

TO: The Hearing Administrator, Lynley Scott, DP.Hearings@qldc.govt.nz

**BEFORE AN INDEPENDENT HEARING PANEL
APPOINTED BY QUEENSTOWN LAKES DISTRICT COUNCIL**

UNDER THE Resource Management Act 1991 (“**Act**”)

IN THE MATTER OF a Variation to the proposed Queenstown Lakes District Plan (Te Pūtahi Ladies Mile) in accordance with Part 5 of Schedule 1 to the Resource Management Act 1991 (“**Variation**”)

BETWEEN **GLENPANEL DEVELOPMENT LIMITED (“GDL”)**
Submitter

AND **QUEENSTOWN LAKES DISTRICT COUNCIL (“QLDC”)**
Proponent of the Variation

**STATEMENT OF EVIDENCE OF DAVID COMPTON-MOEN
ON BEHALF OF GDL**

DATED: 25 OCTOBER 2023

Before a Hearing Panel: David Allen (Chair), & Commissioners Gillian Crowcroft,
Hoani Langsbury, Judith Makinson and Ian Munro

Introduction, qualifications and experience

1. My full name is David John Compton-Moen.
2. I am a Director at DCM Urban Design Limited, which is a private independent consultancy that provides Landscape and Urban Design services related advice to local authorities and private clients, established in 2016.
3. I hold the qualifications of a Master of Urban Design (Hons) from the University of Auckland, a Bachelor of Landscape Architecture (Hons) and a Bachelor of Resource Studies (Planning and Economics), both obtained from Lincoln University. I have been a Registered Landscape Architect of the New Zealand Institute of Landscape Architects('NZILA') since 2001, a full member of the New Zealand Planning Institute, since 2007, and a member of the Urban Design Forum since 2012.
4. I have worked in the landscape assessment and design, urban design, and planning fields for approximately 25 years, here in New Zealand and in Hong Kong. During this time, I have worked for both local authorities and private consultancies, providing expert evidence for urban design, landscape and visual impact assessments on a wide range of major infrastructure and development proposals, including the following relevant projects:
 - (a) Stage 3 Proposed District Plan Design Guides – Residential (High, Medium and Lower Density and Business Mixed Use Zones) for Queenstown Lakes District (2018-2020). Working with QLDC staff and Vivian Espie, we prepared Design Guides for Residential and Business Mixed Use Zones. The Residential design guide covers High, Medium and Lower Density zones. The guides are designed to assist developers when breaches in District Plan standards may occur, suggesting possible design solutions to achieve a positive design outcome. Work was completed in mid-2019 with evidence being prepared for the Stage 3 Hearings of the PDP. We have recently updated the guides in response to changes in National legislation.
 - (b) Working with QLDC staff (2017-18), a high-level indicative master plan showing residential development opportunities on the Ladies Mile was prepared. The indicative master plan was prepared to ensure an integrated urban development of the Ladies Mile as a possible Special Housing Area under the HASHAA legislation. The plan was accepted by Council and incorporated into the Lead Policy. It promotes a mix of densities and housing typologies while providing large areas of open space and

recognising the unique landscape values of the receiving environment.

- (c) Urban Design evidence was prepared for Queenstown Lakes District Council, investigating the proposed rules for development at Jacks Point (PDP Stages 1 and 2)(2016-19). Evidence focused on proposed density rules, changes to height, set back requirements and site coverage. Graphic examples were prepared to test various design scenarios and then to support the proposed threshold for Medium Density Residential development using a Comprehensive Development Plan process for Restricted Discretionary activities.
- (d) In 2018, I worked on a possible SHA development on the Koko Ridge site (then Laurel Hills) The Property Group and the client on the development of a Special Housing Area at the western end of Ladies Mile, adjacent to Shotover Country. The project involved the development of a 3,000m² open space; streetscape design; landscape design of the state highway edge and a Landscape and Visual Impact Assessment.
- (e) In 2021-2023, I worked on Stage 17 of Shotover Country, a 20 lot development on the eastern side of Stalker Road, adjacent to SH6.
- (f) Hutt City Council providing urban design evidence for Plan Change 43. The Plan Change proposed two new zones including a Suburban Mixed-use and Medium Density Residential as well as providing the ability for Comprehensive Residential Developments on lots larger than 2,000m² (2017-2019). The Medium Density Design Guide was a New Zealand Planning Institute Award winner in 2020.
- (g) 2020-21 – Working with Waimakariri District Council to assist with developing structure plans for Kaiapoi, Rangiora Northeast, Rangiora Southeast and Rangiora West.
- (h) 2020-21 – Working for Mike Greer Homes, I have worked on the master planning, urban design and landscape design for the following Medium Density Residential and Mixed-Use Developments:
 - (i) Madras Square – a mixed use development on the previously known 'Breathe' site (+90 homes).
 - (ii) 476 Madras Street – a 98-unit residential development on the old Orion Site.
 - (iii) 258 Armagh Street – a 33-unit residential development in the inner city.
 - (iv) 33 Harewood Road – a 31-unit development adjacent to St James Park in Papanui.

