

FTC #66 Application for referred projects under the COVID-19 Recovery (Fast-track Consenting) Act 2020 – Stage 1 decisions

Application 2021-052 – Bellgrove Development - Rangiora

Application 2021-053 – Flints Park, Ladies Mile - Te Pūhahi – Lakes Hayes

Date Submitted:	1 July 2021	Tracking #: BRF-227
Security Level	In-Confidence	MfE Priority: Urgent

	Action sought:	Response by:
To Hon David Parker, Minister for the Environment	Decision on recommendations in Table A	TBA

Actions for Minister's Office Staff	Return the signed briefing to MfE Send attached letters (if agreed and signed)
Number of attachments: 3	Attachments: - Letters from the Minister for the Environment to relevant Ministers of the Crown - Copy of Bellgrove Development - Rangiora application and supporting information – to send with letters to Ministers - Copy of Flints Park, Ladies Mile - Te Pūhahi application and supporting information – to send with letters to Ministers

Ministry for the Environment contacts

Position	Name	Cell phone	1 st contact
Principal Authors	Md Arif Hasan and Max Gander-Cooper		
Manager	Stephanie Frame	s 9(2)(a)	✓
Director	Sara Clarke (Acting)	s 9(2)(a)	

FTC #66: Application for referred projects under the COVID-19 Recovery (Fast-track Consenting) Act 2020 – Stage 1 decisions

Key Messages

1. We seek your initial decisions on two applications for referral to an expert consenting panel (a panel) under the COVID-19 Recovery (Fast-track Consenting) Act 2020 (FTCA) for the following projects:
 - a. Bellgrove Development – Rangiora, from Bellgrove Rangiora Limited
 - b. Flints Park, Ladies Mile - Te Pūtahi, from Glenpanel Development Limited

Bellgrove Development - Rangiora

2. The Bellgrove Development - Rangiora Project (the Project) is located at 52 and 76 Kippenberger Avenue, Rangiora, Canterbury.
3. The Project is to subdivide a 20.8 hectare site and construct approximately 209 residential units, a neighbourhood commercial centre, and supporting infrastructure including a road network and shared paths within esplanade and stormwater reserves. The Project also proposes to restore ecological areas within the esplanade reserves and retain the historic Bellgrove Farm Homestead for residential use.
4. The Project involves activities such as subdivision of land, vegetation clearance in riparian areas, earthworks (including earthworks in riparian areas and over an aquifer), disturbance of potentially contaminated soils and a riverbed, diversion of a surface waterbody, taking of groundwater for dewatering, discharges of stormwater, dewatering water and stream diversion water, discharge of contaminants, reclamation of a riverbed for realignment, construction of three waters services and roading infrastructure including culverts, and construction of residential units and development of open spaces.
5. The applicant advises that the Project requires the following resource consents:
 - a. land use consents and subdivision consents under the Operative Waimakariri District Plan (WDP)
 - b. land use consents, discharge permits and water permits under the Canterbury Land and Water Regional Plan (CLWRP)
 - c. discharge permits and water permits under Proposed Change 7 to the CLWRP
 - d. land use consents, discharge permits and water permits under the Waimakariri River Regional Plan (WRRP)
 - e. land use consents under the National Environmental Standard for Freshwater 2020 (NES-F)
 - f. land use consent under the National Environment Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2011 (NES-CS).

Flints Park, Ladies Mile – Te Pūtahi

6. The Flints Park, Ladies Mile – Te Pūtahi project is located at 429 Frankton-Ladies Mile Highway (State Highway 6), Lake Hayes.
7. The Project is to subdivide a 15.6 hectare site and construct up to 300 residential units of various typologies (or up to 179 residential units if a primary school and early childhood

centre are developed)¹, a neighbourhood commercial centre and supporting infrastructure including road networks and public open space. The Project will retain the historic Glenpanel Homestead and includes an expansion of this building for commercial use.

8. The Project involves activities such as subdivision of land, vegetation clearance, earthworks (including on contaminated land), discharges of stormwater and contaminants to land, construction of residential and commercial buildings, additions to a heritage building, construction of roading and transport infrastructure, construction of three waters services and development of open space including landscaping and planting.
9. The Project requires subdivision and land use consent under the Queenstown Lakes District Plan and may require land use consent and discharge consents under the Otago Regional Omnibus Plan Change – Plan Change 8 and Plan Change 1, and land use consent under the NES-CS.

