

9 APPENDICES

Appendix A: Boffa Miskell report

RESIDENTIAL ISSUES STUDY

RECOMMENDED CHANGES TO THE HIGH DENSITY RESIDENTIAL ZONE - PROPOSED QUEENSTOWN LAKES DISTRICT COUNCIL DISTRICT PLAN

Prepared for Queenstown Lakes District Council By Boffa Miskell Ltd.

29 August 2004

Project A03431

1.0 Purpose

To summarise recommended changes to the High Density Residential Zone of the partially operative Queenstown Lakes District Plan.

2.0 Background

A project team consisting of Ken Tremaine Consulting, Wascon Consultants, CivicCorp and Boffa Miskell Ltd. were appointed to consider a range of identified residential issues. These included parking provisions, the appropriate width and other rules for private accessways, building height, and the specific provisions of the High Density Residential Zone of the District Plan.

A number of display panels (Figures 1-4) highlighting the range of environmental effects associated with high density residential and visitor accommodation development were prepared. These formed the basis for discussions with the Council and community consultation.

Since that time, reports have been prepared by the project team concerning parking and accessway widths; and the issue of building height is undergoing specific investigation. This report considers the specific 'toolkit' of measures associated with density, bulk, and massing of high density residential development.

3.0 Recommended Changes to District Plan

A range of revisions to existing District Plan rules together with new provisions are recommended as illustrated in Figure 5. In general, it is suggested that existing heights, setbacks and other limits be retained but better defined, standardized and in some cases supplemented with other provisions. The following changes are recommended:

1) New developments in the High Density Residential Zone should be **Discretionary or Restricted Discretionary Activities** to deal with the three categories of environmental effects described in the previous display board (Figure1).

This approach reinforces the Council's recently announced Advisory Design Panel and vice versa. The potential negative effects of a slower approval process and more costly construction / landscape planting should be dealt with by way of giving non-notified status to projects that meet the assessment criteria and are supported by the proposed Design Panel.

2) **A minimum % Landscape Area** would help deal with a number of types of effects (landscape / visual issues, amenity values, earthworks / erosion / storm-water). Our initial investigations suggest that a minimum of 20% of site area should be set aside for 'soft' (planted) landscape in the High Density zone. This could be located over underground parking.

3) **Planting Standards** are more of a technical issue and a sub-set of the above. We suggest that this would be better included in any future design guidelines and not in the District Plan.

4) **A maximum % Impermeable Surface** would limit the amount of site that could be covered by buildings plus paving. We suggest that this measure would be unnecessary given (2).

5) **Incentives for underground parking** are supported as a way of reducing visual effects but also maximising the efficient use of relatively limited land in Queenstown and Wanaka. We believe that point (2) will tend to encourage this as well. Our suggested approach is to continue to allow the 70% site coverage in the District Plan's "Zone Standard" where all parking is located below ground; but apply the District Plan's "Site Standard" of 55% where some or all parking is located above ground.

6) **Increased Parking Ratios** - already covered in the CivicCorp report.

7) **Increased Minimum Street Frontage.** We recommend making multi-unit development on rear sites Non- Complying and introducing a minimum street frontage for multi-unit developments in order to help avoid overlook, traffic, privacy and other effects on adjoining property owners. This should be tied to CivicCorp's previously recommended 'sliding scale' approach to increased access widths i.e. the more units, the greater the frontage.

This will help use the road reserve (as opposed to neighbours' yards) to help absorb any of the 'edge effects' (overshadowing, overlooking) associated with taller multi-unit developments. It will also help discourage heavy traffic down right of ways or shared accessways; and tend to encourage consolidation of front and rear lots for comprehensive (as opposed to piecemeal) developments.

8) **Increased Minimum Lot Area for Multi-Unit Development.** Most lots in Queenstown and Wanaka in this zone are a minimum of 700m². These tend to be narrow rectangular sites. Allowing multi-unit developments on these single sites results in sausage-flat type development, with units oriented sideways looking over neighbours' properties. There are a number of recent cases in Wanaka.

It is recommended that only ground- related housing types (duplex or semi-detached dwellings be permitted on smaller sites, with a minimum lot size of 1400 or 2000m² for multi- level, multi-unit development (terrace houses and apartments).

9) **Building Height.** This is currently under investigation by CivicCorp. The intent of the original District Plan was probably to allow 2 storey development. By manipulating grade, Queenstown is now seeing buildings with a vertical 4 storey 'wall' from finished grade to the roof on the downhill side (e.g. The Shore - Wensley Developments) and give the visual appearance from Lake Wakatipu or distant areas (e.g. Kelvin Heights) of 6-8 stories once additional floors stepping back up the slope behind are considered.

A key first step is a strong and unambiguous definition of 'grade' and 'building height'. We understand that this is currently being considered by CivicCorp.

We recommend standardising the building heights for both Wanaka and Queenstown at 8m above grade *at the building perimeter*. We also recommend making provisions for limited dormer windows above this height and for limited localised depressions (for example for ramps to underground parking) in addition to this height. This should be supplemented by assessment criteria that discourages long 'wall-like' building elevations.

This approach would still allow greater building heights at an internal atrium (like the Millenium Hotel) where there is no visual or amenity effect on neighbours or the larger landscape.

10) **Bulk controls** are often used in conjunction with height, and site coverage to prevent box-like buildings from being created or sites being over-developed in terms of gross floor area. We would support the introduction of a **Floor Area Ratio** for several reasons: a) it produces certainty for all parties- the developer, Council, neighbours as to how big (how many m²) a building (and for population and infrastructure projections how many units and how much sewage /parking / traffic generation) is possible on a given site and in the larger zone; b) it creates a 'level playing field' in that the same gross floor area / building size is possible on any zoned site regardless of slope.

It appears that some developments are exceeding the Council's recent development projections by a large margin, creating traffic and infrastructure problems. This also tends to 'ratchet up' land prices as each successive developer (literally) pushes the envelope. Decreased housing affordability is but one result.

Introducing a standard FAR would help avoid the current (and perverse) situation that the steepest, most difficult and most sensitive / visible sites are the ones with the greatest potential development yield and building height.

We unfortunately do not have confirmed Gross Floor Areas for the case studies we have analysed, so a recommended FAR cannot be estimated at this point.

Also, we are concerned that such a measure might be difficult to administer in Queenstown and Wanaka because of limited staff resources and the complexity of this approach.

For that reason, it may be preferable to limit density by way of a Unit/ Site Area Ratio (see point 16) and rely on height to boundary, landscape area and other provisions to limit bulk and massing problems.

11) The current District Plan requires a 4.5m. front yard and 2m yards (setbacks) at the sides and back. For rear sites, a 4.5m yard is required front and back. This is adequate for two-storey buildings, but as noted previously manipulation of grade is resulting in 4 storey plus buildings in some cases. It is recommended that **a standard 4.5 m front and rear setback and 2m side yard setbacks** be required. A minimum **Height to Boundary rule** should also be introduced to deal with sunlight access and privacy and also increase separation between adjacent apartment buildings i.e. spacing between habitable rooms. The suggested measure is 2 m plus 60 degrees.

