

Response to Further Information Request

To	Stephanie Frame and Rachel Ducker
From	Katrina Ellis
Date	11 February 2022
Subject	COVID-19 Recovery (Fast-Track Consenting) Act 2020 – Glenpanel, Ladies Mile ` Pūtahi – Request for further information

This is a response to Ministry for the Environment's further information request dated 26 January 2022, and received 28 January 2022.

1. How the Project will contribute to well-functioning urban environments, with particular reference to policy 1 of the National Policy Statement for Urban Development

Glenpanel will be a well functioning urban environment, and over time will contribute to Ladies Mile being a larger well functioning urban environment. These key features of the Glenpanel Masterplan, which ensure that Glenpanel will be a well functioning urban environment, are outlined on page 14 of the Glenpanel Masterplan document that was attached to the application.

The Glenpanel proposal is based around a simple, legible grid pattern road network and development pattern that ensures good linkages between pedestrian and cycle routes and open space amenity areas. Being relatively flat, this urban pattern provides legible, safe and short walking distances to anywhere in the Glenpanel neighbourhood, and provides connections to existing and future development in the wider area. The north-south grid supports a range of housing typologies with good access, solar orientation and on-site amenity.

Policy 1 of the National Policy Statement for Urban Development (NPS-UD) seeks to require well-functioning urban environments that as minimum:

- Enable a range of housing options
- Enable a variety of sites to cater for different business sectors
- Ensure accessibility, including by public and active transport, between housing, work, community facilities and natural and open spaces
- Support the competitive operation of, and limit impacts on, land and development markets
- Support deduction of greenhouse gas emissions and

- Are resilient to effects of climate change.

It is widely acknowledged that there is a demand for housing in Queenstown that suits the needs of residents of Queenstown and is affordable. A key outcome of Glenpanel is its delivery of a range of housing types. With a high density concentrated around collector roads, and lower densities close to Slopehill, of which is an outstanding natural landscape. There will be small scale walk up apartments, and range of terrace housing, duplex's and stand alone dwellings. The project may also include a retirement village, which will be an extension to the existing adjacent retirement village.

Maryhill (the developer) is in active discussion with Kiwibuild, with the aim of providing for a kiwibuild housing within the development, increasing the provision for much needed affordable housing in the district.

Further, the high level of amenity within the development supports more intensive housing types such as terraced houses and apartments. Generally speaking, the development overall is inherently 'affordable by design'.

The development sets aside a variety of sites to cater to appropriate businesses, with:

- a mixed use block, which will likely have business on the ground floor, and residential above,
- a commercial storage facility, providing storage for local residents' belongings such as boats and trailers,
- possible provision of a primary school and childcare, or retirement village.

These businesses are compatible with and will support the proposed residential community and enable people to live and work in the same immediate area.

Glenpanel is designed to have a high level of accessibility within the development, to the Glenpanel Homestead and proposed Flint Park development, to future development east of the site, and to existing development south of the site. There is HIFF funding for Waka Kotahi to put an underpass under SH6 to connect Glenpanel to the development to the south of SH6, which, if constructed will enhance the accessibility of pedestrians and cyclists.

There will be good provisions for safe walking and cycling paths throughout Glenpanel, with high amenity spaces provided through grade separation with cars and planting. Rear lanes and shared accessways will be incorporated into the design, reducing the impact of driveways and garages to the street, which will enhance pedestrian amenity and safety. There will be bus stops located within close proximity of each unit, and bus shelters provided at bus stops, to facilitate this being an accessible and convenient mode of transport. Collectively these aspects serve to make walking, cycling and the use of public transport more accessible and attractive; thereby reducing private motor vehicle use and associated environmental impacts.

The development pattern supports a range of compact housing types that can easily be customized and adapted relatively easily, and includes sections for standalone development, resulting in a wide range of housing typologies and price points. This breadth of range and customization helps ensure wide 'market spread' needed to support a complete and diverse community.

There are limited vacant sections on the Queenstown market at the more affordable end, and there is a monopoly on this market currently in the 'Southern Corridor'. There is limited affordable new duplex and terrace townhouse offerings also, both of which have had good uptake in the District in recent times. Glenpanel will provide a range of housing choice and bring competition to the market at the more affordable end.

