

**BEFORE THE HEARING PANEL
AT QUEENSTOWN**

UNDER the Resource Management Act 1991 ("**RMA**")

IN THE MATTER of the Proposed Te Pūtahi Ladies Mile Plan Variation
to the Queenstown Lakes Proposed District Plan
(**"TPLM Variation"**)

**STATEMENT OF EVIDENCE OF JANE MAREE RENNIE ON BEHALF OF
QUEENSTOWN COUNTRY CLUB VILLAGE LIMITED**

URBAN DESIGN

20 OCTOBER 2023

1. EXECUTIVE SUMMARY

- 1.1 My name is Jane Maree Rennie. I am employed as an Urban Designer at Boffa Miskell.
- 1.2 This evidence relates to the submission of the Queenstown Country Club Village Limited which sought various amendments to the Te Pūtahi Ladies Mile Variation ("**TPLM Variation**") to the Queenstown Lakes District Council Proposed District Plan including in relation to the proposed Building Restriction Area ("**BRA**").
- 1.3 My evidence focuses on the appropriateness of the BRA (75m) proposed on the Southern side of the Ladies-Mile from an urban design perspective. It outlines the relevant background to the development of the 75m setback for the Queenstown Country Club ("**QCC**") site ("**QCC Site**"), describes the vision for Te Pūtahi Ladies Mile and considers the justification for the 75m in achieving this vision.
- 1.4 I consider that there is insufficient urban design justification for the retention of the 75m setback on the QCC Site. The context of the QCC Site has changed and the proposed future urban environment for Te Pūtahi Ladies Mile does not warrant relying on the past QCC consent.
- 1.5 A reduced setback of 25m will still enable the development of a high amenity character along the QCC frontage that will support a "softer" filtered view of the built form anticipated and contribute to this important gateway experience. It will also support greater visual connectivity across the corridor, reduce barriers to community cohesion and better achieve land use integration around the town centre node. A reduced setback will also support a change in the look and feel of the road corridor by enabling buildings in closer proximity to the street which is more conducive to a reduction in speeds limits envisaged by the TPLM Variation.
- 1.6 Overall, the urban design outcomes sought through the TPLM Variation can be achieved through a reduced setback of 25m along the QCC Site.

2. INTRODUCTION

Qualifications and Experience

- 2.1 My full name is Jane Maree Rennie.

- 2.2 I am an Urban Designer at Boffa Miskell Limited, a national firm of consulting planners, ecologists and landscape architects. I am an Associate Partner based in the firm's Christchurch office. I have been employed by Boffa Miskell since 2009.
- 2.3 I have the qualifications of a Bachelor of Planning from Auckland University (1994) and a Post Graduate Diploma (Merit) in Urban Design from the University of Westminster (London) (2005).
- 2.4 I am a Full Member of the New Zealand Planning Institute. I am a member of the Urban Design Forum, a Crime Prevention Through Environmental Design (CPTED) Practitioner and a member of the Lyttelton Design Review Panel. The role of the Panel is to provide design advice to promote good design and a quality urban environment that expresses the local character and identity of Lyttelton.
- 2.5 My experience at Boffa Miskell has included urban design lead roles on a wide range of projects. This includes structures plans, master planning, urban design guidance, urban design assessments and District Plan matters. This includes:
- (a) QCC Masterplan for the Special Housing Area ("**SHA**") application (on behalf of Sanderson Group);
 - (a) Rolleston Town Centre Master Plan on behalf of Selwyn District Council;
 - (b) Rangiora Town Centre Strategy and Structure Planning, on behalf of Waimakariri District Council;
 - (c) Precinct Block Plans on behalf of the New Zealand Defence Force; and
 - (d) Mass Rapid Transit Business Case for Greater Christchurch on behalf of (Waka Kotahi).
- 2.6 I was Boffa Miskell's internal project manager in relation to the preparation of the Te Kirikiri Frankton ("**TKF**") Masterplan (on behalf of the Way2Go Partnership – QLDC, Otago Regional Council and Waka Kotahi). I am also involved in providing urban design advice and technical review on behalf of QLDC in relation to resource consent applications and plan changes.