Because of the growing proportion of strata-titled Body Corporate subdivisions, a minimum separation distance between habitable rooms may also be required to protect the amenity and privacy of residents.

12) The recent Shores development below the Frankton Road involves some 60-70,000 m³ earthworks for an 83 unit development. In many NZ jurisdictions this **volume of earthworks** would trigger significant Regional Council consents and conditions (e.g. winter construction limitations) because of concerns about erosion and run-off into lakes and water bodies. It is recommended that this issue be referred to the Regional Council to see whether this is a concern.

13) **Wider Private Accessways** (see separate CivicCorp report)

14) **Provision for common rubbish storage and recycling areas /rooms** should be included in the District Plan in order to protect visual amenity and for public health reasons. These should require a minimum size, increasing in proportion to the # of units, and be developed in discussion with service providers.

15) A **minimum outdoor living area** (on upper levels a balcony) is often required in multi-unit housing. The benefits to the amenity of residents is apparent. There is, however a cost implication and this can result in inefficient use of the site and awkward design solutions. This may not be an issue where apartments are used for visitor accommodation.

It is recommended that a minimum outdoor living area of 6m² with a minimum dimension of 2m be provided, however that flexibility be provided in allowing the building to have shared outdoor living space, for example roof decks in place of individual balconies.

16) Design Guidelines and Design Review Panel. This approach has already been adopted by the Council, based on the successful design review process of competing destination communities, Auckland and other cities. It is suggested that design guidelines are most effective when used as statutory assessment criteria (as in the Wellington Central Area Design Guide) in conjunction with a Discretionary or Restricted Discretionary Activity.

17) Unit / Site Area Ratio. One common approach to controlling multi-unit development density (not noted in our display panels but highlighted during consultation) is to set a maximum of 1 unit per 'x' site area. This is similar to the Floor Area Ratio (point 10) technique and has similar strengths in terms of providing certainty to all parties as to what can go on a certain site in future. This is also an easy technique to implement, assuming CivicCorp's proposed provisions to define 'dwellings' (and in particular to resolve the 'two-key' unit within a unit situation) are adopted.

We are told that the Growth Options study assumed a density in the range of 1 unit per 117 m² (for sites greater than 859m²) and 1 unit per 150m² site area (for sites less than 859m²) for the purposes of its projections. The Shore development appears to have a density of 1 unit per 87.5m² site area (based on our calculations) and we suspect other developments ('The Glebe' being but one example) have a still higher density. As noted earlier this is tied to the size of the units – a building with many smaller hotel-type units may have the same bulk and massing as one with fewer larger apartments.

The current situation is that traffic and infrastructure impacts and financial contribution / infrastructure requirements in Queenstown and Wanaka are extremely difficult to estimate with any certainty. There is also little doubt that densities are progressively increasing as a result of increasing land values. Introducing a unit /site area ratio or density control would provide certainty to all parties.

The most major drawback of this approach is that if the number of units is pre-determined, the economic incentive for a developer is to develop the largest, most expensive units possible. This tends to work against the Council's desire for a greater number of smaller, more affordable units. Also this approach results in an incentive to maximise building gross floor area and bulk by filling the building envelope determined by height, setbacks and site coverage, resulting in box-like buildings.

As noted previously, we suggest that the latter drawback of this tool can be addressed through design review and the other measures recommended here and certainly would be easier to implement and administer than an FAR rule.

While this approach would need to be carefully justified in RMA terms, other international destination towns similar to Queenstown use this tool to implement what is termed 'inclusionary zoning'. This means that a certain 'as of right' density or yield can be achieved on a given site, but with additional density / units possible if these are affordable deed-restricted housing for local residents. We believe this is one approach being considered by the Council as part of its affordable housing initiative.

For all of the above reasons we therefore think that this is an essential control for the High Density Residential zone.



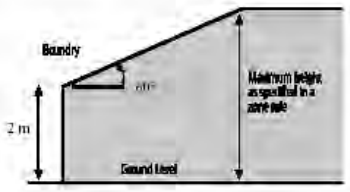

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Appendix B: Table of recommended Plan Changes from Residential Issues Study

Residential Issues Study: Annexure 2: Investigations into changes to the High Density Zone

Strategy	Proposed Changes	Outcome
Building Setback	Increase building setback from neighbours by altering the District Plan provisions to require a standard 4.5m front and rear setback and 2m side yard setback. This will also apply to rear sites with no road frontage.	Protect the amenity and privacy of surrounding residents.
Height to Boundary	Introduce a minimum height to boundary rule. The suggested measure is 2m plus 60 degrees.	Protect the amenity and privacy of surrounding residents.
Building Bulk / Impact Reduction / Continuous Building Length	For sites fronting the lakefront reserve, introduce a rule that for every 3 floors above actual ground level there will need to be a building set back of 6m.	Allows for better visual amenity by reducing the impact of continuous building bulk.
Landscaping	Require 30% of all sites to be landscaped.	Visual amenity.
Provision for Common Rubbish and Recycling	Require all new developments to have common rubbish storage and recycling areas / rooms. A minimum size for these should be required, increasing in proportion to the number of units (needs to be developed in discussion with service providers)	Visual amenity and protecting public health.
Access Widths	Increase access widths so that for any new development, the width of the vehicular access way is appropriate for the number of properties serviced. <i>Note: This is being dealt with as a separate plan change.</i>	Provides appropriate access for residents, particularly in multi unit developments.
Car Parking Standards	Increase parking standards to require 1 car park per residential unit and 1 per residential flat. <i>Note: This is being dealt with as a separate plan change.</i>	Provides car parking for residents. Provides more off-street parking in the high density residential zone.

Appendix C: Newspaper advertisement

 <p>QUEENSTOWN LAKES DISTRICT COUNCIL</p>	<p>The Queenstown Lakes District is a leading local body which takes enormous pride in all aspects of community service. We are the fastest growing group of communities in the country</p>	<p>10 Gorge Road Private Bag 50072 Queenstown ph +64 3 441 0499 fax +64 3 442 7334 www.qldc.govt.nz</p>	
<h1>NOTICEBOARD</h1>			
<h3>Improving Amenity in the High Density Residential Zone</h3>			
<p>The Council is considering some changes to the High Density Residential Zone and would like to hear your views.</p>			
<p>At this stage your comments will be used to help us assess whether the proposals match community desires and identify alternatives.</p>			
<p>(Later, when any concrete plans are formulated and worked through, you will have an opportunity to make formal submissions.)</p>			
<p>Strategy Building Setback</p>	<p>Proposed Changes: Increase building setback from neighbours by altering the District Plan provisions to require a standard 4.5m front and rear setback and 2m side yard setback.</p>	<p>Outcome Protect the amenity and privacy of surrounding residents.</p>	
<p>Height to Boundary surrounding</p>	<p>Introduces a minimum height to boundary rule. The suggested measure is 2m at the boundary plus 60 degrees. Buildings would be required to be wholly contained within the grey area.</p>	<p>Protect the amenity and privacy of residents.</p>	
			