Summary analysis: Bellgrove Development - Rangiora

10. We have undertaken an initial (Stage 1) analysis of the application which is presented along with our recommendations in Table A.
11. The Project meets all the eligible criteria in section 18 of the FTCA, but more analysis is needed to confirm if it meets the purpose of the FTCA to enable us to advise you on matters in section 23(5) which may influence your referral decision. Key issues are:
 - a. zoning and consistency with the Canterbury Regional Policy Statement (CRPS)
 - b. effects on versatile soils
12. Rangiora is an area of Greater Christchurch² which is currently experiencing high levels of housing shortage and the CRPS currently limits the ability for Waimakariri District Council (WDC) to rezone additional land for housing to meet this demand. Councils within the Greater Christchurch area have undertaken a range of strategic planning for housing growth through the Greater Christchurch Partnership (GCP)³. Plan Change 1 to Chapter 6 of the CRPS (PC1) has identified Future Development Areas (FDA) in Rangiora, Rolleston and Kaiapoi, and the Project site lies within an FDA. Environment Canterbury (ECan) sought your approval to use a Streamlined Planning Process for PC1, and in the latest stage of this process you decided to refer it back (with no changes) to Environment Canterbury for approval, on 24 May 2021. This update to the CRPS will enable the affected councils to rezone land to better meet housing capacity shortfalls.
13. While the Project is not consistent with the current rural zoning under the operative Waimakariri District Plan, it is consistent with the pattern of future urban growth and residential development anticipated by both PC1 and the draft structure plan proposed by the WDC.
14. The Proposed National Policy Statement for Highly Productive Land (NPS-HPL) intends to ensure the availability of highly productive land for primary production for future generations through protecting this land from inappropriate subdivision, use and development. Approximately 6.6 hectares of the site (32%) contains Class II versatile soils. The future development strategy 'Our Space 2018-2048' (Our Space) for Greater Christchurch⁴ notes that consideration of the impacts of FDAs on versatile soils will be undertaken as part of

¹ Note that the school is outside the Project scope and will be consented or designated separately if it proceeds.

² As defined in Schedule 2 of the Greater Christchurch Regeneration Act 2016.

³ The Greater Christchurch Partnership includes Environment Canterbury, Te Rūnanga o Ngāi Tahu, Canterbury District Health Board, Christchurch City Council, Waimakariri District Council, Selwyn District Council, and Waka Kotahi NZ Transport Agency.

⁴ The future development strategy for Greater Christchurch, led by Greater Christchurch Partnership Committee and adopted by each partner local authority in 2019.

district plan reviews. We consider it appropriate to consult local councils on this issue if you decide to proceed to the next stage.

15. We recommend you progress consideration of the application to the next stage of analysis (Stage 2) and invite comments from:
 - a. Ministers listed in section 21(6) of the FTCA
 - b. Associate Minister for the Environment (Urban Development)
 - c. Waimakariri District Council
 - d. Environment Canterbury
 - e. Greater Christchurch Partnership, and the following individual GCP partners (additional to those named above):
 - i. Te Rūnanga o Ngāi Tahu
 - ii. Christchurch City Council
 - iii. Selwyn District Council
 - iv. Waka Kotahi NZ Transport Agency (Waka Kotahi).

Summary analysis: Flints Park, Ladies Mile - Te Pūtahi

16. We have undertaken an initial (Stage 1) analysis of the application which is presented along with our recommendations in Table A.
17. The Project meets all the eligibility criteria in section 18 of the FTCA, but more analysis is needed to confirm if it meets the purpose of the FTCA to enable us to advise you on matters in section 23 (5) which may influence your referral decision. Key issues are:
 - a. consistency with zoning and Ladies Mile Master Plan
 - b. access and public transport
 - c. potential heritage and landscape effects
18. The site is currently zoned rural under the operative and proposed Queenstown Lakes District Plans. Queenstown Lakes District Council (QLDC) is currently preparing the Ladies Mile Master Plan (LMMP) to enable more intensive urban development within the area.
19. The applicant's proposed housing density generally aligns with the draft provisions in the LMMP which indicate that permitted lot sizes will be either 250 square metres or 450 square metres. As public consultation has commenced on the proposed LMMP and the Plan has not been finalised, any outcome using the fast-track consent process may precede the outcome of decisions on the LMMP. If you decide to progress this Project, comments from QLDC on the anticipated timing of the LMMP and its implementation will help to inform your referral decision.
20. Providing safe access to future housing development sites in the Ladies Mile area from State Highway 6 has the potential to delay this development. The applicant has attained approval from Waka Kotahi for the design and construction of access from State Highway 6 to the Project site and anticipates that this can be completed during the 2021/2022 construction season. The applicant also notes that a public transport hub for Ladies Mile will be delivered by QLDC separately to this Project. Two bus stops within the Project site are proposed as a short-term solution, and longer-term solutions are also being discussed with Waka Kotahi.
21. The site is located partially within an Outstanding Natural Landscape Overlay (Slope Hill) in the Proposed Queenstown Lakes District Plan (ONL). The applicant proposes to develop the Project on the southern portion of the site outside the land included in the ONL, which is expected to remain as open space. The site also includes the historic Glenpanel Homestead

which is a category 3 scheduled site in both the Operative and Proposed District Plans. The applicant proposes to extend this building as part of the Project and use it as a wine tasting centre and art gallery as authorised by a separate resource consent granted in 2020.