2.7 I am familiar with the broader spatial planning context of the TPLM Variation sites and am qualified to provide urban design evidence for this Variation.

Code of conduct

2.8 I confirm that I have read the Code of Conduct for Expert Witnesses contained in the latest Environment Court Practice Note 2023 and that I agree to comply with it. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I express, and that this evidence is within my area of expertise, except where I state that I am relying on the evidence of another person.

3. SCOPE OF EVIDENCE

3.1 My evidence specifically relates to the submission of Queenstown Country Club Village Limited, which sought the reduction of the BRA setback of 75m setback on the QCC Site to 25m. My evidence focuses on the appropriateness of the BRA (75m) proposed on the southern side of the Ladies Mile from an urban design perspective.

3.2 Accordingly, my statement of evidence addresses the following matters:

- (a) The background to the QCC 75m setback;
- (b) The TPLM Variation; and
- (c) an assessment of the justification for the 75m BRA.

3.3 In preparing this evidence I have reviewed the following documents:

- (a) the TPLM Variation and associated provisions and standards, including built form controls;
- (b) the Urban Design evidence of Mr Bruce Harland;
- (c) the Urban Design evidence of Mr Stuart Dun;
- (d) the Landscape evidence of Mr Michael Lowe;
- (e) the Submission of Waka Kotahi;
- (f) the Queenstown Lakes Spatial Plan; and
- (g) the QLDC Proposed District Plan.

4. BACKGROUND TO QCC DEVELOPMENT AND 75M SETBACK

- 4.1 In 2016, I was involved as part of a multi-disciplinary team in preparing the Master Plan for the QCC Site and I presented urban design evidence to a hearings panel concerning the application by Sanderson Group Limited (the previous landowner) for a comprehensive development of the QCC Site adjacent to Lake Hayes Estate and Shotover Country. The development included a retirement village, care facilities and housing.
- 4.2 The QCC proposal was considered under the Housing Accords and Special Housing Areas Act 2013. Since consent was granted for retirement living, a Southern Cross private hospital has been built in conjunction with retail, doctors office, childcare centre and a café.
- 4.3 Mr Bentley in his evidence sets out the details of the decision in relation to the 75m setback along Ladies Mile along with changes that have occurred since consent was granted. I have not repeated it here.
- 4.4 When the design for the QCC Site was undertaken, Ladies Mile was largely undeveloped and prior to wider development pressure along the corridor. This was reflective in the zoning of the Site (and wider context) as Rural and a need to consider broader rural landscape issues.
- 4.5 In response to the Site's context at the time, the Master Plan "Design Statement" prepared as part of the HASHAA application sets out that a setback of 75m along Ladies Mile was intended to maintain a rural aesthetic, comprising large open grassed paddock and orchard planting, to provide a buffer or transition between the State Highway and the QCC Site. Clusters of development separated by open spaces would allow for a transition between this rural aesthetic and the main development area. **Figure 1** sets out the early design concept for the QCC Site. Mr Bentley discusses this concept in more detail in his evidence in chief.