<p>Building Bulk Impact Reduction / Continuous Length</p>	<ul style="list-style-type: none"> - For sites fronting the lakefront reserve, introduce a rule that for every 3 floors above actual ground level there will need to be a building setback of 6m. - Apply the continuous building length rule for internal boundaries to road boundaries 	<p>Allows for better visual amenity by reducing the impact of continuous building bulk.</p>	
			
<ul style="list-style-type: none"> - Limit the total aggregate length of a building along any elevation to a length of 30 metres. - Require more than one building on a lot to be separated by a minimum view shaft / un built strip of 4 metres wide. - Where a building traverses more than one lot and projects across the setbacks of both lots, require appropriate view shafts to be maintained. 			
<p>Landscaping</p>	<p>Require 30% of all sites to be landscaped, and the landscaping to be dispersed over the site, not limited to the setbacks.</p>	<p>Visual amenity.</p>	
<p>Provision for Common Rubbish and Recycling and Recycling</p>	<p>Require all new developments to have common rubbish storage and recycling areas / rooms. A minimum size for these should be required, increasing in proportion to the number of units.</p>	<p>Visual Amenity and protecting public health.</p>	
<p>While reviewing the High Density Residential Zone, the consulting team also recommended the following change to the definition of residential flats. This would apply to the whole District.</p>			
<p>Residential Flats</p>	<p>Amending the definition of residential flat to mean a residential activity consisting of one flat in the same ownership as the residential unit that:</p> <ul style="list-style-type: none"> - Is contained within the same building; and - Does not cover more than 35% of the total Net Floor Area of the building; and - Is restricted by a covenant in favour of the Council on the title of the residential unit determining that the flat may not be subdivided to create a separate unit title and that the flat may not be sold, separately from the unit. 	<p>Clarifies the status of residential flats to ensure that the purpose of enabling residential flats is retained, and they are provided for separately to residential units.</p>	
<p>Comments can be made before Christmas by email, Fax or post to: Wendy.rolls@civiccorp.co.nz Phone: 4508 300 Fax: 442 4778</p> <p style="text-align: right;">CivicCorp Attn: Wendy Rolls Private Bag 50077 Queenstown</p>			
<p>The current Partially Operative District Plan can be viewed at libraries, Council and CivicCorp offices and online at www.qldc.govt.nz</p>			
<p>If you have any further queries on any of these notices please contact the contractor concerned in the first instance. There may be further QLDC notices in this publication. For more information see www.qldc.govt.nz</p>			

Appendix D: Wanaka Residents Association letter

23/08, 2005 TUE 14:19 FAX 64 3 4427334 QLDC FAX →→ CIVICCORP

002/010



Wanaka Residents Association Inc.
Secretary: Errol Kelly, 186 Faulks Rd, R D 2, Wanaka. Phone 443 4337
QLDC
WANAKA SERVICE CENTRE

February 27, 2004

The Chief Executive,
Queenstown Lakes District Council,
Private Bag,
Queenstown

27 FEB 2004

RECEIVED

Attention: All Councillors and Community Board Members.

Dear Mr Field,

Re High Density Housing In Wanaka

Introduction

The Wanaka Residents Association has become aware of considerable public concern and dissatisfaction with the recent developments that are occurring in Wanaka in the High Density residential zone. This concern was expressed at the Association's AGM, in writing to the committee, and at our executive committee meetings. The concerns include the bulk of buildings; impact on adjoining residential development due to overlooking and lack of privacy; and the number of units on small sites with its effects on services and general business of the area.

As examples, on one small residential site of about 1000m², 14 units are apparently being built. In another case, a 22 unit 3-level development in Chalmers Street was given consent in early 2003 though these have not yet started.

District Plan Provisions

The District Plan in section 7.3.3 states that proposed developments in the High Density Residential zone should "retain the general character of the residential development in terms of density, building height, access to sunlight, privacy and views."

A summary of the controls in the high-density Residential zone is attached as Table 1. For comparison controls in the low-density zone are included in the table, as well as similar high-density controls from the North Shore City Council District Plan (NSCC).

We note that the assessment criteria for visitor accommodation as a controlled activity in the Queenstown Lakes District Council Plan (QLDC) make much of "compatibility with the existing environment, loss of privacy", etc but these criteria do not apply to residential development which is a permitted activity.

Development under the District Plan

Figure 1 below shows how development could occur under the present High Density provisions on a 1,000sqm lot. Points that are apparent are:

- The 25 degree plane of height in relation to boundary has a significant effect.
- Buildings can be built within 4 m of each other with living rooms having minimal outlook.
- Coverage of over 60% can be achieved
- The spaces between and around buildings are minimal.
- There is no limit on the number of units on a site.

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TABLE 1

The following are some of the controls relating to QLDC High Density Residential zones.

QLDC Low Density Residential and NSCC High Density are also given as a comparison.

Section 7.7 of the plan sets out matters to be taken into account when assessing controlled and discretionary activities.

ACTIVITIES	QLDC High Density Res	QLDC Low Density Res	NSCC Intensive Res (6)
Permitted	Residential	Residential	Residential
Controlled Activity	Visitor Accommodation		
	Garages in front setback	Garages in front setback	
	Buildings for Non-residential activity	Buildings for Non-residential activity	
Discretionary Activity		Visitor Accommodation	Guest Houses
	Retail Sales	Retail Sales	
	Commercial Recreation	Commercial Recreation	
	Activities that don't comply with site standards but comply with zone standards.	Comprehensive Development	
Activities that don't comply with site standards but comply with zone standards.	Activities that don't comply with site standards but comply with zone standards.		
SITE STANDARDS			
Building Coverage	Site Standard - 55%		35% (same for all zones)
Setback from Street	4.5m	4.5m	5m
Setback from inner boundaries	Front Site, One of 4.5m, rest 2.0m - Eaves can extend 0.6m; balconies and bay windows can extend 0.6m if less than 3m from ground	Front Site, One of 4.5m, rest 2.0m - Eaves can extend 0.6m, balconies and bay windows can extend 0.6m if less than 3m from ground	1.2m side 3.0m rear
Continuous building length	If > 16m extra set back 0.5m for each 6m.	If > 16m extra set back 0.5m for each 6m.	Bldg over 5m to be within 130° angle from bdy
Outdoor living	For each unit, 20m ² at ground, 8m ² above ground	For each unit, 36m ² at ground, 8m ² above ground	40m ² on ground, 10m ² above ground

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TABLE 1 (Continued)

ZONE STANDARDS	QLDC High Density Res	QLDC Low Density Res	N S C C Intensive Res (6)
Building Coverage	70%	40%	35%
Site Density	No limit	450m ² per unit	450/250/150m ² per unit in sub zones
Height - Flat site < 6°	7m. (gables etc < 6m ² can go 1.0m higher)	7m. (gables etc < 6m ² can go 1.0m higher)	8m
Height - Sloping sites > 6°	7m. - lift towers 3 m higher	7m.	
Height near boundary	25° from horiz. 2.5 m above ground at Boundary	25° from horiz. 2.5 m above ground at Boundary	45° from horiz. 2.5m above ground
PARKING			
Residential Unit	1 per unit	2 per unit	1/unit less than 50m ² ; 2/unit over 50m ² plus 0.5 visitor parking
Visitor Accommodation	1 per unit up to 15, then 1 per 2 units, plus 1 per 10 units for staff, plus 1 coach per 30 units	1 per unit up to 15, then 1 per 2 units, plus 1 per 10 units for staff, plus 1 coach per 30 units	1 per unit plus 1 per 2 employees
In addition to these controls, North Shore City has controls setting out requirements for outlook from Living Rooms and visual and acoustic privacy between units. See Fig 2 & 3 below.			

