTHWORKS EXTENT

4 IN 1 TEMPORARY ROCK CUT TO ALLOW BUILDING CONSTRUCTION

BATTER REDUCED TO 1 IN 1 WHERE ROCK NOT PRESENT OR TEMPORARY RETAINING MEASURES INSTALLED

EXCAVATION LEVEL RL 374.05

LOT 16 DP 490069

NORTH

QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN: RM160258

Thursday, 14 July 2016

LEGEND

MAJOR CONTOUR (INTERVAL 2.0m)

MINOR CONTOUR (INTERVAL 0.5m)

DEPTH COLOURS (1m INTERVAL)

EARTHWORKS VOLUMES

CUT = 360m2
FILL = 0m2
AREA = 172m2

CLIENT REVIEW 16.02.16

Shotover Design Limited trading as
Clark Fortune McDonald & Associates
Licensed Cadastral Surveyors - Land Development - Planning Consultants
309 Lower Shotover Road, P.O.Box 553 Queenstown
Tel. (03)441-6044, Fax (03)442-1066, Email admin@cfma.co.nz
Shop 2, Otago House, 475 Moray Place, P.O. Box 5960
Tel. (03)470-1582, Fax (03)470-1583, Email admin@cfma.co.nz

Rev.	Date	Revision Details	By
A	31.03.16	Adjust unit position	RB

PROPOSED EART□ WORKS ON LOT 16 DP □□□□6□

Client: ALPHA PROPERTIES LTD	Surveyed: -	Signed	Date: -	Job No.: 12377	Drawing No.: 01 Sheet 001
	Drawn: RWB	Signed	Date: 01.01.14	Scale: 1:50 @ A1, 1:100 @ A3	
	Designed: -	Signed	Date: -	Datum & Level: Mt Nic 2000 & MSL	Rev.: B

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S:\JOBS\12300\12377\acad\12377_02_Lot 16 Earthworks_RevB.dwg Plotted: 10.06.2016

QUEENSTOWN LAKES DISTRICT COUNCIL

www.qldc.govt.nz

DECISIONS OF THE QUEENSTOWN LAKES DISTRICT COUNCIL

NOTIFICATION UNDER s95A AND s95B AND DETERMINATION UNDER s104

OF THE RESOURCE MANAGEMENT ACT 1991

Applicant:	Debby Marie Bell
RM reference:	RM181254
Application:	Application under Section 88 of the Resource Management Act 1991 (RMA) for land use consent to undertake visitor accommodation activity within an existing residential unit (up to 365 days per year) for up to 4 people.
Location:	3 Tiers Lane, Queenstown
Legal Description:	Lot 2 Deposited Plan 490067 held in Computer Freehold Register 706705
Operative District Plan Zoning:	Low Density Residential
Proposed District Plan (Stage 1 – Decisions Version 2018) Zoning:	Low Density Suburban Residential
Proposed District Plan (Stage 2) Zoning:	N/A
Activity Status:	**Discretionary**
Date	**10 October 2018**

SUMMARY OF DECISIONS

1. Pursuant to sections 95A-95F of the Resource Management Act 1991 (**RMA**) the application will be processed on a **non-notified** basis given the findings of Section 3 of this report. This decision is made by John Daly, Senior Planner, on 10 October 2018 under delegated authority pursuant to Section 34A of the RMA.

2. Pursuant to Section 104 of the RMA, consent is **GRANTED SUBJECT TO CONDITIONS** outlined in **Appendix 1** of this decision imposed pursuant to Section 108 of the RMA. This consent can only be implemented if the conditions in Appendix 1 are complied with by the consent holder. The decision to grant consent was considered (including the full and complete records available in Council's electronic file and responses to any queries) by John Daly, Senior Planner as delegate for the Council.

1. SUMMARY OF PROPOSAL AND SITE DESCRIPTION

Consent is sought to undertake visitor accommodation within two bedrooms for up to 4 people 365 days per year at 3 Tiers Lane, Queenstown.

The applicant has provided a detailed description of the proposal, the site and locality and the relevant site history in Sections 1-3 of the report entitled '*ASSESSMENT OF ENVIRONMENTAL EFFECTS. Supporting Resource Consent Application for Visitor Accommodation Use*', and submitted as part of the application (hereon referred to as the applicant's AEE and attached as Appendix 2). This description is considered accurate and is adopted for the purpose of this report with the following additions:

- Additional activity rule breach for visitor accommodation within 4 metres of an internal boundary

The site was developed as a comprehensive residential development (RM150087). An aerial image, site plan and photo of the subject site is provided below.



2. ACTIVITY STATUS

The proposal requires consent for the following reasons:

OPERATIVE DISTRICT PLAN (ODP)

The subject site is zoned Low Density Residential in the ODP and the proposed activity requires resource consent for the following reasons:

- A **discretionary** activity resource consent pursuant to Rule 7.5.3.4 (i) for the proposed visitor accommodation. Council's discretion is restricted to:
    - The location, external appearance and design of buildings;
    - The location, nature and scale of activities on site;
    - The location of parking and buses and access;
    - Noise, and
    - Hours of operation

- A **restricted discretionary** activity resource consent pursuant to Rule 7.5.3.4 (vi) as the proposal will not comply with Site Standard 7.5.6.2(iii)(f) which specifies that no part of any building to be used for VA shall be permitted to be located within 4 metres of an internal boundary, where the site(s) adjoining that internal boundary is zoned residential. The existing dwelling adjoins unit 10 to the east. The Council's discretion is restricted to this matter.

PROPOSED DISTRICT PLAN - STAGE 1 DECISIONS

Council notified its decisions on Stage 1 of the Proposed District Plan (**Stage 1 Decisions Version 2018**) on 5 May 2018. The subject site is zoned Low Density Suburban Residential by the Stage 1 Appeals Version 2018. Council withdrew provisions relating to visitor accommodation from Stage 1 of the District Plan review. No further resource consent is required.

PROPOSED DISTRICT PLAN - STAGE 2 NOTIFIED VERSION

Council notified Stage 2 of the Proposed District Plan (Stage 2 Notified Version 2017) on 23 November 2017. The zoning of the subject site is not changed by the Stage 2 Notified Version 2017. Provisions relating to visitor accommodation are included in this stage of the District Plan review, though no additional resource consents are required.
Overall, the application is considered to be a **discretionary** activity under the ODP and the Stage 1 Decisions Version 2018.

3. SECTION 95A – PUBLIC NOTIFICATION

Section 95A of the RMA requires a decision on whether or not to publicly notify an application. The following steps set out in this section, in the order given, are used to determine whether to publicly notify an application for a resource consent.

3.1 Step 1 – Mandatory public notification

The applicant has not requested public notification of the application (s95A(3)(a)).

Public Notification is not required as a result of a refusal by the applicant to provide further information or refusal of the commissioning of a report under section 92(2)(b) of the RMA (s95A(3)(b)).

The application does not involve exchange to recreation reserve land under section 15AA of the Reserves Act 1977 (s95A(3)(c)).

3.2 Step 2 – Public notification precluded

Public notification is not precluded by any rule or national environmental standard (s95A(5)(a)).

The proposal is not a controlled activity; or a restricted discretionary or discretionary subdivision or residential activity; or a restricted discretionary, discretionary or non-complying boundary activity as defined by section 87AAB; therefore, public notification is not precluded.

The proposal is not a prescribed activity (s95A(5)(b)(i-iv)).

3.3 Step 3 – If not precluded by Step 2, public notification is required in certain circumstances

Public notification is not specifically required under a rule or national environmental standard (s95A(8)(a)).

A consent authority must publicly notify an application if it decides, in accordance with s95D, that the proposed activity will have or is likely to have adverse effects on the environment that are more than minor (s95A(8)(b)).

An assessment in this respect is therefore made in section 3.4 below:

3.4.1 Effects that must be disregarded (s95D(a)-(e))

3.4.1.1 Permitted Baseline (s95D(b))

The consent authority **may** disregard an adverse effect of the activity if a rule or national environmental standard permits an activity with that effect. In this case, no permitted baseline is applicable as all visitor accommodation uses require consent.

3.3.1.2 Assessment: Effects On The Environment

Taking into account the above, the following assessment determines whether the proposed activity will have, or is likely to have, adverse effects on the environment that are more than minor that will require public notification (s95A(8)(b)).

The relevant assessment matters are found in Section 7 of the Operative District Plan and are considered in the assessment below.

Character and Built Form:
The visitor accommodation unit is located amongst other similar unit developments within Tier Lane and no additional internal or external building works are proposed. The entire building is to be used for the visitor accommodation activity and there is sufficient area onsite to accommodate parking.

The applicant provides a visitor operational plan to manage the effects of the activity regarding the number of people, noise, rubbish, parking and use of outdoor areas. The management controls are considered appropriate to ensure the adverse effects are no more than if the house was being used as a permitted residential use, or permitted forms of short term accommodation.

Applications for visitor accommodation have only been approved at the end of Potters Hill Drive. No other visitor accommodation consent has been issued in the immediate vicinity.

Access and parking:
The unit is proposed to be used for visitor accommodation purposes and includes 2 existing spaces adjacent to unit 9 with sufficient access to safely enter and exit the site. The relevant use requires 1.25 car parking spaces for residents/visitors, and 0.25 parks for staff/guests.

In total 1.5 car parks (rounded to 2) are required under the District Plan transport standards. These two car parks will be provided both within the garage and in front of the garage on the site in tandem. The transport rule 14.2.4.1(x)(c) allows the tandem arrangement associated with a visitor accommodation unit. Cleaners will also attend the site between stays (using a bay when not used by visitors) and the manager will be only at the site infrequently to attend to issues. As a result, the existing parking arrangement is appropriate and will not result in any overflow issues. Adverse effects as a result of parking numbers and location will be less than minor.

Adverse effects relating to character, built form and parking on the environment will be less than minor.

3.3.4 Decision: Effects On The Environment (s95A(8))

On the basis of the above assessment, overall the proposed activity is not likely to have adverse effects on the environment that are more than minor. Therefore, public notification is not required under Step 3.

3.4 Step 4 – Public Notification in Special Circumstances

There are no special circumstances in relation to this application.

4. LIMITED NOTIFICATION (s95B)

Section 95B(1) requires a decision on whether there are any affected persons (under s95E). The following steps set out in this section, in the order given, are used to determine whether to give limited notification of an application for a resource consent, if the application is not publicly notified under section 95A.

4.1 Step 1: certain affected groups and affected persons must be notified

Limited notification is not required under Step 1 as the proposal does not affect customary rights groups, customary marine title groups nor is it on, adjacent to or may affect land subject to a statutory acknowledgement (s95B(2)-(4)).

4.2 Step 2: if not required by Step 1, limited notification precluded in certain circumstances

Limited notification is not precluded under Step 2 as the proposal is not subject to a rule in the District Plan or is not subject to a NES that precludes notification (s95B(6)(a)).

Limited notification is not precluded under Step 2 as the proposal is not a controlled activity or is not a prescribed activity (s95B(6)(b)).

4.3 Step 3: if not precluded by step 2, certain other affected persons must be notified

If limited notification is not precluded by step 2, a consent authority must determine, in accordance with section 95E, whether the following are affected persons:

The proposal is not a boundary activity where the owner of an infringed boundary has provided their approval, and it is not a prescribed activity (s95B(7)).

The proposed activity falls into the 'any other activity' category (s95B(8), and the effects of the proposed activity are to be assessed in accordance with section 95E.

4.3.1 Effects That May Be Disregarded

4.3.1.1 Permitted Baseline (s95E(2)(a))

The consent authority **may** disregard an adverse effect of the activity on a person if a rule or national environmental standard permits an activity with that effect. In this case, no permitted baseline is applicable.

4.3.1.2 Persons who have provided written approval (s95E(3))

The following persons have provided written approval for the proposed activity and therefore are not an affected person:

Person (owner/occupier)	Address (location in respect of subject site)
Debby Marie Bell (the applicant)	3 Tiers Lane – the subject property owner

4.3.2 Assessment: Effects on Persons

Location, nature, scale and appearance

The area surrounding the site comprises low density residential dwelling units and does not adjoin any approved visitor accommodation units. The proposed visitor accommodation activity will be restricted to one group letting the site at a time with a maximum number of 4 people. Given there are no proposed physical alterations to the site and the setback breach from unit 10 is existing, there are no adverse effects to be considered in relation to visual amenity of the street, neighbouring properties and views to the Lake.

The use of the site for visitor accommodation will not result in adverse noise effects different from what would be expected from tenants or residents. Noise from guests will be intermittent and temporary in nature and will comply with the noise limits in the ODP. Management of the letting of the site will be undertaken by the letting agent who will be responsible for ensuring that guests do not create excessive noise and that all standards are complied with.

Adverse effects relating to location, nature, scale and appearance will be less than minor.

Loss of privacy

The nature of the proposed activity is such that all activity will be contained within the site, and any effect on privacy will be compatible to a residential use. The site is the middle apartment (Unit 2) of the residential block with private parking and decking spaces. The outdoor space on the rear balcony is effectively enclosed by landscaping and partitioning walls limiting views to and from the neighbouring residences. A deck area at the front of the site is enclosed on three sides, with views towards the lakefront rather than neighbouring residences. The applicant proposes to include signage to restrict the use of deck areas after 10pm and before 7am – as a result effects are able to be sufficiently mitigated to ensure the adverse effects are considered less than minor.

Noise

The applicant is proposing to prohibit the use of the outdoor deck after 10pm and is proposing a 'House Rule' within the Visitor Accommodation Management Plan that 'After 8pm any noisy activities should only occur inside with windows and doors closed'. The applicant is not however seeking to breach the District Plan noise standards for this zone. On this basis it is considered that the effects generated in respect of noise will be less than minor on any person. It is not expected that the proposed visitor accommodation activity will result in greater noise emissions than would occur as a result of residential use of the site with adverse effects from noise considered less than minor

Parking

The Site has sufficient off-street parking for guests, with one internal garage and a second off street carpark available in front of the garage. There will be no need for guests to use off-site parking. This complies with the Chapter 14 ODP requirements of 1.25 parks per unit for guests in the LDR Zone. There is separate pedestrian access from the vehicular road through the site and no ability to access the site by coach.

The use of the Site as visitor accommodation will generate the same degree of traffic effects on the surrounding residential environment, compared to a residential use of the site with any adverse effects on parking considered less than minor.

Overall the proposed activity will have a less than minor adverse effect on the environment.

4.3.4 Decision: Effects on Persons (s95B(1))

In terms of section 95E of the RMA, no person is considered to be adversely affected.

4.4 Step 4 – Further Limited Notification in Special Circumstances (s95B(10))

Special circumstances do not apply that require limited notification.

5. OVERALL NOTIFICATION DETERMINATION

In reliance on the assessment undertaken in sections 3 and 4 above, the application is to be processed on a non-notified basis.

6. S104 ASSESSMENT

6.1 EFFECTS ON THE ENVIRONMENT (s104(1)(a))

Actual and potential effects on the environment have been outlined in section 3 and 4 of this report. There is no change to the existing buildings or physical environment. Conditions of consent can be imposed under s108 of the RMA as required to avoid, remedy or mitigate adverse effects.

6.2 RELEVANT DISTRICT PLAN PROVISIONS (s104(1)(b)(vi))

Operative District Plan

The relevant operative objectives and policies are contained within Part 7 of the ODP and seek to provide pleasant living environments within which adverse effects are minimised while still providing the opportunity for community needs.

Having considered the actual and potential effects of the proposal against the objectives and policies of the District Plan, the proposed activity is compatible with the intent of the surrounding residential area, and the parking arrangements adequate for the intended use and is consistent with the relevant provisions in the Operative District Plan.

Proposed District Plan (Stage 1 – Decisions Version 2018)

The relevant operative objectives and policies are contained within Chapter 7 (*Lower Density Suburban Residential*). Of particular relevance is Objective 7.2.1, which aims to ensure development within the zone provides for a mix of compatible suburban densities and a high amenity low density residential living environment for residents as well as users of public spaces within the zone. In this instance the proposed visitor accommodation activity is considered to be compatible given the assessment in sections 3 and 4 above.

It is noted that Stage 1 of the Proposed District Plan as notified included visitor accommodation provisions for residential zones, however this was withdrawn from Stage 1, and is to be addressed in Stage 2 of the District Plan review.

Proposed District Plan (Stage 2 Notified Version)

Council notified Stage 2 of the Proposed District Plan on 23 November 2017, which contains certain rules that have immediate legal effect pursuant to section 86B(3) of the RMA. In this case, the relevant objectives and policies are to be contained in Part 3, Chapter 7 of Stage 2 Notified Version, and aim to manage the effects of visitor accommodation to maintain the residential character of the zone, and to ensure the residential character of the zone is not compromised by visitor accommodation. Although the proposal is not particularly aligned with the policies of the PDP, given that the effects of the proposed activity will be appropriately managed, and the character of the zone will not be compromised, the application is considered to be consistent with the relevant objectives and policies of the Proposed District Plan (Stage 2 Notified Version).

Weighting between Operative District Plan and Proposed District Plan (Stage 1 Decisions Version 2018 and Stage 2 Notified Version)

The decision version of the PDP Stage 2 has not been through a completed hearing or independently tested. It is considered given the limited extent to which the Proposed District Plan (Stage 2) has progressed at the present time minimal weight can be given to these provisions at this stage. Therefore little weight can be applied to the application being inconsistent with the proposed visitor accommodation objectives and policies and greater weight is applied to the Operative District Plan provisions in relation to visitor accommodation.

6.3 PART 2 OF THE RMA

As in this case the relevant Operative District Plan provisions are valid, have complete coverage and are certain, the above assessment under s104 matters, which give substance to the principles of Part 2, illustrates that the proposed activity accords with Part 2 of the Act.

Similarly, the Proposed District Plan has been created to give effect to the purposes and principles of the RMA. Provisions are certain at this time, however it is acknowledged some are under appeal. It is considered that the consistency of the proposal with these provisions, and the similarity to the ODP assessment, demonstrates that the proposal accords with Part 2 of the Act.

6.4 DECISION ON RESOURCE CONSENT PURSUANT TO SECTION 104 OF THE RMA

Consent is **granted** to undertake visitor accommodation activity, subject to the conditions outlined in *Appendix 1* of this decision report imposed pursuant to Section 108 of the RMA.

7.0 DEVELOPMENT CONTRIBUTIONS AND ADMINISTRATIVE MATTERS

Local Government Act 2002: Development Contributions

In granting this resource consent, pursuant to the Local Government Act 2002 and the Council's Policy on Development Contributions the Council has identified that a Development Contribution is required. Payment will be due prior to commencement of the consent, except where a Building Consent is required when payment shall be due prior to the issue of the code of compliance certificate.

Please contact the Council if you require a Development Contribution Estimate.

Administrative Matters

The costs of processing the application are currently being assessed and you will be advised under separate cover whether further costs have been incurred.

The Council will contact you in due course to arrange the required monitoring. It is suggested that you contact the Council if you intend to delay implementation of this consent or if all conditions have been met.

This resource consent is not a building consent granted under the Building Act 2004. A building consent must be obtained before construction can begin.

This resource consent must be exercised within five years from the date of this decision subject to the provisions of section 125 of the RMA.

If you have any enquiries please contact John Daly on phone (03) 441 0499 or email john.daly@qldc.govt.nz.

Report prepared by

Jack Lewis
PLANNER

Decision made by

John Daly
SENIOR PLANNER

APPENDIX 1 – Consent Conditions
APPENDIX 2 – Applicant's AEE
APPENDIX 3 – Visitor Accommodation Management Plan

APPENDIX 1 – CONSENT CONDITIONS

General Conditions

1. That the development must be undertaken/carried out in accordance with the plans:

   - Block 1 Ground Floor Plan (Unit 2 Only) drawn by *WJ Cadzow*
   - Block 1 First Floor Plan (Unit 2 Only) drawn by *WJ Cadzow*

   stamped as approved on 10 October 2018

   and the application as submitted, with the exception of the amendments required by the following conditions of consent.

2. The consent holder is liable for costs associated with the monitoring of this resource consent under Section 35 of the Resource Management Act 1991.

Operational Conditions

3. The consent holder shall ensure the visitor accommodation activity is undertaken in accordance with the approved site management plan (attached as Appendix 2), and the following conditions (4 – 15).

4. The property may be let for Visitor Accommodation up to 365 nights per calendar year.

5. The property shall be rented to a maximum of one (1) group at any one time.

6. The maximum number of persons on site in association with the visitor accommodation use shall be restricted to four (4) persons at any one time.

7. Regarding the use of outdoor space:

   a) The use of outdoor areas is prohibited between the hours of 10.00pm to 7.00am.

   b) Two (2) signs (minimum A4 size) shall be erected on site to remind guests that they are in a residential area, and that the use of outdoor areas is prohibited between the hours of 10.00pm to 7.00am. One sign shall be installed in the kitchen of the unit and a weatherproof sign (e.g. laminated) shall be installed within the outdoor area.

   c) Upon installation, and prior to the use of the property for visitor accommodation, the consent holder shall submit photographs of these signs to the Council Monitoring Department for monitoring purposes. The signs shall be retained on site as long as the visitor accommodation activity is undertaken.

8. The consent holder shall maintain a record of all tenancies in the form of a register containing the number of occupants and the number of days/nights of occupancy. Details of all tenancies for at least the preceding 5 years shall be continually maintained. This register shall be made available for inspection by the Council at all times.

   Please note: While the consent holder is responsible for there being an up to date register, the register may be completed by a letting agent / property manager.

9. The register specified in Condition (9) shall be made available for inspection by the Council at all times.

10. The consent holder shall ensure that all vehicles associated with the short term visitor accommodation use of the unit, shall be parked within the parking spaces allocated to the unit. The consent holder must advise all guests of this condition.

11. The consent holder shall ensure that no coaches are to service the authorised activity.

12. Prior to any change in the Property Manager or the Property Manager's contact details, the consent holder shall provide to the Council the updated details of the Visitor Accommodation Manager.

13. The consent holder shall be responsible for ensuring that all rubbish and recycling shall be disposed of appropriately. Where there is kerbside collection used, rubbish and recycling shall only be placed on the street the day of or the day prior to collection.

Review

14. Within six months of the date of this decision; and/or upon the receipt of information identifying non-compliance with the conditions of this consent, and/or within ten working days of each anniversary of the date of this decision, in accordance with Sections 128 and 129 of the Resource Management Act 1991, serve notice on the consent holder of its intention to review the conditions of this resource consent for any of the following purposes:

    a) To deal with any adverse effects on the environment that may arise from the exercise of the consent which were not foreseen at the time the application was considered and which it is appropriate to deal with at a later stage.

    b) To deal with any adverse effects on the environment which may arise from the exercise of the consent and which could not be properly assessed at the time the application was considered.

    c) To avoid, remedy and mitigate any adverse effects on the environment which may arise from the exercise of the consent and which have been caused by a change in circumstances or which may be more appropriately addressed as a result of a change in circumstances, such that the conditions of this resource consent are no longer appropriate in terms of the purpose of the Resource Management Act 1991.

Advice Notes

1. The consent holder is advised that there may be ongoing implications for alternative rating of the property from the use of the property for visitor accommodation. As of the time this consent was granted, increased rates from a residential use are generated for visitor accommodation use over 180 days in any one calendar year. For further information contact the Council Rates department.

2. An additional development contribution may be required. It is recommended the applicant contact the Council DCN officer for an estimate.

For Your Information

If your decision requires monitoring, we will be sending an invoice in due course for the deposit referred to in your consent condition. To assist with compliance of your resource consent and to avoid your monitoring deposit being used before your development starts, please complete the "Notice of Works Starting Form" and email to the Monitoring Planner at RCMonitoring@qldc.govt.nz prior to works commencing.

You may also have conditions that require you to apply for Engineering Acceptance. To apply for Engineering Acceptance, please complete the Engineering Acceptance Application form and submit this completed form and an electronic set of documents to engineeringacceptance@qldc.govt.nz with our monitoring planner added to the email at RCMonitoring@qldc.govt.nz.

If your decision requires a development contribution (DC) charge, we will be sending a notice in due course. To answer questions such as what is a DC charge, when a DC charge is triggered and timing of payments, please refer to this link. http://www.qldc.govt.nz/planning/development-contributions/ If you wish to make a DC estimate calculation yourself, please use this link: http://www.qldc.govt.nz/planning/development-contributions/development-contributions-estimate-calculator/ And for full details on current and past policies, please use this link: http://www.qldc.govt.nz/council-online/council-documents/policies/policy-on-development-contributions-and-financial-contributions/

APPENDIX 2 – APPLICANT'S AEE

Appendix 2 Assessment of Environmental Effects

Debby Marie Bell

3 Tiers Lane, Queenstown
Certificate of Title 706705

13 September 2018

1. Introduction and Overview of Application

1.1 This is an application under section 104 of the Resource Management Act 1991 (**RMA**) to use the consented property for the purpose of visitor accommodation (**Application**).

1.2 This Application has been prepared for Debby Marie Bell (**Applicant**).

1.3 3 Tiers Lane (the **Site**) is located within the Low Density Residential Zone (**LDR Zone**). Visitor accommodation consent is sought to enable letting of the property in accordance with the Operative District Plan (**ODP**) and Proposed District Plan (**PDP**).

1.4 No physical changes to the Site are proposed as part of this Application.

1.5 There will be no additional traffic effects or parking effects as a result of this Application, compared to the residential use of the Site.

2. Site locality and description

2.1 The 'Site' which is the subject of this Application is 3 Tiers Lane, legal description: Lot 2 Deposited Plan 490067, CT 706705 (included as **Appendix 3**). The Site is the middle unit of a block of three adjoining apartments. The apartment block is "Block 1" of The Tiers residential development. Approved plans are included as **Appendix 4**.

2.2 The current owner of the property is Debby Marie Bell and this application is made on her behalf. An Affected Party Approval form has been completed as part of this application by the owner, included as **Appendix 5.**

2.3 No alterations or additions to the Site are proposed as part of this application. The Site is compliant with all visitor accommodation standards, including location and maintenance of smoke alarms.

2.4 The Site is accessed off Tiers Lane, which is a no-exit cul de sac off Potters Hill Drive. The Site is located in an area comprised of both residential properties and visitor accommodation. It is a short 10 minute drive to either central Queenstown or the Airport and a short walk to the Frankton Arm lakefront. Sufficient off-street parking is available on the Site, with one internal garage and another off-street carpark in front of the garage. This sufficiently covers parking requirements for the LDR Zone under Chapter 14 of the ODP, which requires 1.25 carparks per unit.

2.5 **Figure 1** below shows the location of the Site and its surrounds.

Figure 1: Location of Site

2.6 **Figure 2** below shows the location of the Site (Lot 2) as part of The Tiers development.

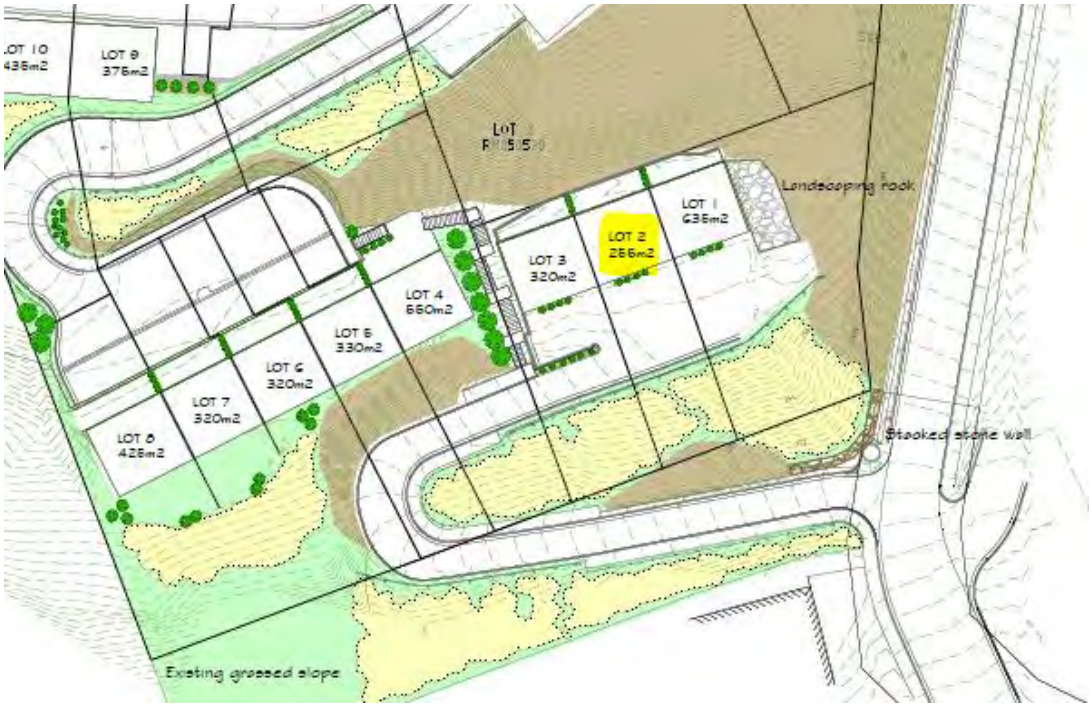


Figure 2: The Tiers

3. Site History

3.1 Building Consent was approved for the current residential dwelling at 3 Tiers Lane (the middle apartment) as part of the block of three adjoining apartments in December 2014. A Code of Compliance certificate was issued on 8 October 2015 and the apartment is considered compliant.

3.2 Resource consent is now requested to let the Site as visitor accommodation, beyond the permitted activity threshold of a minimum of 90 nights per year.

4. Title Review

4.1 The certificate of title for the Site includes a number of registered consent notices and covenants. Most of the instruments do not relate to land use activities. **Appendix 3** includes a copy of Computer Freehold Register 706705 and those relevant instruments related to land use as follows:

(a) Land Covenant 10097957.3

(b) Consent Notice 10097957.4

(c) Land covenant 10154387.10

(d) Consent Notice 10154387.11

4.2 Land Covenant 10097957.3 states that the Site is not to be used for commercial purposes, but specifically excludes Bed & Breakfasts and homestays. The ODP definition of commercial activities also specifically excludes visitor accommodation. There is nothing on the computer freehold register to prevent visitor accommodation occurring on the Site.

District Plans

4.3 The site is zoned Low Density Residential Zone under the ODP. The proposed activity requires resource consent under the following rules:

*A **discretionary activity** resource consent pursuant to:*

Rule 7.5.3.4(i) Visitor Accommodation in the low density residential zone, excluding the visitor accommodation sub-zone, in respect of:

(a) The location, external appearance and design of buildings;
(b) The location, nature and scale of activities on site;
(c) The location of parking and buses and access;
(d) Noise, and
(e) Hours of operation

4.4 The site is zoned Lower Density Residential Zone under the PDP (decisions version), however given visitor accommodation within the LDR Zone has been the subject of the District Plan Stage 2 Variation, which has not yet gone to hearing, no consent is required at this stage under the PDP.

5. Section 95A and 95B Notification

5.1 Public notification is not required for this discretionary activity resource consent, as the criteria under ss.95A(3) or (8) of the RMA are not met. There are no special circumstances requiring public notification under s.95A(9) in this instance.

5.2 The application has been assessed against each of the steps in s.95B to determine whether limited notification is required. None of the steps are applicable in this instance to warrant limited notification. In particular there are no persons considered to be affected persons in accordance with s.95E; given that the effects of the visitor accommodation activity will be contained within the Site, and will not have an adverse effects differing from residential use of the Site. There are no special circumstances which would otherwise warrant limited notification under s.95B.

6. Affected Party Approval

6.1 The following persons have provided their written approval for this Application **(Appendix 5):**

Debby Marie Bell Property Owner

7. Assessment of Effects – Section 104(1)(b)

7.1 Section 104(1)(b) requires that the Council must have regard to any relevant provisions of—

(i) a national environmental standard:
(ii) other regulations:
(iii) a national policy statement:
(iv) a New Zealand coastal policy statement:
(v) a regional policy statement or proposed regional policy statement:
(vi) a plan or proposed plan;

7.2 There are no relevant objectives and policies within higher order documents, including the Otago Regional Policy Statement (proposed and operative) Regional Plans and National Policy Statements. The NES for Assessing and Managing Contaminants in Soil to Protect Human Health 2012 (NES) is not triggered as change from residential to visitor accommodation is not a change in land use.

8. Assessment of Effects – ODP Assessment Matters

8.1 The following is an assessment of the effects of the activity based on the relevant assessment matters provided in Section 7.7.2 of the ODP.

vii Discretionary Activity - Visitor Accommodation

Conditions may be imposed to ensure that:

(a) Compatibility with amenity values of the surrounding environment considering the visual amenity of the street, neighbouring properties or views of the lake; and

(i) The character, scale and intensity of the proposed use and its compatibility in relation to surrounding and/or adjoining residential neighbourhoods

(ii) The nature of the development in the context of the permitted future uses on nearby site

(iii) Loss of privacy

(iv) The proximity of outdoor facilities to residential neighbours

(v) Hours of operation

(vi) The ability to landscape/plant to mitigate visual effects

(vii) Whether the external appearance of the buildings complements the surrounding landscape and urban character, including when viewed from the lake

(b) Any adverse effects in terms of:

(i) The adequacy and location of car parking for the site

(ii) Noise, vibration and lighting from vehicles entering and leaving the site or adjoining road, which is incompatible with the levels acceptable in a low-density residential environment.

(iii) Loss of privacy

(iv) Levels of traffic congestion or reduction in levels of traffic safety which are inconsistent with the classification of the adjoining road.

(v) Pedestrian safety within the vicinity of the activity

(vi) Any cumulative effect of traffic generation from the activity in conjunction with traffic generation from activities in the vicinity.

(vii) Provision for coaches to be parked off-site

(viii) The ability to mitigate any adverse effects of the additional traffic generation such as through the location and design of vehicle crossings, parking and loading areas or through the provisions of screening and other factors which may reduce the effect of the additional traffic generation, such as infrequency of the activity, or limited total time over which the traffic movements occur.

(c) Mitigation of noise emissions beyond the property boundary considering:

(i) The adequacy of mitigation measures, including the layout of outdoor activities (for example barbecues, spa pools), and the ability to screen those activities by vegetation, fencing or building.

(ii) Measures that can be incorporated into the premises to provide for acoustic insulation and / or attenuation of noise emissions.

(d) The ability to supply water, and dispose of sewage, stormwater and other wastes consistent with Regional Council requirements.

(e) The ability to provide adequate, potable water supply, adequate firefighting provisions, and to dispose of sewage, stormwater and other wastes so as to avoid potential adverse effects.

9. Assessment

(a) Compatibility with amenity values of the surrounding environment considering the visual amenity of the street, neighbouring properties or views of the lake; and

(i) The character, scale and intensity of the proposed use and its compatibility in relation to surrounding and/or adjoining residential neighbourhoods

9.1 The area surrounding the Site comprises low density residential living, short term visitor accommodation such as B&Bs, and permanent visitor accommodation such as motels and hotels. The proposed visitor accommodation activity will be restricted to one group letting the Site at a time with a maximum number of 4 people. The nature and scale of the proposed activity is therefore compatible with visitor accommodation currently operating in the area. This type of use is anticipated within the Site and will have effects compatible to residential use of the Site.

9.2 Given there are no proposed physical alterations to the Site, there are no adverse effects to be considered in relation to visual amenity of the street, neighbouring properties and views to the Lake.

9.3 Letting of the unit is to be managed by the professional holiday home management and marketing company, StayHere. StayHere are specialists in property, management in Queenstown. They will ensure that letting of the property complies with all conditions of consents and any management plan put in place.

(ii) The nature of the development in the context of the permitted future uses on nearby site

9.4 The use of the Site for visitor accommodation will not result in adverse noise effects different from what would be expected from tenants or residents. Noise from guests will be intermittent and temporary in nature and will comply with the noise limits in the ODP. Management of the letting of the Site will be undertaken by the letting agent who will be responsible for ensuring that guests do not create excessive noise and that all standards are complied with.

9.5 The Site is located within close proximity to a number of existing hotels, motels, B&Bs and luxury visitor accommodation, therefore the proposed activity is not inconsistent with its surrounds as the area is not a-typical of a purely residential environment.

(iii) Loss of privacy

9.6 The nature of the proposed activity is such that all activity will be contained within the Site, and any effect on privacy will be compatible to residential use of the Site. The Site is the middle apartment (Unit 2) of the residential block with private parking and decking spaces. The outdoor space on the rear balcony is effectively enclosed by landscaping and partitioning walls limiting views to and from the neighbouring residences. A deck area at the front of the Site is enclosed on three sides, with views towards the lakefront rather than neighbouring residences.

(iv) The proximity of outdoor facilities to residential neighbours

9.7 The balconies are well enclosed to ensure privacy and mitigate noise emissions.

9.8 No outdoor areas are being altered or extended through this consent and conditions are proposed by the Applicant in order to control activities and noise emanating from outdoor activities.

(v) Hours of operation

9.9 The Applicant proposes to encourage limited use of outdoor areas by guests after the hours of 10pm and before 7am and to restrict outdoor noise levels so as to comply with ODP noise standards for the Zone at all times.

(vi) The ability to landscape/plant to mitigate visual effects

9.10 Given there are no proposed physical changes to the Site, no further landscaping or planting is proposed. The design of the Site and its existing landscaping ensures visual amenity is maintained. There will be no adverse effects on landscape as a result of including visitor accommodation activities on the Site.

(vii) Whether the external appearance of the buildings complements the surrounding landscape and urban character, including when viewed from the lake

9.11 This assessment matter need not be further addressed given no physical changes are proposed for the Site.

(b) Any adverse effects in terms of:

(i) The adequacy and location of car parking for the site

The Site has sufficient off-street parking for guests, with one internal garage and a second off-street carpark available in front of the garage. There will be no need for guests to use off-site parking. This complies with the Chapter 14 ODP requirements of 1.25 parks per unit for guests in the LDR Zone, as prescribed in Table 1, Rule 14.2.4.1(i) ODP:

Activity	Residents / visitor
Queenstown Low Density Residential Zone and Queenstown High Density Residential Zone Subzone B, C: Thompson St Lomond Cres-Glasgow St; and Subzone C: Vancouver Drive-Belfast Tce; Aspen Grove	1.25 per unit

(ii) Noise, vibration and lighting from vehicles entering and leaving the site or adjoining road, which is compatible with the levels acceptable in a low-density residential environment.

9.12 Any noise, vibration and lighting effects from vehicles will be minimal and will be below an acceptable level for the surrounding residential environment. The Site will be rented in its entirety rather than as individual rooms, and as such guests will likely travel as a group to and from the Site in one vehicle. Therefore use of the Site as visitor accommodation will generate the same degree or in fact a lesser degree of traffic effects on the surrounding residential environment, compared to residential use of the Site.

(iii) Loss of Privacy

9.13 The proposed activity will not have adverse effects on privacy. The layout of the dwelling and location of outdoor spaces is designed to maintain privacy and separation between neighbouring properties to the extent possible. Landscaping is well utilised to create natural barriers between properties and mitigate any noise effects. Given the nature and scale of the proposed activity, the degree of privacy afforded to neighbouring residences will be the same as if the Site was being used for residential purposes.

(iv) Levels of traffic congestion or reduction in levels of traffic safety which are inconsistent with the classification of the adjoining road.

9.14 Given the nature of the visitor accommodation activity proposed, there will be no cumulative effect on traffic congestion. The Site will be rented out in full to one group at a time, who will more than likely travel together in one vehicle. As such, the activity will not lead to an increase in traffic congestion in the area, and in fact it is likely that the number of vehicles accessing the Site will be fewer than what would be expected from a typical residential household of the same size.

9.15 The proposed activity will not have an effect on traffic safety; any use of vehicles coming and going from the Site will be within the regular and expected use of Tiers Lane. Tiers Lane is a no-exit cul de sac with low traffic flow, allowing guests a safe area off the main road where they can find their accommodation.

(v) Pedestrian safety within the vicinity of the activity

9.16 The Site and neighbouring residences have private driveways and carparks, giving guests adequate space to park and walk to and from their vehicles. The Site is accessed directly from Tiers Lane which has low traffic flow as it is generally only used by residents. Pavements on Tiers Lane and surrounding streets are safe and well maintained.

(vi) Any cumulative effect of traffic generation from the activity in conjunction with traffic generation from activities in the vicinity.

9.17 As stated above, the proposed activity will have a minimal effect on traffic generation, likely resulting in fewer vehicles accessing the Site, compared to residential use. The Site is accessed directly off Tiers Lane, which is equipped to manage the current traffic generation resulting from residential and accommodation activities in the area.

(vii) Provision for coaches to be parked off-site

9.18 There is no coach parking required as a result of this consent.

(viii) The ability to mitigate any adverse effects of the additional traffic generation such as through the location and design of vehicle crossings, parking and loading areas or through the provisions of screening and other factors which may reduce the effect of the additional traffic generation, such as infrequency of the activity, or limited total time over which the traffic movements occur.

9.19 As this activity will not result in additional traffic generation these factors do not need to be considered.

(c) Mitigation of noise emissions beyond the property boundary considering:

(i) The adequacy of mitigation measures, including the layout of outdoor activities (for example barbecues, spa pools), and the ability to screen those activities by vegetation, fencing or building.

9.20 The decking spaces are predominating enclosed with landscaping and partitioning walls so as to limit the effect of noise emissions on neighbouring residences. The front deck is enclosed on three sides and faces out towards the lake, so that noise will not travel towards neighbouring residents.

9.21 It is not expected that the proposed visitor accommodation activity will result in greater noise emissions than would occur as a result of residential use of the Site. Operational conditions regarding noise will be enforced by the letting manager and guest will be informed as to the expectations upon them.

(ii) Measures that can be incorporated into the premises to provide for acoustic insulation and / or attenuation of noise emissions.

9.22 The Site has been constructed to Code and comply with all Building Act requirements. Given there are no physical changes proposed to the Site, no further mitigation measures are considered necessary. As stated above, conditions are offered by the Applicant to ensure that all noise standards of the ODP are complied with:

7.5.5.3 Zone Standards – Residential Activities and Visitor Accommodation

xii Noise

(a) Sound from visitor accommodation activities measured in accordance with NZS 6801:2008 and assessed in accordance with NZS 6802:2008 shall not exceed the following noise limits at any point within any other site in this zone:

(i) daytime (0800 to 2000 hrs) 50 dB LAeq(15 min)

(ii) night-time (2000 to 0800 hrs) 40 dB LAeq(15 min)

(iii) night-time (2000 to 0800 hrs) 70 dB LAFmax

(iv) pedestrian safety in the vicinity of the activity.

(d) The ability to supply water, and dispose of sewage, stormwater and other wastes consistent with Regional Council requirements.

9.23 The Site currently has adequate water supply, and stormwater, waste and sewage disposal connected to the property, pursuant to Otago Regional Council requirements. As there are no physical changes to the Site proposed, and the level of use is consistent with the effects of residential use, no further provisions need to be made.

(e) The ability to provide adequate, potable water supply, adequate firefighting provisions, and to dispose of sewage, stormwater and other wastes so as to avoid potential adverse effects.

9.24 The Site is already established and has adequate water supply and waste disposal, pursuant to Otago Regional Council Requirements. As no physical changes to the Site are proposed, no further provisions need to be made.

10. **Assessment of Effects – ODP Objectives and Policies**

7.1.2 District Wide Residential Objectives and Policies

Objective 3 - Residential Amenity

Pleasant living environments within which adverse effects are minimised while still providing the opportunity for community needs.

Objective 4 - Non-Residential Activities Non-Residential Activities which meet community needs and do not undermine residential amenity located within residential areas.

Policies
4.1 To enable non-residential activities in residential areas, subject to compatibility with residential amenity.

4.2 To enable specific activities to be acknowledge in the rules so as to allow their continued operation and economic wellbeing while protecting the surrounding residential environment.

10.1 The Site is in a location that compromises residential properties, hotels, motels, B&B style accommodation, and luxury accommodation. As such the area currently has a mixed character environment where residential living, short term visitor accommodation and permanent visitor accommodation exist in balance. The use of the Site for visitor accommodation will not adversely affect the current environment or undermine residential amenity. The layout of the Site and landscaping on the property will help to ensure privacy and mitigate noise in the area. Measures will be taken by the letting manager to ensure guests understand expectations upon them to keep noise to a minimum during night time hours. The proposal will not have adverse effects on traffic and parking, as adequate parking is available onsite and guests will likely share transport coming to and from the Site. As such, use of the Site as visitor accommodation will not be noticeably different from residential use.

7.2.3 Objectives and Policies - Queenstown Residential and Visitor Accommodation Areas

Objectives

1. Residential and visitor accommodation development of a scale, density and character, within sub zones which are separately identifiable by such characteristics such as location, topography, geology, access, sunlight or views.

2. Residential development organised around neighbourhoods separate from areas of predominately visitor accommodation development. Provision for new consolidated residential areas at identified locations.

Policies
7. To provide for non-residential activities in residential areas providing they meet residential amenity standards and do not disrupt residential cohesion.

8. To ensure the scale and extent of any new Visitor Accommodation in residential areas does not compromise residential amenity values by adversely affecting or altering existing neighbourhood character.

10.2 Allowing for visitor accommodation on the Site will not disrupt residential cohesion of the area, given the mixed character of residential living and visitor accommodation already established. The extent of the visitor accommodation activity is controlled, being limited to one group per let and a maximum of 4 people. The scale is minimal in comparison to other accommodation models occurring in the area, and will not have adverse effects that differ from the general effects of residential use of the Site. As such residential amenity values are not compromised and there are no adverse effects on, or alteration to, the existing neighbourhood character.

11. Assessment of Effects – PDP

11.1 The PDP was notified on 26 August 2015. The Council notified its decisions version of Stage 1 of the PDP on 7 May 2018, which contains objectives and policies with immediate legal effect pursuant to section 86A(2) of the RMA. In this case, the Lower Density Residential zone objectives and policies contained in Chapter 7 of the Stage 1 decisions version are relevant and the proposal is not inconsistent with those objectives and policies.

11.2 Provisions for visitor accommodation and transport are part of the Variation to Stage 2 of the PDP, which was notified on 23 November 2017. Changes are proposed to the definitions, objectives, policies, and rules relating to visitor accommodation across the District, including the LDR Zone. The proposed visitor accommodation rules in the Stage 2 Variation have no legal weighting, however the proposed objectives and policies do have a legal weighting for consideration. Given that the hearing stage on the Variation does not begin until later this month, it is considered that very little weighting should be given to these proposed provisions. In any event, these are briefly addressed below:

7.2 Objectives and Policies

7.2.8 Objective – The location, scale and intensity of visitor accommodation, residential visitor accommodation and homestays is managed to maintain the residential character of the zone.

7.2.9 Objective – Manage the establishment of residential visitor accommodation and homestays to ensure that residential units and residential flats are predominantly used for residential activities, and the residential character of the zone is maintained.

Policies
7.2.9.1 Ensure that residential visitor accommodation and homestays are of a scale and character that is compatible with the surrounding residential context, and maintains residential activities as the predominate use of the site.

7.2.9.2 Provide opportunities for low intensity residential visitor accommodation and homestays as a contributor to the diversity of accommodation options available to visitors and to provide for social and economic wellbeing, while maintaining residential activities as the predominant use of the site.

11.3 As outlined in the above Application, the proposed activity is compatible with the residential context of the area. The area surrounding the Site is already of a mixed character, with residential living and long and short term accommodation operating concurrently. The area is

close to the lakeside, and is short drive from Queenstown town centre and Airport, enabling guests to be self-sufficient and explore the area without adverse effects on residential amenity.

11.4 Any effects on residential amenity in regards to noise, privacy and parking can be internalised within the Site and adequately avoided, given the layout of the Site, use of landscaping and partitioning walls, and adequate private off-street parking. As such there will be no additional parking, traffic, or noise effects from the proposed activity. Due to the restrictions proposed in regards to guest numbers, the Site will operate similar to a residential dwelling and will have no greater effect on amenity than would result from residential use.

11.5 The nature and scale of the proposed activity is in line with the policies outlined above – it is an efficient and economic use of the site as it offers visitors the opportunity to stay in self-sufficient accommodation in a quieter area of town, and promotes social and economic wellbeing for the Site owners and the area in general.

12. Permitted Baseline

12.1 There are a number of visitor accommodation type scenarios that could feasibly take place as a permitted activity under the ODP. Although these standards in the ODP are proposed to be amended through the PDP Variation, the Variation as of yet has no legal effect and therefore the ODP permitted baseline remains the relevant test. These permitted activities are:

(a) A single annual let for one or two nights.

(b) Homestay accommodation for up to 5 guests in a Registered Homestay.

(c) Accommodation for one household of visitors (meaning a group which functions as one household) for a minimum stay of 3 consecutive nights up to a maximum (ie: single let or cumulative multiple lets) of 90 nights per calendar year as a Registered Holiday Home.

12.2 Given the permitted activities, it is feasible that the units on Site could be utilised (without resource consent) for short term visitor accommodation activities up to 30 times per year for a minimum period of three days up to a cumulative maximum of 90 days, or could be utilised as a home occupation in conjunction with normal residential use. Therefore, the application of the permitted baseline in this instance is relevant due to the similarity of effects created by the proposed land use in this application compared to what is otherwise permitted.

13. Assessment of Effects- Part 2 RMA

13.1 The ability to provide for visitor accommodation activities within an already consented residential unit represents an efficient land use and enables the management of natural and physical resources in a manner that enables people and communities to provide for their social, economic and cultural wellbeing as per section 5. Sections 6, 7 and 8 of Part 2 of the Act are not relevant to this application.

14. Conclusion

14.1 The proposed activity will have a less than minor effect on the residential amenity of the surrounding neighbourhood. The area is currently a mixture of residential living and visitor accommodation, and the proposed activity will not result in a shift in this balance. It is limited in nature and scale, in a way so as not to adversely affect the general residential character of the zone.

14.2 The Site is designed in a way that ensures adequate privacy and maintenance of amenity values for the surrounding residences. This is assisted by the natural topography of the Site and its surrounds, including partitioning walls, amenity planting, and orientation of outdoor living areas / location of the deck and outdoor spaces on the Site, landscaping along property boundaries and private parking spaces.

14.3 Overall the proposed activity will have a less than minor adverse effect on the environment. Enabling the Site to be used for visitor accommodation meets a need for alternative visitor accommodation options in the area, represents an efficient use of resources, and enables social and economic wellbeing in the zone, making the activity compatible with expected activities and amenity in the context of the area.

15. Proposed conditions of consent

General Conditions

1. That the development must be undertaken/carried out in accordance with the plans or plan labelled [xxxx]

   stamped as approved on ____ 2018

   and the application as submitted, with the exception of the amendments required by the following conditions of consent.

Operational Conditions

2. The consent holder shall provide a site management plan to the Council's Monitoring Department for certification prior to the use of the unit for visitor accommodation. The approved site management plan must be implemented in perpetuity for the operation of the site. The objective of the site management plan is to outline the management techniques that will be used to ensure conditions (3– 8) are met, and shall include the contact details of the property manager available for any complaints.

3. Each unit shall be rented to a maximum of one (1) group at any one time.

4. The maximum number of guests in a group shall be restricted to four (4) persons at any one time.

5. Regarding the use of outdoor space:

   a. Two (2) signs (minimum A4 size) shall be erected within the Site to remind guests that: they are in a residential area; the use of the outdoor areas and music between the hours of 10.00pm to 7.00am, may breach noise standards resulting in noise complaints which should be avoided. One sign shall be installed in the kitchen and a weatherproof sign (e.g. laminated) shall be installed within the outdoor area.

   b. Upon installation, and prior to the use of the Site for visitor accommodation, the consent holder shall submit photographs of these signs to the Council Monitoring Department for monitoring purposes. The signs shall be retained on site as long as the visitor accommodation activity is undertaken.

6. The consent holder shall maintain a record of all tenancies in the form of a register containing the number of occupants and the number of days/nights of occupancy. This register shall be made available for inspection by the Council at all times.

   Please note: While the consent holder is responsible for there being an up to date register, the register may be completed by a letting agent / property manager.

7. All rubbish and recycling shall be disposed of appropriately. Where there is kerbside collection, rubbish and recycling shall only be placed on the street the day of or day prior to collection.

8. The consent holder shall ensure that all vehicles associated with the short term visitor accommodation are parked onsite and shall ensure that no coaches are to service the authorised activity.

Review

9. At any time, within ten working days the Council may, in accordance with Sections 128 and 129 of the Resource Management Act 1991, serve notice on the consent holder of its intention to review the conditions of this resource consent for any of the following purposes:

    c. To deal with any adverse effects on the environment that may arise from the exercise of the consent which were not foreseen at the time the application was considered and which it is appropriate to deal with at a later stage.

    d. To deal with any adverse effects on the environment which may arise from the exercise of the consent and which could not be properly assessed at the time the application was considered.

    e. To avoid, remedy and mitigate any adverse effects on the environment which may arise from the exercise of the consent and which have been caused by a change in circumstances or which may be more appropriately addressed as a result of a change in circumstances, such that the conditions of this resource consent are no longer appropriate in terms of the purpose of the Resource Management Act 1991.

    f. The purpose of this review is in relation to effects on any person in relation to nuisance (including but not limited to noise and rubbish/recycling).

10. As part of the review clause stated in Condition 9 of this consent, the Council may have the site management plan audited at the consent holder's expense.

APPENDIX 3 – VISITOR ACCOMMODATION MANAGEMENT PLAN

Site Management Plan

Debby Marie Bell

3 Tiers Lane, Queenstown
Lot 2 Deposited Plan 490067, held in Computer Freehold Register 706705

1 **Site Management Plan**

2 This Site Management Plan is prepared in respect of 3 Tiers Lane, Queenstown (**Property**), for use as visitor accommodation in accordance with resource consent RMBell.

3 **Property Manager**

4 The Property is managed by Kayla Whittle from StayHere Queenstown, who can be contacted anytime on:

(a) Phone: +64 22 639 1351

(b) Email: kayla@stayhere.co.nz

5 **Occupancy**

6 One **(1)** group of up to four **(4)** guests are permitted at any one time per unit.

7 **Responsibilities**

8 The Property Manager has the following responsibilities:

(a) Upon check-in ensure no group exceeds the permitted size of four **(4)** guests per unit.

(b) Ensure a copy of the conditions for RMBell is provided within the unit for guests to view at all times.

(c) Maintain a register of guests which contains the number of guests and length of occupancy for each group's visit.

(i) The register will be available for inspection by the Council at all times.

(d) Ensure all rubbish and recycling is disposed of appropriately. Rubbish and recycling is collected via a kerbside service on Tuesday; the rubbish and recycling will only be placed on the street the day of or day prior to collection.

(e) Ensure all guest vehicles are parked on site, and no coaches are used to service the guests from the Property.

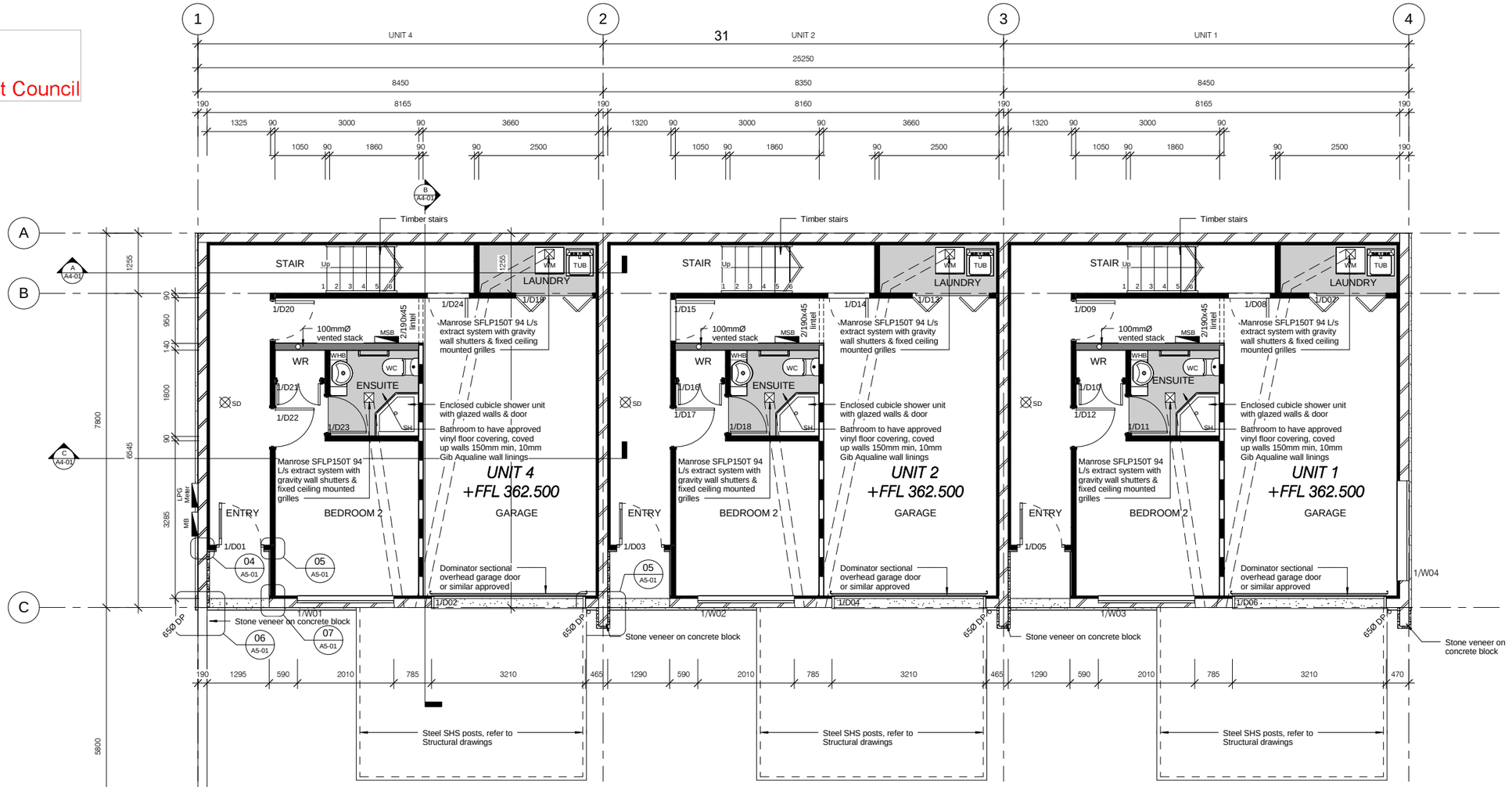
9 **Outdoor Area**

10 Use of the outdoor area between 10:00pm and 7:00am is discouraged where this is likely to breach Residential noise standards.

11 Signs are to be displayed on site at all times (one sign within the kitchen and one in the outdoor area) informing guests of the above conditions, and reminding visitors they are in a Residential zoned area and must be considerate of neighbours.

APPROVED

Queenstown Lakes District Council
BC 140956



Ground Floor Plan

1 : 50

20 Series concrete block retaining walls. Refer to Structural Drawings

WALL LEGEND

- New 90x45mm H1.2 SG8 framing, Studs @ 400mm crs max., 10mm Gib Standard to interior
- New 90x45mm H1.2 SG8 framing, Studs @ 400mm crs max., 10mm Gib Standard to interior, Pink Batts R2.8 wall insulation, 20mm Cavibat Cavity Battens @480mm crs, Thermakraft Covertek 403 building wrap, Vertical Shiplap Cedar Weatherboards
- New 90x45mm H1.2 SG8 framing, Double top plate wall, Studs @ 400mm crs max., 10mm Gib Standard to interior
- New 140x45mm H1.2 SG8 framing, Studs @ 400mm crs max., 10mm Gib Standard to both sides
- New 40x45mm H1.2 SG8 framing, Studs @ 400mm crs max., Dwangs @ 480mm crs max., 10mm Gib Standard to interior, Pink Batts R4.0 wall insulation, 20mm Cavibat Cavity Battens @480mm crs, Thermakraft Covertek 403 building wrap, Vertical Shiplap Cedar Weatherboards
- 20 Series Concrete block, Ardex Shelterseal 5000HD tanking system to exterior, seal with Cemix Brick & Block Sealer, 45mm H3.1 timber battens over Thermakraft Covertek 403 building wrap, 40mm Expol Platinum Board insulation, 10mm Gib Standard to interior
- 20 Series Concrete block, 45mm H3.1 timber battens both sides over Thermakraft Covertek 403 building wrap, 10mm Gib Standard both sides
- SD — Type 1 Domestic Smoke Detector
- MB — Block 1 Electrical Meter Board
- MSB — Electrical Main Switch Board to each Unit
- LPG Meter — Block 1 Gas Meter Board

GENERAL NOTES

1. Stud spacings to all exterior framed walls to be 400mm, unless noted otherwise
2. Stud spacings to all interior non-loadbearing walls to be 600mm unless noted otherwise
3. All bottom plates to exterior wall framing to be fixed to concrete slab with M12 galvanised anchor bolts @ 800mm crs max. Bolts to be complete with 50x50x3mm washers
4. All bottom plates to internal framed walls to be fixed to concrete slab with M12 Trubolts @ 800mm crs max
5. All bottom plates to have a minimum of two fixings per plate
6. All top plates to be fixed to all studs in accordance with Table 8.18 NZS3604:2011, Fixing Type B (2/90x3.15 end nails + 2 wire dogs)
7. All timber lintels to top storey to be fixed in accoardance with Fig. 8.12 NZS3604:2011 for concrete slab and with strap to lintel / stud connection
8. All trimmer studs to lintels to be in accordance with Fig. 8.15 and Table 8.5 of NZS3604:2011
9. All rafters to be fixed to top plates in accordance with Table 10.1 Fixing Type E (2/90x3.15 skew nails + 2 wire dogs
10. All purlins to be fixed to rafters in accordance with Table 10.10 NZS3604:2011 fixing Type T (1/10g self drilling screw, 80mm long)
11. All other timber frame construction to comply strictly in accordance with NZS3604:2011
12. All timber framed external walls to be wrapped with Thermakraft Covertek 403 building wrap
13. All timber battens shot fixed to concrete block wall at 600mm crs both ways
14. All timber toplates to internal non-loadbearing walls to be be shot fixed to underside of floor system at 800mm crs
15. All wet areas to have approved vinyl flooring coved up walls 150mm min. with 10mm Gib Aqualine wall linings
16. All showers to be Englefield enclosed shower units or similar approved.

Refer to Engineers Drawings & Specifications for slab & foundation details, sizing, location & lintel sizes.

GROUND FLOOR AREAS

Unit 1 Ground Floor Area =	65.90m²
Unit 2 Ground Floor Area =	65.10m²
Unit 4 Ground Floor Area =	65.90m²
TOTAL GROUND FLOOR AREA =	**196.90m²**

FLOOR FINISHES

Tarkett Optima flooring vinyl with slip resistance of 0.3 to all Bathrooms, Ensuites, Laundry's & Kitchen areas

All other areas to be selected carpet

Garge to be concrete

NORTH

QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN: RM181254

Wednesday, 10 October 2018

ORIGINAL SIZE A1

Phone: (03) 459 4196
Fax: (03) 459 5076
12 Thames Street
Mosgiel 9024
New Zealand
Building Design and Draughting Services
WJ CADZOW & Associates Ltd

Date	Revision Description	No.
17/11/14	Building reduced from 4 to 3 Units	2
22/08/14	Issue For Building Consent	1
18/08/14	For Client Costing Purposes	B
18/08/14	For Fire Engineers Report	A

Contract:
The Tiers Development - Block 1 for Alpha Properties NZ Ltd. Frankton Road Queenstown

Drawn : MBD	Date: JULY 2014
A1 Scales: 1 : 50	A3 Scales: 1:100

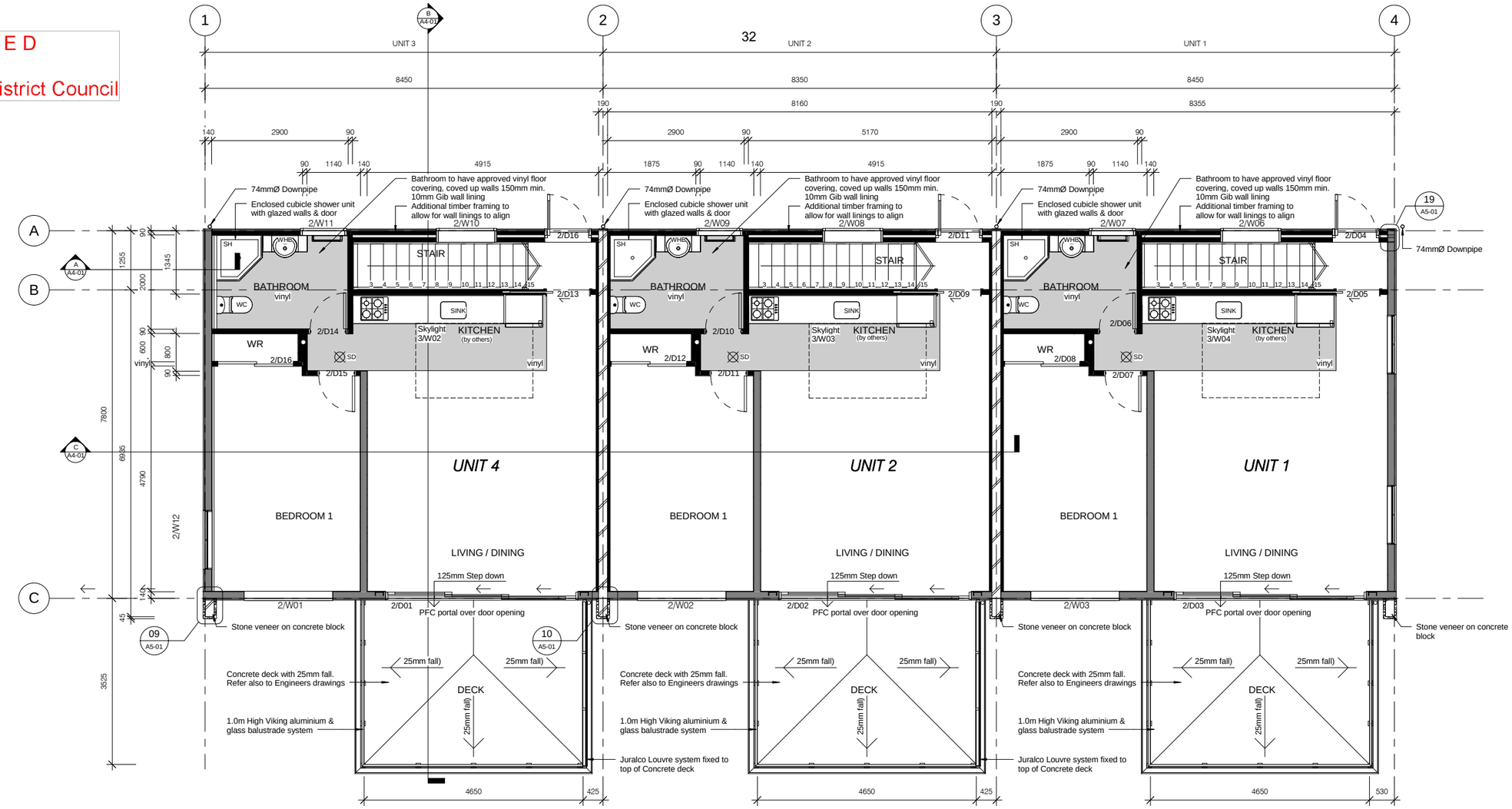
Sheet Title :
Ground Floor Plan

Contract: 14041-01	Sheet: A2-01
CAD File Name:	Of
	Revision: 2

CONSENT ISSUE — A1

APPROVED

Queenstown Lakes District Council
BC 140956



First Floor Plan

1 : 50

WALL LEGEND

- New 90x45mm H1.2 SG8 framing Studs @ 400mm crs max. 10mm Gib Standard to interior
- New 90x45mm H1.2 SG8 framing Studs @ 400mm crs max. 10mm Gib Standard to interior Pink Batts R2.8 wall insulation 20mm Cavibat cavity battens @ 480mm crs Thermakraft Covertek 403 building wrap Vertical Shiplap Cedar Weatherboards
- New 140x45mm H1.2 SG8 framing Studs @ 400mm crs max. 10mm Gib Standard to both sides
- New 140x45mm H1.2 SG8 framing Studs @ 400mm crs max. Dwangs @ 480mm crs max. 10mm Gib Standard to interior Pink Batts R4.0 wall insulation 20mm Cavibat cavity battens @ 480mm crs Thermakraft Covertek 403 building wrap Vertical Shiplap Cedar Weatherboards
- 20 Series Concrete block Ardex Shelterseal 5000HD tanking system to exterior, seal with Cemix Brick & Block Sealer 45mm H3.1 timber battens over Thermakraft Covertek 403 building wrap 40mm Expol Platinum Board insulation 10mm Gib Standard to interior
- 20 Series Concrete block 45mm H3.1 timber battens both sides over Thermakraft Covertek 403 building wrap 10mm Gib Standard both sides
- SD — Type 1 Domestic Smoke Detector

GENERAL NOTES

1. Stud spacings to all exterior framed walls to be 400mm, unless noted otherwise

2. Stud spacings to all interior non-loadbearing walls to be 600mm unless noted otherwise

3. All bottom plates to exterior wall framing to be fixed to concrete slab with M12 galvanised anchor bolts @ 800mm crs max. Bolts to be complete with 50x50x3mm washers

4. All bottom plates to internal framed walls to be fixed to concrete slab with M12 Trubolts @ 800mm crs max

5. All bottom plates to have a minimum of two fixings per plate

6. All top plates to be fixed to all studs in accordance with Table 8.18 NZS3604:2011, Fixing Type B (2/90x3.15 end nails + 2 wire dogs)

7.All timber lintels to top storey to be fixed in accoardance with Fig. 8.12 NZS3604:2011 for concrete slab and with strap to lintel / stud connection

8. All trimmer studs to lintels to be in accordance with Fig. 8.15 and Table 8.5 of NZS3604:2011

9. All rafters to be fixed to top plates in accordance with Table 10.1 Fixing Type E (2/90x3.15 skew nails + 2 wire dogs

10. All purlins to be fixed to rafters in accordance with Table 10.10 NZS3604:2011 fixing Type T (1/10g self drilling screw, 80mm long)

11. All other timber frame construction to comply strictly in accordance with NZS3604:2011

12. All timber framed external walls to be wrapped with Thermakraft Covertek 403 building wrap

13. All timber battens shot fixed to concrete block wall at 600mm crs both ways

14. All timber toplates to internal non-loadbearing walls to be be shot fixed to underside of floor system at 800mm crs

15. All wet areas to have approved vinyl flooring coved up walls 150mm min. with 10mm Gib Aqualine wall linings

16. All showers to be Englefield enclosed shower units or similar approved.

Refer to Engineers Drawings & Specifications for slab & foundation details, sizing, location & lintel sizes.

FIRST FLOOR AREAS

Unit 1 First Floor Area =	65.90m²
Deck Area =	17.30m²
Unit 2 First Floor Area =	65.10m²
Deck Area =	17.30m²
Unit 4 First Floor Area =	65.90m²
Deck Area =	17.30m²
TOTAL FIRST FLOOR AREA =	**248.80m²**

LINTEL SCHEDULE

2/140x45mm SG8	2/W04, 2/W05, 2/W06, 2/W07, 2/W08, 2/W09, 2/W10, 2/W11, 2/W12
2/190x45mm SG8	2/W01, 2/W02, 2/W03
PFC Portal	2/D01, 2/D02, 2/D03

FLOOR FINISHES

Tarkett Optima flooring vinyl with slip resistance of 0.3 to all Bathrooms, Ensuites, Laundry's & Kitchen areas

All other areas to be selected carpet

Garge to be concrete

NORTH

QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN:
RM181254

Wednesday, 10 October 2018

Phone: (03) 459 4196
Fax: (03) 459 6376
12 Thomas Street
Mosgiel 9024
New Zealand.
Building Design and Draughting Services
WJ CADZOW & Associates Ltd

Date	Revision Description	No.
17/11/14	Building reduced from 4 to 3 Units	2
22/08/14	Issue For Building Consent	1
18/08/14	For Client Costing Purposes	B
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Contract:
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Drawn: MBD	Date: JULY 2014
A1 Scales: 1 : 50	A3 Scales: 1:100

Sheet Title:
First Floor Plan

Contract: 14041-01	Sheet: A2-02
CAD File Name:	Of
	Revision: 2

CONSENT ISSUE — A1

ORIGINAL SIZE A1

QUEENSTOWN LAKES DISTRICT COUNCIL

www.qldc.govt.nz

DECISIONS OF THE QUEENSTOWN LAKES DISTRICT COUNCIL

NOTIFICATION UNDER s95 AND DETERMINATION UNDER s104

RESOURCE MANAGEMENT ACT 1991

Applicant:	Anderson (Queenstown) Limited
RM reference:	RM170718
Application:	Application under Section 88 of the Resource Management Act 1991 (RMA) for a Land Use consent to change the use of a two-bedroom residential unit to allow its use as Visitor Accommodation for 365 days a year.
Location:	14 Highlands Close, Queenstown
Legal Description:	Lot 9 Deposited Plan 498650 held within Computer Freehold Register 738968
Zoning:	Low Density Residential
Activity Status:	**Discretionary**
Date	**29 August 2017**

SUMMARY OF DECISIONS

1. Pursuant to sections 95A-95F of the RMA the application will be processed on a **non-notified** basis given the findings of Section 6.0 of this report. This decision is made by Adonica Giborees, Consultant Planner, on 29 August 2017 under delegated authority pursuant to Section 34A of the RMA.

2. Pursuant to Section 104 of the RMA, consent is **GRANTED SUBJECT TO CONDITIONS** outlined in **Appendix 1** of this decision imposed pursuant to Section 108 of the RMA. The consent only applies if the conditions outlined are met. To reach the decision to grant consent the application was considered (including the full and complete records available in Council's electronic file and responses to any queries) by Quinn McIntyre, Manager: Resource Consents, as delegate for the Council.

1. PROPOSAL AND SITE DESCRIPTION

Consent is sought to allow the use of an existing two bedroom residential unit for visitor accommodation purposes for 365 days a year.

The applicant has provided a detailed description of the proposal, in the report entitled *'Details and Assessment of Effects of using 14 Highlands Close, Queenstown as short-term visitor accommodation"*, prepared by Claire Anderson, and submitted as part of the application (hereon referred to as the applicant's AEE and attached as Appendix 2). This description is considered accurate and is adopted for the purpose of this report.

A Site Management Plan has been provided and attached as Appendix 3.

Site and Locality
The unit is newly constructed in a new subdivision on the side of Queenstown Hill with a south facing perspective. The subdivision is off Potters Hill Drive, Frankton Road between Goldfield Heights and Middleton Road.

The unit is a duplex joined to neighbouring unit 16 Highlands Close by the garage wall. The unit is two stories with kitchen, living, deck and single garage on the top level and two bedrooms, two bathrooms on the lower level.

2. ACTIVITY STATUS

2.1 THE DISTRICT PLAN

OPERATIVE DISTRICT PLAN

The subject site is zoned Low Density Residential and the proposed activity requires resource consent for the following reasons:

- A **discretionary** activity resource consent pursuant to Rule 7.5.3.4i for Visitor Accommodation in the Low Density Residential Zone, excluding the visitor accommodation sub-zone. Council's discretion is in respect to:
  - The location, external appearance and design of buildings;
  - The location, nature and scale of activities on site;
  - The location of parking and buses and access;
  - Noise, and
  - Hours of operation.

Overall, the application is considered to be a **discretionary** activity.

PROPOSED DISTRICT PLAN

Council notified the Proposed District Plan on 26 August 2015. There are no relevant rules within the Proposed District Plan with immediate legal effect that relate to this application.

3. SECTION 95A NOTIFICATION

The applicant has not requested public notification of the application (s95A(2)(b)).

No rule or national environmental standard requires or precludes public notification of the application (s95A(2)(c)).

The consent authority is not deciding to publicly notify the application using its discretion under s95A(1) and there are no special circumstances that exist in relation to the application that would require public notification (s95A(4)).

A consent authority must publicly notify an application if it decides under s95D that the activity will have or is likely to have adverse effects on the environment that are more than minor (s95A(2)(a)).

An assessment in this respect follows.

4. ASSESSMENT OF EFFECTS ON THE ENVIRONMENT (s95D)

4.1 MANDATORY EXCLUSIONS FROM ASSESSMENT (s95D)

A: Effects on the owners or occupiers of land on which the activity will occur and on adjacent land (s95D(a)).

*B: The activity is a **discretionary** activity, so that adverse effects which do not relate to a matter of **discretion** have been disregarded (s95D(c)).*

C: Trade competition and the effects of trade competition (s95D(d)).

*D: The following persons have provided their **written approval** and as such adverse effects on these parties have been disregarded (s95D(e)).*

Person (owner/occupier)	Address (location in respect of subject site)
Ian Petry	16 Highlands Close, Queenstown

4.2 PERMITTED BASELINE (s95D(b))

The consent authority **may** disregard an adverse effect of the activity if a rule or national environmental standard permits an activity with that effect.

In this case rental of the whole dwelling for periods of three months or more as a residence is permitted.

In this case the following rental arrangement is a permitted activity: accommodation for one household of visitors (meaning a group which functions as one household) for a minimum stay of 3 consecutive nights up to a maximum (ie: single let or cumulative multiple lets) of 90 nights per calendar year as a Registered Holiday Home. In this case the property is not registered as a Holiday Home.

This outline of the permitted baseline will be discussed further below in terms of comparison against effects resulting from the proposal. It is considered that the application of the permitted baseline is a relevant consideration and should be applied in this instance.

4.3 ASSESSMENT: EFFECTS ON THE ENVIRONMENT

Taking into account sections 4.1 and 4.2 above, the following assessment determines whether the activity will have, or is likely to have, adverse effects on the environment that are more than minor.

The relevant assessment matters are found in Sections 7.7.2(vii)(a-c) visitor accommodation of the District Plan and have been taken into consideration in the assessment below.

The Assessment of Effects provided at section 3.0 of the applicant's AEE, is comprehensive and is considered accurate and is adopted for the purposes of this report, with the addition of the following comments.

The proposed use is of a similar scale in terms of the number of guests as the permitted residential use. The same number of people could live on the property when in residential use and generate the same number of movements. Conditions of consent have been volunteered and are recommended to ensure that scale of the activity is appropriate for the surrounding residential area. With suitable conditions, the adverse effects on the surrounding environment in terms of scale and intensity are considered to be less than minor.

Potential adverse effects associated with visitor accommodation activities such as noise and use of outdoor areas can be appropriately mitigated and addressed through conditions of consent. Conditions to this effect have been volunteered and are recommended. Therefore, the proposal will not significantly affect the residential cohesion, character and amenity within the surrounding residential area.

The property provides sufficient onsite parking for the visitor accommodation activity (two car parks are provided) and is not considered to adversely affect the pedestrian safety in the vicinity of the area.

4.4 DECISION: EFFECTS ON THE ENVIRONMENT (s95A(2))

Overall the proposed activity is not likely to have adverse effects on the environment that are more than minor.

5.0 EFFECTS ON PERSONS

Section 95B(1) requires a decision whether there are any affected persons (under s95E) in relation to the activity. Section 95E requires that a person is an affected person if the adverse effects of the activity on the person are minor or more than minor (but not less than minor).

5.1 MANDATORY EXCLUSIONS FROM ASSESSMENT (s95E)

*A: The activity is a **discretionary** activity, so that adverse effects which do not relate to a matter of **discretion** have been disregarded (s95E(2)(b)).*

*B: The persons outlined in section 4.1 above have provided their **written approval** and as such these persons are not affected parties (s95E(3)(a)).*

5.2 PERMITTED BASELINE (s95E(2)(a))

The consent authority **may** disregard an adverse effect of the activity on a person if a rule or national environmental standard permits an activity with that effect. In this case the permitted baseline is found within section 4.2 above.

5.3 ASSESSMENT: EFFECTS ON PERSONS

Taking into account sections 5.1 and 5.2 above, the following outlines an assessment as to whether the activity will have or is likely to have adverse effects on persons that are minor or more than minor:

With the volunteered and recommended conditions of consent avoiding and mitigating adverse effects associated with noise, use of outdoor areas and car parking it is considered that the visitor accommodation activity will be of a nature and scale similar to the permitted residential use of the property. Therefore, adverse effects on surrounding owners and occupiers will be less than minor.

5.4 DECISION: EFFECTS ON PERSONS (s95B(1))

In terms of Section 95E of the RMA, no person is considered to be adversely affected.

6.0 OVERALL NOTIFICATION DETERMINATION

Given the decisions made above in sections 4.4 and 5.4 the application is to be processed on a non-notified basis.

7.0 S104 ASSESSMENT

7.1 EFFECTS (s104(1)(a))

Actual and potential effects on the environment have been outlined in section 4 of this report. Conditions of consent can be imposed under s108 of the RMA as required to avoid, remedy or mitigate adverse effects.

7.2 RELEVANT DISTRICT PLAN PROVISIONS (s104(1)(b)(vi))

The relevant objectives and policies are contained within Part 7 (Residential Areas) of the Operative District Plan.

The proposal is considered to meet the relevant policies and objectives of Part 7 (Residential Areas) as the nature and scale of the visitor accommodation activity will be in keeping with the permitted residential use of the property secured by way of conditions of consent. The proposed visitor accommodation activities are therefore considered to have less than minor adverse effects on the residential amenity.

Proposed District Plan

Council notified the Proposed District Plan on 26th August 2015, which contains objectives and policies with immediate legal effect, pursuant to section 86A(2) of the RMA. No objectives or policies of immediate effect are relevant to this proposal.

Overall, the effects of this proposal are acceptable and the proposal is consistent with the objectives and policies of the Operative District Plan. Having considered the matters set out in section 104 of the Act, and subject to Part 2, I am of the opinion that resource consent can be granted subject to appropriate conditions.

7.3 PART 2 OF THE RMA

As in this case the relevant District Plan provisions are valid, have complete coverage and are certain, the above assessment under s104 matters, which give substance to the principles of Part 2, illustrates that the proposed activity accords with Part 2 of the Act.

7.4 DECISION ON RESOURCE CONSENT PURSUANT TO SECTION 104 OF THE RMA

Consent is **granted** subject to the conditions outlined in *Appendix 1* of this decision report imposed pursuant to Section 108 of the RMA.

8.0 OTHER MATTERS

Local Government Act 2002: Development Contributions

In granting this resource consent, pursuant to the Local Government Act 2002 and the Council's Policy on Development Contributions the Council has identified that a Development Contribution is required. Payment will be due prior to commencement of the consent, except where a Building Consent is required when payment shall be due prior to the issue of the code of compliance certificate.

Please contact the Council if you require a Development Contribution Estimate.

Administrative Matters

The costs of processing the application are currently being assessed and you will be advised under separate cover whether further costs have been incurred.

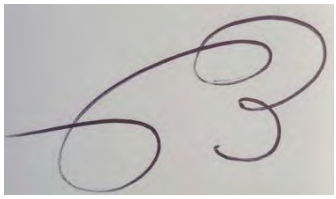
The Council will contact you in due course to arrange the required monitoring. It is suggested that you contact the Council if you intend to delay implementation of this consent or if all conditions have been met.

This resource consent is not a consent to build under the Building Act 2004. A consent under this Act must be obtained before construction can begin.

This resource consent must be exercised within five years from the date of this decision subject to the provisions of Section 125 of the Resource Management Act 1991.

If you have any enquiries please contact Emma Williams on phone 027 6349977 or email emma.williams@qldc.govt.nz.

Report prepared by



Emma Williams
CONSULTANT PLANNER

Decision made by

Quinn McIntyre
MANAGER: RESOURCE CONSENTS

APPENDIX 1 – Consent Conditions
APPENDIX 2 – Applicant's AEE
APPENDIX 3 – Site Management Plan

APPENDIX 1 – CONSENT CONDITIONS

General Condition

1. That the development must be undertaken/carried out in accordance with the plan:

   - 'Unit 9, 14 Highlands Close, Upper Level'
   - 'Unit 9, 14 Highlands Close, Lower Level'

   stamped as approved on 29 August 2017

   and the application as submitted, with the exception of the amendments required by the following conditions of consent.

2. This consent shall not be exercised and no work or activity associated with it may be commenced or continued until the following charges have been paid in full: all charges fixed in accordance with section 36(1) of the Resource Management Act 1991 and any finalised, additional charges under section 36(3)5 of the Act.

3. The consent holder is liable for costs associated with the monitoring of this resource consent under section 35 of the Resource Management Act 1991.

Operational Conditions

4. The consent holder shall ensure the visitor accommodation activity is undertaken in accordance with the approved site management plan ('Visitor Accommodation Management Plan 14 Highlands Close, Queenstown', Appendix 3), and the following conditions (5 – 12).

5. The property shall be rented to a maximum of one (1) group at any one time.

6. The maximum number of persons on site in association with the visitor accommodation use shall be restricted to four (4) persons at any one time.

7. Regarding the use of outdoor space:

   a) The use of outdoor areas is prohibited between the hours of 10.00pm to 7.00am.

   b) Two (2) signs (minimum A4 size) shall be erected on site to remind guests that they are in a residential area, and that the use of outdoor areas are prohibited between the hours of 10.00pm to 7.00am. One sign shall be installed in the kitchen of the unit and a weatherproof sign (e.g. laminated) shall be installed within the outdoor area.

   c) Upon installation, and prior to the use of the property for visitor accommodation, the consent holder shall submit photographs of these signs to the Council Monitoring Department for monitoring purposes. The signs shall be retained on site as long as the visitor accommodation activity is undertaken.

8. All doors and windows shall be kept closed between the hours of 10.00pm to 7.00am, other than as required for ventilation and for timely entry and exit.

9. The consent holder shall maintain a record of all tenancies in the form of a register containing the name and contact details of the main occupant, number of occupants and the number of days/nights of occupancy. This register shall be made available for inspection by the Council at all times.

   Please note: While the consent holder is responsible for there being an up to date register, the register may be completed by a letting agent / property manager.

10. The consent holder shall ensure that no coaches are to service the proposed activity.

11. All vehicle parking, including those belonging to people visiting guests, shall be parked on the site.

12. All rubbish and recycling shall be disposed of appropriately. Where there is kerbside collection, rubbish and recycling shall only be placed on the street the day of or day prior to collection.

Review

13. At any time, within ten working days the Council may, in accordance with Sections 128 and 129 of the Resource Management Act 1991, serve notice on the consent holder of its intention to review the conditions of this resource consent for any of the following purposes:

    a) To deal with any adverse effects on the environment that may arise from the exercise of the consent which were not foreseen at the time the application was considered and which it is appropriate to deal with at a later stage.

    b) To deal with any adverse effects on the environment which may arise from the exercise of the consent and which could not be properly assessed at the time the application was considered.

    c) To avoid, remedy and mitigate any adverse effects on the environment which may arise from the exercise of the consent and which have been caused by a change in circumstances or which may be more appropriately addressed as a result of a change in circumstances, such that the conditions of this resource consent are no longer appropriate in terms of the purpose of the Resource Management Act 1991.

    d) The purpose of this review is in relation to effects on any person in relation to nuisance (including but not limited to noise and rubbish/recycling).

14. As part of the review clause stated in Condition 13 of this consent, the Council may have the site management plan audited at the consent holder's expense.

Advice Notes

1. The consent holder is advised that there may be ongoing implications for alternative rating of the property from the use of the property for visitor accommodation. As of the time this consent was granted, increased rates from a residential use are generated for visitor accommodation use over 180 days in any one calendar year. For further information contact the Council Rates department.

2. An additional development contribution will be required for the change in use from residential to visitor accommodation. It is recommended the applicant contact the Council DCN officer for an estimate.

3. This resource consent is not a consent under the Building Act 2004. A consent under the Building Act may be required before the activity can begin.

For Your Information

If your decision requires monitoring, we will be sending an invoice in due course for the deposit referred to in your consent condition. To assist with compliance of your resource consent and to avoid your monitoring deposit being used before your development starts, please complete the "Notice of Works Starting Form" and email to the Monitoring Planner at RCMonitoring@qldc.govt.nz prior to works commencing.

You may also have conditions that require you to apply for Engineering Acceptance. To apply for Engineering Acceptance, please complete the Engineering Acceptance Application form and submit this completed form and an electronic set of documents to engineeringacceptance@qldc.govt.nz with our monitoring planner added to the email at RCMonitoring@qldc.govt.nz.

