

**Before the Hearing Commissioners  
at Queenstown**

**In the Matter of**

the Resource Management Act 1991

**And**

**In the Matter of**

a proposed variation to the  
Queenstown Lakes Proposed District  
Plan – Urban Intensification Variation

**Statement of Evidence of  
Paula Marie Costello  
for multiple Queenstown submitters**

Dated: 4 July 2025

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## INTRODUCTION

### Qualifications and Experience

1. My name is Paula Marie Costello. I am a Director of Williams & Co., a Queenstown-based planning and urban design consultancy.
2. I hold the degrees of BRS (Policy and Planning) from Lincoln University, and Master of Urban Development and Design with distinction from the University of New South Wales. I reside in Queenstown.
3. I have practiced in the planning and urban design fields in the Queenstown Lakes District since 2003. My 22 years of experience has traversed both local government (Queenstown Lakes District Council (**Council**)) and private sector roles.
4. I was employed by Civic Corporation Limited and subsequently the Council in a variety of positions from 2003-2019. During this period, I predominantly worked within consents, with roles including urban design and input into policy processes for the Council.
5. Since 2019, I have been practising as a consultant urban designer and planner, primarily within the Queenstown Lakes District, and as an Independent Hearings Commissioner in the South Island. I have been involved in a wide range of planning and design based matters in the Queenstown Lakes District including urban design reporting and reviews, District Plan rezoning, SHA applications, urban subdivision and development, and delegated decision making on consent applications.

### Code of Conduct

6. While this is not an Environment Court hearing I have read and agree to comply with the Code of Conduct for Expert Witnesses in the Environment Court Practice Note 2023. This evidence is within my area of expertise, except where I state that I am relying on material produced by another person. I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.

## SCOPE OF EVIDENCE

7. My evidence will deal with a number of landowners who have submitted on the Proposed District Plan (**PDP**) Urban Intensification Variation (**UIV**). I have broken down the list of submitters into the subject PDP zones that are affected by the UIV.
8. The details for each submitter in terms of submission number, site address and building name (where applicable) is summarised below, with each site being indicated under the existing PDP zoning regime. The evidence of Mr Scott Freeman includes a plan set illustrating the location of the property owned by each submitter.

### Queenstown Town Centre Zone

9. The submitters located within the Queenstown Town Centre Zone (**QTCZ**) are as follows:
  - (a) Man Street Properties Limited (**991**): 14-26 Man Street.
  - (b) Trojan Holdings Limited (**967**): 25 Camp Street and 7/9 Duke Street. The building on this site is referred to as The Station Building.
  - (c) Horne Water Holdings Limited and Shotover Memorial Properties Limited (**998**): 9 Shotover Street. The building on this site is referred to as the Outside Sports Building.
  - (d) Trojan Holdings Limited (**966**): 68 & 70 Memorial Street.
  - (e) Trojan Holdings Limited (**968**): 24 Beach Street. The building on this site is referred to as Stratton House.
  - (f) Beach Street Holdings Limited (**1006**): 23, 25 and 27 Beach Street.
  - (g) O'Connell's Pavilion Limited (**987**): 30 Beach Street. The building on this site is referred to as O'Connell's Pavilion.
  - (h) Accommodation and Booking Agents (Queenstown) Limited (**1009**): 18 Ballarat Street. The building on this site is referred to as the Skyline Arcade.
  - (i) Skyline Properties Limited (**973**): 20 Ballarat Street

- (j) Skyline Properties Limited (**972**): 48 and 50 Beach Street.
- (k) Skyline Properties Limited (**970**): 18, 20, 24 and 26 Rees Street.
- (l) Skyline Properties Limited (**971**): 1, 3 Ballarat Street. The building on this site is referred to as Eichardts.
- (m) Skyline Properties Limited (**976**): 2 Rees Street. The building on this site is referred to as the Town Pier Building.
- (n) Skyline Properties Limited (**974**): 19-23 Shotover Street. The building on this site is referred to as the Chester Building.
- (o) Strand Corporate Trustee Limited (**983**): 61 Beach Street.
- (p) QRC House Limited (**985**): 7 Coronation Drive.
- (q) Cactus Kiwi NZ Limited Partnership (**1004**): 10 Man Street.
- (r) Fiveight Queens Holdings Limited (**1000**): 39 Beach Street.
- (s) GCA Legal Trustee 2021 (**1287**): 6 and 8 Beetham Street.

### **Business Mixed Use Zone**

10. The submitters located within the Business Mixed Use Zone (**BMUZ**) are as follows:
- (a) Trojan Holdings Limited (**965**): 97, 101, 103, 109, 116, 120 and 121 Gorge Road.
  - (b) Skyline Enterprises Limited (**977**): 16 Hylton Place.
  - (c) High Peaks Limited (**999**): 51 Gorge Road

### **High Density Residential Zone**

11. The submitters located within the High Density Residential Zone (**HDRZ**) are as follows:
- (a) Skyline Properties Limited (**975**): 117 Hallenstein Street.
  - (b) Skyline Tours Limited (**984**): 8 and 8 Stanley Street, 11 Sydney Street and 4 Coronation Drive.

- (c) Trojan Holdings Limited (**969**): 11 Henry Street.
- (d) Hulbert House Limited (**997**): 5 and 7 Malaghan Street.
- (e) Ashourian Partnership (**1008**): 12, 16 and 20 Stanley Street.
- (f) Pro-Invest Property 1 Limited Partnership (**986**): 13 Stanley Street.

### **Medium Density Residential Zone**

12. The submitter located within the Medium Density Residential Zone (**MDRZ**) is as follows:
- (a) Richard Thomas (**832**): 634 Frankton Road.

### **Lower Density Suburban Residential Zone**

13. The submitters currently located within the Lower Density Suburban Residential Zone (**LDSRZ**) are as follows:
- (a) RF Corval NZQ Pty Limited (**835**): 554 Frankton Road. The building located on this site is referred to as The Sherwood.
  - (b) Tepar Limited (**652**): 16, 18 & 20 The Terrace.
  - (c) Park Lake Limited (**653**): 154 and 158 Park Street.
  - (d) Earnslaw Lodge Limited (**654**): 77 Frankton Road. The building on this site is referred to as Earnslaw Lodge.
14. It is noted that submission by RF Corval NZQ Pty Limited (**835**) was originally lodged by Manor Holdings Limited. Following the submission periods for the UIV, RF Corval NZQ Pty Limited purchased the site at 554 Frankton Road from Manor Holdings.
15. The UIV is seeking to rezone the sites owned by Tepar Limited, Park Lake Limited and Earnslaw Lodge Limited sites to HDRZ, and the sites owned by RF Corval NZQ Pty Limited to MDRZ.

## **STATUTORY FRAMEWORK**

16. I consider that generally, the UIV introduces changes to the PDP planning provisions that will assist to give effect to the Objectives and Policies of the

relevant statutory framework including the National Policy Statement on Urban Development 2020 (**NPS-UD**).

17. I support changes to the urban environments of the Queenstown Lakes District in order to provide for increased housing supply and type, and I consider that changes in some cases will be required to be a significant departure from the status quo in terms of building height or density that may currently be experienced. I agree with the general approach of the notified UIV in directing intensification around centres and public transport (accessibility) as directed by the NPS-UD.
18. In some cases, a tension in respect to amenity values currently held by neighbouring properties is inherent through changes to building heights and densities required to give effect to the NPS-UD. The NPS-UD provides direction on this matter in Policy 6, recognising that planning decisions have a role to play in providing for groups including future generations.
19. I support the shifts in density and building height as proposed within the UIV for these reasons, noting that in some specific instances in my evidence, I have identified where I consider that insufficient weight has been given to the benefits of urban development in favour of a focus on retention of existing amenity values. I have provided suggested amendments to proposed provisions that I consider will better align with the NPS-UD.

## **RESIDENTIAL REZONINGS**

20. A key proposed provision of the UIV is the rezoning of existing residentially zoned urban land, specifically 'upzoning' of this residentially zoned land (from LDSRZ/MDRZ to MDRZ or HDRZ).
21. I support this approach as an important tool in giving effect to the NPS-UD in particular Policy 5, and the general methodology in terms of zoning patterns based on accessibility analysis as outlined in the evidence of Mr Wallace. With specific reference to submitters' land I note the following.

**Submissions 652, 653 and 654 (Park Street to Cecil Road rezonings)**

22. I support the change in zoning from LDSRZ to HDRZ for the land identified as 'Area 1' (Park Street to Cecil Road)<sup>1</sup> given the high accessibility of this area to the range of commercial and community services available in the Queenstown Town Centre and the public transport network, along with the amenities of this area (lakefront open space, views) which result in high demand. I agree with the assessment of Mr Wallace in regard to the benefits of rezoning of this area.<sup>2</sup>
23. The rezoning would link the HDR zoning which exists south of Frankton Road at Cecil Road through to the edge of the Queenstown Town Centre at Park Street. This area slopes down from Frankton Road to Park Street at the lake edge and its current zoning includes each of the LDSR, MDR and HDR zones. The development form and age within this area is mixed with larger hotel blocks, duplex and apartment buildings included within the predominant form of stand-alone dwellings.
24. I agree with Ms Morgan<sup>3</sup> that zoning decisions, which in the context of the NPS-UD are necessarily forward focused, should not be driven by the existing character and age of housing types, rather that zoning should enable the outcomes sought in a strategic sense.
25. I acknowledge that some existing residents may experience change in the built form character on land around them should development under a HDRZ zoning be acted upon. However, the assessment of Ms Morgan at [6.8] of the s42A report is supported, where this change is directed by the NPS-UD, is an efficient strategic urban pattern and an efficient use of land given its accessibility and the demand for high density living options in Queenstown.
26. I consider that Area 1 is suitably serviced by access to the public transport network on Frankton Road. While the access to Frankton Road is via relatively steep streets in through the centre of the Area (Adelaide and Suburb Streets), the linking streets at both east and western ends (Veint Crescent, Hobart, Brisbane and Park Streets) provide a gentler gradient by which to move between Frankton Road and Park Street. I also note the key active transport

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<sup>1</sup> Section 42A Report of Rachel Morgan dated 6 June 2025 at [6.1].