Wanaka Residents' Association - 27 February 2004

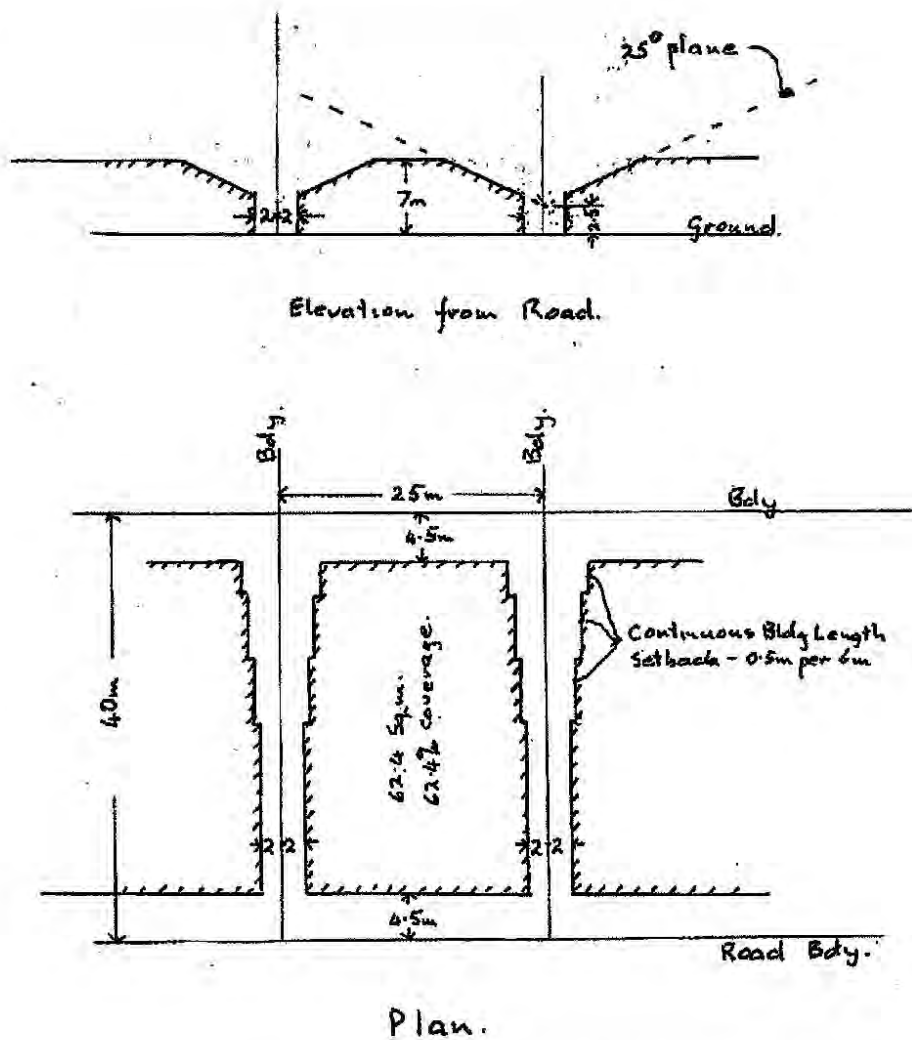


Fig 1. - High Density Development

Wanaka Residents' Association -- 27 February 2004**Controls in Major Cities.****North Shore City Council**

The North Shore City Council (NSCC) has faced high development pressure over the last 10-20 years with much intensification of existing development and a lot of "green field" development for both high and low density developments. As a result its district plan has evolved rapidly with the effects of controls being apparent very quickly. The current district plan is a result of this process, has been tested, and apparently now gives acceptable results.

Comparison of the NSCC controls and QLDC High Density controls shows that there are significant differences:-

- Yard and height controls in NSCC are similar or less restrictive
- Height in relation to boundary is less restrictive in NSCC at 45 degrees although there are other daylight controls.
- Coverage in NSCC is less at 35% compared with 55% to 70% in QLDC's plan
- There are density limitations in NSCC, with a 1000sqm site being limited to between 2 and 6 units. The higher density is only allowed in limited areas.
- Outdoor living spaces are larger in NSCC
- There are controls on outlook from living rooms in NSCC, generally 10m from boundary.
- Parking requirements are higher in NSCC.

Figures 2 and 3 below show some of the additional controls in the NSCC Plan which ensure daylight outlook to adjacent sites and outlook from living rooms. These sort of controls ensure that development will result in accommodation that has good living amenity.

Auckland City Council

Controls in Auckland City, where pressure on land is probably highest in NZ, for their Res 6 zone probably comparable to the QLDC High Density zone, are:

- Density - 375/300 sqm per unit
- Height - 8m
- Height in relation to boundary - 2m plus 35 to 55 degrees depending on orientation
- Coverage - 35%
- Outdoor living court - 100sqm in 6A, 90sqm outlook court in 6B