If your decision requires a development contribution (DC) charge, we will be sending a notice in due course. To answer questions such as what is a DC charge, when a DC charge is triggered and timing of payments, please refer to this link. http://www.qldc.govt.nz/planning/development-contributions/ If you wish to make a DC estimate calculation yourself, please use this link: http://www.qldc.govt.nz/planning/development-contributions/development-contributions-estimate-calculator/ And for full details on current and past policies, please use this link: http://www.qldc.govt.nz/council-online/council-documents/policies/policy-on-development-contributions-and-financial-contributions/

APPENDIX 2 – APPLICANT'S AEE

Details and Assessment of Effects of using 14 Highlands Close, Queenstown as short-term visitor accommodation

- Maximum nights per calendar year sought that visitors may stay: 365 days
- Maximum number of guests: 4, 2 per room
- The visitor accommodation is a new 2 bedroom + 2 bathroom townhouse with integral garage and a carpark next to the property. It will only be let to one group at a time through AIrBnB or similar or by word of mouth.

- The property is currently be managed by Juliet Fraser of Hot Property Queenstown Ltd. She can be contacted at any time. Mobile number: 021 989 043.
  The common point of contact for all neighbours is the developer Will Taylor. Mobile: 027 359 0404.

- There are house rules applied when renting 14 Highlands Close which include:

  No one under 25yrs can book this property. This is strictly a non smoking/pet free zone. All guests are required to provide creditcard details to the property manager prior to checkin as well as the bond which is taken, this is is not a party house. This is not a party house. Tenants holding parties are liable for immediate eviction without refund. This house is to be left in a tidy manner, dishes are expected to be done, all rubbish and recycling removed from the apartment into the bins provided.

- Wheelie bins have already been leased and are put out by the property manager on the day of collection.
- The only out door area is one deck off the living room. Guests are asked to keep the noise to a minimum especially after 10pm.
- There is an integral garage and one car park immediately outside the property.
- The accommodation is already been let out as visitor accommodation.
- The gross floor area is: 145.8 m2
- There should be no adverse effects of renting out 14 Highlands Close on a short-term basis as it is being well managed and only has 4 guests staying at any one time.

APPENDIX 3 – SITE MANAGEMENT PLAN

Visitor Accommodation Management Plan
14 Highlands Close, Queenstown

This management Plan applies to the use of 14 Highlands Close, Queenstown, Lot 9, DP 498650, as a visit accommodation in accordance with resource consent RM170718.

Property Manager Details

The property manager of this visitor accommodation is: Juliet Fraser of Hot Property Ltd .
Her address is: 3 Maxwell Place, Queenstown 9300
Email: Juliet.hotproperty@gmail.com
She may be contacted 24 hours a day on the following phone number: 021989043.
If she can not be reached an alternative number is: 0275 773090.

Property manager Responsibilities

On check in:

- Provide the tenants with a copy of the House Rules
- Check that the number of tenants does not exceed 4.
- Ensure all adults have read the full terms of the tenancy agreement
- Check that the on-site compendium includes a copy of the House Rules, and a copy of the Resource consent RM 170718.

On servicing and other visits:

- Ensure that the rubbish bins do not remain on the street for more than 24 hours
- As the rubbish collection day is Tuesday. This may require a visit on Wednesday.
- Check that the number of tenants does not exceed the maximum occupancy of 4 and that the number of adults does not exceed 4.

House Rules

- There shall be no more than 4 guests present at any one time.
- There shall be no use of outdoor entertainment areas between 10pm and 7am.
- Be courteous to neighbours. Any noisy activities should only occur inside after 8pm with windows and doors closed.
- All vehicles, including hose used by visitors are to be parked in the designated parking spots or in the garage.
- Rubbish bins are to go out on Tuesday and be brought back in as soon as possible after being emptied.

Other matters

A sign will be placed by the door leading to the outdoor entertainment areas stating “This outdoor area is not to be used between the hours of 10pm and 7am daily.’

BC 150939 MV2

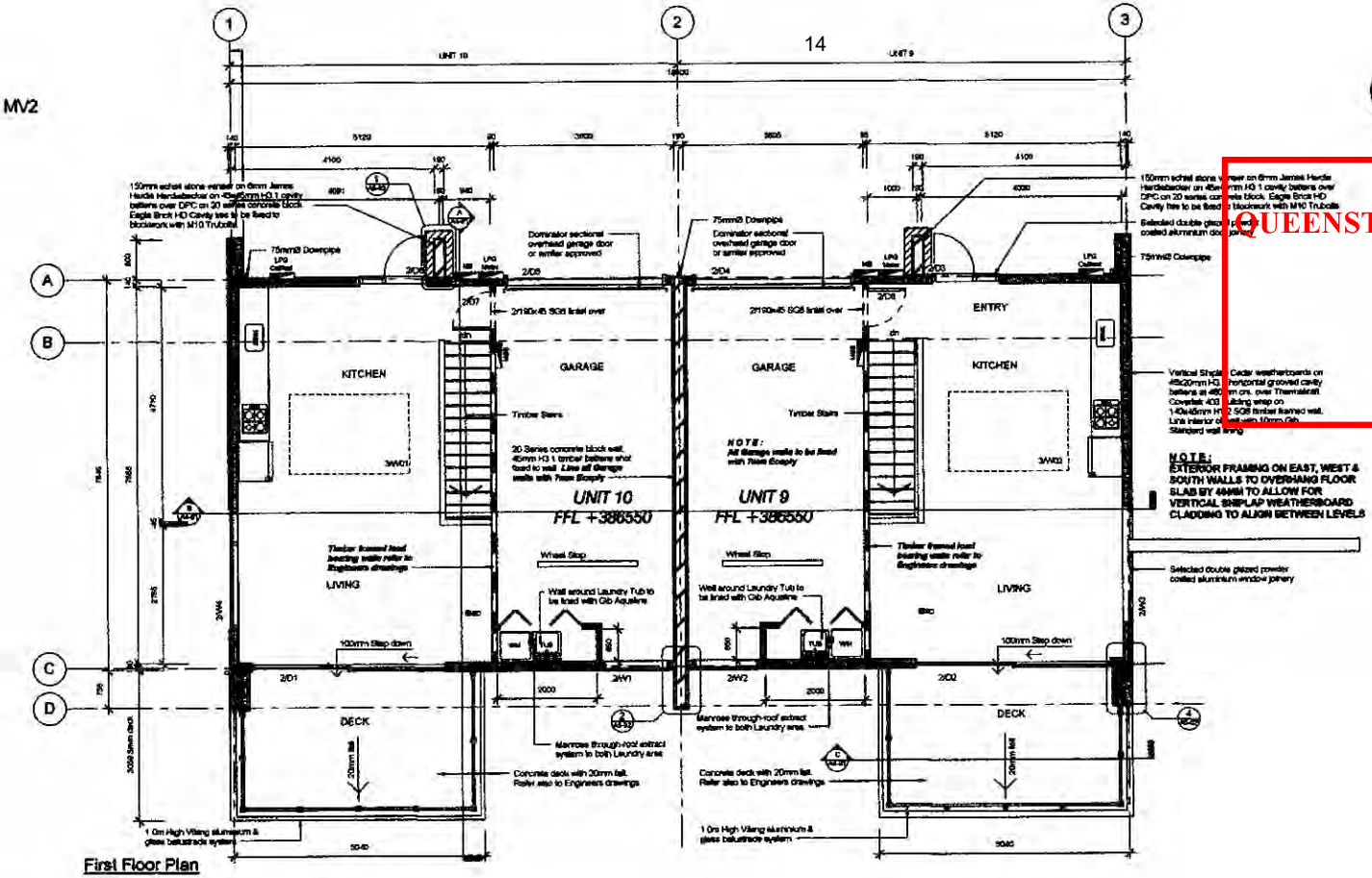
14

Unit 9, 14 Highlands Close
Upper level

QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN:
RM170718

Tuesday, 29 August 2017



First Floor Plan
1 : 50

WALL LEGEND

GENERAL NOTES

FIRST FLOOR AREAS

LINTEL SCHEDULE

FLOOR FINISHES

NORTH

21-08-16	MINOR VARIATION APPLICATION	7
20-08-15	Revised Door Width	6
28-09-15	Client Updated Issue	5
01-09-15	Consent Queries	4
31-08-15	Revised Decks	3
21-08-15	Changes to Decks	2
19-08-15	BUILDING CONSENT ISSUE	1
Date	Revision Description	No.

The Tiers Development - Block 3
for Alpha Properties NZ Ltd.
Frankton Road
Queenstown

MBD | JULY 2015
1:50 | 1:100

First Floor Plan

14961-01 | A2-02 | 7

CONSENT ISSUE | A1

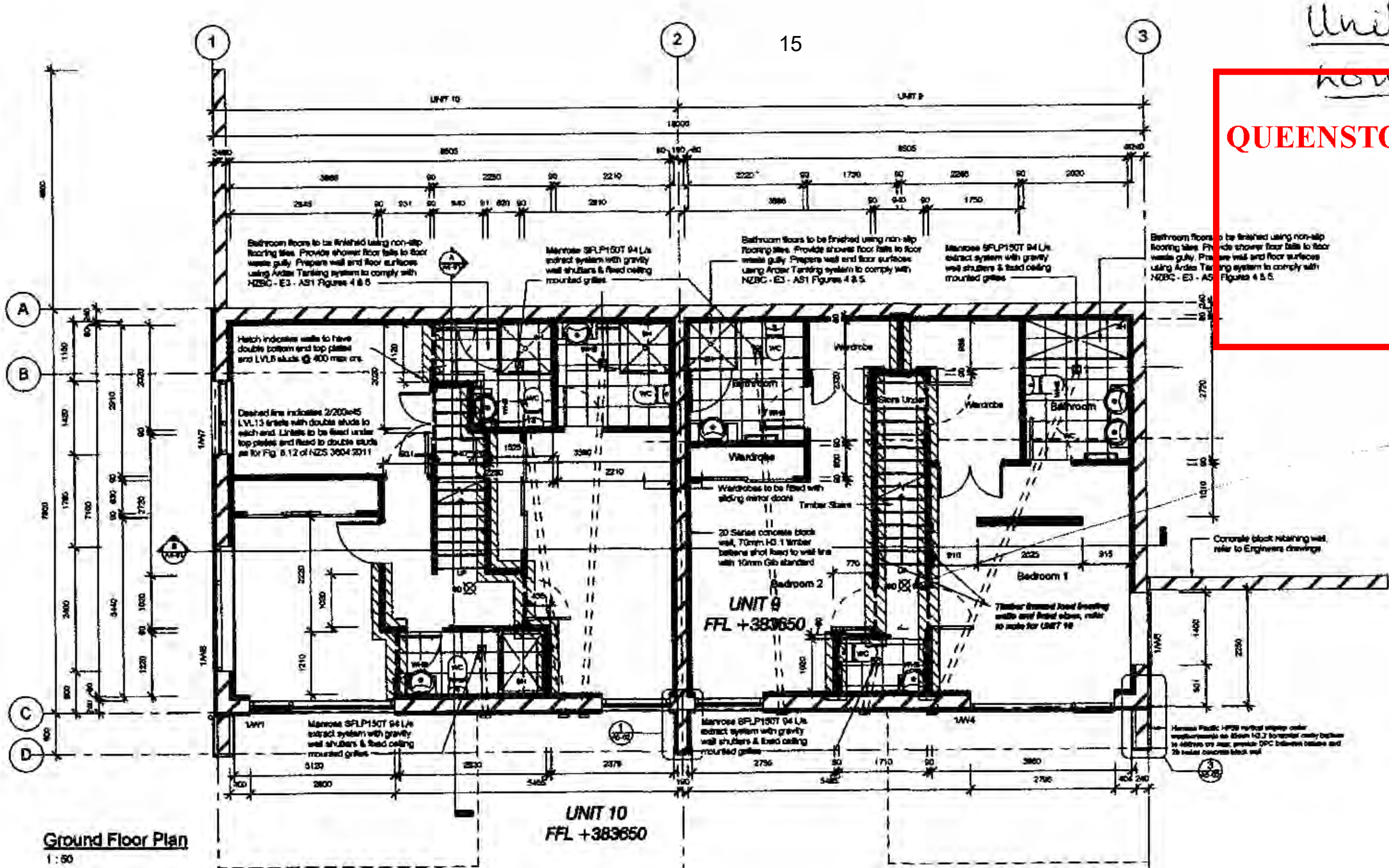
Unit 9, 14 Highlands Close
Lower level

QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN:
RM170718

Tuesday, 29 August 2017

BC 150939 MV2



Ground Floor Plan
1 : 50

WALL LEGEND

GENERAL NOTES

GROUND FLOOR AREAS

FLOOR FINISHES

GROUND FLOOR WET AREAS

Date	Revision Description	No.
21-06-16	MINOR VARIATION APPLICATION	6
04-05-16	Bathroom Wall Tiles notes	5
21-03-16	Wet Area information Updated	4
07-03-16	Ground Floor wall layout changes and Engineering notes added	3
28-09-15	Client Updated Issue	2
19-08-15	BUILDING CONSENT ISSUE	1

WJ

The Tiers Development - Block 3
for Alpha Properties NZ Ltd
Frankton Road
Queenstown

JULY 2015

1 : 50 1 : 100

Ground Floor Plan

14041-01

A2-01

CONSENT ISSUE

A1

Attachment D2

Planning History for surrounding area.

RM050520	This consent created the original cadastral arrangement of 17 residential allotments, the construction of Potters Hill Road and its intersection with Frankton Road.
	1- 19 Highlands Close and 1-5 Tiers Lane
RM150087 **RM140714**	These consents enabled the development of 15 residential units on the lower slopes of Potters Hill. This residential development was for apartment style living, consents have approved shortfalls in private open space as the topography does not facilitate traditional private outdoor living spaces which the Low Density Zone anticipates.
RM200073	180 nights per year Visitor Accommodation, 1-3 Highlands Close.
RM180738	365 nights per year Visitor Accommodation, 10 Highlands Close.
RM171226	365 nights per year Visitor Accommodation, 16 Highlands Close.
RM170718	365 nights per year Visitor Accommodation, 14 Highlands Close.
RM180028	365 nights per year Visitor Accommodation, 9 Highlands Close.
RM181254	365 nights per year Visitor Accommodation, 3 Tiers Lane.
	Lot 16 DP 512888
RM160258 **RM181616**	These consents enabled the development of Lot 16 DP 512888 to contain two residential units as apartment style living with approved shortfalls in private open space as the topography does not facilitate traditional private outdoor living spaces.
RM180469	365 nights per year Visitor Accommodation within the units approved by the consents listed above.
RM200948	**Lot 7 DP 490069** This consent enables the construction of three residential units and their use for 180 nights per year Visitor Accommodation.
	Lot 9 DP 490069
RM200911	This consent enables the construction of two residential units each with one residential flat.

A full copy of the decisions listed above are contained in Attachment [D2].

Trips and parking related to land use November 2011

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NZ Transport Agency research report 453

ISBN 978-0-478-38036-1 (print)
ISBN 978-0-478-38035-4 (electronic)
ISSN 1173-3756 (print)
ISSN 1173-3764 (electronic)

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Keywords: city centre, database, design hour, education, industrial, land use, modes of travel, New Zealand, parking demand, recreation, residential, retail, surveys, trends, trip generation..

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Acknowledgements

The authors thank Don McKenzie, Ian Clark, Professor Alan Nicholson and also Mark Apeldoorn, Andy Milne, Anna Sunter and other members of the Steering Group for their comments and contributions. In particular we thank Paul Durdin and Cynthia Edmonds of Abley Transportation Consultants for their work in revising the text and overseeing the changes and Ryan Rolston of Traffic Design Group for preparing and checking the many trip generation and parking demand tables. These people have greatly assisted in the expansion of the earlier Report 209 and the additions and quality of this new version.

Abbreviations

CBD	central business district
EFTS	equivalent full-time student
ex-2001	Indicates earlier data and figures from *Transfund NZ research report 209* published in 2001 which have been retained unchanged in this revised version.
FTE	full-time employed
GFA	gross floor area
GLFA	gross leasable floor area
GP	general practitioner
hh	households
IPENZ	Institute of Professional Engineers, New Zealand
ITA	integrated transport assessment
ITE	Institute of Transportation Engineers (US)
MoT	Ministry of Transport
MUAs	metropolitan urban areas
NZHTS	New Zealand Household Travel Survey
NZTA	New Zealand Transport Agency
NZTPDB	New Zealand Trips and Parking Database Bureau (now the TDB)
OGV	ordinary goods vehicle
PFS	petrol filling station
RAs	rural areas
Report 209	*Transfund NZ research report 209* (2001)
RFA	retail floor area
RTA	Roads and Traffic Authority of New South Wales
SA	site area
SH	state highway
SUAs	secondary urban areas
TDB	Trips Database Bureau
TOD	transit oriented developments
TRICS	Trip Rate Information Computer System (UK)
UK	United Kingdom
veh	vehicle
vpd	vehicle per day
vph	vehicles per hour

Contents

Executive summary

This research project revised, updated and added new material to *Transfund NZ research report 209* 'Trips and parking related to land use' (Douglass and McKenzie 2001).

This report extends the earlier research report and includes a new chapter on travel modes and trip purposes (chapter 3). It extends the chapters on New Zealand trips and parking trends (chapter 7) and survey practices (chapter 9). Recent research on UK and New Zealand travel has broadened the overseas comparisons (chapter 8) and this chapter is further enhanced by tables of trips and parking for New Zealand, Australia, the United Kingdom and the United States. The respective trip and parking databases for each of these countries are also compared (chapter 10).

The purpose of the report remains to contribute to a comprehensive national overview of travel related to land uses at an individual site level. The research covered surveyed trips to and from individual sites by all modes of travel including car drivers, car passengers, walkers, cyclists and bus passengers, and considered observations from car park demand surveys. The research has supported the principle of retaining surveyed information in the Trips Database Bureau (TDB) database on a site-by-site basis so practitioners can compare and contrast a subject site with similar land-use and location characteristics.

The chapters discussing trip generation and parking demand trends show that for most land uses, there have been few significant changes to the rates at individual sites in the period 2000–2010 compared with the 1990s. The exceptions include education and recreation, where there has been strong growth in car trips and parking demand.

The TDB database includes Australian and New Zealand data in a Microsoft Excel spreadsheet and comprises some 1000 sites. To maintain and expand the database requires more survey data of better quality and content. This has become more difficult since local government reduced the resources for these types of surveys. Unless the databases are expanded, there will be limited incentive to make the transition to a web-based version. This step is considered essential to expand the joint Australian and New Zealand facility to something akin to TRICS in the UK.

Overall this report provides a very useful and comprehensive reference for professional engineers, planners and students working in the transportation planning and design field. The widened scope covering mode split and trip purposes, together with additional information on trip generation and parking demand makes the report a very useful resource that complements the work being undertaken to develop integrated transport assessments, multimodal travel surveys and travel plans.

Abstract

The objective of the research detailed in *Transfund NZ research report 209* was to produce a comprehensive national database of information on trips and parking related to land use in New Zealand and to identify historic trends since the 1970s. This research has revised the original report, updating it to 2010 and comparing New Zealand results with those reported in the UK, USA and Australia. It also reviews trip generation surveys and databases from these four countries.

The research indicated a general equivalence and consistency in the travel patterns seen in New Zealand to those reported in UK, USA and Australia.

Drawing on parallel research based on the MoT New Zealand Household Travel Survey, there is a chapter devoted to daily trips by all modes and purposes.

The research considered surveyed seasonal traffic and parking variations and identified the practical parking design demand for a whole year as the 85 percentile satisfaction which is also the 50th highest hour. This is the upper design limit suggested for the site being considered. At selected locations there may be a variety of specific reasons to reduce this design figure. The report also recommends undertaking further multi-modal trip generation and parking demand surveys for more land uses.

1 Introduction

1.1 Research brief

The research brief for this project was to review, revise and update the content of *Transfund NZ research report 209* 'Trips and parking related to land use' (Douglass and McKenzie 2001), referred to in this report as Report 209. The research included reviewing the comprehensive database of trips and parking related to land use, editing relevant information that had appeared since 1990 and identifying any trends between 1970 and 2010. Also, New Zealand results were to be compared with those reported in UK, American and Australian databases.

Most of the earlier surveys, including those referred to in Report 209, focused on car trips and car parking demand without regard to modal split or arrival by alternative modes of transport. This report has, where possible, attempted to update and provide a better perspective on all modes of travel. Goods vehicle movement has not been comprehensively covered in this study.

The revision was completed in four stages:

1 To consider all tables and diagrams in Report 209 and amend and extend accordingly. The tables included in this report are a mixture of those from Report 209 (referenced as 'ex-2001') and more recent data and information from 2009.

2 To increase the land uses covered to include more recreation, event type venues and multiple-use sites from recent surveys.

3 To include more detail on modal split and variations between inner, suburban, small town and rural situations. This will support national and regional strategies which seek greater integration and more sustainable transport.

4 To draw on and analyse comparative data from published information in the UK, Australia and the USA in addition to the overviews originally included in Report 209.

The research for this report drew on information and surveys from many sources, covering a wide range of city and district councils, including the Australian Roads & Traffic Authority guides (1993; 2002) and the results from the Auckland Territorial Local Authorities (1994) *Parking and traffic generation study 1992–94.* In addition, consultants and traffic engineers throughout the country contributed to the revised study.

1.2 Past research and New Zealand references

While there has been a range of reports on the topic at various times, trip generation and parking demand were first reported comprehensively in *Road Research Unit (RRU) bulletin 15* (Douglass 1973) and in Report 209.

RRU bulletin 15 (Douglass 1973) included parking surveys undertaken at 78 shopping centres, 130 industries and 40 hotels, as well as schools and churches. It also included information from the Christchurch 1969 home interview surveys, which covered more than 1300 residences. The surveys of trip generation and travel to work covered 27 city centre shops, office blocks and industries, and 27 suburban shopping centres and industries – about 300 individual establishments in all. *RRU bulletin 52* (Burgess 1981) dealt with the trip

generation of vehicle-intensive commercial land uses. This covered liquor stores and fast-food outlets. It was followed by the report *Parking, traffic generation and planning* (Chivers and Lovatt 1982), which summarised the trip generation and parking workshops sponsored by the RRU in 1981 and the district plan provisions of the 1980s.

Throughout the 1980s there was only a small number of published references, mostly relating to major shopping centres. During this period, however, several consultants, including the Traffic Design Group, Transplan Consulting, Gabites Porter and Auckland University published reports on a small number of surveys.

With the advent of the Resource Management Act in 1991 and the need for councils to review their district plans, many councils returned to surveys of specific issues which required determination in the proposed new plans. Between 1992 and 1994 the Auckland TLAs (1994) undertook a traffic and parking generation study for a total of 113 sites. *Transit NZ research report 57* (Gabites Porter Consultants 1996) noted various attempts had been made to pull survey results together, to carry out surveys using standard formats and to make collected information available. However, little real progress in developing an exchange of surveys and a larger database had yet to be achieved.

Report 209 was a major step forward in the collection of New Zealand trip and parking data and the analysis the data revealed. It was also a major step forward with the industry collectively forming a special interest group, the New Zealand Trips and Parking Database Bureau (NZTPDB), which focused on improving data collection and data sharing. A standard survey summary sheet was devised in 2001 and this was provided as a background to Report 209 and used in subsequent surveys. The current survey summary sheet is included in appendix E.

1.3 Comparison of trip generation databases

A review of four trip rate databases from New Zealand, Australia, UK and the USA was undertaken as part of this research. The national database reviewed was from the NZTPDB, now the Trips Database Bureau (TDB)[1]. The international databases reviewed were TRICS (2009) from the UK, Roads & Traffic Authority (RTA) (2002) from Australia and Institute of Transportation Engineers (ITE) Trip Generation from the USA (2008).

The comparison focused on the following features of the databases:

- database style
- database parameters
- multi-modal survey data
- seasonal/daily/hourly variations
- trip types.

A summary of the findings is included in table 1.1. For a detailed discussion of the four databases, see chapter 10.

[1] The New Zealand Trips & Parking Database (NZTPDB) was renamed the Trips Database Bureau (TDB) in 2008 with its membership widened to include Australian engineers and planners.

Table 1.1 Database features summary

Database feature		TDB (New Zealand)	TRICS (UK)	ITE (USA)	RTA (Australia)
Database style	Spreadsheet format	Yes	No	No	No
	Own software	No	Yes	Yes	No
	Online version	No	Yes	No	No
	Hardcopy	No	No	Yes	Yes
	Site by site level	Yes	Yes	No	No
Database parameters	Frequently used parameters	GFA, site area, employees, residential units, people or occupants, car parks	GFA, parking spaces, site area	GFA, GLFA, no. of seats, employees, dwelling units	GFA, dwelling units, GLFA
Multi-modal survey data	Availability	Yes	Yes	Light and heavy vehicle trip rates only	Yes – now contained in the TDB database
	No. of multi-modal survey data	90 (692 surveys)	600 (3199 surveys)	Nil (4800 surveys)	109 (192 surveys)
	Formal multi-modal survey methodology	No	Yes	No	No
	No. of surveyed modes	7	8	2	7
	No. of surveyed land use activities multi-modal	12	84	Nil	5
Seasonal/daily/hourly information	Hour of day	Yes	Yes	Yes	No
	Day of week	Yes	Yes	Yes	Yes
	Seasonal	Yes	Yes	Yes	Yes
	Relevant activities	Retail	Retail, employment, health, residential, golf	Shopping centres	Shopping centres
Trip types	Primary trips	No	Yes	Yes	Yes
	By-pass trips	No	Yes	Yes	Yes
	Diverted trips	No	Yes	Yes	Yes
	No. of surveyed activities	Nil	Yes	22	4

Note: GFA = gross floor area; GLFA = gross leasable floor area.

1.4 How to use this research

This report includes a review and comments on existing guidelines for use by practitioners when assessing parking demand and trip generation rates for a wide range of land uses and situations. It indicates the probable range of demand rather than recommending the application of a fixed standard or rule.

The results presented here should be seen as a resource to assist professional judgement when advising public authorities and private clients. The report therefore emphasises methodology, and variations between and within land-use activity levels. The report also emphasises the importance of using survey data as a guide when practitioners are undertaking more detailed, site-specific studies to forecast travel changes.

An objective of the research was to discover whether design hour values, seasonal, weekly and daily traffic flows, and parking demands for retail trips were similar in different countries and whether they had altered greatly since the 1990s. While the adoption of seasonal and daily factors enables greater opportunities for surveys throughout the year, it is also important that surveys contain a minimum of information. This includes the dates, times, location and land use as well as the desirably of the site; including the observation of the total number of trips made by people arriving by all modes. A clearer definition of an increased number of parameters, ie additional to gross floor area (GFA) and employment information is proposed. Survey analysis needs to include an assessment of the appropriate daily and seasonal factors to normalise the information to the appropriate design hour.

At some particular locations there may be good reasons to vary the recommended design hour satisfaction figure to reflect parking policies and the balance of parking provided for specific activities and by private and public operators. There may also be constraint policies that are used to control the supply and demand related to total travel. Their advantages and disadvantages are not discussed in this report, the focus of which is based on surveys of existing sites (some with and some without such constraints).

The amount of basic survey work undertaken by city and district councils reduced significantly in the 1990s and 2000s. TLAs tended to rely more on consultants, who complete their immediate task for a particular site but are less compelled to submit their surveys to a cooperative pool of data. Issues of client confidentiality and ownership affect the availability of consultant data for inclusion in a national database. This matter needs to be addressed by the collective profession including TLAs and consultants for the betterment of the industry as a whole.

Gaining surveyed information of uniform quality that embraces the full range of factors is also a difficulty. The includes an increasing need for modal split as well as traditional parking and trip generation information. The scarcity of local government in-house information has meant many district plans have been revised with a ‘roll-over’ of previous parking standards or with those inherited from other district plans. Land uses have also changed in various ways during the last 40 years. The most significant are the spreading of shopping hours and the major increase in both the style and scale of shopping establishments. This has resulted in a spreading of peak parking demand rates and lower peaks for the majority of establishments. Additionally car travel for school pupils has increased significantly with a culture of parents driving children to and from school.

In the CBDs the significance of travel demand management throws up the need for different policies matched to all-day and long-term parking on the one hand and making parking attractive in location and price for short-term casual and shopper parking on the other.

Combined, these changes require more effective ongoing analysis to base good decision making and hence better ongoing data collection and sharing of information. It is therefore the opinion of the authors that the TDB continues to have an important role to play in housing credible data.

1.5 Changing attitudes and practices

Attitudes and community dynamics are changing, and this is reflected in the trips and parking information collected. These changes are also fundamental to current transport reviews, such as those involved in regional land transport studies, and include the following:

- Wider changes in society are being reflected in changing shopping patterns, different business hours, new trends in employment structures, changing social and recreational patterns and the impact of the emerging information society.
- New types of businesses and enterprises are emerging, giving rise to new land uses and quite radical changes in how traditional land uses, such as industries and sales operations, function.
- There is a move from traditional rigid land-use zoning, which encouraged segregation of land uses, to planning for integrated multiple land-use complexes, commercial parks and modest employment uses in residential areas or as mixed developments.
- An appreciation that where car parking is unconstrained, encouraging more sustainable modes of transport is difficult and unconstrained parking can undermine existing transport investment in alternative modes.
- Greater concern is being shown for road safety and accident prevention.
- Shifts in government policy reflect the user-pays principle and the need for interconnection between policies appropriate to a market-led economy.
- Changing travel habits via travel demand management techniques is a different approach to solving travel problems.
- In relation to trips and parking, there is now a need to consider accessibility by all modes of transport and to ensure surveys consider transport as a whole, including all modes and purposes and not just vehicle/driver trips.
- When considering trips and parking generation surveys and forecasts related to individual land uses, the effects external to the site must be assessed as well as those relating to the internal design.
- The groundswell of professional opinion and community prominence given to the principles of ‘sustainable transport’ means that in all their work, transport engineers and planners should be aware of the contribution of:
  - public transport
  - goods vehicles
  - pedestrian and cycle movements
  - car driver and car passenger travel
  - travel demand management

- interchange stations and mode change facilities
- those who travel, and in particular those who want to travel but cannot because of a lack of accessibility to various modal options.

The report refers to the 'mobility' and 'diversity' of communities as they become more dispersed and populated by a greater number of people who travel further for both business and pleasure. This leads to greater travel distances in support of developing multi-centred communities with an increasing number of non-home-based trips in major and secondary urban centres.

1.6 Practitioner needs

On 10 September 2009 a trip generation seminar facilitated by the TDB was held in Auckland, New Zealand. The seminar was designed for those involved in data collection, reporting and policy formulation associated with transport. It was particularly relevant to those involved in the interaction of land use and transportation, integrated transport assessments (ITAs) and long-term integrated transportation planning.

The seminar aimed to expand the technical understanding for engineers and planners by describing the trip generation research, databases, transportation assessments and integrated policy work being undertaken in New Zealand and overseas. The participants were given questionnaires related to trip generation and their database needs. A summary of the questions and responses is shown in table 1.2.

Table 1.2 Practitioners' questions and responses

Policy issues	Responses
Issues of the future of TDB, ownership of data, combined New Zealand and Australian accessibility	The future is dependent on joint efforts with Australia and more resources for surveys so enabling access to better quality information. Most clients are happy to pass on the information. A simple pre-signed disclaimer is being prepared.
ITAs and travel plans • Will ITAs be compulsory? • National ITA standards • Can we capture reports? • Collaborative travel plans	ITAs are good practice and best kept as a case of practitioner self regulation. Capturing reports must be done by individual champions in each organisation. Travel plans should be tackled cooperatively on a locality basis.
Database form • Will TDB become web based? • Why use paper survey input? • Parameters for prediction • Modal surveys and modal split	The move to a web-based database is a year or two away. In the meantime parameters will be improved and more modal surveys and modal split analysis will be undertaken in the present database.
Surveys and data • Trip types and trip purposes • Trips on- and off-site • TRICS application to New Zealand of multi-modal travel surveys	Improved and comprehensive surveys are essential including trips on- and off-site and also more on-site interviews. Essence of TRICS is to expand on information for individual sites and multi-modal comparisons.

Note: A more detailed analysis of table 1.2 is attached as appendix D.

1.7 Summary of report content

Chapter 2 deals with seasonality and design hours and describes fluctuations throughout the year. The scale factors for adjusting surveys to the same survey base vary significantly from large metropolitan areas to smaller settlements where the seasonality is greatly affected by a major influx of tourists. The report suggests using the 90% surveyed satisfaction for trip planning (ie 30th highest hour) and 85% surveyed satisfaction for parking demand (ie the 50th highest hour for unconstrained parking) for land uses attracting visitors, eg retail, town centres and recreation activities.

Chapter 3 describes the travel modes and purposes of personal travel based on the Ministry of Transport (MoT) New Zealand Household Travel Survey (NZHTS) 2003–2006. Trips are described in terms of 'trip legs' and 'modes' and are grouped by the characteristics of travel in rural, urban and metropolitan situations. The modes are distributed over all trips as vehicle drivers 54.1%, passengers 25.5%, walk 15.5%, bus 2.4%, bicycle 1.4%, train 0.3%, taxi 0.4% and other 0.5%. This chapter also touches on changes in the use of these modes.

Chapter 4 deals with residential trips and parking and explains how total trips have increased with more residences and higher vehicle ownership. However, trip making has declined slightly from 10.4 vehicle trips per dwelling household per day in the 1990s to 9.5 vehicle trips per household per day in the 2000s. Car ownership has continued to increase significantly. In the 1970s, 26% of households had 2+ cars, whereas this figure increased to 44% in the 2000s. The number of cars per household has increased 29% from 1.4 to 1.8. However, the average number of trips for each car at a household has decreased as car ownership increased.

Chapter 5 covers retail trip and parking surveys. The development of new shopping centres, large format establishments and retail outlets between 1990 and 2010 has meant trip making and parking demands of individual retail establishments have increased at only a moderate rate. The increase in the number of establishments and floor area has risen faster than total retail trip making. There is also increased sharing of parking areas and it has become necessary to consider a group of outlets together. Most modern suburban areas have also been developed on the basis of shared parking. The 85% surveyed satisfaction for trip making has increased from 135 trips per day per 100m² gross floor area (GFA) to around 150 trips per day per 100m² GFA, an 11% increase. On the other hand, parking to meet the demand at the 50th highest hour, 85% satisfaction, has reduced on average from seven to six carparks per 100m² GFA.

Section 5.9 has a brief analysis of central city parking. Eleven cities were studied in 2001, ranging in size from Christchurch to Taupo, and the central city parking demand for retail, commercial, industrial and other activities was found to be relatively constant. In the central business districts (CBDs) recorded in Report 209 the average visitor parking demand was two car parks per 100m² of retail commercial GFA, plus one car park for long-term employee parking, yielding an average total of three cars per 100m² GFA. The equivalent 30th highest day parking demand is about four cars per 100m² GFA. There is, however, some variation from city to city in the off-street parking available for short-term, long-term and commuter parking.

Chapter 6 outlines where selected groups of land uses have changed dramatically since the 1990s. For educational uses, the increased access is reflected in the number of parents delivering and collecting primary school students by car and students driving to secondary schools. Also, the number of students driving to tertiary institutions has increased very significantly. Medical centres, hospitals, rest homes and childcare centres have also witnessed a modest but steady growth in trip generation. Recreational uses and stadiums are being more intensively used. A smaller number of larger service stations have become

the highest trip-generating land uses, when measured by their forecourt movements against site size and GFA. These are followed closely by drive-through and fast-food outlets.

Chapter 7 describes the trends in trip generation and parking demand since the 1970s, according to the land uses defined in appendix A. In spite of the 180% increase in the total number of trips being made in New Zealand communities since 1970, the increases in trip generation rates and parking demand at individual sites have been considerably lower at 20% to 50%. These increases have matched demand, and in turn, have led to a wider distribution of traffic throughout the cities and rural areas, adding to ribbon development and the generally dispersed nature of modern New Zealand city living. This has resulted in greater variation in trip rates generated by different sites due to the different traffic environments.

Chapter 8 identifies and discusses many parallels between the New Zealand experience and that of transportation planners in Australia, the UK and the USA.

Chapter 9 discusses survey and projection practice and the level of information required to complete the TDB survey form. A copy of the form is found in appendix E.

A new section 9.2 deals with the need for more multi-modal information at individual sites and localities. This will increase the knowledge on modal choice and possible mode transfer.

Chapter 10 discusses the New Zealand, Australian, UK and US databases and the case for the continuance of the TDB database. This includes the transfer of information to professional practitioners throughout Australasia.

Following the list of significant references there are five appendices providing more detail and comparative background.

2 Seasonal factors and design hours

2.1 Factors affecting trips and parking

The description of the land uses being considered and defined in the database falls within the nine groups of land uses defined in the TDB (2009) *Database user guide*. This is included as appendix A.

In order to determine an appropriate standard, ie design hour or percentage satisfaction, the following sections of chapter 2, plus appendix B 'Seasonal factors and design hours' discuss the broad patterns of variation in trip generation and parking related to localities and activities.

The design of traffic facilities serving a land-use activity involves a wide variety of factors. Those referred to in *NZTA research report 422* (Abley et al 2010) include:

- land-use activity groups and the scale of the activity
- location of site within the road network and the surrounding urban or rural environment
- frontage roads and connections to the road network
- available public transport services
- proximity and relationship to other traffic and parking generating activities
- local authority traffic and parking controls and regulations
- seasonal, daily and hourly variations in travel, trips and parking.

This section of the report deals with the last item of seasonal, daily and hourly trip generation and parking, and requires a decision as to which hour of the day, week or year is seen as the appropriate design hour.

Parking demand and traffic generation are closely linked, with parking demand a function of both the arrival rate of vehicles and the duration of their stay. Other factors also play a part, such as the size of parking reservoir available and the necessary manoeuvre and on-site circulation, as well as any queuing time and associated congestion. Clearly limiting the opportunity to park (constrained parking) will lessen the attractiveness of the site compared with other sites that do not restrict parking. Assuming the site remains competitive, the attractiveness of other travel modes to access the site are likely to increase.

The seasonal, daily and hourly trends presented here are based on actual surveys for a variety of sites some of which may have been constrained in terms of congestion and/or parking restrictions. The trends also provide guidance on the variations in traffic throughout the year on the road network at many other land-use sites.

2.2 Selection of parameters

One of the most important aspects of predicting trip generation and parking demand is the choice of independent or predictive variables, which are called 'parameters'. The available survey information limits the type of parameters that can be used.

The five most common parameters used for this purpose are:

1 Gross floor area (GFA) – the generally accepted definition of GFA is the area within the external walls of a building, excluding any area dedicated for parking of vehicles but including all common areas shared by customers when considering joint retail areas.

2 Gross leasable floor area (GLFA) – for supermarkets and multiple occupations the leasable floor area is frequently used and this is commonly 80% of the GFA.

3 Site area (SA) – the total area of a site associated with the activity surveyed, including areas used for parking and landscaping.

4 Employees – the number of staff employed or engaged at the site. The new trends in employment structures, such as the increasing use of part-time or shift workers creates increased trips and parking demand at shift change-over times. For some employment sites, specialists (eg doctors at a medical centre) can be a useful variable.

5 Activity units – used where the particular activity is best expressed in terms of units related to the function or activity (eg restaurant seats, service station filling positions, number of pupils).

A wide variety of site variables can therefore be used in the prediction of trip generation and parking demand. The onus rests with the practitioner to select the most appropriate variable for a particular land-use, planning and assessment exercise. Unlike the more significant and larger survey samples in the ITE (2003) *Trip generation* manual or the TRICS (2009) database descriptions, the small survey base in Australasia does not yet enable detailed comparisons between the predictive ability of different parameters.

The detailed analysis in *RRU bulletin* 52 (Burgess 1982) for fast-food outlets and liquor stores, considered the establishment's 'employment' and 'gross floor areas', and included 'annual customers', 'population, within 4km (ie catchment)', 'employment, within 2km', 'adjacent retail activities, within 200m' and 'exposure to traffic, vehicles per day (vpd) on the road past the site'. The analysis showed that for annual customers the 'catchment population' and 'passing traffic' were the most significant parameters. For this reason, surveys must confirm and record the location in the urban/rural context and the frontage road type/traffic.

In this report all land uses and activities have had their trip rates and parking demand surveys calculated on the basis of GFA (normally expressed as the rate per 100m^2). In addition, some sites have the rate expressed in other units, eg employment, number of seats, number of filling positions, number of beds, doctors or students, or per 10 number of audience, etc where that is also appropriate.

In this report, the term 'vph' is vehicles per hour, 'vpd' is vehicles per day and 'hh' is households.

2.3 Selection of seasonal design level

A range of seasonal traffic information was assessed in the course of the 2001 research, including information on vehicle travel, car parking and pedestrian flows for both town centre areas and separate retail centres. In order to investigate a recommended design level, the data was collated and ranked in terms of both weekly and (when available) daily activity levels. Owing to the limited information available covering the full course of a year, the following activity indicators were adopted: 'parking revenue', 'daily' and 'weekly pedestrian arrivals' at major shopping centres, 'daily urban traffic' and 'daily rural traffic' from state highway traffic counts. In some cases the surveyed numbers were indexed to 100 or 1000 to

provide ready calculation and also to protect the original surveyed figures, in accordance with the wishes of the original owners of the data.

Figures 2.1a and 2.1b show the weekly pedestrian admission pattern during the course of a full year for a major shopping centre with over 20,000m² GFA located in an inner suburban area. The ranked data shows there is a sharp rise in the weekly activity about the fourth, fifth or sixth busiest week of the year. The pattern shows a significant difference in total pedestrian activity from this point in the graph and, by inference, total parking demand patterns through these busiest five weeks of the year. In keeping with established traffic practice, it is appropriate to select a design level around the 'knee' in this graph. It can be seen the fifth busiest week includes the 30th highest hour of the retail trading year. A detailed review of the data available from on-road counts, shopping centre pedestrian counts and council-operated parking facilities shows the vast majority of these 30 highest hours of traffic and parking activity fall within the five busiest weeks.

Figure 2.1a Weekly pedestrian admissions at a major shopping centre [ex-2001]

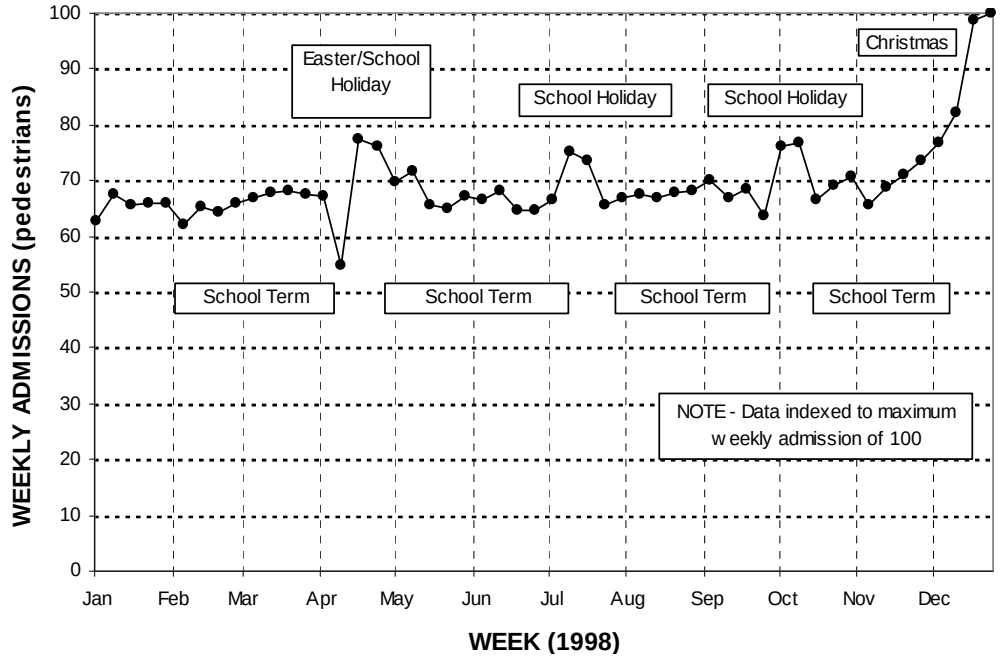
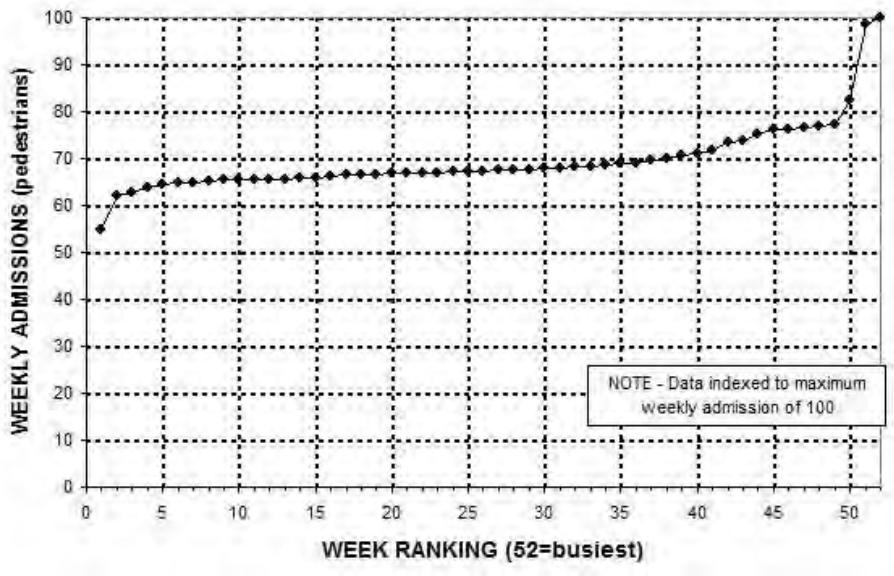


Figure 2.1b Ranked weekly pedestrian admissions [ex-2001]



Figures 2.2a and 2.2b are graphs of the weekly parking revenue data obtained from public parking areas of a major city centre. Parking revenue records were available over a full year. It is recognised parking revenue can only be considered a proxy for parking demand. For the purposes of this exercise such a measure is a useful daily and weekly indicator for a typical provincial town centre. As with the major retail centre pedestrian pattern presented earlier, there is an obvious 'knee' in both graphs which indicates a significant and important intensification of parking activity at this position. In comparison with the shopping centre data, the 'knee' starts in the ranking order at or about the 47th busiest week of the year. This is again about the fifth busiest week of the year.

For parking demand there is now a general acceptance that the 10th highest week may, for many land-use activities, be acceptable. This generally coincides with an 85% satisfaction level of the peak on-site parking demand expected in a year.

Figure 2.2a Weekly parking revenue for major city centre (W) [ex-2001]

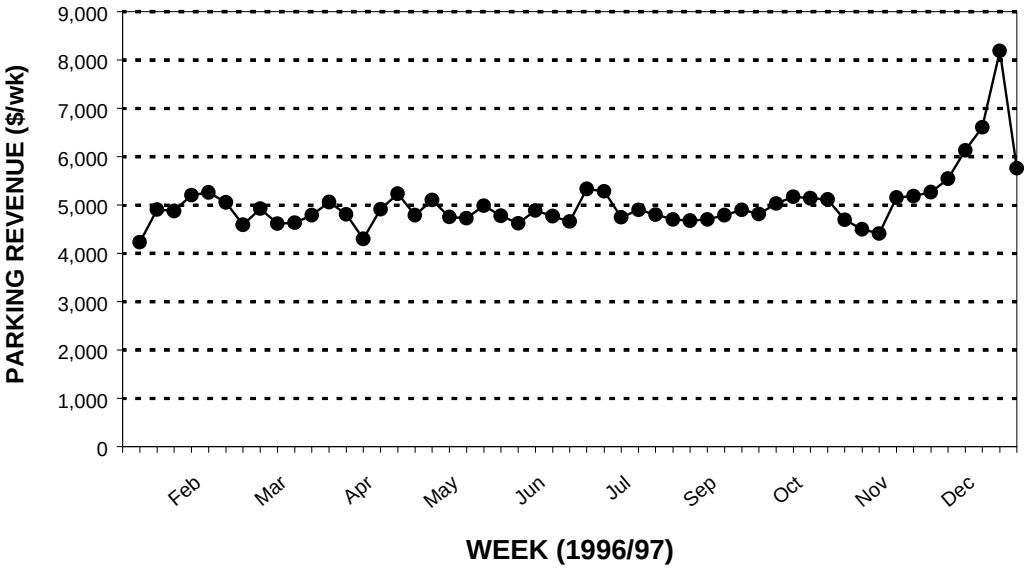
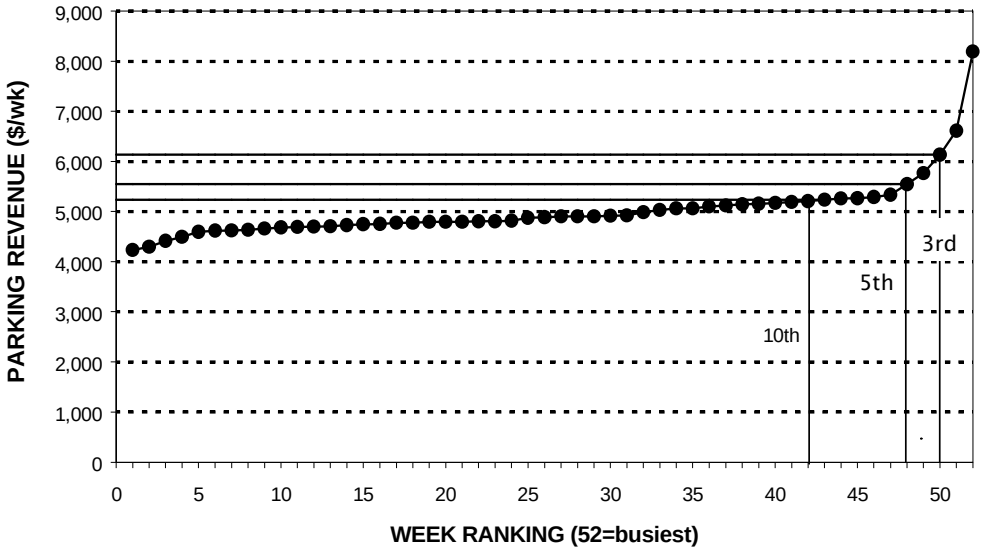


Figure 2.2b Ranked parking revenue [ex-2001]



2.4 Selecting the design hour

The data shows there are significant changes in the parking activity levels associated with all forms of a general retail centre. This starts to point to a recommended parking design level to cater for all but the very busy peak season activity periods. Further detail is set out in appendix B.

The key to the design hour is to select a value at the knee of the curve or just below that value. Generally, the knee rests at the 30th highest hour but for economic and planning reasons the 50th highest hour is generally recommended as being appropriate. The 30th highest hour in the year will be about the 90% trip demand satisfaction level and this occurs at the:

- 5th busiest week
- 15th busiest day
- 30th highest hour, and provides
- 90% satisfaction.

Alternatively, the 85% satisfaction is the most used standard for parking and coincides with the:

- 10th busiest week
- 30th busiest day
- 50th highest hour, and provides
- 85% satisfaction.

The investigations of activity levels at larger retail centres have revealed it is prudent, at locations with particular operational factors (such as limited on-street public parking or low turnover of off-street parking lots), for developers and traffic planners to plan for a slightly higher level of visitor parking.

The range of data available to practitioners on annual trading or activity patterns is often limited, and selecting the 30th or 50th highest hour or any other chosen design level requires some experienced judgement. Whereas for highway traffic flows the 30th highest hour is a common design figure, the more common site trip rate and parking demand satisfaction sought of 85% is widely accepted as being appropriate and this is generally about the 50th highest hour. This would mean the parking supply is sufficient to meet 85% of the peak time demand levels through the course of a year.

While arranging for parking data to be collected, for example, on a busy Thursday evening during the last week in November, would provide close to the recommended 50th highest hour level, such situations and survey timing may be neither available nor convenient. To assist with converting any selected survey period (hour, day or week), appendix B presents recommendations and guidance on the conversion from raw survey information to a design level for the activity. By applying seasonal, daily and hourly design factors to raw survey results, taken at times other than the peak demand, it becomes possible to make a calculated estimate of the likely 85% satisfaction level. This will enable an estimate of the design level for parking (eg 85% or 50th highest hour, 30th busiest day and 10th busiest week) and for traffic flows (eg 90% or 30th highest hour, 15th busiest day and 5th busiest week) to be obtained.

2.5 Hour-of-day factors (H)

The formula to calculate the selected design hour for trips and parking figures from survey data is:

$$\text{Design hour} = \text{Survey figure} \times \text{Hour of day factor} \times \text{Day of week factor} \times \text{Week of year factor}$$

To establish appropriate guidelines for the design of traffic and parking facilities associated with retail activities, the average weekday patterns of on-road traffic volumes generated by retail centre activity and foot counts at a shopping centre and hourly parking building occupancy counts for two major urban centres were undertaken. Data from several of the NZ Transport Agency's (NZTA) continuous count stations in larger metropolitan areas throughout typical weekdays averaged over a full year was also analysed, allowing for comparison of on-road traffic, pedestrian activity and parking occupancy patterns.

Figure 2.3 illustrates the general pattern of hourly pedestrian activity recorded at the centres' doors over a seven-day week. Surveyed hourly activity should then be scaled by an hour-of-day factor in order to obtain the design hourly value for the day of the survey. There are three characteristic groups of days (Mon – Tues – Wed), (Thur – Fri), and (Sat – Sun).

Figure 2.4 shows the recommended scale factor pattern for a typical weekday. The scale factors associated with pedestrian activity are closest to unity (ie when the pedestrian volume is closest to maximum) at the midday to early afternoon period. On-road traffic flows, meanwhile, demonstrate peaks or scale factors closest to unity during the morning and late afternoon commuter peak hours.

In figure 2.4 and table 2.1 the scale factors maintain the design point (ie 1.0) for the hour ending 12 noon with a factor varying between 1.1 and 1.8 for earlier and later hours in the day.

The recommended weekday design factors for retail parking surveys undertaken during ordinary business hours are provided in table 2.1.

Table 2.1 Parking hourly design factors (H) [ex-2001]

Hour of survey (hour ending)	Scale factor		
	Weekday (non-late night)	Weekday late lights	Weekend
9am	1.83		
10am	1.36		1.82
11am	1.16		1.28
12 noon	1.00		1.09
1pm	1.01		1.05
2pm	1.10		1.00
3pm	1.14		1.08
4pm	1.10		1.29
5pm	1.20	1.15	
6pm	1.50	1.36	
7pm		1.38	
8pm		1.56	

denotes design hour

Figure 2.3 Pedestrian hourly patterns by day of week (retail) [ex-2001]

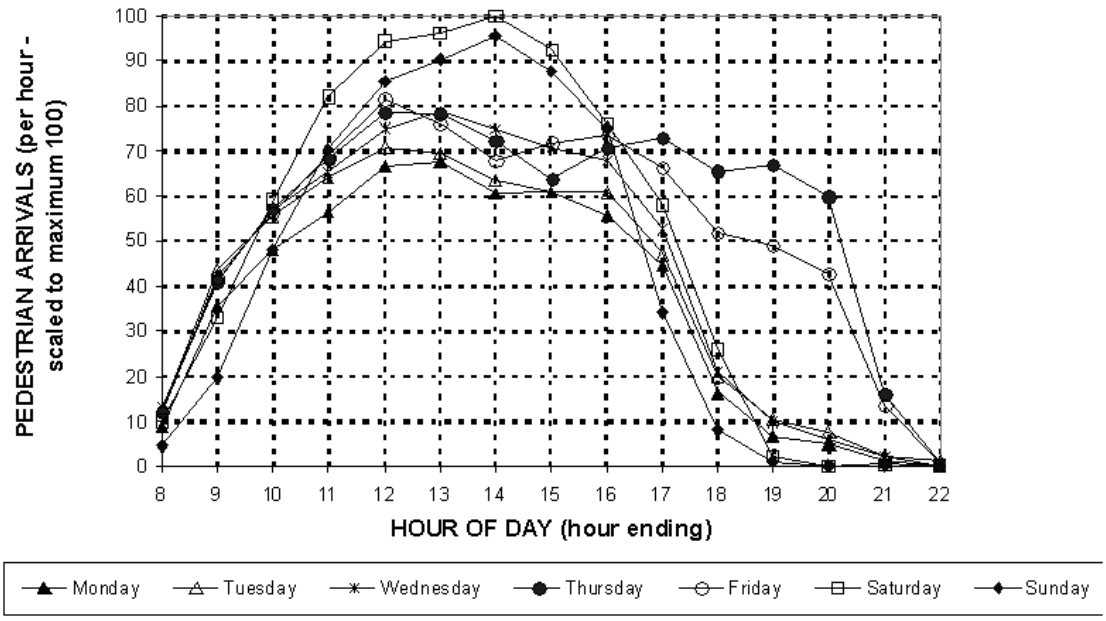
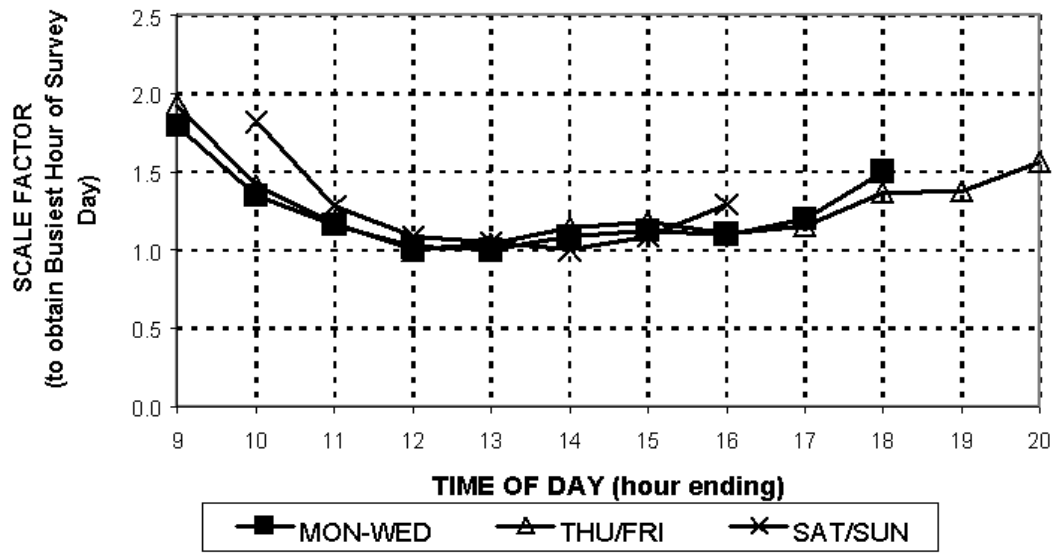


Figure 2.4 Pedestrian design hour factors (retail) [ex-2001]



2.6 Day-of-week factors (W)

Over the past 30 years, retail activity trip making patterns in particular, and other land uses in general, have changed significantly with a general spreading of visitor parking activity throughout the week. A move away from the traditional activity patterns of employment and shopping during weekdays and recreation and entertainment during the weekend has caused spreading into both Saturdays and Sundays, which have become the highest trip generating days. Increased car ownership, with consequent total mobility, has resulted in a lengthening of peak duration and greater numbers of peaks throughout the week. This in turn has spread the peak period rather than lifting the highest demand at a particular time.

Figure 2.5 illustrates the pattern of total daily pedestrian activity recorded at a major suburban shopping centre (>20,000m² GFA) over a seven-day trading week. The combined effects of both school holidays and the busy pre-Christmas period are also shown. Overall, school holidays are between 5% and 10% busier in terms of the total weekly pedestrian activity (and also the vehicle counts) compared with the equivalent non-holiday times.

Figure 2.5 Daily pedestrian arrivals at a major shopping centre [ex-2001]

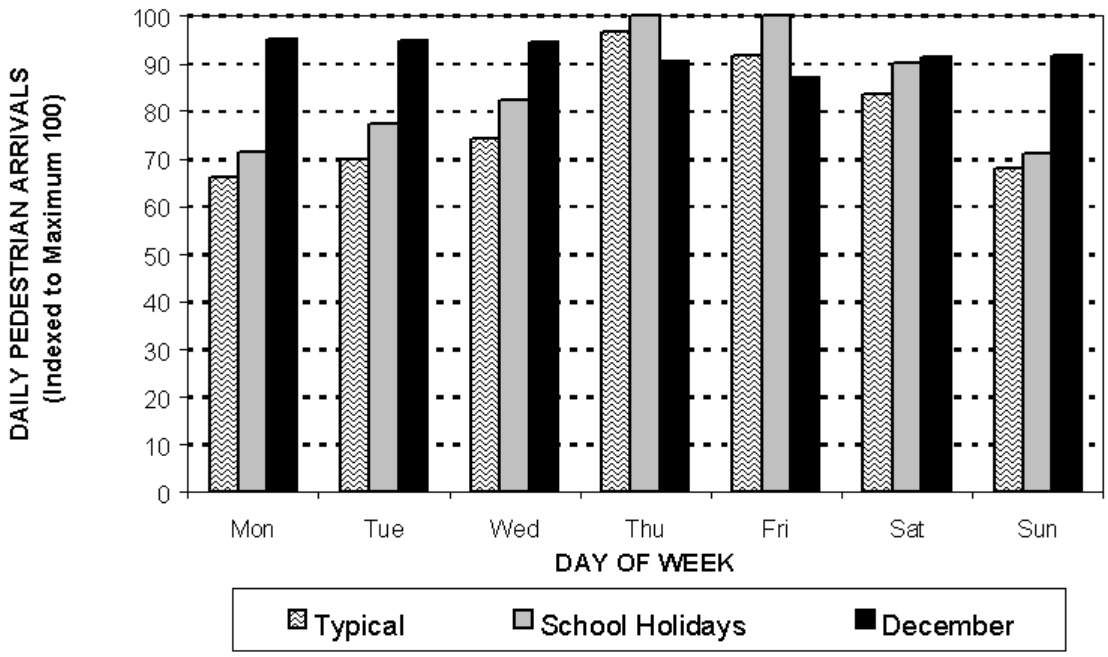


Table 2.2 Total daily counts by day of week design factors (W) (shopping centres) [ex-2001]

Day of survey	Scale factor	
	Typical	Holiday
Monday	1.46	1.40
Tuesday	1.38	1.29
Wednesday	1.30	1.21
Thursday	1.00	1.00
Friday	1.06	1.00
Saturday	1.16	1.11
Sunday	1.42	1.41

denotes design day

The above factors are recommended for an initial guidance in the absence of more specific information. In all situations it is advisable to have surveys of comparable existing sites.

Local variations in trading patterns are to be expected. If data more appropriate to a particular location or activity is available, then this should be used at the discretion and judgement of the practitioner.

2.7 Seasonal or yearly factors (Y)

Typically the only comprehensive and continuous traffic counts throughout the year are state highway (SH) road traffic volumes. These have been collated to indicate the pattern and scale of general traffic activity levels within the major road network of major urban and other centres.

Continuous count stations at 16 locations were analysed for the calendar year 1998 to determine a set of scale factors for extrapolating individual survey results in terms of the seasonal or weekly design level. This surrogate measure provided by on-road traffic volume compared with on-site parking and traffic activity is considered to provide an appropriate basis for considering the seasonal travel variations over time. The most contrasting situation is illustrated by figure 2.6 showing the seasonality of small centres and locations subject to significant holiday variations. The equivalent graphs for provincial and metropolitan cities are illustrated in figures 2.7 and 2.8.

The practitioner should select the group, ie 1, 2 or 3, which matches the situation being investigated and also choose the appropriate week for design, ie 3rd, 5th or 10th.

Figure 2.6 Weekly factors (group 3) [ex-2001]

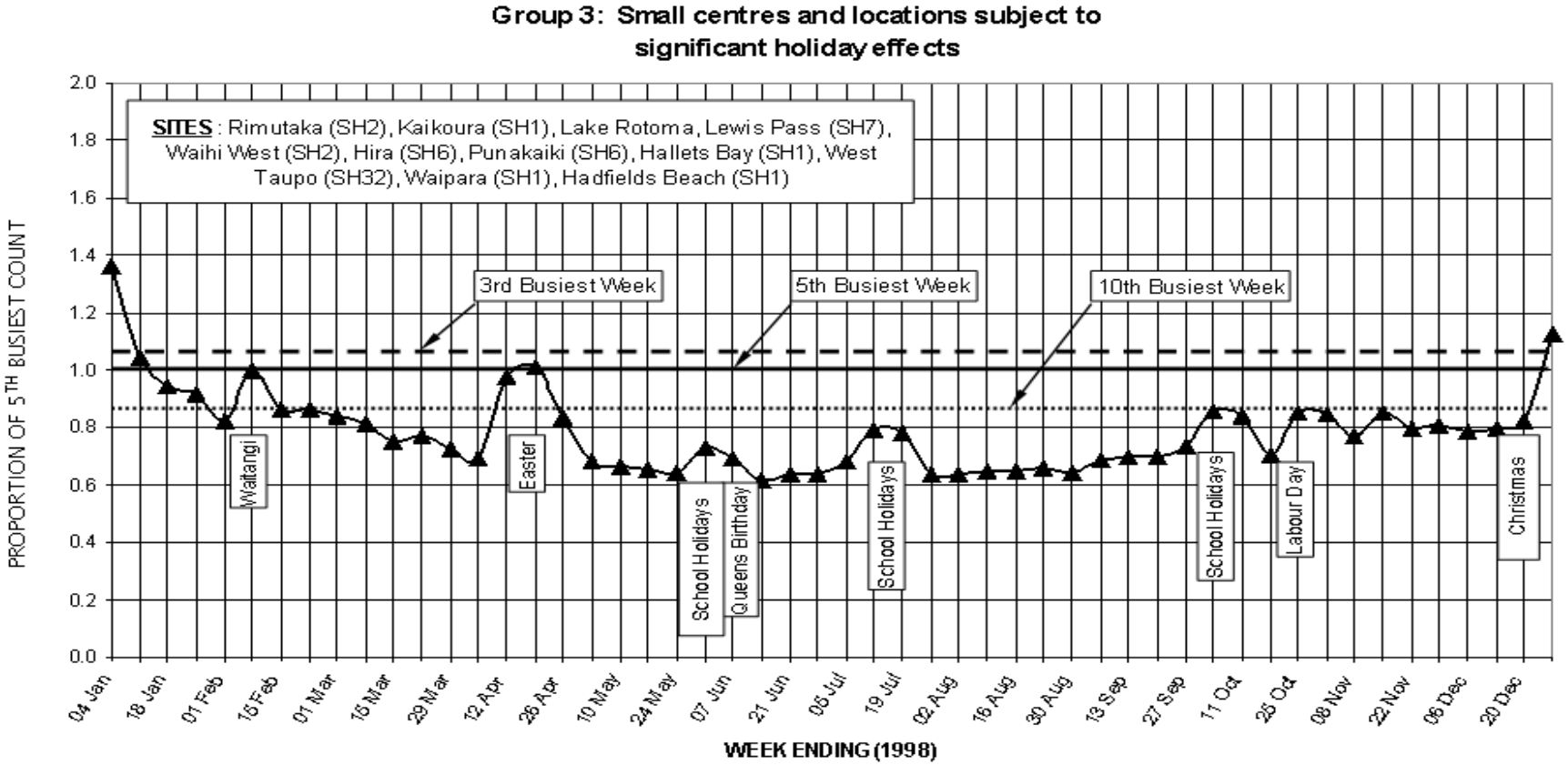


Figure 2.7 Weekly factors (group 2) [ex-2001]

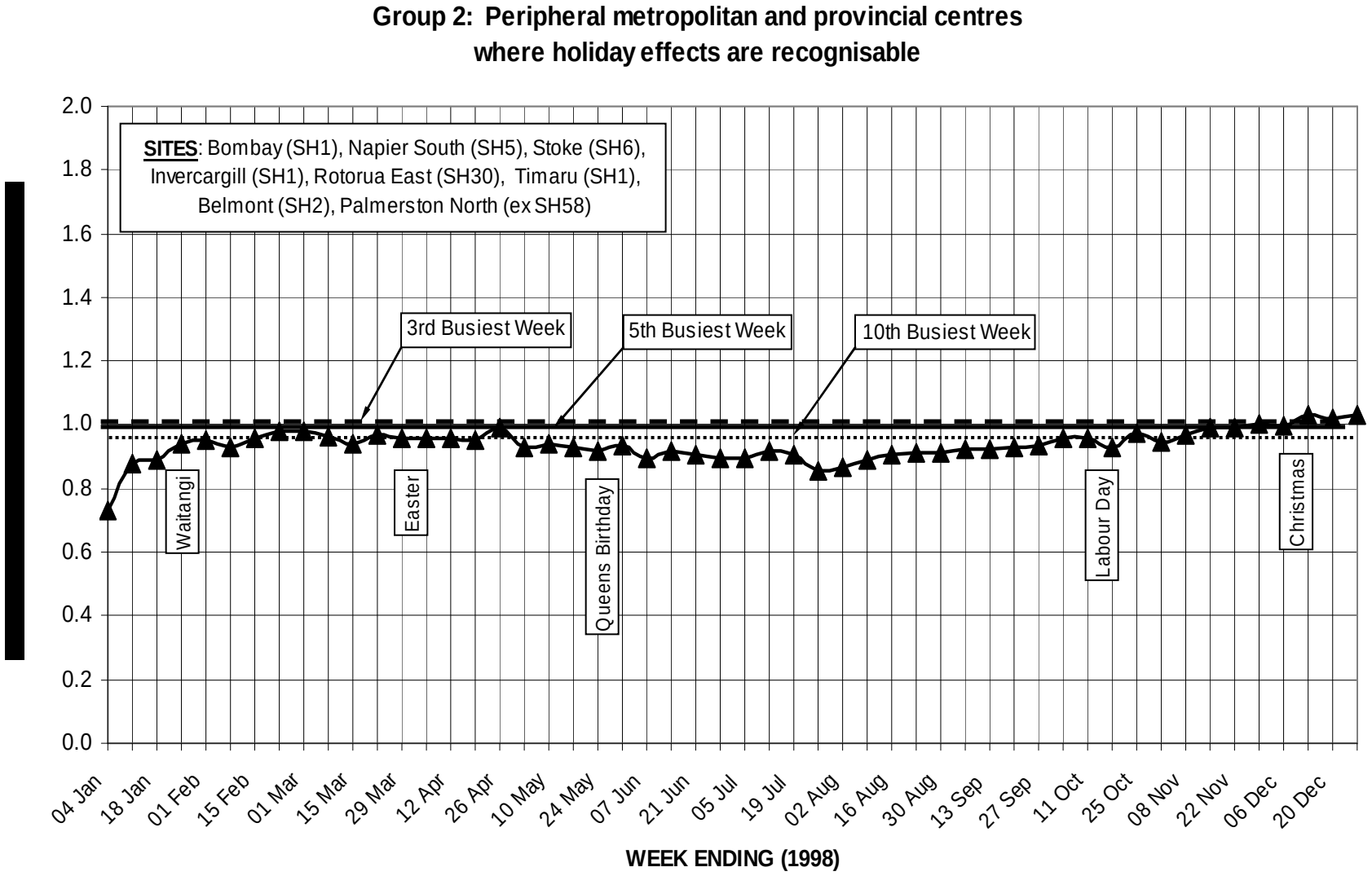
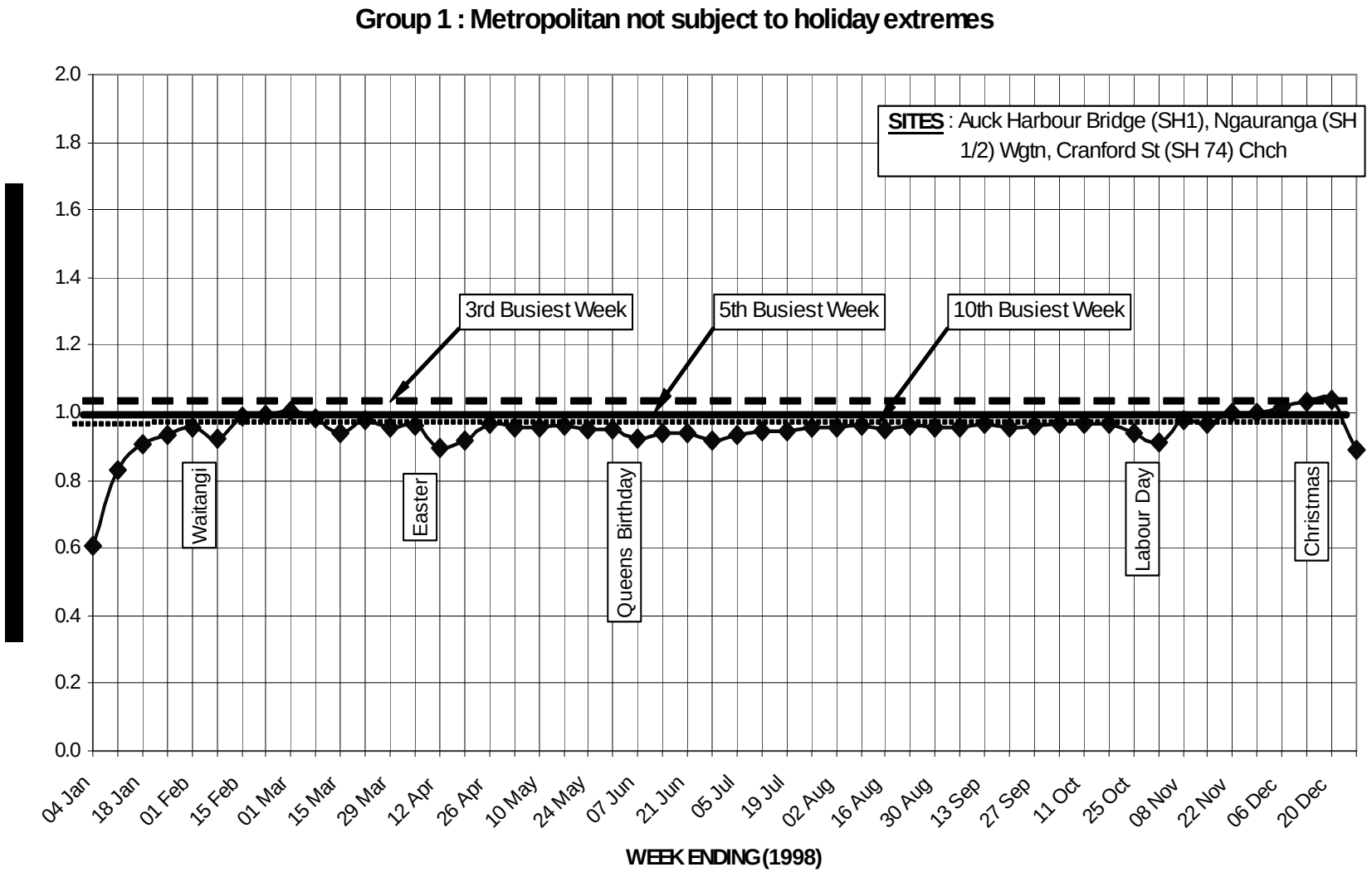


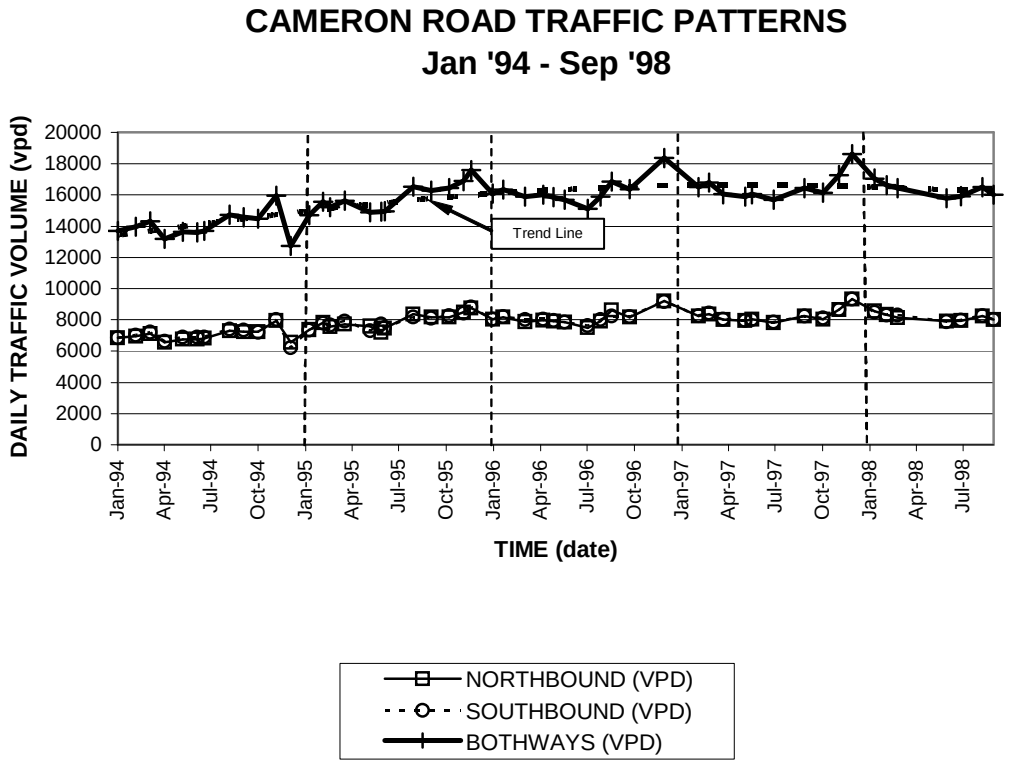
Figure 2.8 Weekly factors (group 1) [ex-2001]



2.8 Longer time – for future year assessments

Figure 2.9 shows data collected by the Tauranga District Council from its regular on-road traffic count station in Cameron Road, adjacent to the CBD, showing daily traffic volumes from January 1994 to August 1998. The data related to a weekly two-way traffic count undertaken for one week of each month over the five-year period.

Figure 2.9 Longer time-scale traffic patterns



The graph shows the pattern of monthly variation with the significant peaks in activity in the December/ Christmas period of each year. It also shows there was a significant seasonal variation in Tauranga and a steady trend growth-line from 1994 to 1998.

The key benefit of the data comes in reviewing the underlying long-term trend line. The average two-way traffic volume in Cameron Road over those five years showed a steady increase over the first two to three years, then a tailing off from about 1996. The explanation for such trends comes from a combination of reasons, including but not limited to:

- Network capacity – the two-way daily volume of up to 18,000 vehicles along this two-lane, undivided section of Cameron Road represents a level of traffic activity that would cause some drivers to choose alternative routes to and from the city centre.

- Economic and development patterns – with increasing dispersal of retail and service activities around the greater Tauranga area, it is likely the city centre was experiencing a slight but noticeable slowing in its increased rate of activity.
- Infrastructure improvements – several major roading projects in the greater Tauranga area resulted in an incremental transfer of traffic activity away from the Cameron Road spine through Tauranga city centre.

Changes in network performance can potentially alter travel times through a network for either private car or public transport modes, while major roading changes can also create impediments for non-motorised modes. Such factors must be recognised when assessing accessibility, trip generation and parking demands for new or redeveloped land uses.

Where comprehensive metropolitan or regional transportation studies have been undertaken, and there are future vehicle traffic assignment forecasts available, these should also be taken into account. Such regional studies should give greater confidence as the medium-term (20 year) and longer-term (40 year) land-use distribution and forecast network traffic flows. Even with the inevitable delays in programmed transport improvements, such longer-term changes should be understood and taken into account in ITAs.

2.9 Application of scale factors

As discussed in section 2.4, the derivation of these weekly, daily and hourly scale factors has been based on the data available throughout the course of a year for pedestrian activity at a shopping centre in a major suburban centre, plus car parking turnover and data from a series of SH continuous count sites. For trip generation and parking design at the individual site or shopping centre, a level of the 50th highest hour and the 10th highest day or 85% satisfaction is suggested for sites that supply their own parking and where this is generally unconstrained.

Table B.3 in appendix B is a worksheet showing how all those scale factors contribute to determining a suitable design hour.

Practitioners should also be aware of the local network operation and the wider influences on the accessibility and convenience of travel to and from particular sites and land uses over the next five or 10 years at least. If a region-wide network and an assignment model are available for longer-term forecasts of future traffic of possibly 20 years may also be considered.

The trip making and parking demand variations described in this section must be considered when undertaking ITAs. These matters are referred to in Abley et al (2010).

3 Daily trips, modes and purposes

3.1 Source of information and definitions

Report 209 did not discuss the whole community's balance of trip making between modes. Some 10 years hence multi-modal trip making is now of greater importance and is included in this report to give some background on daily travel by mode and purpose in New Zealand.

This section relies on the reporting of the New Zealand Household Travel Survey (NZHTS) (MoT 2008a). It is derived from questionnaires put to more than 12,000 people from 5650 households between 2003 and 2006. The national analysis of travel mode choices is reported by the MoT (2009). The information on daily travel in different regions included here is derived from *NZTA research report 353* 'National travel profiles part A: description of daily travel patterns' (Abley et al 2008). The following definitions are used in the NZHTS (MoT 2008a).

Participants All household members, including babies, were eligible for inclusion in the survey.

Stratification The sample strata and substrata were geographically based using Statistics NZ definitions for the 1996 Census of Population and Dwellings. The strata were from 14 local government districts grouped as follows:

- metropolitan urban areas (MUAs), which have a population of at least 30,000
- secondary urban areas (SUAs), which have a population between 10,000 and 30,000
- rural areas (RAs), which include minor urban areas with populations less than 10,000 and all other rural areas.

The sample sizes per local government district were generally proportional to 2001 Census populations.

Usage The definitions of 'trip legs', 'modes' and 'trip purposes' often vary between countries. The perception of these terms may also vary from one research document to another. For example, the *Travel survey report 1997/1998* (Land Transport Safety (LTSA) 2000) used 'trip legs' to understand New Zealanders' travel behaviour and O'Fallon and Sullivan (2005) used 'trip chains' to understand how New Zealanders linked their trip legs into journeys. Parallel with these works several comprehensive multi-modal regional studies were undertaken in which modes and purposes were defined in a slightly different manner.

Trip legs are defined by the MoT (2009) as follows:

> *Trip leg: a single leg of a journey, with no stops or changes in travel mode. For example, driving from home to work with a stop at a shop, is two trip legs; one ending at the shop and one ending at work.*

Trip leg departures consider the start time of a trip leg for a given purpose. Trip leg arrivals consider when the trip leg ends. 'Home-based' departures and arrivals are made to and from home, while a 'home-based

arrival' is any trip leg that ends at home irrespective of the time of day. Trip legs begin on leaving any property. A walk trip is more than 100m.

Trip leg purpose. Each trip leg has a trip leg purpose, which is related to activities generally at the arrival end of the trip. These are set out in detail in Abley et al (2008) and on the MoT website (MoT 2009). More detail on trip purposes is included in sections 3.6 to 3.10.

Modes. The following definitions were used when defining modes:

- Trip legs made by walking included skateboards, scooters, prams, tricycles and children carried in backpacks.
- Trip legs made by motorbike (either as driver or passenger) were classified as 'vehicle driver' or 'vehicle passenger'
- Trips legs made by professional taxi and bus drivers as part of their work were classified as 'vehicle driver'.
- Emergency vehicles (eg ambulances, police cars) were classified as vehicles with professional drivers and passengers.
- Public mode includes passenger travel on train, bus, ferry, plane and taxi.
- Private mode includes vehicle driver, vehicle passenger, motorcycle, bicycle and walking.

To give some overall perspective of total trip legs by all modes and all purposes, the average trip leg distances and the average trip leg times for the three sample regions are compared in figures 3.1 and 3.2. The average trip length distances are greatest for RAs (13km) and least for MUAs (8.5km). The mean trip leg times do not vary greatly, ranging between 13 and 16 minutes in all regions.

Figure 3.1 Average trip leg distance, categorised by area

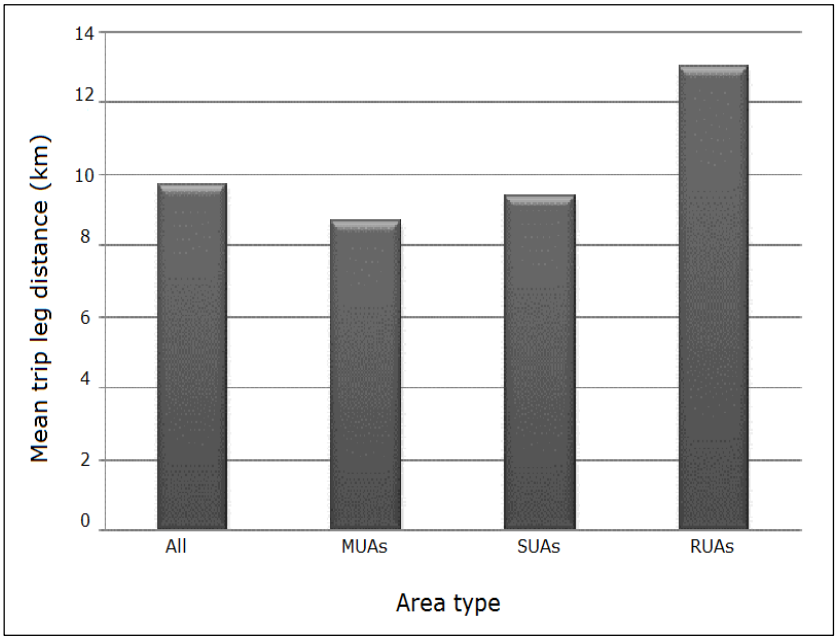
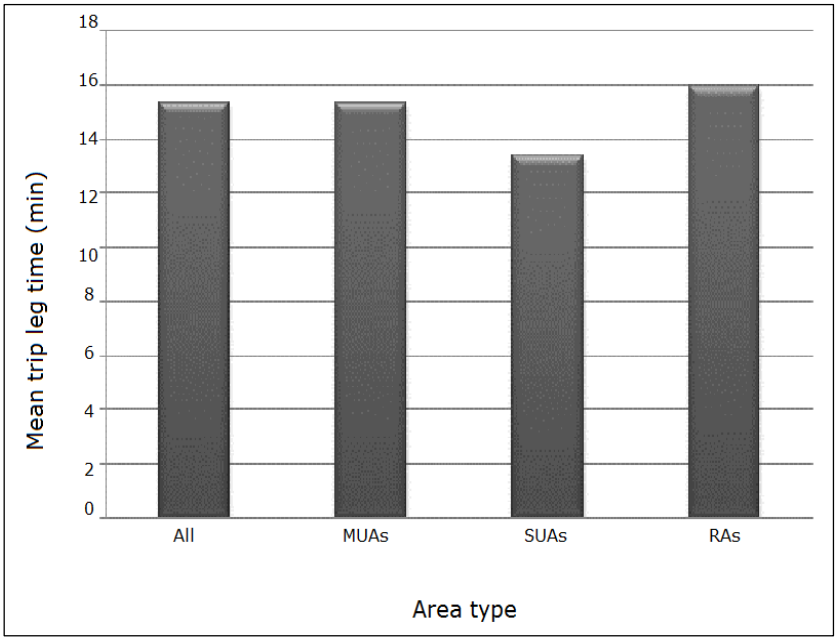


Figure 3.2 Average trip leg time, categorised by area



MUAs = metropolitan urban areas

SUAs = secondary urban areas

RAs = rural areas

3.2 Trip legs by private and public modes

The proportions of trip legs made by different modes and categorised by area are presented in table 3.1. The proportion of trip legs taken by selected private and public transport modes are illustrated in figures 3.3 and 3.4, respectively. These show the selected mode as a proportion of total trip legs by all modes.

The analysis of the proportions of trip legs taken by selected private and public transport modes shows:

- Travel mode as a 'vehicle driver' had the highest trip leg proportion, accounting for over 50% of all trip legs taken from 2003 to 2006 in all three areas.
- The proportion of walking trip legs varied between 11% and 16% in all three areas.
- In terms of public travel modes, the proportion of trip legs made by bus in RAs was 2.9%, compared with 2.4% and 0.8% in MUAs and SUAs, respectively. In SUAs and RAs, bus trip legs reflected the high proportion of rural school children taking the bus to school.