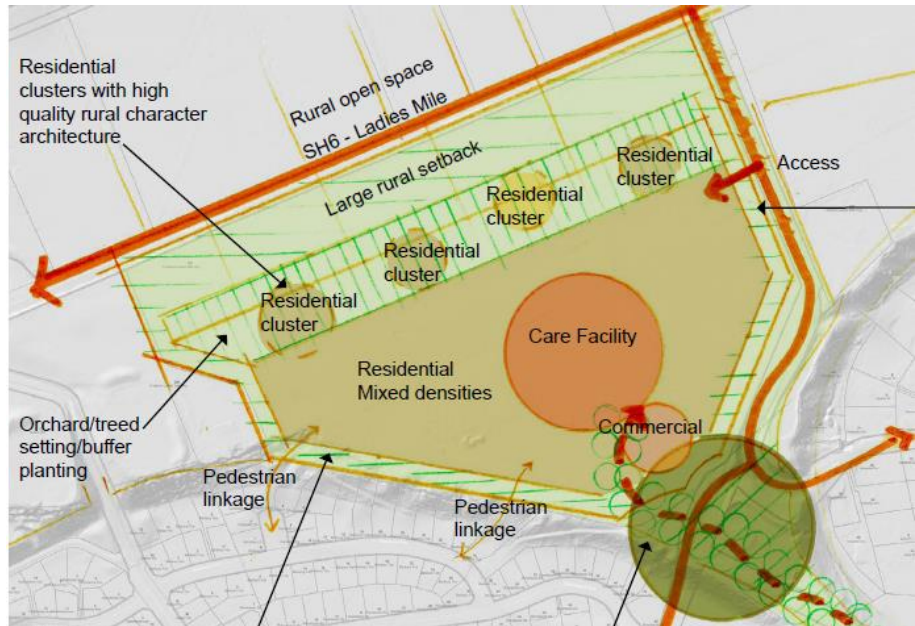


Figure 1: Early concept diagram (source: Design Statement for QCC, 14 September 2016)

4.6 The cross section of Ladies Mile which has been implemented is set out in **Figure 2.**

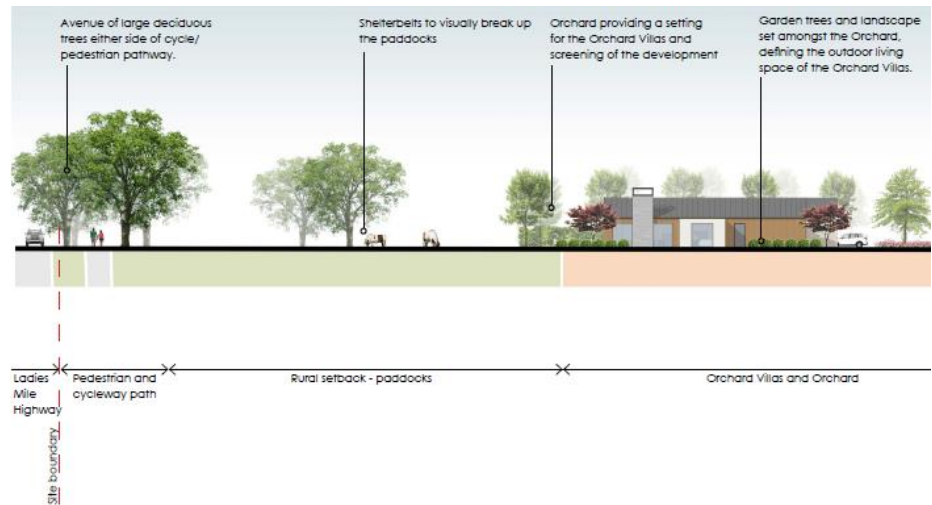


Figure 2: Cross section showing Ladies Mile setback (source: Design Statement for QCC Housing Accords and Special Housing Areas Act 2013 ("HASHA") HASHA application, 14 September 2016)

4.7 Therefore, from the outset both Ladies Mile and the broader landscape were key drivers in achieving a design-led comprehensive development of the QCC Site. Given the Ladies Mile context had not developed (and it was unclear what future development might occur, in conjunction with a rural landscape setback, a grid pattern layout was proposed that was flexible and resilient to change over time. As such, this approach would not preclude future development occurring within the setback if it was considered appropriate. This concept is set out in **Figure 3.**



Figure 3: Snip of QCC Master Plan with "blue arrows" indicating how the grid pattern can be modified to provide for future development within the setback area (source: QCC Master Plan from Design Statement for QCC, 14 September 2016).

4.8 The consent included a package of design controls and guidance that sought to achieve a quality urban design and landscape outcome and this is evident in the development that has been delivered.

5. THE TE PŪTAHI LADIES MILE VARIATION

5.1 Given that the land adjoining Te Pūtahi Ladies Mile is now under pressure for urban development a need was identified for a comprehensive master plan and vision for the corridor. As a result, QLDC notified a Variation to the District Plan in April 2023.