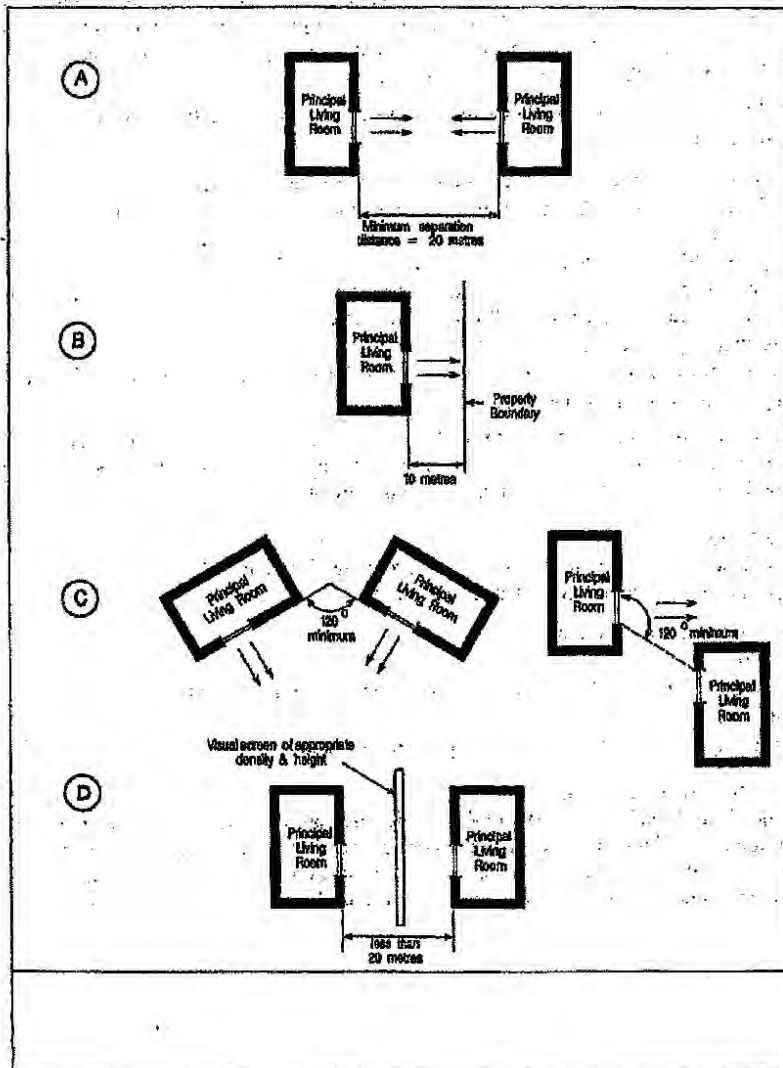
Summary of Controls in Major Cities

It can be seen that from the above that the QLDC high density controls permit far higher densities both in bulk of building and number of units than in other areas with considerable experience of such development. Furthermore, the other areas have specific controls on outlook, daylight etc to ensure that there is a good level of residential amenity for those living in, and adjoining the developments.

Wanaka Residents' Association – 27 February 2004

Section 16: Residential

Appendix 16E: Visual Privacy Between Living Rooms Determined at the Main Glazing
(See Rule 16.6.2.6)



16-92

Updated August 2003

District Plan June 2002

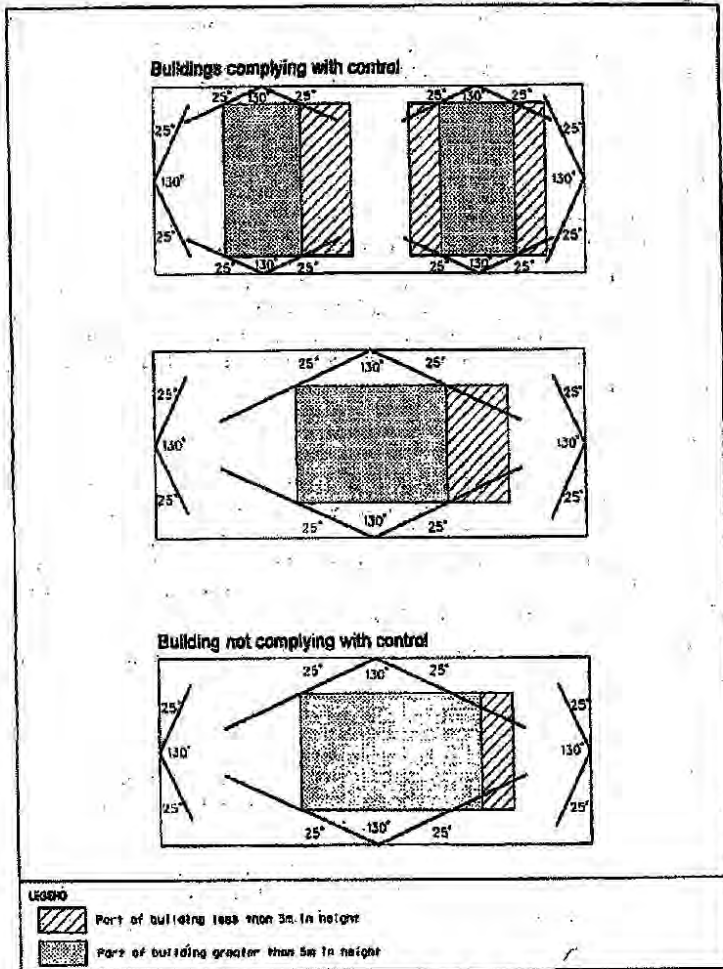
Fig 2. - from NSCC District Plan

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Wanaka Residents' Association – 27 February 2004

Section 16: Residential

Appendix 16B: Control of Continuous Building Length
(See Rule 18.6.1.10)



18-59

Updated August 2005

District Plan June 2002

Fig 3. - from NSCC District Plan

Wanaka Residents' Association – 27 February 2004**Parking**

The parking requirement of one space per unit in the High Density Residential zone is minimal and will not cater for actual demand. In general there is more than one car owned per unit plus trailers and boats. The recent census showed the following cars per property for Wanaka:

	No cars	One car	Two cars	Three or more cars	Total
No of households	57	384	357	42	882
No of cars	0	384	714	252	1350

This averages at more than 1½ cars per household. At this average, provision of one per unit, and recognising that there is no spare space on the lot, will result in more than ½ a car per unit on the street plus the numerous boats and trailers the occupants will own!

We have also been made aware of parking problems associated with backpackers accommodation. This type of accommodation does not fit with the normal parking criteria of parking spaces per unit or floorspace. There is often only one unit but with many bedrooms and dormitories with many people per room. We consider that the parking criteria for this activity should be based on expected occupancy, rather than floor area or number of units.

The Local Experience.

Developments occurring or proposed in the High Density Zone in Wanaka are giving very high densities, up to 14 units on 1000sqm, ie about 70 sqm per unit, with high site coverage and buildings close to boundaries. These developments could be dominating from adjoining properties and appear to offer very low standards of amenity for those who will live in them. Parking is minimal in these developments and will result in high numbers of cars parked on street. The high densities will also result in high traffic levels and demands on services.

These densities and bulk of building are far in excess of what is permitted and has been found to be acceptable in other local authority areas.

Conclusion

The controls in the local High Density Zone are resulting in development that does not meet the plan's objectives for the zone, to "*retain the general character of the residential development in terms of density, building height, access to sunlight, privacy and views.*"

We consider that continued development under these controls will result in areas of residential development that will have very low levels of amenity for those living in the developments; will seriously impact on existing residential development; and will result in excessive parking and traffic on the street system, and overloading of services.

The QLDC controls have very likely been acceptable in the past when there was little development pressure, and people were not developing to the maximum extent allowed in the controls. Now however, the rules in the Plan are being pushed to their limits and are being found wanting. We believe the existing controls are completely inappropriate for higher density development in Wanaka, and should be altered to bring them into line with controls that other areas have found appropriate, as rapidly as possible.

Wanaka Residents' Association – 27 February 2004

Actions

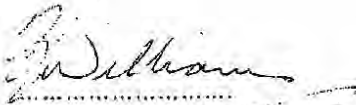
We believe it is imperative that the High Density controls in Wanaka be altered as rapidly as possible before further inappropriate development occurs which will do lasting damage to the community.

The minimum action needed is:

- Introduce a density control of the order of 1 unit per 250sqm.
- Reduce maximum building coverage to 35%
- Increase living courts to at least 50sqm at ground and 10sqm above, and add outlook and daylight provisions.
- Increase parking provision to 2 per unit for residential development plus visitor parking, and introduce parking provisions for backpackers or similar accommodation.

We think these are minimum immediate changes needed. Desirably the controls would be completely overhauled to recognise the needs for daylight to all units; outlook from living rooms, outdoor living areas, acoustic and visual privacy, limiting overshadowing and overlooking of adjoining properties, and adequate parking.

