Assessment of Environmental Effects

Land use consent to establish visitor accommodation

47-49 Shotover Street, Queenstown



Prepared for

Raini Zoomer Limited

December 2025

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1 Key Information

Address	47-49 Shotover Street, Queenstown
Legal Description	Section 29 Block IX Town of Queenstown Section 30 Block IX Town of Queenstown
Site Area	977m^2
Owner	PHC Queenstown Limited
Applicant	Raini Zoomer Limited
Operative District Plan	Queenstown Lakes District Council Operative District Plan
Zoning	Queenstown Town Centre zone
Proposed District Plan	Queenstown Lakes District Council Proposed District Plan
Zoning	Queenstown Town Centre zone
Precinct	None
Overlays	• Wāhi Tūpuna • Urban Growth Boundary - Name: Tāhuna (Central Queenstown) Reference Number: 15a
Designations	None
Proposed Activity	Alterations to the existing building to establish and operate a visitor accommodation (hostel) activity with associated signage.
Consent Triggers	**QLDC Proposed District Plan** ▪ Visitor accommodation in the Queenstown Town Centre zone requires consent as a controlled activity pursuant to Rule 12.4.3. ▪ Alterations to the existing building in the Queenstown Town Centre zone requires consent as a restricted discretionary activity pursuant to Rule 12.4.7. ▪ The roof plant will exceed the 12m permitted building height by 1.46m, requiring restricted discretionary activity consent pursuant to Rule 12.5.8.

	▪ Infringements to coach parking and loading spaces require consent as a restricted discretionary activity pursuant to Rule 29.5.1. ▪ Infringements to the mobility parking standards requires consent as a restricted discretionary activity pursuant to Rule 29.5.4. ▪ Above ground level signs in the Queenstown Town Centre requires controlled activity pursuant to Rule 31.6.5. ▪ Signs not listed in Table 31.4 or Rules 31.6.1 – 31.6.9 requires discretionary activity consent pursuant to Rule 31.6.10. Resource consent is required as a **discretionary activity** for the above matters.
Other consents/permits that may be required under legislation	A License to Occupy / Airspace Licence is required for the veranda and signage in the road reserve. This application is enclosed at **Appendix 9** and approval is sought coincidentally.

2 Introduction

This report is submitted as part of the application by Raini Zoomer Limited (**the Applicant**) for a land use consent from Queenstown Lakes District Council (**Council** or **QLDC**) for alterations to the existing building to establish a visitor accommodation (hostel) facility with associated signage at 47-49 Shotover Street, Queenstown (**the site**).

A copy of the Records of Title for the site is attached as **Appendix 1**.

The Applicant has undertaken pre-application meetings with QLDC on two occasions, a copy of the minutes for each meeting is attached at **Appendix 2**. This consultation confirmed the QLDC Operative District Plan is no longer of relevance to this application and therefore is not considered within the following assessment. Specifically, the zoning of the site can be treated as operative.

A License to Occupy the road reserve (veranda and signage) is sought coincidentally with this application.

The purpose of this report is to provide sufficient information to enable a full understanding of the proposal and any effects that the proposal may have on the environment. The report also outlines the consultation undertaken for the application.

In preparing this assessment, I have relied on the plans and specialist advice appended to this report. I have also visited the site and reviewed the relevant planning documents.

3 Existing Environment

3.1 Surrounding Environment

The site is located centrally within the Queenstown town centre, on Shotover Street a main road running northeast / southwest through the centre. The site is located one block back from the primary lake frontage environment and is surrounded by commercial, retail, office, food and beverage and accommodation activities typical of a centre environment.

Development is typically three-four storeys in height, characteristic of the traditional amenity and character of the Queenstown town centre. Street frontages are highly glazed and activated with publicly accessible activities to create a vibrant and lively character within the centre, with signage carefully designed and located to enhance (rather than detract) from the streetscape amenity. The pedestrian environment is prioritised within the centre, with verandahs commonplace to provide weather protection and pedestrian amenity.

Small pockets of public open spaces are located within the centre, including Brian Smith Park adjoining the eastern boundary of the site, comprising a grassed area, public seating, and trees around the perimeter. Recently a row of low level vegetation and native trees are present along the western edge of the park, parallel with the shared boundary of the subject site.

The location and context of the site is illustrated at Figures 1 and 2.