Table 3.1 The proportions of trip legs made by modes, categorised by area

Mode description	Trip leg proportion			
	All areas	MUAs	SUAs	RAs
Walk	15.5%	16.5%	11.3%	13.7%
Vehicle driver	54.1%	53.0%	58.5%	56.1%
Vehicle passenger	25.5%	25.5%	26.9%	24.9%
Bicycle	1.4%	1.2%	1.9%	1.8%
Bus	2.4%	2.4%	0.8%	2.9%
Train	0.3%	0.3%	0.1%	0.1%
Taxi	0.4%	0.5%	0.4%	0.2%
Other*	0.5%	0.6%	0.3%	0.4%
Total	100%	100%	100%	100%
Unweighted trip legs (all modes)	108,482	67,589	10,775	30,097

* The 'other' category includes trips by train, ferry, plane and mobility scooter, as well as trips which were classified as 'other' on the survey forms (these may include travel by boat, horse, electric wheelchairs etc).

Figure 3.3 The proportions of trip legs made by private transport modes, categorised by area

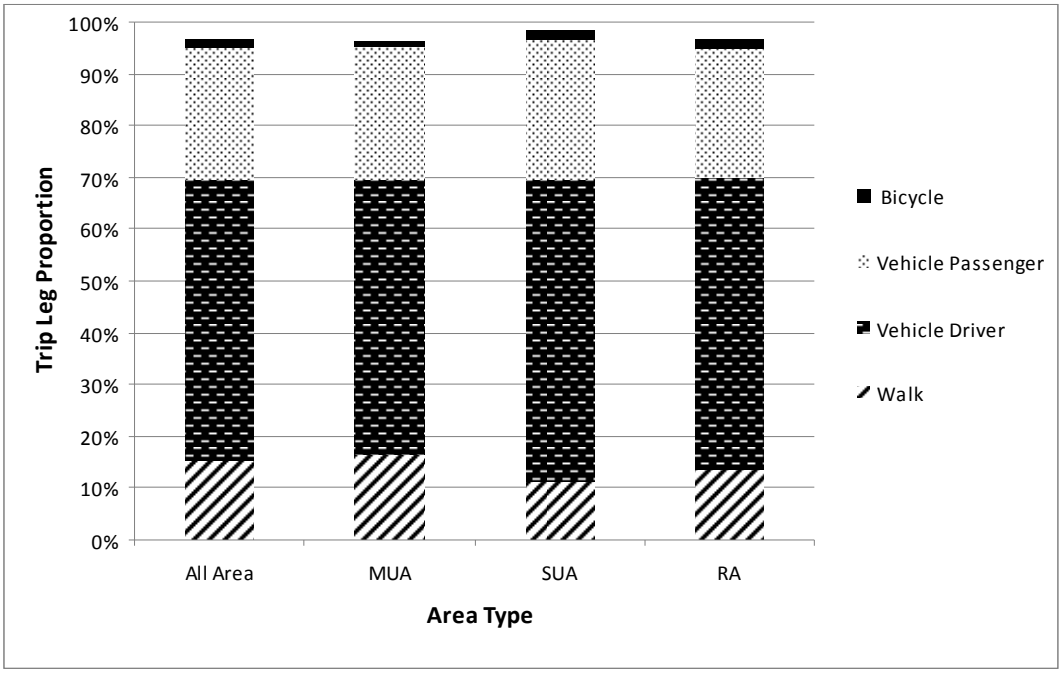
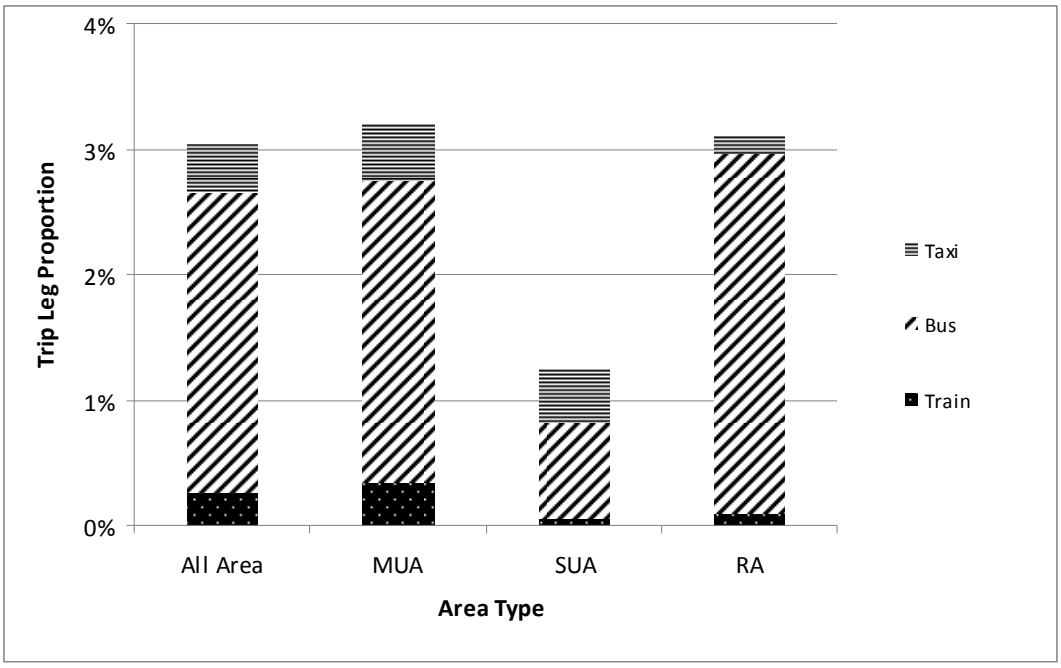


Figure 3.4 The proportions of trip legs made by public transport modes, categorised by area



3.3 Trips and modes in different regions

Travel in the three different types of regions or areas of New Zealand, as defined for these surveys (MUA, SUA, RA), does not vary greatly:

- Overall, the mean number of trip legs per person per day for all areas is around 4.4.
- Travel mode as a 'vehicle driver' has the highest trip leg proportion, accounting for over 50% of all trip legs taken on a national basis.

The modes of trips, their length, their destination and the total time spent per day according to mode in the MUA, SUA and RA regions are illustrated in figures 3.5 and 3.6.

Figure 3.5 shows the trip legs per person. These must be summed to generate the trips made by a household. Thus, the average vehicle driver trips for a household of possibly four people could be 4 x 2 = 8 vehicle driver trips per day of which three or four could be to or from home. This could result in an average of six home-based resident driver trips per day. This aspect of generating trips by households is also being undertaken in current research for the NZTA (NZTA research report 'National travel profiles part B: Trips, trends and travel predictions' is soon to be published).

Figure 3.5 The mean number of trip legs/person/day, categorised by mode of travel and area

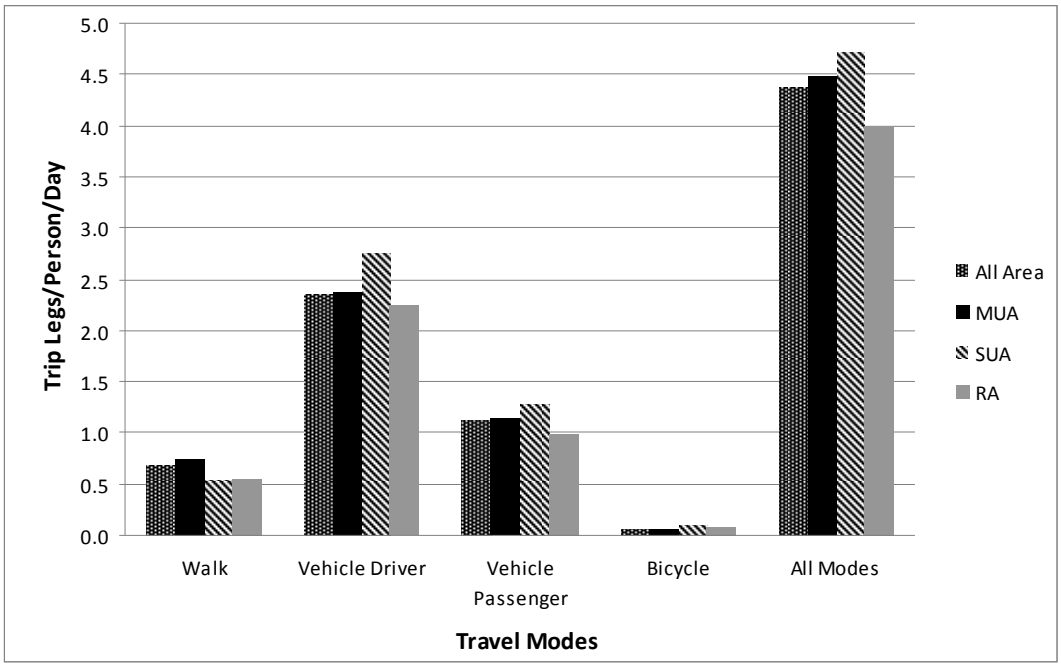
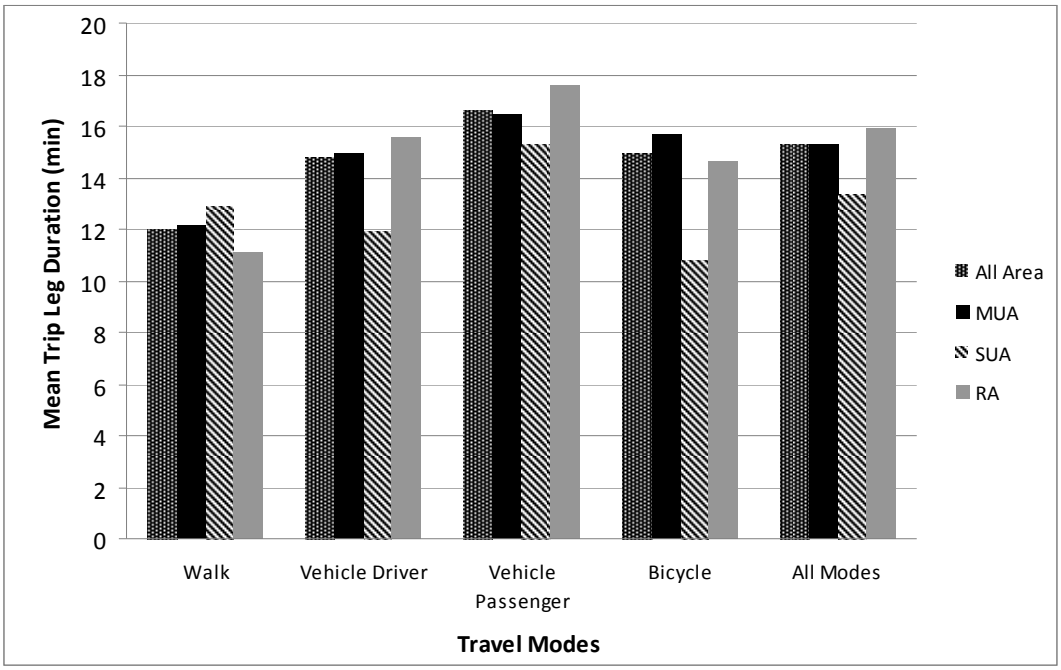


Figure 3.6 The mean trip leg duration, categorised by mode of travel and area



3.4 Variation in travel by household car availability

Table 3.2 and figure 3.7 show how travel patterns differ according to household car availability. Trip legs, distance and time per household per day are indexed to show the relative difference of variations in household car availability. For this index, a reading of 100 is used to indicate the average rate per household. This is equivalent to 15 trips per household, 121km travelled per household and 227 minutes of travel time per household.

Analysing the variations in travel categorised by household car availability shows:

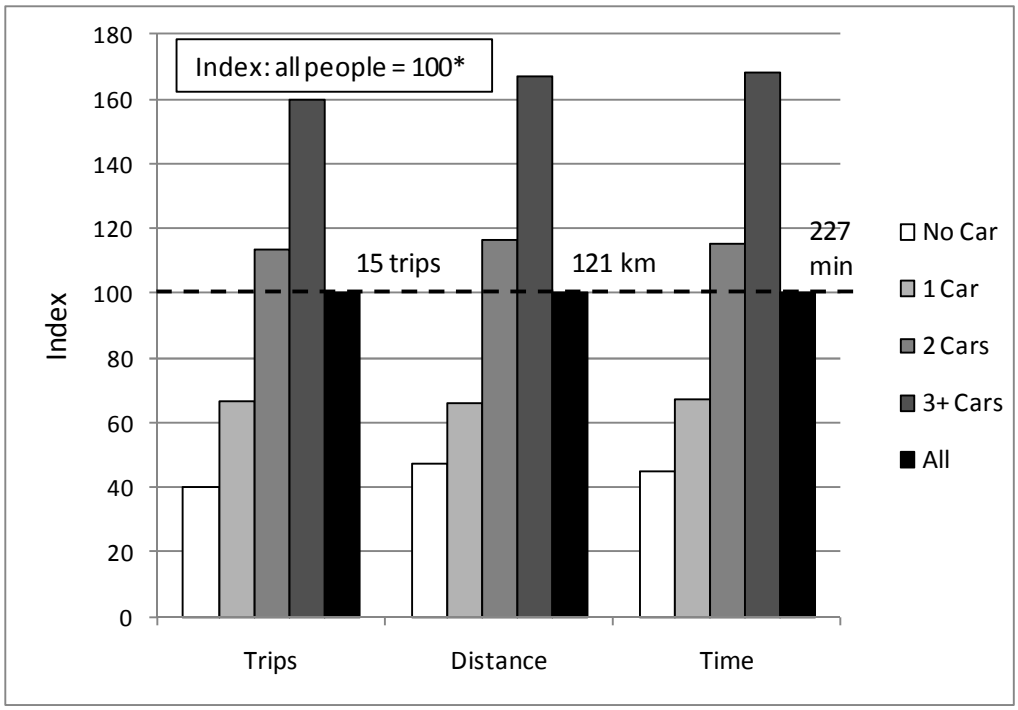
- Households with three or more cars generated proportionally more trip legs than households with fewer than three cars.
- Households with more than three cars also travelled correspondingly greater distances and spent significantly more time travelling.

Table 3.2 Variations in total travel for all modes by household car availability

Number of cars in household	Unweighted sample size (households)	Total trips/ household/ day	Distance/ household/ day (km)	Travel time/ household/ day (min)
No car	360	6	57	102
1 car	1818	10	80	153
2 cars	1783	17	141	262
3+ cars	848	24	202	382
Totals and means	4809	15*	121*	227*

* These values were used to calculate the 100 index shown in figure 3.7.

Figure 3.7 Mean variations in travel by all modes categorised by household car availability



*100 = 15 trip legs/household
= 121km/household
= 227 minutes/household

3.5 Variation in travel by household size

Variation in travel behaviour by all modes, categorised by number of people in a household, is shown in table 3.3. Trip legs, distance and time travelled per household per day are illustrated in figures 3.8, 3.9 and 3.10, respectively. The table and figures show:

- Trip legs, time spent travelling and distances travelled increased linearly with the number of people in a household, up to four persons.
- The average number of trip legs (six), the travel distance (50km) and travel time (90 minutes) per person per day in a household was fairly constant until the household size reached 5+ people.
- Households with five people travelled the greatest distance: 244km per day.

The surveys and subsequent reports only considered the effect of individual variables on trips, distances and time. Numerous variables might all affect trips, distances and time but the relative magnitude of the effects of these variables in combination was not determined in this investigation.

Table 3.3 Variations in travel by number of people in a household

No. of people in household	Unweighted sample size (households)	Trip legs/ household/ day	Distance/ household/day (km)	Travel time/ household/day (min)
1	1169	6	47	91
2	1809	12	99	188
3	749	18	147	282
4	687	25	200	376
5	272	28	244	421
6+	124	29	230	426
All	**4810**	**15**	**121**	**227**

Figure 3.8 Trip legs per household per day, categorised by number of people in the household

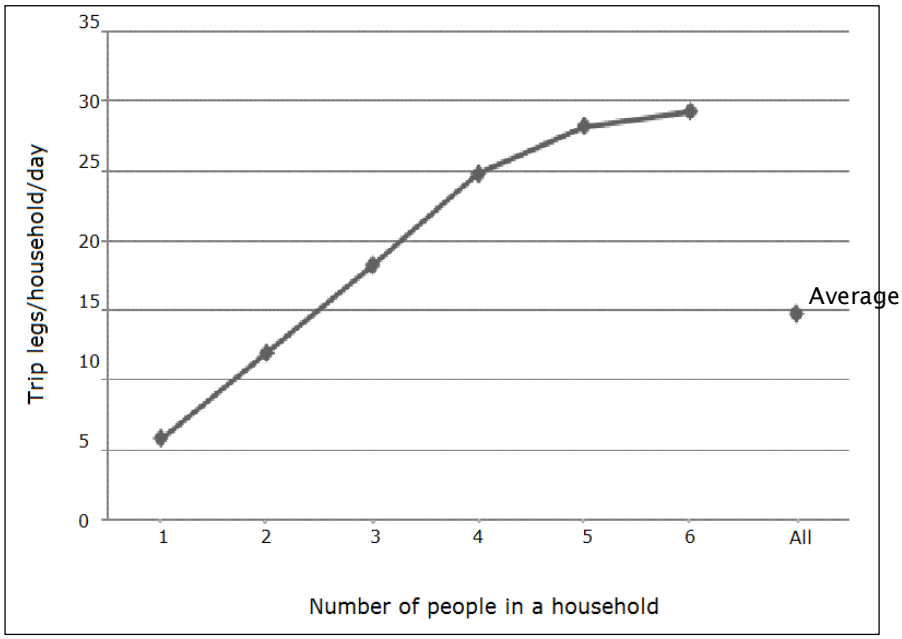


Figure 3.9 Distance per household per day, categorised by number of people in the household

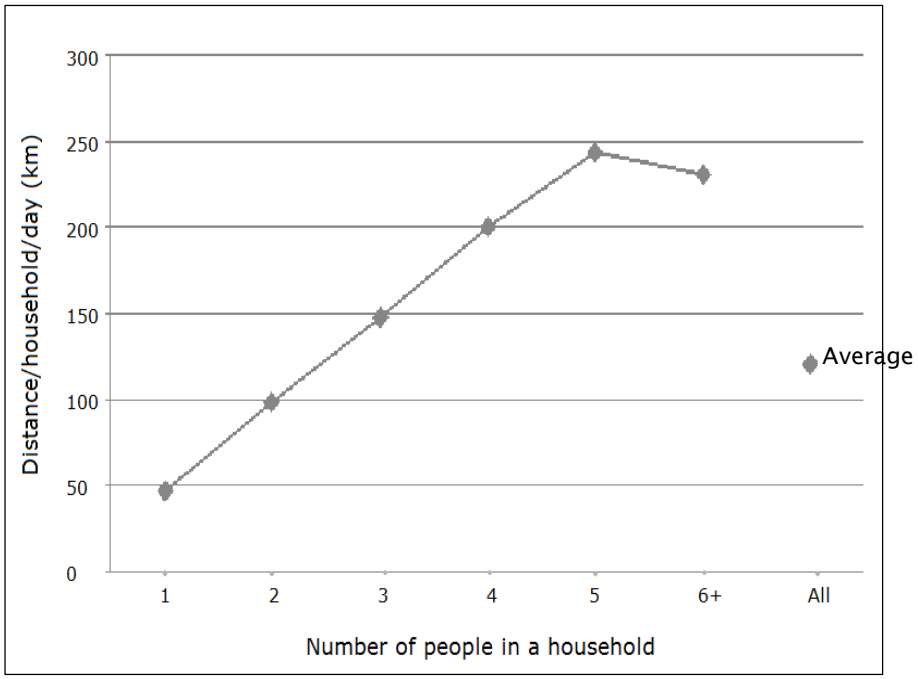
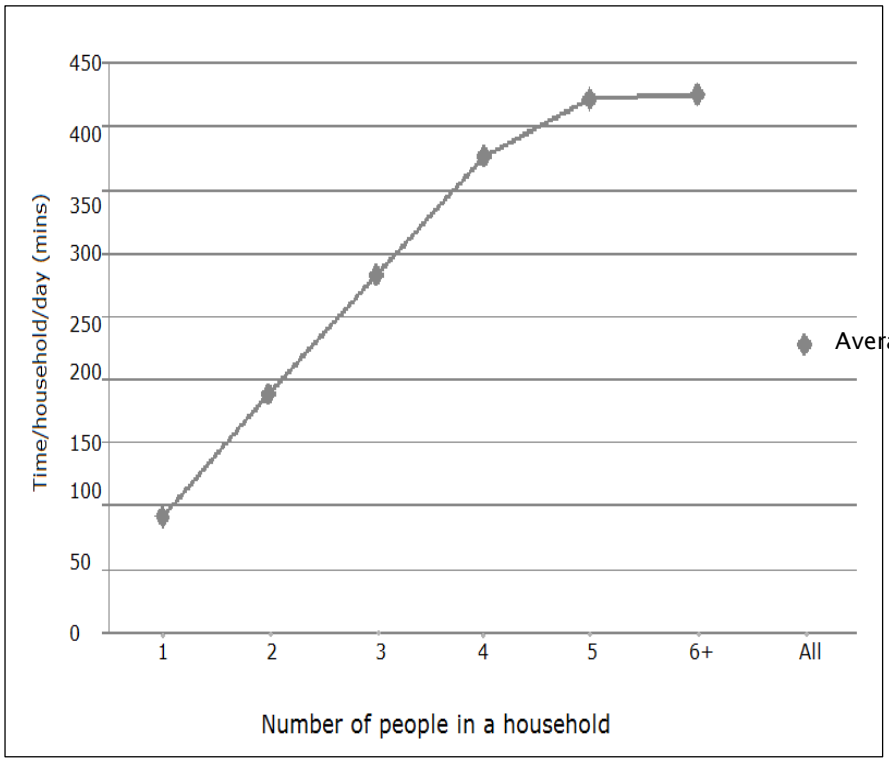


Figure 3.10 Travel time per household per day, categorised by number of people in a household



3.6 Walking duration by purpose in metropolitan urban areas

The 85th percentile, 15th percentile and mean walking duration by purpose in MUAs for all trip leg arrivals and for home-based trip leg arrivals are illustrated in figure 3.11. Walking trip legs from all trip leg arrivals include trip legs that may not be home based, such as arrivals from 'work – main job', 'social/recreation' or 'hospital/medical'. Home-based walking trip leg durations are calculated using the first trip leg an individual makes at the start of the day when they leave home. Those trip legs made by people who returned home at some point and then went out again have not been included in this analysis.

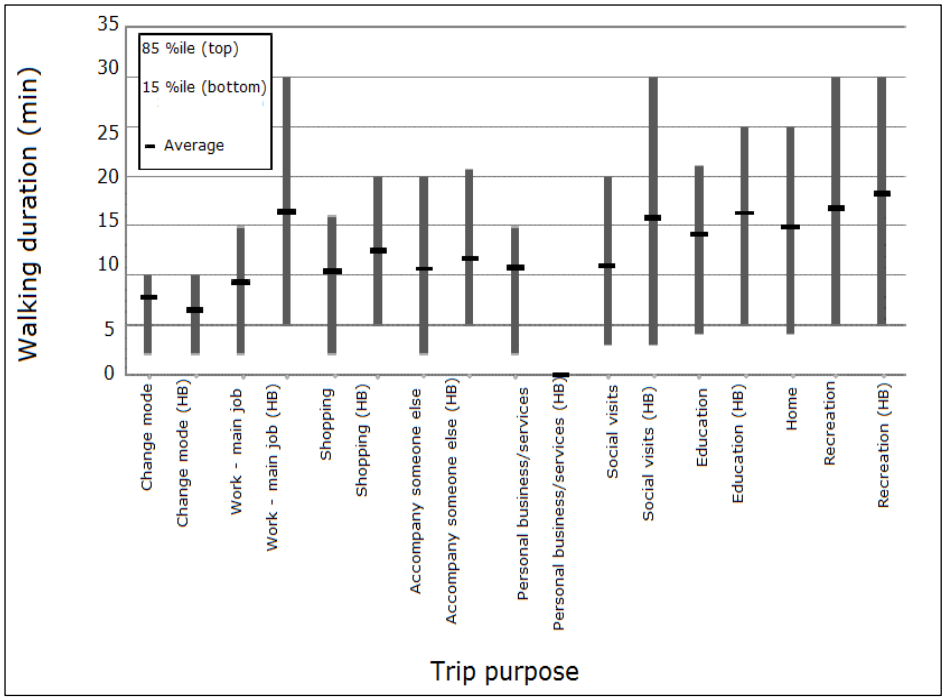
Respondents were also prompted to include all walking trip legs of 100m or more along a public road or footpath, or where a road was crossed. In practice, it is likely very short trip legs might tend to be under-reported. Trip legs from a car park to work were eligible for the survey if they met these criteria. Interviewers were trained to probe for this information.

The analysis of walking trip leg durations, categorised by purpose for home-based arrivals in MUAs, shows:

- Recreational trip legs have the highest mean walking duration. On average, an individual will walk 17 minutes for all recreational trip leg arrivals and 18 minutes for home-based recreational arrivals.
- Trip legs made to 'change mode' have the lowest mean walking duration (eight minutes).

- The 'work (home-based)' has a higher walking trip leg duration (16 minutes) compared with trip leg purpose by 'work'. This is because trip leg purpose by 'work' includes other short walking distance trip legs such as walking from the bus stop to work or short walk trips for business purposes during the day.

Figure 3.11 Walking trip leg duration by purpose in MUAs*



* Estimates for 'personal business and services (HB)' cannot be made because the number of trip legs sampled was less than 120.

3.7 Cycling duration by purpose in MUAs

The 85th percentile, 15th percentile and mean cycling duration by purpose in MUAs for 'home' and 'work' trip leg arrivals are presented in table 3.5. Estimates of cycling duration by other trip leg purposes apart from 'home' and 'work' cannot be made because of the low sample rate of surveyed returns.

Table 3.5 shows on average a person takes about 14 minutes to cycle to work in MUAs. The mean cycling time arriving home from all origins is about 16 minutes.

Table 3.5 Cycling trip leg duration by purpose in MUAs

Trip leg purpose	Unweighted sample size (trip legs)	Duration (min)		
		15th %ile	Mean	85th %ile
Home	386	5	16	25
Work*	263	4	14	23

* 'work' includes trip legs for 'work – main job', 'work – other job' and 'work – employer's business'.

3.8 Mean distance and time by purpose

The mean trip leg distance and trip leg time, categorised by trip leg purpose, are shown in table 3.6 and illustrated in figures 3.12 and 3.13.

The analysis of the mean trip leg distance and trip leg time, categorised by trip leg purpose, shows that:

- 'Work – employer's business' has the highest trip leg distance (10.7 km), followed by 'recreation' (10.5 km) and 'social visits' (9.8 km).
- Recreational trip legs have the highest mean trip leg time (19.9 minutes), followed by 'work – employer's business' (19.2 minutes) and 'social visits' (16.4 minutes).

Figure 3.12 Mean trip leg distance, categorised by trip leg purpose

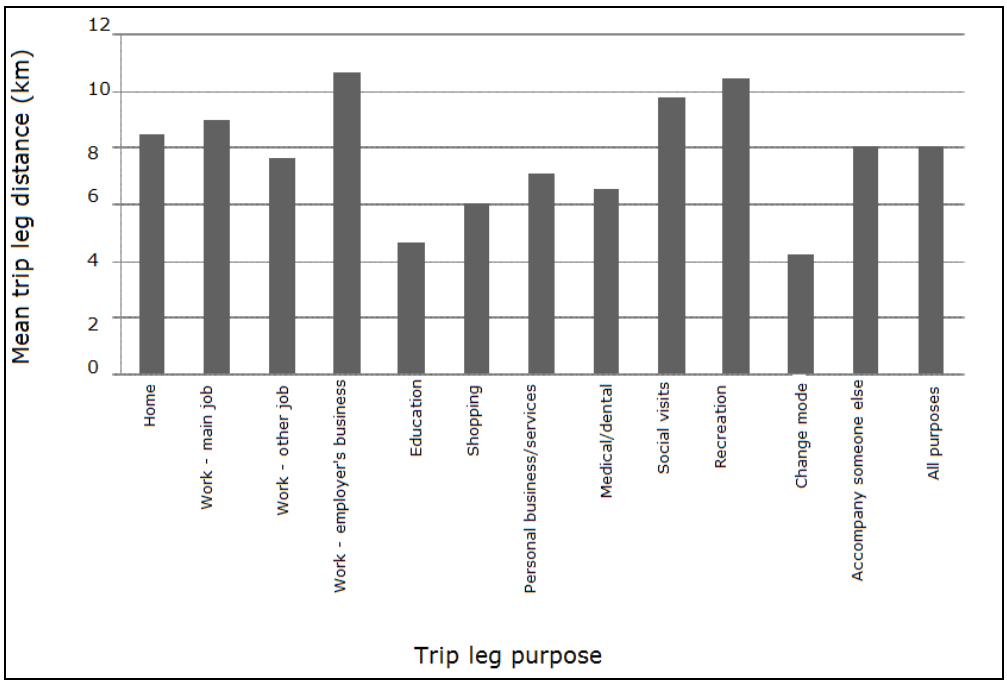
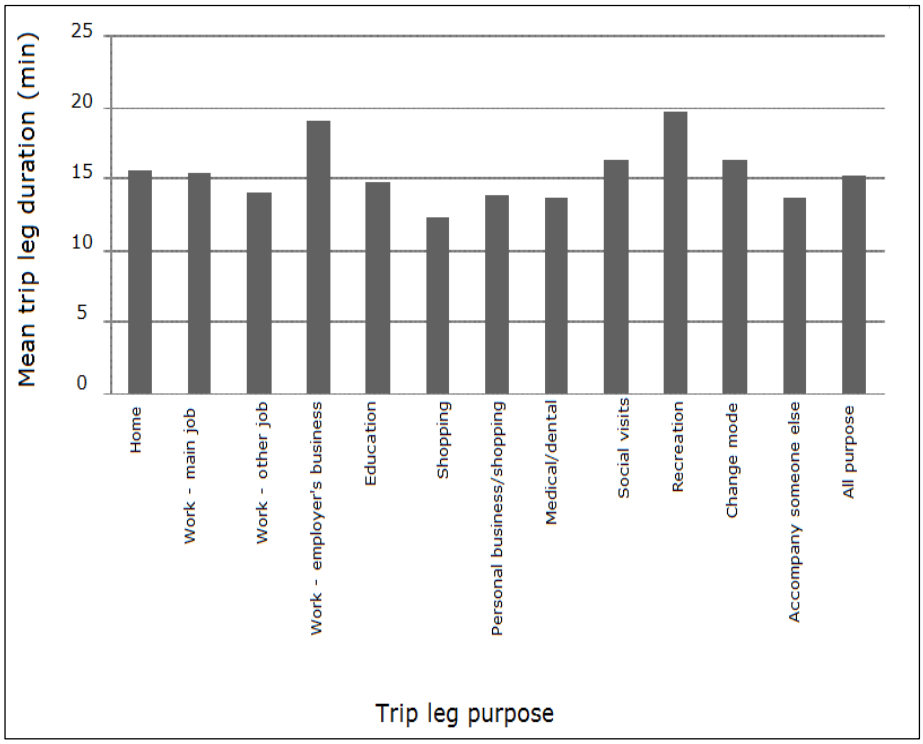


Figure 3.13 Mean trip leg duration, categorised by trip leg purpose



3.9 Trip leg by purpose and mode

Trip leg proportions, categorised by trip leg purpose and mode of transport for the whole of New Zealand, are presented in table 3.7 and illustrated in figure 3.14.

Looking at the figure and the table shows that:

- Trip legs made as a 'vehicle driver' comprise the highest proportion of trip legs travelled for working purposes. Shopping, personal business/services, social visit and medical dental trip purposes show a similar pattern.
- Trip legs made as a 'vehicle passenger' comprise the highest proportion of trip legs made for 'education' and to 'accompany someone else', with proportions of 39% and 54%, respectively.
- Walking was the dominant mode of transport for trip legs made to 'change mode' (42% of all 'change mode' trip legs).
- Buses were the most frequently used mode of public transport, being the fourth highest mode for education and the second highest for 'change mode' trip legs.

Figure 3.14 Trip leg proportions, categorised by trip leg purpose and mode of transport

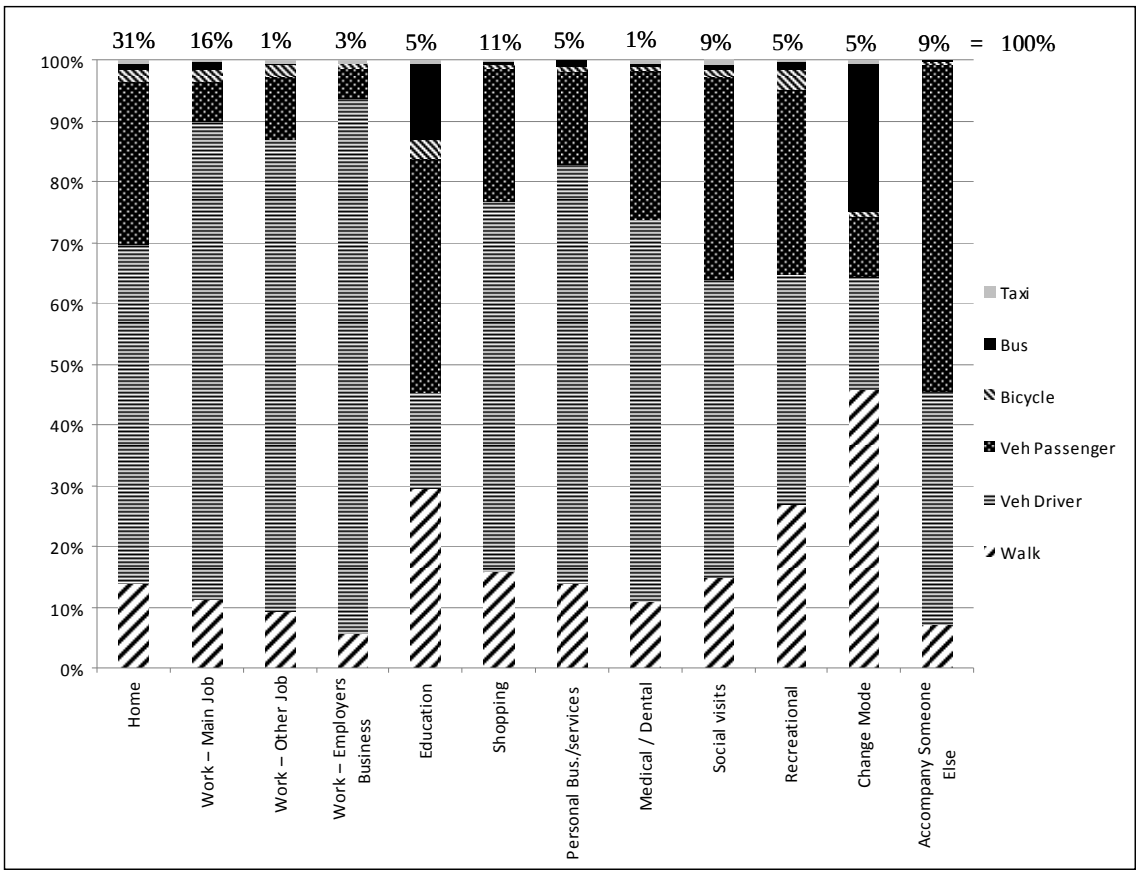
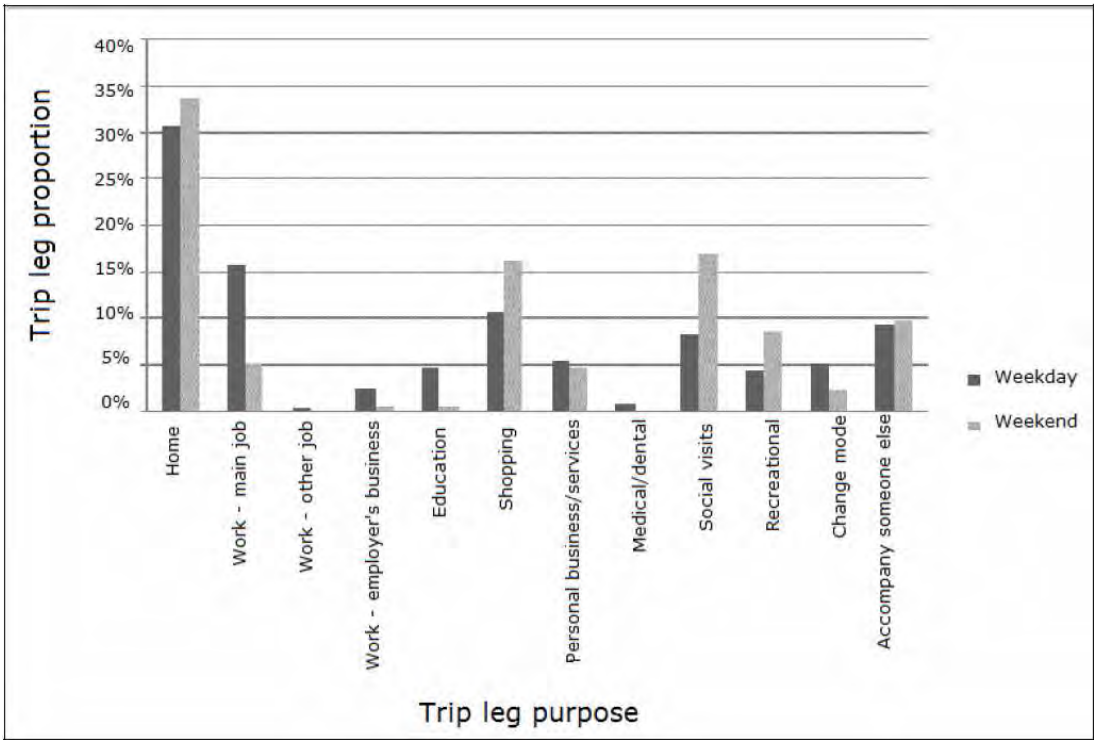


Figure 3.15 shows the proportion of trip legs by purpose on weekdays compared with weekends. During the weekend, trips to and from home and also shopping trips, social trips and recreation trips were proportionately higher than on weekdays.

Figure 3.15 The proportion of trip legs by purpose on weekdays and weekends



3.10 Summary on trips, modes and purposes

This chapter has considered how New Zealanders travel by trip leg purposes and mode of transport on a typical weekday. Highlights from this section include:

3.10.1 Trips

- The differences in trip numbers and duration of trips did not vary greatly between MUAs and SUAs. RAs had longer distances and durations of trips.
- Overall the mean number of trip legs per person per day for all areas was around 4.4.
- Trips where the mode was 'vehicle driver' had the highest trip leg proportion accounting for over 50% of all trips on a national basis.

3.10.2 Purposes

- Individuals travelled more trip legs and trip leg distance as vehicle drivers for nearly all purposes apart from 'education' and to 'change mode' and to 'accompany someone else'.

- For all working purposes, trip legs made as a 'vehicle driver' (56%) comprised the highest proportion. Shopping, personal business/services, social visits and medical/dental trip legs purposes showed a similar pattern.
- The purposes which had the highest proportion of trips made as a vehicle passenger were 'education' (39%), 'social visits' (33%) and recreation (30%).
- The purposes that showed the highest proportion of individuals walking were 'education' (30%), followed by 'shopping' (16%).
- The purposes that showed the highest proportion of bus use were to 'change mode' (22%) and 'education' (12%).
- Recreation and education showed the greatest proportion of bicycle use (3% each), followed by work trips (2%).
- Taxis were a minor contributor for trips to 'work' (1%), and for 'medical/dental' (1%) and social (1%) purposes.

4 Residential trips and parking

4.1 Background

Among the ongoing trends affecting residential trip generation patterns, particularly in the rapidly growing urban centres, is the increasing variety of household types and their make-up. Instead of the standard single dwelling-house there is now a range of residential options across a variety of income brackets, from townhouses, unit-titled apartments, long-term serviced hotel-style apartments and elderly villages together with the traditional single-unit suburban dwellings. On the rural periphery, where a significant amount of the growth in residential-related travel is occurring, a dispersed style of high-cost family home has emerged.

Another trend is for inner-city apartments to be developed on smaller CBD sites. This proximity to the variety of employment, entertainment and recreation options in these areas may result in car ownership and vehicle trip generation rates being marginally lower than for a typical suburban dwelling. However, two-car households, parking and trip making continue to increase for all household types.

The third significant trend is the increase in vehicle ownership and general car availability in all income brackets. Between the 1986 and 1996 censuses, the average household car ownership rate rose from 1.32 to 1.40 and in 2006 to 1.80, cars per household, largely reflecting the continued availability of cheaper vehicles in the form of second-hand vehicles. The trend away from vehicle driver trips toward higher levels of bus, cycle and pedestrian trips has not been significant or as great as that sought in the New Zealand Transport Strategy (MoT 2008b)[2].

This research did not attempt to isolate the particular factors involved in determining the household trip generation rate for a particular location. That information will be contained in the soon to be published NZTA research report 'Travel profiling part B'. In very general terms, the primary factors explaining the variation in household trip generation include:

- topography (hill suburbs generate fewer trips and tend to a lower average trip generation rate)
- demographic make-up (younger families tend to make more trips than a retired or ageing population)
- socio-economic factors (car ownership and availability have a large influence on the number of trips made per day)
- proximity to employment centres (satellite commuter towns close to major metropolitan areas typically have lower average residential trip generation rates than suburbs of a metropolitan area)
- increased opportunity to work from home (advances of internet and other telecommunications technology)

[2] The New Zealand Transport Strategy uses a planning horizon to 2040. *Connecting New Zealand* (MoT 2011) is a summary of the government's transport policy and is largely focused on the government's direction for the next decade.

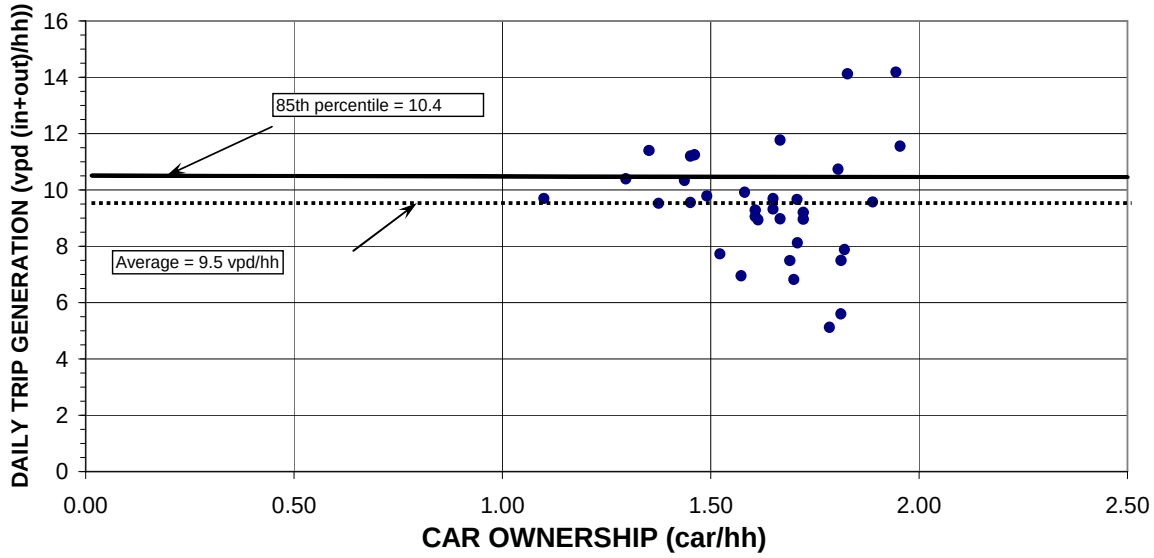
- availability of alternative travel modes and public transport (households with fewer than average vehicles may be located on convenient bus routes or have cycle access to schools, etc).

4.2 Trip making

Survey information obtained through this research indicated typical inner suburban single-unit households generated on average 9.5 vehicle movements (in + out) per day per household. This average daily rate per household increased rapidly during the 1970 to 2001 period (from about five trips per day up to nine trips per day) but there has been no significant change in the past 10 years.

For each of the suburban residential subdivisions surveyed in the project, the 1996 Census data on car ownership rates was also collected and the trip generation rate for the average household and its car ownership level was established. The resulting relationship between these variables is presented in figure 4.1, which shows the daily trip generation rates and the local household car ownership level. As the raw data in the survey database shows, the smallest subdivision sampled contains 32 households and the largest 538 households. It was found the subdivision household numbers were not a significant variable. It could also be seen high car ownership did not establish a basis for predicting trips overall. However, the highest trip rates did come from suburbs which also had the highest car ownership. But as shown in figure 4.1, there were also some suburbs with high car ownership where low household trip rates were found.

Figure 4.1 Suburban residential trip generation [ex-2001]



Surveys undertaken in Manukau City in 1991 and again in 1996 confirmed the range established here. They also pointed to the key variable of the number of persons based at home with access to a vehicle during the day. Trip rates per household did not appear to be well correlated with income or other obvious socio-economic factors. High rates emerged from households at both ends of the income and valuation scale.

As this research was unable to determine the variation in trip making by sub-groups of houses, divided between household size or car ownership within each of the subdivisions surveyed, the variation are shown only as an average for each of the suburbs considered. As figure 4.1 shows, the 85th percentile figure of 10.4 vpd (in + out) per household is recommended as an appropriate figure for design and assessment purposes when considering the full range of households within a city. However, there will be many suburbs where a lower figure is appropriate and suitable rates per household may need to be selected in different urban areas.

It is noteworthy that car ownership did not appear to be the sole dictator of household trip making: for households with 1.8 cars, the trip rate varied widely, from about four to 13 trips per household per day.

As the surveys show, lower trip generation rates have typically been found in more rural subdivisions. Surveys near Queenstown and Christchurch indicated daily rates of between 6 and 8vpd (in + out) per household reflected the increased trip linking which occurred when the primary employment trip was longer, eg greater than 20 minutes, as with rural lifestyle properties located in the outskirts of an urban area.

4.3 Car ownership patterns and parking demand

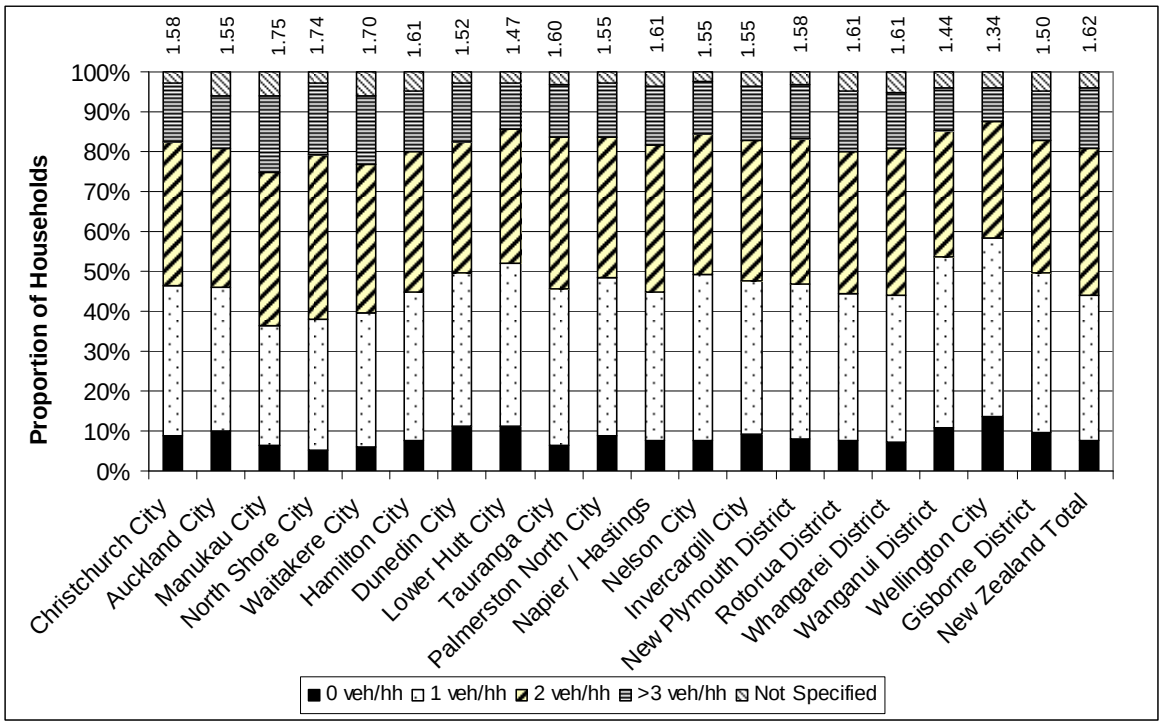
In the residential areas in 1970, 20% of all households had no car. This dropped to 12% in the 1990s and 7% in 2006. In 1970, 26% had 2+ cars and this figure increased to 44% in the 1990s. In 1970 there was an average of 1.10 cars per household while this figure increased to 1.4 cars in the 1990s. Over the whole country in 2006, 55% of all households had 2+ cars and there was an average of 1.57 cars per household. This made New Zealand one of the highest car owning countries in the world.

The information in this section was derived from the national census information of 1996 and 2006.

There were some variations in car availability between cities. Figure 4.2 shows the average and distribution of car ownership for the 19 largest urban areas. The variation in the average between cities was 1.34 to 1.75 cars per household. The variation between suburban areas did not appear to be directly related to household vehicle ownership.

The vehicle ownership range varied less between cities than the contrasts from suburb to suburb within a city.

Figure 4.2 Household car ownership in 20 New Zealand centres (2006)



Household car ownership numbers for 20 New Zealand centres are included in table 4.1. The proportion of cars owned and the average per household are tabulated for the 1996 and the 2006 census.

On a national basis, car ownership increased from 1.45 veh/hh to 1.62 veh/hh. In 1996, the ownership range was from 1.23 veh/hh to 1.6 veh/hh. In 2006, these figures ranged from 1.34 veh/hh to 1.75 veh/hh.

Figure 4.3 shows a range of selected Wellington city area units and the 2006 Census data relating to car ownership rates. Wellington has one of the highest proportions of zero household car ownership in New Zealand at 14% across the whole city. This may be attributable to the quality and frequency of public transport, residential and employment distributions, and the geographical/topographical limits on available off-street parking within the city.

The variations in car ownership at 18 individual suburbs in Wellington were greater than those existing between cities. In 1996 the average for Wellington was 1.27 veh/hh while in 2006 it had risen to 1.34 veh/hh. Both these figures were significantly less than those for the nation as a whole. At the individual suburb level, the 1996 figures varied from 0.8 veh/hh to 1.66 veh/hh while for 2006 the figures ranged from 0.92 veh/hh to 1.78 veh/hh.

Table 4.1 Comparison of household car ownership in 20 New Zealand centres (1996 & 2006)

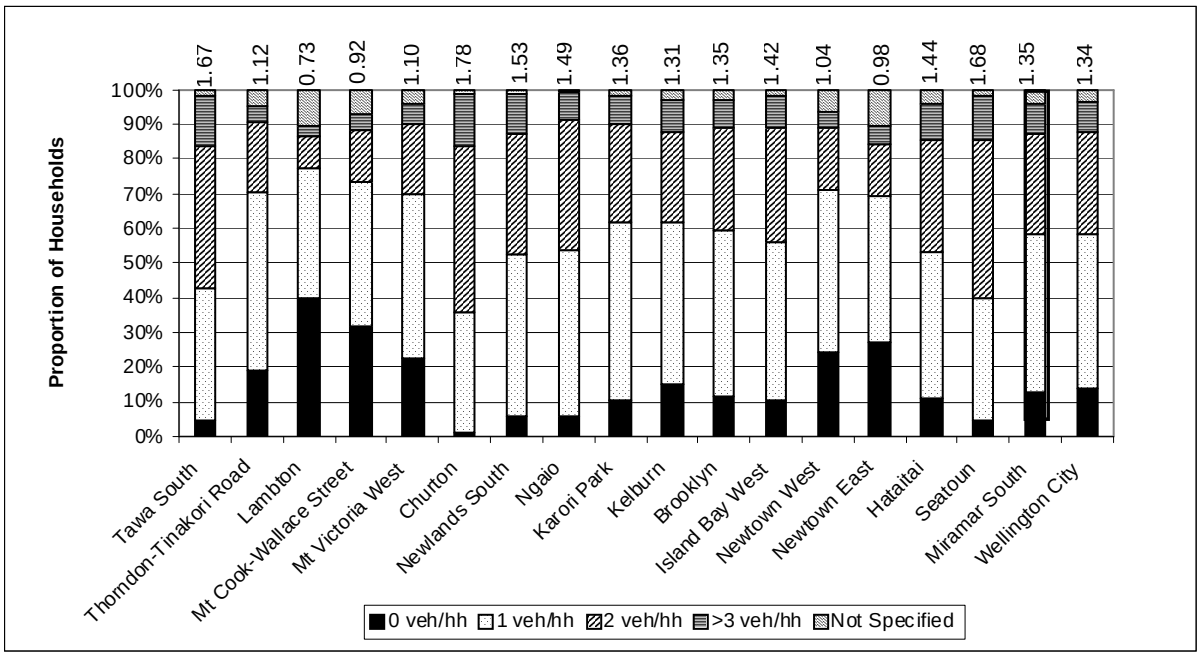
1996 Census	Christchurch	Auckland	Manukau	North Shore	Waitakere	Hamilton	Dunedin	Lower Hutt	Tauranga	Gisborne
0 veh/hh	12%	14%	11%	8%	8%	11%	17%	15%	9%	14%
1 veh/hh	40%	38%	36%	36%	37%	41%	43%	43%	45%	45%
2 veh/hh	32%	30%	33%	38%	36%	32%	28%	30%	34%	27%
>3 veh/hh	12%	11%	14%	14%	14%	12%	9%	9%	10%	8%
Not specified	3%	7%	5%	4%	5%	3%	3%	4%	3%	6%
Average veh/hh	1.46	1.42	1.54	1.6	1.59	1.47	1.3	1.33	1.46	1.5%
2006 Census										
0 veh/hh	9%	10%	6%	5%	6%	8%	11%	11%	6%	10%
1 veh/hh	38%	36%	30%	33%	33%	37%	38%	41%	39%	40%
2 veh/hh	36%	35%	38%	41%	37%	35%	33%	34%	38%	33%
>3 veh/hh	15%	13%	19%	18%	17%	15%	15%	12%	13%	12%
Not specified	3%	6%	6%	3%	6%	5%	3%	3%	3%	5%
Average veh/hh	1.58	1.55	1.75	1.74	1.7	1.61	1.52	1.47	1.6	1.5

1996 Census	Palmerston North	Napier/ Hastings	Nelson	Invercargill	New Plymouth	Rotorua	Whangarei	Wanganui	Wellington	New Zealand
0 veh/hh	12%	12%	11%	14%	13%	14%	14%	16%	16%	11%
1 veh/hh	44%	43%	43%	45%	47%	43%	46%	47%	45%	41%
2 veh/hh	30%	31%	32%	29%	30%	30%	28%	25%	27%	32%
>3 veh/hh	11%	11%	11%	9%	7%	9%	8%	7%	8%	11%
Not specified	3%	4%	3%	3%	4%	4%	5%	5%	4%	4%
Average veh/hh	1.42	1.41	1.45	1.34	1.33	1.37	1.3	1.23	1.27	1.45
2006 Census										
0 veh/hh	9%	8%	8%	9%	8%	8%	7%	11%	14%	8%
1 veh/hh	40%	38%	41%	39%	39%	37%	37%	43%	45%	36%
2 veh/hh	35%	37%	35%	35%	36%	36%	37%	31%	29%	37%
>3 veh/hh	14%	15%	13%	14%	14%	15%	14%	11%	9%	15%
Not specified	3%	4%	3%	3%	3%	5%	5%	4%	4%	4%
Average veh/hh	1.55	1.61	1.55	1.55	1.58	1.61	1.61	1.44	1.34	1.62

Table 4.2 Comparison of household car ownership in 18 Wellington suburbs (1996 & 2006)

1996 Census	Tawa south	Thorndon-Tinakori Road	Lambton	Mt Cook-Wallace Street	Mt Victoria west	Churton Park	Newlands south	Ngaio	Karori Park
0 veh/hh	4%	19%	35%	35%	27%	6%	8%	8%	14%
1 veh/hh	39%	50%	39%	40%	45%	44%	48%	50%	52%
2 veh/hh	42%	19%	13%	13%	15%	38%	31%	33%	25%
>3 veh/hh	13%	6%	4%	4%	6%	13%	10%	7%	7%
Not specified	2%	6%	9%	7%	6%	0%	3%	2%	2%
Average veh/hh	1.66	1.13	0.85	0.86	0.99	1.56	1.44	1.39	1.25
2006 Census									
0 veh/hh	4%	19%	40%	32%	22%	2%	6%	6%	10%
1 evh/hh	38%	51%	38%	41%	47%	53%	47%	48%	51%
2 veh/hh	41%	20%	10%	15%	20%	75%	35%	37%	29%
>3 veh/hh	15%	5%	3%	5%	6%	23%	11%	8%	8%
Not specified	2%	5%	10%	7%	4%	2%	1%	1%	2%
Average veh/hh	1.67	1.12	0.73	0.92	1.1	1.78	1.53	1.49	1.36
1996 Census	Kelburn	Brooklyn	Island Bay west	Newtown west	Newtown east	Hataitai	Seatoun	Miramar south	Wellington city
0 veh/hh	14%	15%	13%	34%	38%	14%	11%	20%	16%
1 veh/hh	45%	46%	46%	43%	39%	45%	37%	46%	45%
2 veh/hh	27%	26%	25%	13%	12%	28%	40%	24%	27%
>3 veh/hh	7%	8%	12%	5%	3%	8%	11%	8%	8%
Not specified	8%	5%	3%	6%	7%	5%	2%	2%	4%
Average veh/hh	1.3	1.29	1.38	0.88	0.8	1.32	1.52	1.19	1.27
2006 Census									
0 veh/hh	15%	11%	10%	24%	27%	11%	4%	13%	14%
1 evh/hh	47%	48%	45%	47%	42%	43%	35%	46%	45%
2 veh/hh	26%	29%	33%	18%	15%	32%	46%	29%	29%
>3 veh/hh	9%	8%	9%	5%	5%	1%	13%	9%	9%
Not specified	3%	3%	2%	6%	10%	4%	2%	4%	4%
Average veh/hh	1.31	1.35	1.42	1.04	0.98	1.27	1.68	1.35	1.34

Figure 4.3 Household car ownership in 18 Wellington suburbs (2006)



Those census area units closest to the Wellington CBD experienced a higher proportion of zero car ownership. Up to 40% of households within the Lambton, Mt Cook–Wallace and Newtown area units had no car available to the household. In stark contrast, those areas further out from the centres of employment and less well serviced by public transport displayed greater car ownership levels, with typically only 10% of households having no access to a vehicle.

Wellington is a particular example, with large variations in household car ownership across the city. It is recommended that a typical household parking (ie for residents and not including visitors) demand of around 1.5 to 1.8 cars per household should be adopted if no other information is available. As a planning rule this would normally result in an off-road parking standard of two car spaces per household.

4.4 Inner-city apartments

4.4.1 Trip generation

A week-long survey was undertaken in May 2000 by staff at Christchurch City Council. The purpose of the survey was to quantify the level of daily household vehicle trip generation from 27 multi-unit residential apartments. All the buildings included over 20 units and were located within the Christchurch central area (ie the area bounded by Christchurch's 'four avenues').

While the extent of survey reporting was less than anticipated, the response from postal interview survey forms returned gave a useful indication of trip generation rates.

Table 4.3 Christchurch inner-city apartment vehicle trip generation [ex-2001]

	Units surveyed	Daily trip generation vehicles/day (in + out)		
		Average	Maximum	85th %ile
One bedroom units	15	3.1	13	6.0
Two or more bedroom units	12	4.8	17	8.0
All units	**27**	**3.9**	**17**	**6.8**

To provide design and assessment guidance here, it was concluded that multi-unit, multi-storey residential dwellings within inner-city areas typically generated between 6.0 and 8.0 traffic movements per household per day. These lower levels of daily trip making might result from, for example:

- the relative proximity to CBD employment
- limited on-site parking availability
- the composition and small size of the households, which tended to be a couple with no children (so there was less 'taxi-ing' of children to other venues, etc).

Further information on inner-city apartment dwellings needs to be collected by both councils and consultants to further define the differences between standard detached dwelling-houses and multi-unit apartment developments in both the city centre and the suburbs.

4.4.2 Parking demand

Christchurch City Council also collected information on the relationship between the number of bedrooms in an apartment unit and the number of cars available to each unit. While the low response rate from the survey forms limited the value of the results, it is considered useful to show the general relationships developed.

Table 4.4 summarises the car availability for 27 individual units and the on-site parking demand.

Table 4.4 Christchurch inner-city apartment parking demand

Number of bedrooms	Units	Cars available to unit		
		0 cars	1 car	2 cars
1	15	1	12	2
2	9	-	7	2
3	3	-	1	2
Total units	**27**	**1**	**20**	**6**

The average car ownership and hence parking demand for these inner-city apartments was found to be approximately 1.2 vehicles per unit. No statistically significant relationships were developed in this survey between the car ownership levels and the number of bedrooms in each unit.

There was a greater range of family types and car ownership levels in central-city apartments compared with outer suburban residential single-unit dwellings. The combination of various socio-economic characteristics, student flats, retired and elderly occupants, varying partnership arrangements, with and without children, all

led to widely varying vehicle use and associated parking demand and traffic generation. However, the range for trips or parking did not differ greatly from that for other residential suburbs.

There are few surveys of inner-city parking information in the TDB database. While not technically in the inner-city area, information from two inner city suburban surveys was investigated for this section of the report. A survey was undertaken by Christchurch City Council in the Riccarton area of Christchurch in May 1999. The survey gathered trip generation and parking demand information for a 21 unit apartment building. The parking demand is shown in table 4.5. Another survey was undertaken by Traffic Design Group in a high-density location in the Parnell area of Auckland in August 2003 which gathered trip generation and parking demand information. Together this parking demand information is summarised in table 4.5.

Table 4.5 Parking demand (inner suburban)

Area	Date surveyed	Number of residential units	Parking demand	
Christchurch (Riccarton)	May 1999	21	Average	1.23 spaces/flat
				0.31 spaces/room
			85%ile	1.51 spaces/flat
				0.38 spaces/room
Auckland (Parnell)	August 2003	18 (91 beds)	Average	1.89 spaces per unit
				0.37 spaces per bed

4.5 Transit-oriented developments

Transit-oriented developments (TOD) (or public transport oriented developments) have been advocated in many cities across the world.

Research and surveys in Philadelphia, Portland, San Francisco and Washington DC areas have generally confirmed these multi-land use residential/commercial TOD blocks have vehicle trip generation rates around 35% to 75% of the typical database trip rates. The most significant reductions were those adjacent to high-quality transit stations on the fringe of the city centre.

The travel characteristics and behaviour reflect TOD households that do not own a car, and two person households with a quality neighbourhood design and high transit ridership with transit service headways of 10 minutes. More detail is included in the Transit Cooperative Research Program (TCRP) (2007) *Report 128*.

In New Zealand, these unique characteristics only exist in Wellington and Auckland at a few selected locations.

5 Retail trips and parking

5.1 Background

There is a wide range of styles and sizes of retailing locations, each with different traffic and parking activity levels. Of the 500 or so records collected, 40% related to a variety of retail shopping centres and groups of local shops. Information on 90 shopping centres, ranging in size from under 1000m² GFA up to 20,000m² GFA, has been included. While each survey and site did not always yield the full complement of parking and traffic generation survey data, the number of survey sites available allowed a representative sample of these performance indicators to be obtained from a variety of locations and floor area sizes.

While shopping centres, supermarkets and local shops would be of most interest, survey information was also obtained for other specific retail activities.

5.2 Changing character of shopping centres

The traditional or suburban shopping precincts around New Zealand were based on the provision of kerbside parking along existing roads directly in front of a small to medium-sized retail units. This arrangement of shopping and traffic activity may be appropriate for those centres where most shops remain at that size. When larger stores such as supermarkets are established alongside the local shopping precinct, it is necessary to develop substantial off-street car parking areas at the rear of the strip-shopping area. This change in focus of both shopping and traffic has altered the overall patterns of activity within the town centre.

Shopping centre areas of different sizes offer a predictable range of shop types. The larger the centre, the wider the variety of retail, commercial and service functions available to the catchment area of the town or suburb. With a diverse mix of different land-use activities, the traffic and parking activities that derive from such land uses will also be diverse in both scale and timing. Where there is no single major retailer, such as a department store or discount supermarket, all retailers commonly share the parking resources and shared off-street private parking areas, and also those provided by the local authority.

The proximity of kerbside parking areas to the retail shops leads directly to an expectation by shoppers that they will be able to park their cars for short-term parking relatively close to each of their shopping locations with average durations typically between 10 and 20 minutes. The corresponding off-street retail shopper at major shopping centres parks for over 30 minutes and up to 1 or even 1½ hours if multi-destination shopping occurs at a large mall.

Traditional town centre shopping areas experience a range of vehicle and pedestrian journeys. In smaller towns and suburban areas, the proximity of retail areas to residential catchments means about 10% to 15% of shopping trips are made on foot or by bicycle. This limits the type of shopping undertaken, because of both the distance able to be walked and the limited carrying capacity of a pedestrian or cyclist.

Small to medium-sized towns and quieter suburban areas within large cities display the lowest visitor/shopper parking demands, about 3 to 4 spaces per 100m² GFA. Some small centres fronting busy arterial roads, however, have a 30th highest hour, or 85% satisfaction, design parking rate of 5 to 7 spaces

per 100m² GFA. For the largest centres and supermarkets, the 30th highest hour is 4 to 6 spaces per 100m² GFA.

Medium-sized collections of shops of about 4000–6000m² GFA display trip generation (at design or 50th highest hour level) rates of 20vph (in + out) per 100m² GFA at midday or in the late afternoon. Very busy smaller shopping centres of, say, 3000m² can have trip generation rates of 25vph per 100m² GFA. With the larger centres, in excess of 9000m² there is a lesser rate of trip generation at 10–15vph per 100m² GFA.

Retail activities in the UK are compared with their equivalent New Zealand sites later in section 8.3 of this report.

5.3 Major suburban retail centres

From the mid-1970s, the development of supermarkets at suburban shopping centres gained momentum and began to change the concept of town and suburban centres. Suburban shopping centres brought together a range of retail and service facilities either under one roof or in the form of a 'pedestrianised' shopping street. Centres such as Northlands and Riccarton Malls in Christchurch and St Lukes and Pakuranga in Auckland began to develop integrated centres of over 15,000m² GFA or more during the 1970s and 1980s.

Today the largest shopping centres provide in excess of 30,000m² GFA and create fully air-conditioned environments where shoppers are encouraged to visit various retail outlets. The collection of such a wide variety of individual retailers and other services within a single site has the effect of increasing the average length of stay of customers, as well as the duration of vehicle parking in the associated parking lots. Furthermore, the largest centres such as Sylvia Park in Auckland take advantage of bus and rail public transport accessibility.

Data provided by the contributors to this research suggests the typical suburban shopping centres generate average design parking demands of five spaces per 100m² GFA, and average design traffic generation rates of 15vph (in + out) per 100m² GFA for floor areas of 10,000m². The range about these averages can be diverse, depending on catchments, exposure to passing traffic and promotion of the centre.

Figures 5.1 and 5.2 show the range of design (ie 50th highest hour or 85% demand) trip generation and parking demand rates. Both figures indicate the 'economy of scale' effects of a decreasing rate of trip generation with increasing floor area. The graphs of the 30th highest hours for both parking demand and trip generation show a reducing relationship with increasing floor area.

The degree of scatter appears to reduce with increasing floor area, but this may be due in part to the lower number of data points available for this research relating to floor areas over 10,000m² GFA. The variation in parking demand at around 15,000m² GFA is from 2 to 6 spaces per 100m² GFA. The variation in trip generation at these larger centres is from 7 to 14 trips per 100m² GFA.

Figure 5.1 Design (30th highest hour) average trip generation (sample of 27 shopping centres) [ex-2001]

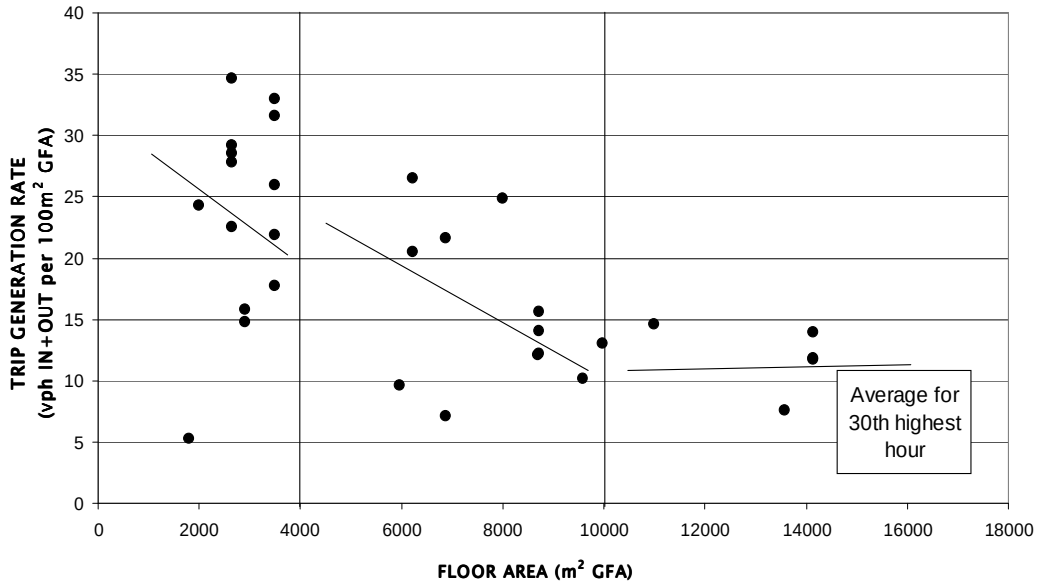
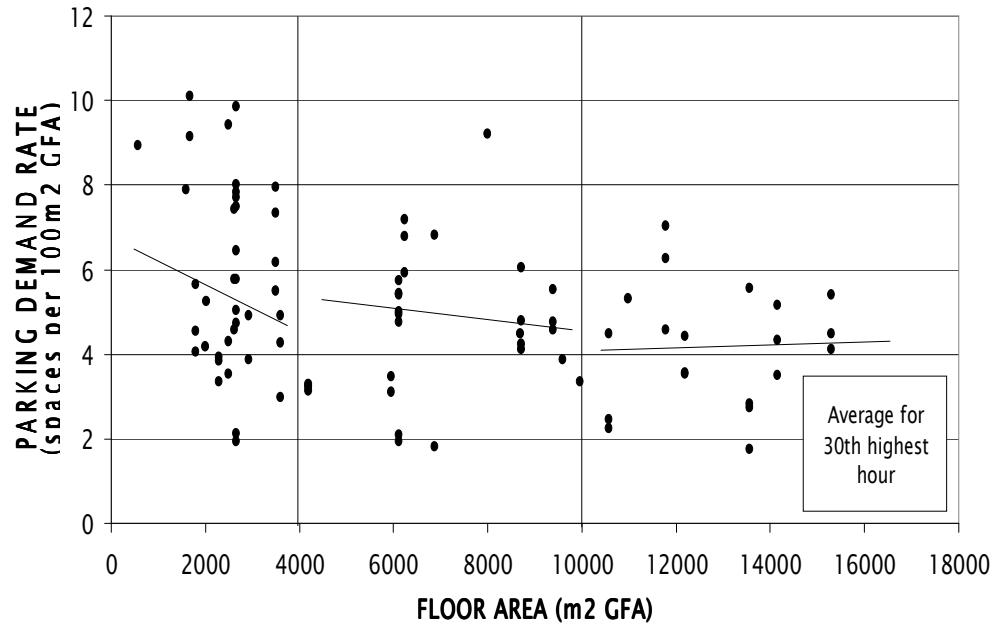


Figure 5.2 Design (30th highest hour) parking demand (sample of 76 shopping centres) [ex-2001]



Note: For figures 5.1 and 5.2, on the basis of the trip generation and parking demand figures, the shopping centres can be grouped conveniently in centres of the following sizes:

Small: <4000m² GFA

Medium: 4001 – 10,000m² GFA

Large: >10,001m² GFA

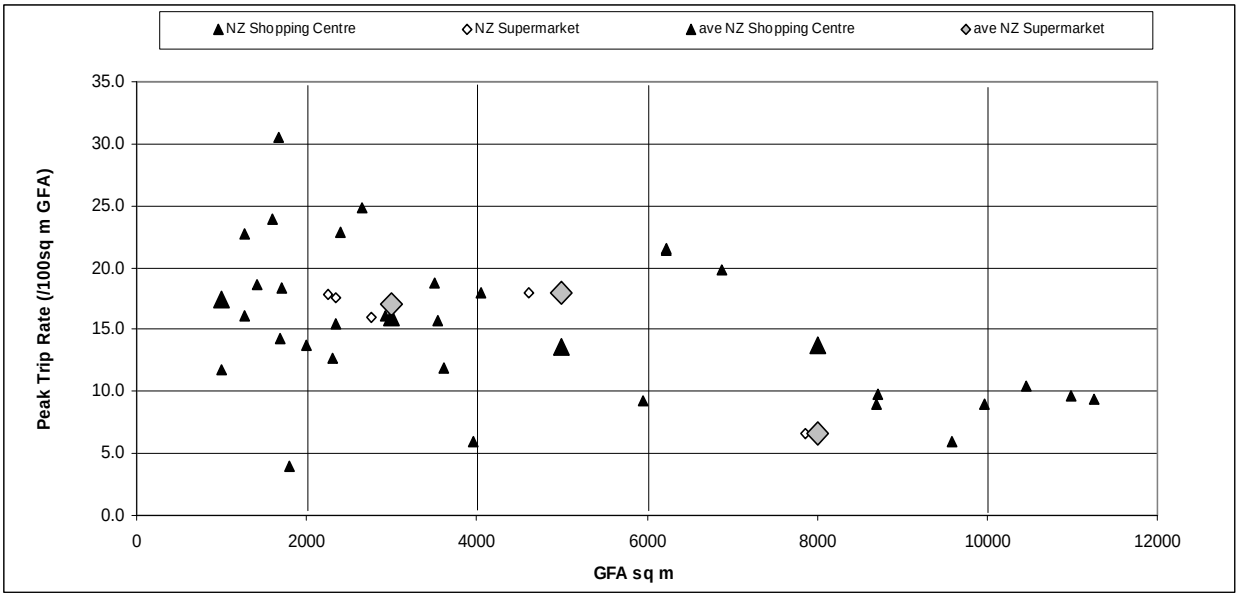
As already identified, the range of parking demand at individual sites varies greatly. For new developments of either a standard shopping centre or the large format retail centres, it is necessary first to establish a

typical design standard figure for the particular site development. Due consideration can then be given to adjustments for the sharing of parking space, making allowance for possible changes over time.

5.4 Overview of New Zealand shopping centres

The New Zealand data in this section is extracted from Abley et al (2008). The shopping centre data and the supermarket data in figure 5.3 and table 5.1 show the relationship between these two types of retail activities for New Zealand. For trip generation purposes they fall into the same retail land-use category.

Figure 5.3 GFA v peak trip rates for New Zealand shopping centres and supermarkets



The sample size associated with free-standing New Zealand supermarkets was only five sites, three of which corresponded to the 2000–4000m² GFA range. Figure 5.3 shows large variance in trip rates associated with these retail activities. Table 5.1 shows a combined New Zealand supermarket and shopping centre dataset.

Table 5.1 Average trip rate for combined NZ retail dataset (supermarkets and shopping centres)

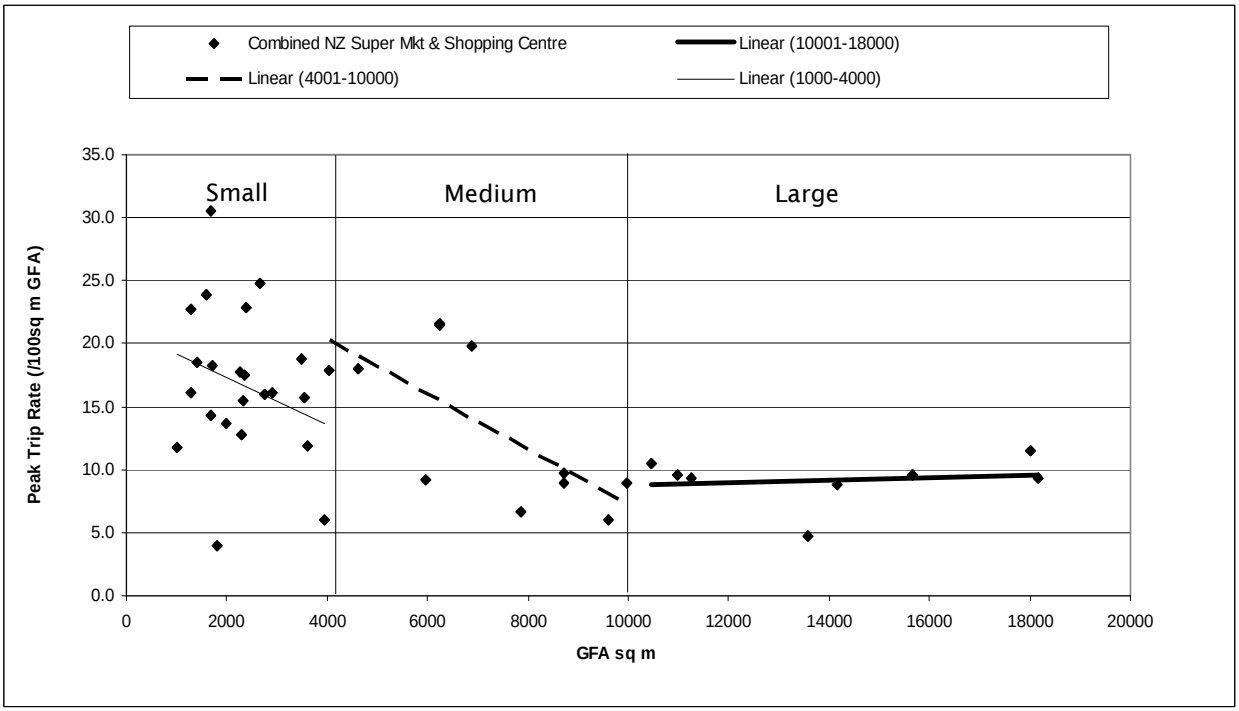
	Combined New Zealand supermarket and shopping centre		
GFA	**n**	**Ave**	**Sdev**
0–2000	9	17.40	7.32
2001–4000	13	16.30	4.38
4001–6000	3	15.04	4.35
6001–10,000	8	8.42	6.43

n = number of sites
Ave = average for sites surveyed
Sdev = standard deviation

The survey data used in the analysis has been screened to remove repeat surveys of particular sites and to ensure common explanatory variables are applied to each dataset.

Figure 5.4 shows the emergence of a pattern suggesting the relationship between peak trip rates and GFA takes the form of a negative exponential relationship.

Figure 5.4 Relationship between GFA and peak hour trip rates for all NZ retail



5.5 Large format retail

Large format centres provide a range of large warehouse and retail areas for the sale of bulky goods and home supplies. Typically, they have several major 'anchor' stores and other tenancies complementing them.

These large format retail centres have been shown by surveys, and other results to which the research team had access, to have a design parking demand rate of around 3 spaces per 100m² GFA to match the 50th highest hour. The lower parking demand rate was caused by the larger display and warehouse area occupied by these retailers, and by the pattern of customer visits to such centres. During promotion periods it was not unusual to observe a 30th highest hour parking demand of around 4.5 spaces per 100m² GFA,

The surveys reported in the database indicate large format retail centres of the form seen in Auckland and Porirua display trip generation rates of around 4vph (in + out) per 100m² GFA during the weekday late afternoon peak, rising to 6vph (in + out) per 100m² GFA during the midday peak on a Saturday. It is recommended that applying such rates to the planning and assessment of large format retail centres be tempered with a thorough review of the form and scale of the particular activities proposed. Where possible, the practitioner should undertake a component analysis of all retail activities within the site and then consider the overall economies that can be achieved by calculating a joint figure for the whole site.

The above rates for both parking demand and trip generation for large format retailing should be used for guidance only, pending more detailed analysis.

5.6 Trip generation – trip types

5.6.1 Pass-by and diverted trip types

The establishment of a new activity will attract trips from a variety of sources. Some of the trips will be completely new to the transport network, while others will be diverted from trips already being made on the network. Diverted trips are trips that, under normal circumstances would already be on the network, and may be considered as 'convenience-oriented' trips'. They can be split into two trip types: pass-by trips and link diverted trips.

The ITE (2008) defines a pass-by trip as '…trips [to a site, that] are made as intermediate stops on the way from an origin to a primary trip destination without a route diversion'. Whereas 'link diverted trips' are trips that normally use adjacent sections of the transport network around the site and change their route choice to 'divert' to the site.

The extent of diverted trips (pass-by and link diverted) varies by activity and is also dependent on the geographical location of the site and where it is in comparison to similar land-use activities. While the proportion of diverted trips may reduce the traffic generation effects of a new activity on the wider transport network, it does not change the number of trips that arrive 'at the gate' Therefore, it is important to derive the total external trip generation before applying any reduction that can be attributed to trips of a diverted nature.

5.6.2 Cross linkage trip types

Cross linkage trips are those where the vehicle occupant has more than one destination to visit, either within the development site boundary, or close to the site, accessed using the surrounding road infrastructure.

An example of this may include trips to food and non-food retail outlets within a development site, or between a new site and an adjacent, pre-existing retail site. Where it is likely there will be a high proportion of cross-linkage trips, it is common for the practitioner to count these trips on the network only once, thus avoiding double counting.

It is prudent to understand the nature of each individual development and the surrounding retail offer, as some of the trips within the development or to existing sites in the vicinity of development could be made on foot if there are good quality pedestrian facilities in place.

The potential for cross-linkage trips disappears if two potential destinations in a trip chain are dissected by infrastructural or natural barriers such as railway lines, motorways or rivers, all of which sever the logical route choice of people wishing to continue their onward trips to another destination. In this situation the next destination is effectively in a different traffic zone.

5.6.3 Internalised trip types

Internalised trips are where both the origin and destination are contained in the same area or model zone, for example a place of residence to a local store. These destinations can vary in terms of the purpose of

the trip and are classed as internalised trips as long as they do not impact on the road network outside of a small, localised area. From a trip rate perspective, these trips require special attention as they are not distributed onto the wider network, but instead stay within the confines of the adjacent road network to access an amenity. Internalised or 'intrazonal' trips are therefore much shorter in distance and duration, but may still have a profound effect on the function of the internal or local suburban road network.

Caution should be exercised when applying factors reflecting internalised trips, as indicated by the *Transportation impact handbook* (FDOT 2010). The internalisation rates within this research are derived from studies where the developments are extremely large, ranging from 132ha to 6280ha, well beyond the scope of developments found in New Zealand.

The *Transportation impact handbook* (FDOT 2010) states trip internalisation can be dependent on a variety of factors the transport professional should bear in mind when considering a reduction factor as a result of internal trips. Practitioners should always take into account the proximity of other existing land uses that may compete with a development and therefore affect trip generation. Another important factor is the internalised road layout of a development. If a road layout is not conducive to internal movement, for example a circulatory layout, the trip rate should not be adjusted.

The *Transportation impact handbook* (FDOT 2010) also states trip rates should be calculated for each phase of a development, broken down by the three main types of trip function: pass-by/diverted trips, cross linkage trips and internalised trips.

5.7 On-site petrol filling stations at supermarkets

Another recent feature at supermarkets has been the introduction of petrol filling station (PFS) in the parking areas. It is appropriate to include information from the UK on their experience.

Figure 5.5 and table 5.4 demonstrate UK sites that include PFSs can be expected to generate higher trip rates per 100m² GFA. For UK sites with a PFS, trip rates at the entry/exit may be as much as five trips per 100m² GFA more than non-PFS sites and typically two trips per 100m² higher than the New Zealand sites. The figure also shows the difference in trip rates reduces as GFA increases and establishes that in future databases retail facilities with PFS should be considered as a different land use from retail facilities which do not have an associated PFS.

Figure 5.5 Comparison trips rates of UK retail sites, UK retail sites with a PFS and New Zealand retail sites

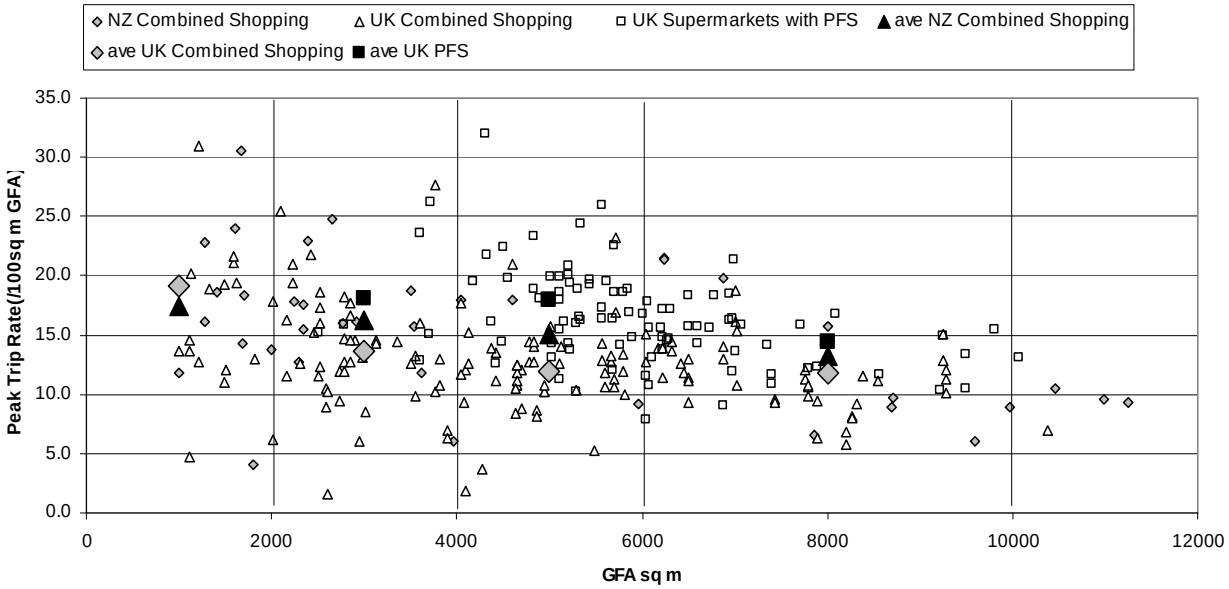


Table 5.2 Average trip rates for New Zealand retail sites, UK retail sites and UK outlets with a PFS

	New Zealand			UK			UK + PFS		
GFA (m²)	n	Ave	Sdev	n	Ave	Sdev	n	Ave	Sdev
1-2000	9	17.40	7.32	17	19.12	9.64	-	-	-
2001-4000	13	16.3	4.91	47	13.62	4.94	6	18.14	5.41
4001-6000	3	15.04	5.02	50	11.97	3.58	47	17.96	3.98
6001-10,000	8	13.19	6.43	43	11.75	2.78	40	14.37	2.83

n = number of sites
Ave = average for sites surveyed
Sdev = standard deviation

Table 5.2 is a summary of the sites surveyed in each of the floor area categories illustrated in figure 5.5. It includes the sample size and their corresponding average and standard deviation.

5.8 Effect of centre size on parking duration

An example of site-specific predictive models based on additional site data was illustrated by surveys in 1992 by the Waitakere City Council for a small fruit-and-vegetable outlet on a busy road, a local mall and a regional mall. Table 5.3 sets out the information collected at the three sites.

Table 5.3 Trips and parking information collected by Waitakere City Council [ex-2001]

Establishment	GLFA (m^2)	In-trip+ out-trip (veh/hr/100m^2)	Visit-duration (min)	Parked (#/100m^2)
Regional mall	32,740	10.4	60	5.2
Local mall	6230	21.7	30	5.4
Small fruit-and-veg	355	48.4	8	3.3

The data shows the greater the size of establishment, the fewer the trips per GFA and the higher the visit duration. This can be explained by more visitor shopping purposes being satisfied per trip. A link can be established between visit duration, trip generation rates and parking demand.

5.9 Central city parking supply

5.9.1 Background

Established city centres must work with the historical layout, property ownerships and heritage assets. While some of the larger satellite or suburban areas may be 5% to 10% of the size of the city centre in employment and car parking, none of these have the extent of floor area, variety of activities and scale of interaction between land uses present in a city centre.