Yours faithfully,



Trevor J Williams

President, Wanaka Residents' Association

Appendix E: Summary of comments after advertisement

	Comment
1	1 unit/250 sqm [WRA Feb04] section density provisions should not be the same as QT, 8 units on quarter acre is too many [Smith Jan05] limit # dwellings per site [Weir Dec05] bulk controls i.e. FAR or unit/site area ratio [Boffa recommendations]
2	Max building coverage 35% [WRA Feb04] 70% too high [Jan05]
3	Requiring 30% landscaping will do little to affect 70% coverage [Dickson Dec04]
4	50 sqm outdoor living @ ground floor [WRA Feb04]
5	10 sqm outdoor living above [WRA Feb04]
6	Outlook provisions [WRA Feb04]
7	Daylight provisions [WRA Feb04]
8	2 car parks per unit + visitor parks [WRA Feb04] 1 car park per bedroom [Smith Jan05]
9	Encourage underground car parking [Mayes Dec04]
10	Parking provisions for backpacker lodges [WRA Feb04]
11	View shaft protection (non specific) [WRA Jan05]
12	Height to boundary 60 degrees means 7m would be reached 2.88m from the boundary [WRA Jan05] [Dickson Dec04] 25 degrees has significant effect [WRA Feb04]
13	7m height limit good - needs to be rigorously enforced [Smith Jan05]
14	Continuous building rule to front boundary little or no effect [WRA Jan05] [Dickson Dec04]
15	Current roading widths with parking are too narrow, considering developments being permitted [Smith Jan05]
16	Setback changes will have a minimal effect - too close to adjoining properties [Dickson Dec04]
17	View shafts need to be aligned with view points or affected neighbours or Reduce height limit to preserve existing views [Weir Dec04]
18	Mitigate cumulative effect of construction [Weir Dec04]
19	Restrict hours of work on construction [Weir Dec04]
20	Building bulk impact should concern all properties with lake views [Harborrow Dec04]
21	Stricter monitoring development [Weir Dec04]
22	Trade off flexibility [Lynch Dec04]
23	Steep sites more relaxed height rules [Shewan Dec04]
24	More towers and spires, more green space and commonage, more real trees [Manning Dec04]
25	Assessment should be based on outcomes, not rules [PatersonPitts, Feb05]
26	No two buildings should be the same in respect of design and finishing materials [Macdonald Jan05]
27	Special zoning needed for Brisbane Street area [Cassells Jan05]

Appendix F: Urban Design Panel Minutes

BRIEF MEETING NOTES AND INITIAL RECOMMENDATIONS URBAN DESIGN PANEL – QUEENSTOWN – 22 APRIL 2005 PLAN CHANGE 10 : IMPROVING AMENITY IN THE HIGH DENSITY RESIDENTIAL ZONE

Introduction

The panel were presented with a proposed Plan Change, associated Section 32 analysis, and asked to comment on any urban design matters related to this proposal. It was requested they focus on the proposal with the aim of producing some fairly concrete recommendations that could be used to further progress the proposal.

Discussion

The main points of discussion:

1. Objectives and Policies

The objectives and policies have not captured what we are trying to achieve. Need to be sharpened. We are trying to create the cosy urban environment of a small town.,

2. Building Size

Could we not apply a more direct link to the historic subdivision pattern. This may be problematic as which time do you go back to for each area – Rees's? Concerns that the building size has been set too loose. How about cell size – this would be a distinct architectural form but not necessarily without a common wall to the next cell. Then for the different areas it is possible to identify appropriate cell sizes. Example 8 m façade for Arrowtown historic area (not really relevant as not affected by this proposal). More cells could be attached to the trade-off for a larger footprint. The proposal of 256 m² and a maximum façade of 30 m would still allow for large facades.

A larger footprint would be needed to allow for fire escapes, access to underground garaging etc.

3. Underground car parking

Should not be included in any volume/GFA. In order to make it viable it needs to be below a reasonable size building, 256 m² is not big enough.

4. Discretionary v. Permitted

These rules will result in many developments being a discretionary activity. At that stage the assessment matters need to be clear, so the applicant cannot pick and choose and applications do not continuously end up in court. The question of why not make all development a discretionary activity keeps coming up. Manakau City has set a precedent for all development to be discretionary in its new comprehensive residential areas. However, it makes for a lot of work and cost in an area where development is definitely anticipated.

The site standards proposed will still only result in restricted discretionary status for the standard breached. Why not full discretionary so a more complete assessment of the cumulative effects can take place?

5. Fences on street fronts

These serve to provide some privacy. Could be better as soft materials – ie. a hedge up to 1.20 m high. Or possibly no fence at all. 2m is too high, pedestrians need to be able to look in.

6. Assessment matters

Need strong assessment matters. The assessment matters for the Town Centre Zone look pretty useful, how about transferring them to HDR? What role could the Urban Design Panel have? If an applicant can derive advantages from a ‘tick’ from the panel the applicant should have to pay to consult the panel.

7. Front setback

There needs to be a minimum amount of landscaping between the road and any parking in the front setback. No accessory buildings in front setback provides for a positive effect on the street. The landscaping and outdoor living space requirement would help impact on road if out the front. The quality of the pedestrian experience on the road needs to be the focus of the front of the building. 4.5 metres is an appropriate setback.

8. Side and rear setback

Banning accessory buildings is too limiting for LDR and unnecessarily restrictive. In a HDR setting setbacks are not going to serve to provide sunlight access – this is incompatible with the high density urban environment. In terms of energy savings etc the solar effect is going to be minimal anyway. Better to focus on e.g. limiting wind effects.

Should you be allowed to ‘trade’ setbacks by moving the building around within a site and not be strictly limited by the 2 x 4.5 m and 2 x 2 m?

9. Repetitiveness

This needs to be avoided – a certain % change needs to occur along buildings/comprehensive developments. For example the Tarradale development at least changes colour and height, whereas the Wensley developments are identical.

10. Car Parking

Any car parking provision for properties that may be used as visitor accommodation needs to be labelled ‘visitor car parking’. Otherwise the owner will just store his car there and the guest will still have nowhere to put his vehicle.

11. Density

Is 1 unit/65m² too dense? It could be. How about 1 unit / 150 m².

Recommendations

- A. Max is to draw up some examples to see whether the proposal produces acceptable outcomes.

- B. Car parking should not be permitted in the front setback
- C. Trading setbacks within a site could produce better outcomes.
- D. Accessory buildings should be permitted within the side and rear setbacks.

**BRIEF MEETING NOTES AND INITIAL RECOMMENDATIONS
URBAN DESIGN PANEL – WANAKA – 26 APRIL 2005
PLAN CHANGE 10 : IMPROVING AMENITY IN THE HIGH DENSITY
RESIDENTIAL ZONE**

Introduction

The panel were presented with a proposed Plan Change, associated Section 32 analysis, and asked to comment on any urban design matters related to this proposal. It was requested they focus on the proposal with the aim of producing some fairly concrete recommendations that could be used to further progress the proposal.

Discussion

The main points of discussion:

12. HDR v. LDR

Automatically progressing these recommendations into the LDR zone may have unforeseen knock on effects.