The design has considered the Kāi Tahu Ki Otago Natural Resource Management Plan. It has been important for the project to be located outside of culturally significant and highly visible landscapes, and it will adopt the approach of having an accidental discovery protocol during earthworks.

Given that traffic is one of the major contributor to emissions and greenhouse gasses, the most important aspect that this proposal can provide with regard to responding to this challenge is to support modal shift – particularly towards walking, cycling and use of bus services. This is principally achieved by having highly connected and legible urban form coupled with expansive greenway routes that link to surrounding development areas and proposed bus route / stops. Effort is being made to reduce the provision for, and impacts of, motor vehicles. This includes more pedestrian and cycling focused design and use of rear service lanes.

Heavy machinery for earthworks is a key contributor to emissions. The site is relatively flat, and topography will be worked with to minimise the overall earthworks required.

The other key response is the range of buildings typologies and associated construction techniques. Development will optimise the use of compact, attached house forms which inherently use less materials and have less embodied energy than larger free-standing dwellings. Further, the location and the site and nature of the design means dwellings will have high access to solar gain, a factor not common throughout Queenstown, which has communities on southern hillsides with some dwellings not getting any direct sunlight in parts of winter. Use of locally sourced materials where possible such as schist, and planting of native vegetation will be encouraged. These factors reduce energy consumption. Collectively these elements deliver a meaningful response to emissions and greenhouse gasses.

Unlike much of Queenstown and the wider area, the subject site is not subject to flood risk. Its location, elevated above and separated from the local lakes and rivers, safeguards it from effects of climate change such as sea level rise and associated increased flooding from lakes and rivers. Glenpanel, and the wider Ladies Mile will have resilience to natural disasters through being a connected community that can be self-sufficient with medical facilities, cafes, small shops, schools and other facilities in the immediate area, and more facilities proposed over time as Ladies Mile develops.

2. How the Project will meet the 'gateway' tests in section 104D of the RMA?

Section 104D of the RMA states that the decision maker may only grant a resource consent for a non-complying activity if it is satisfied that (a) the *adverse effects* of the activity on the environment will be no more than minor (noting the focus on adverse effects, rather than simply the extent of change); or (b) that the activity will not be contrary to the objectives or policies of the relevant plan or proposed plan (noting that "contrary to" means repugnant to a "fair appraisal of the objectives and policies read as a whole"). Importantly, only one of the two "gateway" tests under section 104D need to be met.

For the reasons given below, both gateway tests are considered met in this case.

Effects on the Environment

An assessment of environmental effects was provided in the application. This assessment utilised assessments from the projects urban designer, transport engineer and landscape architect. It further drew on the extensive reporting done for development in this area to support the QLDC Spatial Plan, QLDC Ladies Mile Masterplan, and the previous Glenpanel Special Housing Area expression of interest.

That assessment concludes that the proposed Glenpanel development will have no more than minor adverse effects on the environment.

Therefore the first gateway test under section 104D(1)(a) has been met in that the application will not have an adverse effect on the environment which are more than minor.

Policies and Objectives

This assessment focuses on the Objectives and Policies that are contained within the district plan. The QLDC Operative District Plan has largely fallen away as it relates to this site, and the Proposed District Plan (PDP) is of greater relevance, and the focus for assessment of the District Plan Objectives and Policies will focus on the policies and objectives from the PDP.

The subject site is zoned Rural and Rural Lifestyle, with proposed development being primarily within the Rural Lifestyle portion of the site.

The chapters of the PDP that have relevant Objectives and Policies are listed below:

- Chapter 3 Strategic Direction
- Chapter 4 Urban Development
- Chapter 6 Landscapes – Rural Character
- Chapter 21 Rural Zone
- Chapter 22 Rural Lifestyle Zone
- Chapter 25 Earthworks
- Chapter 27 Subdivision and Development
- Chapter 29 Transport

A high level assessment against the relevant objectives and policies is as follows:

Strategic Chapters: Chapter 3 Strategic Direction, Chapter 4 Urban Development and Chapter 6 Landscapes – Rural Character

The relevant strategic objectives and policies of the PDP aim to ensure that the District's economy is prosperous, resilient and equitable, that urban growth is managed in a strategic and integrated manor, a quality built environment, retention of the district's distinctive landscapes and that residents and communities can provide for their social, cultural and economic wellbeing and their health and safety.