<sup>2</sup> Statement of Evidence of Cameron Wallace dated 6 June 2025 at [15.21-15.22].

<sup>3</sup> Section 42A Report of Rachel Morgan dated 6 June 2025 at [6.11].

corridor provided along Park Street to and from the town centre via the Frankton Track, to which this area has easy access.

27. I have considered whether a reduced height standard would be appropriate in this area. However, given its proximity to the town centre, and to public and active transport routes along with topography and orientation, I have concluded against a reduced height standard. This is because intensification of this area as enabled by the notified UIV is a positive urban design outcome and is strongly directed by the relevant policy framework (NPS-UD).
28. I consider that the performance standards within the HDRZ, coupled with the existing approach of a *Residential Zone Design Guideline* can suitably provide for HDRZ building forms of appropriate design in this area. While acknowledging that development of a HDRZ nature will result in reduction of currently experienced levels of sunlight access (including on open spaces) I agree with Mr Wallace that this should not be determinative and such a focus would negate any meaningful attempts to enable intensification around the Queenstown Town Centre.<sup>4</sup>
29. I agree with the assessment of Mr Wallace and the conclusions and recommendations of the s42A report and support rezoning of this area to HDRZ.

### **Submission 835 (Frankton Road rezonings)**

30. The land at 554 Frankton Road (Sherwood Hotel) and adjacent land along the upside of Frankton Road is proposed to be rezoned MDRZ from LDSRZ. I agree with the assessments within the s42A report that support the zoning of this site to MDRZ.<sup>5</sup> Specifically, a MDR zoning is reflective of the existing density of units on the Sherwood Hotel site, and this site has direct and convenient access to Frankton Road, supporting intensification on an accessibility basis.
31. MDRZ zoning of this site, along with the approach of a consistent MDRZ on the upside of Frankton Road is supported from an urban design perspective. Future built form of heights anticipated in the MDRZ will be appropriate in this

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<sup>4</sup> Statement of Evidence of Cameron Wallace dated 6 June 2025 at [15.22].

<sup>5</sup> Section 42A Report of Rachel Morgan dated 6 June 2025 at [12.5-12.9].

location to facilitate increased housing density and types, while demand is high along the length of Frankton Road due to orientation to available lake views.

32. I therefore support the spatial extent of the MDRZ along the full extent of Frankton Road as proposed within the s42A. This area of zoning is positioned between the Queenstown and Frankton Centres (with a smaller order centre provided at the Frankton Marina), and well-served by the main transportation corridor of Frankton Road, which contains existing public transport routes and stops. Access is also available from Frankton Road at selected points down to the Frankton Track off road pedestrian and cycling network.

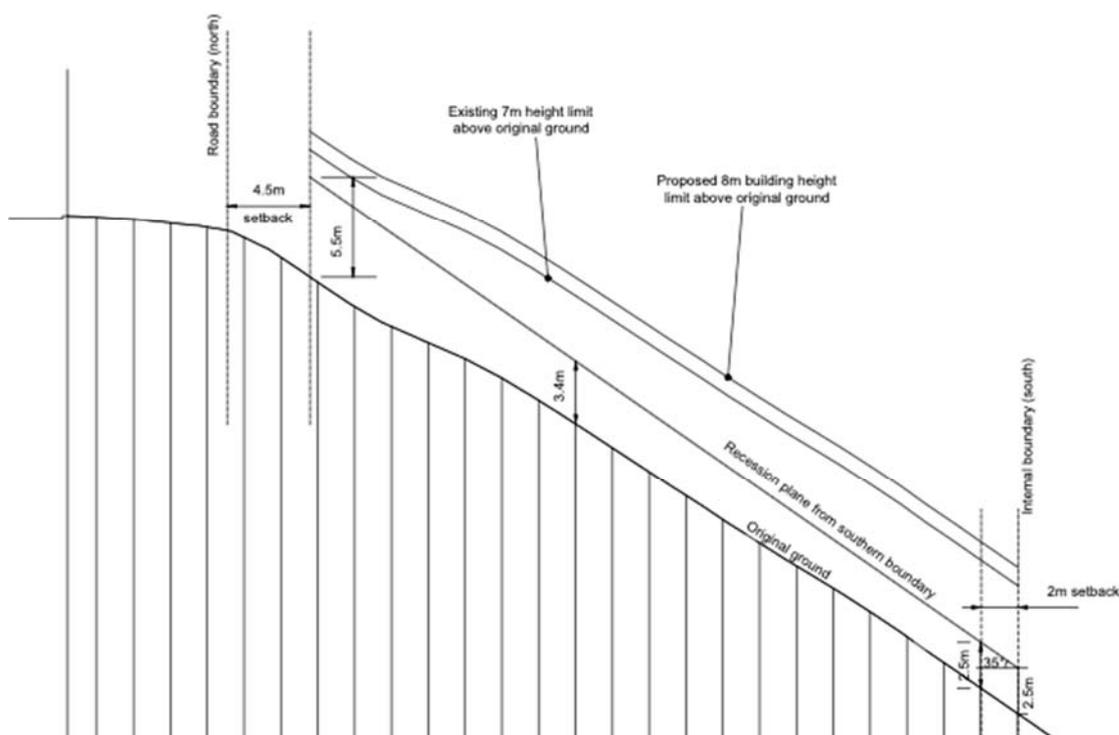
## LOWER DENSITY SUBURBAN RESIDENTIAL ZONE PROVISIONS

### Recession Planes – Sloping Sites

33. I consider that the proposed changes within the UIV in regard to the amendments to recession plane standards in the LDSRZ, specifically the newly proposed application of recession planes to *Sloping Sites*,<sup>6</sup> results in the potential for significantly reduced building envelopes on LDSRZ sites, which is counter to the stated intent of the UIV.
34. The existing PDP regime with regard to the application of recession planes (or building height in relation to boundary) excludes sloping sites from the application of recession planes.<sup>7</sup> This approach, along with the associated definition of *Sloping Site* and the parameters for application have been used for many years in the district through the Operative District Plan (ODP) and PDP.
35. An example of the impact of the application of recession planes to a south facing sloping site is replicated within Figure 1 below. **Annexure A** contains the full size diagrams illustrating the proposed recession plane application on sample sites (south facing and west facing) in Queenstown.

<sup>6</sup> By removal of the exemption found in Standard 7.5.5(b) for Sloping Sites

<sup>7</sup> With the exception of accessory buildings located within setback distances – to which recession planes are intended to apply.



**Figure 1: LDSRZ Recession Planes – Sloping Site (South Facing)**

36. In the case of south facing sloping sites, the impact of the application of recession planes is potentially acute in terms of loss of permitted building envelope. Figure 1 also illustrates the comparatively minimal increase in permitted building envelope that results from the change from a 7m to 8m permitted rolling height maximum.
37. While the limiting effect of recession planes on sloping sites reduces as the slope of a site reduces, and is less acute on sites with different orientations (e.g. west facing, or north facing given the higher recession plane angles applied to the northern boundary), I note that generally the LDSRZ in Queenstown, where infill development is encouraged to achieve intensification, is located on sloping topography (for example, Queenstown Hill, Fernhill, Kelvin Heights, Arthurs Point, Frankton Road), with many south facing sites.
38. In this Queenstown context, I consider that the change to apply recession planes to sloping sites will decrease the perceived viability of infill development and result in a reasonable loss of planned development capacity, which is at odds with the intent of the UIV and the relevant policy framework (NPS-UD).

39. The s42A report<sup>8</sup> states that the approach for height rules is to enable more efficient use of urban land and increase the viability of infill development, to assist with implementing NPS-UD Objectives 1, 2 and 4 and Policies 1 and 6. I do not consider the new proposed application of a recession plane control on sloping sites will do this.
40. Conversely, retention of the PDP framework (where sloping sites are excluded from recession planes) results in the same amenity outcome as already exists with greater intensification potential (than increasing maximum height by 1m but restricting buildable envelope via recession planes). I consider that the status quo position in regard to recession planes is preferable in terms of the NPS-UD policy framework, to reduce consenting costs and subsequently increase the viability of infill development in the LDSRZ.

## **MEDIUM DENSITY RESIDENTIAL ZONE PROVISIONS**

41. The objectives and policies of the MDRZ, as notified and as subsequently retained within the s42A recommendations, are supported. I consider these provisions which acknowledge that amenity values will change over time in this zone as a result of intensification (8.2.3.1) and seek high quality living environments (8.2.3.2) represent a suitable policy framework for the MDRZ in order to encourage a greater supply of housing options in the MDRZ locations.
42. I support in particular the following changes to the Chapter 8 MDRZ standards in order to encourage intensification:
- (a) removal of the 'interpretive note' 8.3.2.5 requiring the illustration of a net area around each residential unit;
  - (b) associated removal of the 1:250m<sup>2</sup> site density standard (8.5.5); and
  - (c) change (generally) to the maximum height standard 8.5.1 from 8m to 11m+1m.