- (i) 2020-21 – Working with Waimakariri District Council, I have assisted with the development of four structure plans for future urban growth in Rangiora and Kaiapoi.

5. I am very familiar with the site and surrounding environment.

Code of conduct

6. Although this is a Council hearing, I confirm that I have prepared this evidence in accordance with the Code of Conduct for Expert Witnesses Code of Conduct for Expert Witnesses contained in Part 7 of the Environment Court Practice Note 2023. The issues addressed in this statement of evidence are within my area of expertise except where I state that I am relying on the evidence or advice of another person. The data, information, facts and assumptions I have considered in forming my opinions are set out in the part of the evidence in which I express my opinions. I have not omitted to consider material facts known to me that might alter or detract from the opinions I have expressed.

Scope of evidence

7. I have prepared evidence in relation to urban design, landscape character and visual amenity in general support of the submission memorandum of the Glenpanel Development Limited (**GDL**), a submitter on the Te Pūtahi Ladies Mile Variation (**TPLM Variation**). My evidence includes:

- (a) My role with the development of the Flint's Park design and submission;
- (b) Expert Conferencing;
- (c) The current position of the ONF and character of the lower slopes;
- (d) An Urban Growth Boundary (UGB) within an ONF; and
- (e) Proposed height changes and setback adjacent to the Homestead.

8. My evidence should be read in conjunction with the appended graphics.

SUMMARY OF EVIDENCE

9. Having reviewed the proposed variation for Te Putahi Ladies Mile Master Plan in regard to the Glenpanel Development site, I consider the following:
10. The area is undergoing a significant amount of change and can no longer be considered a rural environment. Once the master plan is implemented, the receiving environment within the new zone will be urban, noting that the master plan will change and develop over time with the intention of creating a well-functioning urban environment.
11. This change of character will have an effect on the character of the lower slopes of the Slope Hill ONF. The Slope Hill ONF is an extensive and prominent feature which, as shown in the attached **Figure 2023_053A 001**, with the lower slopes and urban development occupying a very small component of the wider landscape.
12. The lower slopes of the ONF already tend to have a more modified character with farm tracks, drainage channels and farm equipment present. There is the ability to refine/modify the ONF boundary with the GDL site to one which is more site specific and relates to the underlying geological feature. In landscape terms, with a reduction in Shared and Recognised values, the area behind the Te Patahi Ladies Mile Master Plan has the capacity to absorb development without adversely affecting the values of Slope Hill.
13. It is possible for a UGB and ONF to overlap or co-exist to allow for development while retaining controls to ensure the values of the underlying ONF being protected, noting that there is Geological information which suggests that the 'feature' actually starts further up the slope compared to where it is currently identified in the PDP.
14. The proposal to increase the height of the buildings at the toe of Slope Hill combined with a setback from Homestead will result in positive benefits for the Homestead building and retention of existing vegetation that surrounds the building. The increased building height on the eastern side of the Homestead will create a more consistent transition with the proposed 24.5m buildings to the east.

MY ROLE IN THE FLINT'S PARK DESIGN AND SUBMISSION

15. I have been involved with the Flints Park development since late 2021 and the formulation of the design of the public realm. Working with both RMM (Landscape) and Saddleback (Master Planning and Urban Design), we have prepared several models which have been used to test and visualise different development scenarios, how these relate to the existing Homestead Building and surrounding vegetation, and how the development relates to the higher buildings (+24.5m) proposed on the section of Ladies Mile to the east.
16. The current GDL site has several 'zones' which allow for the following building heights;
 - (a) Zone 3 – 13m maximum height. This area is the majority of the site and covers the GDL site from SH6 up to the proposed collector road at the base of Slope Hill.
 - (b) Zone 4 – 8m maximum height. This area is the Homestead Precinct which includes the heritage dwelling and the area on the northern side of the collector road.
 - (c) Not in the GDL site but immediately to the east is an area of Zone 1 which allow for buildings up to 24.5m in height. This area is also on the northern side of the proposed collector road.
17. The GDL seeks the following changes to the TPLM Variation:
 - (a) An increase of building heights from 8m to 17m at the toe of the Slope Hill ONF with the provision of building setbacks from the Homestead;
 - (b) Possible residential and mixed use development which extends into the ONF with the ability for the current ONF line to be refined in greater detail;
 - (c) Movement of the UGB line up to 432masl to allow for water tanks.