As cities become larger and the central areas more diverse, there is an increasing need to consider the area as a whole and how best to determine the policies for parking and management of the car parking resource. This role can only be led and managed by the council on behalf of all the central city community. While the council may not manage all of the car parking spaces and will rely on private landowners to provide much of the parking resource, it is still the council that has to propose and oversee policies for parking space supply and management in the city centre.

Correctly locating shared car parking resources for both short- and long-term parking, is most important in the city centre. In addition, the city centre has the highest level of public transport use and may have considerable bicycle access, a high ratio of car passengers and a high level of pedestrian access compared with the typical suburban shopping area.

Parking provision is the one land use that directly links traffic accessibility and development. It is here where the vehicle trip has its origin or destination and the car drivers and passengers transfer from their vehicles to become pedestrians and bus passengers. The appropriate location of parking is also key to the successful functioning of all the activities in the central city.

An adequate supply of short-term parking at a competitive price is essential for the survival of any city centre in New Zealand. Sustainable modes can significantly reduce commuter parking numbers; however, the need for short-term parking for car driver/passenger shopping traffic still remains. The level of short-term parking in city centres varies from 45% to 55% of the total parking stock.

The creation of CBD public parking spaces has, over the past 40 years, involved major investment by local authorities. Parking spaces act as an adjunct to major developments. The provision of rental and free spaces, and the identification of long-stay and short-stay parking, must all be incorporated in the management of the parking resource.

Parking policies in district plans and council management policies generally try to match supply to realistic design demands. However, in some areas, particularly in congested parts of the city centre, placing a parking maximum on parking supply may be necessary to reduce accessibility in the interests of balanced flows on the network.

The planning authority can, by policy on land-use control, redress the imbalance in traffic flows where they would otherwise exceed road capacity. Limiting parking levels could be an effective means of managing traffic flows and congestion in an area. Additional provision in a complementary area may be needed to offset the first area's shortfall.

5.9.2 Comparison of parking in 11 city CBDs

It is appropriate to make a brief comparative assessment of city centre CBD parking supply and the broad characteristics for 11 New Zealand cities of varying size. This analysis was undertaken in 2001.

In preparing table 5.2, Quotable Value New Zealand (formerly Valuation New Zealand) records were used for the floor areas and census information from the Department of Statistics for the population and employee numbers. The car space numbers were derived from the councils' own reports and surveys.

The table summarises the general characteristics of each city centre as determined by city population, floor area and employment. The typical average floor area per employee is between 20m² and 35m². The parking rates have been recorded with the floor areas shown. The information is therefore indicative only, and more precise information for planning purposes would require more detailed analysis for each individual centre.

The table shows the rate of parking provision in the late 1990s had progressed to a similar level, in terms of street and short-term parking, for all cities. Cities that set out to encourage retail and commercial development had a higher short-term parking provision, as shown by the ratio of short-term street plus off-street parking to the retail plus commercial floor area.

The long-term parking provision is generally correlated to the total floor area and in turn to the total employment in the central city. There is, however, a wide range in the rate of supply of long-term parking, reflecting the physical and geographic character of the city and the balance between travel modes. The availability of peripheral spaces, both on-street and in off-street areas, to accommodate all-day employee parking also varies greatly between cities. Such overflow may, in some locations, be at the expense of nearby city centre residential convenience and amenity.

The short-term figure is for visitors/customers only and excludes commuter parking of a further 1 to 2 spaces per 100m².

Short-term parking related to retail plus office floor areas, a figure of about 2 spaces per 100m² GFA emerges. If related to CBD retail space alone, this parking ratio will be 2.5 to 3 spaces per 100m² GFA. The employee commuter parking adds a further 0.5 to 2 spaces per 100m² GFA depending on land-use group.

The ratio of parking to floor area is constant over a wide range of city centre sizes. Parking is directly related to turnover and economic activity. Thus, the parking will be related to turnover per square metre, which may not vary greatly from city to city. The provision of employee parking is not always adequate, and the overspill parking can be seen spreading outward to the edge of CBD streets and into the inner suburbs as a result.

To ensure all users have access to central parking, Manukau City District Plan states:

The owner or occupier of a site shall not unreasonably allocate or manage the parking spaces so as to prevent staff, fleet-vehicles, visitors, or particular occupiers associated with that site from utilising this parking.

The results shown in table 5.2 are indicative and are subject to the limitations of the surveys and statistics available.

Table 5.2 City-centre parking supply [ex-2001]

City centre	Christchurch	Dunedin	Hamilton	Hutt City	Tauranga	Palmerston North	New Plymouth	Rotorua	Porirua	Wanganui	Taupo
District population	319,000	119,000	118,000	98,000	87,000	75,000	69,000	65,000	46,000	45,000	34,000
Survey date	1999	1995	1998	Mid 1992	1997	1994	1994	1991	1997	1995	1997
Area of CBD + periphery (km)	1.5 x 1.5	1.7 x 0.6	2.0 x 0.7	0.8 x 0.2	1.5 x 0.4	1.6 x 2.0	1.8 x 0.5	1.1 x 0.9	1.0 x 0.4	1.0 x 1.5	0.7 x 0.5
Floor areas (000m²) GFA)											
Commercial retail	300	213	181	117	74	215	179	125	120	220	92
Commercial office	400	127	222	120	101	95	138	83	46	130	10
Industrial & other	900	100	124	44	93	60	117	2	506	30	23
Total floor area	1600[7]	430[1]	527[8]	281[2]	268[3]	370	434	210[4]	216[6]	380[5]	125
Residents(10)	9000	4000	1560	150	1,800	500	3600	2000	0	500	1600
Employment											
Retail/wholesale	14,800	7156	7430	4396	4465	6405	4653	4143	2284	2672	2764
Commercial & admin.	17,900	16,018[1]	15,800	7999	6732	8301	5730	7325	3129[6]	3,670	2,295
Industrial & other	5,000	4074	1270	1344	1604	2231	1956	818	882[6]	1530	776
Total employment	37,700	27,248	24,500	14,739[2]	12,801[3]	16,937	12,339	12,286[4]	6295[6]	7872[5]	5835
Car drivers trip to work %	61.2%	58.0%	59.5%	56.8%	63.2%	57.6%	59.9%	62.3%	54.3%	59.2%	60.6%
Parking supply											
Street	10,000	4,172	2,776	2,730	2,153	3,385	2,070	3,276	600	2,815	1,569
Off street	23,955	8,583	14,136	1,614	3,466	8,306	7,190	2,750	3,100	4,504	1,722
Total survey	34,000	12,755	16,912	4,344	5,618	11,691	9,260	6,026	3,700	7,315	3,291
Parking distribution											
Short term (11)	15,000	6506	5027	2438	2881	4618	4800	2436	2100	4106	2161
Long term (11)	19,000	6,249	11,885	1,906	2,737	7,703	4200	3590	1600	3209	1130[9]
Total survey	34,000	12,755	16,912	4344	5618	11,691	9000	6026	3700	7315	3291
Parking rates											
Short-term cars/100m² GFA (Retail + commercial)	2.14	1.91	1.25	1.02	1.64	1.48	1.51	1.17	1.26	1.17	2.12
Total (ST + LT) cars/ 100m² Total floor area	2.13	2.96	3.20	1.54	2.09	3.15	2.07	2.86	1.71	1.93	2.63

1. Hamilton: off-street parking includes surrounding industrial areas (assumed as 24,000m²) and Hamilton Polytech area.
2. Taupo: some of long-term parking in adjacent streets omitted.
3. Residents, including residences, flats and commercial hotel/motel accommodation, estimated population based on 50m²/residential floor area/person.
4. Parking short term is up to two hours. Long term is not subject to time control but does include all-day leased spaces.
5. The parking supply and distribution figures are based on the surveyed spaces supplied for parking. It has not been possible to collect peak or design parking demand figures. It is noted, however the street parking and short-term parking areas will as a rule be occupied on all peak days of the year. The off-street and long-term spaces will be subject to greater variation.
6. Hamilton: off-street parking includes surrounding industrial areas (assumed as 24,000m²) and Hamilton Polytech area.
7. Dunedin: includes hospital and employment area and floor area extends outside parking on north, west & south – Foreshore Industrial area is excluded.
8. Hutt: covers wider area than CBD parking area surveyed.
9. Tauranga: includes Cameron Road employment area.
10. Rotorua: area excludes hospital and Government Gardens.
11. Wanganui: excludes top of Victoria Avenue – Cooks Gardens unit only.
12. Porirua: hospital and Elsdon industry excluded.
13. Christchurch: whole of area inside the Four Avenues, including inner industry and housing.

5.10 Retail before and after studies

Retail land uses and their trips and parking represent the most significant nodes of trip making and parking provision in the whole urban fabric. These centres have also attracted the largest number of traffic and parking surveys with extensive results held in databases in New Zealand and elsewhere.

Once the centres are established there is, at present, little effort made to check their traffic performance by way of monitoring 'after studies'. The absence of any monitoring of trips and parking after completion of the development, which would compare the real-life situation with the estimates at the time of applying for planning permission, is a major gap in the validation and further development of travel databases.

6 Changes in selected uses

6.1 Basic factors of change

Since the 1971–73 surveys reported in *RRU bulletin 15* (Douglass 1973), there have been some dramatic changes in New Zealand's major urban areas and in transport habits. Report 209 recorded the significant changes, and research analysis detailed in this current report has confirmed the continuation of these trends.

The document *Christchurch city centre – 40 years of change', traffic planning 1959–1999* (Douglass 2000) reported the following changes in Christchurch from 1970 to 1996:

- population increased by 20%
- registered vehicles increased by 2.3 times
- average number of vehicles parked at households increased from 1.1 to 1.4
- total vehicle trips increased by 2.2 times
- car drivers' proportion of all travel modes increased from 43% to 61%
- professional and administration employment increased by 75%
- retail employment increased by 40%
- industrial employment increased by only 5%
- car trips per household increased by 66%
- bus passenger numbers decreased by 60% (ie from 10% to 4% of all modes)
- motor cycle trips decreased from 3% to 1% of all modes
- bicycle use decreased from 13% to 3% of all modes
- walking decreased from 8% to 3% of all modes.

While these figures relate specifically to Christchurch, similar figures would probably be recorded for most other cities in New Zealand, with the trends being even greater in Auckland.

The Greater Christchurch Metro Strategy 2010–2016 (Christchurch City Council 2007) shows bus patronage has continued to rise steadily since a trough in 1992. Patronage doubled between 1996 and 2010; however, this was still only half of the 1970 percentage mode split and has remained at a lower daily total than earlier 1970s travel numbers.

All these factors lead to the conclusion that there continues to be a major increase in vehicle trip generation related to all land uses. In reality, the major urban areas have grown and the shopping centres and industries within them have become dispersed and larger, to the extent that, at the individual site level (with one or two exceptions), the trip generation and parking demand rates (related to floor area and employment figures) are still at levels similar to those presented in *RRU bulletin 15* (Douglass 1973) and Report 209. However, some of the industrial locations, which in 1970 were

relatively quiet from a traffic generation viewpoint, have now been converted to warehouse retailing and other visitor-attracting uses and this may bring many more visitors to their front door. Furthermore, residential areas are producing approximately 66% more trips for the same number of households.

It appears market competition and real estate decisions have seen equal or even better vehicle accessibility created for a range of new establishments. Overall, what was the single dominant town centre is now complemented by a range of supermarkets, larger shopping centres and other retailing and commercial attractions in the suburbs, ie the cities are becoming multi-nodal in character. This disperses the traffic more evenly between more sites and spreads it throughout the urban area and road network. The traffic generation rates at individual sites have remained relatively constant over time, but there are now more sites scattered throughout the urban area increasing vehicle kilometres travelled. At the same time, the extension of evening and weekend business has reduced the previously significant Friday peak.

6.2 Trip and parking databases

The quality of trip and parking databases is improving all the time. This is led by the UK data services of TRICS. The ITE has a very extensive summary system but, unlike TRICS and TDB, it is grouped and not left at individual site levels. These databases are described in more detail in chapter 10. They are essential tools that describe trip rates, parking demand and (increasingly) the mode split of arrivals at different land uses.

The land uses in the TDB database are in nine major activity groups with between 2 and 12 subgroups in each, as set out in appendix A. The definitions give 46 two-key-word groups. Some of the results from the database are summarised in appendix C, grouped according to land use and, where appropriate for retail and other visitor uses, adjusted for seasonal, weekly and hourly factors to the 50th highest hour or 85% satisfaction. The 15% and 50% rates are also included.

The surveys in the TDB database have all been undertaken since 1990. The results are compared with those from the 1970s and are discussed in chapter 7. The following sections 6.3 to 6.8 identify a selection of land uses including recreation, education, medical and churches and include more detailed discussion.

6.3 Places of entertainment and assembly

The earlier provision was generally 1 parking space per 10 seats (there are typically 10 to 20 seats per 100m² GFA). Figures derived from recent surveys of cinemas and theatres show 2.5 to 4 car-parks per 10 seats (ie 5 to 8 spaces per 100m²). There are now many more cinemas available to the public and, in multiplex cinemas, up to eight screens at any single site. Overall, however, the cinemas have shrunk in size from 1000 seats per screen to 400 or 200 seats and even smaller. This better reflects the current demand and gives rise to higher car driver/car passenger attendance than in the past. On the other hand, with more venues available, the average occupancy has dropped. Museums, galleries, libraries, recreation, health and fitness gymnasiums and indoor sports courts have also entered the list of uses to be considered. From surveys, the parking demand at museums, galleries and libraries seldom exceeds 2 spaces per 100m² GFA. On the other hand, gymnasiums and sports court activities have been surveyed at 5 spaces per 100m² GFA. This depends, however, on whether the sports hall provides major seating accommodation for events, such as indoor basketball. If so, it may be appropriate to do two calculations, one based on general use by participants and spectators, and the second on the seating area as a place of assembly.

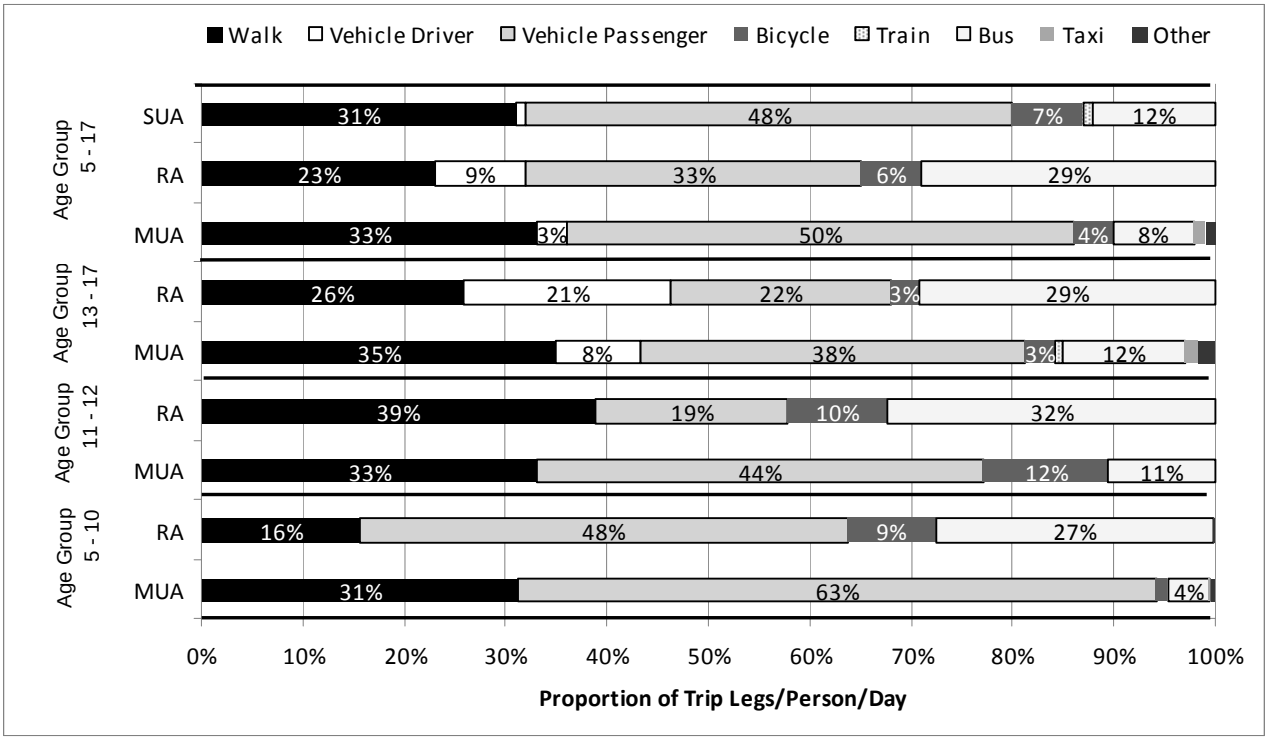
More surveys are warranted for this group of activities.

6.4 Pre-schools, primary and secondary schools

6.4.1 Travel by 5 to 17 year olds

Figure 6.1 shows the trips made by 5 to 17 year olds, as reported in Abley et al (2008), and illustrates the proportion of trips by mode per day for each age group and catchment area. In this chart, MUA includes major urban areas, SUA includes secondary urban areas and RA includes rural areas. The differences in mode split vary with each geographic area and in each age group. In the 11 to 17 age group, vehicle passengers and drivers vary between 44% and 53%. Bicycle use at 10% is highest in the 10 to 12 year old group. Obviously, for the preschool and younger 5 to 10 year group, travel as passengers is highest at 63%. Bus use is highest in the rural areas at 27% to 32%; in the urban areas bus use is lower at 8% to 12%. A small proportion of student travel is undertaken by 'other' modes which include skateboards, scooters and taxis.

Figure 6.1 Proportion of trip legs/person/day for 5 to 17 year olds



The data in figure 6.1 can be used as a guide to assist school travel planners identify age groups within certain locations that can benefit the most from school travel plan initiatives.

6.4.2 Preschools

Childcare centres are increasingly part of community life and smaller units in residential areas are common. The TDB database includes six surveyed sites where between 20 and 29 children attended the centres. In addition comparisons are made with equivalent UK preschools in section 8.3.5.4 of this report.

Maximum on-site parking varies between three and nine spaces with an average of four spaces. The area of the buildings ranges from 140m² to 220m².

The trip generation rates at morning and afternoon peak periods are similar, 0.6 to 1.5 vehicles per hour per enrolled child and 3.5 to 7.6 vehicles per hour per employee. The average figure is 1vph per child and 5.3 vehicles per employee.

The parking demand varies. For the smaller centres of up to 40 children (16 sites), the lowest number of off-street parking spaces is 4 and the highest is 8, representing between 1.2 and 3.2 car spaces per 100m². This is equivalent to 0.16 spaces per pupil or 1.6 spaces per 10 pupils. As there are typically six employees at each of these childcare centres, it is apparent that there is a lot of set-down ride-sharing for visiting parents.

The area for set-down, either on-site or kerbside, varies greatly. A layby set-down area of three to four carparks is commonly provided.

Table 6.1 Preschool traffic activity (taken from TDB database)

Measure	1990s		2000s	
Peak hour trip rate	**am**	**pm**	**am**	**pm**
vph (in + out) per 100m² GFA	18.9	16.9	16.3	13.2
vph (in + out) per pupil	1.10	1.12	1.01	0.82
Peak parking demand				
Spaces per 100m² GFA	3.16		4.18	
Spaces per employee	0.97		1.57	
Spaces per pupil	0.17		0.25	

6.4.3 Primary schools

All educational institutions at primary, secondary and tertiary levels now have a significantly higher vehicle arrival rate for both staff and students. The most dramatic change has occurred in the primary school pupil's mode of arrival, as car passengers for the trip between home and school. Unfortunately, the TDB database includes few primary schools, but intensive survey at one yielded useful information.

Typical mode distribution in the 1970s and 2000s for a school in south Christchurch is shown in table 6.2.

Table 6.2 Primary school travel mode

Travel mode	1970s	2000s
Car passenger	10%	50%
Walk	40%	34%
Bus	5%	1%
Bicycle	50%	15%
Total	**100%**	**100%**

This major mode shift from bicycle to car passenger has greatly affected the arrival patterns and the need for set-down space and school road patrols to control vehicle movements near the school. The near or short home-to-school trips tend to remain pedestrian, while the distant trips within the catchment, which used to be predominantly by bicycle, are now as car passengers, adding to vehicle travel. This has been exacerbated since some New Zealand schools were 'dezoned'.

It would appear there is a strong desire among today's parents to take their children to school by car, even within the local primary school catchment, despite the wider system costs and parental obligations of providing this transport service every day.

A comparison of primary schools was done to investigate the differences in modal split between geographic locations. As shown in table 6.3, the majority of trips for a typical suburban primary school (Christchurch) are done by car at 68% with 21% arriving on foot, 9% by bicycle and 1% by bus. The same holds true for a typical primary school in a mixed rural-urban setting (Wanaka) where the majority of the trips are made by car at 73%. However, there is a significantly lower percentage of trips being made by foot at only 5%, and 18% by bus. For a typical provincial city primary school (Timaru), the majority of trips arrive by foot at 62% with only 34% arriving by car, 4% by bicycle and 4% by bus.

Table 6.3 Primary school arrival travel mode – trips (percentage)

	Total legs	Walk	Driver[(a)]	Passenger	Bicycle	Bus	Other
Christchurch suburb	2120	450 (21%)	850 (40%)	600 (28%)	180 (9%)	20 (1%)	20 (1%)
Wanaka rural	470	24 (5%)	140 (30%)	200 (43%)	20 (4%)	86 (18%)	0 (0%)
Timaru city	451	279 (62%)	60 (13%)	93 (21%)	19 (4%)	0 (0%)	0 (0%)

a Drivers are parents and others escorting the children to school

There has also been a shift in teacher and staff use of cars. Surveys now show up to 90% of staff arrivals as car drivers, with a corresponding need for off-street staff and visitor parking at the rate of about one space per staff member.

The arrival and departure trip and parking rates have increased correspondingly, as shown in table 6.4.

Table 6.4 Primary school staff trips and parking activity

Measure	1990s		2000s	
Peak hour trip rate	**am**	**pm**	**am**	**pm**
vph (in + out) per employee	12.62	11.05	8.86	5.08
vph (in + out) per pupil	0.68	0.63	0.62	0.52
Peak parking demand				
spaces per 100m² GFA	6.24		9.69	
spaces per employee	4.19		1.89	
spaces per pupil	0.30		0.14	

It is noteworthy these trips are not spread over a whole hour but all occur within the half-hour periods 8.20am to 8.50am and 3pm to 3.30pm. The pupil/car occupancy rate is typically 1.2 pupils per car in the morning and 1.4 pupils per car in the afternoon.

For a primary school of, say, 300 pupils and 12 classrooms (typically 600m²) there will be a need for 20 parking spaces on-site for staff and site visitors. There will also be a need for 'set-down' space (either on-site or at the street kerbside) for 60 cars at the morning arrival and afternoon departure times. The section of street serving the school will be subject to a peak morning and mid-afternoon traffic generation of 180vph (two-way).

These are significant changes in the effects of the land use, and few sites have sufficient area to handle such peak flows and parking needs off-street. Where schools are located on minor streets this situation

may be acceptable, but where they front arterial roads sometimes the situation is intolerable and corrective action to provide off-street parking and set-down areas may be necessary.

6.4.4 Secondary schools

Secondary schools reflect many of the same characteristics as primary schools in trip generation, parking and set-down patterns. The six secondary schools in the TDB database have not been fully site surveyed but some information can be obtained from the data.

Parking areas are not provided for students at secondary schools and, in the absence of off-site parking surveys, it is not possible to make a full appraisal. However, for these schools, which all have rolls of more than 950 students, the on-site parking provided varies between 70 and 210 spaces. This parking is primarily for full-time equivalent (FTE) staff, who number between 110 and 150. Part-time staff and supporting administrative staff may bring a further parking demand above that calculated, which is based on FTE staff alone.

Generally, if on-site (ie off-street) parking is provided at the rate of one space per staff member, it will yield sufficient for staff and official school visitor demand during the day. Some secondary schools now have halls or gymnasiums which are available for community use. This may not be able to take advantage of on-site parking, however, and will require surrounding on-street parking to satisfy demand.

From these surveys an average figure of only 2.4 car-parks per 100m² emerges, which is equivalent to 0.07 car-parks per pupil.

Trip rates of arrivals and departures for dropping off and picking up students were measured at three sites. Morning and afternoon peak hour trips were similar, with arrivals being similar to departures within the hour. Surveys yielded peak-hour trip rates (in + out) of between 100 and 420vph. These translate to 10 trips per peak hour per 100m² GFA, ie equivalent to 0.2 trips per student per peak hour. These low rates may be due largely to the omission from the surveys of adjoining street set-down and parking areas.

Further detailed study of this secondary school land use is needed, in particular the set-down and pick-up rates and the off-site street parking by students. Some questionnaire mode of arrival information would be of great assistance.

A more recent survey undertaken for a typical suburban secondary school had significantly higher trips with 420 trips per morning peak hour and 140 per afternoon peak hour. It should be noted 40% of trips were made by foot, 27% by bus, 2% by bicycle and 27% by car.

The following two examples, tables 6.5 and 6.6, show how information such as trip generation by travel mode and vehicle kilometres travelled can be estimated using the NZHTS data for a chosen school. The examples are based on the assumption the same mode of travel is used for both the arrival and departure trip legs. It is acknowledged these assumptions represent simplified scenarios and there may be a different mode balance of travel when returning from school. For instance the number of pupils leaving school per car is typically higher (1.4 per car in pm) compared with the morning arrival (1.2 pupils per car). However, for the information available, variations in school sizes do not appear to result in marked changes in the modal split. The soon to be published NZTA research report ‘Travel profiling part B’ includes an expansion of this methodology and interactive model.

Table 6.5 Example application – high school in rural area

School type	High school
Area type	Rural area
Approx. enrolment age	13–17 years old
Enrolment size	400 students

Students by mode of travel

	Walk & Bicycle (29%)	Public Transport (29%)	Vehicle Passenger (22%)	Vehicle Driver (21%)
No. Students by mode	116	116	88	84

School trips undertaken by private motor vehicles

Passenger vehicle trips/day	= 182
Student driver vehicle trips/day	= 267
Staff trip legs (two-way)/day	= 40
Service vehicle trips/day	= 4
Total daily vehicle trips/day	= 493 vehicle trips

Peak-hour private motor vehicle trips

am peak hour (8am to 9am)	= 212 vehicle trips
pm peak (3pm to 4pm)	= 123 vehicle trips

Travel by private motor vehicle kilometres per day

Travel distance by vehicle/day	= 2677 vehicle kilometres travelled

Abley Transportation Consultants (2009)

Table 6.6 Example application – high school in major urban area

School type	High school
Area type	Major urban area
Approx. enrolment age	13–17 years old
Enrolment size	400 students

Students by mode of travel

	Walk & Bicycle (38%)	Public Transport (14%)	Vehicle Passenger (38%)	Vehicle Driver (8%)
No. Students by mode	152	56	152	32

School trips undertaken by private motor vehicles

Passenger vehicle trips/day	= 253
Student driver vehicle trips/day	= 72
Staff vehicle trips (two-way)/day	= 40
Service vehicle trips/day	= 3
Total daily vehicle trips/day	= 368 vehicle trips

Peak-hour private motor vehicle trips

am peak hour (8am to 9am)	= 158 vehicle trips
pm peak (3pm to 4pm)	= 92 vehicle trips

Travel by private motor vehicle kilometres per day

Travel distance by vehicle/day	= 1413 vehicle kilometres travelled

Abley Transportation Consultants (2009)

6.5 Tertiary institutions

Since the 1970s tertiary educational institutions have altered dramatically, with a much larger number of students attending for different periods throughout the day. Generally, the traffic generation and consequent parking demand at these institutions have increased significantly. The equivalent full-time student (EFTS) is probably an appropriate tool for assessing car parking demand. However, this figure itself will fluctuate in the years ahead, regardless of the floor area of the institution involved. It follows that a ratio per GFA should still be applied to check the density of occupation of the site and also it may vary for different private and public tertiary institutions. With the exception of the University of Canterbury it has not been possible to obtain the GFA figures for the following sections, which rely on student numbers.

6.5.1 University and polytechnic parking

This section looks at the parking demand for four universities and two polytechnics. These reflect a wide range of situations, including inner-city, suburban and broadfield locations.

Table 6.7 Car parking at universities and polytechnics (2000)

	No. of students (FTEs)[a]	No. of staff, teaching and general	No. of car parks for staff and students		No. of car parks per staff and student	
			Staff	Student	Staff	Student
A. Institutions meeting demand on site						
Canterbury	11,900	1540	661	3000[d][e]	0.43	0.25
Lincoln	4,000	726	120[b]	1722	0.17[b]	0.43
Waikato	12,000	1628	864	1486	0.53	0.12[f]
B. Institutions with restricted supply[c]						
Otago[g]	14,500	3950	1094	(1500)[e][f]	0.27	0
Chch Polytech (now)	11,000	709	264	554	0.38	0.05
Carrington (now)	5500	600	200	1650	0.33	0.30

a Where part-timers are included, their number is reduced by a factor of ½ of that assumed for EFTS. Otago has 5000 and Christchurch Polytechnic 10,600 part-timers.

b Lincoln staff are present over a wide variety of times and the 120 spaces are reserved. Staff also park in the general student car park. Staff parking is therefore more than the 120 shown.

c The tertiary institutions in group B with restricted on-site parking supply may also have parking charges varying from $200 to $700 pa (depending on circumstances) for staff and $33 to $200 for students.

d At Canterbury, the surveys show about 20% or 600 additional student cars are being parked in adjacent residential streets. The on-site parking provided for students is 2380 spaces.

e Universities also provide cycle stands (eg Otago 334, Canterbury 1500).

f Waikato, Otago and Canterbury may be lower because of the extent of student hostels on campus.

g Otago is unique because it is largely a residential university with the cars of these students being parked at the boarding colleges and flats in the nearby north Dunedin streets. However, it is accepted that some additional off-street spaces will be required and the table includes (1500) spaces assumed as off-street parking adjacent to the university in the future. This assumes a simple rate of 1 car park per 10 students.

Note: All sites have some reliance on off-site street parking for both convenience and overflow. Group A institutions do not rely on street parking at this stage, but those in Group B expect students to find parking off-site.

The parking demand and supply situation for these major institutions is a mix of matching staff needs and where possible meeting student needs on site. Table 6.7 sets out the situation for the six institutions surveyed in 2000.

Staff parking is the first priority and the site supply is 0.53 to 0.27 car parks per member, equivalent to about 0.2–0.35 spaces per 100m².

Student parking in group A, which has unrestrained and available on-site parking, shows a ratio varying from 0.12 to 0.43 car parks per student. For the Canterbury campus, where the on-site figure is 5.0 students per car park (ie 0.20 car parks per student), the surrounding street parking for students has been included to yield the total demand of 4.0 students per car-park spaces (ie 0.25 car parks per student). The Canterbury demand rate (where the total floor area is 230,000m²) for staff and students combined is equivalent to 1.6 car parks per 100m² GFA. On-site supply there is 1.3 car parks per 100m² GFA.

The parking needs for the group B institutions (those within CBDs) cannot be met on-site. The few spaces available are in high demand and parking is charged to both staff and students permitted to park on site.

Shared parking with adjacent council or private parking buildings may need to be considered in the future to supply space to meet the demand at these sites.

6.5.2 University of Canterbury parking

The University of Canterbury has undertaken extensive surveys both in house and through consultants. This section provides a comprehensive summary of the parking, trips, travel modes and daily travel associated with this extensive campus with its 20,000 students.

Some University of Canterbury car parking occurs on the streets surrounding the university. Table 6.8 compares the change in staff and student numbers with the number of car parking spaces available on campus and the on-street demand for parking by staff and students from 2000 to 2008. Note that in 2007, the Christchurch College of Education merged with the University of Canterbury and the figures in table 5.6 reflect this change.

In general, the quantum of on-street parking used around the university has been steadily increasing while on-campus parking has been decreasing. Generally the university has provided a campus car parking ratio of 0.19 per staff/student. This increases to approximately 0.24 spaces per staff/student if on-street parking demand is included.

Table 6.8 University of Canterbury car parking (2000–2008)

		2000	2004	2008
Population[(a)]	Staff (teaching and general)	1540	1588	1874
	Students (EFT Students)	11,900	12,951	14,860
Gross floor area[(a)]			203,997	245,453
No. of car parks[(b)]	Staff	661	776	933
	Students	2380	1325	1319
	Unallocated/other	-	640	941
	Total on campus spaces	3041	2741	3193
	On-street	620	770	849
Car parking ratio[(c)]	Staff	0.43	0.49	0.50
	Students	0.25	0.21	0.21
	Overall (excl. on-street demand)	0.23	0.19	0.19
	Overall (incl. on-street demand)	0.27	0.24	0.24

a University of Canterbury Data Handbook 2008 for 2004 and 2008 data, Report 209 for 2000 data

b 2000 car park numbers from Report 2009, 2004 and 2008 numbers from parking survey. On-street parking demand estimated from on-street surveys and motorist survey responses (66% of responses parked on street on university business)

c Unallocated/other and on-street parking assumed to be used by students

6.5.3 University of Canterbury modes of arrival

The Canterbury University information is derived from historic surveys undertaken by the Civil Engineering Department since 1966 (University of Canterbury 1966–2008). The most recent surveys were undertaken for the university by consultants in 2008 and these results are included in the tables that follow.

Information was made available on travel surveys of staff and students since 1966 for the University of Canterbury. The mode split results from the 1971, 1993, 2000, 2004, 2008 surveys are summarised in table 6.9. Car ownership rates were collected until 2000 and are shown in table 6.10.

Table 6.9 University of Canterbury mode split (1971–2008)

	1971		1993		2000		2004		2008	
	Staff	**Students**	**Staff**	**Students**	**Staff**	**Students**	**Staff**	**Students**	**Staff**	**Students**
Car driver	56	27	58	33	63	41	65	39	61	32
Car	4	4	5	5	4	4	4	4	5	4
Motorbike	6	18	2	4	1	1	0	1	1	2
Bus	11	10	1	2	2	5	4	11	6	13
Bicycle	16	28	23	38	18	15	16	12	17	20
Walk	7	13	11	18	13	33	11	33	9	28
	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Table 6.10 University of Canterbury car ownership rates (1971, 1993 and 2000)

		Car ownership rate		
		1971	**1993**	**2000**
Staff	Male	90%	90%	95%
	Female	53%	90%	95%
Students	Male	45%	65%	70%
	Female	15%	65%	70%

As in the rest of the community, the mode split has shifted more to car drivers over the period, with over 60% of staff and 30% to 40% of students arriving as car drivers with a peak in car driving between 2000 and 2004.

Car ownership has risen to over 90% for staff and 70% for students. On wet days the majority of these car drivers seek a parking space in the university car parks and parking extends into the surrounding residential streets.

The changes in modal split over time are shown figure 6.2 for staff and figure 6.3 for students.

For staff, car driving has now slightly decreased, while bus use has increased. It is also of interest that staff have continued to cycle (17% mode share) while walking has decreased slightly since 2000.

The number of students as car drivers climbed steadily until 2000 and then decreased to less than a third in 2008. Bus use declined to only 2% of students in 1993 and then steadily increased to 13% in 2008. The largest change in mode share for students is the increase in walking, up to 33% in 2000 and 2004, showing a willingness to relocate to closer residential origins. This is a positive response to increasing congestion and possibly inconvenience when seeking parking.

Travelling to the university as a car passenger did not change significantly for staff or students during the period studied, despite the implementation of measures to encourage car pooling such as dedicated parking and a car share database.

Figure 6.2 Mode split (staff) travel to/from university

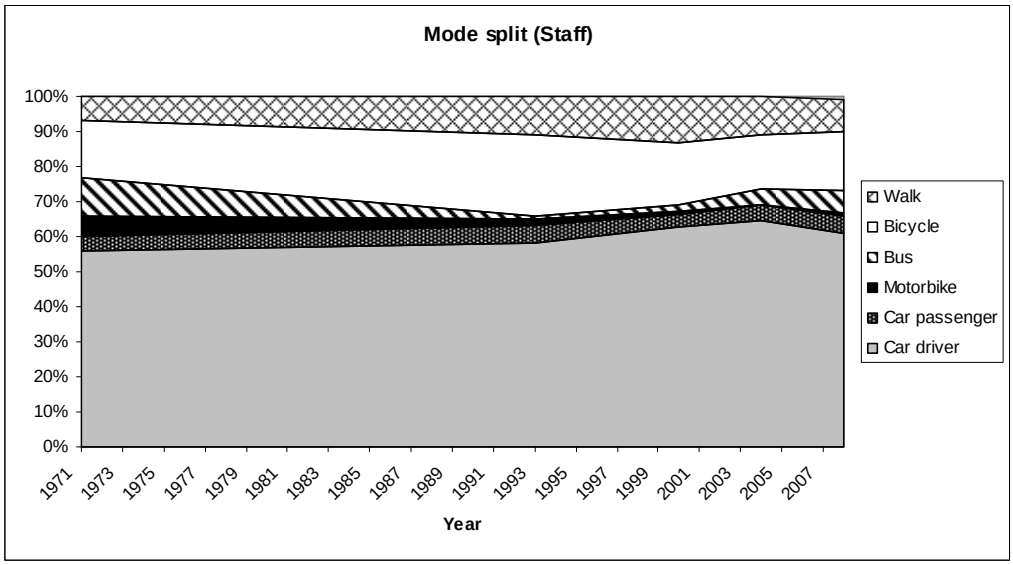
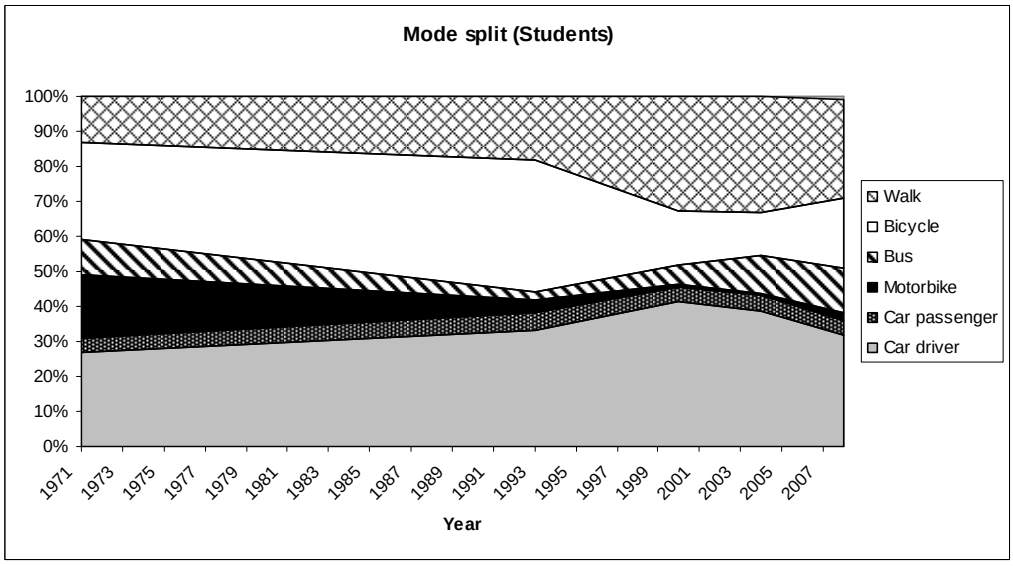


Figure 6.3 Mode split (students) travel to/from university



6.5.4 Trip generation

Tertiary institutions are among the land uses generating the highest hourly traffic, due to their size and the arrangement of lectures and attendance. Like schools, there are short peaks (eg arrival for 9am lectures and departures after the academic day ends at 5pm).

In April 1993, a traffic survey was done at Canterbury University with 11,000 students and 1275 staff. The vehicle trip generation rates are shown in table 6.11 and figure 6.4.

The corresponding figures for the peak trip generation at Carrington Polytechnic (now Unitec Institute of Technology) are: morning, 20.5 vehicle trips per 100 students plus staff per hour, and afternoon, 18.1 vehicle trips per 100 students plus staff per hour, a very similar result.

Figure 6.4 Campus trip generation [ex-2001]

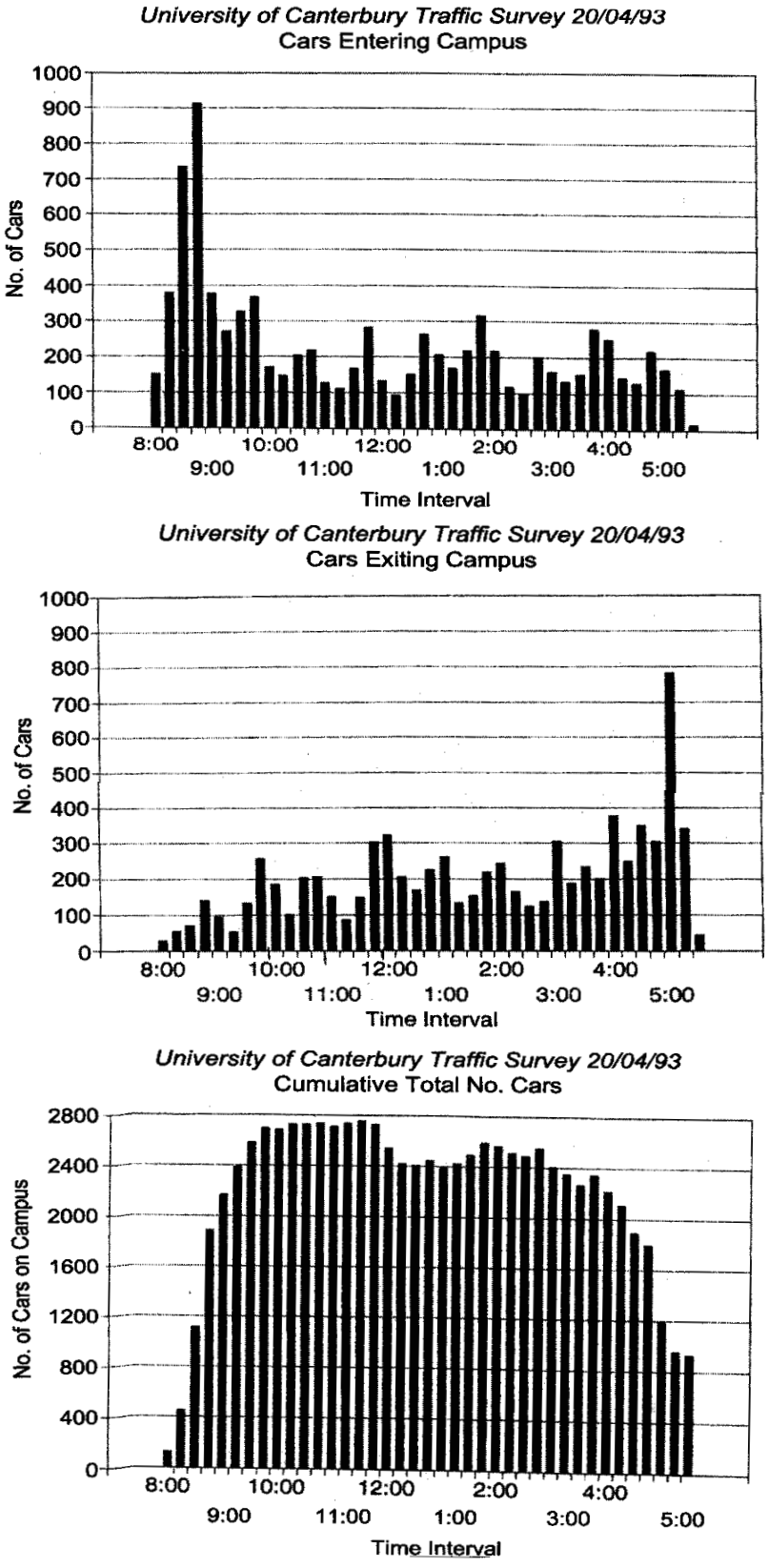


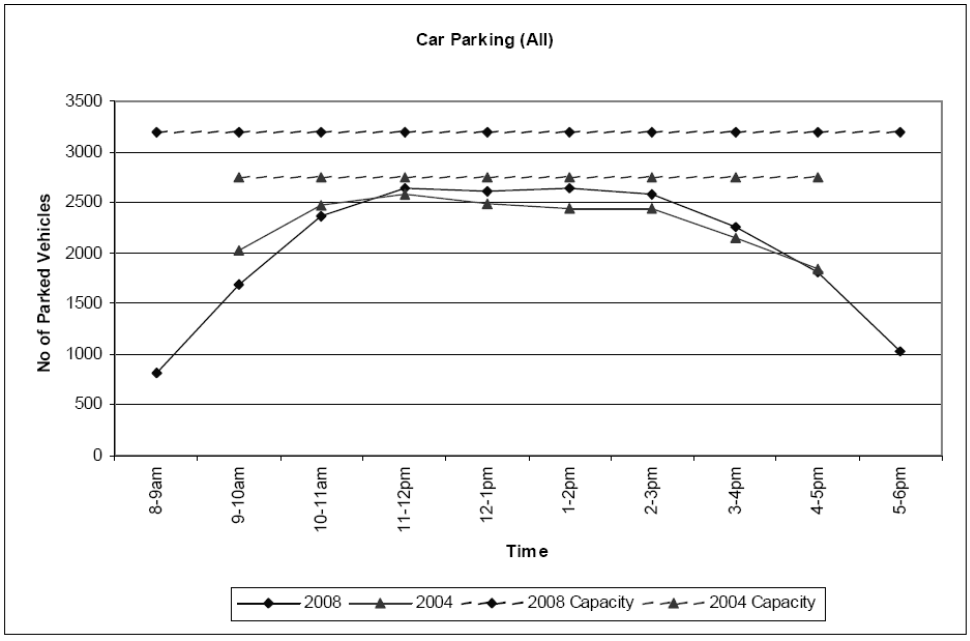
Table 6.11 Car trip generations Canterbury University (20 April 1993) [ex-2001]

Total traffic movement (veh/15 min)					
		In	Out	In + out subtotal	Trip generation staff and student and GFA
am peak	8 – 8.15	140	25	165	2420vph = 20 trips/hr/ 100 S + S or 1.05 trips/100m²
	8.15 – 8.30	380	50	430	
	8.30 – 8.45	720	80	800	
	8.45 – 9.00	900	125	1025	
Midday	11.45 – 12.00	160	300	460	1675vph = 14 trips/hr/ 100 S + S or 0.71 trips/100m² GFA
	12.00 – 12.55	290	320	610	
	12.15 – 12.30	130	205	335	
	12.30 – 12.45	90	180	270	
pm peak	4.30 – 4.45	130	340	470	2380vph = 19.8 trips/hr/ 100 S + S or 1.03 trips 100²m GFA
	4.45 – 5.00	120	300	420	
	5.00 – 5.15	220	780	1000	
	5.15 – 5.30	160	330	490	

This trip generation rate is high because of the numbers of students and the large floor area (Canterbury 230,000m²). This leads to a consideration of design for several entrances and traffic management through distribution of traffic over a surrounding city road network.

Figure 6.5 indicates there is generally a heavy demand for campus car parking throughout the whole day and it is therefore well utilised. The change in car-parking capacity is a result of the Christchurch College of Education merging with the University. The car parking at the College of Education was very under-utilised and tended to only ever be 50% full.

Figure 6.5 Campus car parking occupancy (2004, 2008)



6.5.5 Home to university distances

Information on the distance staff and students live from the university was collected in 2008. A summary of distances from home to the university for staff and students is shown in figures 6.6 and 6.7 respectively. These graphs indicate more than three quarters of students live within 5km of the university, and almost 95% of students live within 10km. There is a trend for staff to live further away from the university than students with less than 60% of staff living within 5km and 90% within 10km.

Figure 6.6 Distance from home to university for staff

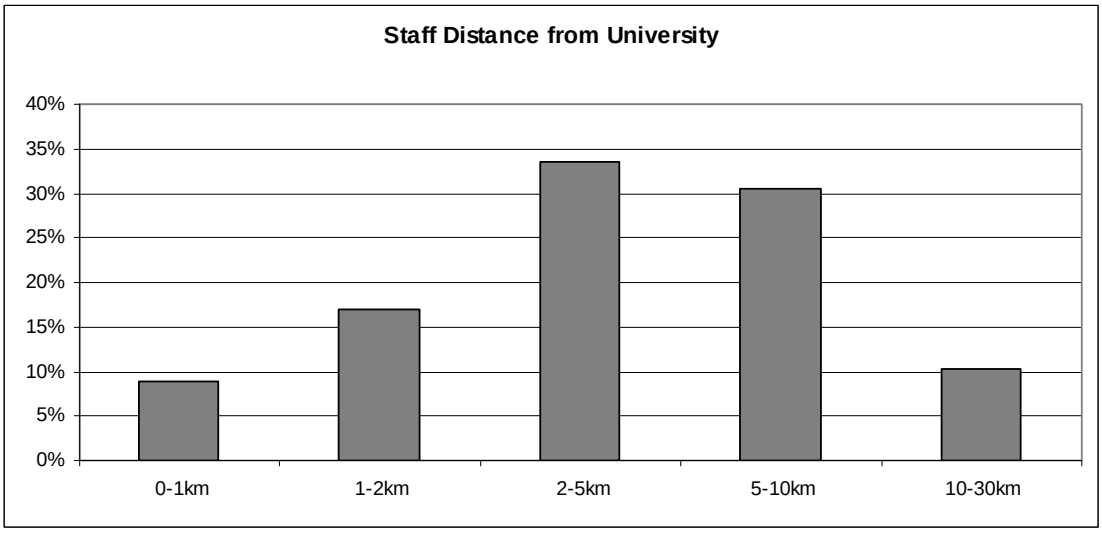
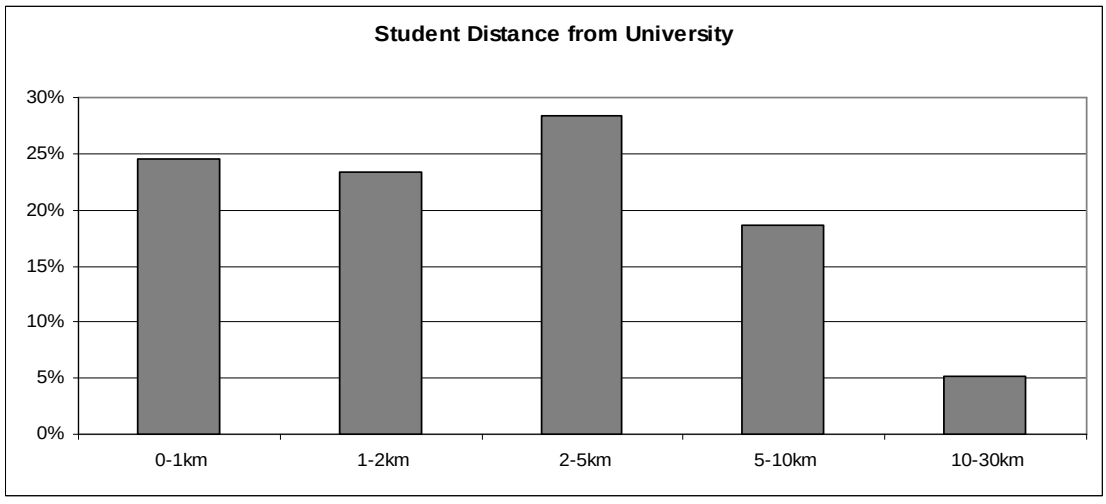


Figure 6.7 Distance from home to university for students



6.5.6 Bicycle ownership

The level of cycle ownership or access was collected as part of the 2008 survey. Table 6.12 shows the bicycle ownership or access levels for staff and students taking into account whether they believe they are within a reasonable cycling distance to the university.

Table 6.12 University of Canterbury bicycle ownership or access to a bicycle

	Staff	Students	All
Own or have access to a bicycle	29%	24%	25%
Do not own or have access to a bicycle	23%	25%	24%
Not within reasonable cycling distance	49%	51%	51%

Of the staff and students who indicated they were within reasonable cycling distance to the University, approximately half of staff and students own or have access to a bicycle.

6.6 Recreation spaces and stadiums

Another area of considerable interest is reserves, recreation spaces, stadiums and associated facilities. These are often unique and one-off design situations. Several surveys and design calculations have been provided in this research report, though more attention and detailed surveys are required in the future. The end result from a design hour viewpoint is given below.

6.6.1 Parking for sports courts and fields

The range is from 2 to 3 car spaces per 100m² of court area, eg tennis court or green and 0.5 to 0.7 car spaces per 100m² of playing field or pitch area for participants.

6.6.2 Aquatic centres

These facilities have gained popularity over the older, more traditional swimming-pool complexes by offering a wider range of water-based recreations such as splash and wave pools, fitness and other sports facilities. The information in the TDB database shows design trip generation at around 1.5 to 2.0vph (in + out) per 100m² GFA and parking demand of 2.5 to 3.5 spaces per 100m² GFA.

Research was undertaken to establish an appropriate vehicle trip generation rate and anticipated modal split for a proposed aquatic centre in Timaru. Table 6.13 provides a summary of the survey data available relating to aquatic centres. The terms used to describe the land-use activities relating to an aquatic centre vary from ‘leisure pool’, ‘athletic centre’ and ‘swimming pool’; however, these are essentially of a similar nature to an aquatic centre and include recreations such as swim pools, whirl pools, spa pools, as well as other fitness and sports facilities.

Table 6.13 Trip generation sources – aquatic centres/leisure pools

Country	Source	Site	GFA (m²)	pm peak vehicle trip rate (per 100m² GFA)	Average pm peak vehicle trip rate per 100m² GFA)
New Zealand	NZTPDB[a] 2007–08	Wellington	2400	4.3	4.6
	Client	Greymouth	2700*	4.5	
	Abley	Christchurch	2500*	5.1	
Australia	-	-	-	-	-
US	ITE	-	4600	6.29	6.29
			1110		
UK	TRICS 2008, v6.22	Nottingham	2970	3.59	3.1
		Putney	4300	3.28	
		Mansfield	2500	3.21	
		Worcester	2695	2.75	
		Cardiff	2450	2.69	

a NZTPDB = New Zealand Trips and Parking Database Bureau

6.6.3 Major stadiums

Several major factors influence travel to and from sports and entertainment events at major stadiums. The inner-city location of the Wellington Stadium and its proximity to public transport including bus and rail, enables high levels of public transport and pedestrian accessibility. Data from several major Auckland and Hamilton sports events indicates a spectator parking demand equivalent to 1 car space for every 4.2 to 5.8 spectators. Bus parking demand for crowds of around 40,000 spectators has been observed to range from 42 buses for a sports fixture to over 160 buses for an operatic performance. No information is available on the associated traffic generation.

6.7 Medical centres, hospitals and rest homes

Government policies and the changing face of general medicine in New Zealand have given rise to new facilities (eg increased numbers of medical centres) and different modes of operation for existing facilities (eg increased outpatient care at base hospitals). While the changes are continuing, the TDB database has captured a number of surveys, particularly of community medical practices as well as of several hospitals and rest homes. This information is summarised below.

6.7.1 Medical and health centres

These community facilities now offer a range of professional health care and advice, including the services of GPs, physiotherapists, radiographers and dentists and some level of treatment. On-site pharmacies mean prescriptions can also be filled without patients travelling elsewhere. The data collected to date shows on-site parking demands and trip generation are most accurately represented on a per health professional basis.

The measured design levels based on the survey information are:

- trip generation from 3 to 6vph (in + out) per peak hour per health professional
- parking from 2.5 to 3.5 spaces per health professional.

On a 100m² GFA basis, the figures are:

- 5 to 12 trips per 100m² GFA in the peak hours (generally 10am to midday, and 3pm to 4pm)
- 2.5 to 6 car parks per 100m² GFA.

Medical centres have a wide range of patronage and may require detailed individual site assessment. This is one of the land uses in the UK/New Zealand comparative study which is discussed further in section 8.3.5.3.

6.7.2 Hospitals

Survey information for hospitals in Auckland, Wellington and Christchurch shows design parking demand from 1 to 1.5 spaces per bed with an average of 1.3 spaces per bed. Clearly, the range and nature of activities performed on-site will be essential to understanding the total parking demand. Staff and doctor parking varies from 30% to 60% of the total, depending on the type of hospital. Outpatient numbers and consultant specialists are significant indicators of overall parking activity.

Trip generation in the peak morning and afternoon hours is from 0.9 to 1.7 trips per bed per hour and 10 to 16 trips per bed per day. As a rule, the area for hospitals is around 100m² per bed. So bed spaces and GFA, as a general approximation, yield similar parking ratios.

6.7.3 Rest homes

Rest homes have lower traffic demands than hospitals. The typical parking demand is from 0.5 to 0.7 spaces per bed, with a trip generation rate of from 0.3 to 0.6 per bed in the peak hours and 4 to 6 trips per bed per day.

6.8 Churches

District plans have been liberal in their approach to off-street parking for churches and have generally accepted such ratios as 1 car park per 10 congregation members or seats. This has meant accommodating about three-quarters of the parking on adjacent streets. At sites near the city centre or on busy arterial roads, the need for more off-street parking is frequently evident.

From the surveys in the TDB database, the parking demand based on actual attendance of the congregation varied from 1 car park to 5 seats to 1 car park to 2 seats. However, many churches are full only on particular occasions such as for special services, weddings and funerals. For the 18 churches surveyed, some on several occasions, there were only four occasions when the churches were full. Some of these were weekday services and car parking needs varied from 2.3 to 4.5 spaces per 10 seats available. As for the mode of arrival at churches, car drivers varied from 30% to 76%, with an average of 46.5%. Car passengers made up about 50% of arrivals at churches.

Seating numbers are considered to be the best variable for churches and places of assembly, and the rate of car-parks to 10 seats or seating places is a convenient measure. To relate seating to GFA is also useful. Analysis of this group of churches shows a range from 64 seats to 120 seats per 100m² GFA with an average of 100 seats per 100m² GFA. In terms of parking per 100m² GFA for the church in full use, ie a design figure for, say, the 50th highest occasion, is equivalent to between 26 and 48 parked cars per 100m².

This research has not suggested that district plan standards need to be revised from, say, 1 to 10 seats up to 1 to 3 seats. That is a policy, not a research matter. However, it should be appreciated that, in congested arterial road or inner-city situations, additional parking (above the 1 in 10 rate) of up to 3 more spaces per 10 seats may need to be accepted on-street or at adjacent public parking areas on peak-use occasions.

A parking demand survey for 20 places of worship was undertaken by the Palmerston North City Council in 2004. The summary for suburban and central city places of worship for the main service on a 'typical' Sunday is shown in table 6.14.

Table 6.14 Parking demand for churches

	Suburbs		CBD	
	Mode split	**Demand**	**Mode split**	**Demand**
Drivers and passengers arriving by car	62%	1.94 person/car	59%	1.98 person/car
Other modes w/arrival as a rate per car parked	28%	1.19 other modes/car	41%	1.36 others modes/car
Total persons in congregation as a rate per car	100%	3.13 person/car	100%	3.34 person/car

These levels of parking are about half that for a major funeral during the week or a major wedding on a Saturday.

There are two scenarios for demand:

1 Scenario A for normal congregation activity, as shown in table 6.14 with 50%–75% of seats occupied.

2 Scenario B, which is about twice the demand shown above, generated by major funerals or weddings when all seats are occupied to overflowing.

The surveys establish that 1 car park to 3.3 seats is appropriate to match a typical Sunday attendance. However, it should be appreciated that, in congested arterial road or inner-city situations, additional parking of 4 spaces per 10 seats (or higher) may be required for peak-use occasions.

In conclusion, these uses, together with many others are summarised in table 7.4.

7 New Zealand trip generation and parking trends, 1970s to 2000s

7.1 Trip generation comparison

Trip generation is assumed to cover all person trips by all modes of travel arriving and departing from any establishment during the survey peak hour or the survey whole day as specified. Earlier survey information in Douglass (1973) included a comprehensive tally of arrival by all modes. In the Report 209 summary and in the research for this revised version, unfortunately, few establishments were surveyed so comprehensively. Most of the 1990s trip generation information was for vehicle drivers only and goods vehicles and other non vehicle modes of travel were not reported. More comprehensive surveys including all modes will need to be undertaken in the future.

While trips per employee are often a more reliable unit for some activities, this information has not always been available. In addition, there has been an increase in the number of part-time employees and on-site staff parking demand varies greatly. Relating trips and parking to the number of employees is difficult even if the number is known.

Table 7.1 indicates the trip generation rates (including seasonal adjustment for retail and intense visitor uses) by land use derived in the 1970s. With a few exceptions, a similar grouping was adopted for the 1990–2009 analysis. The information available for preparing the 1990–2009 summary was, in some instances, based on a small sample.

The peak hours for retail in the 1970s were 4pm to 5pm on Thursday and Friday. For city offices, the lunch-hour movements were greatest. For industry, the peak hours were arrival, 7am to 8am, and departure, 4pm to 5pm. In the 1990 and 2010 surveys, the peak hour for major shopping centres had become Saturday 2pm to 3pm. Other land uses had similar peak hours as in the past.

Table 7.1 shows marked thresholds in trip generation. The most significant factor is the extent of trips made by visitors. Naturally, retail and shopping activity yields the highest trip generation. For comparability, these volumes are averages for all the establishments related to floor area. The 85th percentile trip rates will be a ratio approximately 1.25 times the volumes shown here.

Thus the major changes in vehicle trips and peak hours have been in the following land uses.

- service stations, due partly to the selected number of larger establishments which were redeveloped in the 1990s (+20%)
- fringe CBD offices due to increased vehicle access from a wider city customer catchment (+23%)
- suburban supermarket vehicle trips have climbed (+30%) at the expense of some of the local primary road shops (-20%)
- some manufacturing has changed its character and now includes both warehouse distribution and direct sales to the public
- shopping centres, because of the increased number of establishments, have generally experienced moderate increases of between 30% and 50% in trip making

- residential, a significant increase (+80%) due to increased car ownership, more people running businesses from home and increased daytime non-family visits.

Most trip rates based on floor space increased in the peak hour by between 12% and 50% from the 1970s to 2010.

Table 7.1 also includes the person trip generation by land uses as surveyed in the 1970s. These were not surveyed in the period 1990 to 2010.

A comparison of the typical trip generation of different land uses is illustrated in figure 7.1.

Table 7.1 Comparison trip generation rates 1970s and 1990–2010

	Trips (in & out)/100m² 1970s				Trips (in & out)/100m² 1990–2010		
	Peak hour		Daily total		Peak hour	Daily total	Change peak-hour vph % (1970--2010)
	Vehicle trips	Total person trips	Vehicle trips	Total person trips	Vehicle trips	Vehicle trips	
Shopping[a]							
Suburban supermarket	22	90	100	320	18	130	-18%
Primary road store	30	75	170	345	19	137	-37%
Neighbourhood store	24	55	135	330	19	139	-21%
Service stations	70	100	450	600	101	717	+44%
Offices							
Fringe centre (few visitors)	2.4	3.6	21	32	2.0	26[c]	-17%
City centre (few visitors)	0.8	2.9	14	28	1.2	14[c]	+50%
Industries[b]							
Distributive (high goods veh)	2.4	3.4	13	23	3.0	35	+12%
Manufacturing (mod. visitors)	1.6	3.0	9	16			
Manufacturing (few visitors)	1.03	2.0	6	10			
Warehouse	0.90	1.5	4	8	1.0	2.4	+11%
Residential							
Trips/household	0.8	1.6	6.0	10.0	1.1	11	+25%

a Inferred results derived on groupings not entirely identical to earlier research

b Industrial peak hour is morning and evening peak at commuting times

c Small survey sample

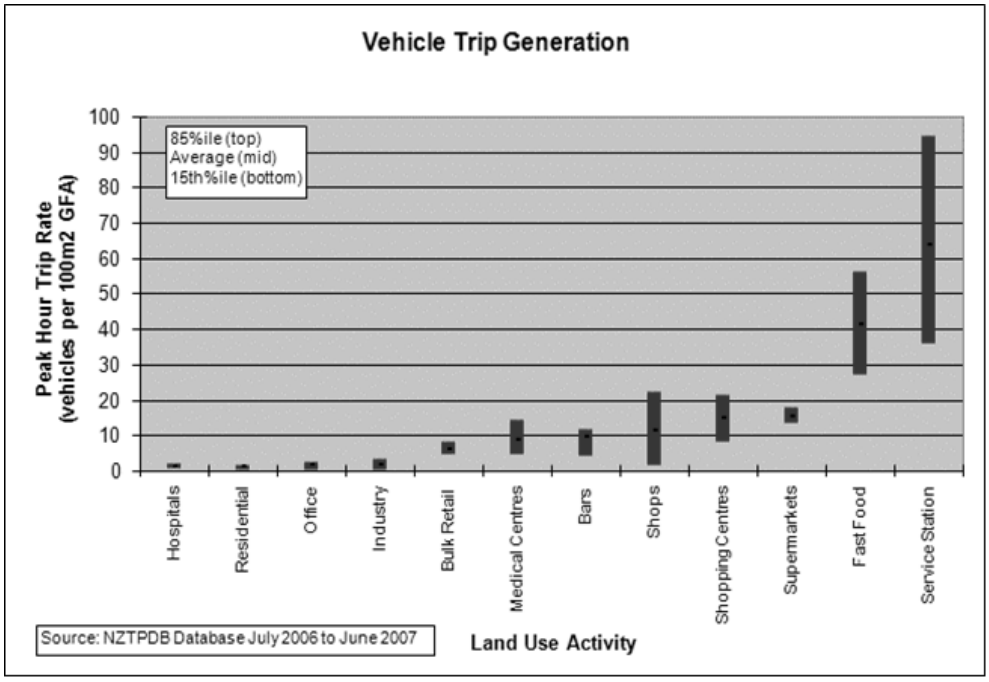
A more detailed analysis of average trips and parking rates comparing changes in New Zealand over the past 10 to 15 years shows little change for most land uses. There are three exceptions:

- Tertiary education trip rates in the peak hour increased from 1.7vph per 100m² (+50%) and parking demand increased from 2 to 4.4 parks per 100m².
- Supermarkets and medium shopping declined slightly from 25vph to 17vph per 100m² and parking demand for these high performing centres also reduced from 7.5 to 5.5 parks per 100m².

- Large format retail footprint stores have now become established and the previous trip rates of 6vph increased to 12vph per 100m². Over the same 10–15 years, the parking demand increased from 2 to 4.5 parks per 100m².

These figures show with regards to vehicle trip generations, retail land uses that attracted visitors had a high trip generation rate compared with other land uses. Even retail uses with relatively low trip generation rates were comparatively higher than light industrial trip generation rates and residential trip generation rates.

Figure 7.1 Vehicle trip generation rates by land uses 2006–2007



7.2 Parking demand comparisons

Table 7.2 originally appeared in the *RRU bulletin 15* (Douglass 1973) and has been updated to include rates for the 1970s and the period 1990–2009.

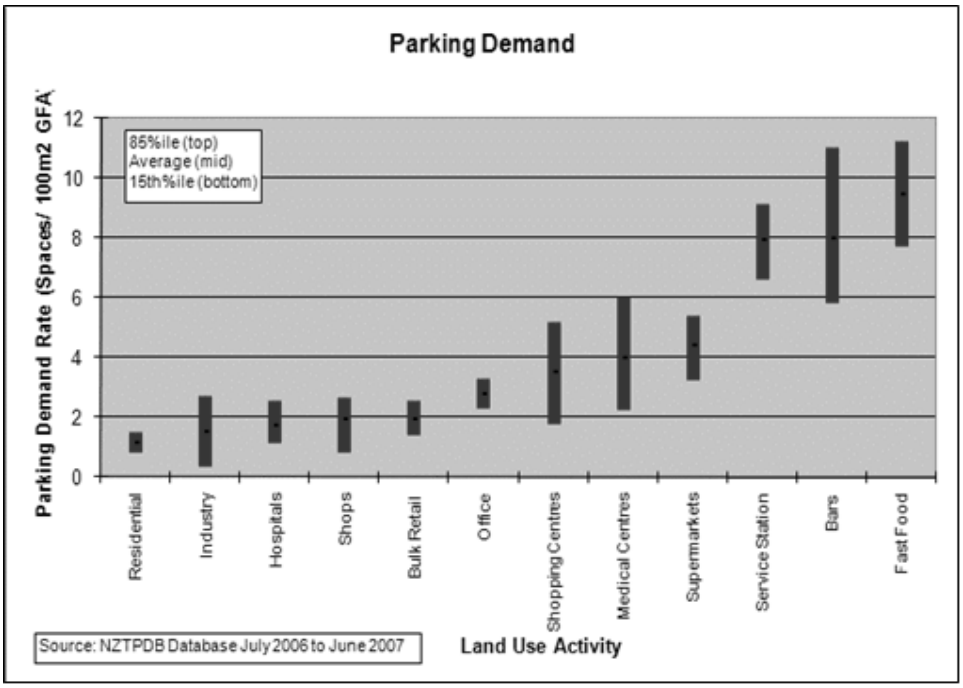
Table 7.2 Comparison of design parking rates 1970s and 1990–2009

Activity	Parking demand (spaces/100m² GFA)				
Activities in buildings	**Percentage satisfaction 1970s**		**1990–2009**		**Change based on 85%**
	50%	**85%**	**50%**	**85%**	**%**
Hotel, taverns, bar (GFA)	60	70	6.8	11	-84%
Churches, halls, places of assembly (GFA)	20	40	21	32	-20%
Supermarkets and main road shops (GFA)	6.0	8.0	3.5	5.2	-35%
Medical centres (GFA)	4.8	6.5	4.0	6.0	-8%
Local road shops (GFA)	4.0	6.0	3.5	5.0	-17%
Offices (GFA)	1.5	2.8	2.7	3.2	-13%
Precision manufacture and textiles (GFA)	1.8	2.5	2.0	2.8	+12%
General manufacture and engineering (GFA)	1.1	1.7	1.1	2.0	+18%
Warehousing (GFA)	0.6	0.8	0.9	1.7	+113%
Other activity units	**Parking demand (spaces per other unit)**				
	50%	**85%**	**50%**	**85%**	
Residential (per household)	1.1	2.0	1.4	2.8	+40%
Cinemas and theatres (per patron)	0.3	0.5	0.4	0.6	+20%
Churches (per congregation)	0.2	0.3	0.3	0.4	+30%
Hospitals (per bed)	0.7	1.0	1.5	2.2	+120%
Primary schools (per staff) plus (per pupils (3pm))	0.5 0.01	0.7 0.05	0.8 0.15	1.0 0.20	+42% +300%
Sport: major fixture (per spectator)	0.2	0.3	0.3	0.5	66%
Service station (per employee)	1.0	4.5	1.9	2.5	-44%
University (per staff) (per student)	0.3 0.15	0.4 0.2	0.4 0.2	0.6 0.33	+50% +65%

While the ratio of parking and other parameter such as seats, beds and employees is appropriate to cover a wider range of land uses, the most practicable unit for most district plans is still spaces per 100m² GFA. This unit has the advantage of being easily measurable and is independent of employee occupancy. Table 7.2, however, gives many uses on a per employee or per patron basis, where floor area may not be the most appropriate means of definition.

Figure 7.2 illustrates the range of car parking demand by land use in the period 2006 to 2007. Contrasted with the 1970s, the trend in parking demand, with the exception of retail, showed an increase of between 20% and 30%. Retail car parking demand did not increase and in some instances reduced because of the increased number of shopping centres. Increased parking at hospitals (+15%), universities (+65%), schools (+42%) and sporting fixtures (+66%) reflected the major change in demand and community needs and interests. The dramatic drop in hotel car parking was probably due to both a change in the hours of business and a major increase in the number of bars and licensed restaurant outlets.

Figure 7.2 Vehicle parking rates by land uses 2006–2007



7.3 Travel changes, 1970s to 2000s

The changes in retailing are discussed in chapters 2 and 5. Two other significant changes since the 1970s have been the disappearance of the central post office, which had a very large employment base and its replacement by post shops, along with the decline in government administrative offices. In addition, some industries which used to have heavy distribution activities are now supported by a much expanded transport and courier service. Thus the distributor industry class has been replaced by transport centres and courier depots and the latter have not been well surveyed as of late.

Another change since the 1970s has been the major increase in fast-food outlets, such as McDonald's, Pizza Hut and Burger King. Surveys of such outlets indicate they have high vehicle trip generation. When they are located in conjunction with a shopping centre, a large number of patrons arriving on foot may also contribute to the total person trip generation.

The essence of the pattern of increasing trip generation lies, as it did in the 1970s, with the number of visitors on a personal errand, especially shopping. Employee and business-related trips, including goods vehicles, have remained relatively constant over a wide range of uses. However, where the establishment has a specific distributive or 'drive-in' function (eg petrol, liquor, fast food), the vehicle trips have increased significantly in relation to both the employment numbers and floor area.

Service stations have been subject to change, with a smaller number of higher capacity and higher functionality (including conveyance) stations. The abolition of motor spirits trade licensing means many service stations no longer have a mechanical workshop, and now frequently sell food, soft drinks and newspapers and so serve a 'corner store' function.

The various trip types (eg home-based work, employees on business or private trips and visitors making business or private trips to an establishment) have not been resurveyed comprehensively for all modes for

the 1990–2010 period. However, based on car driver trips modelled in 1999 for Christchurch, the relative contribution of the trips to the four grouped trip purposes is given in table 7.3.

Table 7.3 Trip purposes, 1969, 1996 and 2006

Purpose	1969	1996	2006*
Home to/from work	26%	22%	20%
Home to/from visit shops	24%	17%	15%
Home to/from other	16%	18%	20%
Non-home based	34%	43%	45%
Total car trips (24 hours)	350,000	760,000	1,000,000

*These 2006 figures are inferred from the MoT NZHTS surveys reported in Abley et al (2008).

The trend is increasingly to a more diverse pattern of vehicle trips for 'home-based other' trips (home to/from other) and also for 'non-home-based' trip purposes, both of which are steadily increasing.

Table 7.4 summarises the TDB database's typical 85% design values for a wide range of uses. More detailed analysis will require the selection of specific sites comparable with the subject site or sites being investigated and are included in the TDB database.

Table 7.4 Summary of design trip rates and parking demand in NZ in 2010

Land use categories		Design parking demand (spaces/100m² GFA)		Design peak hour trips (vph/100m² GFA)		Design daily trips (vpd/100m² GFA)	
1. Assembly	1.1 Church	0.5/ congregation	(6)	1.1/ congregation	(3)	-	
2.Commercial	2.1 Office	3.2	(6)	2.5	(12)	26.1	(4)
3. Education	3.1 Preschool	0.3/child	(25)	1.4/child	(26)	4.1/child	(4)
	3.2 Primary	0.3/pupil	(4)	0.7/pupil	(6)	1.6/pupil	(3)
	3.3 Secondary	0.1/pupil	(5)	0.1/pupil	(2)	0.4/pupil	(2)
	3.4 Tertiary	0.3/student	(6)	0.2/student	(2)	1.4/student	(2)
4. Industry	4.1 Warehousing	1.7	(13)	1.0	(21)	2.4	(2)
	4.2 Contractor	5.1	(7)	6.2	(7)	-	
	4.4 Manufacture	2.0	(17)	2.7	(18)	30	(6)
5. Medical	5.1 Centre	1.5/prof staff	(1)	11.6/prof staff	(4)	79.4/prof staff	(5)
	5.2.1 Hospital (small)	2.3/bed	(5)	3/bed	(3)	13.5/bed	(1)
	5.2.2 Hospital (large)	2.1/bed	(4)	0.4/bed	(1)	3.1/bed	(1)
6. Recreation	6.1 Stadium	0.2/spectator	(6)	-		-	
7. Residential	7.1.1 Inner city (multi unit)	1.2/unit		0.3/unit	(2)	6.8/unit	
	7.1.2 Dwelling (suburban)	1.6/unit		1.2/unit	(14)	10.9/unit	(38)
	7.1.3 Dwelling (outer) Suburban)	1.8/unit		0.9/unit	(1)	8.2/unit	(6)
	7.1.4 Dwelling (rural)	1.9/unit		1.4/unit	(4)	10.1/unit	(4)
	7.4.1 Retirement home	0.4/bed	(5)	0.4/bed	(4)	2.4/bed	(4)
	7.4.2 Retirement units	1/unit	(4)	0.3/unit	(1)	2.6/unit	(1)
	7.5 Hostel	0.4/bed	(5)	0.6/bed	(1)	2.5/bed	(1)
	7.6 Motel	1.4/occ. unit	(17)	1.4/occ. unit	(21)	3.0/occ. unit	(17)
	7.7 Hotel	1.8/room	(4)	1.2/room	(3)	6.4/room	(3)
8. Retail	8.1 Shop	9.5	(9)	42.5	(11)	128.6	(6)
	8.2.1 Shopping (small)	5.0	(79)	18.9	(54)	141	(13)
	8.2.2 Shopping (medium)	4.9	(39)	17.2	(23)	101	(5)
	8.2.3 Shopping (large)	3.7	(40)	9.9	(19)	84	(3)
	8.2.4 Shopping (CBD)	2.9	(8)	8.5	(2)	56	(1)
	8.3 Garden centre	6.1	(4)	27.8	(7)	147	(7)
	8.4 Discount	6.5	(6)	15.3	(6)	100	(1)
	8.5 Supermarket	5.3	(12)	17.9	(11)	129	(3)
	8.6 Large format	2.2	(17)	5.6	(20)	45	(7)
	8.7 Restaurant	0.6/seat	(7)	0.5/seat	(9)	6.1/seat	(5)
	8.8 Fast food	10.8	(5)	52.2	(5)	362	(4)
	8.9 Bar	10.9	(19)	15.6	(10)	92	(3)
	8.10 Service station	9.1	(3)	101	(11)	718	(4)
	8.11 Market	3.3	(3)	2.4	(2)	22	(3)
	8.12 Produce	6.7	(3)	69	(2)	487	(2)

Notes: Numbers in brackets represent the sample size.

The purpose of this summary schedule is to provide a quick 'initial value' at the start of an analysis.

Household parking rates are median figures from census.

The 'rural' land use category is omitted due to small sample size.

7.4 Parking management

Good parking management is a key component to the economic success and strength of any urban settlement.

Generally, parking management strategies and programmes should be coordinated throughout a district or region as a whole, including in particular the town centre and significant retail and employment locations. There is a balance to be found between over provision, which may be wasteful of resources and land as well as encouraging greater vehicle usage, and having a shortage of supply, which may lead to additional congestion and be a restraint on land-use activity.

The provision of free or cheap parking within urban areas causes a market distortion that encourages additional vehicle use. When users are not charged appropriately the resource tends to be exploited and the demand for paid parking can be lower than the demand for free or cheap parking.

Providing more parking than is necessary is undesirable as it may use land best retained for other development and community uses.

The accessibility of an activity is not just a function of car parking supply. Where the site is readily accessible then there may be justification for applying maximum car parking rates rather than minimum rates. Maximum parking requirements in central city areas may encourage active transport modes including walking, cycling and public transport, and may be part of a policy package to assist in making these modes more desirable. Maximum parking rates can also cement public investment and reduce the shift from active transport modes to the private car.

A public policy of support for easy access by walking, cycling and public transport reflects the 'will' within the community to move towards, or stop the shift from, sustainable modes such as walking and cycling. This in turn assists with the shift towards the improved management of parking resources.

The range of management techniques to make best use of existing parking resources includes:

- encouraging and permitting shared parking
- requiring 'in-lieu fees' for the provision of new public parking facilities instead of requiring private, single destination facilities
- implementing restrictions that promote short-stay parking in high-demand areas with longer-stay parking provided away from core activities
- increasing the capacity of existing parking facilities by modifying layouts on-street and off-street to improve efficiency and minimise unutilised space
- Improving the quality of walking connections between parking areas and destinations to increase the attractiveness of parking areas
- changing rules to maximum rather than minimum parking rates for certain land uses
- using parking pricing to influence parking demand in terms of duration and mode of travel
- applying parking levies for certain land uses

- providing end-of-trip cycling facilities to encourage short-to-medium distance trips by cycle instead of private vehicle.

These management tools typically complement the policies and rules associated with the provisions of district plans.

7.5 Application to district plans

Chivers (1981) discussed the site-specific car parking requirements in district schemes for business and employment uses as follows:

> *All New Zealand district schemes contain requirements for private developers to provide off-street car parking for new developments. Different land uses have different requirements, based on the expected intensity of the use and its vehicle parking demand and trip generating capability. These standards are partly historic and based on experience and partly based on the results of research into traffic activity at the site specific level (eg RRU Bulletin 15).*

The Chivers report included results from a comparative survey of district scheme codes of ordinances and parking requirements for the more common land uses and commented:

> *It would be expected that these car parking standards would be related to fairly specific policies in the Scheme statement about the level of car parking to be provided related to say a 30th highest hour standard or an 85% satisfaction to be achieved. Unfortunately this is rarely the case.*

In this situation, car-parking standards might appear somewhat arbitrary.

> *As with many town planning and resource management matters, control is achieved through the application for a consent to develop or redevelop either by new building or by a change of use not permitted as of right. Where an area is being developed from vacant land, then the car parking requirements will be achieved on all developments as they progressively occur. However in an existing area that was fully developed before the District Plan scheme became operative and where there was already a substantial parking deficiency, then the rate at which that overall deficiency will be removed will depend on:-*
>
> *(a) The rate at which redevelopment takes place, and*
>
> *(b) The standard of car parking prescribed.*

In addition, many councils have purchased land for at-grade public parking and parking buildings. These general conclusions also apply to the 2000s. In the 40 years since 1970, most retail areas have, due to both council rules and developer investment interest, added extensive off-street parking areas which now more closely match demand, or potentially increase demand because of the oversupply of parking.

In the context of the use of a particular building over its life of, say, 50 years, it is difficult to anticipate at the outset whether parking demand will vary with changes in future activity uses. The definition of uses in the current effects-based district plan should use car parking demand as one of the standards of site performance in each zone. This should then enable the car parking provisions of a development to be

correctly adjusted in the event of an application being made for a consent to a change in the character of the use. This does require, however, that the district plan rules be explicit in terms of parking thresholds.

This research has suggested the proposed car-parking standard should be related to an appropriate design hour and, for commercial retail uses, this should generally be equivalent to the 50th highest hour of the year or 85% satisfaction for unconstrained car parking. This level of parking is realistic and has been shown to be economic in site development.

A high car parking supply rate leads to greater parking investment while a lower figure would be more obviously a restraint on parking. Councils may also wish to include provisions for cash in lieu and parking dispensations, ie the number of car-parks supplied in practice may be reduced, subject to pre-determined rules, from the district plan standard. This may be a viable option for a building in close proximity to public car parking that may be located on or off street. This relationship between the parking management policies, the rules in the district plan, standards for design, and the shared responsibility between the council and the developer, are matters appropriately dealt with in district plans or other supporting documents.

District plans should recognise the number and location of short-term visitor parking in contrast to the needs, number and location of long-term and commuter parking. This is essential in city CBDs.

The important issue is that the district plan's objectives, policies and rules should be justified rationally. District plans should not, as several at present unfortunately do, rely on arbitrary definitions of land use or political decisions as to the parking spaces to be provided for different uses. It appears a number of district plans still have parking provisions which were rolled over from the pre-1991 era without any rational or detailed survey and review to update the standards.

7.6 Industry

For industrial uses, the figures established in the 1970s generally still apply. The figure cited in *RRU bulletin 15* (Douglass 1973) for all industries was between 1 and 2 spaces per 100m² GFA. In addition, provisions must now be made for visitors as more retailing is added in these industrial parks. Where industrial buildings are being converted to retail or wholesale (as has occurred, for example, along Blenheim Road in Christchurch, and in the inner-city periphery areas of Dunedin and Wellington), a considerably increased visitor parking supply is required. This applies particularly to the conversion of traditional warehouses to warehouse-retail or large format retailing establishments and also to manufacturers selling direct to the public. Obviously, under New Zealand's 'effects-based' planning, the monitoring of changes should reveal the extent of parking demand or the alignment with district plan objectives and policies.

7.7 Discussion of changes from the 1970s to 2000s

The first conclusion is the change in trip generation and parking demand for many individual land uses has not been as great as might have been expected. This is largely because of the averaging effect of more dispersed communities. The higher level of mobility enjoyed by almost everyone and the market-led nature of current developments, where a greater number of retail or service outlets are available, have contributed to a spreading of activities throughout the urban areas. The result is individual sites enjoy about the same, or only a modest increase in turnover activity and associated parking and trip characteristics.

Some sites, however, have experienced an increase in motor vehicle trip generation because of a falling-off in public transport use, bicycle trips and walking trips. Other sites have experienced a marked decrease because of changed shopping or patronage habits (eg for hotels and restaurants, the marked change in drinking hours and the increased number of outlets). For retailers, the shift to Saturday and Sunday trading has, in some cases, shifted the design day (ie the day containing the nominated 50th highest design hour) from Friday to Saturday.

Parking is provided both on-street and off-street. The combined effect of increased traffic congestion and traffic management improvements and the gradual implementation of district scheme parking requirements for off-street parking has significantly altered the balance between on- and off-street parking over 40 years. In suburban areas, it is now expected that all parking associated with major shopping centres and other land uses will be provided on-site and off-street. In the city centre, some of the former street parking areas have now been taken over by 'pedestrian only' streets, while others have been taken up by bus stops, bus lanes, cycle lanes and peak hour clearways. However, the first-used short-term parking is still kerbside and in most cities depending on city size 1000–5000 or more street spaces are used in that way. These spaces are limited, however, and in the future will be complemented by more off-street parking areas and parking buildings for short-term as well as long-term parking.

Trip generation rates by most land uses have on the whole undergone only small changes. Overall, mid-morning and afternoon have seen an increase in trips. The increase on Saturday and Sunday associated with retail and recreational activities has been dramatic. This change has resulted in many suburban streets and highways carrying their 1990s design hour peaks on Saturday rather than Friday, as in the 1970s, and some roads now have higher off-peak flows throughout the weekend.

The advent of integrated transportation assessments, when developments are proposed, has increased the need for better quality surveyed trip and parking information. There is also the need for rational application of policies and rules based on comprehensive multi-modal surveys and improved standards of design so as to better match future needs. A recent NZTA research report 'Integrated transportation assessment guidelines' (Abley et al 2010) develops a framework for undertaking ITAs and seeks that best practice is implemented to match the needs of planning for land uses in the New Zealand regulatory structure.

8 Overseas comparisons

8.1 One transportation planet

Research and comparative studies of the national databases for the USA (ITE), UK (TRICS), Australia (RTA) and New Zealand (TDB) have demonstrated the travel characteristics and modes of travel in these four economies have much in common. One of the more important research projects was *NZTA research report 374*, 'Comparisons of NZ and UK trips and parking rates' (Milne et al 2009). This study was essential to both the application and use of information from the UK TRICS database in New Zealand and also the upgrading of the TDB database to be consistent with UK practices.

It was effectively an analysis to correlate land uses and traffic situations and demonstrate the similarities and differences between UK and New Zealand land uses and trip generation patterns. TRICS has a much larger file of information, about 5000 sites, compared with 1000 on the New Zealand database. In the longer term the two bodies are expected to progress on very similar paths reflective of best practice.

It is apparent in the urban areas of these countries there is a travel environment which is not dissimilar and looking more coincident over time. See section 8.3 for a summary of Milne et al's (2009) comparison of retail and six other land uses.

The TDB has now crossed the Tasman with an increasing Australasian membership and New Zealand and Australian surveys are now recorded in parallel. This has already confirmed the similarities and general coincidence of the trips rates and parking demand together with the modal split of travel that exists for comparable cities, land uses and sites.

Report 209 established a comparison of trip rates, based on New Zealand, Australian and US data available in the 1990s. These are briefly reviewed here, and tables 8.8 and 8.9 bring together the trip rates and parking demand figures for all four countries. These comparisons indicate a convergence and similarity between trip rates in New Zealand, Australia, the UK and USA.

A key advantage of TRICS and TDB compared with the ITE (2003a) *Trip generation* and RTA (2002) *Guide to traffic generating development'*, is that with the UK and New Zealand databases the investigator can search a range of sites of the same land use and character and select just those that relate to the particular site being investigated. The Australian RTA database has now been made available to TDB at the surveyed site-by-site level. This increases the TDB database utility and the ability to define equivalent Australian sites for comparison.

It has been found from the comparative research, including all the TRICS and TDB retail sites, there is a close similarity for the full population of retail and shopping sites in New Zealand and the UK.