## **Recession Planes – Sloping Sites**

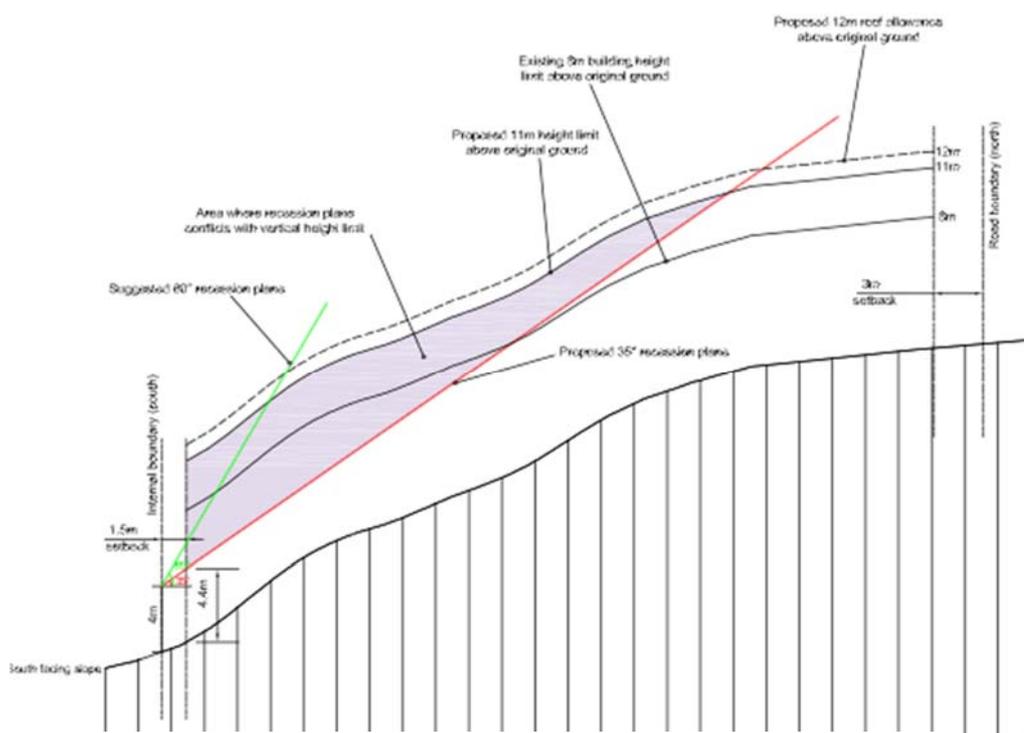
43. I consider that the same concerns raised in respect to the application of recession planes to sloping sites in the LDSRZ discussed above are relevant to the MDRZ, noting that the existing and new areas of MDRZ in Queenstown

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<sup>8</sup> Section 42A Report of Amy Bowbyes (Chapter 7) dated 6 June 2025 at [6.167].

are (excepting the Remarkables Crescent area) generally on sloping land - Fernhill, Queenstown Hill, Arthurs Point, Frankton Road and Kelvin Heights.

44. Built form on sloping sites will be required to be well set back from the southern boundary as a result of the application of a southern recession plane of 35° at 4m as notified. The potential impact on buildable envelope in the MDRZ (when compared to the status quo of 8m with no recession planes) results in no benefit in terms of buildable envelope on such sites and stymies intensification and the viability of infill.
45. A basic analysis illustrates that on a sloping site of 6°, the effect of the proposed recession plane application is generally neutral (with no intensification achieved) for a south facing MDRZ site, while the effect of reducing the buildable envelope increases significantly as the slope of a site increases. For example, on a site with a 20° slope, the proposed UIV framework restricts the buildable envelope when compared to the existing PDP framework of a 8m building height with no recession planes, while on a 35° slope the impact of the proposed recession plane is significant in restricting the establishment of any building (without significant earthworks).
46. Figure 2 below illustrates the impact of a 35° recession plane (Red) in terms of the loss of buildable envelope (shown Purple) on a south facing MDRZ sloping site. The full size diagram is attached in **Annexure B**.



**Figure 2: MDRZ Recession Plan – Sloping Site (South Facing)**

47. The existing development pattern for south facing sloping sites such as along Frankton Road, where built form has been established without recession planes has not, in my view, resulted in undesirable amenity outcomes given common topography and dominant views to the south.
48. Acknowledging that MDRZ building height standard is proposed to increase (from 8m to 11+1 generally) I have considered if an associated level of recession plane control would be appropriate. To provide for intensification, a control should only seek to limit the permitted building envelope so that built form did not extend *beyond* the baseline of what is already permitted.
49. Given that the existing PDP framework (allowing built form of 8m in height located 1.5m from southern boundary) establishes the baseline of amenity while the UIV seeks intensification outcomes, I suggest that application of a 4m/60° recession plane (as per the national MDRS) for all boundaries including the southern boundary is appropriate. This recession plane is shown (Green) in Figure 2 above.
50. Figure 2 illustrates that a 4m/60° recession plane would appropriately provide for infill and development on sloping sites that have a southern orientation, while closely aligning with the existing baseline for amenity (of a 8m building located 1.5m from the boundary).
51. This is represented by a change to apply the 4m/60° recession plane to all boundaries (as is found in the MDRS). I recommend an amendment to Standard 8.5.7 as follows:

*8.5.7 Recession Planes*

*All locations (excluding Arrowtown)*

~~8.5.7.1 Southern Boundary: 4m and 35 degrees~~

8.5.7.2 All other boundaries: 4m and 60 degrees

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## **HIGH DENSITY RESIDENTIAL ZONE PROVISIONS**

52. The objectives and policies of the HDRZ, as notified and within the s42A recommendations, are supported. In particular I support the removal of Policy 9.2.3.2 which sought the *maintenance* of amenity values of neighbours, as in my experience this policy has a sterilising effect by prioritising existing amenity

enjoyed (e.g. from a vacant or minimally developed site) over potential development or infill intensification.

### Submitters 1008, 984 and 986

53. With regard to height standards applying within the HDRZ I am in agreement with Mr Wallace in respect of the following:
- (a) that it is appropriate to enable increased height within the HDRZ around the Queenstown Town Centre;
  - (b) that design review is an appropriate approach to assessment of building height; and
  - (c) that the Plan structure including activity status can have an impact on certainty of consent process and subsequent investment in intensification and high quality design outcomes.
54. Submitters 1008, 984 and 986 seek changes to the height standards and specifically the permitted height standard applying to a defined area of HDRZ land, as identified in Figure 3.



**Figure 3: HDRZ Stanley & Melbourne Street Height Precinct – Submissions 1008, 984 & 986**

55. This land is contained within the four blocks bound by Frankton Road, Coronation Drive, Beetham and Melbourne Streets and adjoins Queenstown Town Centre zoning at Coronation Drive and Beetham Street. The topography of the land generally rises from the west, up Stanley Street towards Frankton Road. The edge of the Queenstown Gardens is located to the south while the new arterial road / Melbourne Street forms the north-eastern edge.
56. I consider that this area of the HDRZ (described in the evidence of Mr Freeman as the *Stanley Street and Melbourne Street Height Precinct*) does have features which would support slightly more intensification over the notified UIV provisions, including increased building height as follows:
- (a) Proximity to Queenstown Town Centre, with all the land within these blocks being within 400m distance of the Town Centre edge, and within 500m if opting for a walking or cycling route with a gentler gradient.
  - (b) The blocks are traversed by Stanley and Melbourne Streets, being the now dual approaches to movement in and out of the town centre and associated public transport corridor, resulting in a short walking distance to public transport stops.
  - (c) The existing character of the area, which is dominated by visitor accommodation activity and generally larger building forms than are typical in other HDRZ areas. This is reflective of the position in proximity to the town centre and associated demand for visitor accommodation.
  - (d) The blocks also contain the precedent form of the Ramada Hotel (17.5m) which illustrates how height above 16.5m can be accommodated without inappropriate urban design impact in this locality, and a protected Wellingtonia Tree which provides vertical scale.
57. I agree with the position of Mr Wallace that building heights of up to 20m can be supported as an appropriate urban design outcome. Building heights in this location up to 20m would be aligned with the general pattern of height leading out from the town centre as found within the BMUZ to the north on Gorge Road. In regard to potential impacts of building heights above 16.5m, I also note that associated standards including building height setback and recession planes will provide additional form controls.

58. Acknowledging that the relief of a permitted 18.5m height standard is not accepted in the s42A report, I have considered what alternative approach would align with Policy 5 of the NPS-UD in assisting to enable greater building height in this precinct, which is characterised by a high level of accessibility and demand for visitor accommodation.
59. While the s42A report of Ms Frischknecht points out that the proposed HDRZ standards provide flexibility for potential building heights over 16.5m as a Restricted Discretionary activity, I note that there is no 'upper' height limit indicated in the planning framework. In my view greater certainty for building height up to 20m would be helpful in order to encourage intensification.
60. I consider that for the *Stanley Street and Melbourne Street Height Precinct*, the inclusion of building heights below 20m within the existing non-notification rule (as already applies at Frankton North) would provide additional certainty in the consenting process while ensuring suitable urban design outcomes.
61. I consider this rule structure providing for non-notification is appropriate for buildings up to 20m. A non-notified rule provides for expert assessment of a proposed building through Council's consent process, and I note that the *Residential Zones Design Guideline* is an existing provision in place to facilitate appropriate design results.
62. This would be reflected as an amendment to existing Rule 9.6.1.2 as follows:
- 9.6.1.2                      *Building Heights between 16.5m and 20m at both Frankton North as identified in Rule 9.5.1.1 and within the Stanley Street and Melbourne Street Height Precinct.*
63. I note that the activity status for a building height up to 20m would remain Restricted Discretionary, with Council's matters of discretion as per Standard 9.5.1.1. However, as outlined above I consider that for buildings up to 20m in height, it is appropriate for the (non-notified) assessment to be design focused and to achieve this I would recommend the reference to *neighbouring properties* within the Standard 9.5.1.1 matter of Discretion (b) is removed.
64. In my view this matter of Discretion (b) where it includes dominance and sunlight access relative to *neighbouring properties* is likely to reduce certainty in a consent process and limit intensification. Further, the Chapter 9 provisions already sufficiently address dominance and sunlight access relative to

neighbouring properties by way of the Building Setback at Upper Floors and Recession Plane controls.