Figure 1 – Aerial photograph of site (approximate site boundary in red)



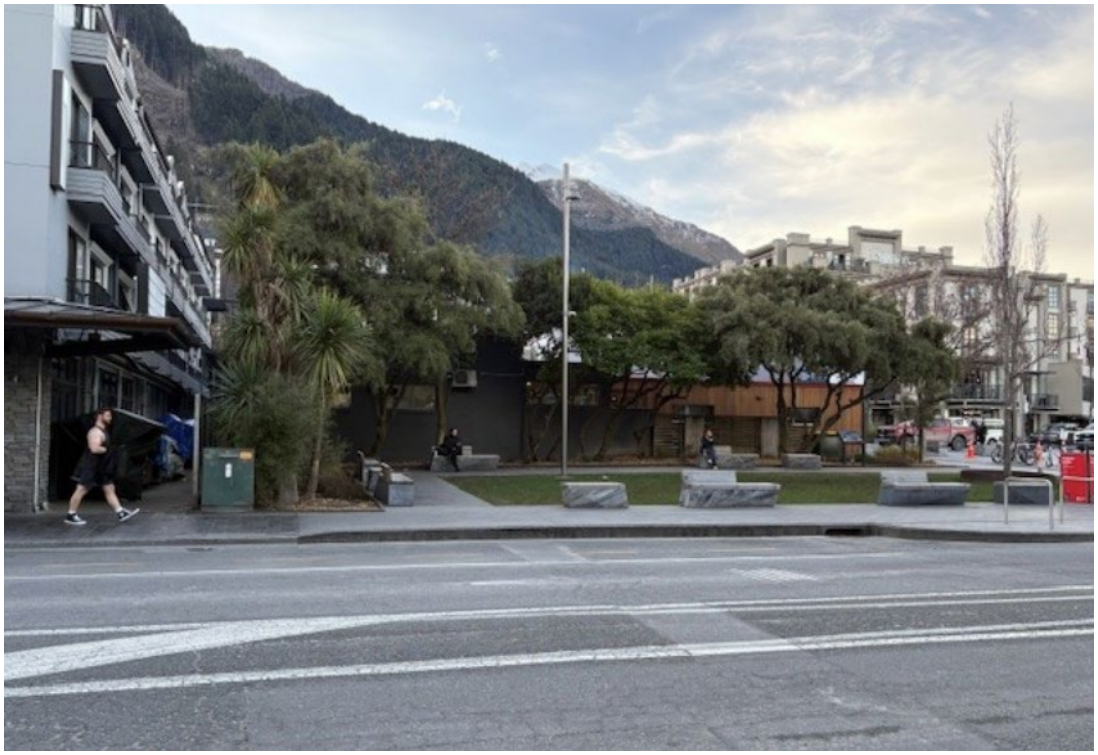
Figure 2 – Photographs of surrounding environment



Looking southwest along Shotover Street



Looking north esat along Shotover Street



Brian Smith Park (subject site to left)



Development to the west of subject site

Turning to the immediate surrounds of the subject site, the eastern boundary adjoins Brian Smith Park as is illustrated above. The southern boundary has road frontage to Shotover Street (State Highway 6A). The western boundary is located adjacent to a mixed use development comprising commercial at lower levels and residential above, with a ramp providing access to basement parking from Shotover Street. The northern boundary adjoins the Man Street carparking building.

3.2 The Site

The rectangular-shaped site is comprised of two titles[1] and has a total area of 977m^2. The topography of the site is flat, however the land to the rear rises up to Man Street to the north.

The site is occupied by a four-storey building which is proposed to be retained by the subject application. The building was previously occupied by 'Base Backpackers', hostel-style accommodation comprising 69 rooms (384 beds) as per the consenting history set out in **Appendix 3**. The Base Backpackers accommodation closed in 2021 due to Covid-19 lockdowns and travel restrictions, and the site has remained vacant since. A range of signs associated with this activity were also approved, as per **Appendix 3**. Various commercial activities have been undertaken at ground level, including food, beverage and bar activities.

Figure 3 provides an aerial photograph of the site and Figure 4 provides photographs of the site and vacant building.

Figure 3 – Aerial photograph showing the site



[1] Section 29 Block IX TN OF Queenstown and Section 30 Block IX TN OF Queenstown – refer Appendix 1.