EXPERT CONFERENCING

18. I was involved in expert conferencing with Ms Bridget Gilbert (QLDC) and Mr Tony Milne (also for GDL) regarding landscape and visual amenity aspects of the proposed variation on 18 October 2023. A Joint Witness Statement was prepared following this conferencing with myself and Mr Milne in agreement and with the following items of disagreement with Ms Gilbert:

- (a) In terms of the current position of the ONF and character of the lower slopes Mr Milne and I consider that the existing Slope Hill PA ONF boundary is generally appropriate. It our their view that the UGB (and limited urban development) can overlap the Slope Hill PA ONF in this location, without compromising its key landscape values. However, if this is not the case, we consider that a finer grain assessment of the ONF boundary may determine a more appropriate boundary. Such an assessment would require the input of other experts (geologists, ecologists etc).
- (b) For the proposed water tanks, Mr Milne and I considered that the potential overall landscape effects are on the values (openness and naturalness) of the Slope Hill PA ONF would be 'very low' with the built form of the water tanks remaining subservient to the natural form of Slope Hill. For visual effects we also agreed that the tanks would not have an impact on the broader ONL mountain context with the ability for adverse to be successfully mitigated. Ms Gilbert has not assessed the landscape effects of this aspect of the Variation.
- (c) We, Mr Milne and I, considered that while the TPLM Variation avoids encroaching into the Slope Hill PA ONF, the Variation will introduce urban development directly adjacent to the ONF and consequently the ONF will read as sitting behind an urban corridor. Potentially this will compromise any shared and recognised values associated with the toe on the southern side of what is currently within the Slope Hill ONF, due to this area being obscured in most views. Ms Gilbert disagreed.
- (d) Noting the above, Mr Milne and I considered that urban development can be absorbed in the ONF. Further to that, the urban development shown on the attached drawings will be located at the immediate toe of the current Slope Hill ONF and adjacent to the Glenpanel Homestead and its current setting that includes trees of heights not that dissimilar to the height of proposed built form. We considered there is a greater capacity (for development) on the toe of the slope which is already roughly within the curtilage of the existing Homestead and is surrounding by mature plantings. In our opinion, future built form will be screened by existing or proposed mitigation planting and/or where existing vegetation within the gullies and around the Homestead can assist to anchor built form.

- (e) Development within the ONF will be ‘tucked behind’ the intensive urbanised TPLM Variation Area and at the foot of Slope Hill ONF and therefore will be visually absorbed or contained. In our view, potential built form at the toe of the slope should of a scale and carefully sited to ensure it can be absorbed. Ms Gilbert disagreed.
- (f) Mr Milne and I considered that such development would be acceptable from a landscape perspective. The development shown on the “Homestead Precinct Landscape Concept Plan” in Mr Milne’s evidence and subsequently modelled in my own, will be in an area that is not as visually accessible except by future residents. Currently it is generally obscured by vegetation and in the future will be by urban development. The development as shown respects the heritage values associated with the Glenpanel Homestead. Ms Gilbert disagreed.

THE CURRENT POSITION OF THE ONF AND CHARACTER OF THE LOWER SLOPES

- 19. As outlined above I consider that the characteristics of the lower slopes of Slope Hill are different from the upper slopes. There is a higher degree of modification and a greater sense of enclosure, particularly around the Homestead site where the Slope Hill topography is more modulated. The slopes are very much a working farm environment with access roads, drainage channels and farm equipment present. Earthworks are visible.
- 20. The 3 gullies which extend down Slope Hill provide a degree of naturalness to the slope, and while they are largely occupied by exotic species, they provide the potential for native restoration. From a landscape perspective these gullies are important as they highlight natural character attributes of the ONF but also allow the opportunity to use planting to mitigate potential development within this part of the ONF. The top of the vegetated gully immediately above the GDL site tends to open out at about 434masl, where the contours become less incised and have a more open character.
- 21. In figures 4 and 5 of Mr Milne’s evidence, a comparison is made between the area mapped in the New Zealand Geopreservation Inventory for Slope Hill and the area mapped in the QLDC PDP Slope Hill ONF. The difference between the two is particularly visible for the GDL site where the Geopreservation maps the Slope Hill feature starting at ~383masl.