It is obvious they represent a basket of sites which all belong, in a generic sense, to the same travel patterns relating to similar sizes of shopping centres. The average results demonstrate this similarity, which is even greater in the 85th percentile results. The differences between individual premises relate to very specific issues of the descriptions of the activities taking place at the individual site and the location of the shopping centres relative to population catchments, network accessibility etc. These characteristics can readily be defined in the same manner as already provided for in the TRICS (2008) good practice guide and also the user guide developed by TDB (2009).

8.2 National organisations and databases

In New Zealand, the Ministry of Transport (MoT) and the NZ Transport Agency (NZTA), including its administration of the planning and operation of 10,000km of state highways, together with NZ Police in their traffic enforcement role, are the three major agencies of central government involved in planning and funding transport. There are also special agencies such as the Ministry for the Environment (MfE) in national planning, KiwiRail for rail transport, and others who feed into this mix. These agencies also have regional offices that collaborate with the regional councils in the preparation of regional land transport strategies, and the city and district councils who are equal partners involved in the planning and operation of transport networks. This is a general framework that has equivalent arrangements in Australia, the UK and USA. In addition, in each country the consultant transportation practitioners make a significant contribution to these services.

The local government portion (approximately half) of the public funding purse is a shared responsibility for the 85 local government councils, who also maintain 80,000km of local roads. These roads are of every variety from motorways to limited access roads. Half of the funds for this work come from rates and petrol excise tax and the other half from government grants. Other modes, such as rail and bus, are established as trading activities but they also receive some limited public funding and, in urban areas, subsidies for passenger transport.

Understanding trips and parking generation and transport planning responsibilities fall primarily with local government councils. The NZTA's role includes the allocation of government funding to councils and a national research programme. Local government contains the planning and knowledge related to future transport proposals, management of the existing networks and responsibility for town planning issues including control of development fronting the road system.

It is local government, through its town planning under the Resource Management Act 1991 and its strategic planning required under the Local Government Act 2001, including preparation of the long-term council community plans, where policy decisions on network maintenance and improvements are made. Local government also requires the knowledge on trip generation and parking demands when giving planning consent for new land uses.

With this mix of administration it is not surprising the relatively small professional institutions of engineering practitioners (1000 belonging to the IPENZ Transportation Group) and planners with a special interest in transportation planning and its effects (about 200 belonging to the New Zealand Planning Institute) have got together and cooperatively set up the TDB. This is designed to provide a national database as a 'public interest' resource, a focus for research and the production of publications such as this revision of Report 209. Most importantly the TDB maintains an impartial database to keep such factual information available to all parties. This New Zealand model has now been adopted by the Australian Institute of Traffic Planning and Management (AITPM) as a 'focus group' providing information on trip and parking generation and supporting the TDB Database as an Australia–New Zealand cooperative.

This New Zealand arrangement is a variation on the same theme which engineering and administrative practitioners cooperatively established in the UK (the TRICS model is slightly more commercial with JMP Consultants Limited currently providing the consultant service) and the USA (with ITE having a longer experience of inter-state and inter-collegiate services run by professional practitioners out of Washington). A number of the TDB transportation engineers have come to New Zealand from the UK and also a few from the USA and South Africa. These professionals happily adopt their new country and seem to readily adapt

their talents to fit and share with kiwi needs. In response to the seminar questionnaire (appendix D), they are generally keen to see this TDB database service expand and become more effective.

8.3 Comparison of New Zealand and UK trips and parking

8.3.1 Retail trips and parking

A more detailed research study (Milne et al 2009) shows how similar New Zealand and the UK are in retail trip making. Figure 8.1 indicates the average development peak-hour trip generation rates per 100m² GFA for the two countries, with retailing activities showing very little difference in trip generating characteristics between them. In each case, a higher variability of trip rates is associated with smaller shopping centres. In general, a large proportion of sites between 1000–10,000m² assume a trip rate that lies between 10–15 trips per 100m² GFA.

Figure 8.1 Comparison of UK and New Zealand average peak vehicle trip generation rates vs GFA – retail

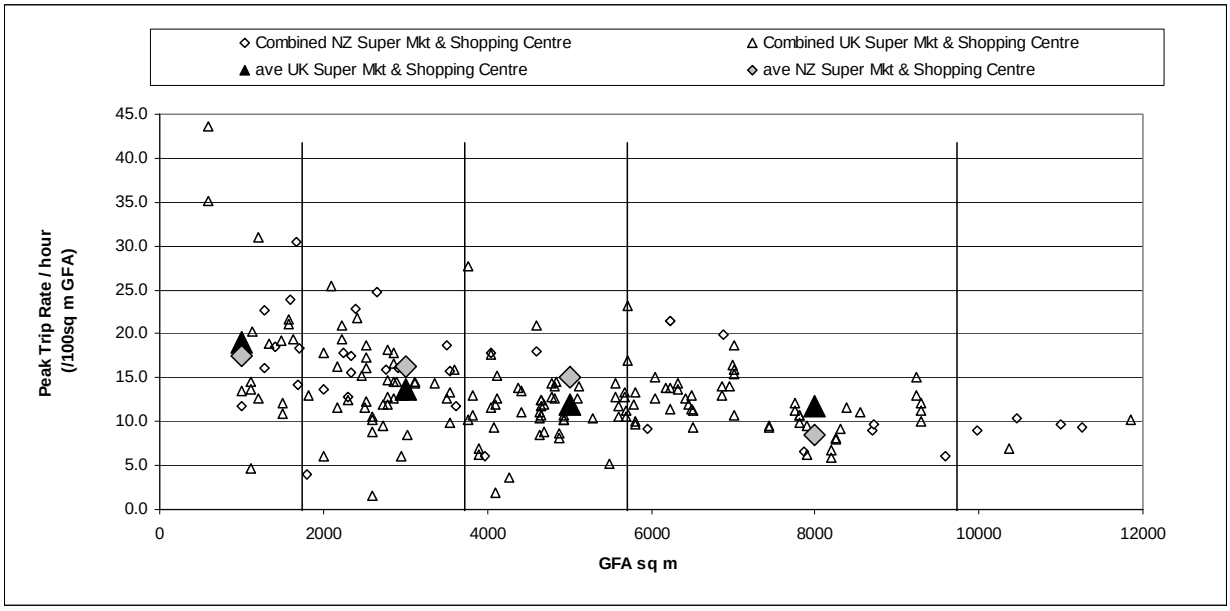


Table 8.1 Comparison of UK and New Zealand average vehicle trip generation rates – retail

	Combined UK			Combined New Zealand			Combined UK & New Zealand		
GFA (m²)	**n**	**Ave**	**Sdev**	**n**	**Ave**	**Sdev**	**n**	**Ave**	**Sdev**
0–2000	17	**19.12**	9.64	9	**17.40**	7.32	26	**18.52**	9.27
2001–4000	47	**13.62**	4.94	13	**16.30**	4.38	60	**14.20**	4.91
4001–6000	50	**11.97**	3.58	3	**15.04**	4.35	53	**12.14**	3.70
6000–10,000	43	**11.75**	2.78	8	**8.42**	6.43	51	**11.23**	3.68
10,000–12,000	2	**8.50**	2.12	3	**9.83**	0.58	5	**9.30**	1.35

Figure 8.2 and table 8.1 firmly support the view that the retailing trip rate reduces with increasing floor area, and variations are greatest at the low end of the range of floor space. It can be seen the difference between the UK and New Zealand average trip rates is not particularly large.

Figure 8.2 indicates the relationship between the retail average peak parking demands and GFA for New Zealand and the UK. The parking characteristics of shopping centres and supermarkets have been combined to form a single dataset for each country. While not as conclusive as the trip rate and GFA relationship, a comparison of the data shows the average shopping centre parking demand per 100m² GFA tends to be around 5.5 vehicles per 100m² GFA for the UK, and 4 vehicles per 100m² GFA for New Zealand.

Since the parking demand rate for the shopping centres falls within the range of parking demand rates displayed by the supermarket sub-group, it is reasonable to combine the two subgroups to form a single dataset for each country. Figure 8.2 and table 8.2 compare the parking demand rates of the combined shopping categories in the UK and New Zealand.

Figure 8.2 Comparison of UK and New Zealand average peak parking rates v GFA – retail

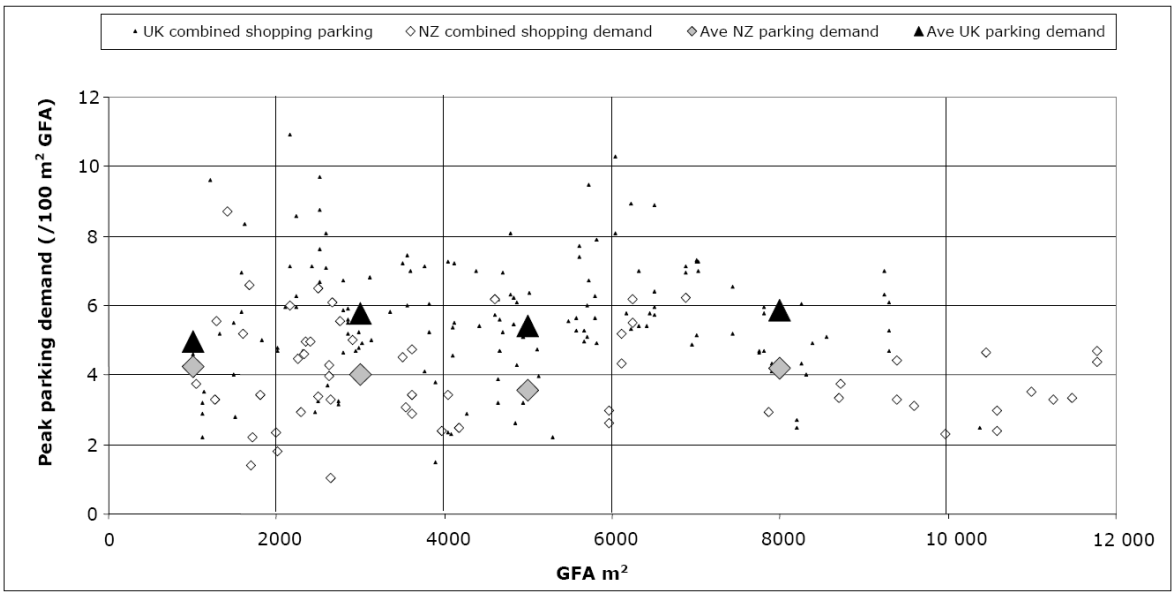


Table 8.2 Average peak retail parking rates for the UK and New Zealand

GFA (m²)	Combined UK			Combined New Zealand		
	n	Ave	Sdev	n	Ave	Sdev
0–2000	14	**4.98**	2.16	9	**4.25**	2.25
2001–4000	47	**5.78**	1.83	23	**4.01**	1.42
4001–6000	48	**5.41**	1.59	5	**3.54**	1.51
6000–10,000	42	**5.88**	1.56	12	**4.22**	1.31

In each floor area segment, the New Zealand parking demands are lower than the UK retail parking demands. The difference between the parking demands equate to one parked vehicle per 100m² in the 1–2000² GFA range with the difference of around 2 parked vehicles per 100m² remaining relatively constant and statistically significant throughout the remaining floor area segments.

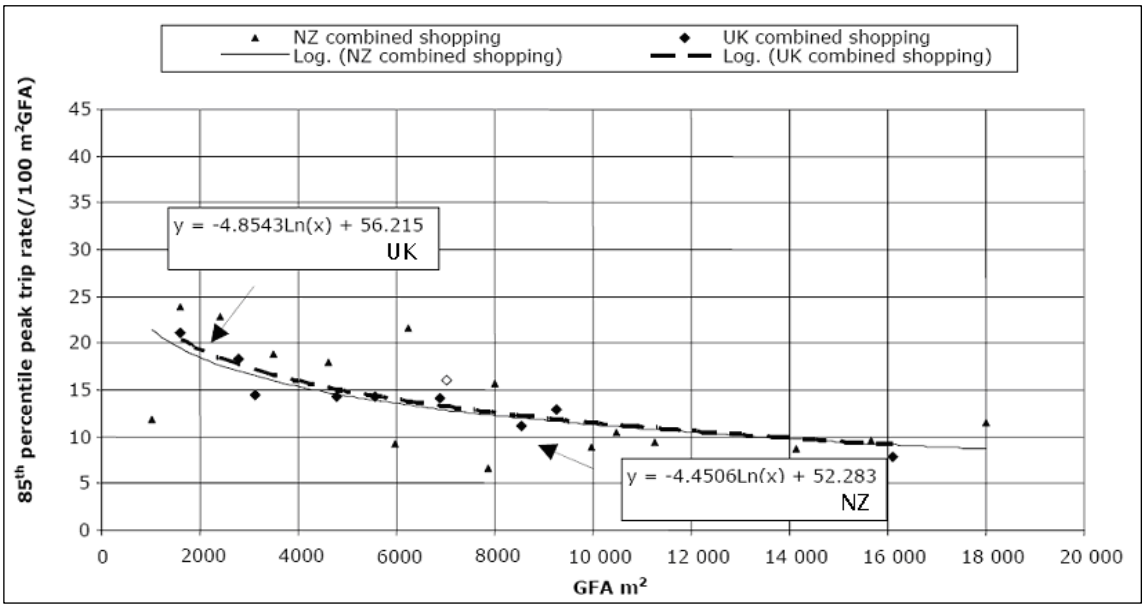
The majority of UK sites indicate average parking demands ranging from 5–6 spaces per 100m² and the New Zealand sites display an average parking demand that ranges from 3–4 spaces per 100m² GFA. In general, the UK activities generate a parking demand that is 2 vehicles per 100m² GFA higher than the New Zealand retailing equivalence. This may reflect a tendency to park for longer durations because of a

wider variety of activities being available at the UK sites or it could be because people use the parking space while visiting more adjacent shopping facilities.

8.3.2 85th percentile analysis

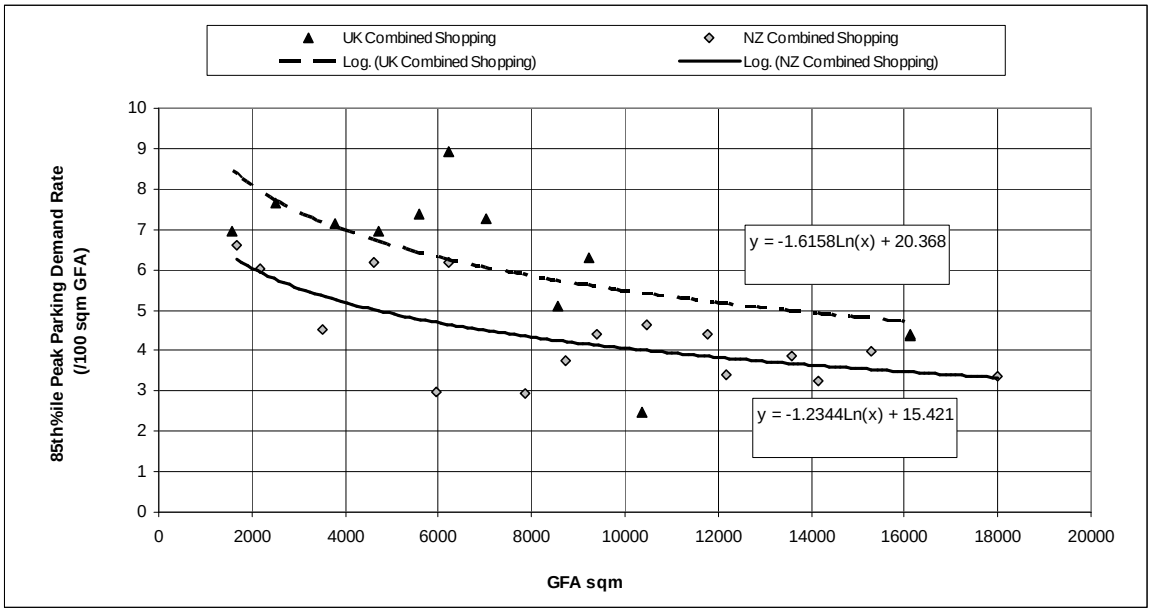
The comparisons made so far have focused on the average of the park trips and parking rates associated with the UK and New Zealand. In determining appropriate trip generation estimates, practitioners are advised if sites with comparable accessibility, scale and location cannot be found when using a standard database system, 85th percentile trip generation rates should be considered as an appropriate initial basis for design purposes. Figures 8.3 and 8.4 illustrate the 85th percentile trip generation and parking rates for sites grouped in GFA increments of 1000m² GFA. The closest fit line represents a log curve.

Figure 8.3 Comparison of UK and New Zealand 85th percentile trip rates – retail



This 85th percentile analysis provides further evidence regarding the similarity of trip making characteristics between the UK and New Zealand. Each dataset displays a similar downward trend, indicating trip generation rates and parking demand rates reduce as GFA increases.

Figure 8.4 Comparison of UK and New Zealand 85th percentile parking rates – retail



The differences in 85th percentile parking demand rates between the New Zealand and UK datasets appear to be reasonably constant and show the 85th percentile retail parking rates for the UK are higher (by 2 parked vehicles per 100m² GFA) than the equivalent 85th percentile New Zealand retail parking rates, which is consistent with the earlier comparison of the average peak parking rates.

8.3.3 General discussion of New Zealand and UK retail comparison

Figures 8.1 and 8.2 show trip rates and parking rates for retailing activities in defined floor area sub-groups. In both countries, a higher variability in trip rates is associated with the smaller retail centres compared with the larger centres. A large number of sites between 1000–10,000m² generate average trip rates in the range of 10–15 trips per 100m² GFA per peak hour. The analysis confirms, for both data sets, the trend of reducing trip generation rates occurring with increasing floor area. It also shows the rate of change in trip generation declines rapidly in the smaller centres, 1000m²–2000m², and 2000m²–4000m² floor area groups.

A general relationship also exists between the retail parking demands of New Zealand and the UK. In contrast to the variation in trip rates, which show a noticeable decline with larger floor areas, the trend associated with the average parking demands remains relatively constant throughout the range of centre sizes in both countries. The UK average parking levels are around 5.5 spaces per 100m² while the New Zealand equivalent is around 4.0 spaces per 100m².

The higher parking demand in the UK may be attributed to longer parking durations, which in turn arise from a typically wider range of activities on offer (mixed use) and/or the proximity of other nearby shopping opportunities.

8.3.4 Comparison of New Zealand and UK trips and parking rates

NZTA research report 374 'Comparison of NZ and UK trips and parking rates' (Milne et al 2009) investigated the TDB database and the TRICS database to discover how similar and consistent their trips and parking demands had become. As it was a general comparison, it involved grouping travel surveys

and comparing average values (rather than 85% demand values) of trip and parking rates. It was a broad study and did not attempt to predict design levels of trips or parking for individual sites. The research detailed in the report has been used here to provide additional comparisons and perspectives.

Eight general conclusions can be drawn:

- The comparison of New Zealand and UK trip making and parking demands covering eight land uses has been tested successfully and many similarities have been confirmed.
- Comparison and analysis of average trip and parking rates for eight land uses in the UK and New Zealand has shown the average and the 85th percentile, trip generation and parking demand rates are consistent and similar for equivalent retail activities.
- For retail activities the scatter diagrams have much in common with trip rates being similar. Although retail parking rates run in parallel the UK retail parking levels are consistently above their New Zealand counterparts.
- There are also similar and consistent trip making patterns for residential activities; however, New Zealand dwellings generate slightly higher trip rates than their UK equivalent.
- The analysis shows for half of the land uses analysed there appear to be consistent relationships between trip generation rates and GFA for both the New Zealand and the UK data. It is apparent similarities exist and practitioners can usefully examine the TRICS database to widen their data sources and give greater confidence in their predictions for New Zealand trips and parking rates.
- Where similar trips and parking rate trends have not been established, this is most frequently due to lack of New Zealand data. However definition issues also contribute to a lack of consistency for some land-use activities. For instance, recreational activities rely more heavily on a range of qualitative factors which tend to be site specific. Trips and parking characteristics associated with employment activities rely heavily upon the exact definition of the nature of business occurring on-site.
- The wide scatter in the trip and parking rate data, in both countries, suggests capture of additional parameters would improve the technique of predicting trips and parking rates. Examples of additional parameters may include capturing the distinction between private/rented tenure for residential activities, room occupancy levels associated with hotels, seating capacity and locational aspects for restaurants.
- Exchanges of information about databases and future sharing and exchange of basic data on traffic generation, parking and travel information and predicted parameters in each country and internationally could be increased for the advantage of both countries.

8.3.5 Six other New Zealand – UK land uses

In addition to detailed and well-researched UK and New Zealand retail centres, six other land uses have also been compared. As indicated, the survey samples are in most cases very low.

8.3.5.1 Commercial

- Comparable trends in trip rates can be seen between New Zealand and UK business parks, which may allow extrapolation of UK data in some circumstances.
- Additional New Zealand surveys are required for this land use.

Table 8.3a Average peak trip rates for UK and New Zealand business parks

GFA (m²)	New Zealand			UK		
	n	Ave	Sdev	N	Ave	Sdev
0–20,000	3	**2.14**	0.15	16	**1.32**	0.62
20,001– 60,000	1	**1.44**	-	2	**0.79**	0.40

Although New Zealand data is limited, it is apparent both sets of data share a similar trend and peak trip rates for business parks in New Zealand are higher than their UK counterparts by 0.8 trips per 100m² GFA.

Table 8.3b Average UK parking rates for business parks

GFA (m²)	N	Ave	Sdev
0–5000	9	**2.83**	1.54
5001–10,000	8	**2.56**	0.89

8.3.5.2 Industrial

- Trends in trip rates for manufacturing are comparable.
- Trends in parking demand rates for manufacturing activities are also comparable.

Table 8.4a Average New Zealand and UK trip rates for manufacturing

GFA (m²)	New Zealand			UK		
	n	Ave	Sdev	n	Ave	Sdev
0–2000	7	**1.09**	0.89	3	**0.67**	0.07
2001–10,000	1	**1.33**	-	7	**0.85**	0.43
> 10,000	-	-	-	10	**0.41**	0.38

Table 8.4b Average New Zealand and UK parking rates for manufacturing

GFA (m²)	New Zealand			UK		
	n	Ave	Sdev	n	Ave	Sdev
0–2000	8	**1.19**	0.91	3	**1.39**	0.51
2001–10,000	4	**1.49**	1.38	5	**2.22**	0.40
> 10,000	2	**0.40**	0.04	9	**1.44**	1.01

New Zealand manufacturing sites display trip rates that are generally 0.5 trips per 100m² GFA higher than the UK counterparts. The parking rates are higher for the UK data. The trip rate for New Zealand manufacturing ranges from 1.0 to 1.5 trips per 100m² GFA, while that for UK manufacturing ranges from 0.5 to 1.0 trips per 100m² GFA. The New Zealand parking rate for manufacturing ranges from around 0.5 to 1.5 spaces per 100m² GFA, while the corresponding range for the UK parking rate is around 1.5 to 2.0 spaces per 100m² GFA.

- Where sufficient data exists, New Zealand industrial sites have higher trip rates but lower parking demand rates than the UK sites
- Additional New Zealand surveys are required for warehousing activities.

8.3.5.3 Medical centres

- Based on the data available, some similarities are apparent between the New Zealand and UK trip generation rates.
- UK medical centres up to 1000m² generate higher trip and parking rates than their New Zealand equivalents
- Additional New Zealand surveys are required for medical centres.

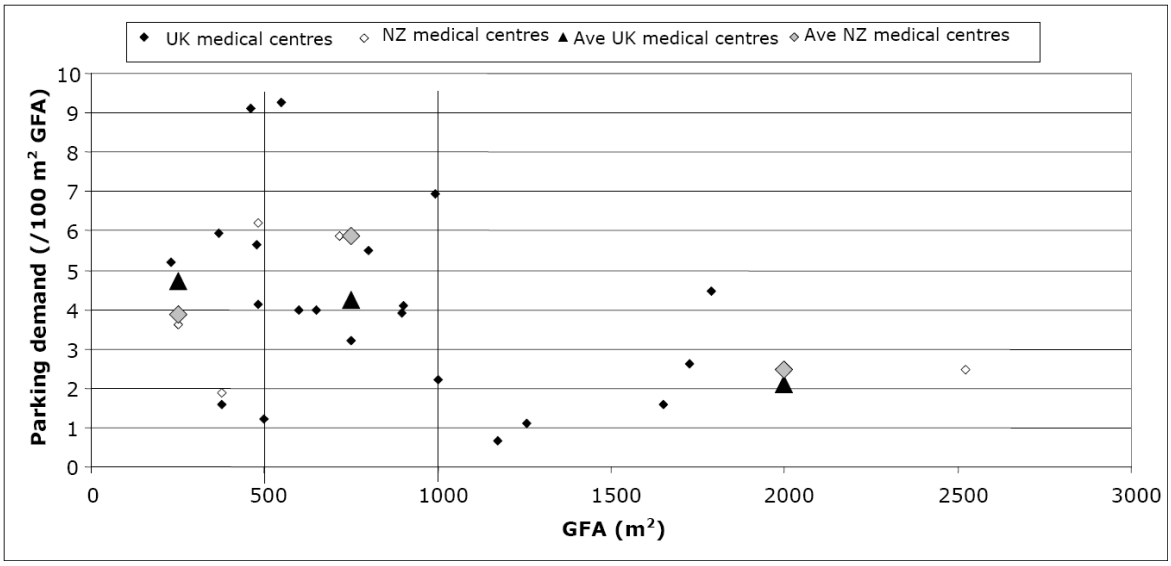
Table 8.5a Average New Zealand and UK trip rate for medical centres

GFA (m²)	New Zealand			UK		
	n	Ave	Sdev	n	Ave	Sdev
1-500	3	**11.87**	4.6	8	**12.58**	7.67
501-1000	2	**9.18**	5.07	12	**11.08**	4.19
>1000	1	**5.07**	-	5	**3.78**	3.61

Table 8.5b New Zealand and UK average parking rates for medical centres

GFA (m²)	New Zealand			UK		
	n	Ave	Sdev	n	Ave	Sdev
1-500	3	**3.89**	2.19	7	**4.73**	2.97
501-1000	1	**5.87**	-	8	**4.23**	1.43
>1000	1	**2.46**	-	5	**2.09**	1.51

Figure 8.5 Comparison of NZ and UK parking rates v GFA for medical centres



8.3.5.4 Preschools

- In general, New Zealand preschools generate higher vehicle trip rates (5-7 trips per staff) than their UK counterparts (3-4 trips per staff)
- Pupil numbers probably provide a more useful trip rate parameter than GFA or staff numbers.

Figure 8.6 Comparison of New Zealand and UK trips rates vs staff for preschools

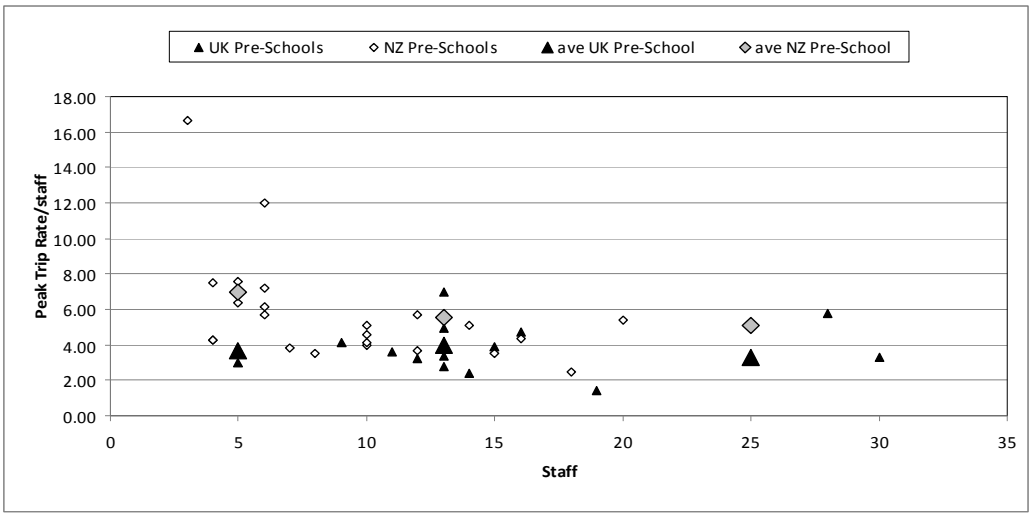


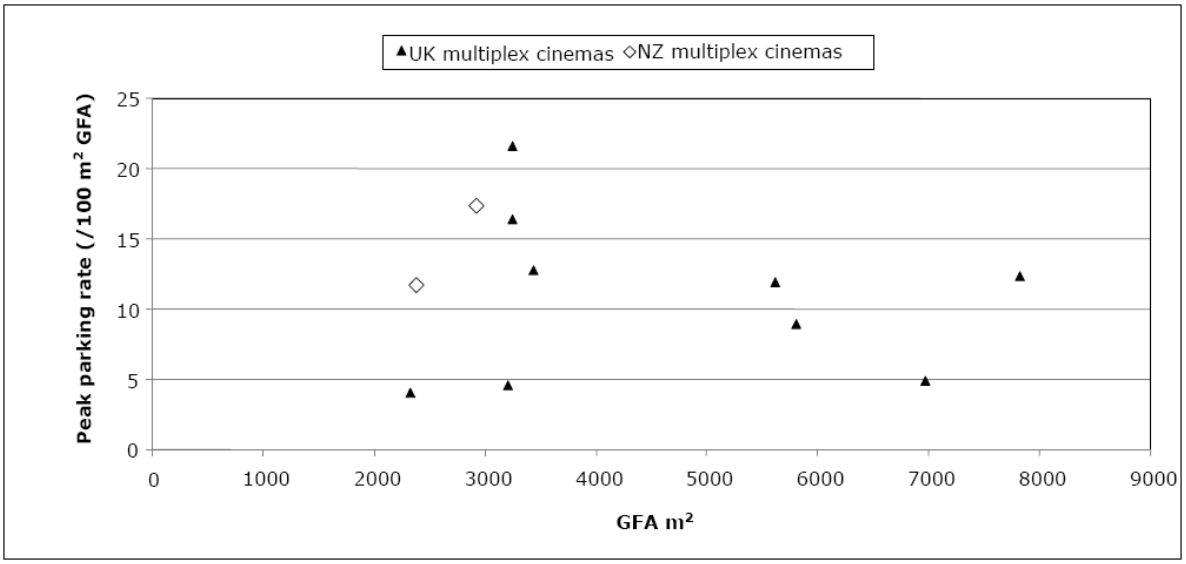
Table 8.6 New Zealand and UK average vehicle peak trip rates vs staff for preschools

No. staff	New Zealand			UK		
	n	Ave	Sdev	n	Ave	Sdev
1-10	6	**6.99**	4.81	3	**3.65**	-
11-16	10	**5.53**	2.77	9	**4.00**	1.38
>16	7	**5.10**	1.49	4	**3.28**	1.84

8.3.5.5 Multiplex cinemas

- The limited New Zealand data for multiplex cinemas sits within the general patterns established in the UK sites. The mean value is 11 parking spaces per 100m².

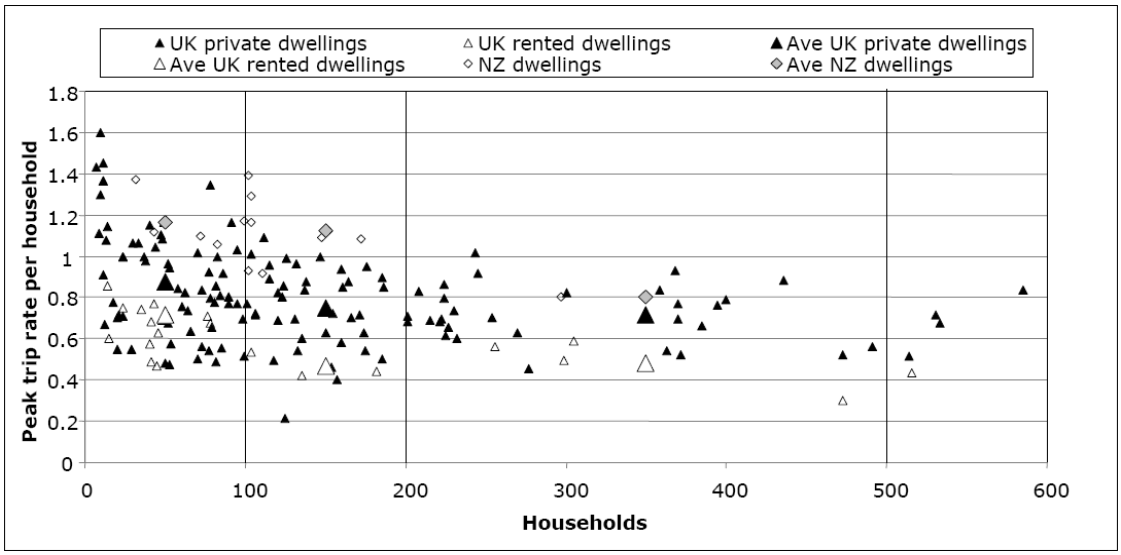
Figure 8.7 Comparison of NZ and UK parking rates vs GFA for multiplex cinemas



8.3.5.6 Residential

- Trends in trip rates between New Zealand and the UK associated with family dwellings have been compared, using households as the explanatory variable.

Figure 8.8 Comparison for New Zealand and UK trip rates for all dwellings



Trip rates have been related to the GFA as the only available parameter common to both countries. Usually, the number of bedrooms and/or residents is also known and is frequently used.

Table 8.7 Average New Zealand and UK trip rates for all dwellings in peak hour

GFA (m²)	New Zealand			UK rented			UK private		
	n	Ave	Sdev	n	Ave	Sdev	n	Ave	Sdev
1-100	5	**1.16**	0.12	13	**0.72**	0.22	63	**0.88**	0.26
101-200	7	**1.12**	0.20	3	**0.47**	0.06	36	**0.75**	0.20
201-500	1	**0.80**	-	4	**0.48**	0.13	30	**0.72**	0.13

Figure 8.8 shows the New Zealand dwelling dataset has a scatter of trip rates generally similar to the UK private dwellings data. Considering the New Zealand data in comparison with the UK sample size, the UK trip rates for private dwellings are 1.5 times that for rented accommodation. The New Zealand trip rates are, in turn, 1.3 times the UK private dwelling figure. Figure 8.8 shows a similar trend is associated with all three sets of data. The peak hour New Zealand residential vehicle trip generation rates of 1.12 are 0.4 trips per peak hour per household greater than the 0.75 trips per peak hour of their UK (privately owned) counterparts. For sites in excess of 200 dwellings, the difference in trip rates reduces to around 0.1 trips per hour per dwelling, with New Zealand sites producing a slightly higher trip rate of 0.8 trips per peak hour. The peak hour rate is normally between 7.30am and 8.30am. The full 12-hour daily flows vary between 8 to 10 times these peak hour rates.

8.4 Tables for four countries

Generally the trip rates for all four countries are of the same order and taking four land-use examples the results are shown in tables 8.8 and 8.9.

Table 8.8 Comparison of daily trip making (50% average)

Land use	New Zealand	Australia	USA	UK
Private dwelling: veh trips/day	10.7	9.0	9.5	7.6
Shopping centres 4000–10,000m² trip/100m/day	120	121	46	55
Service stations: per bay/day	122	170	161	196
Restaurant: trips/100m²/day	73	60	136	40

Table 8.9 Comparison of parking demand (85% satisfaction)

Land use	New Zealand	Australia	USA	UK
Private dwelling: cars/dwelling	2.8	2	2.2	1.5
Shopping centre (4000–10,000): vehs/100 GFA	5.0	5.5	4.7	6.0
Manufacturing: vehs/100 GFA	2.0	1.5	1.3	2.5
Restaurant: vehs/100GFA	13	15	18	9.5

It is appropriate to set out the current levels of trip generation and parking demand for a range of similar land uses in each of the four countries. Table 8.10 covers the current 2010 trip generation and parking demand rates for 27 equivalent land uses in New Zealand, Australia, the UK and USA. These comparative charts enable the similarities (and differences) between the four countries to be established as a basis for future comparison. The trip rate figures used here are the average, as these average figures were readily available for all four countries (as a matter of interest the analysis of New Zealand trip rates shows over all uses the 85% figure varies between x1.3 to x1.5 the average trip rate).

Table 8.11 shows the parking demand for the same group of land uses. The parking demand shown is the average and the 85% satisfaction level for all the sites in the corresponding database. The 85% would be a practical parking demand design figure for the land use group if each site was to be self contained with an adequate parking supply.

The four countries included in this comparison obviously have many trip generation and parking demand similarities. This reflects, of course, the common nature of the four economies, the way their cities work, the way the populations move around and also the style of commercial and retail services provided at these land uses in their communities.

Table 8.10 Comparison of New Zealand, Australian, US and UK trip generation rates 2010

Land use		New Zealand[a]		Australia[b]		United Kingdom[c]		USA[c]	
		Trip generation rates		Trip generation rates		Trip generation rates		Trip generation rates	
		Daily (vpd)	Peak hour (vph)	Daily (vpd)	Peak hour (vph)	Daily (vpd)	Peak hour (vph)	Daily (vpd)	Peak hour (vph)
Dwelling houses		10.7/ dwelling	1.3/ dwelling	9.0/ dwelling	0.85/ dwelling	7.6/ dwelling	0.66/ dwelling	9.57/ dwelling	1.02/ dwelling
Medium density residential flats		6.8/ dwelling	0.8/ dwelling	4–5/ dwelling	0.4–0.5/ dwelling	2.1/ dwelling	0.27/ dwelling	5.8/ dwelling	0.4/ dwelling
Retirement home		2.4/ bed	0.4/ bed	–	–	1.91/reside	0.21/reside	2.37/ bed	0.22/ bed
Retirement units		2.6/ unit	0.3/ unit	1.8/ unit	0.3/ unit	1.56/dwelling	0.18/dwelling	2.52/ unit	0.25/ unit
Motels		3/occ. unit	1.4/occ. unit	3/ unit	0.4/ unit	8.61/100m² GFA	0.69/100m² GFA	9.11/ unit	0.64/ unit
Commercial premises/offices		26.1/100m² GFA	2.5/100m² GFA	10/100m² GFA	2/100m² GFA	9.47/100m² GFA	1.32/100m² GFA	11.85/100m² GFA	1.55/100m² GFA
Shopping centres	Small	141/100m² (<4000m² GFA)	18.9/100m² GFA	121/100m² GLFA (<10,000m²)	16/100m² GLFA	122.1/100m² GFA	16.35/100m²	46.22/100m² GLA (weekday)	4.07/100m² GLA (weekday)
	Medium	101/100m² (4000 – 10,000m² GFA)	17.2/100m² GFA	78/100m² GLFA (10,000–20,000m²)	8/100m² GLFA	55.1/100m² GFA	11.68/100m² GFA		
	Large	84/100m² (>10,000m² GFA)	9.9/100m² GFA	63/100m² GLFA (20,000 – 30,000m²)	7/100m² GLFA	39.71/100m² GFA	9.3/100m² GFA	53.79/100m² GLA (Saturday)	5.26/100m² GLA (Saturday)
				50/100m² GLFA (>30,000m²)	6/100m² GLFA				
Service stations		718/100m² GFA	40.7/100m² GFA	680/site	40/site	196.6/filling bay	15.3/filling bay	161.39/filling station	13.73/filling station
		122/bay	20.4/bay	340/100m² GFA	20/100m² GFA				
Supermarkets		129/100m² GFA	17.9/100m² GFA	150/100m² GLFA	15.5/100m² GFA	121.7/100m²	12.2/100m²	110.05/100m²	10.50/100m² GFA
Plant nurseries		147/100m² GFA	27.8/100m² GFA	-	57+0.7/100m² GFA	14.7/100m² GFA	2.5/100m² GFA	38.84/100m² GFA	3.80/100m² GFA
Discount stores		100/100m² GFA	15.3/100m² GFA	-	-	-	-	61.61/100m² GFA	5.38/100m²
Large format retail stores/ home improvement		44.8/100m² GFA	5.6/100m² GFA	33/100m² GFA	5.6/100m² GFA	78.8/100m² GFA	10.3/100m² GFA	38.54/100m² GFA	3.56/100m² GFA

Land use	New Zealand[a]		Australia[b]		United Kingdom[c]		USA[c]	
	Trip generation rates		Trip generation rates		Trip generation rates		Trip generation rates	
	Daily (vpd)	Peak hour (vph)	Daily (vpd)	Peak hour (vph)	Daily (vpd)	Peak hour (vph)	Daily (vpd)	Peak hour (vph)
Video stores	74.1/100m² GFA	25.4/100m² GFA	–	–	–	–	–	14.64/100m² GFA
Drive-in fast food restaurant	362/100sm² GFA	52.2/100m² GFA	–	180/site	387.61/100m² GFA	39.41/100m² GFA	534.04/100m² GFA	36.43/100m² GFA
Restaurants	73.3/100m² GFA	18/100m² GFA	60/100m² GFA	5/100m² GFA	40.35/100m²	5.96/100m²	136.87/100m² GFA	12.0/100m² GFA
							4.83/seat	0.41/seat
Bars & taverns	92.1/100m² GFA	15.6/100m² GFA	-	-	56.5/100m²	5.81/100m²	-	-
Gymnasiums	37.2/100m² GFA	7.4/100m² GFA	45/100m² GFA	9/100m² GFA	25.2/100m² GFA	3.0/100m² GFA	-	3.92/100m² GFA
Manufacturing	30/100m² GFA	2.7/100m² GFA	5/100m² GFA	1/100m² GFA	–	–	4.11/100m² GFA	0.79/100m² GFA
Warehouses	2.4/100m² GFA	1/100m² GFA	4/100m² GFA	0.5/100m² GFA	5.55/100m² FA	0.27/100m² GFA	3.83/100m² GFA	0.34/100m² GFA
Medical centres	64.1/100m² GFA	14.2/100m² GFA	60/100m² GFA	15/100m² GFA	39.23/100m² GFA	5.78/100m² GFA	7.75/ employee	131/ employee
	31/ prof staff	6.5/ prof staff						
Hospitals	14.1/100m² GFA (12/ bed)	2.3/100m² GFA (1.3/ bed)	7.5/ bed	1 bed	12.88/100m² GFA (15.07/bed)	1.3/100m² GFA (1.53/ bed)	11.8/ bed	1.45/ bed
Preschools	4.1/ child	1.4/ child	–	1.4/ child	2.4/ pupil	0.5/ pupil	4.48/ student	0.82/ student
Primary schools	1.6/ pupil	0.7/ pupil	–	–	1.19/ pupil	0.39/ pupil	1.29/ student	0.45/ student

Notes: This is a comparative chart for identifying the general similarities (and differences) shared by traffic generation in these three countries. It is a summary table and should not be used alone as a basis for preparing detailed advice. More background is available in the reference manuals/databases.

a New Zealand figures are based on 85% figures from available surveys. For most land uses there will be 1.05 to 1.15 above average. For retail uses the 85% trip generation may be 1.15 to 1.25 higher than the average.

b Above Australian retail figures are mean or average for group (ie on day of survey not necessarily adjusted to seasonal peaks)

c Above American and UK figures are mean or average for group (ie on day of survey for weekdays and not adjusted to seasonal peaks)

GFA = gross floor area, GLFA = gross leasable floor area, SA = site area

– = not available or applicable

Table 8.11 Comparison of New Zealand, Australian, American and United Kingdom parking generation rates 2010

Land use		New Zealand surveys		Australian parking requirements[a]	UK surveys[b]		US surveys[c]	
		Average	85%	85%	Average	85%	Average	85%
Churches		22.4/100m² GFA	33.9/100m² GFA	-	4.21/100m² GFA	6.61/100m² GFA	8.41/100m²	14.84/100m²
Dwelling houses		1.4/ unit	2.8/ unit	1 -2/ dwelling	(d)	(d)	1.83/ unit	2.14/ unit
Medium density residential		1.2/ unit	1.8/ unit	1.5/ unit	-	-	-	-
Retirement home		0.3/ bed	0.4/ bed	0.1/ bed (visitors)	0.25/ resident	0.33/ resident	1.12/ 100m²	1.65/ 100m²
				+ 0.5/ employee			0.9/ employee	1.21/ employee
Retirement units		0.9/ unit	1/ unit	0.67/ unit (resident)	0.44/ dwelling	0.57/ dwelling	0.33/ unit	0.36/ unit
				+ 0.2/ unit (visitor)				
Motels[e]		0.7/100m² GFA	1.1/100m² GFA	1 for each unit + 1 per 2 employees	0.5/ room	0.72/ room	0.90/ room	1.02/ room
		0.9/ occ unit	1.4/ occ unit					
Commercial premises/offices		2.7/100m² GFA	3.2/100m² GFA	2.5/100m² GFA	3.05/100m² GFA	5.02/100m² GFA	3.06/100m²	3.7/100m²
Shopping centres	Small	3.6/100m² (<4,000m² GFA)	5.0/100m² GFA	<10,000 GLFA 1/100m²	5.38/100m² GFA	7/100m² GFA	Mon-Thu 2.85/100m² GLA	3.6/100m²
	Medium	3.3/100m² (4,000-10,000m² GFA)	4.9/100m² GFA	10,000-20,000 5.5/100m²	5.64/100m² GFA	6.25/100m² GFA	Weekday: 3.25/ 100m²	4.69/100m²
	Large	2.7/100m² (>10,000 m² GFA)	3.7/100m² GFA	20,000-30,000 4.3/100m²	3.8/100m² GFA	5.0/100m² GFA	Sat: 3.2/100m²	3.83/100m²
				>3000 4.1/100m²				
Discount store		5.2/100m² GFA	6.5/100m² GFA	-	-	-	Sat noon Dec: 2.96 /100m²	3.46/100m²
Supermarkets[f]		4.2/100m² GFA	5.3/100m² GFA	4.2/100m² GLFA	5.4/100m² GFA	6.99/100m² GFA	4.69/100m²	5.86/100m²
Service stations		7.9/100m² GFA	9.1/100m² GFA	6/ work bay plus	2.28/ filling bay	4.2/ filling bay	-	-
				5/100m² GFA of store				
Roadside stalls		7.7/100m² GFA	8.5/100m² GFA	4/ stall	-	-	-	-
Drive-in liquor stores		1.7/100m² GFA	2.3/100m² GFA	-	-	-	-	-
Large format retail		1.6/100m²	2.2/100m² GFA	2.5/100m² GLFA	--	-	-	-

Land use	New Zealand surveys		Australian parking requirements[a]	UK surveys[b]		US surveys[c]	
	Average	85%	85%	Average	85%	Average	85%
Drive-in fast food outlets	8/100m² GFA,	10.8/100m² GFA,	12/100m² GFA	5.28/100m² GFA	7.56/100m² GFA	weekday 10.66/ 100m² GFA	14.81/ 100m² GFA
	0.4/ seat	0.6/ seat				Sat 10.27/100m² GFA	14.62/100m² GFA
Restaurants	10.6/100m² GFA 5	13.2/100m² GFA	15/100m² GFA,	0.71/ seat	1.11/ seat	13.54/100m² GFA	18.96/100m² GFA
	0.5/ seat	0.6/ seat	1/3 seats			0.41/ seat	0.61/ seat
Bars & taverns	8/100m² GFA	10.9/100m² GFA	–	6.46/100m² GFA	9.66/100m² GFA		
Gymnasiums	4.5/100m²	6/100m²	3/100m² GFA	3.15/100m² GFA	3.92/100m² GFA	4.43/100m² GFA	6.83/100m² GFA
Warehouses[g]	0.9/100m² GFA	1.7/100m² GFA	1/300m² GFA	0.25/100m² GFA	0.38/100m² GFA	0.44/100m² GFA	0.67/100m²
Manufacturing	1.1/100m² GFA	2.0/100m² GFA	1.3/100m² GFA	1.5/100m² GFA	2.14/100m² GFA	1.1/100m²	1.27/100m²
Stadiums	0.2/ spectator	0.2/ spectator	–	–	–	–	–
Plant nurseries	3.1/100m² GFA	6.1/100m² GFA	0.5 spaces/100m²	–	–	–	–
			of site area	–	–	–	–
Medical centres	4.0/100m² GFA	6.0/100m² GFA	4/100m² GFA	3.01/100m² GFA	4.46/100m² GFA	4.77/100m² GFA	5.1/100m² GFA
	1.5/ prof staff	1.5/ prof staff					
Hospitals[h]	1.5/ bed	2.2/ bed	1.2/ bed	2.27/ bed	3.28/ bed	4.09/ bed	5.91/ bed
Preschools	0.2/ child	0.3/ child	0.25/ child	0.18/ child	0.28/ child	0.24/ student	0.34/ student
Primary schools	0.2/ pupil	0.3/ pupil	-	0.13/ pupil	0.19/ pupil	0.28/ student	0.36/ student

a Australian figures are assumed at 85% satisfaction

b All UK values are based on weekday surveys only

c American figures are based on surveyed average and estimated design for weekdays only

d TRICS parking demands are based on knowledge of arrivals, departures and number of parked vehicles pre survey - residential garaging prevents the number of pre-survey parked vehicles to be determined therefore no parking demand is available for this land use activity

e For the UK data motor lodge type facilities included within the hotel land use category has been selected as a comparative land use to motels

f UK values based on surveys that exclude sites that have on-site petrol filling stations

g UK sites based on non-retail (self storage) warehousing. GFA is based on internal and external areas within the site as appropriate

h UK sites based on general hospitals with a casualty department.

Note: This is a comparative chart for identifying the general similarities (and differences) shared by parking demand in these three countries. It is a summary table and should not be used alone as a basis for preparing advice. More background is available in the reference manuals.

9 Survey and forecasting practices

9.1 Sources of information

A full understanding of any proposed development is essential to predicting vehicle activity levels. The designer and planner must appreciate both the direct effect of the physical features of a site and the indirect factors such as catchment, competition and surrounding transportation systems. The likely catchment areas of the site affect the number of customers and visitors attracted, as well as determining the broad mode of travel characteristics. How the development is expected to interact with neighbouring activities, of a similar or complementary nature, will determine some of the patterns of vehicle activity, such as the duration of parking stay within a shared parking area.

One of the most important elements in determining the effects of traffic-generating activities is the collection of relevant data. In most situations where new developments are proposed, there will be only limited sources of information about the particular site or activity. While a major shopping centre, for example, will generate trip making and parking demand patterns similar to equivalent centres, there will always be modal split variations and catchment influences which surveys at other sites do not reveal.

The references section provides a useful resource for the designer and planner. The TRICS, RTA, TDB and ITE resources provide what the authors consider to be the most comparable and reliable reference data. The range of resources available is further complemented by information published electronically via the internet. Some of the documents listed in the references are available electronically, while further trip generation and parking demand studies can be readily accessed via search engines.

It is recommended any project requiring major investigation into trip generation or parking demand be referenced to existing survey information from the four databases discussed in the report. In addition some selected new site surveys of similar developments to that proposed will be of great assistance. The more information and supporting data that can be collected for a project, the more reliable the overall outcome in appropriate provision of traffic movement and parking facilities.

Practitioners should make a properly detailed assessment of the effects of the parking and trip making generated by a land-use development. Larger-scale developments will require quite detailed evaluation of travel characteristics that extends to the use of transportation models based on land use for estimating the site's future level of vehicle trip generation.

The TDB *Database user guide November 2009* (TDB 2009) specifies the nature and quality of surveys and describes the format of the TDB database.

9.2 Need for multi-modal surveys

Following on from the discussion on the changing face of general transport activities in New Zealand (see section 1.5), any site trip generation and parking demand survey should include as much information as it is practicable to collect, including goods vehicles and the trips made by bus, cycle and walking as different modes of travel, rather than recording only vehicle-based activity. The increasing reference to the principles of 'sustainable transport' means survey design should incorporate increased awareness of the contribution to the total transport system of public transport, pedestrian and cycle trips, and the extent of

car passenger travel as well as car drivers. This will require more on-site tally counts and interview surveys to fill the trip mode gap.

A good start for multi-modal surveys is to have employees/staff undertake self-administered questionnaires. This technique is cost effective and as well as defining the travel modes used by employees on their trips to/from work, other complementary information can be gleaned about home locations and trip distance and times. In addition household, sex, age and work types can be collected.

In New Zealand, there is a reliance on the five-yearly census and the New Zealand Household Travel Surveys for this type of information. However, these are both averaged within the census survey units for the destination premises and land uses. A site survey throughout a whole day together with personal interviews can add a considerable range of information for a full appraisal of the modes of travel to specific localities and individual retail and other premises. This is recommended for selected sites in the future.

There is more effort being applied to multi-modal surveys including recent NZTA research such as Pike (2011).

9.3 Site surveys

Traffic site surveys should be undertaken at appropriate times to ensure the assumptions and estimates made for a new development after opening have been realised, or to measure the consistency of performance of an existing facility. Studies after completion to see how developments perform and to compare this performance with the original estimates are desirable but seldom undertaken. In collecting surveys for the TDB database, the focus has been on identifying peak period trip generation to and from a site, together with the on-site parking accumulation at the busiest period. The quality of information collected by a site survey is closely related to the activity levels observed and recorded, and the explanatory factors and variables at the site. The standard survey summary sheet included in appendix E suggests the level of information that should be collected for a site and its activities.

Site surveys should ensure all of the particular traffic movement and parking accumulation activity of a site is fully covered, including on-site, off-site and on-street parking demands, particularly where overspill parking occurs or more convenient parking is located on the street. Survey organisers should visit and observe the site in question prior to designing any survey. This will allow an appropriate design for both the type of information collected and the period over which it will be most usefully collected. Frequently, not all the information listed in the survey forms is collected, and some surveys are of only limited coverage. The suggested priority for collection is:

1 essential information
    a dates and times
    b gross floor area
    c land-use activity
    d parking space supply (on-site and off-site)
    e short-term visitor parking, also employee/long-term car parking
    f parking demand at given time (peak hour)
    g trip generation (vehicles in + out) at (peak hour and daily)

2 desirable information:

   a arrivals by other modes (eg bus, bicycle, pedestrian)

   b goods vehicle trips and parking

   c arrivals/departures as passengers in vehicles

   d car passenger occupancy rates

   e visitor/customer head counts at intervals during survey

   f number of employees on the site

   g distribution (ie average stay at different time of day)

   h frontage road classification and passing traffic volumes

   i on/off site parking duration

3 useful information:

   a site size and percentage building coverage

   b trips (in + out) each hour throughout the day, all modes

   c population within catchment (up to at least 2km radius)

   d customers per year, per week, per day, per hour

   e seasonal turnover and trip generation characteristics

   f location relative to other land-use activities and floor areas within 200m

   g other variables (eg pupils, beds, congregation, spectators, pumps or filling positions)

   h distance of trip and location of origin of trip for visitors to the site

   i type of land use at origin of visitor trip (eg home, business, shops, recreation)

   j trip purpose (eg trips from home to shop, not home-based, to/from work)

   k trip types (eg primary, diverted, pass-by).

More mode split surveys should become the norm in the future. This follows from the discussion on the changing face of general transport activities in New Zealand (see section 1.5). Any site trip generation and parking demand survey should include as much information as it is practicable to collect, including goods vehicles and the different modes of travel, and in future should not rely solely on vehicle driver trips and parking demand. Chapter 8 covers this in more detail.

The current TDB survey form that is used as the basis for input to the TDB database is attached as appendix E. All surveys must be recorded on these summary forms to guarantee their quality and any necessary follow up.

The additional surveys required to fill the gaps and extend the TDB database will be more comprehensive and more expensive in the future. Additional sources of long-term funding from government, local government and industrial sponsors must be found to maintain a substantial programme of future surveys to provide the inputs for an increasing database.

9.4 Land-use descriptions

It is necessary to identify the type of land use on the survey site. It may also be necessary to describe the groups of activities or whether the site is isolated from other similar land uses.

For the purposes of this research, a simplified set of land uses has been established under the following nine principal groups:

1 assembly

2 commercial

3 educational

4 industrial

5 medical

6 recreational

7 residential

8 retail

9 rural

Within each group, supplementary definitions or key words have been provided in order to describe precisely the activity in appendix A. All sites surveyed in future should be described under their land use group and appropriate key words.

9.5 Adjusting to design hours

Any survey intended to provide design guidance for a particular land-use activity should be adjusted to a suitable design hour or agreed planned level of service (including constrained or unconstrained parking). This report suggests the 50th highest hour be adopted as an appropriate design level for trip generation and parking based on broadly all parking taking place on site and this is generally at a satisfaction level of 85%. Chapter 2 of this report gives guidance on applying seasonal, daily and hourly design factors in order to arrive at an appropriate design level that provides the necessary efficiency and convenience for parking and trip generation. This is most critical when considering high visitor generation land uses, in particular retail, audience entertainment and recreational land uses. This level recognises there is some inefficient use of resources if a traffic circulation or parking supply is designed to accommodate the peak demand in a year, and that in most retail and commercial activities the 50th highest hour approximates to the alternative industry standard of 85% satisfaction. The 85% satisfaction standard approximates to the 50th busiest hour for retail activities. By comparison, the 30th highest hour would approximate to 90% satisfaction, but this could be deemed a high standard for a site's access and parking standard.

The methodology in chapter 2 and as set out in more detail in appendix B provides practitioners with a general approach to the selection of an appropriate design level, while also recognising local and regional information can be built into the design level assessment.

The planner of a trip generation or parking demand survey should take due cognisance of the time-related and seasonal effects through the course of trading or activity hours when extrapolating the survey data for facility design. Although the particular values and design factors presented in this report may be adjusted at the discretion of the transport planner or engineer, the basic methodology behind the application of seasonal, daily and hourly design factors should be consistent and clearly described.

9.6 Rational forecasting

Simple extrapolation of survey data from one site to another, or from one activity to another should be undertaken with caution. Discretion should be exercised when applying a set of surveyed trip generation or parking demand values to a new site or a site elsewhere in the country. In the absence of appropriate references, there is no option but to undertake more site-specific field surveys.

The prudent planner or engineer will seek out as much survey information as possible as well as drawing on published information that may be available. The more information relating to a particular planned development that can be collected, providing a range of possible trip generation and parking demand rates, the better the basis upon which to give advice, make forecasts and recommend designs suited to future needs.

In those regions where comprehensive transportation studies are based on home questionnaire surveys, regional four-step models and network assignments there may also be more confident long-term future forecasts available.

9.7 Census and other surveys

Many business research and household census-type surveys are made throughout communities. Fortunately, the national five-yearly census still includes the question on mode of travel for ‘trips to work’ and origin and destination..

Recent research on the NZHTS (Abley et al 2008) provides a description of travel and the variations in different sizes of community. The soon to be published NZTA research report ‘Travel profiling part B’ extends this work.

While some areas, such as retail and suburban residential land uses, are well represented in the TDB database, there are also some obvious gaps. These include:

- for trip generation:
  - goods movements (all land uses)
  - pedestrian movements (all land uses)
  - schools, secondary and primary
  - places of assembly and entertainment
  - restaurants large and small
  - offices both suburban and in CBD

  - industries and warehouses
  - gymnasiums and keep-fit classes
  - trips to work questionnaire surveys (all land uses)
  - hotel residential
  - multi-unit and apartment buildings
  - transfer nodes, eg rail, bus stations and airports
- for parking demand:
  - schools, on-site and street
  - recreation stadiums and arenas, sports fields and courts
  - offices separating short-term and commuter demands
  - gymnasiums and keep-fit classes
  - goods vehicles (all uses)
  - places of assembly and entertainment
  - restaurants large and small
  - multi-unit and apartment buildings.
  - parking at transfer nodes, eg rail, bus stations and airports.

These should be surveyed and added to the database as opportunity permits.

The above 'gaps' point to the need for many more multi-modal surveys over a wider range of land uses and sites in the future.

10 Comparison of four trip rate and parking demand international databases

10.1 Introduction

A review of four trip rate and parking demand databases was undertaken. The New Zealand database reviewed was from the New Zealand Trips, Parking Database Bureau which is now called the TDB. The international databases reviewed were the Trip Rate Information Computer System (TRICS) from the UK, Roads and Traffic Authority (RTA) of Australia and Institute of Transportation Engineers (ITE) Trip Generation of the United States. A fifth reference, *NZTA research report 374* (Milne et al 2009) compares New Zealand and UK trips and parking rates.

10.2 Style of the databases

10.2.1 TDB database

The computer database developed in 2001 by the TDB has been in use by traffic engineers and planners for 10 years and has been extended to 700 New Zealand and 300 Australian sites. The TDB database was first published in 2001 as *Transfund NZ research report 210* 'Trips and parking related to land use. Volume 2: Trip and parking surveys database'. This report has been superseded by regular releases and upgrades of the database and should no longer be referred to.

The current TDB database (version July 2007 – June 2008) contains approximately 693 New Zealand sites and 192 Australian sites from the RTA. The information is retained at individual site by site levels. The database is supplied to members as a Microsoft Excel spreadsheet on CD which is updated annually. Other TDB research documents, survey methodology, technical notes and similar aids to the understanding of the database are available on request as well as the website – www.tdbonline.org.

10.2.2 TRICS database

TRICS is a database that contains traffic count information for over 3199 individual sites, 5746 days of survey counts and 110 land-use sub-categories. The database was formed in 1989 and had 301 organisations holding licences when TRICS 2008(b) was issued.

TRICS is the most comprehensive database available.

TRICS now has two database versions available. Members of TRICS can search the database on a site-by-site basis via an online version that can be accessed via the TRICS website www.trics.org and an offline version that can also be downloaded via the TRICS website. Individual site details stored in either version can be imported into Microsoft Excel spreadsheet for further data manipulation. New Zealand and Australian members of the TDB have 'inquiry access' to these TRICS databases through nominated representatives in each of the main cities.

10.2.3 ITE database

ITE (2008) *Trip generation,* 8th edition, consists of two data volumes with land-use descriptions, trip generation rates, equations and data plots. Data is included from more than 4800 sites and 162 land uses. The survey information is merged and analysed together for land-use groups rather than being retained at an individual site-by-site level. The ITE database is produced in book format and there is also a software version available. Trip Generation by Microtrans software (www.tripgeneration.com) calculates traffic generation on the basis of the ITE database and has been updated with each new edition of the ITE report.

In addition, the ITE (2004) *Parking generation,* 3rd edition, has 91 land uses represented and includes parking demand data by hour of day.

10.2.4 RTA database

The RTA database is a published document that contains vehicle trip rates and parking rates information for nine main land uses. The document only provides an average trip or parking rate by grouped land-use activities. Site-by-site details of each land use activity are not included within this document. Much of the trip and parking rates are based on surveyed data from the 1990s; however, surveys of large format retail stores and senior housing have been added in 2009.

10.2.5 Summary

A comparison of the national and the international databases by database style is shown in table 10.1.

Table 10.1 Summary of databases by style

Database style	TDB	TRICS	ITE	RTA
Microsoft Excel spreadsheet format	Yes	No	No	No
Computer database	No	Yes	Yes	No
Online version	No	Yes	No	No
Hardcopy	No	No	Yes	Yes
Site by site level	Yes	Yes	No	No

10.3 Database parameters

10.3.1 TDB database

Trip rates and parking rates can be calculated using a variety of parameters or data fields. The most common is the rate per 100m² of gross floor area (GFA). This parameter is normally surveyed and trips and parking rates for all surveyed sites are calculated on this basis initially. The following six parameter fields are included in the database as being common to a large proportion of land-use groups and wherever possible all six should be observed and recorded: gross floor area (GFA), site area (SA), employees (emp), residential units (h/h), people or occupants (pp) and car parks (p).

10.3.2 TRICS database

Most land-use categories will have one to four variables, or parameters, by which trip rates can be calculated. GFA, employee numbers, parking spaces and site area are extensively applied to a wide range of land uses when calculating trip or parking rates. The most common parameter fields in the TRICS database are GFA, parking spaces and site area. Some more recent sites within the database include a 'GFA not in use' figure, which represents GFA as defined within the TRICS Help section that was not in use at the time the survey was undertaken.

10.3.3 ITE database

For the purposes of estimating trip generation, an independent variable is defined as a physical, measurable and predictable unit describing the study site or trip generator (eg GFA, employees, seats, dwelling units). It is important the analyst understands the definition of each potential independent variable for a particular land use. When the user has a choice of independent variable, it is best to use one that produces a rate/equation with the 'best fit' of data. The most commonly used parameters in the ITE database are gross floor area (GFA), gross leasable area (GLA), number of seats, number of employees and dwelling units.

10.3.4 RTA database

The RTA database provides average trip or parking rates for nine main land uses: residential, casual accommodation, office and commercial, retail, refreshments, recreational and tourist facilities, road transport facilities, industry and health and community services. The most commonly used parameters for the RTA database are gross floor area (GFA) and dwelling units. Gross floor leasable area (GFLA) is generally used for retail, which provides a better indication of trip generation than gross floor area.

10.4 Multi-modal survey data

10.4.1 TDB database

The most up-to-date TDB database (version Nov 2009) contains a moderate number of multi-modal survey data, approximately 90 New Zealand data sets, that show the percentage split of total trip generation by travel modes. The TDB multi-modal survey data is available for 12 land-use activities. A pilot study has now been published as *NZTA research report 439* (Pike 2011), which aims to establish data required and develop survey techniques to enable calculation of trip rates for walking, cycling and public transport trips to a variety of activities.

10.4.2 TRICS database

The TRICS (2009) database v6.4.2 contains approximately 600 multi-modal survey data for over 15 land uses. The survey data indicates trip generation of developments by six different modes by hourly intervals. To ensure multi-modal surveys are prepared and undertaken appropriately, JMP Consultants Ltd has prepared a multi-modal survey methodology. This document sets out how to undertake multi-modal surveys, from the initial site visit through to the production of a detailed survey specification, and can be used as guidance for practitioners wishing to undertake multi-modal or traffic surveys that are compatible with TRICS.

10.4.3 ITE database

ITE *Trip generation* (2008) contains more than 4800 survey data (vehicles only) for 162 land uses. Truck trip generation rates information is also available in the ITE (2004) *Trip generation handbook* 2nd edition. The handbook summarises heavy goods trip rates for approximately 12 different land uses. Trip rates for trucks by axle configurations are also included in the handbook. However, ITE points out these truck trip rates should be used with discretion as some data is more than 35 years old and there are inconsistent definitions of trucks and truck trips between the earlier and more recent surveys.

10.4.4 RTA database

The RTA has published a series of trip generation analysis reports for different land-use activities. The survey data contained in these reports is now summarised and included in the TDB database as 'RTA database 2009'. The RTA database 2009 contains 109 surveys that show the percentage split of total trip generation by travel modes. The multi-modal survey data is only available for five different land-use activities.

10.4.5 Summary

A comparison of the four databases by multi-modal information is shown in table 10.2.

Table 10.2 Summary of databases by multi-modal information

Database content	TDB	TRICS	ITE	RTA
Multi-modal data available	Yes	Yes	Light and heavy vehicle trip rates only.	Yes – now contained in the TDB database version Nov 2009.
Number of multi-modal survey data	90 (692 surveys)	600 (3199 surveys)	Nil (4800 surveys)	109 (192 surveys)
Formal multi-modal survey methodology	No	Yes	No	No
Surveyed modes	Car driver, car passenger, goods driver, goods passenger, pedestrian, cyclist, bus passenger	Vehicles, pedestrians, public transport users, cyclists, occupants, public service vehicles, goods vehicles, taxis	Vehicles and trucks	Car driver, car passenger, goods driver, goods passenger, pedestrian, cyclist, public transport
No. of surveyed activities (multi-modal)	12	84	Nil	5

10.5 Seasonal/daily/hourly variations

10.5.1 TDB database

Report 209 set out hour of day, day of week, and seasonal factors for retail activities. The hour of day factors were derived using pedestrian foot counts at a shopping centre and hourly parking building occupancy counts for two major urban centres. Data from several of the NZTA's continuous count stations in larger metropolitan areas were also analysed over a full year.

The day of week factors were derived by using the daily pedestrian activity pattern recorded at a major suburban shopping centre (>20,000m² GFA) over a seven-day trading week, a holiday week and a busy December trading week.

The seasonal factors were derived by using 16 of the NZTA's continuous on-road SH count stations throughout the country to indicate the pattern and scale of general traffic activity levels within the major road network of metropolitan, urban and tourist centres.

10.5.2 TRICS database

JMP Consultants published a TRICS seasonality research document in 2002 (TRICS 2002). The objective of this research was to assist TRICS practitioners in identifying typical profiles of vehicle trip making throughout the course of a year for different types of land use. The research illustrated how traffic activity varied for different land uses by time of day, day of week and month of year.

The research considered eight sites in total, from five main land-use activities. These were: retail (three sites), employment (one site), health (one site), residential (two sites) and golf (one site). Automatic traffic counter loops were positioned at the main vehicle entrance of the sites to identify all vehicle movements over 24-hour periods for 12 months. Mean am and pm peak-hour, 12-hour and 24-hour traffic flows are tabulated, by month of year and day of week, for each site. The time at which the am and pm peak-hour flows occurred are tabulated, by month of year and day of week, for each site. Graphs showing hourly flow by time of day for each site are also included in the report.

To assist practitioners on when to undertake surveys for the above land use, the report identifies the months with less than 5% variation in mean weekday 24-hour flow and the days with less than 5% variation in mean 24-hour flow. The peak two-hour periods by day of week and land use are also tabulated.

10.5.3 ITE database

The *Trip generation handbook* 2nd edition (ITE 2003b) includes data on time of day, day of week and seasonal variations for shopping centres only. The hourly variation in shopping centre traffic as a proportion of the 24 hour entering and exiting traffic for an average weekday, Saturday and Sunday are shown in section 2 of the handbook in a tabular form. The daily variation in shopping centre traffic as a percentage of weekday volume and the monthly variation in shopping centre traffic as a percentage of average month volume are also presented in tabular forms in section 2 of the handbook.

ITE recommends exercising caution when using the summary data on time of day, day of week and seasonal variations as the number of studies providing this data is limited.

10.5.4 RTA database

The *Land use traffic generation data and analysis report* (RTA 1995) sets out daily and seasonal variations for shopping centres. Automatic traffic counters were installed at the entry and exit points of the selected shopping centres. These provided data on vehicle arrival and departure patterns as well as demand for car parking.

The report summarises the variation of daily traffic flow factors based on four sites over the months June to September in a tabular form. The monthly variation in daily traffic flow factors is also summarised in a tabular form inside the report, although RTA only observed the traffic flows at one shopping centre over four years from 1989 to 1991.

10.5.5 Summary

A comparison of the national and the international databases by seasonal/daily/hourly information is shown in table 10.3.

Table 10.3 Summary of databases by seasonal/daily/hourly information

Factors		TDB	TRICS	ITE	RTA
Hour of day	Availability	Yes	Yes	Yes	No
	Data source	• Pedestrian counts at a shopping centre • Hourly parking building occupancy counts • SH continuous traffic count data	• Automatic traffic counter	Unknown	Whole week 12-hour daily counts
Day of week	Availability	Yes	Yes	Yes	Yes
	Data source	• Pedestrian counts at a shopping centre	• Automatic traffic counter	Unknown	• Automatic traffic counter
Seasonal	Availability	Yes	Yes	Yes	Yes
	Data source	• SH continuous traffic count data	• Automatic traffic counter	Unknown	• Automatic traffic counter
Relevant activities		Retail	• Retail • Employment • Health • Residential • Golf	Shopping centres	Shopping centres

10.6 Trip types

10.6.1 TDB database

The TDB does not, at present, contain trip type information describing 'primary', 'pass-by' and 'diverted' trips.

10.6.2 TRICS database

The TRICS database does not contain trip type information. However JMP Consultants have published *TRICS research report 95/2* 'Pass by and diverted traffic – a resume' (TRICS 1995).

10.6.3 ITE database

The *Trip generation handbook* 2nd edition (ITE 2003b) includes information on the proportions of primary, pass-by and diverted linked trips for different land use activities listed in table 10.4

Table 10.4 ITE land-use activities with primary, pass-by and diverted trip data

Land-use activity	Day of the week/period	No. of surveys
Free-standing discount superstore	Weekday, pm peak period	8
Free-standing discount store	Weekday, pm peak period	31
Hardware/paint store	Weekday, peak period	2
Shopping centre	Weekday, pm peak period	100
Automobile parts sales	Weekday, pm peak period	1
Tyre store	Weekday, pm peak period	3
Supermarket	Weekday, pm peak period	9
Convenience market (24 hours)	Weekday, pm peak period	11
Convenience market with gasoline pumps	Weekday, am & pm peak periods	24
Discount supermarket	Weekday, pm peak period	10
Home improvement superstore	Weekday, pm peak period	3
Electronics superstore	Weekday, pm peak period	1
Pharmacy/drugstore without drive-through window	Weekday, pm peak period	6
Pharmacy/drugstore with drive-through window	Weekday, pm peak period	3
Furniture store	Weekday, pm peak period	3
Drive-in bank	Weekday, pm peak period	6
Quality restaurant	Weekday, pm peak period	4
High-turnover (sit-down) restaurant	Weekday, pm peak period	12
Fast-food restaurant with drive-through window	Weekday, am & pm peak periods	24
Fast-food restaurant without drive-through window	Weekday	4
Gasoline/service station	Weekday, am & pm peak periods	9
Gasoline/service station with convenience market	Weekday, am & pm peak periods	19

10.6.4 RTA database

There is no formal information of trip types contained in the RTA 'Guide to traffic generating developments' report. However RTA has published a series of trip generation and parking generation technical reports for different land use activities. Table 10.5 presents a list of land-use activities RTA has studied that contains trip type information.

Table 10.5 RTA land-use activities with trip type data

Land-use activity	Day of the week/period	Trip types	No. of survey data
Housing for seniors	Weekdays and weekends	Primary, pass-by and multi-purpose trips	10
Large format goods/hardware stores	Weekdays and weekends	Primary, pass-by and multi-purpose trips	11
Drive-through restaurants	Friday and Saturday	Percentage of pass-by trips only	8
Shopping centres	Thursday 5.30pm–7.30pm Saturday 10.00am–12.00 noon Friday all day	Percentage of linked trips only	42

10.7 Survey results and transfer to the New Zealand database

Having captured the on-site survey information it is essential the survey phase is completed by forwarding the information to the TDB. Completing the summary survey sheet attached as appendix E is the first step in this process. The survey sheet is also a convenient means of checking all the necessary vital information has been collected and recorded.

The *Database user guide* (TDB 2009) sets out in section 5 'Site survey summary sheet guideline' what should be included on the survey summary sheet and also the definitions of the information to be included.

The information contains the level of detail regarding trips and parking generation associated with the defined land-use activity. Any organisation undertaking such traffic surveys should use this form for their initial analysis of the raw information. The sheet matches the specific data requirements to be entered into the TDB database.

The TDB is the only point of entry for the new data and the manager of the database must check the adequacy of the information and confirm the survey results forwarded are reliable and can be entered into the database. The confirmation of the quality and reliability of the surveyed information is made at that point. Following entry it is possible to instantly compare the newly entered results with those already captured and proceed to make comparisons.

In 2009, the UK TRICS consortium agreed to have a special arrangement with the New Zealand TDB. This enables up to six New Zealand and six Australian subsequent licences to be available for access to TRICS on TDB membership enquiry.

The present arrangement for accessing the TRICS database in New Zealand, on enquiry, is through six New Zealand consultant offices and this service, provided by the Database Advisory Group, is under continual review. It is hoped New Zealand and Australian members will make greater use of this service.

The necessary improvements required to move the TDB database to website access and distribution are in hand. But it is considered this will only be feasible and economic with a larger Australasian membership and better quality of data. Before this occurs it will be desirable to gather a lot more survey data for a wider range of uses so the database will be carrying a greater volume of data for comparison and selection of comparable sites.

11 Conclusion and recommendations

As well as revising Report 209, this report compares recent New Zealand, Australia, UK and USA information on trip and parking related to land use, and reviews current trip generation survey and data manuals from these four countries.

Report 209 found total traffic in the community had increased by a factor of 2.2 during the previous 40 years. However, the intensity of traffic activity at the individual site level changed little during the same period. The growth in demand was largely met by an increase in the number of establishments matched to the community's needs. That earlier research has now been complemented by this research covering the results of surveys on many land uses in New Zealand between 1998 and 2009.

This revised version also includes a consideration of seasonal factors and recommends using the 50th highest design hour and the 85% parking satisfaction level (for unconstrained parking), as well as undertaking more surveys of multi-modal transport and land use and trip generation and parking demand. The full trip and parking surveys database is now included in the Trips Database Bureau's annual CD database with an increasing coverage of both New Zealand and Australian surveys.

The research indicated a general consistency in the travel trends seen in New Zealand with those reported in UK, US and Australian research and publications.

The appendices which follow cover:

A Land use and site location relevant to the database

B Seasonal factors and design hours

C Current trip generation and parking demand rates at 15%, 50% and 85% satisfaction

D Trip databases, practitioners questions and responses

E Site survey summary sheet.

This report covers a wider range of issues than Report 209 including modal split, trip purposes, a detailed comparison of New Zealand, the UK and US trip rates and parking demand associated with retail centres and some other selected land uses.

It is to be hoped the TDB trip database will be maintained and extended in the future and enable this report to be revised and extended in 2020 for use in the following decades.

11.1 Recommendations

1 That the TDB database is extended as a cooperative public/private service with increasing emphasis on multi-modal trip data.

2 That the joint New Zealand and Australian memberships are increased and a mixture of voluntary and contracted surveys undertaken to add significantly to the number and variety of sites included in the TDB database.

3 That the TDB database is placed on a website platform to improve its utility and ease of update and maintenance.

4 That liaison is continued with TRICS (UK) with a view to continued sharing of survey results, database definitions and database programmes.

5 That the NZ Transport Agency is encouraged to continue their support for increasing knowledge in the area of integrating transport and land use and the collection of data to give a better understanding of travel by all modes to individual land uses.

6 That the TDB site survey summary sheet is updated and note if other factors may have affected the survey results including the use of an operative travel plan and if congestion and/or parking restraint may have affected the survey results.

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Appendix A: Land-use and site location characteristics

A.1 Introduction

The database is categorised into nine land-use groups. The land-use groups are based on the typical definitions used by town planners in developing zones for district plans. Within the individual land-use groups there are further subdivisions which are defined as land-use activities in the database. These activities are recognisable town planning, employment and visitor attracting activities. At this level the difference in traffic generating characteristics becomes part of the reason for such definition.

Any practitioner investigating a particular land use will need to study a certain range of data categories as well as individual sites in order to select the appropriate description for the activity in question.

Additional categories of land-use groups and land-use activities may be required as specific and measurably different parking and traffic characteristics develop. TDB maintains and updates the land-use groups and land-use activities as necessary.

A.1.1 Land-use groups

Primary land-use groups generally coincide with land-use descriptions used in district plans. The following primary land-use groups are used to classify sites within the database.

- assembly
- commercial
- education
- industry
- medical
- recreation
- residential
- retail
- rural.

A.1.2 Land-use activities and descriptions

Surveyed sites are first categorised by land-use groups, as detailed above, then sub-categorised by land-use activity (column G of the database). The groupings are general in nature and more detailed site information is where necessary included in site descriptions (column H of the database). These descriptions should include whether the establishment has any exceptional features, eg post boxes at a shop, or service station at a supermarket etc. The land-use groups and land-use activities are listed in table A.1.

Table A.1 Land-use groups and land-use activities

Land-use group	Land-use activity
1. Assembly	**Church** – traditional church buildings as well as other religious and spiritual meeting places. The actual building may fall within another activity grouping, eg community centre/hall, but at certain times of the week caters for church-based activities.
	Cinema – including traditional single-screen, stand-alone facilities and multi-screen, multiplex cinemas.
	Community centre/hall – providing generally for the assembly of the public and community groups. These may also involve other ancillary activities, eg Citizens' Advice Bureau.
	Conference – venues, either separate or part of a hotel or other complex.
	Gallery – all public and private art and exhibition spaces.
	Museum – public and private facilities displaying items of general and specific interest, ranging from small community facilities through to the national museum.
	Theatre – places of live performance and which may also have café/bar facilities on-site.
	Visitor – tourist attractions – indoor visitor attractions with a variety of display and entertainment activities.
2. Commercial	**Banks** – including financial institutions and mail centres with direct service to the public.
	Business park – collection of office buildings in a free standing location, with a variety of organisations sharing access and services.
	Office – government and corporate administrative and professional services.
	Services – office operations where personal services such as insurance, accounting and real estate and other personal professional services (excluding medical) are provided.
3. Education	**Campus** – extensive military camps, training establishments, business schools, outward bound, health and recreation camps in rural and urban settings.
	Community – independent specialist education activities such as WEA offices, career training consultants and other training facilities.
	Library – libraries public and institutes including University archives, research library also research laboratories.
	Pre-school – including kindergartens, nursery schools, crèches, kohanga reo and Montessori facilities.
	Primary – state and independent schools including intermediate schools, catering for Years 1 to 9.
	Integrated – catering for Years 1 to 14.
	Secondary – catering for Years 10 to 14.
	Tertiary – university and polytechnic institutions as well as the increasing range of 'education providers' offering Qualifications Authority approved tertiary courses.
4. Industry	**Commercial** – light industrial activities generally associated with industrial parks. May include industrial offices and research laboratories.
	Contractor – activities where a range of construction and manual services are undertaken off-site.
	Industrial park – collection of industrial sites in a free-standing location.
	Manufacturing – production sites where raw materials, goods and services are further processed and then distributed.
	Storage – including warehousing, container storage, repacking and storage facilities for consolidation for forward transport (eg containers, couriers, mail centres, storage units).

Land-use group	Land-use activity
	Transport – activities where vehicles for the transport of people goods are based but the site itself is not used for the storage or processing. This includes terminal for road, rail, ports and airports.
5. Medical	**Centre** – broad category of general and specialist medical facilities, further defined according to the number of medical professionals engaged within the centre.
	Clinics – specialist chambers, free standing or associated with a hospital and may include minor routines and x-ray.
	Hospital – all public and private hospital facilities providing both day and overnight surgery and care. Could be further defined by size and functions in the third field.
	Veterinary – facilities dedicated to the care and treatment of animals, and involving the sale of pet and animal-related products.
6. Recreation	**Aquatic** – the range of facilities from stand-alone swimming pools to the modern aquatic centre providing water-based activities of many kinds and catering for a wide age range.
	Courses – facilities such as golf courses, and possibly polo fields or similar also driving ranges.
	Gymnasium – facilities for sports and fitness training, either as stand-alone commercial operations or attached to other facilities such as a university or school.
	Indoor courts – including the traditional range of racquet and ball sports.
	Marina – uses involving the berthing, launching, repair and storage of boats, and associated social activities.
	Outdoor courts – for sporting activities generally requiring a hard surface, including netball and tennis.
	Ski fields – maintain locations of commercial and club fields. Also ice-skating rinks.
	Sports fields – outdoor sporting facilities with primarily grass or artificial turf surfaces for summer and winter team sports but not associated with major audience stands and facilities.
	Stadium – indoor or outdoor seated venues catering for both sporting and cultural events.
	Tourist – outdoor tourist attractions, mazes, bungy jumping, historic villages
7. Residential	**Backpacker** – budget travellers accommodation, generally shared communal living facilities.
	Dwelling – traditional detached dwelling-houses, with one household units per site.
	Hostel – communal residential facilities catering for eg students, institutional workers such as nurses or project construction workers also prisons and other residential institutions.
	Hotel – travellers' accommodation facilities which include restaurant and bar facilities on-site and sometimes also catering and conference facilities such as seminar rooms.
	Motel – travellers' self contained kitchen and bathroom accommodation catering for vehicle-based travel and typically without on-site drinking or restaurant facilities.
	Multi-unit – residential units attached and grouped together and numbering more than 10 individual household units collectively.
	Retirement home – the range of residential and care facilities for the elderly and other age-groups, sometimes providing on-call and full-time medical and hospital care.
	Retirement unit – An individual apartment for retirement purposes generally provided as part of a wider retirement complex or village.
	Townhouse – groups of attached and semi-detached households generally one or two storeys high, and with 10 or fewer units per site.
8. Retail	**Automobile** – new sales, parts, service centre, second hand sales, tyres and rental cars.
	Bar – a wide range of drinking places, from small licensed café/wine bars to the more traditional taverns and pubs.

Land-use group	Land-use activity
	Large format retail – a recent addition to the range of New Zealand retailing facilities, covering large retail activities selling bulky goods including whiteware and home furnishings.
	Car sales – Car sales yards, showrooms, auctions and rental cars.
	Fast food – activities involving the preparation and sale of food with/without restaurant, sometimes with drive-through and pick-up.
	Garden centre – typically an indoor storage and display area in conjunction with an outdoor area, sometimes including other on-site facilities such as a café.
	Hardware – full range of building materials, households and garden hardware, DIY stores, such as Placemakers, Mitre 10, Bunnings etc.
	Market – an area either formally or informally arranged to provide for the wholesale or direct selling of fruit, vegetables and other items, eg wholesale fruit and vegetable market/auctions, as well as community markets held in parks, public squares and at schools.
	Motor vehicle – car sales display areas, building and yards.
	Produce – stand alone retail outlet specialising in the sale of fresh produce
	Restaurant – eat-in, sit-down restaurant facilities (excluding fast-food and takeaway outlets).
	Roadside sales – primary product roadside food stalls and other fruit and vegetable retailers.
	Service station – a site providing primarily for the sale of petrol and other fuels, often including other motoring accessories and services such as car grooming and car washes. On-site food and other retail facilities are also expected from most modern service stations.
	Shop – because of the wide range of individual retail outlets, this category has been left relatively broad and further description should be provided within the data record (H) itself.
	Shopping centre – collection of retail shops and services where joint facilities are shared, such as parking and access. Typically including grocery, pharmacist, hairdressers, bookshops, fruiterers, tailors, dress shops, furniture stores etc which may be surveyed together or separately.
	Supermarket – An establishment with a wide range of food and other retailing operations, ranging from the larger convenience store (eg Star Shop) to the grocery warehouse (eg Pak'nSave) and including discount operators such as The Warehouse, K-Mart and Briscoes.
9. Rural	**Factory** – Farming sites where stock and poultry are housed and managed in factory-farm facilities.
	Farming – primary production includes extensive grazing, raising of livestock, agriculture, growing of field crops for animals or human consumption.
	Horticulture – orchards, market gardens and intensive agriculture including glass houses and hydroponics.
	Primary processing – primary production yards, timber mills, cheese factories, milk-processing plants, fertilizer plants, winery, packing sheds etc.
	Stalls – see Retail
	Vineyards – where grapes are grown and processed, often also providing wine sales, tasting and sometimes restaurant facilities normally including winery.

A.2 Site location characteristics

A.2.1 Location environment

The location environment (column I of the TDB database) of a site is affected by the size of the community in which it is placed and also the relative position to the city centre, suburbs, outer edge of a city or in the rural area. The following main location environment groups are used to classify sites within the database:

- outer rural
- inner rural
- outer suburb
- inner suburb
- town centre.

A.2.2 Urban, rural and road situation

Columns N-P of the TDB database have been included to enable the total population of the city or locality involved and also to report the residential population within 1km and 5km radius from the site. This information is obtained from census information when results are being processed.

A.2.3 Frontage road hierarchy and daily traffic volume

The surveyed site's frontage road hierarchy and its daily traffic volume also provide further insights into the site location data. The major frontage road of the site is categorised in the following four broad groupings (columns J – M of the TDB database):

- major arterial road
- minor arterial road
- collector road
- local road.

Other factors such as location on the road network, the frontage environment, passing traffic volumes and proximity to adjacent intersections are also relevant. These factors may be identified in the survey comments and notes and reflected in the database information.

The daily traffic volume of the site's frontage road is recorded and the preferred recorded value is the annual average daily traffic (AADT). Alternatively vehicles per day (vpd) as collected and recorded on the survey day could be used.

A.2.4 Pedestrian activity and public transport accessibility

An indication of pedestrian activity on the frontage road/s and accessibility of the site to public transport is recorded in columns Q and R of the TDB database. These fields are specified as one of five categories ranging from 'nil' to 'very high'. See tables 5.1 and 5.2 of the TDB (2009) *Database user guide* for a guide to the level of activity corresponding to each of the five categories.

Appendix B: Seasonal factors and design hours – practice note

B.1 Selecting the 50th highest design hour

This appendix supports the summary given in chapter 2 and complements the procedure set out in *NZTA research report 422* 'Integrated transport assessment guidelines' (Abley et al 2010).

The data shows that throughout a full year there are significant changes in trips and parking activity levels associated with a wide range of land uses especially in retail centres. This points to a recommended parking design level to cater for all but the very busiest seasonal peak activity periods.