Figure 4 – Photographs of subject site





Shotover Street interface



Southern and eastern elevations



Western elevation

As illustrated in Figure 4, Shotover Street comprises two 5-minute loading spaces immediately adjacent to the subject site, as well as a street tree, pedestrian barriers along the footpath, and rubbish bins in the road reserve. Bicycle storage facilities are located in the adjacent Brian Smith Reserve.

The site is not subject to any flood plains or hazards that implicate the proposed development. The ground level of the building is 312.68m RL, which complies with Rule 12.5.6 Flood Risk, thereby providing suitable freeboard to avoid ground level flooding.

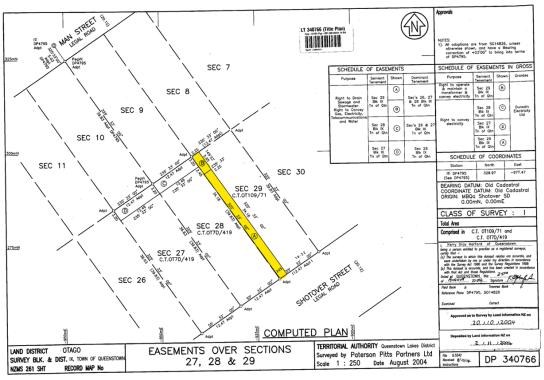
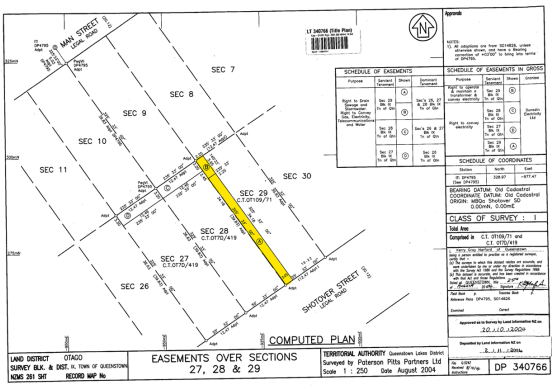
The site is serviced by three waters infrastructure located in the Shotover Street road reserve, as shown in Figure 5. Plainly, these networks suitably serviced the previous hostel activity on the site.

Figure 5 – Public underground services



The Records of Title and relevant interests are described below and a copy of each is attached at Appendix 1.

Reference	Instrument	Comment
Easement Instrument (6202831.3) 06/09/2004	Grantor: Queenstown Investments Limited Grantee: 53 Shotover Street Limited This easement grants the right to drain sewage and stormwater and rights to convey gas, electricity,	Areas marked A and B are shown highlighted on DP 340766 (applies to the western boundary of 49 Shotover Street

	telecommunications, and water over part marked A and B on DP 340766.  	in favour of 51 and 53 Shotover Street to the west). No development is proposed in this area except rubbish storage – no implications.
Easement Instrument (6223582.2) 05/10/2004	Grantor: Queenstown Investments Limited Grantee: Aurora Energy Limited This easement grants the right to convey electricity in gross over part marked A, B on DP 340766, and a right to establish and maintain an electricity transformer and ancillary equipment in gross over part marked B on DP 340766 to Aurora Energy Limited.  	Areas marked A and B are shown highlighted on DP 340766 (applies to the western boundary of 49 Shotover Street in favour of the electricity supplier). No development is proposed in this area except rubbish storage – no implications.

3.3 Resource consent history

A copy of the resource consent history for the site is attached at **Appendix 3**.

This sets out various consents that have previously been approved for the site, notably for the construction of a four-storey building for commercial use and short-term visitor accommodation (Base Backpackers) in 2001 (Council reference RM010438) which originally established the building. The approved floor plan shows 23 units on each floor, equating to 69 rooms across all

three floors, delivering 384 beds within the hostel. A supermarket was accommodated at ground level along with a café / restaurant tenancy occupying the balance of the ground level.

A plant room was later added to the building in 2003 (Council reference RM030276).

Consent was granted in 2004 to facilitate alcohol sales within a bar premises known as 'Altitude' (Council reference RM030931). The bar provided an occupancy rate of 400 people. An ancillary café/restaurant was also consented on the eastern side of the building with frontage to the adjacent reserve.

The exterior of the building was proposed to be repainted in 2016 (Council reference RM160964).

In 2018, a new signage scheme was granted consent (Council reference RM171263) comprising 7 signage platforms and to establish signage within those platforms. The proposed total area of ground floor signage and above ground floor signage was 2.75m² and 4.75m² respectively, amounting to a total signage area on the site of 7.5m².