5.2 The TPLM Masterplan Report¹ which forms the basis of the Variation signals a move away from ad-hoc development to a comprehensive approach to growth along the corridor. The Masterplan is set out in Attachment 1 to Mr Harland's evidence.² It includes the following key design principles:

- a) Consider SH6 as a gateway to Queenstown.
- b) Reflect a unique and enduring identity.
- c) Support a healthy environment and ecology.
- d) Create self-sustained and connected communities.
- e) Enable sustainable transport networks.
- f) Do density well, provide quality and diverse housing.
- g) Develop a resilient and adaptable framework.

¹ Te Pūtahi Ladies Mile Final Masterplan Report, QLDC, June 2022 Rev 2.

² Evidence of Bruce Harland, QLDC, dated 29 September 2023.

5.3 Key features of the TPLM Master Plan relevant to the BRA setback and the QCC Site include:

- (a) An "urban green corridor" through the middle section of Ladies Mile, including trees and planting to either side of SH6, landscaped buffer to built edge, cycle and pedestrian path and public transport use.
- (b) A 25m building restriction on the majority of the northern side of Ladies Mile (urban portion) to provide a consistent corridor with a distinct character.
- (c) Retention of the 75m building setback for QCC (as part of the consented development) and to retain expansive views to the Remarkables.
- (d) An "open space precinct" on the 516 Ladies Mile site to provide for a mixed use town centre and community sports hub (with a 25m setback from the road) (see **Figures 4 and 5**).
- (e) Retention of existing trees on the south side of SH6.
- (f) Protection of views to distant mountains through lower height limits on the south side of SH6.
- (g) Slower speed environment with 50km/h for SH6.





Figures 4 and Figure 5: Snips from the TPLM Variation Master Plan showing the mixed use town centre at the junction with Howard Drive and green corridor and consistent tree planting

5.4 The TPLM Variation Zoning Plan is set out in **Figure 6** and identifies the Site as a Lower Density Suburban Residential Zone³ and the 75m building setback. This Zone includes a height limit of 8m, with the intent of keeping heights lower on the south side of SH6 (refer to Ben Farrell’s evidence in chief for further comments on the planning framework for the Site).

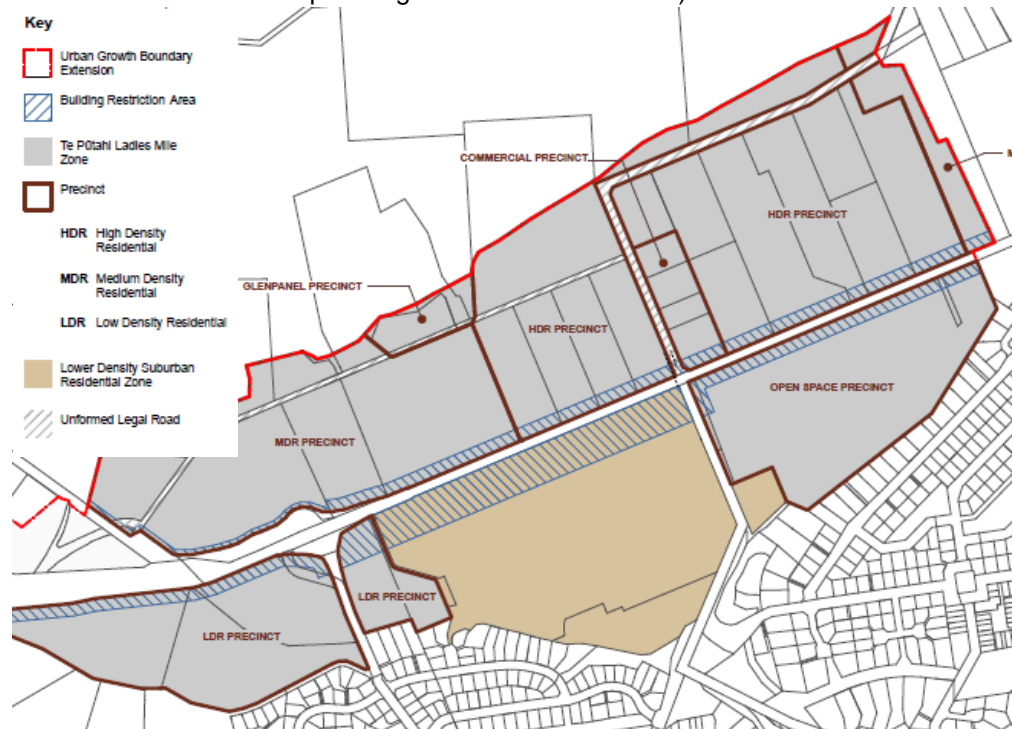


Figure 6: TPLM Variation Zoning Plan

³ Note the PDD zone name is "Low Density Residential Zone".