The detailed analyses and ranking calculations undertaken as part of the 2001 research indicated a 'reasonable' design parking demand for general retail and associated customer generating activity is one of the busy weeks in a holiday period or in early December.

For parking, the 50th highest hour is a useful starting point and coincides with the:

- 10th busiest week of the year
- 30th busiest day, and provides
- 85% satisfaction of the highest expected level of parking.

The investigations of activity levels at larger retail centres have revealed that it is prudent, at locations with particular operational factors (such as limited on-street public parking or low turnover of off-street parking lots), for developers and traffic planners to provide greater levels of available parking. In such situations, on-site parking to satisfy perhaps the demands of the 30th highest hour may be necessary. The 30th highest hour in the year will be about the 90% parking demand satisfaction but not all high trip generating sites would require that level of supply.

Using the 30th highest hour, a particular facility would provide more adequately for the very busiest hours or days of the retail trading year. However, it is then accepted that for a greater proportion of the trading year sections of the parking facility will be under-utilised.

The range of data available to practitioners on annual trading or activity patterns is often limited, and selecting the 50th highest hour or any other chosen design level requires experience and judgement. While arranging for data to be collected, for example, on a busy Thursday evening during the last week in November would provide close to a recommended 50th highest hour level, such situations and timing may be neither available nor convenient. As a means of converting any selected survey period (hour, day or week), the following sections provide a basis for converting raw survey information from surveys undertaken at other times of the year to a design activity level.

By applying seasonal, daily and hourly design factors to raw survey results, a better estimate of the design level (eg 50th highest hour, 30th busiest day, 10th busiest week yielding an 85% satisfaction) can be obtained. The formula to calculate the selected design hour from survey data is:

Design hour (D50)	=	Survey figure (S)	x	Hour of day factor (H)	x	Day of week factor (W)	x	Year (seasonal) factor (Y)

Such an equation can be used to calculate trip rates at say T30 hour and parking rates at the chosen P50 hour.

B.2 Hour of day factors (H)

To establish appropriate guidelines for the design of traffic and parking facilities associated with retail activities, it was decided to review the average weekday patterns of on-road traffic volumes generated by retail centre activity by making foot counts at a shopping centre and hourly parking building occupancy counts for two major urban centres. Data from several of the NZTA's continuous count stations in larger metropolitan areas were also analysed throughout typical weekdays averaged over a full year. In this way, on-road traffic, pedestrian activity and parking occupancy patterns could be compared. In section 2 there is more description of the seasonal variations.

Figure 2.3 illustrates the general pattern of hourly total person trips activity to a major retail centre recorded over a typical seven-day week.

Figure 2.4 shows the recommended scale factor pattern for factoring hourly trips related to a typical weekday.

From an appreciation of general retail activity, the 'recommended' scale factors have been selected to reflect the various time-dependent influences of both on-road traffic flows and site-generated pedestrian activity. This relates the hour of survey to the design hour which works for retail 11am–12 noon weekday or 1pm–2pm Saturday. Groups of weekly variations for a shopping centre are illustrated in figures 2.1 for person trips and 2.2 for parking.

Table B.1 Hourly design factors for retail (H)

Hour of survey (hour ending)	Scale factor		
	Weekday (non-late night)	Weekday late nights	Weekend
9.00am	1.83		
10.00am	1.36		1.82
11.00am	1.16		1.28
12.00 noon	1.00		1.09
1.00pm	1.01		1.05
2.00pm	1.10		1.00
3.00pm	1.14		1.08
4.00pm	1.10		1.29
5.00pm	1.20	1.15	
6.00pm	1.50	1.36	
7.00pm		1.38	
8.00pm		1.56	

denotes design hour

B.3 Day of week factors (W)

Over the past decade there has been a general spreading of visitor parking activity through all seven days of the week and a move away from the traditional and earlier activity patterns of employment and shopping during weekdays culminating with Friday. The weekends now dominate the recreation, shopping and trips for entertainment. Retail activity, especially, is now more dispersed across the entire week. Figures 2.3, 2.4 and 2.5 illustrate the pattern of total daily pedestrian activity recorded at a major suburban shopping centre (>20,000m² GFA) on an hourly % basis over each day of a seven day trading week.

B.4 Seasonal or yearly factors (Y)

The only comprehensive and continuous traffic counts throughout the year are state highway (SH) road traffic volumes.

The 16 continuous count sites selected for this analysis were divided into three broad groups:

- Metropolitan locations – group 1- the major metropolitan sites close to the centre of cities, which display little holiday and special event traffic (eg Auckland Harbour Bridge and SH1/2 at Ngauranga Gorge, Wellington).
- Suburban areas and provincial centres – group 2 - sites on the periphery or within the urban areas of main and provincial centres where low to moderate effects of holiday traffic activity can be discerned (eg SH2 at Belmont, SH1 at Timaru).
- Seasonal holiday traffic – group 3 - beyond the main urban areas are sites along the main SH routes, often close to popular recreational areas, where strong seasonal and holiday traffic patterns are experienced (eg SH2 at Rimutaka, SH1 at Hallets Bay, Lake Taupo).

Figures 2.6, 2.7 and 2.8 show the seasonal variations. Table B.2 tabulates the corresponding weekly scale factor for converting a measured count during any week into the annual average, or the 5th busiest, design week.

The columns for the group 1 and 2 sites, relating to the major city and peripheral metropolitan areas, show relatively little variation in scale factor. During January and December both groups display higher scale factors, related to the dropping away of commuter and business traffic volumes through the quieter summer months around Christmas and New Year. In group 2, some small influence of increased holiday period activity (such as at Easter, Queen's Birthday and Labour Weekend) is evident in the reduced scale factors at these times.

For the group 3 sites, illustrated in figure 2.6, there are definite and significant periods of holiday-related traffic where scale factors become essential in establishing any coordinated design traffic level. The chart clearly shows the effects of:

- January summer holidays
- Waitangi weekend (February)
- Easter and school holidays (April)
- Queen's Birthday (first weekend in June)

- mid-term school holidays and busy period for skiing recreation (July)
- September school holidays
- Labour weekend (late October)
- Christmas and summer holidays.

These group 3 patterns are expected to be appropriate for many retail and recreational land-use activities associated with small-centre locations relying on recreational tourism and associated service centres alongside the inter-regional SH routes.

These seasonal fluctuations are set out numerically by weeks throughout the year in table B.2 as design factors for all sites. This table is derived to enable the factoring of surveys taken at any point in the year so as to be able to derive the average and the 5th busiest week, ie the 30th highest hour, for traffic and trips. These are based on the seasonal variations in travel illustrated in figures 2.6, 2.7 and 2.8 in section 2 of this report. If the designer seeks to relate a particular survey situation to the 10th busiest week and the 50th highest hour this can be interpolated from these graphs where the 10th highest week is identified.

Table B.2 Weekly design factors based on SH seasonal traffic counts by group

Week	for calendar year 1998	Group 1 Sites (metropolitan sites not subject to holiday extremes)		Group 2 Sites (peripheral metropolitan and provincial centres, holiday effects recognisable)		Group 3 Sites (small centres and those subject to holiday extremes)	
		Scale Factor to Obtain Annual Average Week	Scale Factor to Obtain 5th Busiest Week	Scale Factor to Obtain Annual Average Week	Scale Factor to Obtain 5th Busiest Week	Scale Factor to Obtain Annual Average Week	Scale Factor to Obtain 5th Busiest Week
1	04 Jan	1.57	1.65	1.29	1.37	1.71	0.73
2	11 Jan	1.15	1.20	1.08	1.14	1.31	0.96
3	18 Jan	1.05	1.10	1.06	1.12	1.18	1.06
4	25 Jan	1.02	1.07	1.00	1.06	1.15	1.09
5	01 Feb	**1.00**	1.05	0.99	1.05	1.03	1.21
6	08 Feb	1.03	1.08	1.02	1.08	1.25	**1.00**
7	15 Feb	0.96	1.01	0.98	1.04	1.08	1.16
8	22 Feb	0.96	1.01	0.96	1.02	1.08	1.16
9	01 Mar	0.95	**1.00**	0.96	1.02	1.05	1.19
10	08 Mar	0.97	1.02	0.98	1.04	1.02	1.23
11	15 Mar	1.01	1.07	**1.00**	1.06	0.95	1.32
12	22 Mar	0.97	1.02	0.97	1.03	0.97	1.30
13	29 Mar	0.99	1.04	0.98	1.04	0.91	1.38
14	05 Apr	0.99	1.04	0.98	1.04	0.87	1.45
15	12 Apr	1.06	1.11	0.98	1.04	1.22	1.02
16	19 Apr	1.04	1.09	0.99	1.05	1.27	0.99
17	26 Apr	0.98	1.03	0.95	1.01	1.05	1.20
18	03 May	0.99	1.04	1.01	1.07	0.86	1.46
19	10 May	0.99	1.04	**1.00**	1.07	0.84	1.50
20	17 May	0.99	1.04	1.01	1.08	0.82	1.53
21	24 May	**1.00**	1.05	1.03	1.09	0.81	1.55
22	31 May	**1.00**	1.05	1.01	1.07	0.91	1.37
23	07 Jun	1.03	1.08	1.05	1.12	0.87	1.44
24	14 Jun	1.01	1.06	1.03	1.09	0.77	1.63
25	21 Jun	1.01	1.07	1.04	1.10	0.80	1.56
26	28 Jun	1.04	1.09	1.05	1.11	0.80	1.56
27	05 Jul	1.02	1.07	1.05	1.11	0.86	1.46
28	12 Jul	1.01	1.06	1.03	1.09	0.99	1.26
29	19 Jul	**1.00**	1.06	1.04	1.11	0.98	1.28
30	26 Jul	0.99	1.04	1.10	1.17	0.80	1.57
31	02 Aug	0.99	1.04	1.09	1.15	0.80	1.57
32	09 Aug	0.99	1.04	1.06	1.13	0.82	1.54
33	16 Aug	**1.00**	1.05	1.04	1.10	0.81	1.54
34	23 Aug	0.99	1.04	1.03	1.09	0.83	1.51
35	30 Aug	**1.00**	1.05	1.04	1.10	0.81	1.55
36	06 Sep	0.99	1.04	1.02	1.08	0.86	1.46
37	13 Sep	0.99	1.04	1.02	1.09	0.88	1.43
38	20 Sep	0.99	1.04	1.02	1.08	0.87	1.43
39	27 Sep	0.99	1.04	1.01	1.07	0.92	1.36
40	04 Oct	0.98	1.03	0.99	1.05	1.07	1.17
41	11 Oct	0.99	1.04	0.98	1.04	1.05	1.19
42	18 Oct	0.98	1.03	1.01	1.08	0.88	1.42
43	25 Oct	1.01	1.06	0.97	1.03	1.07	1.17
44	01 Nov	1.04	1.10	**1.00**	1.06	1.06	1.18
45	08 Nov	0.97	1.02	0.97	1.03	0.96	1.30
46	15 Nov	0.99	1.04	0.95	1.01	1.06	1.18
47	22 Nov	0.95	**1.00**	0.95	1.01	**1.00**	1.25
48	29 Nov	0.95	**1.00**	0.94	**1.00**	1.01	1.24
49	06 Dec	0.94	0.98	0.94	**1.00**	0.99	1.27
50	13 Dec	0.92	0.97	0.92	0.97	1.00	1.26
51	20 Dec	0.92	0.96	0.92	0.98	1.04	1.21
52	27 Dec	1.07	1.12	0.91	0.97	1.41	0.89
		denotes equivalent design week(s) in series					

B.5 Application of scale factors

As discussed in sections 2.5 and 2.6, the derivation of these weekly, daily and hourly scale factors has been based on the data available throughout the course of a year for pedestrian activity at a shopping centre in a major suburban centre, car-parking turnover and from a series of SH continuous count sites. It is recommended that the 30th highest hour and the 5th busiest week are the most appropriate trip generation design standards for retail and high visitor-attracting land uses while for most parking situation experience shows the 50th highest hour and the 10th busiest week yields an 85% satisfaction at the highest peak parking demands. As shown already, the five busiest weeks of the year also generally include the 30 highest trading hours of the year.

Table B.3 is a worksheet showing how all those scale factors contribute to determining suitable design hour Trips and Parking estimates. This procedure has been identified in Abley et al (2010, appendix D Practice note ITA PN 10/02).

Table B.3 Example of application of scale factors

LOCATION OF SURVEY Shopping Centre (size 3240 m^2 GFA)
High Street
SMALLSVILLE

SIZE AND POSITION 3240 m^2 GFA, frontage to urban arterial - 8000 vpd

DATE/TIME OF SURVEY Tuesday 9 May 200^0
2:00 - 6:00pm

SURVEYED TRAFFIC AND PARKING RATES

peak trip generation : 131 vph (in)
(4:30-5:30pm) 119 vph (out)
250 vph (in+out)

peak parking demand: 115 vehicles on-site
(5:15pm) 12 vehicles off-site
127 vehicles total

surveyed trip generation rate (T)
250vph / 3240m^2 *100 = **T = 7.7 vph per 100m^2 GFA**

surveyed parking demand rate (P)
127 veh / 3240 m^2 * 100 = **P = 3.9 veh per 100m^2 GFA**

DETERMINE SCALE FACTORS

1. Identify the Hour of Day Factor (Table 2.1 for the time of peak survey or if the survey has been of sufficent length to isolate the peak period, use H = 1.0
   - peak activity 4.30 - 5.30pm, from Table 2.1, H=1.2
   - the survey established a peak activity in this hour and so a scale factor of H=1.0 to 1.2 is appropriate

   H = 1.1

2. Identify the Day of Week Factor (Table 2.2) for the survey day
   - in this case the survey day was a Tuesday and the scale factor from the table is :

   W = 1.38

3. Identify the Week of Year or Seasonal Factor (Table B.2) for the survey week
   - the example survey was conducted in the second week of May so from the table, a scale factor for a minor urban centre falling in Group 2, and having already decided to cater for the 5th busiest week is :

   Y = 1.07

4. The design trips and parking demand figures are then calculated as follows:

$$T_{30} = T \times H \times W \times Y$$
$$= 7.7 \times 1.1 \times 1.38 \times 1.07$$

design trip generation = 12.5 vph/100 m^2 GFA

$$P_{30} = P \times H \times W \times Y$$
$$= 3.9 \times 1.1 \times 1.38 \times 1.07$$

design parking demand = 6.3 veh/100m^2 GFA

Appendix C: Current New Zealand trip generation and parking demand

Table C.1 includes the 15%, 50% and 85% trips and parking demand rates.

Table C.1 New Zealand trip generation and parking demand

LAND USE CATEGORIES		No. of Sites Surveyed			Survey Results by Percentile									
						15%			50%			85%		
		Parking	Peak Hour Trips	Daily Trips	Units per...	Parking Demand	Peak Hour Trips	Daily Trips	Parking Demand	Peak Hour Trips	Daily Trips	Parking Demand	Peak Hour Trips	Daily Trips
1. ASSEMBLY	1.1 Church	6	3	0	Congregation	0.4	0.9	-	0.4	1.0	-	0.5	1.1	-
2. COMMERCIAL	2.1 Office	6	12	4	100m² GFA	2.4	0.9	13.5	2.7	1.6	19.6	3.2	2.5	26.1
3. EDUCATION	3.1 Preschool	25	26	6	Pupil	0.1	0.7	3.3	0.2	1.1	3.7	0.3	1.4	4.1
	3.2 Primary	4	6	3	Pupil	0.1	0.4	1.3	0.2	0.6	1.4	0.3	0.7	1.6
	3.3 Secondary	5	2	2	Pupil	0	0.1	0.3	0.1	0.1	0.3	0.1	0.1	0.4
	3.4 Tertiary	6	4	2	Pupil	0.1	0.1	0.8	0.3	0.2	1.1	0.3	0.2	1.4
		3	2	2	100m² GFA	0.9	0.5	3.4	2.7	1.1	7.3	4.4	1.7	11.3
4. INDUSTRY	4.1 Warehousing	13	21	2	100m² GFA	0.3	0.2	1.9	0.9	0.9	2.1	1.7	1.0	2.4
	4.2 Contractor	7	7	0	100m² GFA	0.8	0.4	-	2.8	2.8	-	5.1	6.2	-
	4.4 Manufacture	17	18	6	100m² GFA	0.4	0.5	7.6	1.1	1.4	17	2.0	2.7	30.0
5. MEDICAL	5.1 Centre	1	4	5	Professional	1.5	8.0	38.5	1.5	9.9	59.8	1.5	11.6	79.4
	5.2.1 Hospital (Small)	5	3	1	Bed	0.8	0.7	-	1.6	1.8	-	2.3	3.0	13.5
	5.2.1 Hospital (Large)	4	1	1	Bed	0.9	-	-	1.5	-	-	2.1	-	3.1
6. RECREATION	6.1 Stadium	6	0	0	Spectator	0.2	-	-	0.2	-	-	0.2	-	-
7. RESIDENTIAL	7.1 Inner City (Multi Unit)	1	2	0	Unit	-	0.2	-	-	0.3	-	-	0.3	-
	7.2.1 Dwelling (Inner Suburban)	0	14	38	Unit	-	0.9	7.8	-	1.1	9.5	-	1.2	10.9
	7.2.2 Dwelling (Outer Suburban)	0	1	6	Unit	-	-	5.4	-	-	6.9	-	0.9	8.2
	7.3 Dwelling (Rural)	0	4	4	Unit	-	0.9	6.9	-	1.1	8.5	-	1.4	10.1
	7.4.1 Retirement Home	5	4	4	Bed	0.3	0.2	1.9	0.3	0.3	2.1	0.4	0.4	2.4
	7.4.2 Retirement Units	4	1	1	Unit	0.8	-	-	0.9	-	-	1.0	0.3	2.6
	7.5 Hostel	5	1	1	Bed	0.2	-	-	0.3	-	-	0.4	0.6	2.5
	7.6 Motel	17	21	17	Occ. unit	0.4	0.3	0.6	0.9	0.8	1.7	1.4	1.4	3.0
	7.7 Hotel	4	3	3	Room	0.6	0.4	3.2	1.2	0.8	4.8	1.8	1.2	6.4
8. RETAIL	8.1 Shop	9	11	6	100m² GFA	1.7	10.4	47.0	4.3	26.2	93.4	9.5	42.5	129
	8.2.1 Shopping Centre (Small)	79	54	13	100m² GFA	1.7	9.5	33.9	3.6	14.6	92.0	5.0	18.9	141
	8.2.1 Shopping Centre (Medium)	39	23	5	100m² GFA	2.0	9.0	53.5	3.3	12.2	77.3	4.9	17.2	101
	8.2.1 Shopping Centre (Large)	40	19	3	100m² GFA	1.5	3.8	43.0	2.7	7.1	62.4	3.7	9.9	83.7
	8.2.1 Shopping Centre (CBD)	8	2	1	100m² GFA	1.0	4.8	-	1.7	6.6	-	2.9	8.5	55.9
	8.3 Garden Centre	4	7	7	100m² GFA	0.5	1.9	12.2	3.1	14.1	82.2	6.1	27.8	147
	8.4 Discount	6	6	1	100m² GFA	3.2	4.5	-	5.2	11.2	-	6.5	15.3	100
	8.5 Supermarket	12	11	3	100m² GFA	3.0	13.5	73.6	4.2	15.8	102	5.3	17.9	129
	8.6 Bulk	17	20	7	100m² GFA	0.8	1.0	13.5	1.6	4.0	29.4	2.2	5.6	44.8
	8.7 Restaurant	7	9	5	Seat	0.2	0.2	1.3	0.5	0.6	3.7	0.6	0.5	6.1
	8.8 Fast Food	5	5	4	100m² GFA	4.5	15.9	169	8.0	36	266	10.8	52.2	362
	8.9 Bar	19	10	3	100m² GFA	5.9	4.1	35.2	8.0	10.3	63.5	10.9	15.6	92.1
	8.10 Service Station	3	11	4	100m² GFA	6.6	36.2	209	7.9	65.1	449	9.1	100.9	718
	8.11 Market	3	2	3	100m² GFA	1.6	1.2	10.6	2.4	1.8	16.6	3.3	2.4	22.4
	8.12 Produce	3	2	2	100m² GFA	5.9	48.3	439	6.3	58.6	463	6.7	68.8	487

Appendix D: Trip databases: practitioner questions and responses

As part of the process of informing this research, revising Report 209 and indicating directions for the future of the TDB, a series of questions were asked by those who attended the Seminar in Auckland on 10 September 2009. The 24 returns reflected the practitioner interests and functions and their professional roles were spread between:-

Directors	6 – major interests in network planning and strategic matters
Modellers	5 – major interests in modelling and planning
Transportation engineers	6 – major interest in transportation assessments/surveys
Town planners	4 – interests in land use planning and transport assessments
Research and technicians	3 – major interests in safety/pedestrian/cycle facilities

The questions asked and the responses emerging from this research are as follows:

Table D.1 Practitioners' questions and answers

Policy issues	Response
P1: How can TDB best envisage its condition and status in five and 10 years time?	P1: So far TDB growth has been through a cooperative professional concern. The anticipated increased costs of surveys and the wider use of the information requires a big step up in funding. The Australian involvement is essential.
P2: When surveys are undertaken and processed, who owns the resulting data?	P2: It is in the wider professional and public interest for the information to be published and shared. Very few clients make a point of retaining it as 'their' property. In those cases obviously we cannot place it in the database. It is proposed to have an approval form for future surveys so the client agrees to forego ownership of the raw survey material. The interpretations, judgements and recommendations are, of course, the clients.
P3: Should a National Environment Standard be developed to ensure consistency?	P3: National standards could be used but we are dealing with infinite variations over innumerable sites. Experience shows that ongoing exchange of factual information is preferable to rigid adherence to a pre-selected group of average national standards. This is one of the reasons we note the 50% and the 85% data so practitioners and administrators must think about it.
P4: Is there a case for archiving and distribution of ITAs and reported data?	P4: There is a good case for archive availability but it seems impossible to do it in a national way. It is best to ring and talk to colleagues and take advantage of their recall, the published references and cumulative wisdom. Getting a report on equivalent sites already reported is a nice idea but they seldom cover what you need being tailored to the particular problem at hand.
P5: Is New Zealand big enough to support TDB or should we push Australia to take the lead?	P5 & P6: We have the TDB and it is now Australasian. There is a long journey ahead to gain membership, strong professional support and funding. Obviously government/state part funding is desirable in New Zealand and Australia through the state road authorities. The national database is best seen as a public good. There will be some consultants specialising in the area but they can see the benefits from a willing exchange of survey data with the Bureau. It does not matter whether it is run from Christchurch or Melbourne it must be a combined Australasian database of site by site information.
P6: Is it intended that a combined Australian/NZ database be established?	

P7: Will NZTA and TDB be allocating funding for specific projects for data collection?	P7: Some specific funding for research, eg this report, has been provided both from members and the NZTA (LTSA, Transfund, NRB). The big funding crunch is ahead. This is the cost of commissioned and focused surveys to add new sites to the database. TRICS spend $5M a year on surveys. RTA and others know the costs. Some mechanism must be put in place to subsidise members and consultants to undertake more comprehensive multi-modal surveys so as to extend the database.
P8: How can we make this information more accessible and useable to the different professions to achieve other purposes, eg urban design, access, energy use?	P8: The NZTA runs seminars and makes its research reports freely available. The TDB runs multi disciplinary workshops. Membership of TDB is not confined to transportation engineers and includes planning and economists as members. In the end if the work has the quality and the utility and all supporting it are heading in the same direction it will be used by others for a variety of purposes.
P9: Are there steps underway at TDB to produce a national survey methodology?	P9: The national survey methodology is an important and ongoing evolution. The TDB *Database user guide* is a good start. The recent report on integrated transportation assessments includes in its Part 3 provision for the preparation of practice notes and this is a very suitable place to publish a national survey methodology.
Travel plans, ITAs, reports	**Response**
T1: Will travel plans become a part of plan changes/resource consents under RMA?	T1: The integrated transport assessment (ITA) report provides a clear framework for the quality and extent of assessments related to the scale of a resource consent. There are clear occasions when an application must be subject to an appropriate assessment and district plans should recognise this when considering the status of any application.
T2: What criteria should be required by TLAs when processing consent applications?	T2: These criteria are now set out in the recent report as part of the framework for ITAs. All district plans should include in their policies for defining the status of applications and their zone rules suitable guidance as to when ITAs are required and their scale.
T3: There is a plethora of technical reports forming part of council agendas – parts of consent applications-- could these be captured and stored under key topic headings?	T3: As mentioned above (P4) this is easier said than done especially since we now have user pay arrangements on reports to council on applications etc. It is an additional function added on to the tail end of the council decision-making process and in this user-pay environment tends to be overlooked. However the principle should be explored by some of the lead councils and might be formally addressed by ARTA and the new Auckland Greater Council.
T4: What is the panel's view of the ITAs and travel plans becoming potential dust gatherers after their preparation at great expense to both developers and the community?	T4: There is a real risk that at needless excess of effort is made at the outset and then the reports are filed and forgotten. There is much effort beforehand to gain the decision and most often very little after observation to monitor or even measure the performance of the site or project after it is in operation.
T5: Do you think that we will get to the situation where there will be a standardised, national mandated ITA manual including methodology, format, applicability etc?	T5: As mentioned above (P9) there could be a move to establish a national standard. However the TDB subscribes to developing and improving professional practice for a self regulating profession. The NZTA report, including the publication of the recent ITA research help the profession more than a national standard would. However some council's and some developers do not have access to adequate professional advice and some 'model' ITAs and Rules might well be prepared to advantage.
T6: Travel plans - how do you get companies in the same industrial area to combine?	T6: Briefly there is a need for community collaboration and this involves the councils. Regrettably the larger the council the more formal the need for manuals to set out to secure these negotiation patterns.
Database form	**Response**
D1: (The most asked question) Is TDB going towards a web-based TRICS-like database?	D1, D2: Yes the TDB wishes to move, in a year or so, from its present CD Excel spread sheet database to a web-based system. Discussions will be held with TRICS and it is hoped an equally useful and flexible system can be introduced. However

D2: Is there the potential to move to a more user-friendly database front-end, like TRICS?	with only 100 members it is doubted whether the present membership can afford the shift. Also the quality of survey information has to be improved to justify that platform. It is something to strive for.
D3. Why use paper input to database-webpage data entry would surely be more useful?	D3: We wish to go to website upgrades but at the end of the day there must be strict control of the quality of information entered into the database. So users willing to add information must still first send it to the TDB manager to guarantee the consistency of the database. While users can extract the data and manipulate it they must not be able to corrupt it. This is essentially the CD Excel situation which already exists.
D4: Do we need a more disaggregate database on the influencing parameter variables?	D4: TDB would like to use a wider range of parameters and has introduced others, eg beds, seats, employees, etc which can be accessed through the 'drop down 'boxes. However if those sending the surveys in have not surveyed that information the gaps will not be filled.
D5: We are now collecting data (albeit limited in range) on modal split, how can this be applied to other establishments?	D5: The issue of surveying all modes at future survey sites is singly the most important hurdle to cover immediately. Research is being applied on multi modal surveys at this time. There is experience already available from selected consultants. As with all TDB sites once the individual site is clearly defined then by analogy from a similar site where modal surveys were undertaken some sensible judgement can give a reasoned answer.
Survey data	**Response**
S1: Should the bureau start to collecting questionnaire survey information on trip types and purposes (eg primary, diverted, pass-by) and also (HW,HS,HO and NHB etc) ?	S1: Again this range of data derived from questionnaire and footpath interviews provide useful information related to basic understanding of travel patterns. However the first obligation of TDB is to get a larger database on trip generation by all modes. These more sophisticated surveys are probably best done as focused site interview surveys or as part of comprehensive metropolitan transportation studies.
S2: Does the bureau give consideration to additional trips, not entering site (eg off-site office parking) when accepting data?	S2: This is an important aspect of surveys already being undertaken and TDB tries to ensure that all parking on and off the site are included. It is essential that sites are selected that have all the trips contained in an off-street surveyable area. Sites with a lot of street parking, and around the corner trip making are avoided for this reason.
S3: Will the use of TRICS in New Zealand be limited to the few land uses where a direct comparison of site characteristics can be made against New Zealand data?	S3: TRICS should not be used on its own. It is an invaluable tool to swell your data from the start point which must be a New Zealand or Australian survey. If there is no site in the TDB database then you are off to an equivalent New Zealand site to survey. After that by all means invigilate the TRICS database to find individual sites which are of the same land use and location characteristics so as to improve your range of information and judgment.
S4: Will we publish conversion factors for ITE/TRICS for use as a New Zealand specific adjustment?	S4: It is not proposed to calculate any conversion factors. Some detailed research has been made looking for ratios and the only variable which has emerged is the car parking demand where UK experience consistently demands about 1.5 car park spaces more than New Zealand equivalents. As a general rule the practitioner should be comparing like sites not looking for an average over a class or group of sites.
S5: What measures are being implemented to promote the collection of multimodal data?	S5 & S6: There are many interesting aspects of modal split and gaps in our knowledge. The mobility scooters are one of them. At this time there are no specific surveys in the database yielding data on motor scooters, motor bikes, bicycles, walking and only passing reference to car passengers. These will require new surveys and collection of information from a variety of sources in the future.
S6: Modal split – have you considered the aging population and the increased use of mobility scooters?	

Appendix E: Site survey summary sheet

Survey Period Date & Time	Day	Date	Time Start	Time Finish
	☐ Extended Data Collection (Several Days)	Date Start		Date End

A. SITE DATA						
	Activity Name		Results & Comments			
	Land Use Description					
	Territorial Local Authority					
	Street Address & Suburb					
	Survey Site General Location	OuterRur ☐	InnerRur ☐	OuterSub ☐	Inner Sub ☐	Town Ctr ☐
	Pedestrian Activity	Nil ☐	Low ☐	Moderate ☐	High ☐	V High ☐
	Public Transport Opportunities	Nil ☐	Low ☐	Moderate ☐	High ☐	V High ☐
	Highest Classification of Frontage Road/s		Major Arterial ☐	Minor Arterial ☐	Collector ☐	Local ☐
			Traffic aadt =		SH/TLA/Other Rd (state)	
	Occupied Site Area (Ha or m^2)					
	Gross Floor Area (GFA m^2)					
	Employees (during survey)					
	Other Size (please specify value and units eg seats, rooms, beds, pupils)					

B. PARKING			
	Parking Spaces Provided On-site (Inc Staff)	Total	
	Other Parking Spaces Available On-street Off-site	Total	
	Staff Parking Spaces Provided On-site	Total	☐ Not Relevant ☐ Not Surveyed ☐ Estimated
	Staff Parking Spaces On-street and Off-site	Total	
	Peak Parking Demand	Time / Total (Inc Staff)	Staff (number)
	Peak Parking Demand During Survey	total / $100m^2$ GFA / total / other unit (state unit)	staff / $100m^2$ GFA

C. TRIP GENERATION					
SITE SURVEYED ARRIVAL/DEPARTURE FLOW	AM Peak (veh/hr)	TIME	start	end	Comments
		IN	trips	IN + OUT	
		OUT	trips		
	PM Peak (veh/hr)	TIME	start	end	
		IN	trips	IN + OUT	
		OUT	trips		
	Daily (veh/day)	TIME	start	end	
		TOTAL IN+OUT	trips		
	Peak Trip Rate per $100m^2$ or other unit (state)	AM Hr	/ $100m^2$ GFA / hr		/ other unit (state) / hr
		PM Hr	/ $100m^2$ GFA / hr		/ other unit (state) / hr
		DAILY	/ 100m2 GFA / day		/ other unit (state) / day

GENERAL COMMENTS AND NOTES

eg. Site location characteristics, parking durations, weather and other special aspects (school holidays, public holidays)

Modal Split	Number	%
Car Drivers		
Car Passengers		
Goods Drivers		
Goods Passengers		
Pedestrians		
Cyclists		
Bus Passengers		
Total		**100%**

Survey undertaken by (org): **Surveyor Contact (ph):**

Survey undertaken by (surveyor): **email:**

For inclusion in the TDB database fax to 03 377 4702, email to admin@tdbonline.org or post to PO Box 28105, Christchurch 8242

In the Environment Court
at Christchurch

In the Matter	of the Resource Management Act 1991
And	
In the Matter	of an appeal under Clause 14(1), Schedule 1 of the Act
Between	**QUEENSTOWN AIRPORT CORPORATION LIMITED**
	Appellant
And	**QUEENSTOWN LAKES DISTRICT COUNCIL**
	Respondent

Notice of Appeal by **Queenstown Airport Corporation Limited** against a decision on the Proposed Queenstown Lakes District Plan - Stage 1

Dated: 19 June 2018

Lane Neave
Level 1, 2 Memorial Street
PO Box 701
Queenstown
Solicitor Acting: Rebecca Wolt
Email: Rebecca.wolt@laneneave.co.nz
Phone: 03 450 1365

lane neave.

To: The Registrar
Environment Court
Christchurch

Notice of Appeal

1. Queenstown Airport Corporation Limited (**QAC**) appeals against parts of decisions of the Queenstown Lakes District Council (**Respondent**) on the Proposed Queenstown Lakes District Plan - Stage 1 (**Proposed Plan**).

2. QAC made a submission and further submission on the Proposed Plan.

3. QAC is not a trade competitor for the purposes of section 308D of the Resource Management Act 1991 (**Act**).

4. QAC received notice of the Respondent's decisions on 7 May 2018.

5. The decisions were made by the Respondent by ratifying the recommendations of the Independent Hearings Panel (**Panel**).

6. The parts of the decisions that QAC is appealing (collectively referred to as **Decisions**) are:

   (a) Report 03 Stream 1B Chapter 3, 4, 6;

   (b) Report 04A Stream 2 Chapters 21, 22, 23, 33, 34 (as it relates to Chapter 21);

   (c) Report 08 Stream 5 Chapters 30, 35, 36 (as it relates to Chapters 30 and 36);

   (d) Report 09A Stream 6 Chapters 7, 8, 9, 10, 11 (as it relates to Chapter 7);

   (e) Report 11 Stream 8 Chapters 12, 13, 14, 15, 16, 17 (as it relates to Chapters 15 and 17);

   (f) Report 14 Stream 10 Chapter 2, 28 (as it relates to Chapter 2);

   (g) Report 17.01 Stream 1 Mapping of Queenstown other than Wakatipu Basin;

   (h) Report 17.05 Stream 13 Mapping of Queenstown Hill; and

(i) Report 17.06 Stream 13 Mapping of Frankton.

Reasons for the Appeal

General Reasons

7. Queenstown Airport is an important existing strategic asset to the Queenstown Lakes District and Otago Region. It provides an important national and international transport link for the local, regional and international community and has a major influence on the Region's economy. Queenstown Airport is a fundamental part of the social and economic wellbeing of the community.

8. Queenstown Airport is one of the busiest airports in New Zealand, operating a mixture of scheduled flights, corporate jets, fixed wing aircraft and helicopters. It is New Zealand's fourth busiest airport by passenger numbers. The Airport also provides business and employment opportunities on site with 60 tenant businesses and 700 staff. Queenstown Airport's continuing growth and profitability have made it a strategic national asset and a key driver of the region's tourism industry and broader economy.

9. Queenstown Airport is one of Australasia's fastest growing airports, and as the gateway to southern New Zealand, is a vital part of the national and regional tourism industry. It provides an essential link for domestic and international visitors to New Zealand's premier destinations of Queenstown, the Lakes District, Milford Sound and in general, the lower South Island. Consequently, it is a significant strategic resource and provides direct and indirect benefits to the local and regional economy.

10. Queenstown Airport has been experiencing significant growth in the use of its facilities and infrastructure over recent years, particularly in international and domestic passengers. Passenger numbers have increased by over 38% in the last three years alone. For the 12 month period ending 31 May 2018, the Airport accommodated a record 2,120,964 passengers. Comprised of over 1.52 million domestic passengers and 593,000 international passengers, the Airport observed growth of over 13% when compared to the previous 12 month period.

11. Such growth has been occurring for a number of years, and is forecast to continue into the future, with demand forecasts predicting that passenger

numbers will increase to 3.2 million by 2025, and up to 5.1 million by 2045. Current indications are that Queenstown Airport will likely reach the operative noise boundaries much earlier than predicted.

12. QAC has developed masterplanning options for Queenstown Airport to help manage growth and identify infrastructure requirements at the Airport to 2045. As part of this work, QAC is reviewing the current aircraft noise boundaries in relation to its growth forecasts and will propose changes to the noise planning framework imminently, in accordance with any relevant statutory planning process.

13. QAC has recently secured a long term lease for Wanaka Airport under which it is responsible for the planning, development and governance of the Airport. QAC has managed the day to day operations of Wanaka Airport since 2010.

14. Functional, technical, operational and/or safety related constraints can influence the location of important infrastructure, such as airports. Such constraints may also necessitate the location of infrastructure in areas that are recognised for their landscape, amenity or significant natural values. The adverse effects of infrastructure can not always be avoided, remedied or mitigated in these locations.

15. Accordingly, through this appeal QAC is concerned to ensure that the Proposed Plan appropriately recognises and provides for the ongoing operation and growth of Queenstown and Wanaka Airports, in a safe an efficient manner, whilst ensuring that potential reverse sensitivity effects are avoided.

Particular Reasons

16. The particular reasons for QAC's appeal are that the Decisions on the Proposed Plan fail to appropriately or adequately recognise and provide for Queenstown and Wanaka Airports, including in respect of the matters described above, in that the Decisions:

    (a) do not recognise or provide for the Queenstown and Wanaka Airports as regionally significant infrastructure;

    (b) do not recognise or provide for the ongoing predicted or likely growth in operations and passenger numbers at the Airports;

(c) do not make adequate provision for the ongoing operation, maintenance, upgrading and development of the Airports;

(d) impose undue constraints on the legitimate and necessary activities of the Airports;

(e) do not adequately recognise the locational, functional, technical and operational requirements of the Airports, as regionally significant infrastructure, and that such requirements can mean that not all adverse effects can be avoided or mitigated;

(f) do not provide adequate protection for the Airports from reverse sensitivity effects;

(g) do not give effect or have sufficient regard (as the case requires) to the provisions of the Operative and Proposed Otago Regional Policy Statements (**RPS**), in particular the extent to which the RPS recognises and provides for regionally significant infrastructure;

(h) in the case of the lower order provisions, are not the most appropriate to achieve the higher order objectives and policies of the Proposed Plan;

(i) are ambiguous or unclear in parts, which may result in inefficiencies and/or unintended outcomes;

(j) are unclear as to provenance or jurisdiction in parts, potentially raising issues of scope;

(k) are inconsistent in parts, as between the Decision reports and chapters of the Proposed Plan; and

(l) inappropriately conflate Part 2 matters, in parts.

17. Additionally, the Decisions:

(a) fail to achieve the functions of the Respondent under section 31 of the Act in respect of the integrated management of the effects of the use and development of land and physical resources;

(b) fail to meet the requirements of section 32;

(c) do not represent an efficient use of land under section 7(a); and

(d) fail to promote sustainable management of resources and will not achieve the purpose of the Act.

Relief Sought

18. QAC seeks the following relief:

Chapter 2 - Definitions

(a) That the definitions contained in the Proposed Plan are amended as follows:

(i) Amend the definition of "Activity Sensitive to Aircraft Noise" by deleting the reference to "educational facility" and replacing it with "educational activity".

(ii) Amend the definition of "Airport Activity" to include quarantine and incineration facilities, boarder control and immigration facilities.

(iii) Amend the definition of "Airport" or "Airport Related Activity" to include freight facilities.

(iv) Amend the definition of "Airport Related Activity", insofar as it relates to Queenstown Airport, to include Visitor Accommodation.

(v) Reinsert the notified definition of "Airport Operator".

(vi) Amend the definition of "Projected Annual Aircraft Noise Contour (AANC)" so that the condition reference contained in the definition reflects and is consistent with the recently modified the Aerodrome Purposes Designation (Designation 2).

Chapter 3 - Strategic Directions

(b) That Chapter 3 - Strategic Directions of the Proposed District Plan is amended as follows:

(i) Amend Policy 3.2.1.3 to recognise Queenstown Airport's functions and role in the Frankton Area.

(ii) Amend Policy 3.2.1.9 or insert new objectives and policies into Chapters 3, 4, 6, 21 and 30 of the Proposed Plan which:

(A) enable the continued operation, maintenance and upgrading of regionally significant infrastructure;

(B) provide for future development of regionally significant infrastructure;

(C) protect existing regionally significant infrastructure from reverse sensitivity effects;

(D) recognise and provide for the operational and functional requirements of regionally significant infrastructure; and

(E) Recognise that not all effects associated with regionally significant infrastructure can be avoided, remedied or mitigated.

(iii) Insert a new subparagraph (i) into Policy 3.2.2.1 that seeks to restrict development to areas that avoid reverse sensitivity effects unless those effects can be adequately managed (as per the Proposed Regional Policy Statement).

(iv) Amend Objective 3.2.4, Objective 3.2.5, Objective 3.2.5.1, Objective 3.2.5.2, Policy 3.3.25, Policy 3.3.30 and Policy 3.3.32 to:

(A) better recognise the hierarchy and terminology set out in Part 2 of the Act; and

(B) give effect to the Proposed Regional Policy Statement and more specifically, the land use management framework established for Regionally Significant Infrastructure.

Chapter 4 – Urban Development

(c) That Chapter 4 – Urban Development of the Proposed Plan is amended as follows:

(i) Amend the Chapter's purpose statement so as to acknowledge the potential for reverse sensitive effects on regionally significant infrastructure as a result of urban development and to seek to manage this effect.

(ii) Amend Policies 4.2.1.3 and 4.2.1.5 or insert new objectives and policies into Chapters 3, 4, 6, 21 and 30 of the Proposed Plan which:

(A) enable the continued operation, maintenance and upgrading of regionally significant infrastructure;

(B) provide for future development of regionally significant infrastructure;

(C) protect existing regionally significant infrastructure from reverse sensitivity effects;

(D) recognise and provide for the operational and functional requirements of regionally significant infrastructure;

(E) recognise that not all effects can be avoided, remedied or mitigated;

(F) give effect to the Proposed Regional Policy Statement and more specifically, the land use management framework it establishes for Regionally Significant Infrastructure; and

(G) better recognise the hierarchy and terminology set out in Part 2 of the Act.

(iii) Add the following new objectives, or objectives with a similar intent, into Chapter 3 or into Chapter 4 of the Proposed Plan:

"Manage urban growth issues on land in proximity to Queenstown Airport to ensure that the operational capacity and integrity of the Airport is not significantly compromised now or in the future."

"Maintain and promote the efficient operation of Queenstown Airport and set appropriate noise limits in order to protect airport operations and to manage the adverse effects of aircraft noise on any Activity Sensitive to Aircraft Noise."

(iv) Amend Policy 4.2.2.17 as follows:

"Protect the airport from reverse sensitivity effects of Activity Sensitive to Aircraft Noise via a range of zoning methods, including where appropriate the use of prohibited activity status"

Chapter 6 – Landscape

(d) That Chapter 6 – Landscape of the Proposed Plan is amended as follows:

(i) Amend Policies 6.3.12, 6.3.17, 6.3.18, 6.3.19, 6.3.24, 6.2.25, 6.2.26 to:

(A) better recognise the hierarchy and terminology set out in Part 2 of the Act; and

(B) give effect to the Proposed Regional Policy Statement and more specifically, the land use management framework established for Regionally Significant Infrastructure.

Chapter 7 – Low Density Suburban Residential Zone

(e) That Chapter 7 – Low Density Suburban Residential Zone of the Proposed Plan is amended as follows:

(i) Amend Objective 7.2.2 as follows:

"Development of Activities Sensitive to Aircraft Noise is limited within the Queenstown Airport Air Noise Boundary and Outer Control Boundary in recognition of the ~~severe~~

amenity (noise) constraints now and also likely in the foreseeable future as a result of its increasing intensity of operation and use."

(ii) Amend Rule 7.5.11 Density, as follows:

"The Maximum site density shall be one residential unit ~~or dwelling~~ per 300m2 net site area".

Chapter 15 – Local Shopping Centre Zone

(f) That Chapter 15 – Local Shopping Centre Zone of the Proposed Plan is amended as follows:

(i) Amend Policy 15.2.3.2(b) to clarify it relates to buildings containing Activities Sensitive to Aircraft Noise.

Chapter 17 – Airport Zone

(g) That Chapter 17 – Airport Zone of the Proposed Plan is amended as follows:

(i) That the following paragraphs of the zone purpose statement are amended as follows:

"...

Wanaka Airport is Regionally Significant Infrastructure to the District and is an important commercial and recreational aviation hub for the Upper Clutha. Wanaka Airport has capacity for ~~may one day accommodate~~ scheduled and chartered air transport services.

....

The objectives and provisions for Wanaka Airport reflect the more remote location of Wanaka Airport outside of the Wanaka Urban Growth Boundary ~~and seek to avoid adverse effects from inappropriate commercial activities locating at the Airport~~. The strategic importance to the District of both airports and the finite nature of the land resource for both airports is also recognised in the Airport Zone provisions."

(ii) Reinsert notified Policy 17.2.1.3 as follows:

> *"Zone sufficient land to meet the foreseeable future requirements of activities that support or complement the functioning of Queenstown Airport"*

(iii) Delete Policies 17.2.2.2 and 17.2.2.3 and insert the following new policies (or policies with a similar intent):

> *"Policy 17.2.2.2*
>
> *Enable a range of airport related activities provided they are ancillary to the use of the Airport."*
>
> *"Policy 17.2.2.3*
>
> *Avoid the establishment or intensification of activities that are incompatible with the ongoing operation and functioning of Wanaka Airport."*

(iv) Amend Objective 17.2.3 as follows:

> *"Airport Activities and Airport Related Activities are provided for at Queenstown and Wanaka Airports while maintaining an acceptable level ~~level of noise amenity, and high levels~~ of general amenity for those using the airports and for those residing on neighbouring land."*

(v) Amend Policy 17.2.3.2 to include Wanaka Airport as follows:

> *"Avoid the establishment of activities that are incompatible with the ongoing operation and functioning of Queenstown or Wanaka Airports."*

(vi) Insert a new clarification note to 17.3.2 Interpreting and Applying the Rules which clarifies that provision for Airport and Airport Related Activities with the Airport Zone takes precedence and prevails over general provisions set out in Chapter 30.

(vii) Insert a new rule in Table 1 which provides for farming as a permitted activity at Queenstown Airport.

(viii) Delete Rule 17.4.3 provided the definition of Airport or Airport Related Activity is amended to include freight facilities.

(ix) Delete Rule 17.4.13 Visitor Accommodation.

(x) Reinsert notified Rule 17.5.8 relating to the acoustic treatment of Visitor Accommodation.

(xi) Delete Rule 17.6.5 Wholesaling or Commercial Storage Activity.

(xii) Delete Rule 17.7.4 Identified Airport Related Activities - Maximum Gross Floor Area.

(xiii) Amend Rule 17.7.5 Hours of Operation for Airport Related Activities as follows:

"The hours of operation for the following Airport Related Activities may only fall between ~~6.00~~ 5.00am and ~~10.00~~ 10.30pm:"

Chapter 21 – Rural Zone

(h) That Chapter 21 – Rural Zone of the Proposed Plan is amended as follows:

(i) Amend Assessment Matters 21.21.1 to:

(A) better recognise the hierarchy and terminology set out in Part 2 of the Act; and

(B) give effect to the Proposed Regional Policy Statement and more specifically, the land use management framework established for Regionally Significant Infrastructure.

Chapter 30 – Energy and Utilities

(i) That Chapter 30 – Energy and Utilities of the Proposed Plan is amended as follows:

(i) Amend Policy 30.2.6.1 as follows:

"Provide for the need for maintenance or upgrading of utilities including regionally significant infrastructure to ensure its on-going viability and efficiency ~~subject to managing adverse effects on the environment consistent with the objectives and policies in Chapters 3, 4, 5 and 6~~."

(ii) Amend Objective 30.2.7 and Policy 30.2.7.1 or insert new objectives and policies into Chapters 3, 4, 6, 21 and 30 of the Proposed Plan which:

(A) enable the continued operation, maintenance and upgrading of regionally significant infrastructure;

(B) provide for future development of regionally significant infrastructure;

(C) protect existing regionally significant infrastructure from reverse sensitivity effects;

(D) recognise and provide for the operational and functional requirements of regionally significant infrastructure; and

(E) recognise that not all effects can be avoided, remedied or mitigated.

(iii) Amend Rule 30.3.3.3 to ensure that Chapter 30 does not take precedence or prevail over the provision for Airport and Airport Related Activities within the Airport Zones.

Chapter 36 – Noise

(j) That Chapter 36 – Noise of the Proposed Plan is amended as follows:

(i) Amend Rule 36.6.1 Sound Insulation Requirements for the Queenstown and Wanaka Airport – Acceptable Construction Materials (Table 4) as follows:

"Minimum Construction Ceiling: 1 layer ~~1mm~~ 9mm gypsum or plasterboard"

Planning Maps

(k) Amend Planning Maps 31a, 33 and 37 to show the Outer Control Boundary (**OCB**) and the Air Noise Boundary (**ANB**) in the locations shown on the Plan **attached** as **Annexure A**, as confirmed by the Environment Court in Decision No. [2018] NZEnvC63.

(l) Amend the Planning Maps to include in the Airport Zone all of the land notified as Airport Mixed Use Zone, as shown on the plan **attached** as **Annexure B**, but excluding Lot 1 DP501603 (CT 750068), Lot 2 DP501603 (CT 750069) and Lot 3 DP501603 (CT 750070).

Planning Maps – Rezoning Requests

(m) That the decisions to rezone land addressed by the following submitters and shown in the plans **attached** as **Annexure C** are reversed and the notified zoning is retained:

(i) Mount Crystal Limited (Submitter 150) (Lot 1 DP9121 (OT 400/173)) – Retain notified Low Density Residential Zoning.

(ii) Bruce Grant (submitter 318 and 434) – Retain notified Rural General zoning.

(iii) Middleton Family Trust (submitter 336) (Lot 1 DP411971) – Retain notified Queenstown Heights Overlay Area.

(iv) Remarkables Heights Limited (submitter 347) – Retain notified Rural General zoning.

(v) Body Corporate 22362 (submitter 389) – Retain notified Low Density Residential zoning.

(vi) Sam and Jane McLeod (submitter 391) – Retain notified Low Density Residential zoning.

(vii) In relation to The Hansen Family Partnership submission (submitter 751) that the notified Rural zoning over Lot 1 DP24553 (OT 16C/178), Lot 2 DP 383378 (CT 332749) and Section 127 Shotover Survey District (OT12 C/418) is reinstated or the adjacent Business Mixed Use zoning is extended over these Lots.

General Relief

(n) That the Proposed Plan be amended in a similar or such other way as may be appropriate to address the matters raised in this appeal;

(o) Any other similar, consequential, or other relief as is necessary to address the issues raised in QAC's appeal or otherwise raised in QAC's submission and further submission.

Attached Documents

19. The following documents are **attached** to this notice:

(a) a plan showing the OCB and ANB for Queenstown Airport (**Annexure A**);

(b) notified Map 31a showing the extent of the Airport Zone sought by this appeal (**Annexure B**);

(c) plans showing the rezoning decisions that are appealed (**Annexure C**);

(d) a copy of QAC's submission (**Annexure D**);

(e) a copy of QAC's further submissions (**Annexure E**);

(f) the relevant parts of the Respondent's decisions (**Annexure F**); and

(g) a list of the names and addresses of the persons to be served with a copy of this notice of appeal (**Annexure G**).

Dated this 19th day of June 2018

Rebecca Wolt

Counsel for Queenstown Airport Corporation Limited

Address for Service for the Appellant:

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Advice to Recipients of Copy of Notice of Appeal

How to become a Party to Proceedings

You may be a party to the appeal if:

Within 15 working days after the period for lodging a notice of appeal ends, lodge a notice of your wish to be a party to the proceedings (in form 33) with the Environment Court and serve copies of your notice on the relevant local authority and the appellant; and

Within 20 working days after the period for lodging a notice of appeal ends, serve copies of your notice on all other parties in accordance with the requirements below.

Your right to be a party to the proceedings in the court may be limited by the trade competition provisions in section 274(1)and Part 11A of the Resource Management Act 1991.

You may apply to the Environment Court under section 281 of the Resource Management Act 1991 for a waiver of the above timing or service requirements (see form 38).

Service Requirements in Accordance with ENV-2018-CHC-24

Section 274 notices must be lodged with the court electronically by email to Christine.McKee@justive.govt.nz in accordance with the standard requirements set out in the Resource Management Act 1991 and the Resource Management (Forms, Fees, and Procedure) Regulations 2003.

The requirement relating to the service of section 274 notices have been altered to the effect that:

- Section 274 notices must be served on the Council electronically by email to dppappeals@qldc.govt.nz and on the appellant; and

- Service of section 274 notices on "all other parties" will be deemed to be effected to the Council uploading copies of section 274 notices received onto its website.

Queenstown-Lakes District Council v Hawthorn Estate Ltd [2006] NZCA 120; (2006) 12 ELRNZ 299; [2006] NZRMA 424 (12 June 2006)

Last Updated: 21 December 2011

IN THE COURT OF APPEAL OF NEW ZEALAND

CA45/05

BETWEEN QUEENSTOWN-LAKES DISTRICT COUNCIL
Appellant

AND HAWTHORN ESTATE LIMITED
First Respondent

AND T BAILEY AND OTHERS
Second Respondents

Hearing: 14 March 2006

Court: William Young P, Robertson and Cooper JJ

Counsel: E D Wylie QC and N S Marquet for Appellant
N H Soper and J R Castiglione for First Respondent
No appearance for Second Respondents

Judgment: 12 June 2006

JUDGMENT OF THE COURT

A The appeal is dismissed.

B. **The appellant is to pay costs to the first respondent in the sum of $6,000 together with usual disbursements. We certify for two counsel.**

REASONS

(Given by Cooper J)

[1] This is an appeal from a judgment of Fogarty J pursuant to leave granted by this Court under s 308 of the Resource Management Act 1991 ("the Act").
[2] Fogarty J had dismissed an appeal by the council and the second respondents against a decision of the Environment Court. The Environment Court had set aside a decision of the Council declining a resource consent application made by the first respondent ("Hawthorn").
[3] As a result of the Environment Court decision, Hawthorn was authorised to proceed to subdivide and carry out subdivision works on a property near Queenstown. Some 32 residential lots were proposed to be created.
[4] This Court gave leave for the following questions to be pursued on appeal:

1. Whether His Honour Justice Fogarty erred in law when he determined (either expressly or by implication):

(a) that the receiving environment should be understood as including not only the environment as it exists but also the reasonably foreseeable environment;

(b) that it was not speculation for the Environment Court to take into account approved building platforms in the triangle and on the outside of the roads that formed it;

(c) that the Environment Court had given adequate and appropriate consideration to the application of the permitted baseline.

2. Whether His Honour Justice Fogarty erred in law when he determined that the Environment Court had not erred in law in concluding that the landscape category it was required to consider was an "Other Rural Landscape".

3. Whether His Honour Justice Fogarty erred in law when he held that the Environment Court had not erred in law when it considered the minimum subdivision standards in the Rural Residential zone in addressing the first respondent's proposal which is in a Rural General zone.

[5] As was observed by the Court in granting leave, the questions are inter-related, and the answers to the second and third questions are in large part dependent on the answer to the constituent parts of the first. The main issue that underlies the appeal is whether a consent authority considering whether or not to grant a resource consent under the Act must restrict its consideration of effects to effects on the environment as it exists at the time of the decision, or whether it is legitimate to consider the future state of the environment.

[6] It was common ground that the three questions fall to be considered under the Act in the form in which it stood prior to the coming into force of the Resource Management Amendment Act 2003.

Background

[7] Hawthorn applied to the Council for both subdivision and land use activity consent in respect of land in the Wakatipu Basin. The land comprises 33.9 hectares, and is situated near the junction of Lower Shotover and Domain Roads, with frontage to both of those roads. It is part of a triangle of land bounded by them and Speargrass Flat Road, known locally as "the triangle".

[8] Hawthorn's development would subdivide the land into 32 separate lots, containing between 0.63 and 1.30 hectares, together with access lots, and a central communal lot containing 12.36 hectares. The application also sought consent to the erection of a residential unit on each of the 32 residential sites, within nominated building platforms that were shown on plans submitted with the application. The proposal required consent as a non-complying activity under the operative district plan, and as a discretionary activity under the proposed district plan.

[9] There was an existing resource consent which allowed subdivision of the land into eight blocks of approximately four hectares in each case. Those approved allotments contained identified building platforms.

[10] The Environment Court recorded that the whole of the land proposed to be subdivided is flat, apart from a small rocky outcrop. The Court observed that "the triangle" had been the subject of considerable development pressure over the past decade, and that within the 166 hectare area so described, 24 houses had been erected, with a further 28 consented to, but not yet built. Outside of the roads that physically form the triangle were a further 35 approved building platforms. It is

unclear from the Environment Court's decision whether any of those had been built on.
[11] In assessing the effects of the proposal on the environment for the purposes of s 104(1)(a) of the Act, a key question that arose was whether the consent authority ought to take into account the receiving environment as it might be in the future and, in particular, if existing resource consents that had been granted but not yet implemented, were implemented in the future. The council had declined consent to the application and on the appeal by Hawthorn to the Environment Court argued that that Court's consideration should be limited to the environment as it existed at the time that the appeal was considered. That proposition was rejected by the Environment Court, and also by Fogarty J.
[12] Before we confront the questions that have been asked directly, we briefly summarise the reasoning in the decisions respectively of the Environment Court and the High Court.

The Environment Court decision

[13] The Environment Court held that the dwellings, and the approved building platforms yet to be developed by the erection of buildings, both within and outside the triangle, were part of the receiving environment. As to the undeveloped sites, that conclusion was founded on evidence that the Court accepted that it was "practically certain that approved building sites in the Wakatipu Basin will be built on." That conclusion, not able to be challenged on appeal, is critical to the arguments advanced in the High Court and in this Court.
[14] The Environment Court held that the eight dwellings for which resource consent had already been granted on the subject site were appropriately considered as part of the "permitted baseline", a concept explained in the decisions of this Court in *Bayley v Manukau City Council* [1999] NZLR 568, *Smith Chilcott Limited v Auckland City Council* [2001] 3 NZLR 473 and *Arrigato Investments Limited v Auckland Regional Council* [2002] 1 NZLR 323. However, it rejected an argument by Hawthorn that landowners in the area could have a reasonable expectation that the Council would grant consent to subdivisions that matched the intensity of three other subdivisions in the triangle, for which the Council had recently granted consent. Those subdivisions had an average area of two hectares per allotment. Hawthorn had argued that the present development should be considered in the light of a future environment in which subdivision of that intensity would occur throughout the triangle.
[15] The Court rejected that proposition as being too speculative. Noting that all subdivision in the zone required discretionary activity consent, the Court observed that:

[25] We have no way of knowing whether existing or future allotment holders will apply for consent to subdivide to the extent of two hectare allotments, nor whether they can replicate the conditions which led the Council to grant consent in the cases referred to by Mr Brown, nor at what point the consent authority will

consider that policies requiring avoidance of over-domestication of the landscape have been breached. In general terms we do not consider that reasonable expectations of landowners can go beyond what is permitted by the relevant planning documents or existing consents.

[16] At the time that the appeal was heard before the Environment Court, there was both an operative and a proposed district plan. The Court's focus was properly on the proposed district plan, however, because the relevant provisions in it had passed the stage where they might be further modified by the submission and reference process under the Act. Under the proposed district plan (which we will call simply the "district plan", or "the plan" from this point), it was necessary for the Court to classify the landscape setting of the proposed development. The Court found that the appropriate landscape category was "Other Rural Landscape". In doing so the Court rejected the arguments that had been put to it by the Council and by parties appearing under s 271A of the Act that the proper classification was "Visual Amenity Landscape". Both are terms used and described in the district plan.

[17] Once again, the Court's reasoning was based on what it thought would happen in the future. It held that the "central question in landscape classification" was whether the landscape "when developed to the extent permitted by existing consents" would retain the essential qualities of a Visual Amenity Landscape. That would not be the case here, because of the extent of existing and likely future development of "lifestyle" or "estate" lots both in the triangle and outside it.

[18] The Environment Court then discussed the effects of the development on the environment. It found that the subdivision works would introduce an unnatural element to the landforms in the triangle, but that they would be largely imperceptible, and the landform was not one of the best examples of its type. In terms of visual effects, the Court concluded that, although the development could be seen from positions beyond the site, it would not intrude into significant views, nor dominate natural elements in the landscape. As to the effects on "rural amenity" the Court held that the position was "finely balanced", but after it identified and considered relevant district plan objectives and policies dealing with rural amenity, concluded that the development was marginally compatible with them.

[19] The Court also considered the proposal against relevant assessment criteria in the district plan. It found that the proposal would satisfy most of them. This part of the Court's decision required it to revisit under s 104(1)(d) of the Act matters already dealt with in the inquiry into effects on the environment under s 104(1)(a).

[20] One of the assessment criteria raised as an issue whether the proposed development would be complementary or sympathetic to the character of adjoining or surrounding visual amenity landscape. Another required consideration of whether the proposal would adversely affect the naturalness and rural quality of the landscape through inappropriate landscaping. The Court was able to repeat here conclusions that it had already arrived at earlier in its decision. In particular, it said

that although the effects of the proposal on the retention of the rural qualities of the landscape were "on the cusp":

...in the context of consented development on this and other sites in the vicinity the proposal is just compatible with the level of rural development likely to arise in the area.

[21] Having considered the objectives and policies of the district plan as a whole, the Court concluded that while the proposal was marginal in respect of some significant policies, it was supported by others. Consequently, it was "not contrary to the policies and objectives taken as a whole".
[22] In the balance of its decision the Court rejected an argument of the Council that the decision would create an undesirable precedent. It considered the proposal against the higher level considerations flowing from Part II of the Act, expressed a conclusion that the effects on the environment of allowing the activity would be minor, provided that there was a condition proscribing any further subdivision of the land, and then moved to the exercise of its discretion to grant consent under s 105(1)(c) of the Act. For present purposes it should be noted that the Court's conclusion that there would not be an undesirable precedent set by the grant of consent was expressly justified on the basis that the proposal had been comprehensively designed, and would provide facilities for the public that would link to other facilities in the triangle. The Court considered that it was difficult to imagine that another such comprehensive proposal could be designed for another location, given the "level of subdivision and building that has already occurred within the triangle". Further, the Court's conclusion that adverse effects on the environment would be minor was reached:

[h]aving considered carefully the changes that will occur on the surrounding environment as a result of consents already granted and the "baseline" set by existing resource consents on the land...

[23] So it can be seen that, in respect of the main issues that the Court had to decide, its reasoning in each case was predicated on the ability to assess the development against the future conditions likely to be present in the area.

The High Court decision

[24] The questions earlier set out particularise the challenged conclusions of Fogarty J. On the first issue, as to whether the receiving environment should be understood as including not only the environment as it exists, but also the reasonably foreseeable environment, Fogarty J essentially adhered to his own reasoning in *Wilson v Selwyn District Council* [2005] NZRMA 76. He held in that case that "environment" in s 104 includes potential use and development in the receiving environment.
[25] Accordingly, the Environment Court had not erred when it took into account

the approved building platforms both within and outside of the triangle. In [74] of the judgment Fogarty J said:

In my view the reason why the baseline analysis is abrupt is that the Court had no doubt at all that advantage would be taken of approved building platforms in this very valuable location. Mr Goldsmith's view was not challenged in cross-examination. Ms Kidson, the landscape witness for the Council, took into account that more houses would be built as a result of a number of consents.

[26] Fogarty J went on to observe that the Environment Court's approach did not involve speculation, and that the Court had rejected an argument that it should take into account the possibility of further subdivision as a result of possible future applications for discretionary activity consent. He observed that in that respect, the approach of the Environment Court was more cautious than that which he himself had taken in *Wilson v Selwyn District Council*.

[27] One of the questions that has been raised on the appeal concerns the adequacy of the Environment Court's consideration of the application of what has come to be known as the "permitted baseline". Although that expression was used by Fogarty J in [74], we doubt that he was using the term in the sense that it is normally used, that is with reference to developments that might lawfully occur on the site subject to the resource consent application itself. Rather, Fogarty J appears to have used the expression to refer to the likely developments that would take place beyond the boundary of the subject site, utilising existing resource consents. Nothing turns on the label that the Judge used to refer to lawfully authorised environmental change beyond the subject site. However, it would be prudent to avoid the confusion that might result from using the term other than in its normal sense, addressed in *Bayley v Manukau City Council, Smith Chilcott Ltd v Auckland City Council* and *Arrigato Investments Ltd v Auckland Regional Council*. As we will emphasise later in this judgment the "permitted baseline" is simply an analytical tool that excludes from consideration certain effects of developments on the site that is subject to a resource consent application. It is not to be applied for the purpose of ascertaining the future state of the environment beyond the site.

[28] The second and third questions raised on the appeal have their genesis in particular provisions in the Council's proposed district plan. Under the landscape classification employed by that plan, the Environment Court held that the receiving environment of the subject application should be regarded as an "Other Rural Landscape". In a passage which again uses the expression "baseline" in an unusual context, Fogarty J said at [76]:

Mr Wylie argued that, although there was evidence before the Court on which it could conclude the landscape was Other Rural Landscape that it reached that decision after taking into account, irrelevantly, that the landscape would be developed to the extent permitted by existing consents. So he was arguing that the much earlier finding of Other Rural Landscape was affected by this same area of baseline analysis. As I do not think that there is any error of baseline analysis, this

point cannot be sustained. It is, however, appropriate to comment on one detail in Mr Wylie's argument in case it be thought I have overlooked it.

[29] The Judge accepted Mr Wylie's argument that the Environment Court had considered their judgment regarding the effect of the proposal on rural amenity as finely balanced. Having observed that the Environment Court was an expert Court, was thoroughly familiar with the Queenstown area and skilled in the assessment of landscape values, Fogarty J said at [79]:

In my view Mr Wylie's argument has to depend on the point he has reserved, namely that a consent authority applying s 104 in these circumstances must consider the receiving environment as it exists, and ignore any potential development: whether it be imminent pursuant to existing building consents; or allowed as permitted uses; or potentially allowable as discretionary activity, controlled activity, or non-complying activity. If that is the law, then the judgment by the Environment Court on other rural landscape may be infected with an error of law, in a material way.

[30] The Judge had already decided that there was no such error of law, because it was proper for the Environment Court to consider the future state of the environment.
[31] Fogarty J also held that the Environment Court had not erred in assessing the proposed development by reference to the lot sizes permitted in the rural-residential zone. Essentially, he held that this was a legitimate course to follow, because the site was located in an Other Rural Landscape, which is the least sensitive of the landscape categories provided for in the district plan. Using terms that appear in the district plan itself, Fogarty J said at [87]:

Obviously different levels of protection of landscape value will depend on whether the proposed developments impact on romantic landscape, Arcadian landscape or other landscape. Reading the [plan] as a whole one would expect quite significant protection of romantic and Arcadian landscape. The degree of protection of other landscape, including Other Rural Landscape from any further development is less certain.

[32] He noted there were no minimum subdivisional allotment sizes for the rural general zone. It was a zone that contemplated consents being granted for a wide range of activities provided they did not compromise the landscape and other rural amenities. The proposal had been designed to have a park-like appearance and would incorporate planting that would to some extent screen the development from neighbouring land use. He concluded at [90]:

Had the Court been proceeding on the basis of a classification of the landscape as Arcadian, considering Rural Residential Standards could well have been taking into account an irrelevant consideration. But where the Court considers that the

Arcadian character of the landscape has gone and is dealing with a rural landscape already showing some kind of residential character, I do not think it can be said that an expert Court has fallen into error of law by looking at the standards in the rural living area zones, when exercising a judgment as to how to address a proposal which is a discretionary activity in the rural general zone of the [plan].

[33] Mr Wylie contends that in respect of all these determinations Fogarty J's decision was incorrect in law. We discuss the reasons that he advanced for that contention in the context of the questions that we have to answer.

Question 1(a) – The environment

[34] Mr Wylie's principal submission was that Fogarty J erred in holding that the word "environment" includes not only the environment as it exists, but also the reasonably foreseeable environment after allowing for potential use and development. The Council contended that such an approach is not required by the definition of the word "environment" in s 2 of the Act, and that to read the word in that way would be inconsistent with Part II of the Act, in particular with s 7(f).
[35] Mr Wylie further submitted that a purposive approach to the relevant statutory provision would lead to a conclusion that the "environment" must be confined to the environment as it exists. He submitted that the reference to "maintenance and enhancement of the quality of the environment" in s 7(f) of the Act was strongly suggestive that it is the environment as it exists at the date of the exercise of the relevant function or power under the Act which must be relevant. He contended that it would be difficult, perhaps impossible, to have particular regard to the maintenance and enhancement of the quality of a speculative future environment.
[36] Further, referring to the importance of district plans made under the Act and the process of submission in which members of the public may formally participate in the plan preparation process, Mr Wylie argued that when a plan becomes operative, it represents a community consensus as to how development should proceed in the Council's district. Such plans, he submitted, focus on existing environments and put in place a framework for future development. But they do not, as he put it, "assume future putative environments degraded by potential use or development".
[37] In addition, Mr Wylie pointed to practical difficulties that he said would make the approach that found favour with the Environment Court and Fogarty J unworkable. There was, in addition, the potential for "environmental creep" if applicants having secured one resource consent were then able to treat the effects of implementing that consent as something which would alter the future state of the environment whilst returning to the Council on successive occasions to seek further consents "starting with the most benign, but heading towards the most damaging".
[38] Mr Wylie also argued that to uphold Fogarty J's view on the meaning of the word "environment" would be to run counter to authorities which have established rules for priority between applicants, authorities dealing with issues of precedent

and cumulative effect as well as the authorities already mentioned on the "permitted baseline".
[39] Both parties have argued the matter as if the word "environment" in s 2 of the Act ought to be seen as neutral on the issue of whether it requires the future, and future conditions to be taken into account. We think that that is true only in the superficial sense that none of the words used specifically refers to the future.
[40] The definition reads as follows:

"Environment" includes –

(a) Ecosystems and their constituent parts, including people and communities; and

(b) All natural and physical resources; and
(c) Amenity values; and
(d) The social, economic, aesthetic, and cultural conditions which affect the matters stated in paragraphs (a) to (c) of this definition or which are affected by those matters:
[41] This provision must be construed on the basis prescribed by s 5(1) of the Interpretation Act 1999; the meaning of the provision is to be ascertained from its text and in the light of its purpose.
[42] Although there is no express reference in the definition to the future, in a sense that is not surprising. Most of the words used would, in their ordinary usage, connote the future. It would be strange, for example, to construe "ecosystems" in a way which focused on the state of an ecosystem at any one point in time. Apart from any other consideration, it would be difficult to attempt such a definition. In the natural course of events ecosystems and their constituent parts are in a constant state of change. Equally, it is unlikely that the legislature intended that the enquiry should be limited to a fixed point in time when considering "the economic conditions which affect people and communities", a matter referred to in paragraph (d) of the definition. The nature of the concepts involved would make that approach artificial.
[43] These views are reinforced by consideration of the various provisions in the Act in which the word "environment" is used, or in which there is reference to the elements that are set out in the four paragraphs of its definition. The starting point should be s 5, which states and explains the fundamental purpose of the Act in the following terms:

5. Purpose -

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

(2) In this Act, "sustainable management" means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which

enables people and communities to provide for their social, economic, and cultural wellbeing 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.

[44] "Natural and physical resources" are, of course, part of the environment as defined in s 2. The purpose of the Act is to promote their sustainable management. The idea of management plainly connotes action that is on-going, and will continue into the future. Further, such management is to be sustainable, that is to say, natural and physical resources are to be managed in the way explained in s 5(2). Again, it seems plain that provision by communities for their social, economic and cultural well-being, and for their health and safety, is an idea that embraces an on-going state of affairs.

[45] Section 5(2)(a) then makes an express reference to the "reasonably foreseeable needs of future generations". What to this point has been implicit, becomes explicit in the use of this language. There is a plain direction to consider the needs of future generations. Paragraph (b)'s reference to safeguarding the life-supporting capacity of air, water, soil, and ecosystems also points not only to the present, but also the future. The idea of safeguarding capacity necessarily involves consideration of what might happen at a later time.

[46] The same approach is requisite under paragraph (c). "Avoiding" naturally connotes an on-going process, as do "remedying" and "mitigating". The latter two words, in addition, imply alteration to an existing state of affairs, something that can only occur in the future.

[47] Each of the components of s 5(2) is, therefore, directed both to the present and the future state of affairs. An analysis of the concepts contained in ss 6 and 7 leads inevitably to the same conclusion. That is partly because the particular directions in each section are all said to exist for the purpose of achieving the purpose of the Act. But in part also, the future is embraced by the words "protection", "maintenance" and "enhancement" that appear frequently in each section. We do not agree with Mr Wylie's argument based on s 7(f). "Maintenance" and "enhancement" are words that inevitably extend beyond the date upon which a particular application for resource consent is being considered.

[48] The requirements of ss 5, 6 and 7 must be complied with by all who exercise functions and powers under the Act. Regional authorities must do so, when carrying out their functions in relation to regional policy statements (s 61) and the purposes of the preparation, implementation and administration of regional plans is to assist regional councils to carry out their functions "in order to achieve the purpose of this Act". Further, the functions of regional councils are all conferred for the purpose of giving effect to the Act (s 30(1)). Consistently with this, s 66

obliges regional councils to prepare and change regional plans in accordance with Part II.

[49] The same obligations must be met by territorial authorities, in relation to district plans. The purpose of the preparation, implementation and administration of district plans is, again, to assist territorial authorities to carry out their functions in order to achieve the purpose of the Act. Similarly, the functions of territorial authorities are conferred only for the purpose of giving effect to the Act (s 31) and district plans are to be prepared and changed in accordance with the provisions of Part II. There is then a direct linkage of the powers and duties of regional and territorial authorities to the provisions of Part II with the necessary consequence that those bodies are in fact planning for the future. The same forward looking stance is required of central government and its delegates when exercising powers in relation to national policy statements (s 45) and New Zealand coastal policy statements (s 56). The drafting shows a consistent pattern.

[50] In the case of an application for resource consent, Part II of the Act is, again, central to the process. This follows directly from the statement of purpose in s 5 and the way in which the drafting of each of ss 6 to 8 requires their observance by all functionaries in the exercise of powers under the Act. Self-evidently, that includes the power to decide an application for resource consent under s 105 of the Act. Moreover, s 104 which sets out the matters to be considered in the case of resource consent applications, began, at the time relevant to this appeal:

(1) Subject to Part II, when considering an application for a resource consent and any submissions received, the consent authority shall have regard to ....

[51] The pervasiveness of Part II is once again apparent. In the case of resource consent applications, reference must also be made to the list of relevant considerations spelled out in paragraphs (a) to (i) of s 104(1). These include: “any actual and potential effects on the environment of allowing the activity” (paragraph (a)), the objectives, policies, rules and other provisions of the various planning instruments made under the Act (paragraphs (c) to (f)) and “any other matters that a consent authority considers relevant and reasonably necessary to determine the application” (paragraph (i)).

[52] Each of these provisions is likely to require a consent authority, in appropriate cases, to have regard to the future environment. Insofar as ss 104(1)(c) to (f) are concerned, that will be necessary where the instruments considered require that approach. If the precedent effects of granting an application are to be considered as envisaged by *Dye v Auckland Regional Council* [2002] 1 NZLR 337 then the future will need to be considered, whether under s 104(1)(d) or s 104(1)(i). As to s 104(1)(a), its reference to potential effects is sufficiently broad to include effects that may or may not occur depending on the occurrence of some future event. It must certainly embrace future events.

[53] Future potential effects cannot be considered unless there is a genuine attempt, at the same time, to envisage the environment in which such future effects, or effects arising over time, will be operating. The environment inevitably changes,

and in many cases future effects will not be effects on the environment as it exists on the day that the Council or the Environment Court on appeal makes its decision on the resource consent application.

[54] That must be the case when district plans permit activities to establish without resource consents, where resource consents are granted and put into effect and where existing uses continue as authorised by the Act. It is not just the erection of buildings that alters the environment: other activities by human beings, the effects of agriculture and pastoral land uses, and natural forces all have roles as agents of environmental change. It would be surprising if the Act, and in particular s 104(1)(a) were to be construed as requiring such ongoing change to be left out of account. Indeed, we think such an approach would militate against achievement of the Act's purpose.

[55] A further consideration based in particular on the provisions concerning applications leads to the same conclusion. When an application for resource consent is granted, the Act envisages that a period of time may elapse within which the resource consent may be implemented. At the time relevant to this appeal, the statutory period was two years or such shorter or longer period as might be provided for in the resource consent (s 125). Consequently, the effects of a resource consent might not be operative for an appreciable period after the consent had been granted. Mr Wylie's argument would prevent the consent authority considering the environment in which those effects would be felt for the first time. Rather, the consent authority would have to consider the effects on an environment which, at the time the effects are actually occurring, may well be different to the environment at the time that the application for consent was considered. That would not be sensible.

[56] Similarly, it is relevant that many resource consents are granted for an unlimited time. That is certainly the case for most land use and subdivision consents (see s 123(b)). Yet it could not be assumed that the effects of implementing the consent would be the same one year after it had been granted, as they would be in twenty years' time.

[57] In summary, all of the provisions of the Act to which we have referred lead to the conclusion that when considering the actual and potential effects on the environment of allowing an activity, it is permissible, and will often be desirable or even necessary, for the consent authority to consider the future state of the environment, on which such effects will occur.

[58] We have not been persuaded to a different view by any of Mr Wylie's arguments based on practical considerations and conflict with other lines of authority. It was his submission that the practical difficulties arising from Fogarty J's judgment would be significant. He contended that to require those administering district plans, and applicants for resource consents, to take account of the potential or notional future environment would be unduly burdensome, and would require them to speculate about what might or might not occur in any particular receiving environment, about what future economic conditions might be, and, possibly about how such future economic conditions might affect future

people and communities. He submitted that this would require a degree of prescience on the part of consent authorities that was inappropriate.
[59] In support of those propositions he referred to *O'Connell v Christchurch City Council* [2003] NZRMA 216, and in particular to what was said by Panckhurst J at [73]:

I also agree with the submission of Mr Chapman for AMI/AMP that an extension of the rule to include potential activities on sites other than the application site would place an intolerable burden on the consent authority when assessing resource consent applications.

[60] The concerns expressed by Mr Wylie about practical difficulties were overstated. It will not be every case where it is necessary to consider the future environment, or where doing so will be at all complicated. Suppose, for example, an application for resource consent to establish a new activity in a built up area of a city. There will be rules which provide for permitted activities and in the vast majority of cases it would be likely that the foreseeable future development of surrounding sites would be similar to that which existed at the time the application was being considered. In such a case, it might be a safe assumption that the environment would, in its principal attributes, be very much like it presently is, but perhaps more intensively developed if there are district plan objectives and policies designed to secure that end. At the other end of the spectrum, if one supposed an application to carry out some new activity involving development in an area which was rural in nature and which was intended to remain so in accordance with the policy framework established by the district plan, then once again it ought not be difficult to postulate the future state of that environment.
[61] Difficulties might be encountered in areas that were undergoing significant change, or where such change was planned to occur. However, even those areas would have an applicable policy framework in the district plan that, together with the rules, would give considerable guidance as to the nature and intensity of future activities likely to be established on surrounding land. In cases such as the present, where there are a significant number of outstanding resource consents yet to be implemented, and uncontested evidence of pressure for development, the task of predicting the likely future state of the environment is not difficult.
[62] The observations made by Panckhurst J in *O'Connell v Christchurch City Council* must be read in context. He was dealing with an appeal from an Environment Court decision overturning a decision by the City Council to grant consent to establish a tyre retail outlet. AMI and AMP occupied multi-storey office premises adjoining the subject site and had appealed to the Environment Court against the Council's decision. When the Environment Court set aside the Council's decision, the applicant for resource consent appealed to the High Court. One of the issues raised on the appeal was a contention that the Environment Court had misapplied the "permitted baseline test" in as much as it had considered the effects of permitted activities on only the subject site and had not considered the effects of permitted activities on adjacent sites as well. At [70] Panckhurst J said:

[70] I accept that the Court did apply the baseline test with reference only to the subject site. That is it compared the proposed activity against other hypothetical activities that could be established on this site as of right in terms of the transitional and proposed plans. Regard was not had to the impact of the establishment of hypothetical activities on a closely adjacent site. Was such an approach in error?

[71] I am not persuaded that it was. This conclusion I think follows from a reading of various decisions where the permitted baseline assessment has been considered in a number of contexts.

[63] The Judge referred to *Bayley v Manukau City Council, Smith Chilcott Ltd v Auckland City Council and Arrigato Investments Ltd v Auckland Regional Council,* and concluded that the required comparison for purposes of permitted baseline analysis is one that is restricted to the site in question. There was nothing in those cases which was consistent with the extension of the test for which the appellant had contended. We have earlier expressed our view that the "permitted baseline" has in the previous decisions of this Court been limited to a comparison of the effects of the activity which is the subject of the application for resource consent with the effects of other activities that might be permitted on the subject land, whether by way of right as a permitted activity under the district plan, or whether pursuant to the grant of a resource consent. In the latter case, it is only the effects of activities which have been the subject of resource consents already granted that may be considered, and the consent authority must decide whether or not to do so: *Arrigato Investments Ltd v Auckland Regional Council*, at [30] and [34]-[35].
[64] We agree with Panckhurst J's observations about the limits of the "permitted baseline" concept, and we also agree with him that the decisions of this Court have not suggested that it can be applied other than in relation to the site that is the subject of the resource consent application. However, it is a far step from there to contend that *Bayley v Manukau City* and the decisions that followed it, dictate the answer on the principal issues to be determined in this appeal. The question whether the "environment" could embrace the future state of the environment was not directly addressed in those cases, nor was an argument in those terms apparently put to Panckhurst J.
[65] It is as well to remember what the "permitted baseline" concept is designed to achieve. In essence, its purpose is to isolate, and make irrelevant, effects of activities on the environment that are permitted by a district plan, or have already been consented to. Such effects cannot then be taken into account when assessing the effects of a particular resource consent application. As Tipping J said in *Arrigato* at [29]:

Thus, if the activity permitted by the plan will create some adverse effect on the environment, that adverse effect does not count in the ss 104 and 105 assessments. It is part of the permitted baseline in the sense that it is deemed to be already affecting the environment or, if you like, it is not a relevant adverse effect. The

consequence is that only other or further adverse effects emanating from the proposal under consideration are brought to account.

[66] Where it applies, therefore, the permitted baseline analysis removes certain effects from consideration under s 104(1)(a) of the Act. That idea is very different, conceptually, from the issue of whether the receiving environment (beyond the subject site) to be considered under s 104(1)(a), can include the future environment. The previous decisions of this Court do not decide or even comment on that issue.
[67] We do not overlook what was said in *Bayley v Manukau City Council* at p 577, where the Court referred to what Salmon J had said in *Aley v North Shore City Council* [1998] NZRMA 361 at 377:

On this basis a consideration of the effect on the environment of the activity for which consent is sought requires an assessment to be made of the effects of the proposal on the environment as it exists.

The Court said that it would add to that sentence the words:

...or as it would exist if the land were used in a manner permitted as of right by the plan.

[68] However, it must be remembered first, that *Bayley* was the case in which the permitted baseline concept was formally recognised, and as we have explained did not deal with the issue which has to be decided in this case. Secondly, it was a case about notification of resource consent applications. The issue that arose concerned the proper application of s 94 of the Act, and the provisions it contained allowing non-notification in cases where the adverse effect on the environment of the activity for which consent was sought would be minor. In that context there could be no need to consider the future environment, because if the effects on the existing environment were not able to be described as minor, there would be no need to look any further.
[69] Mr Wylie referred to other practical difficulties which he illustrated by reference to Fogarty J's decision in *Wilson v Selwyn District Council*. In that case, as in this, Fogarty J held that the term "environment" could include the future environment where the word is used in s 104(1)(a) of the Act. He held further that, to ascertain the future state of the environment it was appropriate to ask, amongst other things, whether it was "not fanciful" that surrounding land should be developed, and to have regard in that connection to what was permitted in a proposed district plan. Because the district plan contemplated the subdivision of neighbouring land as a controlled activity, His Honour held that it was plain that the District Council did not regard it as fanciful that the land in the locality might be subdivided down into smaller sites with increased dwellings. Mr Wylie pointed out that although subdivision was a controlled activity under the proposed plan relevant in that case, and there were no submissions challenging that, there were,

however, submissions challenging the right to erect dwellings, as Fogarty J himself had recorded in [38] of the judgment. Mr Wylie criticised the decision on the basis that it had effectively "pre-empted" the submission process in relation to the district plan. It would also, in his submission, lead to considerable uncertainty.
[70] Mr Wylie further argued that in the present case, some of the remarks made by Fogarty J suggested that the possibility of development pursuant to resource consents for discretionary or even non-complying activities should be taken into account to ascertain the future state of the environment, in advance of such consents being granted.
[71] That is an inference which can arise from what the Judge said at [79]:

In my view Mr Wylie's argument has to depend on the point he has reserved, namely that a consent authority applying s 104 in these circumstances must consider the receiving environment as it exists, and ignore any potential development: whether it be imminent pursuant to existing building consents; or allowed as permitted uses; or potentially allowable as discretionary activity, controlled activity, or non-complying activity. If that is the law, then the judgment by the Environment Court on Other Rural Landscape may be infected with an error of law, in a material way.

[72] Fogarty J noted that the decision of the Environment Court in the present case had rejected an argument that it should take into account the likelihood of future successful applications for discretionary activity consent. At [74] he said:

As noted, the Court did go on to reject taking into account the further subdivision and thus even more houses resulting from successful applications for discretionary activities. It may be noted that that is a more cautious approach than I took in *Wilson and Rickerby*, see [62] and [81].

[73] The reference here to *Wilson and Rickerby* was a reference to the case now reported as *Wilson v Selwyn District Council*.
[74] These observations by the Judge express too broadly the ambit of a consent authority's ability to consider future events. There is no justification for borrowing the "fanciful" criterion from the permitted baseline cases and applying it in this different context. The word "fanciful" first appeared in *Smith Chilcott Ltd v Auckland City Council* at [26], where it was used to rule out of consideration, for the purposes of the permitted baseline test, activities that the plan would permit on a subject site because although permitted it would be "fanciful" to suppose that they might in fact take place. In that context, when the "fanciful" criterion is applied, it will be in the setting of known or ascertainable information about the development site (its area, topography, orientation and so on). Such an approach would be a much less certain guide when consideration is being given to whether or not future resource consent applications might be made, and if so granted, in a particular area. It would be too speculative to consider whether or not such consents might be granted and to then proceed to make decisions about the future

environment as if those resource consents had already been implemented.
[75] It was not necessary to cast the net so widely in the present case. The Environment Court took into account the fact that there were numerous resource consents that had been granted in and near the triangle. It accepted Mr Goldsmith's evidence that those consents were likely to be implemented. There was ample justification for the Court to conclude that the future environment would be altered by the implementation of those consents and the erection of dwellings in the surrounding area.
[76] Limited in this way, the approach taken to ascertain the future state of the environment is not so uncertain as to be unworkable or unduly speculative, as Mr Wylie contended.
[77] Another concern that was raised by Mr Wylie was the possibility of "environmental creep". This is the possibility that someone who has obtained one resource consent might seek a further resource consent in respect of the same site, but for a more intensive activity. It would be argued that the deemed adverse effects of the first application should be discounted from those of the second when the latter was considered under s 104(1)(a). Mr Wylie submitted that if s 104(1)(a) requires that consideration be given to potential use and development, there would be nothing to stop developers from making a number of applications for resource consent, starting with the most benign, and heading towards the most damaging. On each successive application, they would be able to argue that the receiving environment had already been notionally degraded by its potential development under the unimplemented consents.
[78] This fear can be given the same answer as was given in *Arrigato* where the Court had to determine whether unimplemented resource consents should be included within the "permitted baseline". At [35] the Court said:

[35] Resource consents are capable of being granted on a non-notified as well as a notified basis. Furthermore, they relate to activities of differing kinds. There may be circumstances when it would be appropriate to regard the activity involved in an unimplemented resource consent as being part of the permitted baseline, but equally there may be circumstances in which it would not be appropriate to do so. For example, implementation of an earlier resource consent may on the one hand be an inevitable or necessary precursor of the activity envisaged by the new proposal. On the other hand the unimplemented consent may be inconsistent with the new proposal and thus be superseded by it. We do not think it would be in accordance with the policy and purposes of the Act for this topic to be the subject of a prescriptive rule one way or the other. Flexibility should be preserved so as to allow the consent authority to exercise its judgment as to what bearing the unimplemented resource consent should have on the question of the effects of the instant proposal on the environment.