They seek to apply urban growth boundaries (UGBs) and avoid development in rural zones, avoid or minimise effect of developments on water quality of lakes, rivers and wetlands, seek opportunities to provide public access to the natural environment, and protect landscape values of Outstanding Natural Features (ONFs). Policies seek that UGBs can be amended over time to meet growth needs.

Glenpanel will not detract from the Queenstown town centre and will thus maintain the town centre as a hub for New Zealand's premier alpine visitor resort. The proposal provides for diversification of the district's economic base and the creation of employment opportunities.

The proposal will promote a well designed and integrated urban form that connects into existing and proposed infrastructure that ensures a mix of dwelling types and land uses. Glenpanel is located within Ladies Mile, adjacent to one of the largest concentrated urban populations in Queenstown. Given its location, serviceability and aspect, it is considered to be strategically one of the most important areas for development in Queenstown, and it is noted as a high priority development area in the Queenstown Lakes Spatial Plan. QLDC has prepared a Masterplan that will allow for the integrated development of Ladies Mile, which will extend the

UGB to include the subject site. While the site currently falls outside the urban growth boundary, it is in a location adjacent to existing extensive urban development and infrastructure, and in a priority development to be included in the UGB in due course. QLDC have three waters services urban boundaries and have already amended the urban boundary for services to include the wider Ladies Mile area, including the subject site. As such, while the proposal is somewhat inconsistent with the policies requiring urban development to be inside the District Plan UGB and outside of rural zoned areas, it is by no means repugnant to these policies, noting the location of the site, the Spatial Plan direction to upzone the site and amend the UGB with high priority, and that the three waters urban boundaries have already been amended to include Ladies Mile as an urban area. As such the proposal is not considered contrary to these policies. Glenpanel will result in urban growth managed in an integrated and strategic manner, in line with the QLDC approved Spatial Plan. As such the proposal is considered to be, on balance, consistent with strategic objectives and policies regarding urban growth.

The proposal will result in a quality built environment, it will retain the landscape values of Slope hill (an ONF), and will include reserves and community infrastructure, and be closely connected to facilities beyond the site. This enables residence to provide for their wellbeing. Subject to ongoing discussions with Queenstown Trails Trust, a trail might be included along the base of Slope hill, which will create an opportunity for public access to the natural environment. Earthworks from development will be managed in accordance with an earthworks management plan to prevent effects on water quality from runoff and sedimentation.

Overall, on balance, the proposal is considered consistent with and not contrary to the Strategic objectives and policies in the PDP.

Zone Chapters - Chapter 21 - Rural Zone; Chapter 22 - Rural Residential and Rural Lifestyle

The vast majority of the rural zoned portion of the site is remaining undeveloped and in rural production. Overall the relevant objectives and policies of the Rural Zone will be met.

The proposed development area is primarily on land zoned Rural Lifestyle. The Rural Lifestyle zone has the following objectives, with supporting policies:

- 3.2.1 *Objective - The District's landscape quality, character and amenity values are maintained and enhanced while enabling rural living opportunities in areas that can absorb development*
- 3.2.2 *Objective - The predominant land uses within the Rural Residential and Rural Lifestyle Zones are rural and residential activities.*
- 3.2.3 *Objective - New development does not exceed available capacities for servicing and infrastructure.*
- 3.2.4 *Objective - Sensitive activities conflicting with existing and anticipated rural activities are managed.*

It is acknowledged the character of the area will be changed as a result of urban development. As discussed above, Glenpanel is located within Ladies Mile, an area that is rapidly urbanising and has been identified in QLDC's Spatial Plan as a future priority growth area and is currently undergoing a Masterplan process.

Given the urban nature of the surrounding land use, it is considered that further urbanising would not cause sensitive activities to conflict and there are little to no constraints to urban development. It is considered that given the nature and location of the land, urban uses are most appropriate. This development is not being proposed on quality productive land so that resource is not being placed under further pressure due to this development, and studies have shown that the land can absorb urban development.