22. I consider that the ONF below the water race does have a different landscape character than the slopes above 432masl. This is evident in **Figure 2023_053A 002 and 003** where there is a notable change in openness. The current ONF line does not follow a particular contour line but varies in height around Slope Hill. On the western slope, the ONF line is at about 432masl before it drops down on the southern side. On the property adjoining the GDL site to the east, the ONF is at 383masl before it drops down to 364-375masl on the GDL site. The line appears to follow a mix of cadastral boundaries and topographical changes. This is highlighted in the image below prepared by Saddleback.



Figure 1 - Current ONF Boundary Location

23. I consider there is a 'blurring' of the landscape feature boundary across the Glenpanel site with a differentiation in landscape values between the upper and lower flanks of the southern side of Slope Hill. This will be further complicated by the effects of the TPLM variation which will change the characteristics of the lower slopes, no longer having an open and expansive character, highlighted by the cross section shown in **Figure**

2023_053A/003. This will be true for the entire TPLM / Slope Hill boundary and not just the GDL site.

24. This allows the Glenpanel site the capacity to absorb urban development such as that as shown in the plan ‘Homestead Precinct Landscape Concept’ prepared by Rough Milne Mitchell and shown in Figure 1 of Mr Milne’s evidence, where the proposed buildings extend a small amount into the ONL area without affecting the values of the ONF. I consider this appropriate.

AN URBAN GROWTH BOUNDARY (UGB) WITHIN AN ONF

25. I consider it is possible for an ONF to be within or partially within an Urban Growth Boundary to enable the development of infrastructure in particular, without compromising the ONF’s key landscape values. In the case of water tanks it is not uncommon for these to be located within an ONF, and in any case I do not consider these to necessarily read as urban development (even if they are, under the PDP’s definitions).
26. Extending the UGB into the ONF does allow a ‘legislative pathway’ for infrastructure to be developed (or, removes the barrier of urban development, which the water tanks are, having to be avoided outside the UGB) while ensuring that the landscape values can be retained. The extension of the UGB up to 432masl is consistent with the comments above regarding the increased capacity for the lower slopes to absorb development while not creating the ability for extensive urban development of the lower slopes.

PROPOSED HEIGHT CHANGES AND SETBACK ADJACENT TO THE HOMESTEAD

27. **Figure 2023_053A/004** shows the proposed changes to the heights of buildings in the Homestead precinct to allow for 4-storey apartment buildings and greater floor to ceiling space for commercial buildings. It is also proposed to create a setback requirement from the Homestead to provide breathing space around the heritage building and allow for retention of existing specimen trees.
28. The current council approach would allow for buildings to be built up to the Homestead dwelling and would likely result in the removal of several specimen trees from the grounds.