13. Setbacks

Uniform fixed setbacks could result in building lumps in the middle. If the purpose is to retain access to sunlight then only the southern boundary is of relevance. It is difficult to see how a Plan Change to address amenity can ignore access to sunlight. It is important to note that architects design for the residents of the building first and foremost, so will be looking to maximise internal amenity. There are two flaws to the current setback rules which have not been addressed: (a) A corner site is required to have 3 x 4.5 m setbacks as opposed to the more usual 2 x 4.5 m. and (b) As an applicant may pick which 2 (or 3) setbacks to have as 4.5 m he will often choose the smallest boundary. On irregular shaped sites this may be a very small and irrelevant one. In fact sites are being designed specifically with one small boundary in order to take advantage of this.

14. Where to set the Resource consent 'bar'

By setting the bar low, many applicants are going to require resource consents. Or will many applicants choose to work within the limitations to avoid resource consent? The bar needs to be set so the 'damage' done within the limitations of the rules is minor, or at least bearable. Once the resource consent bar has been crossed, i.e. discretionary resource consent is required, the 'risk' of notification needs to be limited, and the assessment matters need to be extremely clear. This serves the purpose of providing the possibility to assess those aspects of designs that are difficult or impossible to capture within rules and yet provide a reasonable level of certainty. One way this may be able to be achieved is by including a 'non-notification' clause in the District Plan, whereby only under special circumstances would a consent be notified. In other cases the assessment would be carried out by the planner. In determining whether special circumstances existed the Urban Design Panel could be used. Notified consents can be (ab)used by one individual to hold up, appeal, the whole process.

15. Permeable landscaping

Can a driveway be permeable landscape? Where is the driveway going to go? . Is this requirement going to result in underground car parking, or is it going to result in parking at the front which is not a good outcome for the street front. Better to allow a trade-off of parking at the rear with decreased landscape coverage. Service land to the rear should be being encouraged.

There are good quality hard spaces (as opposed to green), the value of these spaces should not be underestimated. A lawn may be green, but may not contribute much, especially if it is then used by the residents as additional car parking. Trees with good sized canopies contribute significantly to the 'green' effect and feeling without taking up large amounts of surface area. It can be very difficult to persuade anybody to plant trees, because they are expensive, take a long time to grow, block views and sunlight, are easily poisoned and drop leaves. At present there is the added problem of no tree being permitted within 2 m of the boundary.

16. Building size

High Density zoned land has been recognised to provide for higher density living and visitor accommodation within walking distance of the Town Centre. This needs to be recognised and accepted. Development should take place, and this will without doubt come with loss of views and daylight access for some sites. HDR land provides for those persons that would prefer to live in an apartment. It is important to create a mix of units – i.e. different numbers of bedrooms, styles and markets. We do not want to discourage the building of significant numbers of units together, but if a developer wishes to avoid resource consent this is what will be encouraged.

In the discussion in the Queenstown Urban Design Panel the matter was raised of cell size. This would be a distinctly different building form, but could be attached to the neighbouring building by a common wall. This idea was seen as positive by the Wanaka Urban Design Panel, but no further suggestions were made for the cell size except possibly 256 m².

17. Cars

Careful how much we are pandering to cars. In 10 years time cars may look different, transportation patterns may be different. On small site/ for small developments basement car parking may not be a financial reality. (Although the car parking plan change was not really being debated at this meeting comments were made regarding the necessity to have sufficient visitor car parking, coach parking and turning space. The first two have been considered in Plan Change 8 : Car Parking; the final matter has not been considered. The main concern voiced was that the new rules may encourage blocks of one-bedroom apartments.).

18. Height

Many sites in the HDR zone are set against natural hill backdrops. These could potentially absorb far more height than flat(ter) sites. Should the maximum height plane be increased for these sites. It is a small area (HDR) and would not be too difficult. Diversity in height is an attractive feature – but one building tends to set a precedent resulting in all buildings being higher and diversity in rooflines being lost. This should be in the assessment matters.

19. Density

Any density rule will determine the expectation level and will result in land being marketed as 'potential for # units'. This means a developer will do all his sums based on that number of units, and will not necessarily consider that less units (or more!) may be more suitable/lucrative.

20. Repetitiveness

One of the main 'ugly' non-village like features is repetitive building form on a medium to large scale. What is repetitive? Does changing the colour make a difference? Changing the roofline? Changing the cladding? Rotating the orientation? Very difficult to define. In addition what constitutes one project? Maybe this can be addressed by any development of more than 6 or 8 units becoming a discretionary activity, so be assessed on repetitiveness. Possibly the cell size concept could come into this.

Recommendations

- E. 4.5 metre setback from the road is a good distance
- F. A corner site should not be required to have 3x 4.5 m setback
- G. Being able to pick which setbacks apply to which internal boundaries allows for flexibility, however in cases where sites have one extremely small boundary and the 4.5 m setback is assigned to this boundary the object is defeated.
- H. 30% landscaping is high – there need to be clear trade offs for e.g. rear service land
- I. Trees are important and need to be encouraged
- J. Moveable setbacks seem a good idea
- K. One 0m setback, with neighbour's consent may enable more efficient building, use of space, energy efficiency etc.
- L. In cases of a shared common boundary, this should be limited in length, to somewhere between 4 and 7 metres.
- M. A building crossing a site boundary should be considered two buildings. In combination with recommendation G and H this would mean a combined building size of 2 x the proposed footprint, volume etc.
- N. Cell size is a good concept, which needs further investigation
- O. Accessory buildings in the setbacks, other than front, are a good use of space and should be allowed.

**BRIEF MEETING NOTES AND INITIAL RECOMMENDATIONS
URBAN DESIGN PANEL – WANAKA – 26 APRIL 2005
PLAN CHANGE 10 : IMPROVING AMENITY IN THE HIGH DENSITY RESIDENTIAL ZONE**

Present: Ann Salmond (Chairperson), Alan Dippie, Sara Zwart, Anne Steven, Vicki Jones, Ms Jessica Hoggard (Secretary),

Apologies: Lou Alfeld, Hamish Wixon

Minutes from the 26 April 2005 were accepted as a true and correct record.

Introduction

The panel was presented with drawings from Max Wild (Queenstown Urban Design Panel) on High residential – Proposed New Rules.

Discussion

The panel want to find out how to comply, demonstrate as to what the rules are trying to achieve. They suggested a guideline (over all objectives), to know what is truly subterranean, as this could cure a lot of problems. Being clear about the assessment matters, because the cost of putting together the clients designs then getting to resource consent stage and being told your aren't applying the rules.

Subterranean rule 7m (low density site), 10m, 7m on top, 3m below ground (30%)
"Assessment Matters"?

- 1) Relationship to height of the building
- 2) Volume could increase


How do we adapt the rules? A character study then write how we are going to achieve this.

Respond to the environment, existing landscape (e.g. height of trees etc). How do we achieve the transition without people feeling uncomfortable? Wanaka could be branded 'Sustainable'. People are more comfortable with traditional buildings rather than pushing the architect boundaries.

RMA – Do what you like but as long as you get the objectives. Design a town for the next generation. Outcomes for inner city living, older people, we need flexibility.

Character – existing HDR what is important?