6. JUSTIFICATION FOR THE 75M BRA SETBACK IN EVIDENCE

6.1 There is limited urban design justification for the retention of the 75m setback on the QCC Site in the Council's urban design evidence. In my view the limited justification does not sufficiently consider the future urban environment, relying too heavily on the past QCC consent. I consider that given the future urban environment anticipated in the Masterplan, the 75m Setback is unnecessary in this location and poorly justified for the reasons outlined below. I discuss the setback in the context of the vision and urban design outcomes sought in the TPCM Masterplan and assess if these outcomes can be achieved with a 25m setback in place for the Site.

6.2 I have structured my discussion around the key urban design outcomes sought through the TPLM Variation outlined in Mr Dun's evidence, being: Identity and Place, Housing Provision, Liveability and Wellbeing, and Transport.⁴

Identity and Place

6.3 Character and identity is a key premise of the TPLM Masterplan and is relevant to the role of Te Pūtahi Ladies Mile as a key gateway into Queenstown and achieving a consistent and high amenity character for the corridor. In relation to the 75m setback, the various Council witnesses provide slightly differing rationale for the 75m setback with respect to identity and place considerations. I have distilled these down to the following key matters:

- (a) The existing setback has:
 - (i) created a continuous well-defined built form edge;⁵
 - (ii) resulted in a legible open character landscape/open amenity that supports views of the Remarkables; and⁶
 - (iii) contributes to a sense of openness.⁷
- (b) The TPLM Masterplan seeks to continue this existing environment.⁸

6.4 Mr Bentley considers views and landscape character matters in his evidence in chief, and I focus on the built edge and amenity considerations within the context of a future urban environment.

⁴ Evidence of Mr Stuart Dun, at [22].

⁵ Evidence of Mr Bruce Harland, at [59].

⁶ Evidence of Mr Bruce Harland, at [55] and [59].

⁷ Evidence of Chief Mr Michael Lowe at [66].

⁸ Evidence of Mr Stuart Dun at [99]; Evidence of Mr Harland at [59].

- 6.5 I consider that a reduced setback of 25m which comprises existing (and potential future) tree planting and a 8m high building envelope adjoining it can also create a continuous and well defined built edge similar to what has been implemented previously under the QCC consent and as referred to by Mr Lowe. In my view this approach will also promote a legible corridor outcome and a "softer" greener (informal) and open character envisaged by Mr Lowe and Mr Dun, with filtered views of the adjoining built form. I do not consider that future retirement housing up to 8m in height adjoining the 25 metre setback will fundamentally change the character or amenity of this part of the corridor, or its sense of openness, particularly given the scale of the wider landscape and the changing urban context of Te Pūtahi Ladies Mile.
- 6.6 As such, I consider that a consistent 25m setback along the southern side of Te Pūtahi Ladies Mile will create a well-balanced cross section and streetscape amenity that will achieve the broader intent of the TPLM Variation. In my view it would result in a more considered approach to urbanisation in this location bearing in mind the need to achieve an efficient use of land and a well-functioning urban environment.
- 6.7 A 25m setback comprising of planting and low fencing as per the existing QCC character will continue to support the gateway objectives sought through the TPLM Variation. I consider that it will still achieve a sense of openness as referenced by Mr Lowe and is cognisant of a transition from a rural to urban setting. This consistent setback approach is set out in **Figure 7**.