65. Where built form of a scale up to 20m is supported in this location to give effect to the NPS-UD, it is considered that Policy 6 of the NPS is relevant and a focus on effects on neighbouring properties should not form part of the assessment framework. The remaining matters of discretion (including the element of (b) which considers public spaces and roads) provide Council with an appropriate scope to consider effects of building height on the public realm.
66. I agree with the analysis of Mr Wallace<sup>9</sup> that standard 9.5.7.1 (Building Setback at Upper Floors) should be amended so that it does not apply to a boundary adjacent to a State Highway (where a 4.5m setback already applies). This will avoid the inefficient use of land by imposition of a 'double' setback requirement.
67. In order to assist with certainty and supporting investment in intensification I would also support the adjustment of the activity status of a breach of standard 9.5.4 in regard to minimum landscaped surfaces from non-complying to discretionary.

## **BUSINESS MIXED USE ZONE PROVISIONS**

68. I support the objectives and policies of the BMUZ, as notified and as subsequently retained within the s42A recommendations. I note that the provisions are primarily retained as existing in the PDP but are updated including to reflect the changes to building height standards discussed below. In my view, the objectives and policies continue to represent a suitable policy framework for the BMUZ.
69. I support the proposed changes to the Rules (Section 16.4) of the BMUZ as notified and found within the s42A recommendations as I consider they achieve the intent of the UIV. Specifically, I support the proposed increase of the permitted height standard in the BMUZ zone in Queenstown (up to 16.5m), and the changes to recession plane standards for sites adjoining a residential zone.

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<sup>9</sup> Statement of Evidence of Cameron Wallace dated 6 June 2025 at [916].

70. I agree with the evidence of Mr Wallace that it is appropriate to remove the inclusion '*or separated by a road from a Residential zone*' within Standard 16.5.1 with regard to recession planes applying from residential zone boundaries given that roads will already provide a buffer space or setback from such sites. I also agree with Mr Wallace that it is unnecessary to apply recession planes otherwise, including from roads, in order to provide for intensification and a suitable street interface (and where 16.5.9.2 already requires a setback from roads of building levels above the third storey).
71. Overall, I consider that the BMUZ Chapter 16 as notified and recommended will contribute to intensification goals and give effect to the NPS-UD as a result of increased building envelope and heights.

## QUEENSTOWN TOWN CENTRE ZONE PROVISIONS

72. I support the objectives and policies of the QTCZ, as per the s42A recommendations. I agree with the analysis provided by Mr Wallace, Ms Fairgray and Ms Frischknecht in terms of a centres-based approach in considering intensification and that the Queenstown Town Centre holds the greatest role and function<sup>10</sup> out of all the District's centres considered in the UIV. In this context, I agree that intensification of the QTCZ aligns with the directives of the NPD-UD and I note that this can primarily be achieved in this zone by allowing for increased building heights. I consider the amended framework as set out within the s42A recommended provisions for Chapter 12 provides suitable policy direction for this approach.
73. In particular I agree with the change to Policy 12.2.2.3(c) recommended by Ms Frischknecht on the basis that sunlight access to footpaths cannot be achieved in all instances when seeking buildings of a viable height within a town centre environment and that the appropriate focus is the maintenance of sunlight access to land zoned Open Space.

### Building Façade Height & Setback of Upper Floors

74. I support the amendments to notified Standard 12.5.8 as per the s42A recommendations<sup>11</sup> for the reasons set out the s42A report of Ms Frischknecht and within the evidence of Mr Wallace. In particular I support:

<sup>10</sup> S42A Report of Corinne Frischknecht (Chapter 12) dated 6 June 2025 at [4.5].

<sup>11</sup> S42A report of Corinne Frischknecht (Chapter 12) dated 6 June 2025 at [5.133].

- (a) the exclusion of required building setbacks from Cow Lane, Searle Lane or pedestrian links, given the existing and intended enclosed and narrow character of these lanes; and
- (b) the reduced required setback within Height Precincts 3 and 4 to 3m (above 12m), acknowledging that a setback of 6m remains required above 12m when a building extends beyond 16m in height.

75. I do consider that the effect that this standard is intending to control is properly restricted to impact on the streetscape and the public realm. This is described by Ms Frischknecht as 'the predominant low scale 3 to 4 storey character' when viewed from the street.<sup>12</sup> I also note that this setback standard will have greater comparative impact on permitted building mass when applied to smaller and corner sites. In this respect there may be some justifiable examples of breaches to this standard in order to achieve intensification by increased building height, especially on corner sites, without undesirable urban design impact.

76. Therefore, I consider it is appropriate that Standard 12.5.8 is a non-notified standard, where any potential breach of the standard can be appropriately assessed by Council in terms of design impact and in regard to the public realm.

77. This would be achieved by the addition of the following insertion to Rule 12.6.2:

*12.6.2 The following Restricted Discretionary activities shall not require the written approval of other persons and shall not be notified or limited notified:*

...

12.6.2.4 Building façade height and setback of upper floors

78. I also consider that matter of discretion (d) for Standard 12.5.8 in regard to effect on adjacent sites should be removed. In my view, a focus on potential shading (of adjacent QTCZ sites) has the potential to inappropriately limit intensification within the zone and not achieve the objectives of the UIV. The remaining matters of discretion provide Council with an appropriate scope to consider effects including visual appearance, sunlight access, wind tunnel, views and character of the relevant streetscape.

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<sup>12</sup> S42A report of Corinne Frischknecht (Chapter 12) dated 6 June 2025 at [5.126].

## Minimum Ground Floor Heights

79. In regard to Standard 12.5.11, I support the change proposed with the s42A report to require minimum heights to be measured between floors as recommended by Mr Wallace.<sup>13</sup>
80. In regard to the relief sought by submitters for clarification of when the standard should apply, I agree with the analysis of Mr Wallace that the standard should not apply to alterations to existing buildings.<sup>14</sup> In terms of additions, Mr Wallace also records his view that the standard could be qualified to apply to street facing additions only.
81. Given that the purpose of the standard is focused providing active street frontages, I agree with the position of Mr Wallace. While I appreciate the complexity in seeking to differentiate between streetfront or rear additions, I do consider that some further adjustment to the wording standard is warranted to provide a level of clarification.
82. Noting that *Building* in the PDP is likely to capture alterations to existing building such as façade upgrades or external appearance changes, I consider the standard should at the least be amended to seek to exclude building alterations.
83. I suggest that Standard 12.5.11 is amended as follows;

*12.5.11 Minimum Ground Floor Height*

*A minimum floor to floor height of 4m shall apply at the ground floor level of all new buildings.*

84. I note that the evidence of Mr Freeman includes a recommendation that, in the event that this amendment is not accepted, that an additional matter be added to the applicable matters of discretion in regard to cost implications in applying the floor to floor height when *alterations* are undertaken, and I support this on the basis that it would provide guidance to the intent of this standard.

## Submitter 972 – 48-50 Beach Street

85. The site at 48-50 Beach Street contains an existing building (est. 1966) that is approximately 12.5m in height. The existing PDP standards allow for a building

<sup>13</sup> Statement of Evidence of Cameron Wallace dated 6 June 2025 at [13.16].

<sup>14</sup> Statement of Evidence of Cameron Wallace dated 6 June 2025 at [13.17].

height of up to 15m,<sup>15</sup> with the history of the bespoke height provisions for this site outlined in the submission lodged (#972).

86. The existing building is comprised of four levels in height (plus lift shaft) and is currently operated as visitor accommodation (backpackers). The building is located at the north-eastern edge of Earnslaw Park. The position of the building in relation to this open space means that it provides enclosure to the park at this northern end, and bookends with the built form of Steamer Wharf at the southern end of the park.
87. The height of the subject building is not noticeably out of character with the block of built form that it adjoins to the north-west along Beach Street (Dairy Corner), or the scale of built form opposite it on Beach Street.
88. As per the notified Chapter 12 provisions and as retained within the s42A reporting, the permitted building height for this site has been reduced to 8m (located within Height Precinct 1).
89. I consider that the provisions should be amended to provide for (at least) the height of the existing building (12.5m) and that a height of 15m as per existing PDP standards is supported. In my view, the existing building itself usefully illustrates that building height of this nature does not impact amenity in this location adjacent the lakefront and is well absorbed in terms of character. The site is a corner site and can provide for additional height as a landmark in its immediate context. As above, I consider that building height in this location assists to provide definition to the adjacent open space (Earnslaw Park), and its impact on sunlight access into the park is well tolerated.
90. Reviewing the provisions, I note that the existing building height and form (including façade height) does not fit easily within any of Height Precincts standards recommended. In terms of establishing a bespoke height framework for this site to provide for potential redevelopment, I have considered the existing PDP height standards and each of the proposed Height Precincts along with the façade height and setback of floors standard.
91. I consider that the application of a new *Height Precinct 7* (15m) would be the most appropriate approach for this site given the assessment above. I would recommend that this Precinct includes an accompanying standard in regard

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<sup>15</sup> Restricted Discretionary status.

to façade height and setback and that the adoption of the *3m above 12m* standard would be suitable to retain the existing streetfront façade character in this location.