Small call residential character
Frequency of trees
Ratio walls / windows



All to be determined through a mini character study

Defining character → how should it be developed?

From farming buildings → needs to be responding to the environment

Recommendation: → Tree Heritage (More Protection)

Residential Character (Quite distinct from Commercial character).

Sit down and define the character (The panel are saying how can you say it can be retained when you don't know what it is)

Need community input to define character

How the townscape should be developed e.g. Alpine

Responding to the environment

Mature trees (Do we look at where these are and try and protect them?)

Setbacks from Southern Boundary very important, Northern Boundary has little effect.

Active Street front, car parks, width of street. Fencing prevents set back 1m planting visual interconnection e.g. 1/3 of frontage, diversity.

People don't want to live in glass houses. Planting / not solid, trees breaking rooflines/shading of overheating.

Trees on south side cast shadow on building behind, this is not fair. North side should be encouraged.

Setbacks allow you to respond to trees etc. Draft setbacks as controlled activity.

Common Walls very important

Not in favour of individual building blocks.

WAKATIPU URBAN DESIGN PANEL

REPORT

HIGH DENSITY RESIDENTIAL ZONE PROVISIONS

MEETING OF FRIDAY 13 MAY 2005

Members present: Ben O'Malley
Wayne Foley
Peter Fleming
Nick Karlovsky
Max Wild
John Wilson
Jewell Cassells
Louis Alfeld
Vicki Jones

In attendance: Andrew Bashford

The UD Panel wants to know what Council is trying to achieve before rules can be written. It seems hard to do what Council currently wants, the rules just won't work.

Wayne commented that he thought he was "building an empty town". Many apartments were being built, however they were only being used for a few months of the year.

Max said that neighbourhoods in the area are different, and these need to be determined before the rules can be written.

Wayne thought that have the HDR discussed could be a process (including the Design Panel), then it could be a better solution.

The threat of notification is a problem and may discourage the use of zones at all.

There needs to be a mixture of densities, with perhaps 6 -8 units. Larger developments need to be individually assessed with limited discretionary.

Max suggested that residential character should maintain the character of the neighbourhood (& high density). There is a need to consider what the character means. It could be a challenge for larger buildings to have character, but it needs to be worked towards in an evolutionary way – step by step. The increase of density needs to happen gradually. Max feels passionately about Park St, where we are not working gradually but from heritage. He thought we need to come up with developing of high density but need to retain some evidence of the past, otherwise we have nothing.

Jewell totally agreed, as did Nick to some extent however he thought it might be too like suburbia with the HDR zone. He thought that you can't force it in areas. Jewell commented that in her opinion people are looking for suburbia. Nick said that the HDR zone adds another layer to the city.

MIXTURE OF DENSITIES

6 – 8 units – larger units should be 6 units + volume. Controlled or permitted.

Max made the following points:

- Need much better assessment matters
- Respect & retain residential character.
- Compatible in scale
- Need to work towards HDR but evolutionary ie) medium density in 10 years and higher density again.
- Need to remember what went before

Wendy's rules are too complex.

Specific rules

Assessment matters

Residential character

Series of cells etc

How do we channel activities into a discretionary or HD disc regime? ie). What are the triggers?

Recession plane – look at this, predicated by where north is. Agree with setbacks where they are.

Infringement into front boundary in accordance with point 1 of Brad's report. More info in recession plane issue – sloping and angle of the sun.

Agree 6m in for every 3 floors up, is not a good option.

Building Size

4m alleyways (which are a ?? of setbacks and this rule). Permitted building that is not good.

Footprint – positive effect of breaking it down into cell sizes but probably not broken up.

Jewell thinks this is a start. Nick won't relate to good space, privacy etc.

Smaller volumes and footprints – Good idea but will not work, flexibility is an issue. Repetition, articulation and variable cell sizes needed as well. Average footprint of 256m² as a possibility.

Continuous Building Length Rule

Recognises a real issue but more effective ways of achieving better articulation. For every 10m go back/forward and most compensate it elsewhere on the site. If cell size rule is well worded, it could replace the 16m line or bolster it.

We need to consider whether the cell size concept could be a rule or just abj, pols & assessment matters.

If greater than 6 – 8 units or GFA 6 – 8 x 250m². Total GFA of the site.
Continuous building length should retain as proposed and add assessment matter re;
Going back and forth may give better results.

Landscaping – hard & soft landscaping of permeable space. If retain 30%, it needs to include vehicle manoeuvring and hard & soft. Some wanted trees, some think it's unrealistic. There is a need to specify a proportion of soft landscaping (but will be lower %). Assessment matter – planting appropriate to scale of buildings. Contribution to the streetscape.

Density Provisions – About 6 – 7 units is about right. 1/ 150m² is not dense enough.

URBAN DESIGN PANEL – ANDREW BASHFORD'S NOTES
FRIDAY 13 MAY

Flaws in what is proposed.

Larger buildings are ok if they have good design / exterior quality rather than small buildings all the same.

Want interesting facades – a street scene that is lively, interesting with reduced bulk.

Proposed rules have not achieved much – same bulk but just different form (refer to drawings 1 & 2).

HDR zone has specific subzones within it that need to be recognised – a collection of neighbourhoods that are all different.

Currently developments that meet the proposed rules are fine, however they are unaffordable to most.

Needs further work on identifying the different areas and identifying what makes them what they are.

Need a rule that makes developments that have over a certain number of unit/sites to be discretionary.

Higher density is not necessarily bad if good design is utilised.

Need to address the appearance of the bigger developments. Need differentiation between house and apartments – apartments to be discretionary. What does "residential character mean" – a phrase within the assessment matters.

Should be more gradual increase in density over time. There needs to be residents living in HDR zone for it to be a residential zone.

'6 unit rule' – a rule that makes developments that propose over 6 units on over site to be discretionary. Over a 'x' number of units or x²m² of footprint required discretionary consent.

X = 6 units

x² = 1500m² total footprint

RECOMMENDATIONS

6.6.1 Setback distance

Setbacks reasonable

Agree with comments in Urbanism Plus report

More work on recession planes

- Flat site / steep site issues
- Tradable recession plan idea
- Different plane angles for differing orientated boundaries and slopes

6.6.2 Building Bulk

Needs work

- Can be interpreted in different ways
- UDP interpretation – up to 3 floors back 6m then up another 3 floors.
- My interpretation – for every 3 floors whole building is recessed 6m.
- Does not achieve what is wanted

xvi Building size

Needs work

- Not sufficient space between buildings
- Trees won't grow
- View shafts not maintained

Smaller floor areas and volumes the way to go.
The proposed rule is better than current plan.

6.6.3 Continuous Building Length

- Not adequate – ineffective
- Far more effective ways to achieve this
- Good back stop but need addition rule.
- Tradable methods?

6.6.4 Landscaping

30% too much for soft landscaping

Need landscaping

Tree planting – easy to cut down, poison etc

Could be 30% landscaping in total with 15% minimum to be 'soft' landscaping

Change wording of rule to "...plants of a nature and scale appropriate..."

6.6.5 Rubbish

Agreed

6.6.6 Density

Unsure

6.6.7 View Shafts

Good idea

6.6.8 Trade Off

Good.