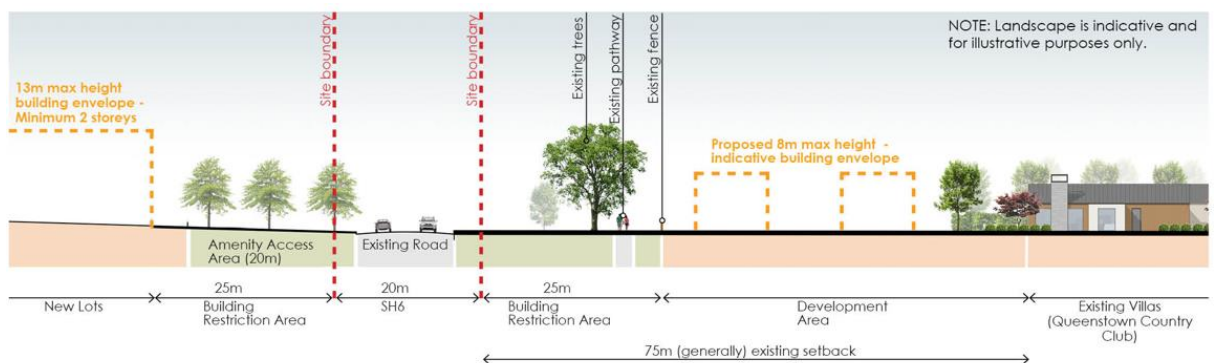


Figure 7: Indicative cross section showing a 25m setback aligning with the QCC Site and the 25m setback on the northern side of the corridor (Source: Boffa Miskell). A3 version attached at **Appendix 1** of my evidence.

- 6.8 A reduced setback will also better support visual connectedness across the corridor, reducing the sense of separation of the two sides of the corridor. This will reduce barriers to community connectivity, and cohesion and support will be enhanced overlooking of the corridor.

- 6.9 As such, I consider that a 25m setback will enable a corridor amenity that will achieve an identity and character reflective of the Te Pūtahi Ladies Mile vision, including its role and function as a key gateway as outlined in the TPLM Variation.

Housing Provision

- 6.10 The reduction of the setback to 25m will enable additional housing to be developed in the future on the QCC Site and within walking distance of the town centre node.
- 6.11 As outlined earlier, the setback was designed in a flexible way to enable future development if this was desired. Provision of additional housing would represent an efficient use of this land. Development of the land would be achieved through a comprehensive development of this portion of the QCC Site and enable greater integration of the QCC Site with the context. Additional housing in this location would also align with infrastructure already in place on the site as a 25m setback still enabling a layered planting character adjoining Te Pūtahi Ladies Mile.

Liveability and Wellbeing

- 6.12 In the context of the QCC setback, liveability and wellbeing considerations include walkable neighbourhoods and access to everyday needs including shops and recreation.
- 6.13 No consideration has been given to how a reduction in the QCC setback could better contribute to the mixed use node proposed opposite the QCC Site. A reduced setback would better enable future built form to respond to and contribute to achieving a more cohesive and legible node. The ability to develop the Howard Drive corner of the QCC Site would also support further development within walking distance of the mixed use centre, further strengthening its economic viability.
- 6.14 A 25m Setback will still enable sufficient space to achieve a high quality urban design as sought through the TPLM Masterplan. A consent pathway could be pursued if a higher density of development is desired in support of this key node.

Transport

- 6.15 Key transport considerations from an urban design perspective include access and connectivity, public transport and land use integration in encouraging mode shift and active travel.
- 6.16 Mr Dun outlines that the nature of SH6 will be changed through a reduction in traffic speed and urbanisation on the northern side and will promote and enable better connectivity within the TPLM Variation area and existing neighbourhoods through proposed at grade crossings over SH6.⁹
- 6.17 Waka Kotahi set out in their submission that:
- Significant setbacks are ... **not** conducive to achieving the look and feel of an urban environment which is needed to achieve the lower State highway speed limits the Masterplan envisages.¹⁰
- 6.18 I concur with Waka Kotahi that an open and spacious road corridor will not support lower speed limits. I also consider that the current 75m setback will limit improved accessibility and the ability for the QCC Site to respond to the future urban context.
- 6.19 A reduction of the QCC setback to 25m will assist to change the character of the road corridor by enabling buildings in closer proximity to the street thereby overlooking the corridor. Additionally, future development closer to the corner of the QCC Site in proximity to the future town centre node will encourage mode shift and the promotion of active modes for QCC residents. A reduced setback aids in better integrating the QCC Site with the new context, breaking down barriers with the existing corridor which has been designed to date as a Stage Highway.
- 6.20 A reduction in the setback will still enable the delivery of a high amenity corridor including tree planting and sufficient space for active mode routes.