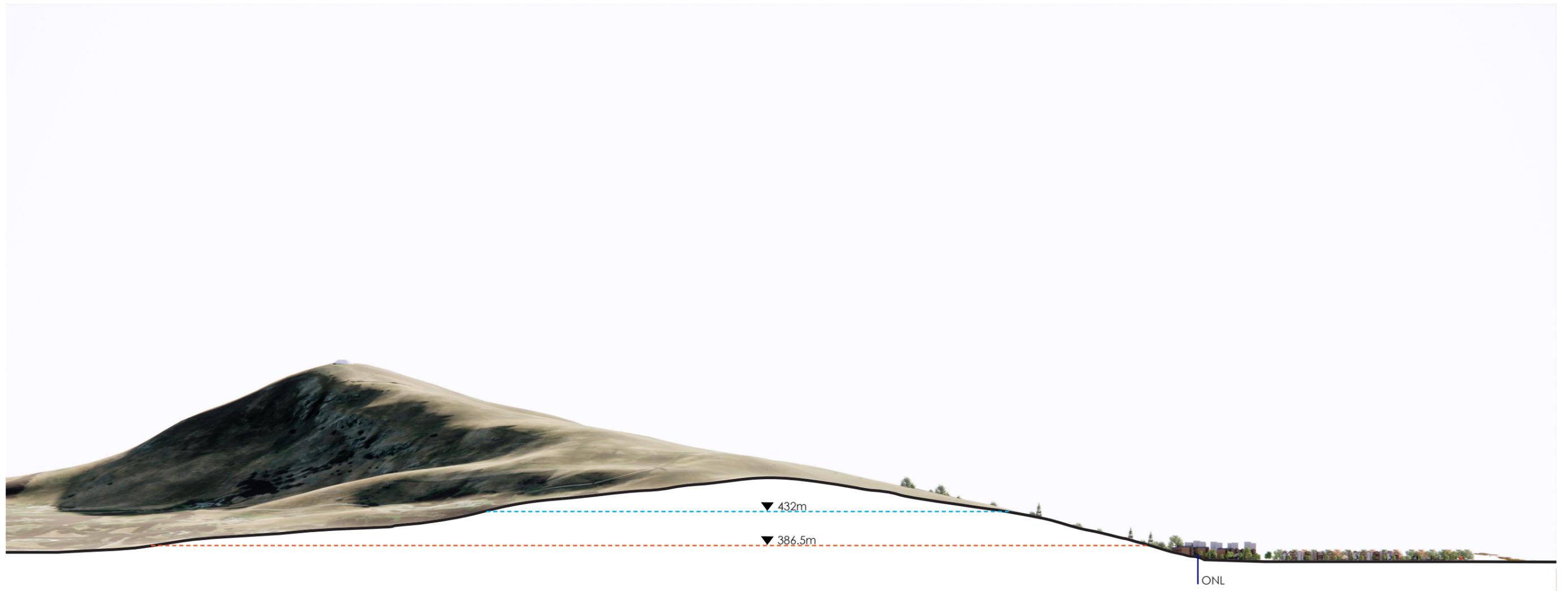
29. I consider that the greater height provision combined with the setbacks will result in a better outcome from an urban design and landscape perspective. The additional height provides a more consistent approach with the adjoining Zone 1 building to the east which has a 24.5m maximum height limit. No additional adverse effects are created for views from SH6 as the additional height will not be visible.

CONCLUSIONS

30. Based on the modelling work we have undertaken and the preparation of the JWS with Mr Milne and Ms Gilbert, I consider that:
- (a) The lower slopes of the Slope ONL have a more modified and enclosed character than the upper slopes, which allows greater capacity to absorb development without affecting key landscape values. This will be further reinforced by the development of the TPLM variation.
 - (b) The position of the Slope Hill ONF boundary varies and is not consistent in its alignment. Further refinement should be undertaken at a site specific level.
 - (c) An Urban Growth Boundary can overlap with an ONF, allowing a pathway for infrastructure and development while also ensuring that key landscape values are protected.
 - (d) The proposed changes to heights and the provision of setbacks around the Homestead are a positive change and do not result in adverse effects.

Dave Compton-Moen

25 October 2023



A. SECTION A-A (1:5000 @ A3)

LEGEND

- - - 432M ELEVATION
- - - 386M ELEVATION
- | ONL LINE

client / project name: FLINTS PARK CROSS SECTIONS
drawing name: **SECTION A-A**
designed by: David Compton-Moen
drawn by: Anca Belu
original issue date: 24 OCTOBER 2023
scale: 1:5000