The development is able to be serviced, and given the nature of the surrounding urbanised neighbourhoods will be providing for development that is in keeping with the locality.

The development is not entirely consistent with the objectives and policies of the Rural Lifestyle zone, but it is not contrary to them. The proposal is considered consistent with the objectives and policies of the Rural zone.

District Wide Chapters - Chapter 25 Earthworks, Chapter 27 Subdivision and Development, Chapter 29 Transport

The district wide chapters relate to development that in this instance is being proposed on a greenfield site, with few constraints. This means that all constraints can be designed around and adverse effects can be mitigated to ensure that the development will not be contrary to the policies and objectives that are set out in the these chapters.

It is considered that the proposed development will be consistent with the relevant objectives and policies in these district wide chapters.

Conclusion in respect of “not contrary” to objectives and policies, and gateway tests

With respect to the second gateway test under section 104D(1)(b), the application is not contrary to the relevant policies and objectives of the Operative District Plan or the Proposed District Plan when considered as a whole (as is required).

Summary

While proposals only need to meet one of the gateways under section 104D, the application passes both of the gateway tests in s104D.

3. The Project is dependent on access from a proposed roundabout intersection at Howards Drive scheduled to be opened in 2024. How will this affect the Project’s ability to meet the FTCA’s purpose of urgently creating employment and investment certainty given that this section of State Highway 6 is a limited access road?

The subject site currently has two legal access locations off State Highway 6. One to the west and one to the east. The Howards Drive roundabout is in the location of the eastern access.

The western access is an existing formed legal access that will be used for construction traffic, enabling construction to proceed prior to the roundabout being operational.

It is intended that occupants of proposed buildings be served by a road network that utilises the roundabout. It is aimed to line up construction so that Glenpanel Stage 1 buildings are ready to be occupied soon after the roundabout is completed.

Overall there will be no delays to construction of the Glenpanel development resulting from the roundabout not being operational until 2024.

4. How the Project will enable the uptake of public transport

An existing bus service, Route 2, Arthurs Point – Arrowtown, passes along Frankton-Ladies Mile Highway adjacent to the site. A second bus service, Route 5, Queenstown – Lake Hayes Estate, passes near to the site, it is possible that this service could be diverted to pass along Frankton-Ladies Mile Highway adjacent to the site, and Glenpanel collector roads and intersections have been designed are designed to cater for busses.

To enable the uptake of public transport either of these services could be diverted into the residential development using the (Waka Kotahi NZTA) Howard Drive Roundabout to enter/exit the development with an onsite roundabout as a turnaround facility. The provision of the onsite turnaround facilities and bus stop facilities will make it convenient for public transport providers (Otago Regional Council and OrBus) to establish a simple and convenient route for public transport operators to service the proposed development by bus. This is an integral part of the masterplan design which would be developed through the design process.

The approach being developed within this development is consistent and will work with other emerging residential developments within the Te Pūtahi Ladies Mile area.

It is possible that a single bus stop within the Glenpanel site can be positioned so that it is within 400m of every dwelling, and the majority of dwellings will be within 300m of a stop as shown in the Movement Strategy plan provided with the application. 400m is seen as a maximum convenient walking distance to a bus stop. It is therefore possible to provide bus stops within a comfortable and convenient walking distance of all dwellings within the site to encourage residents to utilise public transport as a mode of travel.

Other methods to further encourage the uptake of public transport are:

- The provision of safe and pleasant footpath infrastructure which makes walking or cycling to a bus stop more enjoyable and comfortable for those who choose this mode of travel, and
- Provision of bus stop shelters at bus stops which makes waiting for a bus more comfortable and more appealing for those who choose this mode of travel.

ORC have identified that early provision of convenient bus routes and stops is important to meet their transport objectives, as the project develops the design team will work with the ORC to develop appropriate bus facilities to allow a bus service to serve the proposed development.

If you have any further questions or would like me to clarify any of the above, please do not hesitate to get in touch.

KATRINA ELLIS



Senior Planner

s 9(2)(a)