7. CONCLUSIONS

- 7.1 I consider that there is limited urban design justification for the retention of the 75m setback on the QCC Site. The context of the QCC Site has changed and the proposed future urban environment for Te Pūtahi Ladies Mile does not

⁹ Evidence in chief of Mr Stuart Dun at [55].

¹⁰ Submission of Waka Kotahi, dated 9 June 2023, page 4 at [5.0].

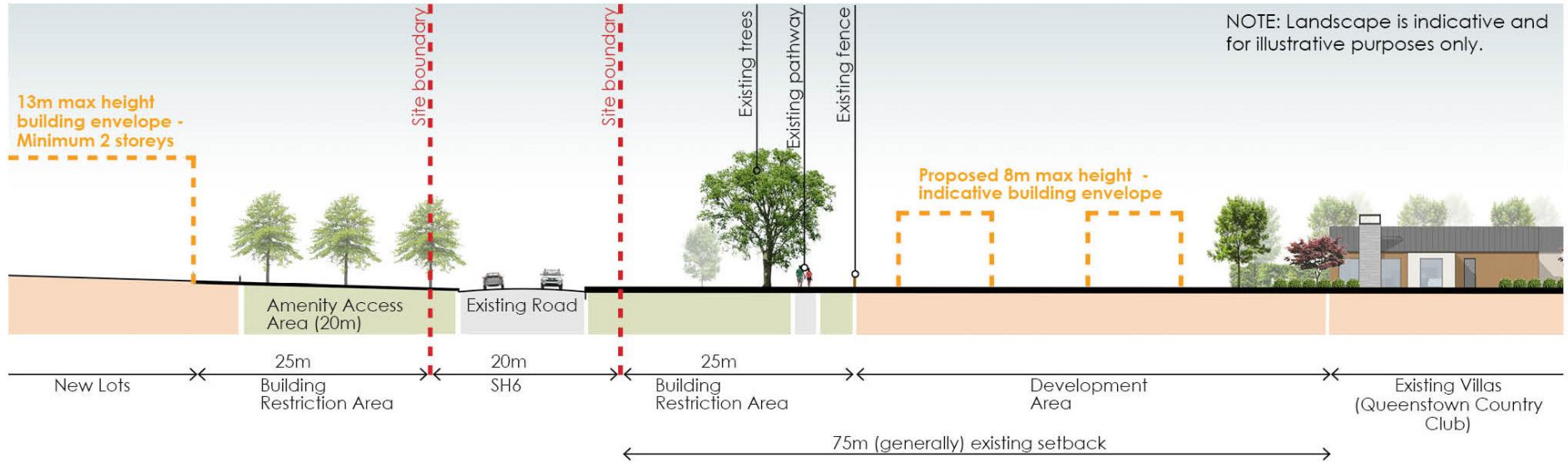
warrant relying on the past QCC consent. I consider that a 25 metre setback will:

- (a) enable the development of a high amenity character along the QCC frontage that will enable a "softer" filtered view of the built form anticipated and contribute to this important gateway experience in a consistent manner;
- (b) support greater visual connectivity across the corridor, reduce barriers to community cohesion and better achieve land use integration around the town centre node; and
- (c) support a change in the look and feel of the road corridor by enabling buildings in closer proximity to the road which is more conducive to a reduction in speeds limits envisaged by the TPLM Variation.

7.2 Overall, I consider that the urban design outcomes sought through the TPLM Variation can be achieved through a reduced setback of 25m along the QCC Site.

Jane Rennie
20 October 2023

APPENDIX 1 – CROSS SECTION WITH A 25M SETBACK APPLIED TO THE QCC SITE



INDICATIVE CROSS SECTION

NOT TO SCALE