revision no:
A
B

amendment:
Issue for comment
Drawing changes

approved
DCM
DCM

date
24/10/2023
25/10/2023

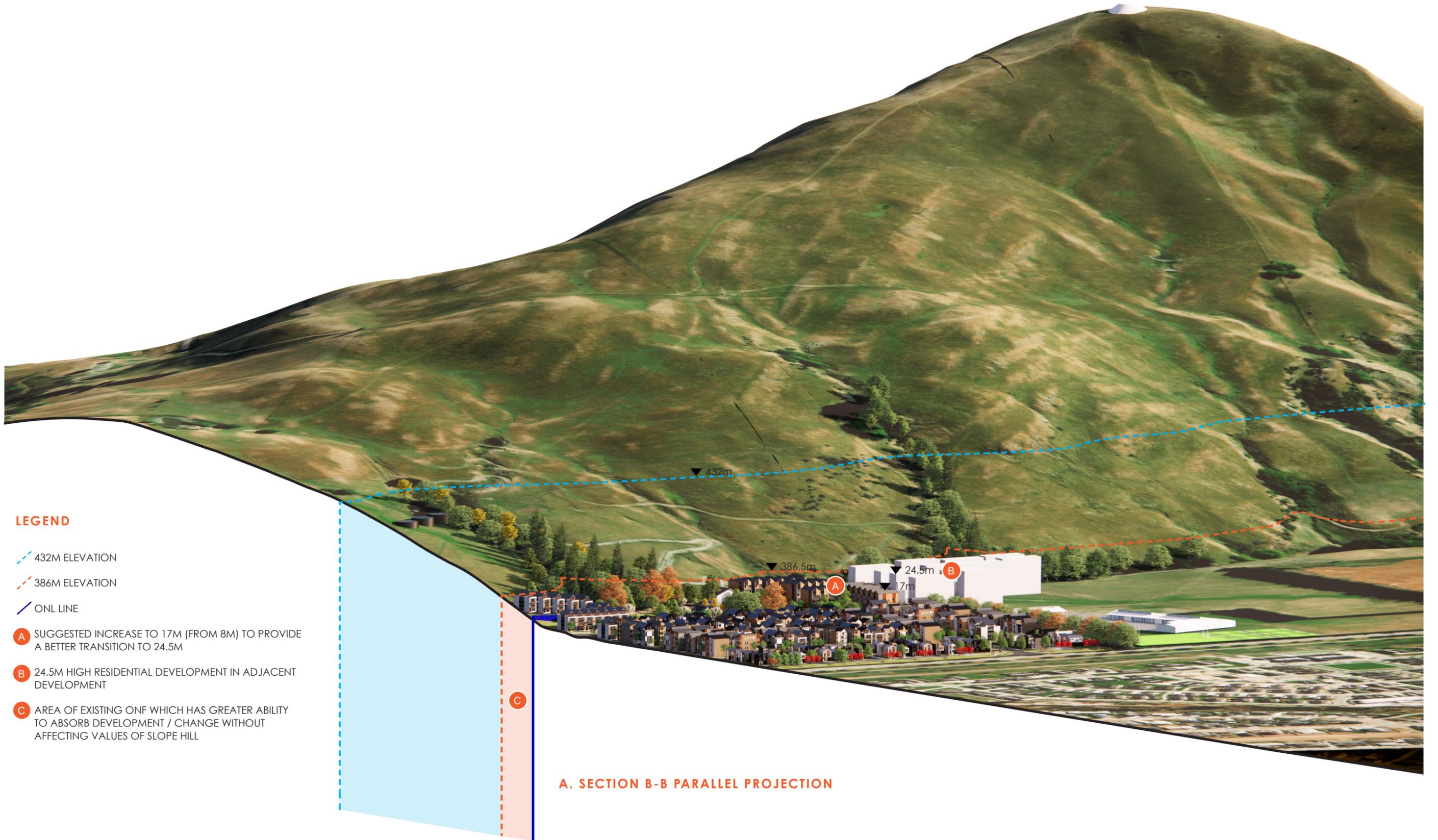


REGISTERED
LANDSCAPE
ARCHITECT



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project no / drawing no: 2023_053A/001 revision: B



LEGEND

- - - 432M ELEVATION
- - - 386M ELEVATION
- ONL LINE
- A** SUGGESTED INCREASE TO 17M (FROM 8M) TO PROVIDE A BETTER TRANSITION TO 24.5M
- B** 24.5M HIGH RESIDENTIAL DEVELOPMENT IN ADJACENT DEVELOPMENT
- C** AREA OF EXISTING ONF WHICH HAS GREATER ABILITY TO ABSORB DEVELOPMENT / CHANGE WITHOUT AFFECTING VALUES OF SLOPE HILL

A. SECTION B-B PARALLEL PROJECTION

client / project name: FLINTS PARK CROSS SECTIONS
 drawing name: **SECTION B-B**
 designed by: David Compton-Moen
 drawn by: Anca Belu
 original issue date: 24 OCTOBER 2023
 scale: NTS

revision no:
 A
 B
 amendment:
 Issue for comment
 Drawing changes

approved
 DCM
 DCM
 date
 24/10/2023
 25/10/2023



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client / project name: FLINTS PARK CROSS SECTIONS
drawing name: **SECTION B-B PERSPECTIVE**
designed by: David Compton-Moen
drawn by: Anca Belu
original issue date: 24 OCTOBER 2023
scale: NTS

revision no:
A
B

amendment:
Issue for comment
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date
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project no / drawing no: 2023_053A/003 revision: B



A. COUNCIL REGULATION BUILDING HEIGHTS



A. PROPOSED BUILDING HEIGHTS

client / project name: FLINTS PARK CROSS SECTIONS
drawing name: **COUNCIL VS PROPOSED BUILDING HEIGHTS VISUALIZATION**
designed by: David Compton-Moen
drawn by: Anca Belu
original issue date: 24 OCTOBER 2023
scale: NTS

revision no:
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amendment:
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project no / drawing no: 2023_053A/004 revision: B