92. These changes would be reflected as follows:

- (a) update of the Height Precinct Plan within Figure 2 of Chapter 12 to show the subject site at 48-50 Beach Street as Height Precinct 7;
- (b) amendment to Standard 12.5.9.1 as follows; and

*Maximum height limit of;*

...

*viii. 15m in Height Precinct 7*

- (c) amendment to Standard 12.5.8.2:

*12.5.8.2 Within Precincts 3 ~~and 4~~, and 7*

*a) A 3m minimum building setback from all road boundaries shall apply to the area of any building that exceeds a height of 12m from the ground level, providing that the maximum height of the building is not greater than 16m*

*b) For buildings greater than 16m in height, a 6m minimum building setback from all road boundaries shall apply to the area of any building that exceeds a height of 12m from the ground level*

*Note: This rule does not apply in ~~Precincts 1 and 5~~ or to boundaries adjoining Cow Lane, Searle Lane or the pedestrian links identified in Figure 1 of this Chapter.*

93. In terms of an error/inconsistency, I note that the *Height Precinct Plan* in Figure 2 of Chapter 12 (where 16.5m is listed for Height Precinct 5) does not align with Standard 12.5.9 which specifies a 16m height for this precinct.

### **Submitter 991 – Man Street Properties Limited**

94. The site at 12-26 Man Street contains the existing Man Street Carparking Building (est. 2007). This building sits below the level of Man Street, with the podium at RL 327.1 masl. Diagrams illustrating the existing podium level in relation to Man Street, and the interpolated original ground level below the car parking building are attached within the submission lodged (#991). The submission also includes a synopsis of the history of the bespoke height provisions for this site.

95. In summary, the existing PDP height standards provide bespoke provisions for this site, notably that height of buildings are measured from the fixed datum point of RL327.1 masl (being the level of the carparking building podium). The height standards provide for split areas of the site with permitted height in each area ranging from zero (viewshaft) to 14m.
96. The proposed UIV provisions are to increase building height within sites contained within Height Precinct 3, including 12-26 Man Street, to 20m. The relief sought in submission #991 is that this 20m building height is measured from the RL 371.1 masl, rather than reverting to measurement from original ground level.
97. I support the proposed 20m height standard for Height Precinct 3 for the reasons set out within the evidence of Mr Wallace.<sup>16</sup> In the context of the NPS-UD, I agree that it is appropriate to generally increase building heights in the Queenstown Town Centre given its role in the centres framework of the District, and I consider the spatial arrangement of the Height Precincts generally responds to the characteristics of the town centre.
98. Specific to the subject site, I agree with Mr Wallace that the proposal to measure building height in a specific way (from a fixed RL) is appropriate in terms of bespoke approach being acceptable within the planning framework and where the resultant redistribution of building bulk is primarily internal to the block, set back from street boundaries.
99. In considering this site I also record that it currently holds a recently approved consent for a hotel development<sup>17</sup> with the approved building form reaching a height of 24m above RL 327.1 masl at its highest point (with two built in viewshafts, at each end of the site). The approved plans for this hotel are attached to the evidence of Mr Freeman.
100. In regard to the UIV framework, I agree with the proposed removal of the viewshafts previously required in the PDP, noting the benefits of a consistent street frontage and the potential risk of 'dead space' established by gaps between or within buildings. I note that the existing Policy 12.2.2.4 remains in place with respect to buildings which would exceed the non-complying height standards and include the consideration of design excellence and net benefits.

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<sup>16</sup> Statement of Evidence of Cameron Wallace dated 6 June 2025 at [13.5].

<sup>17</sup> Man Street Hotel under the COVID-19 Recovery (Fast-Track Consenting) Act 2020.

In addition, as pointed out by Ms Frischknecht, urban design matters can continue to be addressed by way of Standard 12.4.7 for any building, including those which comply with the 20m height standard.

101. I also agree with the assessment of Mr Wallace that providing for a height of 20m from the RL 327.1 will essentially place additional height at the southern edge of the site where the original ground level falls away steeply, and will not result in any dominance effects from Man Street for this reason, or problematic shading on properties to the south when compared to the notified provisions.<sup>18</sup>
102. For these reasons I support the framework of the notified standards and in addition the amendments made within the s42A recommendations in relation to the site at 12-26 Man Street in order to provide for measurement of building height from the RL 327.1 masl (as is currently the case in the PDP).

#### **Submitter 1004 – Cactus Kiwi NZ Limited Partnership**

103. The site at 10 Man Street sits adjacent to the above discussed 12-26 Man Street, on the corner of Man Street and the Brecon Street steps. The site currently contains a single level building of residential origin.<sup>19</sup>
104. In a similar manner to 12-26 Man Street, the topography of this site, steeply falls away to the south-east, and a podium structure forms the existing ground level on which the existing building sits. This existing ground level is at RL 326.5 masl (slightly lower than the podium at 12-26 Man Street).
105. The site is located within Height Precinct 3 as notified and as retained within the s42A recommendations, with a 20m height standard applying. The submission lodged (#1004) seeks that building height is measured from the RL 326.5 masl, rather than from original ground level, in the same manner as is sought for 12-26 Man Street.
106. It is relevant to note that given the size of the site at 10 Man Street, the relative effect of the Building Façade Height and Setback standard is high in terms of reduction of the 20m buildable envelope from Man Street. Where the original topography of the site drops away steeply in the other direction towards Brecon Street, height being measured from original ground level would have

<sup>18</sup> Statement of Evidence of Cameron Wallace dated 6 June at [13.7].

<sup>19</sup> RM250430 has recently been lodged for the redevelopment of this site for a hotel building.

the effect of restricting the building envelope on both sides of the site and would limit potential redevelopment options.

107. For the same reasons as set out above in regard to 12-26 Man Street, I support the proposed 20m height standard being measured from a specific RL (326.5 masl) for this site. Increased building form would result in the south-eastern corner of the site, however, I consider this is appropriate on this site including given its corner position, providing for a landmark building in this location, and an edge to the Brecon Street steps.
108. The s42A report of Ms Frischknecht addresses this submission in the same assessment as that for 12-26 Man Street and considers that, relying on the evidence of Mr Wallace that the relief sought is appropriate.<sup>20</sup> I agree with the conclusions that the relief sought would not result in adverse dominance effects, that buildings will continue to be controlled by standard 12.4.7 and that the proposed outcomes would integrate with the surrounding urban environment.<sup>21</sup>
109. However, I note that the changes recommended within the s42A report do not subsequently execute the relief sought by this submitter in regard to 10 Man Street.
110. In order to give effect to the changes as supported within the s42A report, I consider the following amendment should be made to Chapter 12 provisions:
- (a) update of the Height Precinct Plan within Figure 2 of Chapter 12 to show the subject site at 10 Man Street as Area A(2); and
- (b) amendment to Standard 12.5.9.1 as follows:

*12.5.9.1 Maximum height limit of:*

...

*vi. In Height Precinct 3 (Man Street), in Area A(1) shown on the Height Precinct Map, the maximum height shall be 20m, above RL 327.1 masl*

*vii. In Height Precinct 3 (Man Street), in Area A(2) shown on the Height Precinct Map, the maximum height shall be 20m, above RL 326.5 masl*

<sup>20</sup> S42A Report of Corinne Frischknecht (Chapter 12) dated 6 June 2025 at [5.97].

<sup>21</sup> S42A Report of Corinne Frischknecht (Chapter 12) dated 6 June 2025 at [5.99].

## CONCLUSION

111. I support the general intent of the notified UIV including residential rezoning to facilitate increased density, and increased building height standards.
112. I have recommended minor amendments to standards within the QTCZ, LDSRZ and MDRZ in order to better give effect to the intent of the proposed changes or facilitate intensification outcomes as directed by the NPS-UD, and I suggest a new building height standard for a defined area of the HDRZ to provide certainty and encourage urban intensification in this location which has characteristics that support increased building heights.
113. I consider these changes will enable intensification by establishing appropriate building envelopes whilst still providing for design review by Council and are aligned with the relevant statutory framework of the NPS-UD.