22. We recommend you progress consideration of the application to the next stage of analysis (Stage 2) and invite comments from:
 - a. Queenstown Lakes District Council and Otago Regional Council
 - b. Ministers listed in section 21(6) of the FTCA
 - c. Minister for Economic and Regional Development
 - d. Associate Minister of the Environment (Urban Development)
 - e. Waka Kotahi
23. We also recommend you request further information from the applicant and QLDC as detailed in Table A.

Statutory Framework Summary

24. You are the sole decision maker for referral of the Projects as they will not occur in the coastal marine area.
25. You may decline the referral applications before seeking comments from the relevant local authorities and any relevant Ministers:
 - a. if you are satisfied the Projects do not meet referral criteria in section 18 of the FTCA, (which include you being satisfied the Projects meet/s the purpose of the FTCA) (see sections 18(2) and 23(1) of the FTCA
 - b. for any other reason (see section 23(2) of the FTCA).
26. If you do not decline the referral applications at this stage, section 21 of the FTCA:
 - a. requires you to provide the applications to, and invite comments from, the relevant local authorities and the relevant Ministers
 - b. permits you to provide the applications to and invite comments from any other person.
27. You are also able to request further information from the applicant or any relevant local authority at any time before you decide to decline or accept the referral applications (see section 22 of the FTCA).

Action Sought

28. Please indicate your decisions on the recommendations in Table A.

Signature

A handwritten signature in black ink, appearing to read 'S. Frame', is written over a light blue grid background.