[79] The Environment Court dealt with the implications of the existing resource consents in the present case in a manner that was consistent with that approach. It will always be a question of fact as to whether or not an existing resource consent

is going to implemented. If it appeared that a developer was simply seeking successively more intensive resource consents for the same site there would inevitably come a point when a particular proposal was properly to be viewed as replacing previous proposals. That would have the consequence that all of the adverse effects of the later proposal should be taken into account, with no "discount" given for consents previously granted. We are not persuaded that the prospect of "creep" should lead to the conclusion that the consequences of the subsequent implementation of existing resource consents cannot be considered as part of the future environment.

[80] Three other issues, raised by Mr Wylie in support of his argument that "environment" should be confined to what exists at the time the resource consent application is considered by the consent authority, can be briefly mentioned. First, he suggested that the contrary approach would have the effect of negating the result of cases that have decided that priority as between applicants should be established in accordance with the time when applications are made to a consent authority (*Fleetwing Farms Ltd v Marlborough District Council* [1997] 3 NZLR 257 and *Geotherm Group Ltd v Waikato Regional Council* [2004] NZRMA 1). That argument would only be legitimate if we were to endorse Fogarty J's decision that resource consent applications not yet made but which conceivably might be made, could be taken into account. That is not our view.

[81] Secondly, Mr Wylie contended that to hold that the word "environment" included potential use or development would undermine the decision of this Court in *Dye v Auckland Regional Council* where it had been decided that the grant of a resource consent had no precedent effect in the "strict sense". It is apparent from [32] of that decision, that what was meant by use of the expression "the strict sense" was that one consent authority is not bound by its own decisions or those of any other consent authority. We do not agree that a decision that the "environment" can include the future state of the environment has any implications for what was decided in *Dye*.

[82] Finally, Mr Wylie contended that if unimplemented resource consents are taken into account, then consent applications will fall to be decided on the basis of the environment as potentially affected by other consents. He submitted that this was to all intents and purposes "precedent by another route". We do not agree. To grant consent to an application for the reason that some other application has been granted consent is one thing. To decide to grant a resource consent application on the basis that resource consents already granted will alter the existing environment when implemented, and that those consents are likely to be implemented is quite a different matter.

[83] There is nothing in the High Court's decision in *Rodney District Council v Gould* [2006] NZRMA 217 on the question of cumulative effects which has any implications for the current issue. That decision simply explained what was already apparent from what this Court had decided in relation to cumulative effects in *Dye v Auckland Regional Council* that is, that the cumulative effects of a particular application are effects which arise from that application, and not from others.

[84] In summary, we have not found, in any of the difficulties Mr Wylie has referred to, any reason to depart from the conclusion which we have reached by considering the meaning of the words used in s 104(1)(a) in their context. In our view, the word "environment" embraces the future state of the environment as it might be modified by the utilisation of rights to carry out permitted activity under a district plan. It also includes the environment as it might be modified by the implementation of resource consents which have been granted at the time a particular application is considered, where it appears likely that those resource consents will be implemented. We think Fogarty J erred when he suggested that the effects of resource consents that might in future be made should be brought to account in considering the likely future state of the environment. We think the legitimate considerations should be limited to those that we have just expressed. In short, we endorse the Environment Court's approach. Subject to that reservation, we would answer question 1(a) in the negative.

Question 1(b) - Speculation

[85] The foregoing discussion means this and the subsequent questions can be answered more briefly. The issue raised by this question is whether taking into account the approved building platforms in and near the triangle, was speculative. The process adopted by the Environment Court cannot properly be characterised as having involved speculation. The Court accepted Mr Goldsmith's evidence that it was "practically certain" that the approved building sites in and near the triangle would be built on. Mr Wylie confirmed that there was no issue with the Environment Court's finding of fact on the likelihood of future houses being erected.

[86] However, Mr Wylie argued that the environment against which the application fell to be assessed comprised only the existing environment. If that assertion were correct, he submitted that it followed that the potential effects of unimplemented resource consents were irrelevant.

[87] We have already rejected his contention that the relevant environment was confined to the existing environment. It follows that there is no basis upon which we could find error of law in relation to Question 1(b).

Question 1(c) – Consideration of the permitted baseline

[88] The issue raised by this question is whether the Environment Court had given adequate and appropriate consideration to the application of the permitted baseline. Mr Wylie's argument on this issue proceeded as if the Environment Court had been making a decision about the permitted baseline when it allowed itself to be influenced by its conclusion that the building sites in and around the triangle would be developed. For reasons that we have already given, we do not consider that the receiving environment was properly to be approached on the basis of a "permitted baseline" analysis, as that term has normally been used.

[89] Whatever label is put upon the exercise, Mr Wylie's main contention in this

part of his argument was that there was nothing in the Environment Court's decision to show that it had a discretion of the kind that had been explained by this Court in the decision in *Arrigato Investments Ltd v Auckland Regional Council*, in particular the passage at [35] that we have earlier set out. Mr Wylie submitted that properly understood, the decision in *Arrigato* meant that there was a discretion when it came to the consideration of unimplemented resource consents. Mr Wylie also contended that it was not obvious from the Environment Court's judgment that it was aware that it had that discretion, let alone that it had exercised it.

[90] We do not consider that it is appropriate to describe what is simply an evaluative factual assessment as the exercise of a discretion. Further, we agree with Mr Castiglione that the Council's argument wrongly conflates the "permitted baseline" and the essentially factual exercise of ascertaining the likely state of the future environment. We have previously stated our reasons for limiting the permitted baseline to the effects of developments on the site that is the subject of a resource consent application. On the relevant issue of fact, the Environment Court relied on the evidence of Mr Goldsmith about the virtual certainty of development occurring on the approved building platforms in and around the triangle. There was no error in that approach.

[91] In reality the present question simply raises, in a different guise, the central complaint that the Council makes about the acceptance by both the Environment Court and the High Court that the receiving environment can include the future environment. That issue is not to be approached by invoking the permitted baseline, so the question posed does not strictly arise. We simply answer the question by saying that the issues raised by the Council in this part of the appeal do not establish any error of law by the Environment Court, nor by Fogarty J.

Question 2 – Landscape Category

[92] The Council argued that the Environment Court had wrongly concluded that the landscape category it was required to consider was an "Other Rural Landscape" under the district plan. It was contended that Fogarty J had erred by approving the Environment Court's approach.

[93] The district plan defines and classifies landscapes into three broad categories, "Outstanding Natural Landscapes and Features", "Visual Amenity Landscapes" and "Other Rural". The classification of a particular landscape can be important to the consideration of resource consent applications, because different policies, objectives and assessment criteria apply to land within the different categories.

[94] Landscapes in the "outstanding" category are described in the district plan as "romantic landscapes – the mountains and the lakes – landscapes to which s 6 of the Act applies". The important resource management issues are identified as being the protection of these landscapes from inappropriate subdivision, use and development, particularly where activity might threaten the openness and naturalness of the landscape. With respect to "Visual Amenity Landscapes", the district plan describes them in the following way:

They are landscapes which wear a cloak of human activity much more obviously – pastoral (in the poetic and picturesque sense rather than the functional sense) or Arcadian landscapes with more houses and trees, greener (introduced) grasses and tend to be on the district's downlands, flats and terraces.

The district plan seeks to enhance their natural character and enable alternative forms of development where there are direct environmental benefits of doing so. This leaves a residual category of "other rural landscapes", to which the district plan assigns "lesser landscape values (but not necessarily insignificant ones)".

[95] There was a contest in the Environment Court as to whether the landscape to be considered in the present case was properly categorised as "Visual Amenity" or "Other Rural". In making its assessment as to which classification should apply, the Environment Court plainly had regard to what the landscape would be like when resource consents already granted were utilised. At [32], it said:

We consider that the landscape architects called by the Council and the section 271A parties have been too concerned with the Court's discussion of the scale of landscapes and have not sufficiently addressed the central question in landscape classification, namely whether the landscape, when developed to the extent permitted by existing consents, will retain the essential qualities of a VAL, which are pastoral or Arcadian characteristics. We noted (in paragraph 3) that development of "lifestyle" or "estate" lots for rural-residential living is not confined to the triangle itself.

[96] It then made reference to existing developments in the area finding some to be highly visible and detracting significantly from any "arcadian" qualities of the wider setting. It concluded that the landscape category was Other Rural.
[97] We accept, as Mr Wylie submitted, that in large part that conclusion of the Environment Court was apparently based on the view that it had formed about what the landscape would be like when modified by the implementation of as yet unimplemented resource consents.
[98] In the High Court, Fogarty J recorded the submission that had been made to him by Mr Wylie that, although there was evidence before that Court on which it could have concluded that the landscape was "Other Rural", nevertheless it had reached that conclusion after taking into account, irrelevantly, that the landscape would be developed to the extent permitted by existing consents. Fogarty J held first that this was in effect a repetition of the arguments previously made about faulty baseline analysis. As he did not consider that the Environment Court had made any error in that respect, Mr Wylie's argument could not be sustained. A little later in the judgment, Fogarty J confirmed his view that a landscape categorisation decision could only be criticised if the Court was obliged to ignore future potential developments in the area ([79] of his decision, set out in [29] above).
[99] Mr Wylie repeated in this context his argument that the Court had been

obliged to consider the environment as it existed at the time that it made its decision. That argument must fail for the reasons that we have already given. However, in this Court Mr Wylie developed another argument based not on the relevant statutory provisions, but on provisions of the district plan itself. Mr Wylie's argument was based on Rule 5.4.2.1 of the district plan.

[100] Rule 5.4.2 contains "assessment matters" which are to be considered when the Council decides whether or not to grant consent to, or impose conditions on, resource consent applications made in respect of land in the rural zones. As we have previously noted those assessment criteria vary according to the categorisation of the landscape. Before the actual assessment matters are stated, however, Rule 5.4.2.1 sets out a three-step process to be followed in applying the assessment criteria. It provides as follows:

- **5.4.2.1 Landscape Assessment Criteria – Process**

There are three steps in applying these assessment criteria. First, the analysis of the site and surrounding landscape; secondly determination of the appropriate landscape category; thirdly the application of the assessment matters. For the purpose of these assessment criteria, the term "proposed development" includes any subdivision, identification of building platforms, any building and associated activities such as roading, earthworks, landscaping, planting and boundaries.

Step 1 – Analysis of the Site and Surrounding Landscape

An analysis of the site and surrounding landscape is necessary for two reasons. Firstly it will provide the necessary information for determining a sites ability to absorb development including the basis for determining the compatibility of the proposed development with both the site and the surrounding landscape. Secondly it is an important step in the determination of a landscape category – i.e. whether the proposed site falls within an outstanding natural, visual amenity or other rural landscape.

An analysis of the site must include a description of those existing qualities and characteristics (both negative and positive), such as vegetation, topography, aspect, visibility, natural features, relevant ecological systems and land use.

An analysis of the surrounding landscape must include natural science factors (the geological, topographical, ecological and dynamic components in [sic] of the

landscape), aesthetic values (including memorability and naturalness), expressiveness and legibility (how obviously the landscape demonstrates the formative processes leading to it), transient values (such as the occasional presence of wildlife; or its values at certain times of the day or of the year), value of the landscape to Tangata Whenua and its historical associations.

Step 2 – Determination of Landscape Category

This step is important as it determines which district wide objectives, policies, definitions and assessment matters are given weight in making a decision on a resource consent application.

The Council shall consider the matters referred to in Step 1 above, and any other relevant matter, in the context of the broad description of the three landscape categories in Part 4.2.4. of this Plan, and shall determine what category of landscape applies to the site subject to the application.

In making this determination the Council, shall consider:

(a) to the extent appropriate under the circumstances, both the land subject to the consent application and the wider landscape within which that land is situated; and

(b) the landscape maps in Appendix 8.

Step 3 – Application of the Assessment Matters

Once the Council has determined which landscape category the proposed development falls within, each resource consent application will then be considered:

First, with respect to the prescribed assessment criteria set out in Rule 5.4.2.2 of this section;

Secondly, recognising and providing for the reasons for making the activity discretionary (see para 1.5.3(iii) of the plan [p1/3]) and a general assessment of the frequency with which appropriate sites for development will be found in the locality.

[101] Mr Wylie argued, that even if his argument confining "environment" to the current environment failed, nevertheless in accordance with these district plan provisions it could not be relevant to consider the future environment other than at Step 3. He submitted that for the purposes of Step 1 and Step 2, attention should be focused solely on the current state of the environment.
[102] Mr Castiglione argued to the contrary, suggesting that the words used in Step 1, "...the basis for determining the compatibility of the proposed development with both the site and the surrounding landscape" were apt to refer to proposed development generally within the landscape. We reject that submission. In context, the reference to "the proposed development" must be the development which is the subject of a particular application for resource consent.
[103] But the wording of Steps 1 and 2 does not exclude a consideration of the environment as it would be after the implementation of existing resource consents. Although the second paragraph in Step 1 refers to "existing qualities and characteristics", the words used are inclusive, and there is nothing to suggest that they are exhaustive. The same applies in respect to the last paragraph in Step 1. We do not read the words in either paragraph as ruling out consideration of the future environment. Even if that conclusion were wrong it would be legitimate for the Council to consider the future environment as part of "any other relevant matter", the words used in the second paragraph within Step 2. Further, the second part of Step 2 authorises a broadly based inquiry when it requires the Council to "consider...the wider landscape" within which a development site is situated. There is no reason to read into these words, or any of the other language in Step 2, a limitation of the consideration to the present state of the landscape.
[104] It follows that the future state of the environment can properly be considered at Steps 1 and 2, before the landscape classification decision is made. Neither the Environment Court nor Fogarty J erred and Question 2 should be answered no.

Question 3 – Reliance on Minimum Subdivision Standards in the Rural-Residential zone

[105] In the High Court, the Council had argued that the Environment Court had misconstrued the relevant district plan provisions, and taken into account an irrelevant consideration by referring to the subdivision standards contained in the district plan for the rural-residential zone. The subject site is zoned rural general.
[106] Mr Wylie pointed to three separate paragraphs in the Environment Court's decision where there had been references to the rural-residential provisions of the plan. In [74] of its decision the Environment Court had discussed evidence that had been given about the desire of the developer to create a "park-like" environment. A landscape architect whose evidence had been called by the Council expressed the

opinion that although the proposal would not introduce urban densities, it was not rural in nature. The Court referred to the fact that in the rural-residential zone a minimum lot size of 4,000 square metres and an associated building platform was permitted. It will be remembered that the subject development would comprise allotments varying in size between 0.6 and 1.3 hectares. No doubt with that comparison in mind, the Environment Court expressed the view that the development would provide more than the level of "ruralness" of rural-residential amenity.

[107] The next reference to the rural-residential rules was in [78]. The Environment Court was there dealing with the issue of whether the development would result in the "over-domestication" of the landscape. The Court expressed its view that the proposal could co-exist with policies seeking to retain rural amenity and that while it would add to the level of domestication of the environment, the result would not reach the point of over-domestication. That was so, because the site was in an "other rural landscape", and the district plan considered that rural-residential allotments down to 4,000 square metres retained an appropriate amenity for rural living.

[108] Finally, Mr Wylie referred to the fact that at [92], where the Environment Court was dealing with a proposition that the proposal would be contrary to the district plan's overall settlement strategy, the Court made a reference to the reluctance that it had expressed in a previous decision to set minimum allotment sizes in the rural-residential zone. Mr Castiglione suggested that the Environment Court had made a mistake, and that it had meant to refer to the rural general zone in that paragraph, not the rural-residential zone. We do not need to decide whether or not that was the case.

[109] Having reviewed the various references to the rural-residential in context, Fogarty J held that the Environment Court had not considered an irrelevant matter or committed any error of law in its references to the rural-residential zones. We cannot see any basis to disturb that conclusion. In this Court Mr Wylie contended that Fogarty J's reasoning had been based on the fact that the Environment Court had considered that any "arcadian" character of the landscape had gone. He then repeated the point that that conclusion had turned on the fact that the Court had considered the likely future environment as opposed to confining its consideration to the existing environment. He submitted that the decision was wrong for that reason. We have already rejected that argument.

[110] We do not consider that there was any error of law in the approach of either the Environment Court or the High Court on this issue. Question 3 should also be answered no.

Result

[111] For the reasons that we have given, each of the questions raised on the appeal is answered in the negative. That answer in respect of Question 1(c) must be read in the context that the Environment Court's analysis of the relevant environment was not a "permitted baseline" analysis.

[112] The respondent is entitled to costs in this Court of $6,000 plus disbursements, including the reasonable travel and accommodation expenses of both counsel to be fixed, if necessary by the Registrar.

Solicitors:
Ross Dowling Marquet Griffin, Dunedin for Appellant
Anderson Lloyd Caudwell, Queenstown for First Respondent

BEFORE THE HEARINGS PANEL
FOR THE QUEENSTOWN LAKES PROPOSED DISTRICT PLAN

IN THE MATTER	of the Resource Management Act 1991
AND	
IN THE MATTER	Hearing Stream 06 - Residential chapters

STATEMENT OF EVIDENCE OF PHILIP MARK OSBORNE ON BEHALF OF QUEENSTOWN LAKES DISTRICT COUNCIL

ECONOMICS

14 September 2016

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1. INTRODUCTION

1.1 My name is Philip Mark Osborne. I am an Economic Consultant for the company Property Economics Ltd, based in Auckland. My qualifications include – Bachelor of Arts (History/Economics), Masters in Commerce, a Masters in Planning Practice, and have provisionally completed my doctoral thesis in developmental economics.

1.2 For the past thirteen years I have been an economic property consultant for Property Economics. Previous to this I have been a business analyst to several large firms both here and in Europe. I also taught economics at both the secondary and tertiary level.

1.3 I have recently advised, and currently advise, central government organisations such as the Ministry for the Environment and the Ministry for Business Innovation and Employment as well as local authorities including Christchurch City, Napier City, Auckland Council, Wellington City and Wellington Regional Councils, Waikato Regional Council, and Far North councils in relation to forward planning and resource valuation issues. I also provide consultancy services to a number of large private sector clients in regard to a wide range of property issues, including economic impact assessments, forecasting market growth, determining future land demand for the residential and business sectors, and economic cost-benefit analysis.

1.4 My evidence is provided on behalf of Queenstown Lakes District Council (**Council**) and relates to the efficient, effective and appropriate provision of residential development within the Queenstown Lakes District (**District**) based on the current environment and the potential economic costs and benefits associated with a relative focus on providing the market with more intensified residential opportunities.

1.5 Although this is a Council hearing I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note 2014 and that I agree to comply with it. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I

express, and that this evidence is within my area of expertise, except where I state that I am relying on the evidence of another person.

2. SUMMARY OF EVIDENCE

2.1 The Queenstown Lakes residential market has seen substantial growth over the past 15 years with new household formation at over 5,000 since 2001.

2.2 From 2001 to 2016 it is estimated that demand for residential housing and residential visitor housing rose by nearly 7,000 homes. While new building consents have been buoyant it is estimated that for the 13 year period to 2013 there was a shortfall of approximately 800 homes built in the District.

2.3 As with the national market the District's housing price and sales rate have steadily increased throughout the period with a slight correct following the 2008 Global Financial Crisis (**GFC**). Within 5 years the average house price in the District had achieved pre 2008 prices and has continued to rise at an increasing rate to over $900,000 currently.

2.4 A key statistic in the District's property market is the high level of site sales. Although this would be expected in a District with high growth, the sales levels are materially higher. This would suggest a highly speculative vacant site market that is directing zoned residential land into a tradable commodity. This in itself impacts upon the tools available to the Council in addressing affordability in the District.

2.5 While there is a dearth of properties in the lower price quartile entering the market, the overall affordability for the District's stock is one of the lowest in the country. With only 35% of the resident population owning their own home (and only 8% of the population under 40) finance on an average home is expected to consume over 50% of household income annually and rising.

2.6 By 2045 it is expected that the District will require a further 10,000 to 16,000 new homes to cater for demand, much of this in the bottom

two quartiles as the District becomes increasingly attractive to the national labour force rather than just those with high equity.

2.7 In order to maintain the growing employment base the issue of affordability must be addressed.

2.8 It would appear that the issues facing the District are not primarily the result of insufficient supply of residential land but the development locations and options currently provided by the market. The District has the opportunity to address the issues of affordability and build supply through the increased provision for medium and high density residential development in central locations.

2.9 The intensification of residential activity is often accompanied by both economic costs and benefits. It is important to have consideration for these in the Queenstown Lakes District context.

2.10 The potential economic costs of intensified residential activity include:

(a) Increased construction costs;
(b) Increased congestion;
(c) Property value changes;
(d) Increase in land prices;
(e) Market acceptance and viability; and
(f) Financing.

2.11 However, the District's market has several mitigating factors in relation to these costs including:

(a) A lack of supply in the lower price ranges;
(b) A significant level of properties exhibiting low improvement to capital ratios; and
(c) Significant growth potential.

2.12 These factors are likely to reduce the risks associated with medium and high density developments.

2.13 The economic benefits of residential intensification include:

(a) Improved infrastructure efficiencies;
(b) Reduced transportation costs;
(c) Agglomeration and associated activity benefits;
(d) Lower social infrastructure costs;
(e) Providing more diverse lower cost housing options;
(f) Greater affordability;
(g) Improved land efficiencies; and
(h) Greater levels of ownership.

2.14 Rather than simply adding to the land available for redevelopment, medium and high density residential options offer significant economic benefits in the Queenstown Lakes District context. Many of the potential costs of medium and high density development are already mitigated by the market while appropriate provisions can be applied to minimise the remaining costs. From an economic perspective the encouraging and facilitation of medium and high density residential development in the District will improve community well-being and the economic viability of the District.

3. QUEENSTOWN RESIDENTIAL ENVIRONMENT

3.1 The District's residential market has seen substantial changes over the past 15 years and more extensive change occurring in the last 12 months.

3.2 Between 2001 and 2013 the District has experienced resident growth in the order of 4,500 households net or a 70% growth rate. This compares with a national growth rate of 15% and rates in buoyant markets, such as Auckland, of 20%. This level of growth illustrates several factors that currently exist in the market, including:

(a) The overall attractiveness of the District as a residential location;
(b) Growth in corresponding employment generating a more sustainable residential foundation; and
(c) Relative attractiveness of the District.

3.3 The composition of residential growth in the District over the past 15 years has been relatively balanced with a significant proportion of two parent families and couples making up over 67% of the resident households.

3.4 In terms of dwelling numbers, residential growth plays a significant but not complete role in relation to demand for housing. Holiday homes and usually 'empty' dwellings are a material and increasing proportion of the District's housing market. In 2001, 20% of the housing stock was usually empty with this number rising by nearly 1,500 houses to 2013 (24% of the market). Between household growth rates and empty housing, it is estimated that in the 12 years to 2013 the total demand for housing rose by approximately 5,800 units. Additionally, estimates to 2016 suggest growth of a further 1,000 new households.

3.5 Over the corresponding growth period, residential building consents have totalled 7,000 or 540 per annum. Nationally the average 'realisation' of a residential building consent is approximately 75%. This is likely to be higher in a booming market such as the District, even in light of the likely impact of the 2008 GFC. Additionally, some consents are based on the demolition of existing properties. Given this it is estimated that at least 5,000 new homes were available to the market over the 2001 to 2013 period, this would have resulted in a marginal shortfall of some 800 residential units for that 13-year period. This implies that the District currently has a latent undersupply of residential housing.

3.6 Market trends over the past 15 years have been dramatic with both boom and temperate periods of change. To 2008 the average house price in the District rose by 158% from 2000, reaching $680,000 by the end of 2007. Following the GFC houses prices followed national trends and stabilised only reaching 2008 price level by 2013. Following this stabilisation, prices in the District have continued an upward trend rising a further 34% in the last 3 years.

3.7 This growth rate, which exceeds Auckland's, places the average nominal house price above $880,000, which is second only to

Auckland. While the income profile of the District tracks above that of Otago, this still makes it one of the least affordable areas in the country. At the same time the number of sales in the district remains high with approximately 1,000 sales per annum over the last 4 years.

3.8 An unusual feature of the District's residential property market is the significant level of site sales (sometimes referred to as 'lot or section' sales) that make up the market annually. Due to the rapid residential growth levels it is anticipated that this component of the market would be higher than is normal. However, over the past 10 years site sales have consistently made up approximately 40% of all residential sales. This level of turnover is significant even when allowing for the large proportion of new homes and the expected vacant site turnover. It would appear from this market indicator that there exists a greater than average market in the District for the trading of vacant residential sites as commodities. This level of turnover typically indicates a propensity in the market to buy hold and sell vacant sites.[1]

3.9 Other market factors that currently exist in the District's residential property market include:

(a) high rental values with a median rate of $500 per week for an average 3 bedroom house;
(b) a 35% homeownership rate (for residents 15 years and older), one of the lowest in the country;
(c) the largest fall in homeownership rates at 7.8% between 2006 and 2013;
(d) only 8% of adults under 40 own their own homes;
(e) Wanaka continues to be the fastest growing area both in terms of sales and value;
(f) home loan affordability in Queenstown has fallen over the past year with an average mortgage costing 51.6% of after tax income compared to 45.3% last year; and
(g) rental affordability has remained stable albeit high at 34% of after tax income.

[1] Typically this occurs in a market where capital gain is unusually high and the potential gains on land value outweigh the risk and additional investment required to build on the property.

3.10 In order to ascertain the potential residential capacity within the District, the Council have undertaken the development of the Development Capacity Model (**DCM**). At this stage of development this model has been reviewed through two processes and is currently in the process of a further review that will seek to address any outstanding issues specifically related to the viability of development capacity. Currently, the total residential capacity indicated through the DCM model is in the range of 17,000 to 18,000 dwellings. Of interest to note is that a significant proportion of the development opportunities are located in more dispersed high priced areas that do not cater for a growing proportion of the resident population.

3.11 Growth in the District's market is expected to continue in the two parent families and couples. However, an increasing component of this market is the employment sectors that these new residents make up. An increasing number of new residents are expected to be employed in service sectors where incomes (and ultimately levels of equity) are lower. Therefore, the likely impact on demand will be for more affordable sites and houses.

3.12 As outlined above the District's housing market is a relatively unique one with a significant proportion of visitor housing (over 25%) playing a crucial role in the demand and uptake of residential properties. It is vital that any policies or objectives developed to cater for residential demand also considers growth in this sector.

3.13 The most recent updates to the growth projections for the District illustrate a continued high level of expected residential growth. By 2045, under the medium projections, it is expected that the District will accommodate an additional 20,000 residents, which is an increase of 1.6% per annum of a further 8,500 dwellings. Additionally, under this scenario it is expected that a further 1,700 private residences will be utilised for visitors with commercial accommodation demand increasing 70%.

3.14 High projections have population growth to 2045 at 30,000 residents requiring 13,500 new homes with private visitor homes adding a further 800 dwellings, giving a total of 2,500 dwellings. Under the high growth scenario commercial accommodation demand will rise 100% by 2045.

3.15 There are several potential market shortfalls and risks that are manifest in the District's housing market, not least of which is the affordability rates. As identified, the District has experienced some of the highest (if not in more recent times the highest) capital growth rates in New Zealand. This coupled with relatively low income growth has led to high rental levels, low ownership rates (especially for those adults under 40 years old) and lack of housing options for those in the first and second income quartiles.

3.16 Given the level of vacant sections (in part driven by growth) that are currently traded on the market, land values have seen a significant increase. This is due in part to the fact that these sites are traded rather than developed. The risk that currently exists in the District's housing market is the lack of provision of affordable housing given average income levels, and therefore the ability for the market to accommodate service employees. This impact is compounded by high rental levels.[2]

3.17 It would appear that the issues facing the District are not primarily the result of insufficient supply of residential land but the development locations and options currently provided by the market. The District has the opportunity to address the issues of affordability and build supply through the increased provision for medium and high density residential development in central locations.

4. INTENSIFICATION OF RESIDENTIAL SUPPLY

4.1 There is an increasing body of economic research relating to the benefits pertaining to intensified residential development and the

2 It is worthwhile noting that while regions such as Auckland have seen similar rise in capital value, the rental levels have not grown commensurately.

potential for local planning provisions to realise these benefits within the market.

4.2 While the historical rise of cities is a testament to the inherent benefits afforded the community through intensified activity, changes in transportation, employment locations and flight from badly designed built form has resulted in a dispersal of residential activity in many cities. A classic example of these condition is the city of Detroit. The fall of the inner city and the continual spread of residential suburbs (albeit affluent ones) resulted in a situation where the city could no longer continue to fund infrastructure and subsequently went bankrupt. Although simplified the economic costs and benefits identified in relation to intensified residential activity (even with regard to the District's smaller nominal population) bear out in reality.

4.3 Intensified residential activity not only has the benefit of aggregating infrastructure and thereby reducing its marginal cost, but it also increases land efficiencies. While medium to high density residential zonings may result in greater land values per square metre, the lower land area per residents typically results in a lower cost of land per resident.

4.4 There are a variety of costs and benefits attributable to intensified residential development. It is important to note that the level and realisation of the economic costs and benefits are often linked to these general benefits and rely on such factors as the quality of built form and the level of congestion and existing capacity of infrastructure (often referred to as 'crowding out').

4.5 The environment in which residential development sits in the District is unlikely to be subject to the crowding out of the potential economic benefits of residential intensification.

4.6 Economic costs and benefits typically fall under two categories. The first relates to externalities in the market (either negative or positive) that occur as a result of the intensification. The market would not consider itself when deciding the price and level of intensified housing to provide. The second relates to efficiencies in infrastructure and

public service provision. Infrastructure and public services do not tend to be efficiently priced, meaning that users do not necessarily bear the full costs of the infrastructure they are using.

4.7 In this context, land use regulations can be used to help manage the costs associated with infrastructure provision. For example, planning regulations may enable development in areas with capacity in existing infrastructure networks, while limiting development in areas that lack capacity. This may reduce the costs associated with providing infrastructure or better enable governments to stage the development of new infrastructure.

5. POTENTIAL ECONOMIC COSTS OF INTENSIFIED RESIDENTIAL ACTIVITY IN THE DISTRICT

5.1 Intervention into any market is likely to result in some costs associated with the PDP's ability to redirect at least part of the market. While adherence to many provisions coincide with transactional costs, the provision of greater levels of the Medium Density Residential Zone (**MDRZ**) in the District is unlikely to result in these specific costs. However intensified residential activity is likely to impact upon the potential and level of some costs borne by the community. Examples of these costs are set out below.

Increased construction costs

5.2 While the land cost per unit may decrease typically it is more expensive per square metre to deliver higher density residential product to the market. This increase is dependent on the type of product, but typically ranges from increased propensity for multi-storey dwellings to apartments, and ranges from an additional 10% to over 300%. The District's environment is likely to be at the lower end of this range.

Increased congestion

5.3 The development of greater numbers of residential units within a given geospatial area has the potential to overwhelm existing

infrastructure, therefore decreasing accessibility and increasing its marginal cost. It is fundamental that this is considered in the provision of the MDRZ.

Property value changes

5.4 Changes to built form can impact property values. This cost is directly related to the urban design criteria applied to a higher density location. In terms of the values attributable to property in the District, views and sunlight play a significant role. High level residential densities have the potential to impact upon existing wealth levels through property values if these attributes are not appropriately managed. In the long-run these urban design requirements are likely to improve the overall market acceptance of the product and safeguard existing values.

Increase in land prices

5.5 Providing for the development of additional residential activity on a given site directly impacts upon the value of the site. This value increase is ultimately related to both the level of activity as well as the viability of realising the activity levels provided for. Research into the potential increase in price resulting from a medium density provision in Auckland found a 17% increase in land value.[3] This potential cost is balanced with the potential increase in residential units per site. However, I note that if the increased yield is greater than 17% it is expected that the price of land per residential unit will fall.

Market acceptance and viability

5.6 Rather than a direct cost, this factor relates to two risks in the market. The first is the acceptance of residents for a more intensive product. Market research suggests there is a growing segment of the community that accepts, if not prefers this product.

3 The impact of intensification on Auckland housing valuations, NZIER report to Auckland Council, August 2015

5.7 The second factor relates to supply and the viability of development. It is sometimes difficult and expensive to assemble the land necessary for the sort of comprehensive development that is necessary to achieve lower unit building costs in medium density housing. This leaves insufficient price differential between multi-unit housing and detached dwellings to encourage a shift from the latter to the former. This would simply add to the risks that prospective investors and developers face in today's over-complicated regulatory and conservative commercial environments.

5.8 However, the District's market has several complementary factors:

(a) A lack of supply in the lower price ranges;
(b) A significant level of properties exhibiting low improvement to capital ratios; and
(c) Significant growth potential.

5.9 These factors are likely to reduce the risks associated with medium and high density developments.

Financing

5.10 Once again a potential risk in the market is the willingness of financial institutions to finance higher density developments. This risk is again mitigated through the District's housing market buoyancy and an increasing acceptance in the market for this product type.

6. POTENTIAL ECONOMIC BENEFITS OF INTENSIFIED RESIDENTIAL ACTIVITY IN THE DISTRICT

6.1 There are a variety of potential economic benefits associated with the intensification of residential development both direct and indirect. The potential for these benefits to be realised and their accompanying level are, in part, based on the existing environment in terms of capacity, existing market failure, and a general acceptance of the residential objective. Examples of these economic benefits are explained below.

Improved infrastructure efficiencies

6.2 The aggregation of residential activity into existing areas has the potential to reduce infrastructure costs per dwelling. While this cost is also dependent on the specific sites, a report undertaken in the Auckland Region found that on average medium density development cost 20% less per dwelling than low density development (while high density development was over 30% less).[4]

Reduced transportation costs

6.3 Transportation costs relate only to the costs of travel and congestion as the capital expenditure is accounted for in the infrastructure above. Research has found that consolidated residential activity is less likely to result in congestion and reduces the average distance travelled daily by households. In fact, research undertaken in 2011 found that residents in a compact higher density urban form travelled 20% or only 24VKT's (vehicle kilometres travelled) on a daily basis. This reduced the social costs of private transport consumption.

Agglomeration and associated activity benefits

6.4 From an economic perspective, there are symbiotic efficiencies that can be generated when providing residential intensification opportunities within close proximity to a centre or activity hub, as opposed to general suburban environments.

6.5 A balanced planning regime would have flexibility in the provisions of enabling intensification of activities at appropriate levels in appropriate locations such as centres and in other high amenity areas, or employment and community focal points across the District, so as to ensure that appropriate choices are provided to the market. This 'choice' facilitates not only competition in the marketplace (which is one mechanism to assist managing non-market driven (or artificially constructed) dwelling price growth), but an increased propensity to

[4] Understanding the Costs and Benefits of Planning Regulations: A Guide for the Perplexed (Auckland Council, May 2016) Technical Report 2016/018

realise increased economic efficiencies in the District's urban form, to the benefit of the District and community as a whole.

6.6 In practical terms, the larger the centre or activity hub, the greater the level of economic wellbeing, social amenity and efficiency the centre / activity hub can afford the community. The level of residential intensification around any one particular centre / activity hub should reflect its status within the District Plan, or position within the network hierarchy of the district (i.e. the higher the centre / activity hub status in the district network, the greater the residential intensification opportunity should be provided and economic benefits can be created).

Lower social infrastructure costs

6.7 The provision of community facilities and infrastructure is a social investment. The justification for this investment is the social value that these services and facilities provide to the community. This is considered to be significant enough that they are publicly funded and supplied. The reason they are publicly supplied is because given their social value to an individual is small, the free market would not supply enough of them.

6.8 These facilities include libraries, civic and administrative functions, community centres, public meeting areas, police stations, transport nodes etc. These are generally provided in centres with high activity so as to coincide with residential activity. Simply put the greater the level of activity and accessibility in a centre, the greater the utilisation of such public assets. Not only is profile important for these types of facilities but they are located to make good use of multi-use trips.

6.9 The provision of these facilities are sometimes seen as 'sunk costs', dismissing their relevance and their potential. However, the utilisation of these assets has community value that must be considered when potentially reducing their usage.

6.10 There are two potential effects of reduced usage of community facilities within intensified areas. The first is that the marginal cost

per patron increases thereby reducing efficiency and reducing the social benefits through its provision. The second is that the infrastructure has to be duplicated (even on a small scale) elsewhere, causing significant inefficiencies of community resources. The effects of the efficient operation and provision of these resources are benefits in relation to intensified residential activity.

Providing more diverse lower cost housing options

6.11 While the level of residential sales in the District remains significant there appears to be limited locational options especially when considering the market below $600,000. The provision of increased areas for MDR activity provides greater choice in terms of this subset of the market. This provision also provides a large range of options for residential demand in terms of typology and dwelling size.

Greater affordability

6.12 Given the socio-economic composition of the District, housing affordability is becoming increasingly out of reach for many residents. This is reinforced by the extremely low home ownership rates. The affordability barrier to private housing might be best addressed by redirecting medium density housing options to current owner occupiers. This would then free up second-hand stock in areas and at prices that might enable the growing numbers in the intermediate housing market and young family segments greater ownership opportunities.

6.13 More options for medium density housing in more parts of the District could also reduce investment and development thresholds, as well as increasing the capacity of the market to supply through a proliferation of diverse, quality small and medium developments. However, this implies a significant shift from the sort of development that has dominated the growth of the medium density market over the past decade, and far greater provision for and encouragement of diversity in type, style, and location.

6.14 Affordability itself is directly impacted by the decrease in land cost per residential unit. As outlined above there are additional costs associated with medium and high density development both in terms of the per square metre rate for land and the build costs associated with the dwelling types. Given the type of conditions that exist in the District currently, it is expected that a proportional increase in dwelling capacity (between medium and low density housing) of 30% would result in a potential moderation of housing prices.

Improved land efficiencies

6.15 A key purpose of planning is to produce the most efficient use of an economy's land resource. Planning regulations are designed to control private uses for this resource so as to produce a sustainable long-term outcome. Increasing the level of activity on a given quantum of land provides greater levels of land for other uses. This provision is especially relevant in an environment such as the District where safeguarding of the Outstanding Natural Landscape is so crucial.

Greater levels of ownership

6.16 Given the long-standing cultural, economic, and social commitment to owner occupancy in New Zealand, its association with family and social stability and economic progress, the aspirations of the population, and especially expectations associated with a maturing population, maximising ownership should remain a priority in policies directed at medium and high density housing. Ownership will be achieved more readily in settings which provide for diverse household types, design and location. While policies directed at affordability should ensure that rental levels remain reasonable, it can be argued that their objective should remain focused on facilitating the transition to ownership.

6.17 The current housing market in the District does not provide sufficient opportunities for residents to own their own homes. It has resulted in house prices that have become materially out of reach for the increasing number of employees that have sought to locate here.

6.18 While a significant level of development has occurred over the past 15 years, growth has occurred at a faster rate than the development, out stripped it and is expected to continue to grow both in terms of local resident and visitor demand. While a potential solution appears to be to simply open up greater levels of residential land, the market does not appear to be responding in a manner that would result in a fall in housing prices nor an increase in housing choice. There currently exists a significant market in the District for vacant residential sites that rather than being developed are being traded in an upwardly mobile market.

6.19 A second approach to the current housing situation is the expansion of medium and high density zones as well as height provisions. This approach seeks to provide increased impetus to the market to develop existing sites, which in effect reduces the improvement to capital ratio and increases the viability of medium density development.

6.20 This approach provides for a variety of economic benefits while avoiding many of the potential costs. In any given market, the potential impacts of development are less likely to relate to the relative size of development (to the entire market) but instead to the conditions that exist in the market overall. The District offers a pertinent example with a potential shortfall of only 1,000 homes resulting in housing price increases far in advance of the relative 9% shortfall. So too can a relatively small increase in the viability of medium density residential development have a more than linear impact upon the average house price and composition within the QLD market.

Philip Osborne
14 September 2016

In the Environment Court of New Zealand
Christchurch Registry

I Te Kooti Taiao O Aotearoa
Ōtautahi Rohe **ENV-2019-CHC-**

Under	the Resource Management Act 1991
In the matter of	an appeal under clause 14(1) of the First Schedule of the Act
Between	**Airbnb Australia Pty Limited** Appellant
And	**Queenstown Lakes District Council** Respondent

Notice of appeal by Airbnb Australia Pty Limited

Dated 7 May 2019

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To the Registrar
Environment Court
Christchurch

1 Airbnb Australia Pty Limited ('**Airbnb**') appeals against the decisions of the Queenstown Lakes District Council (the '**Respondent**') on Stage 2 of the Queenstown Lakes District Council Proposed District Plan ('**PDP**').

2 Airbnb made a submission (dated 23 February 2018) and further submissions (dated 27 April 2018) on the PDP.

3 Airbnb is not a trade competitor for the purposes of section 308D of the Resource Management Act 1991 ('**RMA**').

4 Airbnb received notice of the decisions on 21 March 2019.

5 The decisions were made by the Respondent.

6 The part of the decision that Airbnb is appealing relates to the Stage 2 Visitor Accommodation Variation Provisions relating to Homestays and Residential Visitor Accommodation ('**RVA**'). In addition, Airbnb is appealing associated rule 29.8.9 in the Transport Provisions. The particular provisions that Airbnb is appealing are detailed in paragraphs 9 to 17 of this appeal (and identified in **Annexure 1**), and in summary relate to:

a The activity status for Homestays and RVAs in specific zones;

b Specific permitted activity standards, controlled activity standards and Criteria relating to Homestays and RVAs in some zones; and

c Rule 29.8.9 (relating to carparking for RVAs) in the Transport Provisions.

Reasons for the appeal

7 The general reasons for this appeal are that, in the absence of the relief sought, the Respondent's decisions:

a Will not promote sustainable management of resources, and will not achieve the purpose of the RMA;

b Do not promote the efficient use and development of natural and physical resources;

c Are contrary to Part 2 and other provisions of the RMA;

d Will not assist in the reasonably foreseeable needs of future generations being met;

e Will not enable social, economic and cultural wellbeing;

f Do not represent the most appropriate way of exercising the Respondent's functions, having regard to the efficiency and effectiveness of other reasonably practicable options, and are therefore are not appropriate in terms of section 32 and other provisions of the RMA; and

g Establish a complex matrix of rules applying across 13 zones with inconsistencies and no discernible rationale or justification for the differences in the rules between zones.

8 The specific reasons for the appeal are set out below.

Homestay Rules

9 Airbnb generally supports the rules that provide for Homestays as a permitted activity in all zones (subject to compliance with the relevant development standards). However, Airbnb opposes the following development standards:

a *The requirement for one carpark to be provided per Homestay room used, in accordance with parking requirements in 29.8.9*:[1] No expert evidence was presented to the Hearing Panel that there is a parking issue in any of the zones in the Queenstown Lakes District or that Homestays generate more demand for carparking than other residential uses. The parking requirements to be applied to Homestays are considerably more onerous than the parking standards that apply to other residential uses. For example, in the High Density zone, the minimum carparking requirement is 0.25 per flat/studio/one bedroom unit, and 0.5 per studio/ unit for all other units.

b *The restriction on vehicle movements by heavy vehicles, coaches or buses to and from the site*:[2] No expert evidence was presented to the Hearing Panel of any adverse effects from heavy vehicles, coaches or buses directly associated with vehicles picking up and dropping off guests from Homestays

[1] Refer Lower Density Suburban Residential (7.5.19.2), Medium Density Residential (8.5.18.2), High Density Residential (9.5.15.2), Arrowtown Residential Historic Management (10.5.10.2), Large Lot Residential (11.5.14.2), Business Mixed Use (16.5.13.2), Jacks Point (41.5.1.13.3), Waterfall Park (42.5.10.3) and Millbrook (43.5.15.3).
2 Low Density Suburban Residential (7.5.19.3), Medium Density (8.5.18.3), High Density (9.5.1.5.3), Arrowtown Residential Historic Management (10.5.10.3), Large Lot Residential (11.5.14.3), Business Mixed Use (16.5.13.3), Jacks Point (41.5.13.4), Waterfall Park (42.5.10.4), and Millbrook (43.5.15.4).

in any of the residential zones (but particularly the lower density zones where residential development is more spread out). There is also ambiguity as to whether "heavy vehicles" would include a prohibition on delivery trucks (for example, supermarket delivery trucks, LPG gas, rubbish collection trucks etc). In addition, it would be extremely difficult, if not impossible, to monitor and enforce a complete prohibition in relation to heavy vehicles visiting Homestays.

c *The restriction on Homestay guests occupying more than one residential unit on a site at the same time*:[3] Given the restriction on the maximum number of Homestay guests per night per property, the restriction on where such guests are staying within a site serves no useful purpose. It is not clear why this additional restriction has been applied in relation to the Jacks Point, Waterfall Park and Millbrook zones. The Hearing Panel's recommendation noted that, in relation to low and medium density zones, "we do not consider the potential for adverse effects on residential character and amenity values would be influenced by both a residential unit and a residential flat on a site being used for homestay guests at the same time."[4] The Hearing Panel goes on to justify this by reiterating that there is already the requirement for permanent residents to be on the site, plus the limitation on guest numbers.[5] The densities in the Jacks Point, Waterfall Park and Millbrook zones are similar to the low and medium density zones, and it is unclear why the Hearing Panel did not apply the same rationale to these zones.

d *The inclusion of a maximum of 3 paying guests per night (in relation to the Jacks Point Zone rule 41.5.13.2)*: The limit of 3 paying guests in the Jacks Point Zone is inconsistent with all the other zones which permit a maximum of 5 paying guests. There is no reason for a reduction from 5 to 3 paying guests in this zone. The Hearing Panel's recommendation noted that a limit of 5 paying guests (as opposed to 3) is appropriate for low and medium density zones (which are similar to the Jacks Point zone in terms of densities).[6] The Hearing Panel considered whether there was any benefit in reducing the number of guests to 3 in any zone but noted that the costs of reduced diversity of accommodation options for visitors, reduced economic and social benefits for Homestay hosts and associated service providers, and the additional resource consenting costs were not outweighed by the

3 Refer Jacks Point (41.5.13.1), Waterfall Park (42.5.10.1), and Millbrook Zone (43.5.15.1).
4 Report and Recommendations of Independent Commissioners Regarding Chapters 25, 29, 31, 38, and Visitor Accommodation, paragraph 140.
5 Ibid.
6 Report and Recommendations of Independent Commissioners Regarding Chapters 25, 29, 31, 38, and Visitor Accommodation, paragraph 88.

indeterminate benefits for residential amenity, given the lack of any clear evidence.[7]

10 Airbnb also opposes the rules that result in Homestays that do not comply with the permitted activity standards defaulting to a restricted discretionary, discretionary, or non-complying activity status.[8] Non-compliance with the permitted activity standards for Homestays should instead result in the Homestay defaulting to a controlled activity status. The objectives and policies for each zone clearly anticipate Homestays in all zones provided that the adverse effects that differentiate them from residential activities are managed. Any potential adverse effects from Homestays can be controlled via appropriate conditions.

11 Airbnb opposes the following matters of control for Homestays that are controlled activities:

a *Location nature and scale of activities*:[9] This criteria is extremely broad, and lacks certainty. The rules do not provide any guidance as to what scale of Homestay activities is appropriate and in which areas.

b *Noise, rubbish and outdoor activities:*[10] Noise within each zone is controlled by the rules in Chapter 36 (rules 36.5.1 to 36.5.4). The rules for each zone have been specifically drafted to ensure that an acceptable level of amenity is maintained appropriate to that zone. There is no justification for imposing more stringent noise conditions on dwellings that are operating as a Homestay. Similarly, there is no justification for imposing additional conditions in relation to rubbish and outdoor activities. It is not clear what "rubbish" effects the Council seeks to control or manage or how outdoor activities would be controlled and differentiated between outdoor activities undertaken as part of the residential use of the residential unit. The only potential effect from outdoor activities is noise and as already noted, the noise controls for each zone already apply to Homestays.

c *The provision of screening, in relation to carparking*:[11] There are no rules requiring the screening of parking in any of the residential zones. It is not clear why different rules should apply to Homestays than for other residential

7 Ibid.
8 Refer Lower Density Suburban Residential (7.5.19), Medium Density Residential (8.5.18), High Density Residential (9.5.15), Arrowtown Residential Historic Management (10.5.10), Large Lot Residential (11.5.14), Rural Residential and Rural Lifestyle (22.5.15), Gibbston (23.5.13), and Jacks Point (41.5.1.13).
9 Refer Business Mixed Use (16.5.13(a)), Rural (21.9.5(a)), Wakatipu Basin (24.5.22 (a)), Waterfall Park (42.5.10(a)), Millbrook (43.5.15(a)).
10 Refer Business Mixed Use (16.5.13(c)), Rural (21.9.6(b)), Waterfall Park (42.5.10(c)), Millbrook (43.5.15(c)), and Wakatipu (24.5.22(b)).
11 Refer Business Mixed Use (16.5.13(b)), Waterfall Park (42.5.10(b)), Millbrook Zones (43.5.15(b)).

uses. There is no guidance in the PDP as to what type of screening is necessary or what purpose it should serve.

RVA Activity Status and Standards

12 RVA is a permitted activity in the High Density Residential (9.4.4), Business Mixed Use (16.4.2), Rural (21.4.15), Rural Residential and Rural Lifestyle (22.4.7), Gibbston Character (23.4.21), Wakatipu Basin (24.4.15), Jacks Point (41.4.1.9), Waterfall Park (42.4.13), and Millbrook (43.4.26) zones, subject to compliance with development standards.

13 In contrast, RVA is a controlled activity in the Lower Density Suburban Residential (7.4.5), Medium Density Residential (8.4.7A), Arrowtown Residential Historic Management (10.4.5A), Large Lot Residential (11.4.5) and Jacks Point Zone in the Village and Education Activity Areas (41.4.2.1) zones, subject to compliance with development standards. These lower density zones containing larger lots are generally less susceptible to the very effects the Hearing Panel was seeking to control (such as noise and parking) than the High Density or Business Mixed Use zones where there is a higher residential development density. In the lower density zones, the zone purpose states that "*low intensity use of residential units, including residential flats, to accommodate paying guests is enabled where the predominant residential character of the environment is retained and the residential amenity values of nearby residents are maintained.*"[12] Accordingly, RVA should be provided for as a permitted activity in all zones subject to compliance with appropriate development standards (as outlined in paragraph 14 below). Making RVA a permitted activity subject to standards that address any potential effects on amenity values more appropriately achieves the outcomes that are clearly set out in the purpose of the zones.

14 In relation to the permitted activity standards for RVAs, Airbnb does not object to the requirements to notify Council prior to commencement of the RVA, or keep records. However, Airbnb opposes the following RVA permitted activity standards:

a *The maximum of a cumulative total of 90 nights occupation by paying guests on a site per 12 month period*:[13] The 90 night threshold is an arbitrary limit that lacks rationale or any supporting expert evidence that demonstrated

[12] Zone Purpose in 7.1, 8.1, 10.2, 11.1.
[13] Refer Lower Density Suburban Residential (7.5.18.1), Medium Density Residential (8.5.17.1), High Density Residential (9.5.14.1), Arrowtown Residential Historic Management (10.5.9.1), Large Lot Residential (11.5.13.1), Business Mixed Use (16.5.12.1), Rural (21.9.5.1), Rural Residential and Rural Lifestyle (22.5.14.1), Gibbston Character (23.5.12.1), Wakatipu Basin Rural Amenity (24.5.20.1 and 24.5.21.1).

why it was necessary. The Hearing Panel acknowledged the arbitrariness of the limit and that "it doesn't seem to be easy to find a clear "effects basis" for any threshold".[14] Airbnb considers that the limit of 90 nights is too low and should be increased to 120 nights. 120 nights allows for RVAs to be rented during school holidays and less than half the weekends during the year. A limit of 120 nights would still ensure that the dwelling is rented for no more than a third of the year.

b *The limit of a cumulative total of 42 nights of occupation by paying guests on a site per 12 month period in the Jacks Point Zone (41.5.1.12.1).* No justification has been provided for this for a lower night limit in this zone. Airbnb considers that a 120 night limit should apply for the reasons outlined in paragraph 14 (a) above.

c *The restriction on vehicle movements by heavy vehicles, coaches or buses to and from the site:*[15] Airbnb opposes this development standard for the same reasons listed in paragraph 9(b) above.

d *The requirement to comply with the minimum parking requirements in Chapter 29 Transport:*[16] Compliance with the minimum parking requirements in Chapter 29 Transport is appropriate for new residential unit (that may in the future be used for RVA). The construction of any new dwelling would trigger a requirement to comply with the parking rules in any case. Existing residential dwellings that are being used for RVA may not meet the parking requirements but may have existing use rights. There is no evidence that RVA generates more demand for parking than other residential activities. The development standard should be redrafted to make it clear that compliance with the parking standards only applies only to new residential units.

e *The requirement for smoke alarms to be installed in accordance with the Residential Tenancies (Smoke Alarms and Insulation) Regulations 2016:*[17] Airbnb agrees that smoke alarms should be installed in all dwellings as a matter of good practice. Airbnb highly encourages its hosts to install smoke

[14] Refer Report and Recommendations of Independent Commissioners Regarding Chapters 25, 29, 31, 38, and Visitor Accommodation Paragraph 97.
[15] Refer High Density Residential (9.5.14.2), Business Mixed Use (16.5.12.2), Jacks Point (41.5.12.2), Waterfall Park (42.5.9.2), and Millbrook (43.5.14.2) zones.
[16] Refer Lower Density Suburban Residential (7.5.18.3), Medium Density Residential (8.5.17.3), High Density Residential (9.5.14.3), Arrowtown Residential Historic Management (10.5.9.3), Large Lot Residential (11.5.13.3), Business Mixed Use (16.5.12.3), Jacks Point (41.5.1.12.3), Waterfall Park (42.5.9.3) and Millbrook (43.5.14.3) zones.
[17] Refer High Density Residential (9.5.14.6), Business Mixed Use (16.5.12.6), Rural (21.9.5.4), Rural Residential Lifestyle (25.5.14.4), Gibbston Character (23.5.12.4), Wakatipu Basin Rural Amenity (24.5.20.4 and 24.5.21.4), Jacks Point (41.5.1.12.6), Waterfall Park (42.5.9.6) and Millbrook (43.5.14.6) Zones.

alarms, and has a program that entitles each host to one free smoke alarm. While the Regulations do not apply to holiday accommodation, the installation of smoke alarms is addressed through the specific requirements in the Building Act 2004 and the Building Code, not under the RMA.

15 RVAs that do not comply with the permitted activity standards should default to a controlled activity not restricted discretionary[18] or discretionary.[19] All the potential effects generated by RVAs can be controlled by conditions including limits on the number of nights per year and the number of occupants per dwelling. Airbnb also opposes the following matters of control for RVAs:

a *The location, nature and scale of activity/scale of the activity, including the number of guests on site per night:*[20] This matter of control is extremely broad, and lacks certainty. The PDP does not provide any guidance as to what scale of RVA activities is appropriate or in which locations.

b *The management of noise, use of outdoor areas/outdoor activities, rubbish and recycling:*[21] Airbnb opposes this matter of control for the same reasons set out in paragraph 11(b) above.

c *The location, provision, use and screening of carparking:*[22] Airbnb opposes this matter of control for the same reasons provided in 11(c) above.

d *Compliance with the Building Code as at the date of the consent:*[23] Compliance with the Building Code is enforced under the Building Act 2004 and is not something that is, or should be, regulated under the RMA.

e *Health and safety provisions in relation to guests:*[24] Health and safety matters (such as fire safety and building compliance) are regulated under the Building Act 2004 and the Building Code. It is unclear what additional matters, if any, Council is aiming to control or what kinds of conditions could

[18] Refer Lower Density Suburban Residential (7.5.18), Medium Density Residential (7.5.18), High Density Residential (9.5.14), Arrowtown Residential Historic Management (10.5.9), Large Lot Residential (11.5.13).
[19] Refer Rural Residential and Rural Lifestyle (22.5.14), Gibbston Character (23.5.12), Wakatipu Basin Rural Amenity (24.5.21), Jacks Point (41.5.1.1).
[20] Refer Lower Density (7.4.5(a)), Medium Density Residential (8.4.7A(a)), Arrowtown Management (10.4.5A(a)), Large Lot Residential (11.4.5(a)), Business Mixed Use (16.5.12(a)), Rural (21.9.5(a)), Wakatipu Basin (24.5.20(a)), Waterfall Park (42.5.9(a)), Millbrook (43.5.14(a))
[21] Refer Lower Density (7.4.5(b)), Medium Density Residential (8.4.7A(b)), Arrowtown Management (10.4.5A(b)), Large Lot Residential (11.4.5(b)), Business Mixed Use (16.5.12(c)), Rural (21.9.5(b)), Wakatipu Basin (24.5.20(b)), Waterfall Park (42.5.9(c)), Millbrook (43.5.14(c))
[22] Refer Lower Density (7.4.5(c)), Medium Density Residential (8.4.7A(c)), Arrowtown Management (10.4.5A(c)), Large Lot Residential (11.4.5(c)), Business Mixed Use (16.5.12(b)), Waterfall Park (42.5.9(b)), Millbrook (43.5.14(b)).
[23] Refer Lower Density (7.4.5(d)), Medium Density Residential (8.4.7A(d)), Arrowtown Management (10.4.5A(d)), Large Lot Residential (11.4.5(d)), Business Mixed Use (16.5.12(d)), Rural (21.9.5(c)), Wakatipu Basin (24.5.20(c)), Waterfall Park (42.5.9(d)), Millbrook (43.5.14(d)).
[24] Refer Medium Density Residential (8.4.7A(e)), Arrowtown Management (10.4.5A(e)), Large Lot Residential (11.4.5(e)), Business Mixed Use (16.5.12(e)), Rural (21.9.5(d)), Wakatipu Basin (24.5.20(d)), Waterfall Park (42.5.9(e)), Millbrook (43.5.14(e)).

properly be imposed under the RMA in relation to 'health and safety matters'.

f *Guest management and complaints procedures*:[25] It is not clear what effects Council is seeking to control or what kinds of conditions Council envisages it may impose in relation to this matter.

Objectives and policies

16 Airbnb generally supports the objectives and policies within the Visitor Accommodation Variations. However, Aribnb considers that the following policy should be added to the Medium Density Residential zone (Chapter 8):

Provide opportunities for low intensity residential visitor accommodation and homestays as a contributor to the diversity of accommodation options available to visitors and to provide for social and economic wellbeing.

17 This policy is in the Lower Density Suburban Residential (policy 7.2.8.4), Arrowtown Residential Historic Management (policy 10.2.5.4), and Large Lot Residential (policy 11.2.3.4) zones. There is no reason why it should not also be included in the Medium Density zone.

Relief sought

18 Airbnb seeks the following relief:

a The amendments set out in **Appendix 1** of this appeal; and

b Such further additional or alternative relied and consequential or ancillary changes that give effect to the concerns set out in this appeal.

19 Airbnb attaches the following documents to this notice:

a The relief in **Appendix 1**;

b A copy of Airbnb's submission and further submissions on the PDP in **Appendix 2**.

c A copy of Stage 2 Visitor Accommodation Variation Provisions of the PDP (decisions version) in **Appendix 3**;

[25] Refer Lower Density Suburban Residential (7.4.5(f)), Medium Density Residential (8.4.7A(f)), Arrowtown Residential Historic Management (10.4.5A(f)), Large Lot Residential (11.4.5(f)), Business Mixed Use (16.5.12(f)), Rural (21.9.5(e)), Wakatipu Basin (24.5.20(e)), Waterfall Park (42.5.9(f)) and Millbrook (43.5.14(f)).

d A copy of Stage 2 Chapter 29 Transport of the PDP (decisions version) in **Appendix 4**;

e A copy of the Report 19.2 Visitor Accommodation in **Appendix 5**;

f A list of names and addresses of persons to be served with a copy of this notice in **Appendix 6**.

Dated 7 May 2019

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Plan Change 23 – Visitor Accommodation and Residential Amenity in the High Density Residential Zone

Discussion Paper on Residential Coherence
Hill Young Cooper Ltd
28 April 2008

Introduction

This paper has been prepared to assist with the investigations associated with the role of visitor accommodation developments in the residential zones of the Queenstown Lakes District.

A key driver of this project is the extent to which the current residential zones are protecting residential coherence and whether the mixing of visitor accommodation and residential developments, as is possible under the QLDC District Plan, is conducive - in the long run - to promoting sustainable residential areas.

Operative policies in the Partially Operative District Plan emphasis the role of the residential zones of the district in providing for a stable residential environment. For example Policy 3.1 refers to the need:

To protect and enhance the cohesion of residential activity and the sense of community and well being obtained from residential neighbours.

In relation to Queenstown residential zones, the following statements are made:

7.2.3 To provide for non-residential activities in residential areas providing they meet residential amenity standards and do not disrupt residential cohesion

7.2.4 To ensure the scale and extent of any new Visitor Accommodation in the residential areas does not compromise residential amenity values.

In Wanaka, the words “social wellbeing” are added to the policy relating to non-residential activities.

The explanation and reasons reinforce the importance of stability in providing liveable neighbourhoods for residents:

"The effect on community cohesion and hence wellbeing, arises from the removal of permanent residents as much as from the visual disruption and loss of amenity caused by the establishment of these (non-residential) activities".

The approach of the QLDC District Plan at the policy level is similar to that of other plans. Christchurch City District Plan seeks to retain the dominance of residential activities in

residential areas. In particular this Plan recognises the adverse effect on residential coherence of a residential site being left with no residential neighbours, for example.

While it is acknowledged that in Queenstown and Wanaka there has been a history of holiday and second homes which has meant that residential areas are often only partly occupied during the year, with a scattering of permanent residents in neighbourhoods that can sometimes be largely empty, this pattern is changing as a larger population becomes established in the district. There is also a significant difference between an occasionally used holiday home and a permanently used visitor accommodation development in terms of impacts on feelings of residential coherence.

Currently the QLDC District Plan defines visitor accommodation as a form of residential development, whereby the principle difference between the two forms of development is perceived to be the length of stay (i.e. temporary / transient versus permanent). It can be questioned whether this classification of visitor accommodation as a non-commercial activity is correct.

The potential impact of visitor accommodation on residential coherence is recognised by the Plan in relation to suburban areas - the low density residential zone - but not in relation to the higher density zones.

Experience since the Plan was prepared and visitor accommodation units have been extensively developed in the HDRZ in the Queenstown area suggest that the differences between temporary and permanent forms of residential development are more profound and have a particular affect on residential coherence in higher density zones.

In Wanaka there is a larger representation of holiday and second homes that means that permanent residents are more accepting of large number of houses that are only temporarily occupied. However consultation on the Issues and Options paper identified that there is concern that development trends will see overtime, increasingly larger and more intensive visitor accommodation developments. Thus, it is reasonable to say that for Wanaka, for the meantime, residential coherence means something different to Queenstown. The concept is perhaps more associated with the look and feel of the place – its more spread out, suburban pattern. However as the settlement develops, it likely that residential coherence will take on a meaning closer to that associated with other more built up areas.

Defining residential coherence

There are no accepted definitions of residential coherence. As is explained in the Queenstown Lakes District Plan, generally the term is used to mean an intact neighbourhood that is not eroded by non-residential activities.

Residential coherence can be seen as one aspect of what makes a socially sustainable community. For example the following UK discussion of social sustainability[1] notes that a number of physical elements support or foster a healthy social environment, along with equitable access to services and facilities:

> *Literature on the wider concepts around ideas of social sustainability (such as social, capital, social cohesion and social exclusion), indicates that the following dimensions are ... likely to be significant in helping to sustain local communities and neighbourhoods:*
>
> *· Interaction in the community/social networks.*
>
> *· Community participation.*
>
> *· Pride/sense of place*
>
> *· Community stability*
>
> *· Security (crime).*

The physical dimensions of stability, sense of place and safety are therefore important aspects of residential coherence. These dimensions strongly relate to people knowing who lives next door, and who do not experience a constant flow of strangers (such as tourists or visitors). In neighbourhoods where informal contact between residents who know each other is high, streets tend to be safer and people are happier with their surroundings. Networks are also stronger.

To be effective, stability needs to be provided at both the site and neighbourhood level. It is not just the neighbouring site which is important to feelings of coherence; people also need to feel that they are part of a wider neighbourhood that is stable and liveable.

Relevant physical factors that contribute to coherence and liveability include:

- Some sense of "boundedness" or edges to the neighbourhood, whether these be formed by topography or busy main roads, and where there is some common focus, such as orientation to a view or proximity to an open space. This helps to create a sense of place, - a neighbourhood with some sense of identity and legibility to it

- A domestic built form whereby each unit has its own sense of address, even if it is part of a larger complex, such as front doors and porches orientated to streets, and where individuality is expressed through varying adornments, landscaping and paint

[1] WHAT IS 'SOCIAL SUSTAINABILITY', AND HOW DO OUR EXISTING URBAN FORMS PERFORM IN NURTURING IT?, Glen Bramley, Professor of Urban Studies, School of the Built Environment, Heriot Watt University,

finishes, and there is access to open space (both private gardens as well as public reserves), as well as daylight and sunlight. These factors also help to promote identity, informal interaction and safety - “eyes on the street”.

In summary, residential coherence can be defined as being made up of the following elements:

- Stability – where the rate and scale of the incursion of non-residential activities is limited so that the majority of residents have other permanent residents as neighbours (owner occupiers or longer term renters)

- Character – more domestic forms of development prevail, even if they are at a higher density, and where there are clear signs of permanent occupation, with an integration of the built and open spaces (gardens, trees and open spaces)

- Identity – there is a sense of containment to the neighbourhood, such as not being cut in two by a busy main road, and where there is some sense of common identity in terms of relationship to views, open spaces and orientation which offer reasonable access to daylight and sunlight.

In relation to the suburban, lower density zones of the District, these attributes are usually clearly visible, and it is easier to judge the effect of visitor accommodation on residential coherence. The usual issues for visitor accommodation are scale and intensity, with the more difficult issue being the incremental effect of gradual changes tilting the balance away from stability. In this regard, the Issues and Options paper suggested some sort of threshold on the extent of visitor accommodation within low density areas. In Wanaka, this threshold would need to recognise the already mixed nature of the settlement, with the interspersion of holiday and second homes with permanent homes being an accepted feature.

The high density residential zone in the Queenstown area presents a much more complex picture. Visitor accommodation is more prominent and it is harder to see a loss of residential coherence, given that the zone encourages a change of character towards more intensive building formats. Obviously in the context of the Higher Density Residential Zone, the change to the density and scale of development is to be expected, and across the zone stand-alone houses will be replaced by town houses, terrace houses and apartment type complexes. While building forms will change, this does not mean that residents will seek a less coherent residential environment. In fact, if anything a more cohesive environment needs to be offered to attract permanent residents to more intensive living environments.

Higher density residential zones are a common feature of many urban district plans. When first proposed such zones where generally seen to offer choice to homeowners and renters, whereby people wishing to locate close to activities and in housing forms

that required less maintenance would be willing to accept a more inner city lifestyle with a greater mix and flux of activities. Essentially there was perceived to be a trade off where the disbenefits of living close to other people and other activities would be off set by the benefits of the proximity to more "vibrant" areas. A mixing of visitor accommodation and permanent residential development was consistent with this view.

Experience from Queenstown, as well as larger metropolitan areas suggests that higher density residential environments are likely to be much more sensitive to the disbenefits of close living than first thought, particularly for residents looking for permanent residential opportunities. Numerous surveys of residents of more intensive inner city neighbourhoods have shown that the benefits of close proximity to services can be quickly outweighed by the impacts of poor design, particularly a lack of green space, limited private outdoor space, conflicts over parking, maintenance and noise and high levels of churn in the development (people not staying for long).

A 2005 report on the Social Implications of Intensive Housing[2] prepared for the Auckland Regional Council reviewed a number of surveys of resident's attitudes to living in intensive developments. The report noted the following:

"When asked to consider what aspects residents liked and disliked about the development they were in, the overall balance of responses was about equal in terms of positive and negative responses.

The most common positive responses ranked in order were:
1. Location – access to services.
2. Safety and security.
3. Community identity and cohesion.
4. Lifestyle – low maintenance.
The most common negative responses ranked in order were:
1. Noise.
2. Parking – especially for visitors.
3. Design and amenity.
4. Privacy.

In a smaller settlement like Queenstown and Wanaka, the benefits of more intensive housing being close to services is only marginal, compared to the benefits that are experienced in a larger metropolitan district. Equally the benefit derived from a sense of community was typically associated with larger purpose built developments that offered some form of shared amenity (e.g. pool).

It can be reasonably claimed that the inter mixing of visitor accommodation with residential development tends to reduce the benefits and increase the disbenefits listed, as viewed from the residents perspective. Community cohesion is reduced, noise and parking issues tend to increase and there is a reduced feeling of safety. Along these lines, the Issues and Options Paper for PC23 and feedback to it identified the following

[2] Social Implications of Intensive Housing in the Auckland Region, Synchro Consulting and Hill Young Cooper Ltd.

factors in terms of residential cohesion and the potential impact of visitor accommodation on cohesion:

- loss of neighbours/residential feel – feeling of not being in a stable neighbourhood and uncertainty about where the area is "headed" if there is a constant expansion of visitor accommodation developments
- Reduced sense of safety from more strangers about, not knowing neighbours, large number of empty units during off peak times leading to a sense of isolation.
- The loss of a domestic feeling to the built form. Larger building masses with a uniform appearance tend to dominate. The individuality created by owners or long term renters adding features to their houses or gardens is lost as complexes are managed by the same organisation and occupiers stay for only a few nights.

In a high density setting, these effects have a particularly corrosive effect on residential coherence.

It is apparent from many cities that the more successful higher density residential areas are ones that strongly display the characteristics set out above – that is, they are an identifiable pocket or area where there is a sense that residential uses are and will predominate into the future and there is close association with high quality open spaces helping to off set the greater proximity to neighbours. As just one example, in the Auckland CBD, residential pockets around Emily Place (an inner city green space) and parts of the waterfront have prospered as stable residential areas despite the influx of larger apartments developments aimed at the rental / investor market that have created unsettled conditions in many other parts of the CBD.

As demand rises for more intensive residential living arrangements (partly in response to changing demographics, increased housing and transport costs and changing lifestyles) it will be very important that quality intensive living environments are offered for residents.

Measuring and identifying residential coherence

While any discussion of residential coherence is subjective and a matter of judgement, the project requires the identification of those parts of the HDRZ that are likely to offer stable residential areas with a high degree of coherence.

The above factors that contribute towards residential coherence could be measured by a number of indicators. These indicators could include:

- Stability – the % of owner occupiers with a neighbourhood and the % of units or sites already devoted to visitor accommodation developments.

- Built form / character – the extent to which the current character of the area presents a non-domestic appearance as referenced by a character study.

- Neighbourhood identity – whether the neighbourhood offers features which will attract permanent residents such as not being on a main road, traffic speeds and volumes are controlled by the road layout and there is a relationship to open space, views and adequate levels of sunlight and daylight.

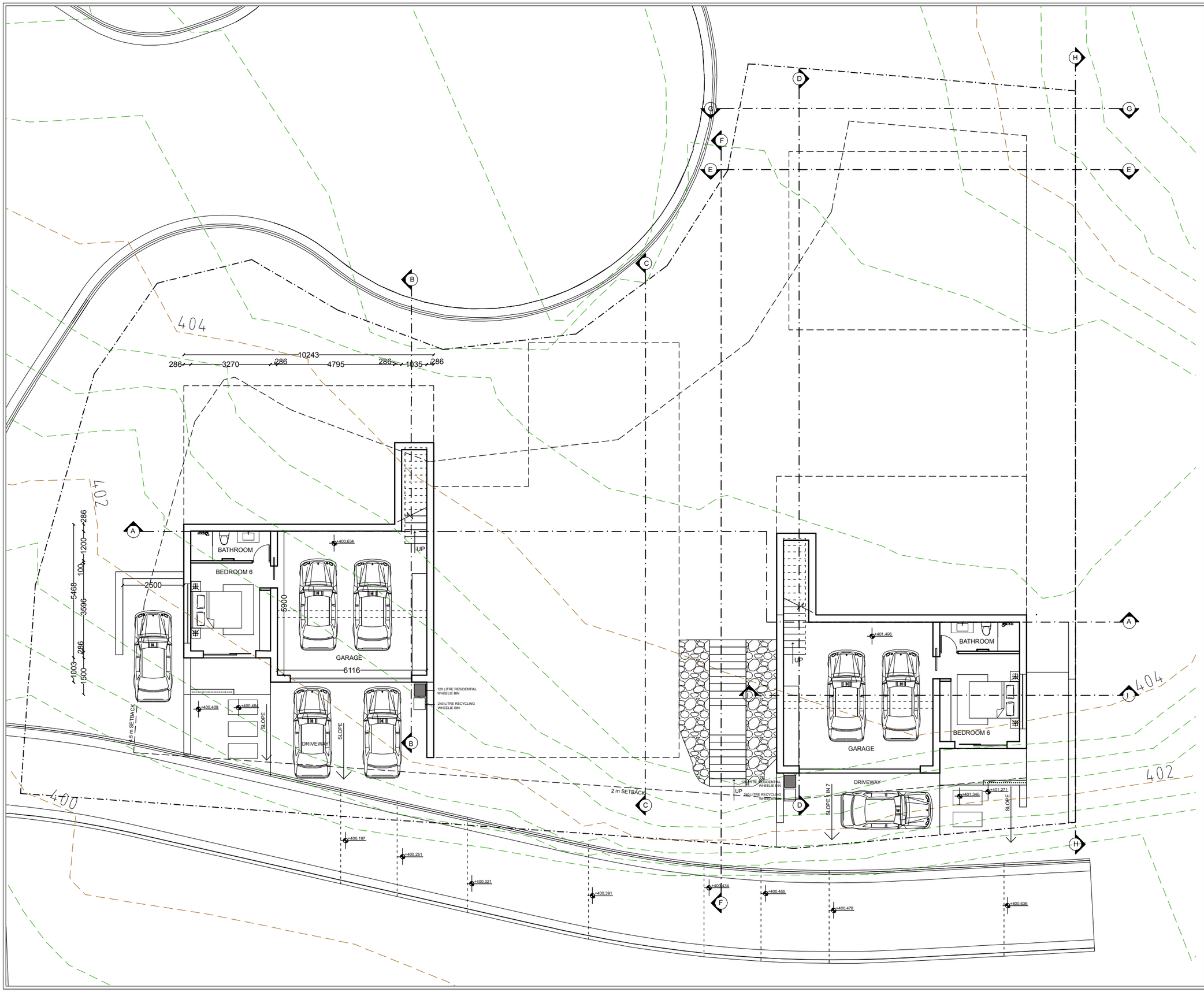
Conclusion

Residential coherence is recognized in the QLDC District Plan as an important element of what makes a sustainable residential environment. Coherence includes the principles of stability, identity and character.

Subsequent sections of the project will look at the issue of residential coherence in terms of the high and low density residential zones:

- In relation to the HRDZ, the main question is whether the zone needs to be subdivided into different activity areas to better protect residential coherence, given the prevalence of visitor accommodation through the zone. To address this, the structure of the HDRZ is analyzed to identify the different neighbourhood pockets within the zone, and then to identify if there are neighbourhoodl pockets that should be retained for residential use because they still have to ability to offer a sustainable, coherent residential environment.

- In relation to the LDRZ, the issue is more one of compatible scale and intensity and whether there needs to be some sort of threshold or cap on the amount of visitor accommodation in a neighbourhood.