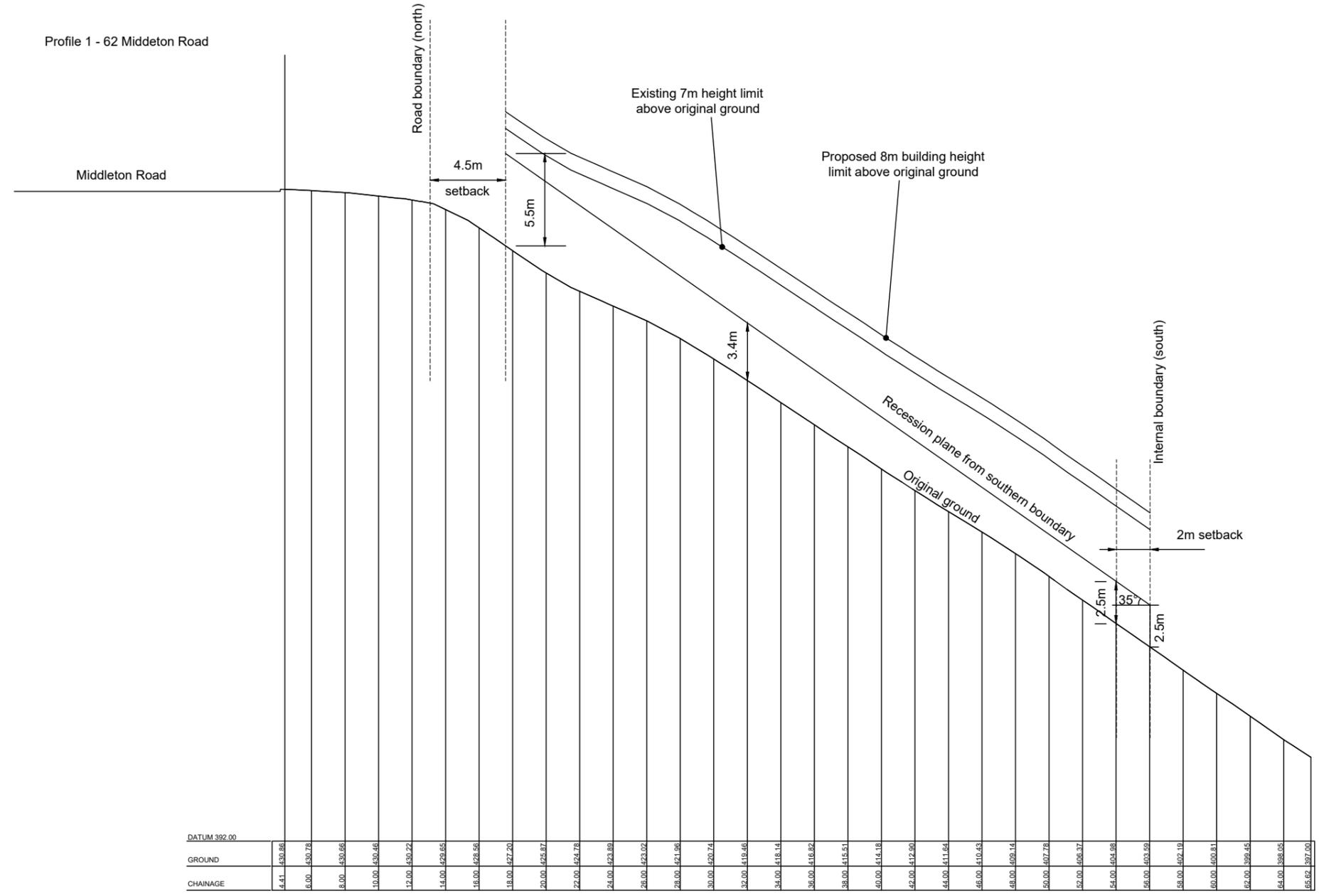
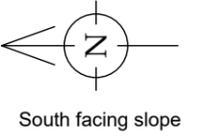
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**Paula Marie Costello**

4 July 2025

# ANNEXURE A

## LDSRZ Recession Plane Diagrams (Sloping Sites)



| DATUM    | 392.00 |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |        |
|----------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| GROUND   | 430.86 | 430.78 | 430.66 | 430.56 | 430.22 | 429.65 | 428.56 | 427.20 | 425.97 | 424.78 | 423.89 | 423.02 | 421.98 | 420.74 | 419.46 | 418.14 | 416.82 | 415.51 | 414.18 | 412.90 | 411.64 | 410.43 | 409.14 | 407.78 | 406.37 | 404.98 | 403.59 | 402.19 | 400.81 | 399.45 | 398.05 | 397.00 |
| CHAINAGE | 4.41   | 6.00   | 8.00   | 10.00  | 12.00  | 14.00  | 16.00  | 18.00  | 20.00  | 22.00  | 24.00  | 26.00  | 28.00  | 30.00  | 32.00  | 34.00  | 36.00  | 38.00  | 40.00  | 42.00  | 44.00  | 46.00  | 48.00  | 50.00  | 52.00  | 54.00  | 56.00  | 58.00  | 60.00  | 62.00  | 64.00  | 65.62  |

LONGITUDINAL SECTION  
Horizontal scale 1:100  
Vertical scale 1:100



Scale 1:4000

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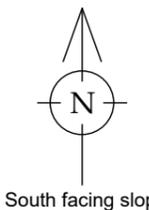
| REV. | DATE:   | REVISION DETAILS:                | DRAWN: | CHECKED: |
|------|---------|----------------------------------|--------|----------|
| B    | 17/6/25 | Dimensions, profiles & map added | HW     | BAM      |
| A    | 13/6/25 | Initial release                  | HW     | BAM      |

**WARNING NOTE:**  
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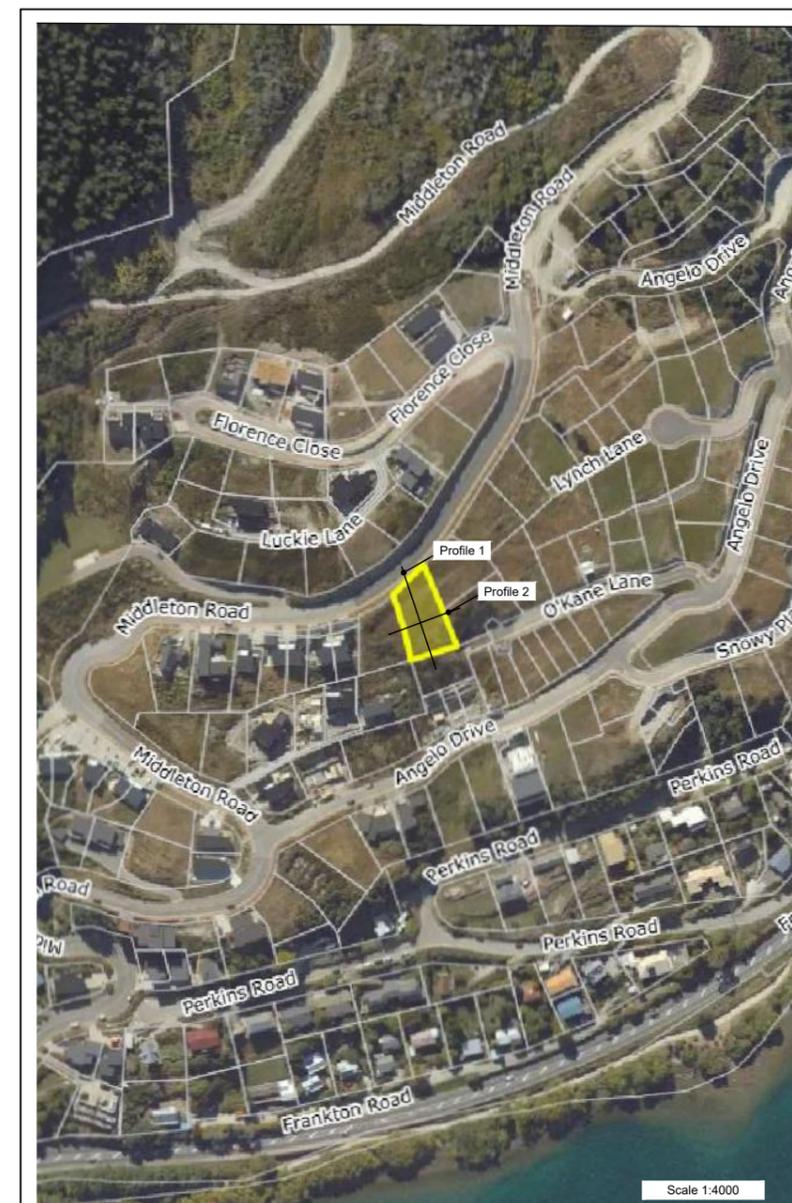
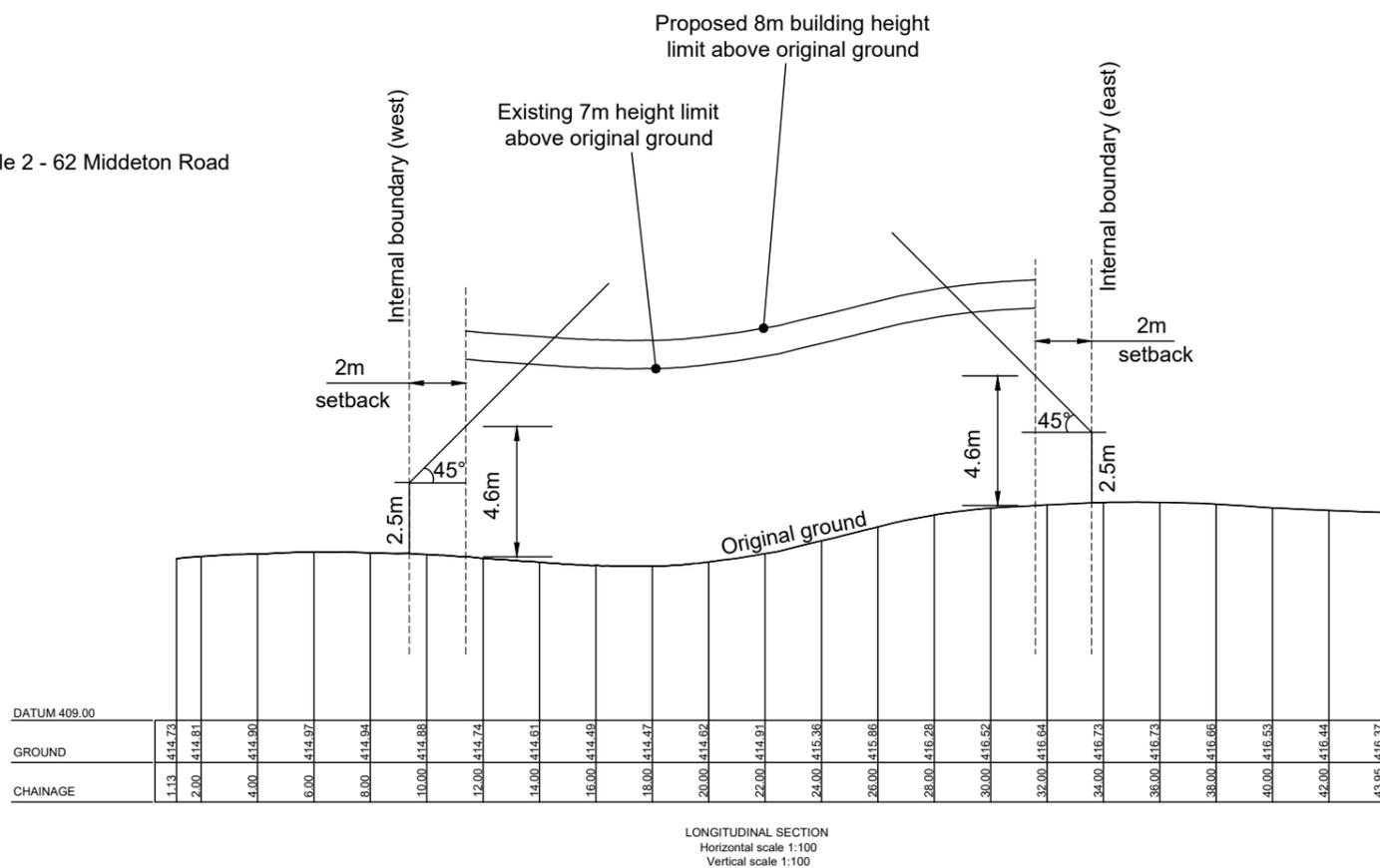
TITLE:  
**Recession Plane Profile 1  
62 Middleton Road  
for Scott Freeman**