Stephanie Frame
Manager – Fast Track Consenting

Released under the provision of
the Official Information Act 1982

Projects to progress

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Project details	Project description	Project funding	Is Project eligible for referral? [section 18(3)]	Will the Project help to achieve the purpose of the FTCA? [section 18(2)]						Recommendations	Minister's decisions
				Economic benefits and costs for people or industries affected by COVID-19 [section 19(a)]	Effect on social and cultural wellbeing of current and future generations [section 19(b)]	Likelihood the Project will progress faster under the FTCA than would otherwise be the case [section 19(c)]	Public benefit [section 19(d)]	Potential for significant adverse environmental effects, including greenhouse gas emissions [section 19(e)]	Any other relevant matters [section 19(f)]		
	i. reclamation of a riverbed for realignment j. construction of three waters services and roading infrastructure including culverts k. construction of residential units l. development of open spaces.									- Greater Christchurch Partnership, and the following individual Greater Christchurch Partnership partners (additional to those named above): - Te Rūnanga o Ngāi Tahu - Christchurch City Council - Selwyn District Council - Waka Kotahi NZ Transport Agency g. Sign the attached letters to Ministers listed in section 21(6) of the FTCA. h. Note that while awaiting these comments, the Ministry for the Environment will, in consultation with the Office of Māori Crown Relations – Te Arawhiti, prepare a report for the purpose of section 17 of the FTCA.	Yes/No
Project name Flints Park, Ladies Mile - Te Pūhahi Applicant Glenpanel Development Limited Location 429 Frankton-Ladies Mile Highway, Lake Hayes, Otago (429 State Highway 6, Lake Hayes Queenstown)	The Project is to subdivide a 15.6 hectare site and construct up to 300 residential units (or up to 179 residential units if a primary school and early childhood centre are developed) ⁵ , a neighbourhood commercial centre and supporting infrastructure including road networks and public open space. The Project will retain the historic Glenpanel Homestead and includes an expansion of the building for commercial use. The Project will involve activities such as:	The applicant intends to fund the Project through existing capital and through loans from Bank of New Zealand and First Mortgage Trust, both of whom have provided letters of support which are included in the application. The applicant also intends for 50% of the residential units to be Kiwibuild homes, and the application includes letters of support from Kiwibuild and Kainga Ora. Based on the information provided by the	Based on available information at this stage, we consider the Project is eligible for referral because: - it does not include any prohibited activities - it does not include land returned under a Treaty settlement - it does not occur in a customary marine title area or protected customary rights area under the Marine and Coastal Area (Takutai	The applicant estimates that the Project will: - provide approximately 814 Full Time Equivalent (FTE) jobs over a five-year period - provide up to 300 homes of various typologies in an area with housing demand - provide ongoing employment through development of commercial space The applicant has not provided information on how the 814 jobs will be allocated over	The Project has the potential for positive effects on social wellbeing of current and future generations as it will: - provide additional housing supply in an area that has a housing shortage - provide a diverse range of housing typologies - provide employment opportunities during construction and a limited number of ongoing jobs - provide a public recreation space	The applicant is seeking a fast-track resource consent rather than a plan change and resource consent process in order to enable housing supply in a timely manner. The applicant estimates that the use of the fast-track process will enable the Project to progress 27-45 months faster than standard RMA processes.	Based on the information provided we consider the Project may result in the following public benefits: - generating employment throughout construction and the operation of commercial buildings - increased housing supply with a range of different typologies - protection of historic heritage - development of public open space The applicant states that the Project will conserve historic heritage through the restoration and use of the Glenpanel Homestead, which is a category 3 scheduled site in both	The applicant states that the Project has the potential for adverse effects, including on: - landscape and visual amenity - urban design - heritage values - cultural values - traffic and access - loss of rural/primary productive land - servicing and infrastructure - construction and earthworks effects - greenhouse gas emissions The site is located partially within an Outstanding Natural Landscape (ONL) Overlay (Slope Hill) in the Proposed Queenstown Lakes District Plan. The applicant proposes to develop the Project on the southern portion of the site outside land included in the	The applicant currently intends to allocate land in the site for a school and childcare centre. The applicant is in negotiations with the Ministry of Education over whether these will go ahead in this location or at another site in the Ladies Mile area. The applicant has stated that if the school does not go ahead the area will be used for an additional 121 residential units. The applicant states that the Project will contribute to well-functioning urban environments as defined in Policy 1 of the National Policy Statement for	a. Note that section 23(3) of the FTCA permits you to decline the referral application without inviting comments from the relevant local authorities and any relevant Ministers. b. Note that the application has not been provided to, nor have any comments been sought from, relevant local authorities or relevant Ministers but that you are required to do so if you do not decline the application under section 23(3) of the FTCA. c. Note that section 21(3) of the FTCA permits you to forward an application to, and invite written comments from, any other person. d. Note that section 22 of the FTCA permits you to request further information from the applicant or relevant local authorities at any time before you decide whether to accept or decline an application. e. Agree to progress the Flints Park, Ladies Mile – Te Pūhahi project to our Stage 2 analysis. The Project warrants further analysis because it has potential to achieve the purpose of the FTCA but we need to consider some	Yes/No

⁵ Note that the school is outside the scope of the Project and will be consented or designated separately if it proceeds.