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AREA STATEMENT

	UNIT 1	UNIT 2	UNIT 3	UNIT 4
ROOM	19.4 M²	-	19.4 M²	-
GARAGE	49 M²	36.3 M²	49 M²	-
TOTAL AREA	68.4 M²	36.3 M²	68.4 M²	-

PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

BASEMENT FLOOR PLAN

Drawn by	Ar. Dhrishya Dharman B.Arch , M.Planning, M.E (Construction Management)
Checked by	Jeremy Chisholm

Date: 19 - 03 - 2021
Revision Date:

Drawing No.
Sheet No : 00
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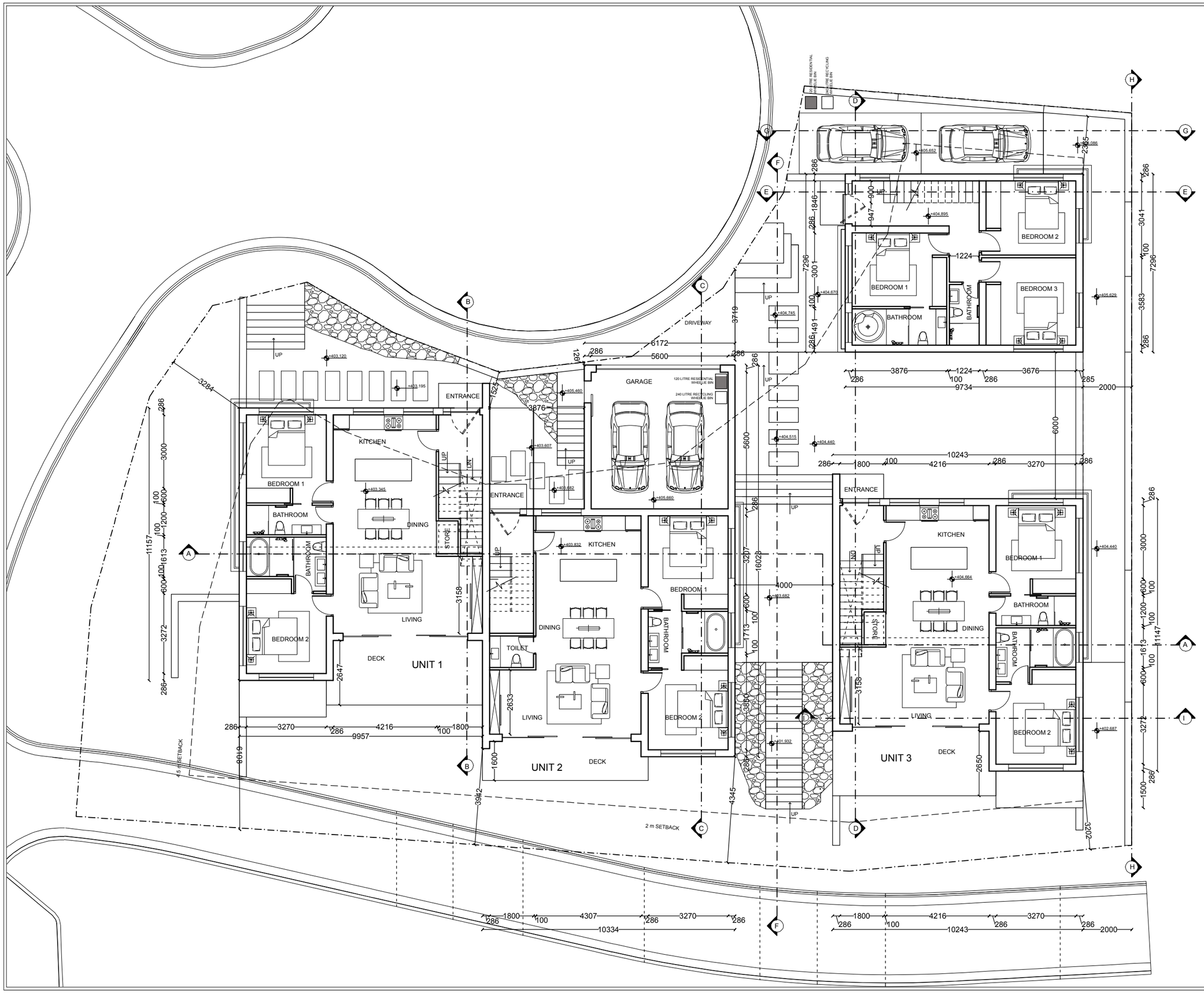
All Dimensions are in mm



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AREA STATEMENT

	UNIT 1	UNIT 2	UNIT 3	UNIT 4
FLOOR AREA	102 M²	100.7 M²	103.8 M²	71 M²
DECK	16.4 M²	10.7 M²	17.3 M²	0.0 M²
TOTAL AREA	118.4 M²	111.4 M²	121.1 M²	71 M²

PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

GROUND FLOOR PLAN

Drawn by	Ar. Dhrishya Dharman B.Arch , M.Planning, M.E (Construction Management)
Checked by	Jeremy Chisholm

Date: 19 - 03 - 2021	Drawing No.
Revision Date:	Sheet No : 00
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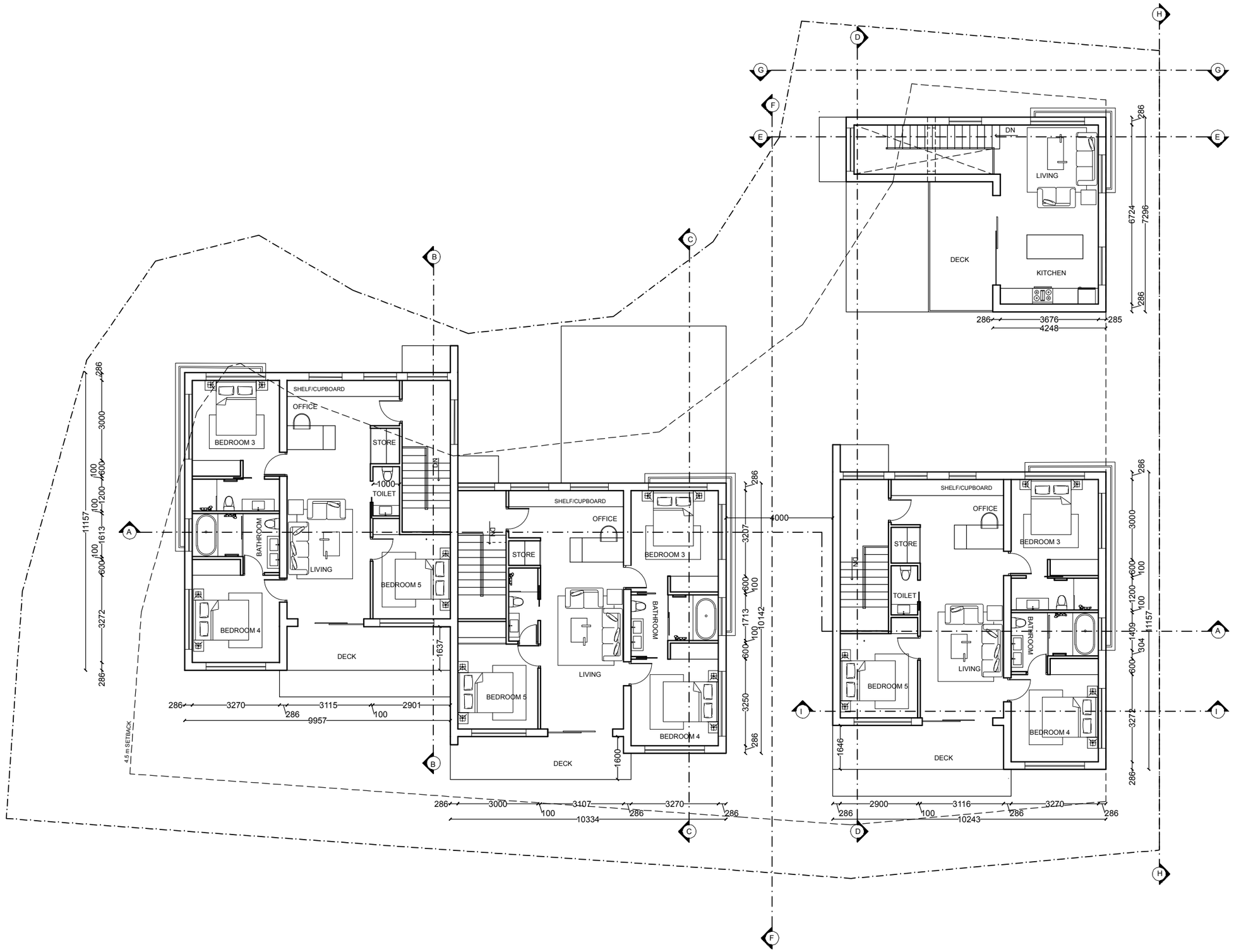

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AREA STATEMENT

	UNIT 1	UNIT 2	UNIT 3	UNIT 4
FLOOR AREA	102 M²	100.7 M²	103.8 M²	34.7 M²
DECK	10 M²	10.7 M²	10.5 M²	11.7 M²
TOTAL AREA	112 M²	111.4 M²	114.3 M²	46.4 M²

PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

FIRST FLOOR PLAN

Drawn by	Ar. Dhrishya Dharman B.Arch , M.Planning, M.E (Construction Management)
Checked by	Jeremy Chisholm

Date: 19 - 03 - 2021
Revision Date:

Drawing No.
Sheet No : 00
Scale : 1:150
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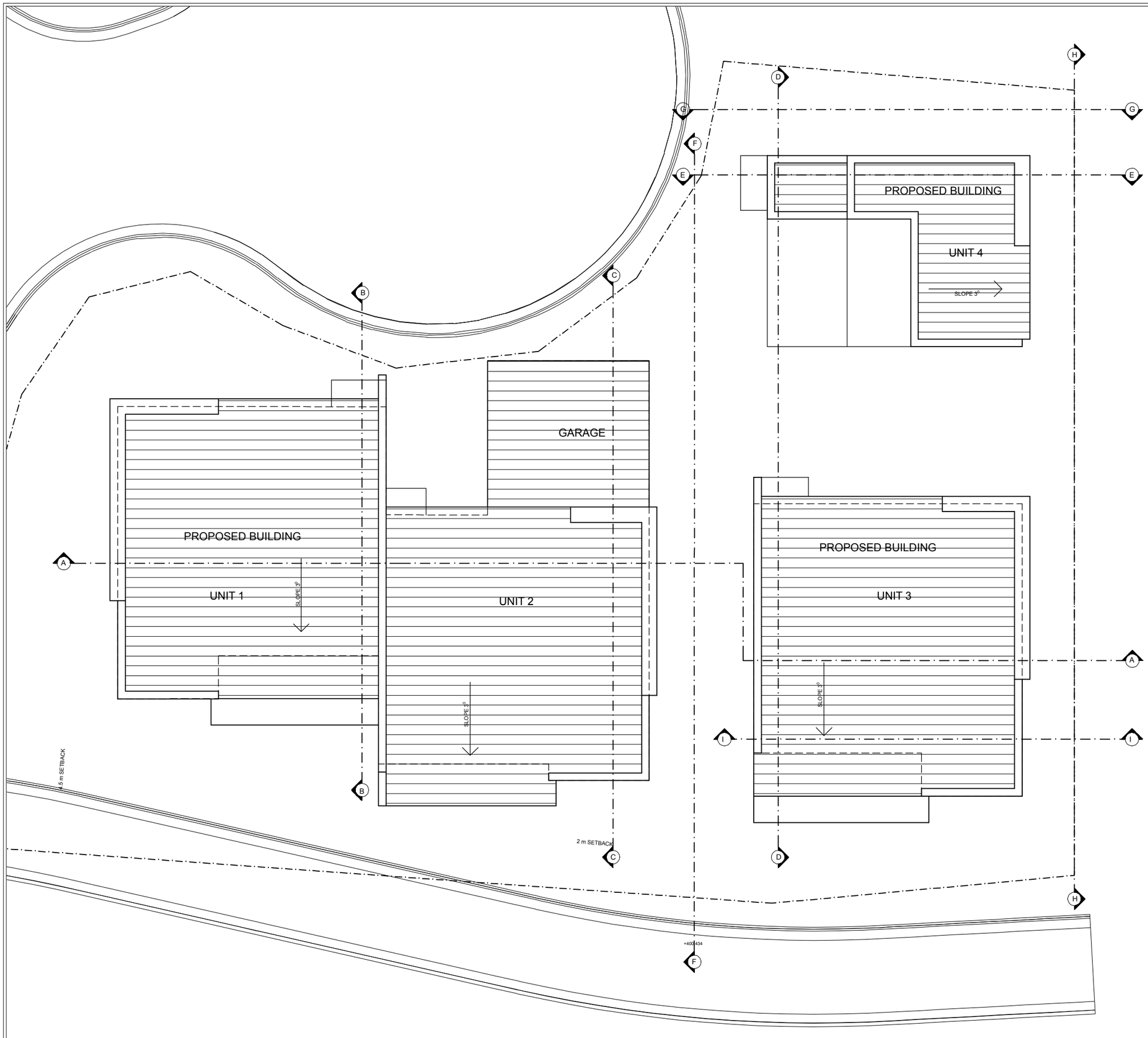

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PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

ROOF PLAN

Drawn by	Ar. Dhrishya Dharman B.Arch , M.Planning, M.E (Construction Management)
Checked by	Jeremy Chisholm

Date: 19 - 03 - 2021	Drawing No.
Revision Date:	Sheet No : 00
	Scale : 1:150
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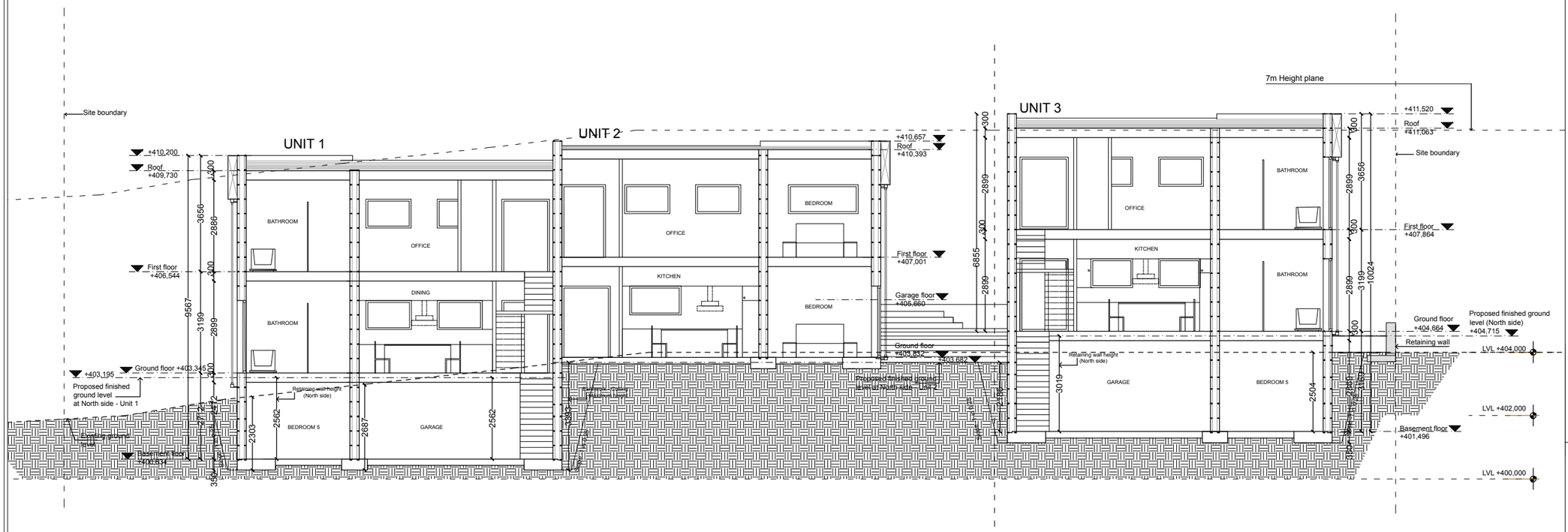

SECTION AA

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PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

SECTION

Drawn by	Ar. Dhrishya Dharman B.Arch , M.Planning, M.E (Construction Management)
Checked by	Jeremy Chisholm

Date: 19 - 3 -2021	Drawing No.
Revision Date:	Sheet No : 00
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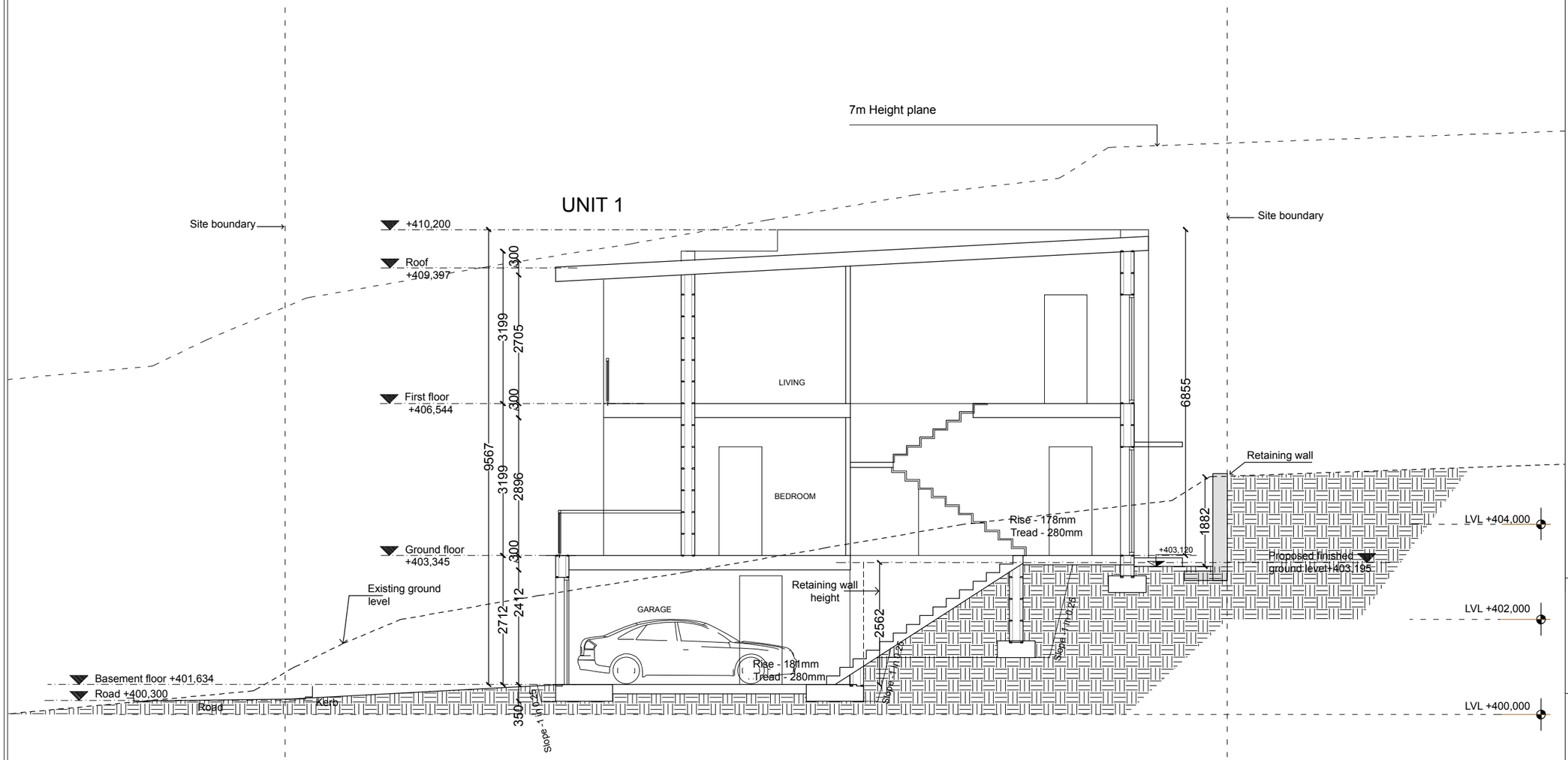

SECTION BB
UNIT 1

PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

SECTION

Drawn by	Ar. Dhrishya Dharman B.Arch , M.Planning, M.E (Construction Management)
Checked by	Jeremy Chisholm
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Revision Date:	Sheet No : 00
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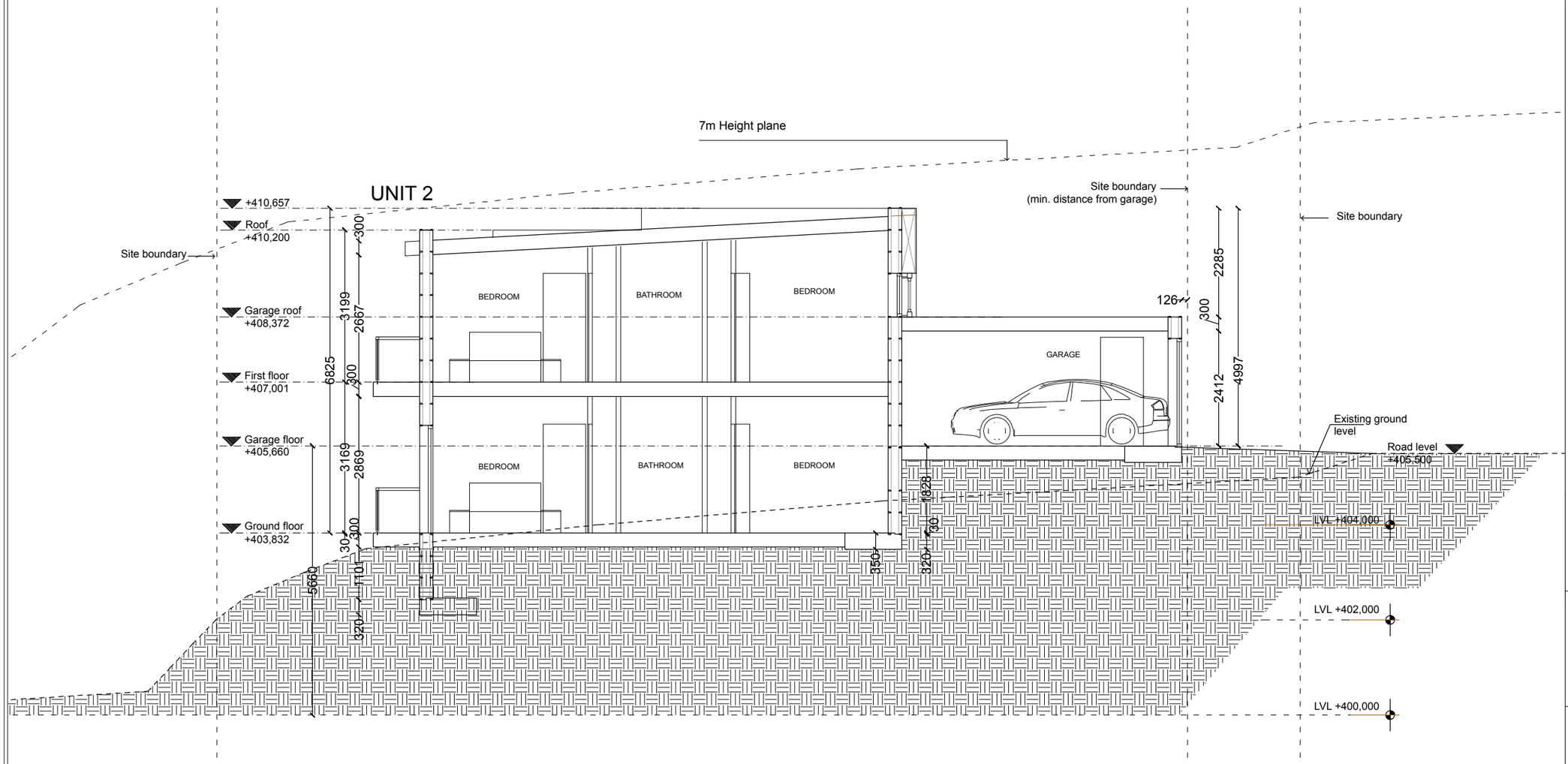

SECTION CC
UNIT 2

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PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

SECTION

Drawn by	Ar. Dhrishya Dharman B.Arch , M.Planning, M.E (Construction Management)
Checked by	Jeremy Chisholm

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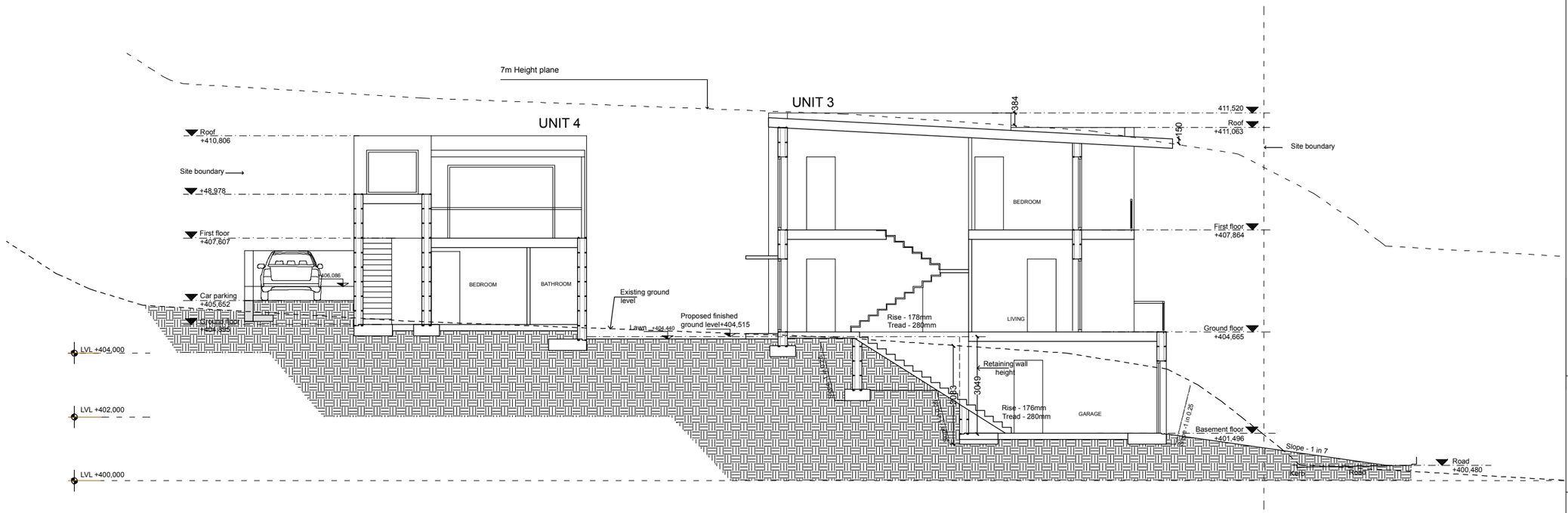

SECTION DD
UNIT 3 AND 4

PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

SECTION

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Checked by	Jeremy Chisholm

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Revision Date:	Sheet No : 00
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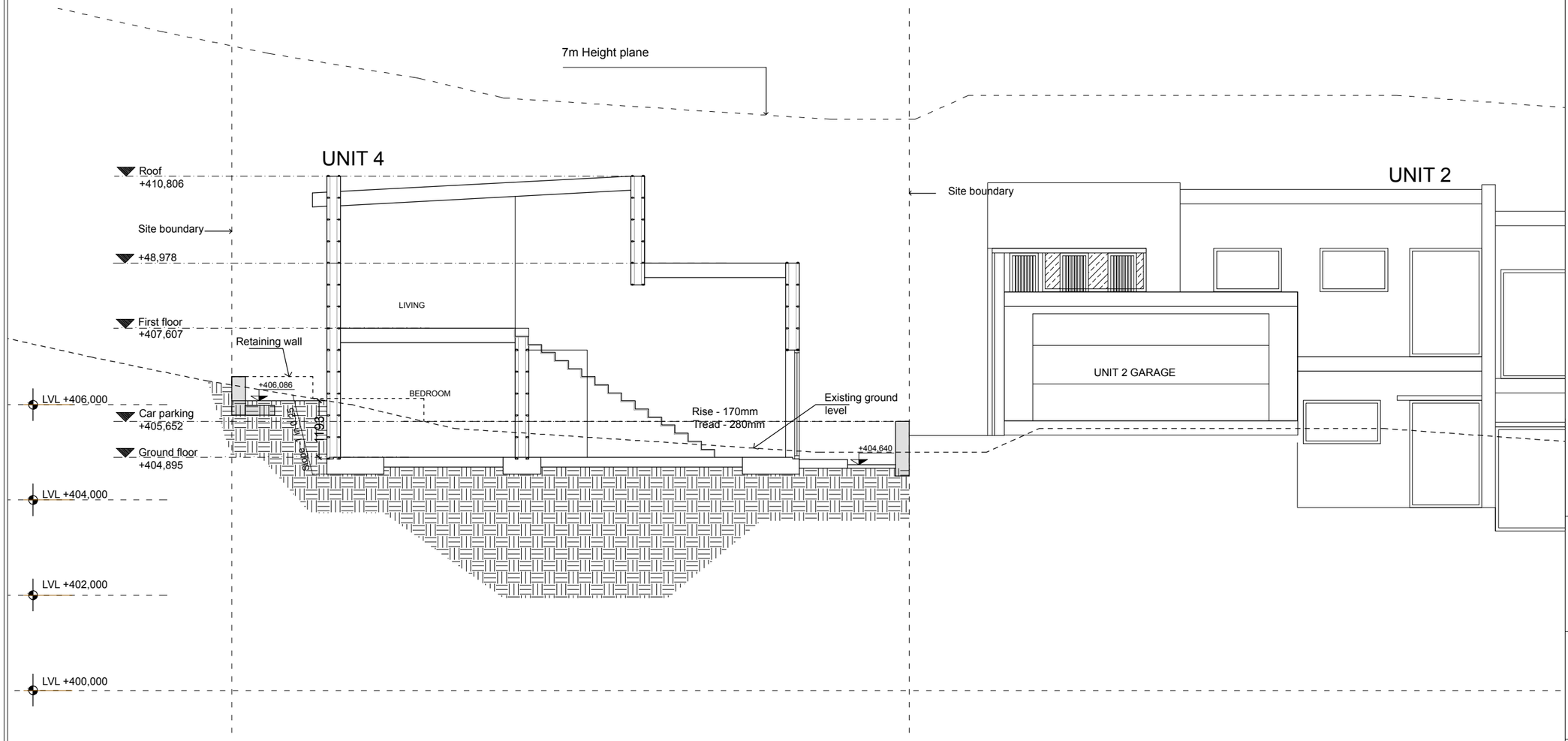

SECTION EE
UNIT 4

PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

SECTION

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Revision Date:	Sheet No : 00
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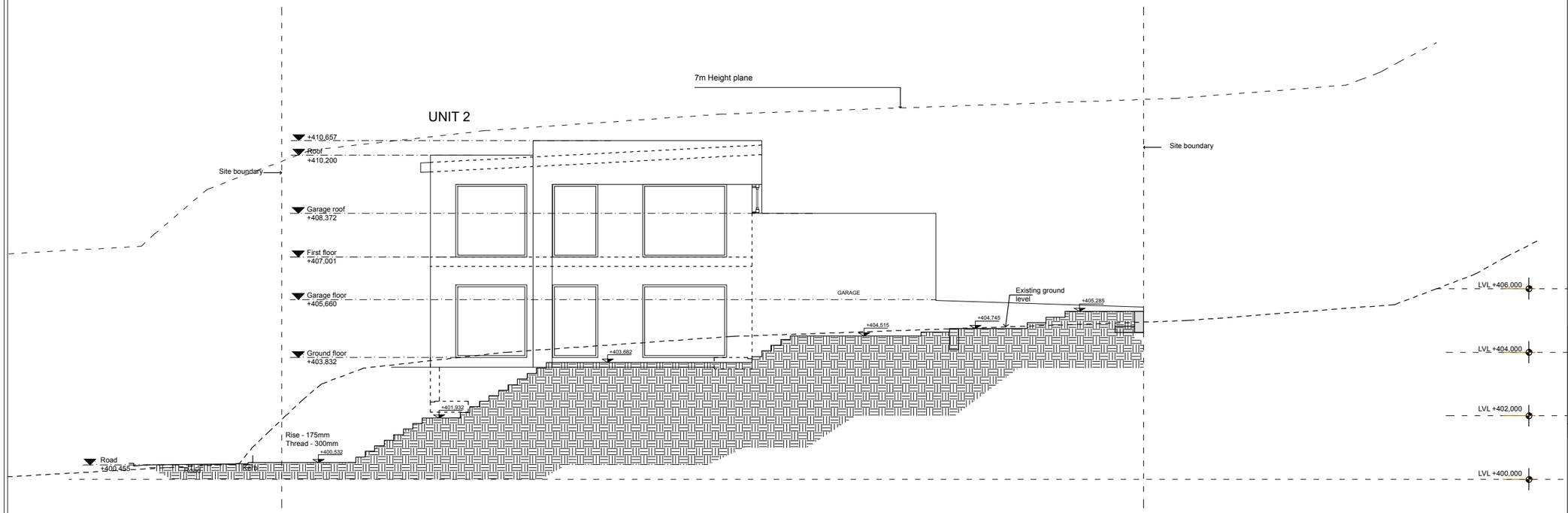

SECTION FF
EXTERNAL STAIRWAY

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PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

SECTION

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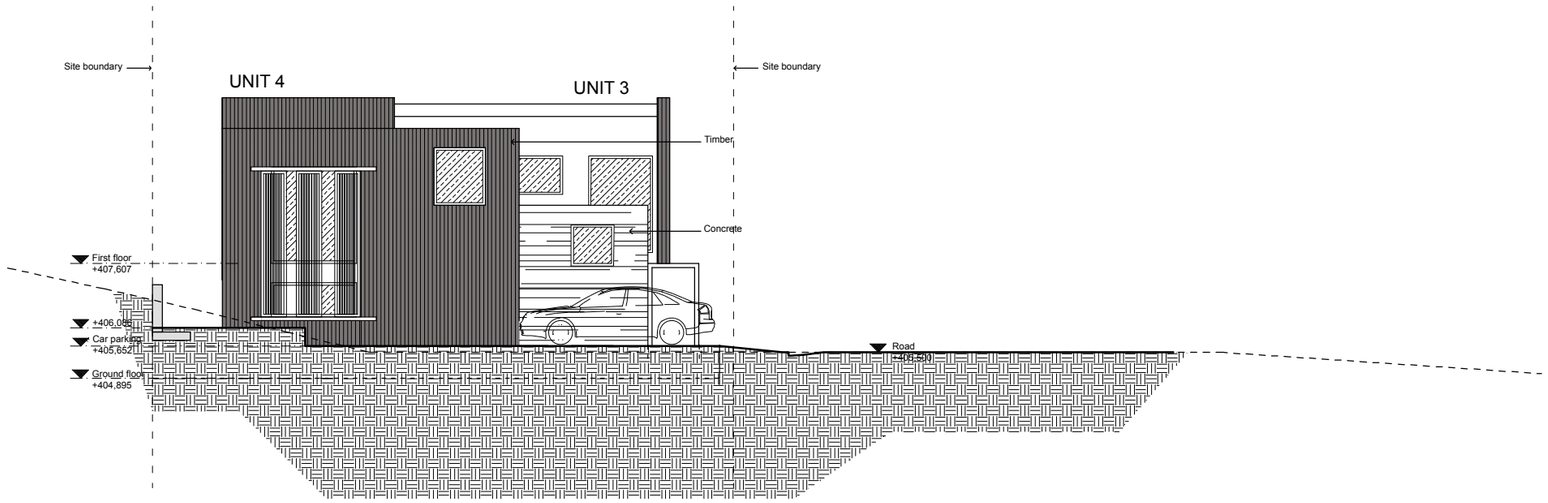
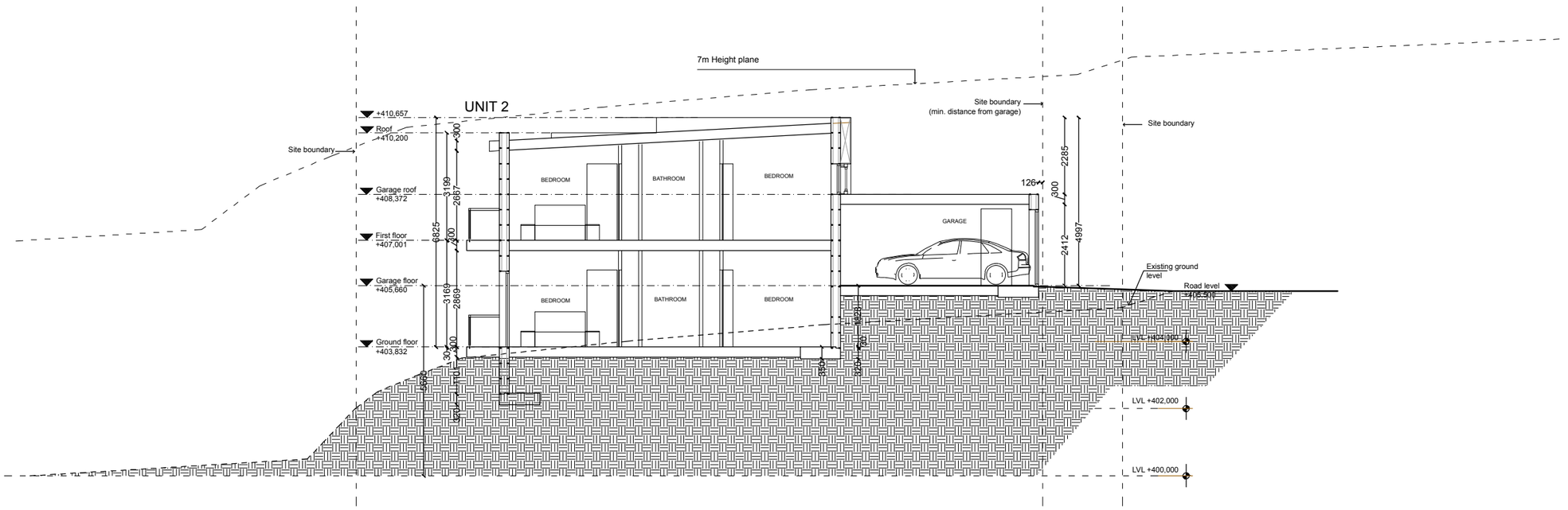


SECTION GG
UNIT 4 - CAR PARKING



SECTION CC
UNIT 2 - GARAGE

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PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

SECTION

Drawn by	Ar. Dhrishya Dharman B.Arch , M.Planning, M.E (Construction Management)
Checked by	Jeremy Chisholm

Date: 19 - 3 -2021
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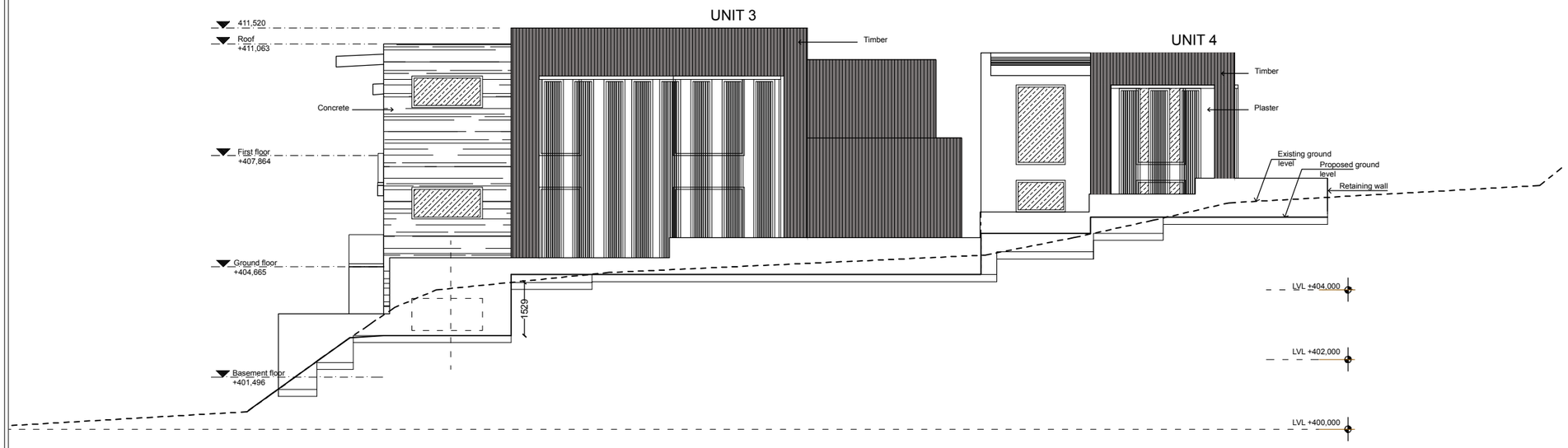
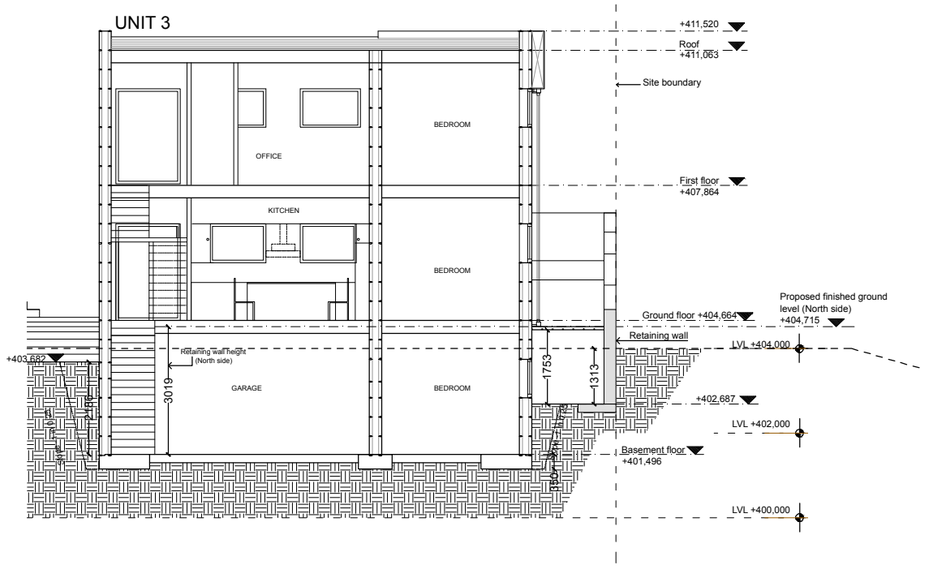


SECTION HH
RETAINING WALL



SECTION II
RETAINING WALL

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PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

SECTION

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Checked by	Jeremy Chisholm

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Revision Date:	Sheet No : 00
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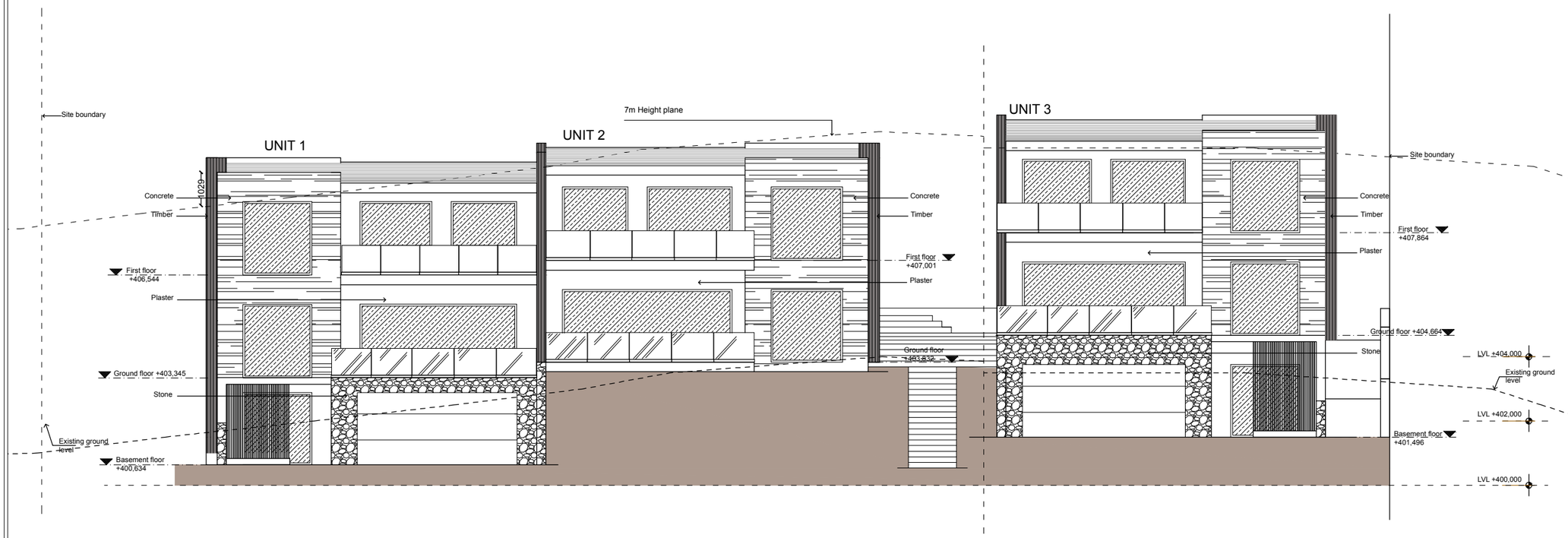

ELEVATION 1 - SOUTH

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LEGEND

- Timber (405 m^2)
- Stone (75 m^2)
- Concrete (175 m^2)
- Plaster (275 m^2)

PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

ELEVATION

Drawn by	Ar. Dhrishya Dharman B.Arch , M.Planning, M.E (Construction Management)
Checked by	Jeremy Chisholm

Date: 19 - 3 -2021	Drawing No.
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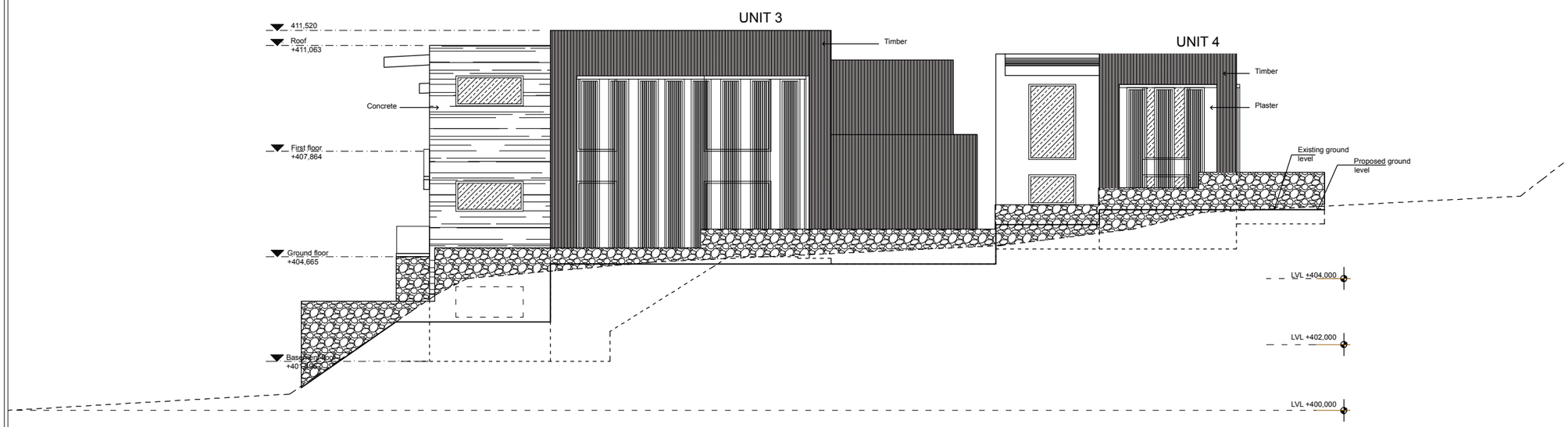

ELEVATION 2 - EAST

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LEGEND

- Timber (405 m^2)
- Stone (75 m^2)
- Concrete (175 m^2)
- Plaster (275 m^2)

PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

ELEVATION

Drawn by	Ar. Dhrishya Dharman B.Arch , M.Planning, M.E (Construction Management)
Checked by	Jeremy Chisholm

Date: 19 - 3 -2021	Drawing No.
Revision Date:	Sheet No : 00
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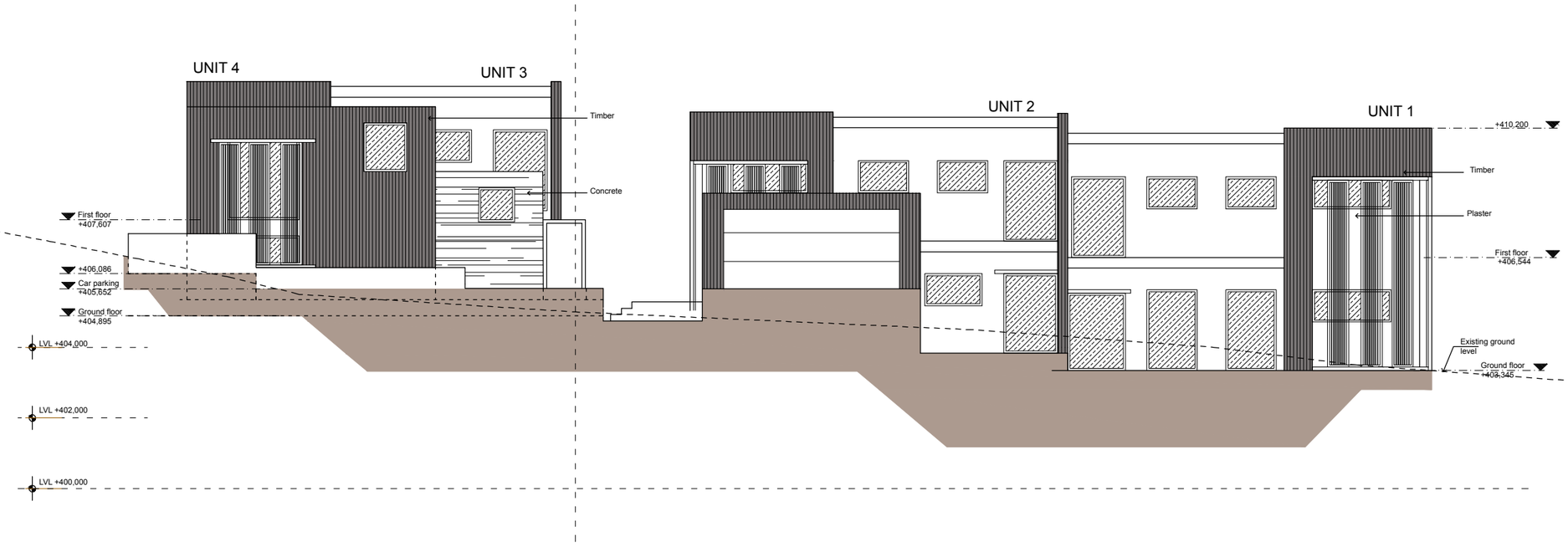

ELEVATION 3 - NORTH

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LEGEND

- Timber (405 m^2)
- Stone (75 m^2)
- Concrete (175 m^2)
- Plaster (275 m^2)

PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

ELEVATION

Drawn by	Ar. Dhrishya Dharman B.Arch , M.Planning, M.E (Construction Management)
Checked by	Jeremy Chisholm

Date: 19 - 3 -2021	Drawing No.
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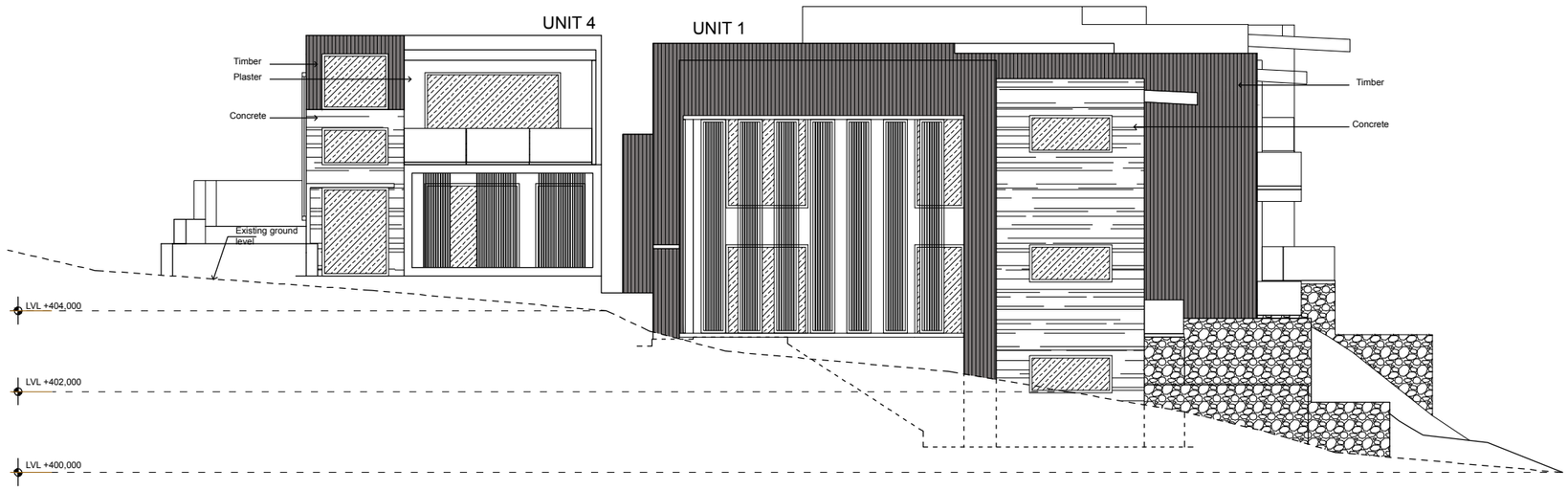

ELEVATION 4 - WEST

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LEGEND

- Timber (405 m^2)
- Stone (75 m^2)
- Concrete (175 m^2)
- Plaster (275 m^2)

PROPOSED RESIDENTIAL BUILDING
POTTERS HILL DRIVE

ELEVATION

Drawn by	Ar. Dhrishya Dharman B.Arch , M.Planning, M.E (Construction Management)
Checked by	Jeremy Chisholm

Date: 19 - 3 -2021	Drawing No.
Revision Date:	Sheet No : 00
	Scale : 1:150
	All Dimensions are in mm

General Conditions

1. That the development must be undertaken/carried out in accordance with the plans:

   -

   stamped as approved on 20 February 2021

   and the application as submitted, with the exception of the amendments required by the following conditions of consent.

2. This consent shall not be exercised and no work or activity associated with it may be commenced or continued until the following charges have been paid in full: all charges fixed in accordance with section 36(1) of the Resource Management Act 1991 and any finalised, additional charges under section 36(3) of the Act.

3. The consent holder is liable for costs associated with the monitoring of this resource consent under Section 35 of the Resource Management Act 1991.

Operational Conditions

4. The Consent Holder shall ensure the Visitor Accommodation activity is undertaken in accordance with the approved site management plans (RMXXXXXX), and the following conditions (5-12).

   Advice note: The management plan may be updated from time to time, this shall be certified by Council's Planning and Development department prior to implementation and shall demonstrate the management techniques that will be used to ensure conditions (5 - 12) are met, and shall include the contact details of the property manager available for any complaints.

5. Each of the subject properties shall be rented to a maximum of one (1) group at any one time, for a maximum of 365 nights per year.

6. The maximum number of guests within:

   a. Units 1, 2 & 3 in association with the Visitor Accommodation use shall be restricted to ten (10) persons at any one time;

   b. Units 4 in association with the Visitor Accommodation use shall be restricted to eight (8) persons at any one time;

7. Regarding the use of outdoor areas:

   a. The use of outdoor areas is prohibited between the hours of 10.00pm – 07.00am;

   b. Two (2) signs (minimum A4 size) shall be erected on each site to remind guests that they are in a residential area, and that the use of outdoor areas is prohibited between the hours of 10.00pm to 07.00am. One sign shall be installed in the kitchen of each unit and weatherproof signs (e.g. laminated) shall be installed within the outdoor area;

   c. Upon installation, and prior to the use of each property for Visitor Management, the consent holder shall submit photographs of these signs to the Council Monitoring Department for monitoring purposes. The signs shall be retained on site as long as the Visitor Management activity is undertaken.

8. The Consent Holder shall maintain a record of all tenancies for each unit in the form of a register containing the number of occupants and the number of days/nights of occupancy. This register shall be made available for inspection by the Council at all times.

   Note: Whilst the Consent Holder is responsible for there being an up to date register, the register may be completed by a letting agent / property manager.

9. The Consent Holder shall ensure that all vehicles associated with the short-term Visitor Accommodation use of each unit, including those belonging to people visiting guests, shall be

parked on each respective site. The consent holder must advise all guests of this condition prior to their arrival on site.

10. The Consent Holder shall ensure that no coaches are to service the authorised activity.

11. Prior to the operation of the residential unit for visitor accommodation, the consent holder shall provide to the Council the name and contact details of the Visitor Accommodation Manager. If these are to change, updated details shall be provided to the Council.

12. All rubbish and recycling shall be disposed of appropriately. Where there is kerbside collection, rubbish and recycling shall only be placed on the street the day of or day prior to collection.

Review

13. Within six months of the date of this decision; and/or upon the receipt of information identifying noncompliance with the conditions of this consent, and/or within ten working days of each anniversary of the date of this decision, the Council may, in accordance with Sections 128 and 129 of the Resource Management Act 1991, serve notice on the consent holder of its intention to review the conditions of this resource consent for any of the following purposes:

    a. To deal with any adverse effects on the environment that may arise from the exercise of the consent which were not foreseen at the time the application was considered and which it is appropriate to deal with at a later stage;

    b. To deal with any adverse effects on the environment which may arise from the exercise of the consent and which could not be properly assessed at the time the application was considered;

    c. To avoid, remedy and mitigate any adverse effects on the environment which may arise from the exercise of the consent and which have been caused by a change in circumstances or which may be appropriately addressed as a result of a change in circumstances, such that the conditions of this resource consent are no longer appropriate in terms of the purpose of the Resource Management Act 1991;

    d. The purpose of this review is in relation to effects on any person in relation to nuisance (including but not limited to noise and rubbish/recycling).

14. As part of the review clause stated in Condition 13 of this consent, the Council may have the Visitor Accommodation Management Plans / Noise Management Plans audited at the consent holders expense.

VISITOR ACCOMMODATION MANAGEMENT PLAN

This management plan applies to the use of the property at Unit 1, Lot 12 DP 490069, Potters Hill Drive, Queenstown, for its use as Visitor Accommodation (VA) in accordance with RMXXXXXX.

Section 1: Property Management Details:

The property manager of the visitor accommodation is: TBA

Email: TBA

Contact: TBA

Section 2: Property Manager Responsibilites:

2.1 On check in of guests:

- To provide guests a copy of House Rules;
- To check the number of guests does not exceed 10;
- To have all adult guests to read the full terms of the tenancy agreement;
- To ensure the onsite compendium contains a list of the House Rules.

2.2 On Servicing and other visits:

- That rubbish has been placed in the appropriate rubbish bin or recycling bin for disposal on the applicable day;
- To check that the number of guests does not exceed 10 (the maximum occupancy).

Section 3: House Rules

3.1 House Rules

- There shall be no more than 10 guests at any time;
- There shall be no guests on balconies from 10pm to 7am;
- Vehicles should be parked in the allocated car parks on site;
- Be courteous to neighbours and keep noise levels down from 9pm onwards.

VISITOR ACCOMMODATION MANAGEMENT PLAN

This management plan applies to the use of the property at Unit 2, Lot 12 DP 490069, Potters Hill Drive, Queenstown, for its use as Visitor Accommodation (VA) in accordance with RMXXXXXX.

Section 1: Property Management Details:

The property manager of the visitor accommodation is: TBA

Email: TBA

Contact: TBA

Section 2: Property Manager Responsibilites:

2.1 On check in of guests:

- To provide guests a copy of House Rules;
- To check the number of guests does not exceed 10;
- To have all adult guests to read the full terms of the tenancy agreement;
- To ensure the onsite compendium contains a list of the House Rules.

2.2 On Servicing and other visits:

- That rubbish has been placed in the appropriate rubbish bin or recycling bin for disposal on the applicable day;
- To check that the number of guests does not exceed 10 (the maximum occupancy).

Section 3: House Rules

3.1 House Rules

- There shall be no more than 10 guests at any time;
- There shall be no guests on balconies from 10pm to 7am;
- Vehicles should be parked in the allocated car parks on site;
- Be courteous to neighbours and keep noise levels down from 9pm onwards.

VISITOR ACCOMMODATION MANAGEMENT PLAN

This management plan applies to the use of the property at Unit 3, Lot 12 DP 490069, Potters Hill Drive, Queenstown, for its use as Visitor Accommodation (VA) in accordance with RMXXXXXX.

Section 1: Property Management Details:

The property manager of the visitor accommodation is: TBA

Email: TBA

Contact: TBA

Section 2: Property Manager Responsibilites:

2.1 On check in of guests:

- To provide guests a copy of House Rules;
- To check the number of guests does not exceed 10;
- To have all adult guests to read the full terms of the tenancy agreement;
- To ensure the onsite compendium contains a list of the House Rules.

2.2 On Servicing and other visits:

- That rubbish has been placed in the appropriate rubbish bin or recycling bin for disposal on the applicable day;
- To check that the number of guests does not exceed 10 (the maximum occupancy).

Section 3: House Rules

3.1 House Rules

- There shall be no more than 10 guests at any time;
- There shall be no guests on balconies from 10pm to 7am;
- Vehicles should be parked in the allocated car parks on site;
- Be courteous to neighbours and keep noise levels down from 9pm onwards.

VISITOR ACCOMMODATION MANAGEMENT PLAN

This management plan applies to the use of the property at Unit 4, Lot 12 DP 490069, Potters Hill Drive, Queenstown, for its use as Visitor Accommodation (VA) in accordance with RMXXXXXX.

Section 1: Property Management Details:

The property manager of the visitor accommodation is: TBA

Email: TBA

Contact: TBA

Section 2: Property Manager Responsibilites:

2.1 On check in of guests:

- To provide guests a copy of House Rules;
- To check the number of guests does not exceed 8;
- To have all adult guests to read the full terms of the tenancy agreement;
- To ensure the onsite compendium contains a list of the House Rules.

2.2 On Servicing and other visits:

- That rubbish has been placed in the appropriate rubbish bin or recycling bin for disposal on the applicable day;
- To check that the number of guests does not exceed 8 (the maximum occupancy).

Section 3: House Rules

3.1 House Rules

- There shall be no more than 8 guests at any time;
- There shall be no guests on balconies from 10pm to 7am;
- Vehicles should be parked in the allocated car parks on site;
- Be courteous to neighbours and keep noise levels down from 9pm onwards.

District Wide Matters

3.1 Operative District Plan - District Wide – Part 4

3.1.1 Natural Environment

Objective 1 - Nature Conservation Values

- The protection and enhancement of indigenous ecosystem functioning and sufficient viable habitats to maintain the communities and the diversity of indigenous flora and fauna within the District.
- Improved opportunity for linkages between the habitat communities.
- The preservation of the remaining natural character of the District's lakes, rivers, wetlands and their margins.
- The protection of outstanding natural features and natural landscapes.
- The management of the land resources of the District in such a way as to maintain and, where possible, enhance the quality and quantity of water in the lakes, rivers and wetlands.
- The protection of the habitat of trout and salmon.

Policies:

1.1 To encourage the long-term protection of indigenous ecosystems and geological features.

1.2 To promote the long term protection of sites and areas with significant nature conservation values.

1.3 To manage the sensitive alpine environments from the adverse effects of development.

1.4 To encourage the protection of sites having indigenous plants or animals or geological or geomorphological features of significant value.

1.5 To avoid the establishment of, or ensure the appropriate location, design and management of, introduced vegetation with the potential to spread and naturalise; and to encourage the removal or management of existing vegetation with this potential and prevent its further spread.

1.6 To allow development which maintains or enhances the quality of the environment in areas identified as having rare, endangered, or vulnerable species of plants or animals of national significance, or indigenous plant or animal communities that are of outstanding significance to the nation.

1.7 To avoid any adverse effects of activities on the natural character of the District's environment and on indigenous ecosystems; by ensuring that opportunities are taken to promote the protection of indigenous ecosystems, including at the time of resource consents.

1.8 To avoid unnecessary duplication of resource consent procedures between the Council and the Otago Regional Council.

1.9 *To encourage the provision of information about the District's indigenous ecosystems, in order to increase the appreciation and understanding of the District's indigenous ecosystems by both residents and visitors.*

1.10 *To maintain and, if possible, enhance the survival chances of rare, vulnerable or endangered species in the District.*

1.11 *Encouraging the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna.*

1.12 *To maintain the site-specific, geological and geomorphological features that are of scientific importance.*

1.13 *To maintain or enhance the natural character and nature conservation values of the beds and margins of the lakes, rivers and wetlands.*

1.14 *To consider taking appropriate esplanade reserves of adequate width to protect the natural character and nature conservation values around the margins of any of the District's rivers, lakes, wetlands and streams should any subdivision occur of small lots or any development for residential, recreational or commercial purposes.*

1.15 *To identify areas, in co-operation with land occupiers and owners, the Regional Council, conservation and recreation organisations, for the setting aside of esplanade reserves or strips.*

1.16 *To encourage and promote the regeneration and reinstatement of indigenous ecosystems on the margins of lakes, rivers and wetlands.*

1.17 *To encourage the retention and planting of trees, and their appropriate maintenance.*

1.18 *To manage and protect the sensitive alpine environments by avoiding, remedying or mitigating any adverse effects of development.*

1.19 *To identify for inclusion in Appendix 5, areas of significant indigenous vegetation and significant habitats of indigenous fauna.*

1.20 *That following the completion of a schedule of areas of significant indigenous vegetation and significant habitats of indigenous fauna, and its formal inclusion within the Plan, there will be a review of site standards (a) (i), (ii) and (iii) of Rule 5.3.5.1(x) to determine whether or not these standards within the Rule are required in all the circumstances.*

In relation to Objective 1 and related policies 1.1 – 1.20 above, the proposal is considered to be consistent with (or not unrelated too) each provision, for the following reasons:

- The subject site has not been identified as containing any significant natural and physical resources having aesthetic, recreational, scientific, historical, spiritual, or cultural value, or other special value, for present or future generations;
- The site is not recognised as containing any significant ecosystems, plants, animals and/or habitats;
- The subject site is within a sub-alpine environment not an alpine environment;
- The proposal does not include the establishment of any introduced species with the potential to spread;
- The proposal does not require consent from the Otago Regional Council;
- Due to the location of the subject site and the nature of the proposed activity, esplanade contributions are not required;
- The proposal does not include the discharge of any contaminants;

Objective 2 - Air Quality

- Maintenance and improvement of air quality.

Policies:

2.1 To ensure that land uses in both rural and urban areas are undertaken in a way which does not cause noxious, dangerous, offensive or objectionable emissions to air.

The proposal does not include any activities which will give rise to noxious, dangerous, offensive or objectionable emissions to air.

3.1.2 Landscape and Visual Amenity

Objective:

Subdivision, use and development being undertaken in the District in a manner which avoids, remedies or mitigates adverse effects on landscape and visual amenity values.

1 Future Development

(a) To avoid, remedy or mitigate the adverse effects of development and/or subdivision in those areas of the District where the landscape and visual amenity values are vulnerable to degradation.

(b) To encourage development and/or subdivision to occur in those areas of the District with greater potential to absorb change without detraction from landscape and visual amenity values.

(c) To ensure subdivision and/or development harmonises with local topography and ecological systems and other nature conservation values as far as possible.

4. Visual Amenity Landscapes

(d) To avoid, remedy or mitigate the adverse effects of subdivision and development on the visual amenity landscapes which are:

- *highly visible from public places and other places which are frequented by members of the public generally (except any trail as defined in this Plan); and*
- *visible from public roads.*

In relation to Objectives 1 & 4 and related policies above, the proposal is considered to be consistent with (or not unrelated too) each provision, for the following reasons:

- The proposal is within an area where the landscape and visual amenity values are vulnerable to degradation and the proposal does not include any physical alterations to the buildings approved by RM200694;

- The site is not recognised as containing any significant ecosystems, plants, animals and/or habitats;
- The subject site has not been identified as containing any significant natural and physical resources having aesthetic, recreational, scientific, historical, spiritual, or cultural value, or other special value, for present or future generations.

Given the above, the proposal is considered to be consistent with Objectives 1 and 4 and their associated policies.

8. Avoiding Cumulative Degradation

In applying the policies above the Council's policy is:

(a) to ensure that the density of subdivision and development does not increase to a point where the benefits of further planting and building are outweighed by the adverse effect on landscape values of over domestication of the landscape.

(b) to encourage comprehensive and sympathetic development of rural areas.

The proposal is within an area where the landscape and visual amenity values are vulnerable to degradation and the proposal does not include any physical alterations to the buildings approved by RM200694.

11. Forestry and Amenity Planting

Subject to policy 16, to maintain the existing character of openness in the relevant outstanding natural landscapes and features of the district by:

(a) encouraging forestry and amenity planting to be consistent with patterns, topography and ecology of the immediate landscape.

(b) encouraging planting to be located so that vegetation will not obstruct views from public roads and discouraging linear planting near boundaries of public roads.

The proposal does not include *forestry.* All *planting* has been considered as part of RM200694. Therefore, Objective 11 and its related provisions listed above are not relevant considerations for the current application.

3.1.3 Waste Management

Objective 1

The collection, treatment, storage and disposal of solid and hazardous wastes in a manner which meets the needs of current and future generations of residents and visitors to the District, and avoids, remedies or mitigates adverse effects on the environment.

Policies:

1.1 To ensure that the effects on the environment and other adverse effects on soil, groundwater and water contamination and other adverse effects on the health, safety and amenity values of residents, visitors and environment from the disposal wastes are avoided, remedied or mitigated.

1.2 To minimise the quantities of waste requiring collection, treatment, storage or disposal within the District and to maximise opportunities for reuse, recycling and recovery of materials from the waste stream.

1.3 To ensure the safe and efficient collection, treatment, storage and disposal of all solid and hazardous wastes within the District.

The proposal does not include any *hazardous wastes*. The collection, treatment, storage and disposal of wastes has been considered as part of RM200694. Therefore, Objective 1 and its related provisions listed above are not relevant considerations for the current application.

3.1.4 Natural Hazards

Objective 1

Avoid or mitigate loss of life, damage to assets or infrastructure, or disruption to the community of the District, from natural hazards.

Policies:

1.1 To increase community awareness of the potential risk of natural hazards, and the necessary emergency responses to natural hazard events.

1.2 To continually develop and refine a hazards register in conjunction with the Otago Regional Council, as a basis for Council decisions regarding subdivision and building development.

1.3 In conjunction with the Otago Regional Council to continually assess the need for additional protection measures either through the District Plan or as protection works.

1.4 To ensure buildings and developments are constructed and located so as to avoid or mitigate the potential risk of damage to human life, property or other aspects of the environment.

1.5 To ensure that within the consent process any proposed developments have an adequate assessment completed to identify any natural hazards and the methods used to avoid or mitigate a hazard risk.

1.6 To discourage subdivision in areas where there is a high probability that a natural hazard may destroy or damage human life, property or other aspects of the environment.

1.7 To avoid or mitigate the likelihood of destruction or damage to residential units and other buildings constructed or relocated into flood risk areas.

Natural hazards have been considered as part of RM200694 and subject to conditions, the construction of the buildings containing the proposed visitor accommodation activities has been deemed appropriate. The current application does not seek to amend any conditions of RM200694. Therefore, Objective 1 and its related provisions listed above are not relevant considerations for the current application.

3.1.5 Tangata Whenua, Open Space and Recreation, Energy, Surface of Lakes and Rivers, Affordable and Community Housing, Earthworks, Monitoring Review and Enforcement.

Objectives and Policies under this section have been assessed and are not considered to be relevant due to the nature of the proposal and the location of the subject site.

Low Density Residential Zone

3.2 Operative District Plan – Low Density Residential Zone – Part 7

Objective 1 - Availability of Land

Sufficient land to provide for a diverse range of residential opportunities for the District's present and future urban populations, subject to the constraints imposed by the natural and physical environment.

Policies:

1.1 To zone sufficient land to satisfy both anticipated residential and visitor accommodation demand.

1.2 To enable new residential and visitor accommodation areas in the District.

1.3 To promote compact residential and visitor accommodation development.

1.4 To enable residential and visitor accommodation growth in areas which have primary regard to the protection and enhancement of the landscape amenity.

1.5 To maintain a distinction between the urban and rural areas in order to assist in protecting the quality and character of the surrounding environment and visual amenity.

1.6 To promote, where reasonable, a separation of visitor accommodation development from areas better suited for the preservation, expansion or creation of residential neighbourhoods.

The current application is for resource consent and does not have the ability to zone land while the subject site is not located in any area transitioning from urban to rural. As such, policies 1.1 and 1.5 are not considered to be relevant considerations for the current application.

The proposal is considered to be consistent with the remaining policies listed above for the following reasons:

- The proposal enables new visitor accommodation in the District;
- The proposal promotes compact visitor accommodation development;
- As discussed in part 2.4, the proposal enables new visitor accommodation in an area where landscape amenity values will not be compromised;
- As discussed in parts 1.1 and 2.5, the subject units are situated where they are somewhat isolated from any surrounding residential neighbourhoods that have established while the proposal does not frustrate the future residential occupation of any surrounding site.

Objective 2 - Residential Form

A compact residential form readily distinguished from the rural environment which promotes the efficient use of existing services and infrastructure.

Policies:

2.1 To contain the outward spread of residential areas and to limit peripheral residential or urban expansion.

2.2 To limit the geographical spread and extent of rural living and township areas. Where expansion occurs, it should be managed having regard to the important District-wide objectives.

2.3 To provide for rural living activity in identified localities.

2.4 In new residential areas encourage and provide for development forms which provide for increased residential density and careful use of the topography.

2.5 To encourage and provide for high density development in appropriately located areas close to the urban centres and adjacent to transport routes.

The current application is for resource consent and does not have the ability to zone land while the subject site is not located in any area transitioning from urban to rural. As such, Objective 2 and its related policies are not considered to be relevant considerations for the current application.

Objective 3 - Residential Amenity

Pleasant living environments within which adverse effects are minimised while still providing the opportunity for community needs.

Policies:

3.1 To protect and enhance the cohesion of residential activity and the sense of community and well being obtained from residential neighbours.

3.2 To provide for and generally maintain the dominant low density development within the existing Queenstown, Wanaka and Arrowtown residential zones, small townships and Rural Living areas.

3.3 To provide for and encourage high density residential development within the high density residential zones.

3.4 To ensure the external appearance of buildings reflects the significant landscape values and enhance a coherent urban character and form as it relates to the landscape.

3.5 To ensure hours of operation of non-residential activity do not compromise residential amenity values, social well being, residential cohesion and privacy.

3.6 To ensure a balance between building activity and open space on sites to provide for outdoor living and planting.

3.7 To ensure residential developments are not unduly shaded by structures on surrounding properties.

3.8 To ensure noise emissions associated with non-residential activities are within limits adequate to maintain amenity values.

3.9 To encourage on-site parking in association with development and to allow shared off-site parking in close proximity to development in residential areas to ensure the amenity of neighbours and the functioning of streets is maintained.

3.10 To provide for and encourage new and imaginative residential development forms within the major new residential areas.

3.11 To require as necessary mechanical ventilation for any Critical Listening Environment within new and alterations and additions to existing buildings containing an Activity Sensitive to Aircraft Noise within the Queenstown Airport Outer Control Boundary and require sound insulation and mechanical ventilation for any Critical Listening Environment within any new and alterations and additions to existing buildings containing an Activity Sensitive to Aircraft Noise within the Queenstown Airport Air Noise Boundary.

3.12 To ensure the single dwelling character and accompanying amenity values of the Low Density Residential Zone are not compromised through subdivision that results in an increase in the density of the zone that is not anticipated.

3.13 To require an urban design review to ensure that new developments satisfy the principles of good design.

3.14 To distinguish areas with low density character where that character should be retained from areas of change located close to urban centres or adjacent to transport routes where higher density development should be encouraged.

The proposal is considered to be consistent with Objective 3 and the policies above for the following reasons:

- Part 2.5 (e) considers *Residential Cohesion* and based upon the sites topographical characteristics coupled with the design and location of buildings any adverse effects in this regard are considered to be less than minor and acceptable.
- Part 2.5 (e) considers *Community Cohesion* and based upon the sites topographical characteristics coupled with the design and location of buildings any adverse effects in this regard are considered to be acceptable.
- Based upon the assessment and conclusions contained in Parts 2.4 and 2.5, the proposal is considered to be consistent with Policies 3.2-3.14 listed above.

Objective 4 - Non-Residential Activities

Non-Residential Activities which meet community needs and do no undermine residential amenity located within residential areas.

Policies:

4.1 To enable non-residential activities in residential areas, subject to compatibility with residential amenity.

4.2 To enable specific activities to be acknowledged in the rules so as to allow their continued operation and economic well being while protecting the surrounding residential environment.

The proposal is considered to be consistent with Objective 4 and the policies above for the following reasons:

- The proposal makes efficient use of the housing resource as well as contributing to the range of accommodation options that is available to visitors which will have economic benefits for owners and to a lesser degree the wider community.
- Residential amenity has been considered in part 2.5 and is considered to be derived from a combination of the matters; *Landscape and Visual effects, Views, Outlook, Dominance, Sunlight, Daylight, Privacy, Traffic, Access, Residential Character and Residential Cohesion.* These matters have been discussed in part 2 of the current application document where any adverse effects from the proposal upon the residential amenity is considered to be less than minor and acceptable.

Transport

3.3 Operative District Plan – Transport – Part 14

Objective 1 – Efficiency

Efficient use of the District's existing and future transportation resource and of fossil fuel usage associated with transportation.

Policies:

1.1 To encourage efficiency in the use of motor vehicles.

1.2 To promote the efficient use of all roads by adopting and applying a road hierarchy with associated access standards based on intended function.

1.3 To promote the efficient use of roads by ensuring that the nature of activities alongside roads are compatible with road capacity and function.

1.4 To protect the safety and efficiency of traffic on State Highways and arterial roads, particularly State Highway 6A, by restricting opportunities for additional access points off these roads and by ensuring access to high traffic generating activities is adequately designed and located.

1.5 To promote the efficient use of fuel for transport purposes, by providing for a District wide policy of consolidated urban areas, townships, retail centres and residential environments.

1.6 To promote and provide for the consolidation of new areas of residential development and for higher density development within identified areas.

1.7 Enabling for home occupations within residential areas to reduce travel time and costs between home and work.

1.8 To consider options for encouraging and developing greater use of public transportation facilities and in particular to continue to investigate the options for alternative transport means.

1.9 To require off-road parking and loading for most activities to limit congestion and loss of safety and efficiency of adjacent roads and to promote the maintenance and efficiency of those roads.

1.10 To require access to property to be of a size, location and type to ensure safety and efficiency of road functioning.

The proposal is considered to be consistent with Objective 1 and the policies listed above for the following reasons:

- The proposed traffic movements associated with the proposal has been discussed in part 2.5 (c) and based upon this assessment, the proposal is not considered to result in any adverse effects above or beyond that which could arise with residential occupation of the subject units.

Objective 2 - Safety and Accessibility

Maintenance and improvement of access, ease and safety of pedestrian and vehicle movement throughout the District.

Policies:

2.1 To maintain and improve safety and accessibility by adopting and applying a road hierarchy with associated design, parking and access standards based on the intended function.

2.2 To ensure the intensity and nature of activities along particular roads is compatible with road capacity and function, to ensure both vehicle and pedestrian safety.

2.3 To ensure access and movement throughout the District, and more particularly the urban areas, for people with disabilities is not unreasonably restricted.

2.4 To encourage the development of pedestrian and cycle accessways, within the main townships.

2.5 To maintain and upgrade, where appropriate, the existing roads and provide for new roads and related facilities where these are important for providing access. In particular, to investigate and/or make provision for:

- *a new road link from Man Street to the One Mile roundabout.*
- *a new road linking Queenstown and Frankton on the northern side of SH6A above Frankton Arm.*
- *a long term roading network for the Frankton flats area to protect the through route function of State Highways and provide access to residential, commercial and recreational activities.*

2.6 To ensure intersections and accessways are designed and located so:

- *good visibility is provided.*
- *they can accommodate vehicle manoeuvres.*
- *they prevent reverse manoeuvring onto arterial roads; and*
- *are separated so as not to adversely affect the free flow of traffic on arterial roads.*

2.7 To ensure vegetation plantings are sited and/or controlled so as to maintain adequate visibility and clearance at road intersections and property access and to prevent the icing of roads during winter months, except and unless that vegetation is important to the visual amenity of the District or is protected as part of the Heritage Provisions.

The proposal is considered to be consistent with Objective 2 and the policies above for the following reasons:

- The proposed traffic movements associated with the proposal has been discussed in part 2.5 (c) and based upon this assessment, the proposal is not considered to result in any adverse effects above or beyond that which could arise with residential occupation of the subject units.

- The parking numbers required by the proposed visitor accommodation activities are commensurate to the residential occupation of each unit. Based upon the nature of the approved consents compared with that of the current application, any adverse effects in terms of parking numbers, dimensions, access and sightlines are considered to be de minimis. Importantly, the proposal is not considered to compromise the safety of any road user.

Objective 3 - Environmental Effects of Transportation

Minimal adverse effects on the surrounding environment as a result of road construction and road traffic.

Policies:

3.1 To protect the amenities of specified areas, particularly residential and pedestrian orientated town centres from the adverse effects of transportation activities.

3.2 To discourage traffic in areas where it would have adverse environmental effects.

3.3 To support the development of pedestrian and similar links within and between settlements and the surrounding rural areas, in order to improve the amenity of the settlements and their rural environs.

3.4 To ensure new roads and vehicle accessways are designed to visually complement the surrounding area and to mitigate visual impact on the landscape.

3.5 To maintain and enhance the visual appearance and safety of arterial roads which are gateways to the main urban centres.

3.6 To incorporate vegetation within roading improvements, subject to the constraints of road safety and operational requirements, and the maintenance of views from the roads.

3.7 To implement appropriate procedures, in conjunction with the takata whenua and Historic Places Trust, should any waahi tapu or waahi taonga be unearthed during roading construction. (see Section 4.3 Objective 1 Policy 1 for consultation procedures with takata whenua).

3.8 To set areas aside for staff car parking in Business and Industrial Zones.

The subject sites are not located in a Town Centre, Rural environment, Business or Industrial Zone while the proposal does not result in any physical construction. As such, policies 3.1, 3.3, 3.7 and 3.8 are not relevant considerations for the current application. Based upon the assessment and conclusions in Part 2.5 (c), the proposal is considered to be consistent with Objective 3 and the remaining relevant policies.

Objective 4 - Town Centre Accessibility and Car Parking

The proposal is not located in a Town Centre so Objective 4 and its associated policies are not relevant considerations.

Objective 5 - Parking and Loading - General

Sufficient accessible parking and loading facilities to cater for the anticipated demands of activities while controlling adverse effects.

Policies:

5.1 To set minimum parking requirements for each activity based on parking demand for each land use while not necessarily accommodating peak parking requirements.

5.2 To ensure business uses have provision for suitable areas for loading vehicles on-site.

5.3 To ensure car parking is available, convenient and accessible to users including people with disabilities.

5.4 To require all off-street parking areas to be designed and landscaped in a manner which will mitigate any adverse visual effect on neighbours, including outlook and privacy.

5.5 To require the design of parking areas to ensure the safety of pedestrians as well as vehicles.

5.6 To set areas aside for staff car parking in business and industrial zones.

The proposal is considered to be consistent with Objective 5 and the policies above for the following reasons:

- The parking numbers required by the proposed visitor accommodation activities are commensurate to the residential occupation of each unit. Based upon the nature of the approved consents compared with that of

the current application, any adverse effects in terms of parking numbers, dimensions, access and sightlines are considered to be de minimis. Importantly, the proposal is not considered to compromise the safety of any road user.

Objective 6 - Pedestrian and Cycle Transport

Recognise, encourage and provide for the safe movement of cyclists and pedestrians in a pleasant environment within the District.

Policies:

6.1 To develop and support the development of pedestrian and cycling links in both urban and rural areas.

6.2 To require the inclusion of safe pedestrian and cycle links where appropriate in new subdivisions and developments.

6.3. To provide convenient and safe cycle parking in public areas.

The proposal is considered to be consistent with Objective 6 and the policies above for the following reasons:

- The proposed traffic movements associated with the proposal has been discussed in part 2.5 (c) and based upon this assessment, the proposal is not considered to result in any adverse effects above or beyond that which could arise with residential occupation of the subject units.

- The parking numbers required by the proposed visitor accommodation activities are commensurate to the residential occupation of each unit. Based upon the nature of the approved consents compared with that of the current application, any adverse effects in terms of parking numbers, dimensions, access and sightlines are considered to be de minimis. Importantly, the proposal is not considered to compromise the safety of any road user.

Objective 7 - Public and Visitor Transport

Recognition of public transport needs of people and provision for meeting those needs.

Policies:

7.1 To plan and encourage an efficient pattern of public transport.

7.2 To investigate opportunities for public transport as an alternative to, or in association with, changes or extensions to the major road network.

7.3 To promote and investigate opportunities for a public transport link between Queenstown and Frankton.

7.4 To support the development and operation of various types of tourist transport.

7.5 To liaise with the Otago Regional Council and public transport operators to ensure the public transport needs of the District are met.

The proposal is considered to be consistent with Objective 7 and the policies above for the following reasons:

- The proposed traffic movements associated with the proposal has been discussed in part 2.5 (c) and based upon this assessment, the proposal is not considered to result in any adverse effects above or beyond that which could arise with residential occupation of the subject units.

Objective 8 - Air Transport

Due to the location of the subject sites and the nature of the proposal, Objective 8 and its associated policies are not relevant considerations for the current application.

Objective 9 – Three Parks Zone

The proposal is not located in the Three Parks Zone so Objective 9 and its associated policies are not relevant considerations for the current application.

3.4 Lower Density Suburban Residential – Chapter 7 - Objectives and Policies

3.4.1 Objective 7.2.1

Development within the zone provides for a mix of compatible suburban densities and a high amenity low density residential living environment for residents as well as users of public spaces within the zone.

Policies

7.2.1.1 Ensure the zone and any development within it is located in areas that are well serviced by public infrastructure and is designed in a manner consistent with the capacity of infrastructure networks.

7.2.1.2 Encourage an intensity of development that maximises the efficient use of the land in a way that is compatible with the scale and character of existing suburban residential development and maintains suburban residential amenity values including predominantly detached building forms, and predominantly one to two storey building heights.

7.2.1.3 Ensure that the height, bulk and location of development maintains the suburban-intensity character of the zone and maintains the amenity values enjoyed by users of neighbouring properties, in particular, privacy and access to sunlight.

7.2.1.4 Require, as necessary, all new buildings, relocated buildings and additions and alterations to existing buildings that contain an Activity Sensitive to Road Noise located adjacent to a State Highway to be designed to maintain internal residential amenity values and, in particular provide protection to sleeping occupants from road noise.

In relation to Objective 7.2.1 and related policies 7.2.1.1 – 7.2.1.4 above, the proposal is considered to be consistent with each for the following reasons:

- Infrastructure required to support the current application has been considered and approved in RM200694;
- There is sufficient car parking on the site to meet the demand from the proposed visitor accommodation use of the subject apartments;
- The residential appearance of the buildings and the height, bulk and location has been considered and approved in RM200694. The current application does not seek to amend or alter the physical appearance of the RM200694 approved buildings;
- Based upon the assessment contained in Part 2, the current application is not considered to result in any unacceptable effects upon the amenity values enjoyed by users of neighbouring properties, in particular, privacy and access to sunlight.
- The subject site is not location adjacent to a *State Highway*.

3.4.2 Objective 7.2.2

Development is limited within the Queenstown Airport Air Noise Boundary and Outer Control Boundary in recognition of the severe amenity (noise) constraints now and also likely in the foreseeable future as a result of its increasing intensity of operation and use.

Objective 7.2.2 and its related policies 7.2.2.1 – 7.2.2.3 have been assessed and are not considered to be relevant to the proposal as the location of the subject site is outside the Outer Control Boundary.

3.4.3 Objective 7.2.3

Encourage higher density development where it responds sensitively to the context and character of the locality and is designed to maintain local amenity values.

Policies

7.2.3.1 Encourage densities higher than 1:450 square metres per residential unit where this is designed to fit well with the immediate context, with particular significance attached to the way the development:

- *a. manages dominance effects on neighbours through measures such as deeper setbacks, sensitive building orientation and design, use of building articulation and landscaping;*
- *b. achieves a reasonable level of privacy between neighbours through measures such as deeper boundary setbacks, offsetting habitable room windows that face each other, or the use of screening devices or landscaping;*
- *c. provides activation of streets through the placement of doors, windows and openings that face the street.*

7.2.3.2 Limit building height on sites smaller than 900 square metres that are proposed to be developed for two or more principal units (i.e. excluding residential flats) so as to mitigate a reduction in spaciousness around and between buildings that otherwise forms part of suburban residential amenity values.

7.2.3.3 Encourage landscaped areas to be well-designed and integrated into the development layout and design, providing high amenity spaces for recreation and enjoyment, having particular regard to the visual amenity of streets and street frontages.

Objective 7.2.3 and related policies 7.2.3.1 – 7.2.3.3 above, are not considered to be relevant for assessment of the current application as the residential density, building height and landscaped areas were considered and approved in RM200694 and the current application does not seek to alter or amend the residential density, building height or amount of landscaped area within the subject site.

3.4.4 Objective 7.2.4

Residential development in Arrowtown compatible with the town's existing character.

Objective 7.2.4 and its related policies 7.2.4.1 – 7.2.4.2 have been assessed and are not considered to be relevant to the proposal as the location of the subject site is not located in Arrowtown.

3.4.5 Objective 7.2.5

Community activities serving the needs of people within the zone locate within the zone on sites where adverse effects are compatible with residential amenity values.

Objective 7.2.5 and its related policies 7.2.5.1 – 7.2.5.3 have been assessed and are not considered to be relevant as the proposal does not include any community facilities / activities.

3.4.6 Objective 7.2.6

Development efficiently utilises existing infrastructure and minimises impacts on infrastructure networks.

Policies

7.2.6.1 Ensure access and vehicle parking is located and designed to optimise safety and efficiency of the road network and minimises impacts on on-street vehicle parking.

7.2.6.2 Ensure development is designed consistent with the capacity of existing infrastructure networks and, where practicable, incorporates low impact approaches to stormwater management and efficient use of potable water.

7.2.6.3 Integrate development with all transport networks and in particular, where practicable, improve connections to public transport services and active transport networks (tracks, trails, walkways and cycleways).

In relation to Objective 7.2.6 and related policies 7.2.6.1 – 7.2.6.3 above, the proposal is considered to be consistent with each for the following reasons:

- The safety and efficiency of the road network has been discussed in part 2 of the current application and it is concluded that the proposal will not compromise the safety of any road user;
- The RM200694 approved access and vehicle parking arrangement will not result in any adverse effects upon on-street vehicle parking;
- Infrastructure required to support the current application has been considered and approved in RM200694;
- Frankton Road contains public transport services. Tracks to Frankton Road within the area have been considered by previous applications as set out in Attachment [D]. The ability of the subject site to provide further pedestrian walkways is limited by the existing topography where it is not considered practicable to improve connections to public transport services.

3.4.7 Objective 7.2.7

Commercial development in the zone is small scale and generates minimal amenity value impacts.

Objective 7.2.7 and its related policies 7.2.7.1 – 7.2.7.4 have been assessed and are not considered to be relevant as the proposal does not include any commercial development.

3.4.8 Objective 7.2.8

Objective - Visitor accommodation, residential visitor accommodation and homestays are enabled at locations, and at a scale, intensity and frequency, that maintain the residential character and amenity values of the zone.

Policies

7.2.8.1 Provide for visitor accommodation and residential visitor accommodation in the Visitor Accommodation Sub-Zones that are appropriate for the low density residential environment, ensuring that adverse effects on residential amenity values are avoided, remedied or mitigated.

Policy 7.2.8.1 is not a relevant consideration for the current application as the subject site is not located within a Visitor Accommodation Sub-Zone.

7.2.8.2 Restrict the establishment of visitor accommodation in locations outside the Visitor Accommodation Sub-Zones to ensure that the zone maintains a residential character.

The Lower Density Suburban Zone is the Districts largest residential Zone. It extends across the almost the entire southern side of Queenstown Hill where the Potters Hill area is considered to be a residential enclave or isolated pocket of residential living accessed only from Frankton Road via Potters Hill Drive.

Due to the demanding topography, the predominate typology of residential living which has established in this area is apartment style living where the onus is not on traditional back yard private outdoor living areas but reliance on modest decking spaces at elevated levels and sufficient internal living areas for the well being of residents. As such, the residential character which has established across the upper slopes of Potters Hill is considered to be “somewhat unique” by comparison to the typology of traditional residential living and residential character the Zone anticipates.

The residential character which is apparent through the appearance of buildings is retained through the current applications absence of physical alterations to the RM200694 approved apartments. The residential character of activities approved within the upper slopes of Potters Hill is becoming diminished (in the traditional sense) or it could be considered the character is changing through the number of visitor accommodation activities approved in the area as set out in Attachment [D] and discussed in part 1. However, irrespective of the character within the upper slopes of Potters Hill, it is considered that this evolving character is confined to this area and without any logical migration to the remaining areas of the Zone given these “somewhat unique” circumstances.

Therefore, given the residential character which is changing is limited to activities only and not physical appearance, coupled with the “somewhat unique” circumstances, the proposal is not considered to result in a loss of character throughout the remainder of the Lower Density Suburban Zone that requires the restriction of the proposed visitor accommodation.

7.2.8.3 Ensure that residential visitor accommodation and homestays are of a scale and character that are compatible with the surrounding residential context and maintain residential character and amenity values.

7.2.8.4 Provide opportunities for low intensity residential visitor accommodation and homestays as a contributor to the diversity of accommodation options available to visitors and to provide for social and economic wellbeing.

7.2.8.5 Manage the effects of residential visitor accommodation and homestays outside the Visitor Accommodation Sub-Zone by controlling the scale, intensity and frequency of use and those effects of the activities that differentiate them from residential activities.

Policies 7.2.8.3 - 7.2.8.5 are not relevant considerations for the current application as the proposal does not include residential visitor accommodation or homestay activities.

Otago Regional Policy Statement

Part 5 - Land

Objectives

5.4.1 To promote the sustainable management of Otago's land resources in order: (a) To maintain and enhance the primary productive capacity and life-supporting capacity of land resources; and (b) To meet the present and reasonably foreseeable needs of Otago's people and communities.

5.4.2 To avoid, remedy or mitigate degradation of Otago's natural and physical resources resulting from activities utilising the land resource.

5.4.3 To protect Otago's outstanding natural features and landscapes from inappropriate subdivision, use and development.

5.4.4 To ensure that public access opportunities exist in respect of activities utilising Otago's natural and physical land features.

5.4.5 To promote the sustainable management of Otago's mineral resources in order to meet the present and reasonably foreseeable needs of Otago's communities.

Policies

5.5.1 To recognise and provide for the relationship Kai Tahu have with Otago's land resource through:

(a) Establishing processes that allow the existence of heritage sites, waahi tapu and waahi taoka to be taken into account when considering the subdivision, use and development of Otago's land resources; and

(b) Protecting, where practicable, archaeological sites from disturbance; and

(c) Notifying the appropriate runanga of the disturbance of any archaeological site and avoiding, remedying, or mitigating any effect of further disturbance until consultation with the kaitiaki runanga has occurred.

5.5.2 To promote the retention of the primary productive capacity of Otago's existing high class soils to meet the reasonably foreseeable needs of future generations and the avoidance of uses that have the effect of removing those soils or their life-supporting capacity and to remedy or mitigate the adverse effects on the high class soils resource where avoidance is not practicable.

5.5.3 To maintain and enhance Otago's land resource through avoiding, remedying or mitigating the adverse effects of activities which have the potential to, among other adverse effects: (a) Reduce the soil's life-supporting capacity (b) Reduce healthy vegetative cover (c) Cause soil loss (d) Contaminate soils (e) Reduce soil productivity (f) Compact soils (g) Reduce soil moisture holding capacity.

5.5.4 To promote the diversification and use of Otago's land resource to achieve sustainable landuse and management systems for future generations.

5.5.5 To minimise the adverse effects of landuse activities on the quality and quantity of Otago's water resource through promoting and encouraging the: (a) Creation, retention and where practicable enhancement of riparian margins; and (b) Maintaining and where practicable enhancing, vegetation cover, upland bogs and wetlands to safeguard land and water values; and (c) Avoiding, remedying or mitigating the degradation of groundwater and surface water resources caused by the introduction of contaminants in the form of chemicals, nutrients and sediments resulting from landuse activities.

5.5.6 To recognise and provide for the protection of Otago's outstanding natural features and landscapes which: (a) Are unique to or characteristic of the region; or (b) Are representative of a particular landform or land cover occurring in the Otago region or of the collective characteristics which give Otago its particular character; or (c) Represent areas of cultural or historic significance in Otago; or (d) Contain visually or scientifically significant geological features; or (e) Have

characteristics of cultural, historical and spiritual value that are regionally significant for Tangata Whenua and have been identified in accordance with Tikanga Maori.

5.5.7 To promote the provision of public access opportunities to natural and physical land features throughout the Otago region except where restriction is necessary:

(i) To protect areas of significant indigenous vegetation and/or significant habitats of indigenous fauna; or

(ii) To protect Maori cultural values; or

(iii) To protect public health or safety; or

(iv) To ensure a level of security consistent with the purpose of a resource consent or in circumstances where safety and security concerns require exclusive occupation; or

(v) In other exceptional circumstances sufficient to justify the restriction notwithstanding the importance of maintaining that access.

5.5.8 To recognise known mineral deposits and to consider the potential for access to those mineral resources to be compromised or removed by other alternative land development

Built Environment

Objectives

9.4.1 To promote the sustainable management of Otago's built environment in order to:

(a) Meet the present and reasonably foreseeable needs of Otago's people and communities; and

(b) Provide for amenity values, and

(c) Conserve and enhance environmental and landscape quality; and

(d) Recognise and protect heritage values.

9.4.2 To promote the sustainable management of Otago's infrastructure to meet the present and reasonably foreseeable needs of Otago's communities.

9.4.3 To avoid, remedy or mitigate the adverse effects of Otago's built environment on Otago's natural and physical resources.

Policies

9.5.1 To recognise and provide for the relationship Kai Tahu have with the built environment of Otago through:

(a) Considering activities involving papatipu whenua that contribute to the community and cultural development of Kai Tahu; and

(b) Recognising and providing for the protection of sites and resources of cultural importance from the adverse effects of the built environment.

9.5.2 To promote and encourage efficiency in the development and use of Otago's infrastructure through:

(a) Encouraging development that maximises the use of existing infrastructure while recognising the need for more appropriate technology; and

(b) Promoting co-ordination amongst network utility operators in the provision and maintenance of infrastructure; and

(c) Encouraging a reduction in the use of non-renewable resources while promoting the use of renewable resources in the construction, development and use of infrastructure; and

(d) Avoiding or mitigating the adverse effects of subdivision, use and development of land on the safety and efficiency of regional infrastructure.

9.5.3 To promote and encourage the sustainable management of Otago's transport network through:

(a) Promoting the use of fuel efficient modes of transport; and

(b) Encouraging a reduction in the use of fuels which produce emissions harmful to the environment; and

(c) Promoting a safer transport system; and

(d) Promoting the protection of transport infrastructure from the adverse effects of landuse activities and natural hazards.

9.5.4 To minimise the adverse effects of urban development and settlement, including structures, on Otago's environment through avoiding, remedying or mitigating:

(a) Discharges of contaminants to Otago's air, water or land; and

(b) The creation of noise, vibration and dust; and

(c) Visual intrusion and a reduction in landscape qualities; and

(d) Significant irreversible effects on:

(i) Otago community values; or

(ii) Kai Tahu cultural and spiritual values; or

(iii) The natural character of water bodies and the coastal environment; or

(iv) Habitats of indigenous fauna; or

(v) Heritage values; or

(vi) Amenity values; or

(vii) Intrinsic values of ecosystems; or

(viii) Salmon or trout habitat.

9.5.5 To maintain and, where practicable, enhance the quality of life for people and communities within Otago's built environment through:

(a) Promoting the identification and provision of a level of amenity which is acceptable to the community; and

(b) Avoiding, remedying or mitigating the adverse effects on community health and safety resulting from the use, development and protection of Otago's natural and physical resources; and

(c) Avoiding, remedying or mitigating the adverse effects of subdivision, landuse and development on landscape values.

9.5.6 To recognise and protect Otago's regionally significant heritage sites through:

(a) Identifying Otago's regionally significant heritage sites in consultation with Otago's communities; and

(b) Developing means to ensure those sites are protected from inappropriate subdivision, use and development.