|                   |                  |                                |
|-------------------|------------------|--------------------------------|
| DATE: 17 Jun 2025 | Scale 1:300      | DRAWING & ISSUE No. 6314.1R.1B |
| BY: Helen Watling | Original Plan A3 |                                |

PO Box 2493  
Wakatipu 9349  
Ph 03 442 3466  
Fax 03 442 3469  
Email admin@ascl.co.nz



Profile 2 - 62 Middleton Road



NOTE: Original ground in terms of QLDC lidar

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| REV. | DATE:   | REVISION DETAILS:                | DRAWN: | CHECKED: |
|------|---------|----------------------------------|--------|----------|
| B    | 17/6/25 | Dimensions, profiles & map added | HW     | BAM      |
| A    | 13/6/25 | Initial release                  | HW     | BAM      |

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TITLE:

## Recession Plane Profile 1 62 Middleton Road for Scott Freeman

DATE: 17 Jun 2025  
BY: Helen Watling  
Scale 1:250  
Original Plan A3  
DRAWING & ISSUE No.  
6314.1R.1B

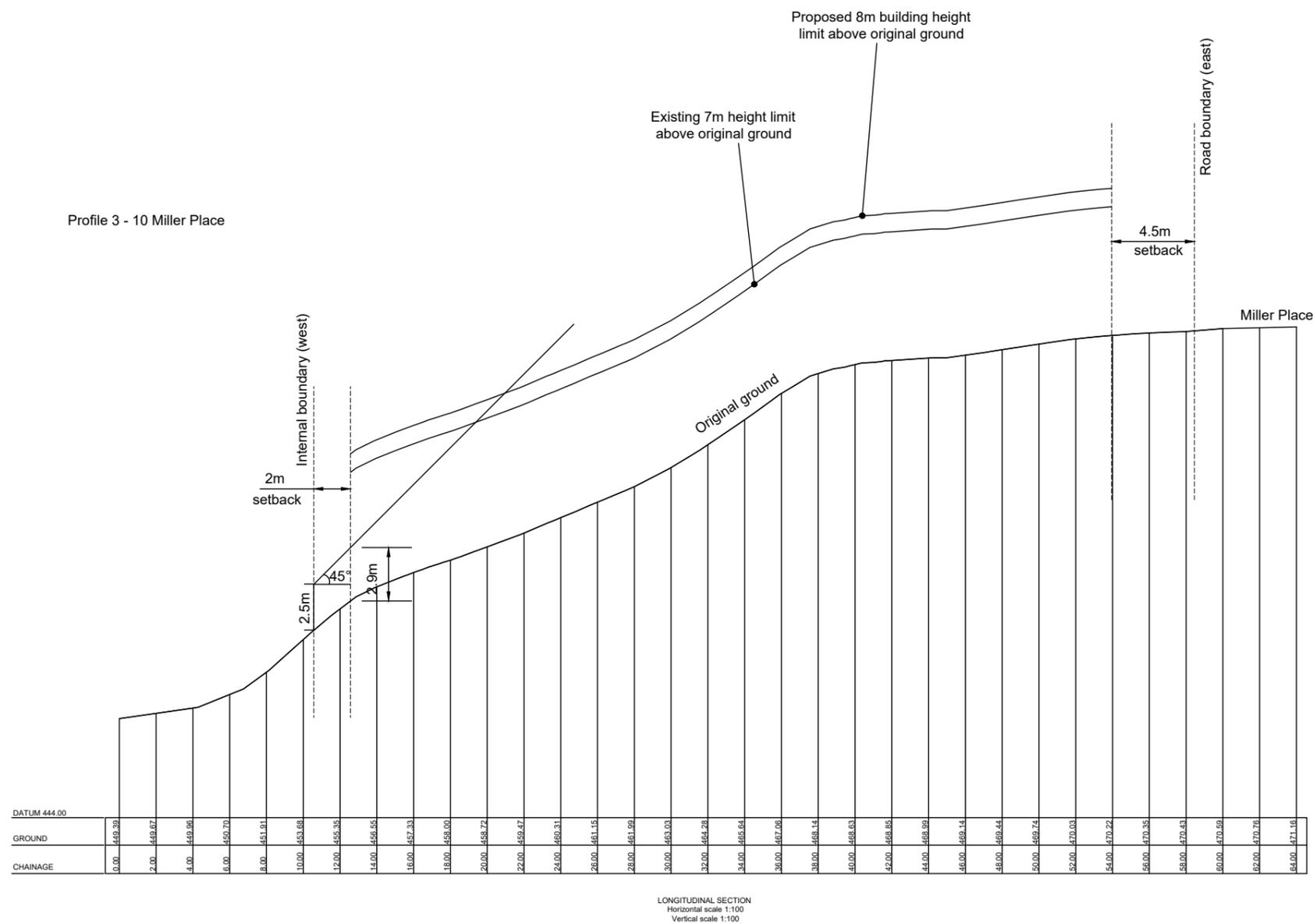


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West facing slope

Profile 3 - 10 Miller Place



NOTE: Original ground in terms of QLDC lidar

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| REV. | DATE:   | REVISION DETAILS:                | DRAWN: | CHECKED: |
|------|---------|----------------------------------|--------|----------|
| B    | 17/6/25 | Dimensions, profiles & map added | HW     | BAM      |
| A    | 13/6/25 | Initial release                  | HW     | BAM      |

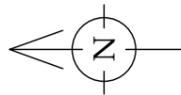
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TITLE:  
**Recession Plane Profile 3  
10 Miller Place  
for Scott Freeman**

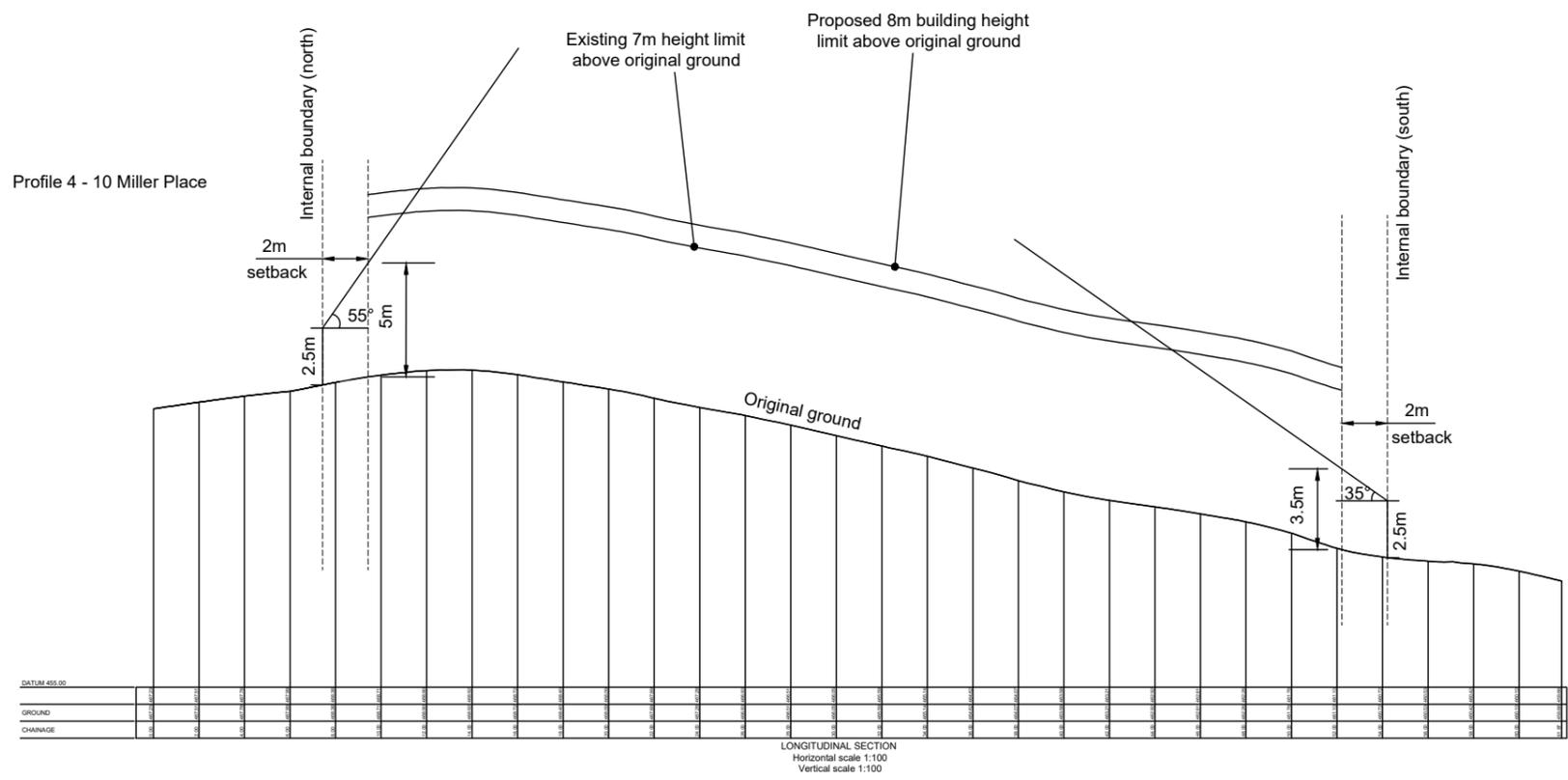
DATE: 17 Jun 2025  
BY: Helen Watling  
Scale 1:300  
Original Plan A3  
DRAWING & ISSUE No.  
6314.1R.3B