Project details	Project description	Project funding	Is Project eligible for referral? [section 18(3)]	Will the Project help to achieve the purpose of the FTCA? [section 18(2)]						Recommendations	Minister's decisions
				Economic benefits and costs for people or industries affected by COVID-19 [section 19(a)]	Effect on social and cultural wellbeing of current and future generations [section 19(b)]	Likelihood the Project will progress faster under the FTCA than would otherwise be the case [section 19(c)]	Public benefit [section 19(d)]	Potential for significant adverse environmental effects, including greenhouse gas emissions [section 19(e)]	Any other relevant matters [section 19(f)]		
	a. subdivision of land b. earthworks including vegetation clearance (may include works on contaminated land) c. discharges of stormwater and contaminants to land d. construction of residential and commercial buildings e. unit title subdivision f. additions to a heritage building g. construction of roading and transport infrastructure h. construction of three waters services i. development of open space including landscaping and planting. The Project requires subdivision and land use consent under the Queenstown Lakes District Plan and may require land use consent and discharge consents under the Otago Regional Omnibus Plan Change – Plan Change 8 and Plan Change 1, and land use consent under the National Environmental Standards for Assessing and Managing	applicant we do not have any concerns about funding at this stage.	Moana) Act 2011.	the proposed 5 years of the Project. We recommend that this information is sought from the applicant.			the Operative and Proposed District Plans. However, the applicant proposes a small extension to the homestead without providing an assessment from a heritage expert. We recommend that additional information on the potential adverse effects of the Project on historic heritage is sought from the applicant. The applicant states that the Project will increase use of public transport although it is unclear how this will be achieved. We recommend that additional information is sought from the applicant on how the Project will contribute to New Zealand's efforts to mitigate climate change and transition more quickly to a low-emissions economy as it relates to public transport.	ONL which is expected to remain as open space. The applicant has attained approval from Waka Kotahi for the design and construction of the access to the site and anticipates that this can be completed during the 2021/2022 construction season. The proposed Ladies Mile Master Plan (LMMP) includes a transport hub to service the Ladies Mile residential developments. As the Project is proposed to progress in advance of the Master Plan, the applicant has stated that a short-term solution is the creation of two bus stops as part of the development, and the diversion of the existing bus route through the site. The applicant is in consultation with Waka Kotahi about longer-term solutions. We recommend that comments are sought from Waka Kotahi on any additional approvals required to deliver the Project. The Project site also includes the historic Glenpanel Homestead. The applicant proposes to use this building as a wine tasting centre and art gallery. The use of the heritage building for commercial activity was authorised by a separate resource consent in 2020 and is not part of this application. The applicant proposes a minor extension to the building, subject to a heritage	Urban Development (NPS-UD). We recommend that you request additional analysis against the objectives and policies of the NPS-UD from the applicant to inform your referral decision. The applicant previously sought to have the site included as a Special Housing Area in 2019 under the Housing Accords and Special Housing Areas Act 2013 and the application was not supported by QLDC due to concerns about future community facilities, wider traffic concerns and Council's ability to control subdivision in the remainder of the Ladies Mile Area. The applicant states that these concerns should no longer be relevant as the Project is generally consistent with the proposed LMMP. The site is currently zoned rural under the operative and proposed Queenstown Lakes District Plans. QLDC is currently preparing the	matters further before providing you with our final advice on the referral application. f. Agree to provide the application to, and invite comments from: - the Ministers listed in section 21(6) of the FTCA - the Minister for Economic and Regional Development - the Associate Minister for the Environment (Urban Development) - Queenstown Lakes District Council - Otago Regional Council - Waka Kotahi New Zealand Transport Agency g. Agree to seek further information from the applicant on: - the number of full-time equivalents (FTEs) jobs per annum to be delivered by the Project - how the Project aligns with the National Policy Statement for Urban Development - effects on the scheduled heritage building - how the Project will meet the 'gateway' tests in section 104D of the RMA - whether additional consents are required under the NES-CS and NPS-FM - how the Project will enable an upgrade and uptake of public transport - the number and type of lots to be created by the subdivision and proposed staging h. Agree to seek further information from Queenstown Lakes District Council on: - how the Project aligns with the Ladies Mile Master Plan - whether it would be more appropriate for an RMA plan change process to implement the LMMP before a consent is sought for the development	Yes/No Yes/No Yes/No

Project details	Project description	Project funding	Is Project eligible for referral? [section 18(3)]	Will the Project help to achieve the purpose of the FTCA? [section 18(2)]						Recommendations	Minister's decisions
				Economic benefits and costs for people or industries affected by COVID-19 [section 19(a)]	Effect on social and cultural wellbeing of current and future generations [section 19(b)]	Likelihood the Project will progress faster under the FTCA than would otherwise be the case [section 19(c)]	Public benefit [section 19(d)]	Potential for significant adverse environmental effects, including greenhouse gas emissions [section 19(e)]	Any other relevant matters [section 19(f)]		
	Contaminants in Soils to Protect Human Health (NES-CS). The applicant has advised that consents may be required under the National Policy Statement for Freshwater Management (NPS-FM).							assessment confirming that the effects are acceptable. The applicant states that the adverse effects arising from the Project will be no more than minor and has provided details of mitigation measures to address potential adverse effects. The application is for a non-complying activity under the Queenstown Lakes Operative District Plan and Proposed District Plan and the applicant has not provided an assessment of how it will pass the tests in section 104D of the RMA. We recommend that an assessment of how the application meets the section 104D tests is sought from the applicant. We note that you do not require a full Assessment of Environmental Effects and supporting evidence to make a referral decision, and that a panel will consider the significance of effects should the Project be referred.	Ladies Mile Master Plan (LMMP) to enable more intensive urban development within the area. The applicant's proposed density generally aligns with the draft provisions in the LMMP. As public consultation has commenced on the proposed LMMP and it has not been finalised, any outcome utilising the fast-track consent process may precede the outcome of decisions on the LMMP. We recommend that you seek comments from QLDC on the anticipated timing of the LMMP and its implementation to inform your referral decision.	i. Sign the attached letters to Ministers listed in section 21(6) of the FTCA, and the Minister for Economic and Regional Development and the Associate Minister for the Environment (Urban Development) j. Note that while awaiting these comments and further information, the Ministry for the Environment will, in consultation with the Office of Māori Crown Relations – Te Arawhiti, prepare a report for the purpose of section 17 of the FTCA.	Yes/No

Signed:

Hon David Parker
Minister for the Environment

Date