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West facing slope



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|------|---------|----------------------------------|--------|----------|
| B    | 17/6/25 | Dimensions, profiles & map added | HW     | BAM      |
| A    | 13/6/25 | Initial release                  | HW     | BAM      |

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TITLE:  
**Recession Plane Profile 4  
 10 Miller Place  
 for Scott Freeman**

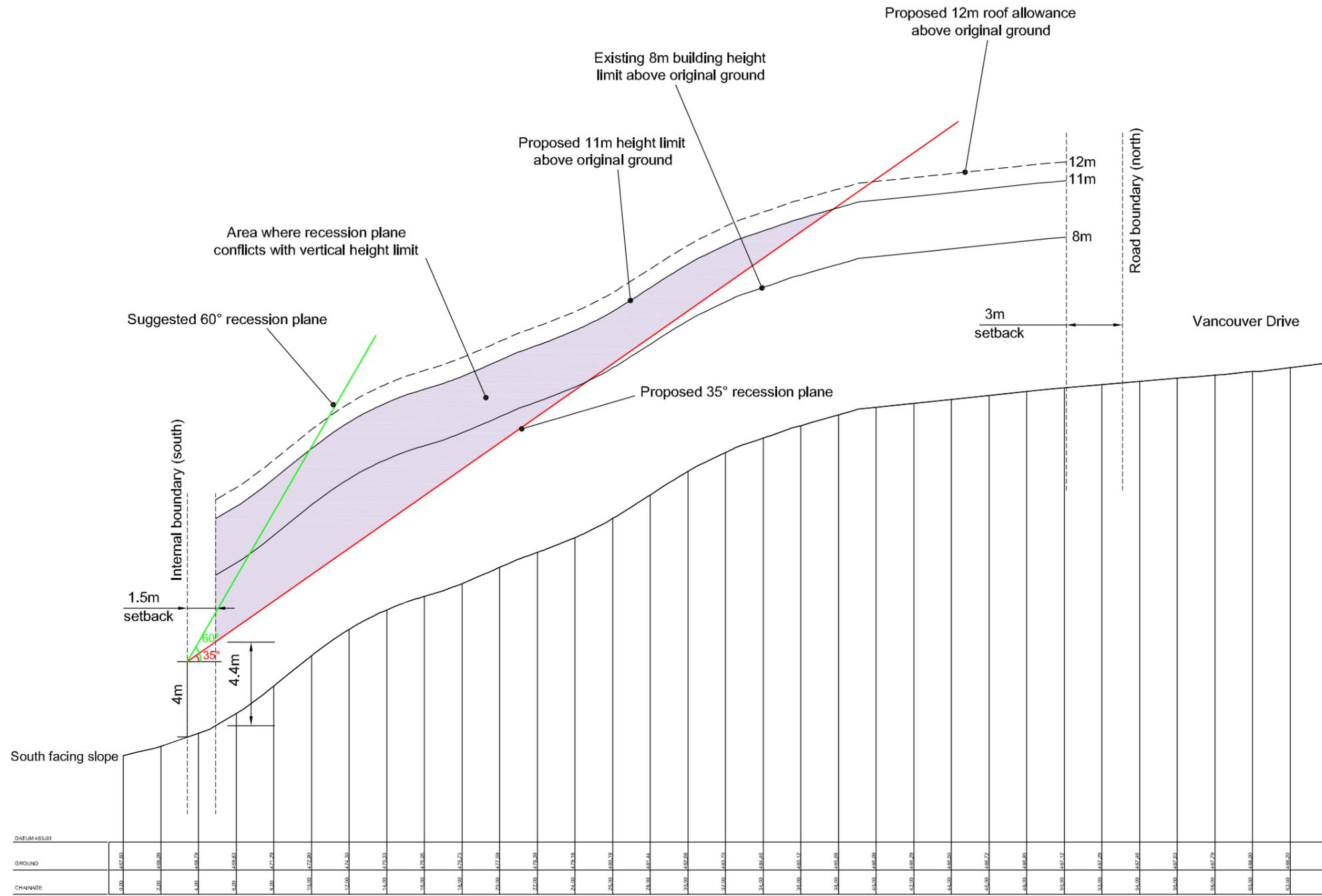
DATE: 17 Jun 2025  
 BY: Helen Watling  
 Scale 1:300  
 Original Plan A3  
 DRAWING & ISSUE No.  
**6314.1R.4B**



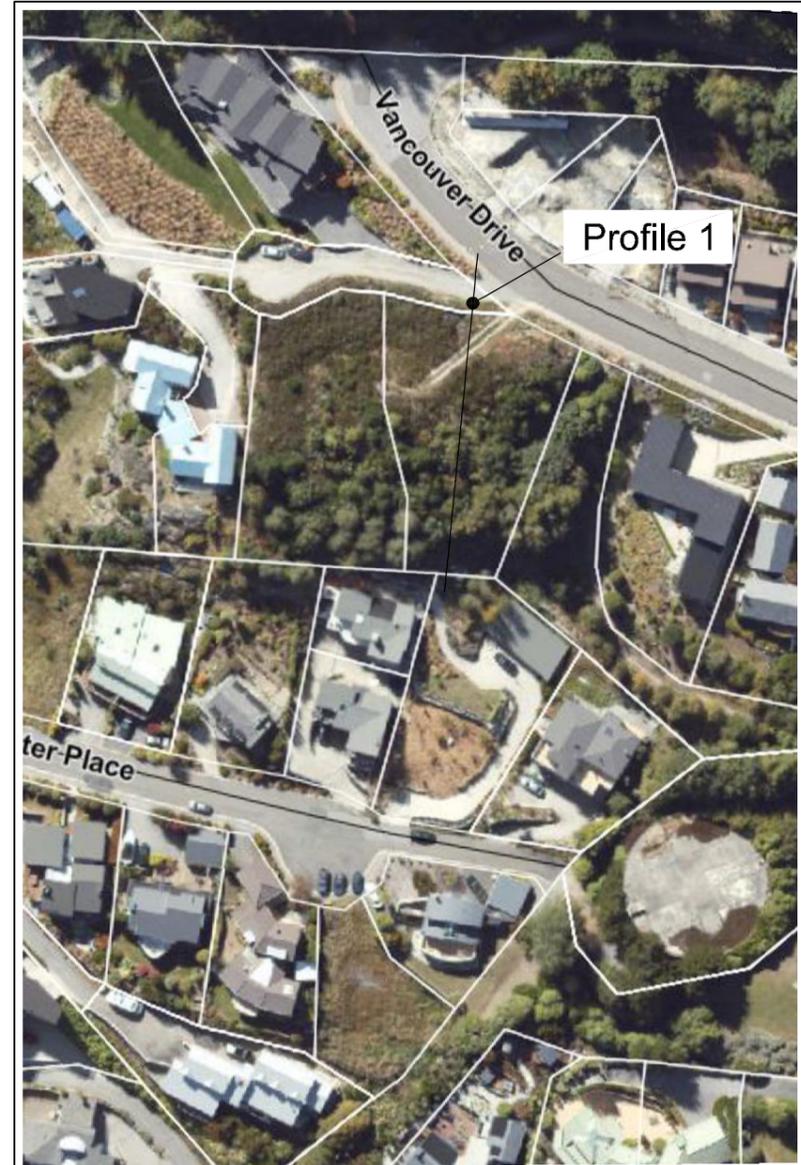
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## **ANNEXURE B**

### **MDRZ Recession Plane Diagrams (Sloping Site)**



LONGITUDINAL SECTION  
Horizontal scale 1:100  
Vertical scale 1:100



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|------|---------|---------------------------|--------|----------|--|
|      |         |                           |        |          |  |
|      |         |                           |        |          |  |
|      |         |                           |        |          |  |
| C    | 27/7/25 | 60° recession plane added | HW     | BAM      |  |
| B    | 27/6/25 | 12m roof allowance added  | HW     | BAM      |  |
| A    | 27/6/25 | Initial release           | HW     | BAM      |  |
| REV. | DATE:   | REVISION DETAILS:         | DRAWN: | CHECKED: |  |

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TITLE:  
**Recession Plane Profile MDRZ  
17 Vancouver Drive  
for Paula Costello**

DATE: 2 Jul 2025  
BY: Helen Watling  
Scale 1:250  
Original Plan A3  
DRAWING & ISSUE No.  
6314.2R.1C

**AURUM SURVEY**

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