3.4 QLDC Proposed District Plan - Notations

The site is subject to the following zone and overlays:

Zone	Queenstown Town Centre
Overlays	Height precinct map P1(ii) – 12m Wāhi Tūpuna - Tāhuna (Central Queenstown) Ref: 15a Urban Growth Boundary – Queenstown and Frankton

The site is zoned 'Queenstown Town Centre' under the PDP, as are all surrounding properties. The land to the east is zoned Civic Spaces zone, being the local reserve designated for this purpose (Designation 216: Local Purpose (Recreation) Reserve). The site is located within the 12m height limit as per Height precinct map P1(ii). The zone map is shown at Figure 6 and the height precinct map is at Figure 7.

The Queenstown Town Centre zone is described as follows, which includes the proposed activities:

Town centres provide a focus for community life, retail, entertainment, business, and services. They provide a vital function for serving the needs of residents, and as key destinations for visitors to our District, they provide a diverse range of visitor accommodation and visitor-related

businesses. High visitor flows significantly contribute to the vibrancy and economic viability of the centres.

Queenstown will increasingly become a dynamic and vibrant centre with high levels of tourism activity that provides essential visitor-related employment. It serves as the principal administrative centre for the District and offers a wide variety of activities for residents and visitors. It has a range of entertainment options and serves as a base for commercial outdoor recreation activities occurring throughout the Wakatipu Basin. Visitor accommodation is provided within and near to the town centre. Over time, Queenstown town centre will evolve into a higher intensity and high-quality urban centre.

Figure 6 – PDP zone map (site shown in red)

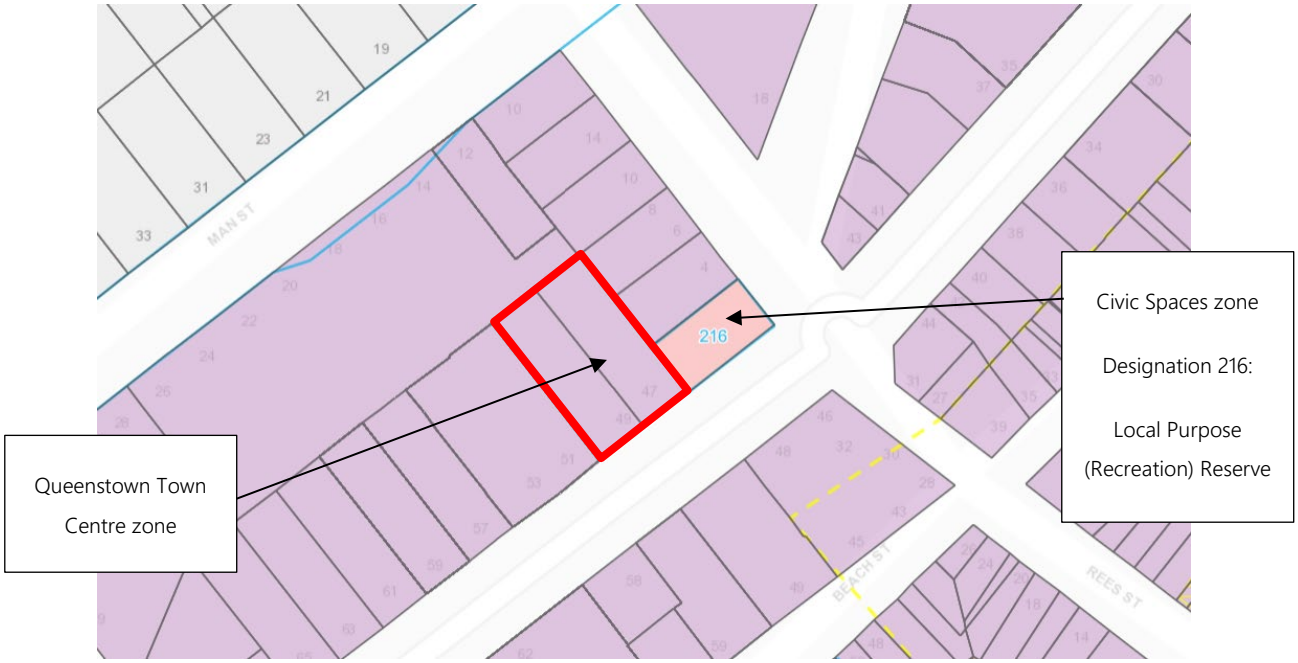
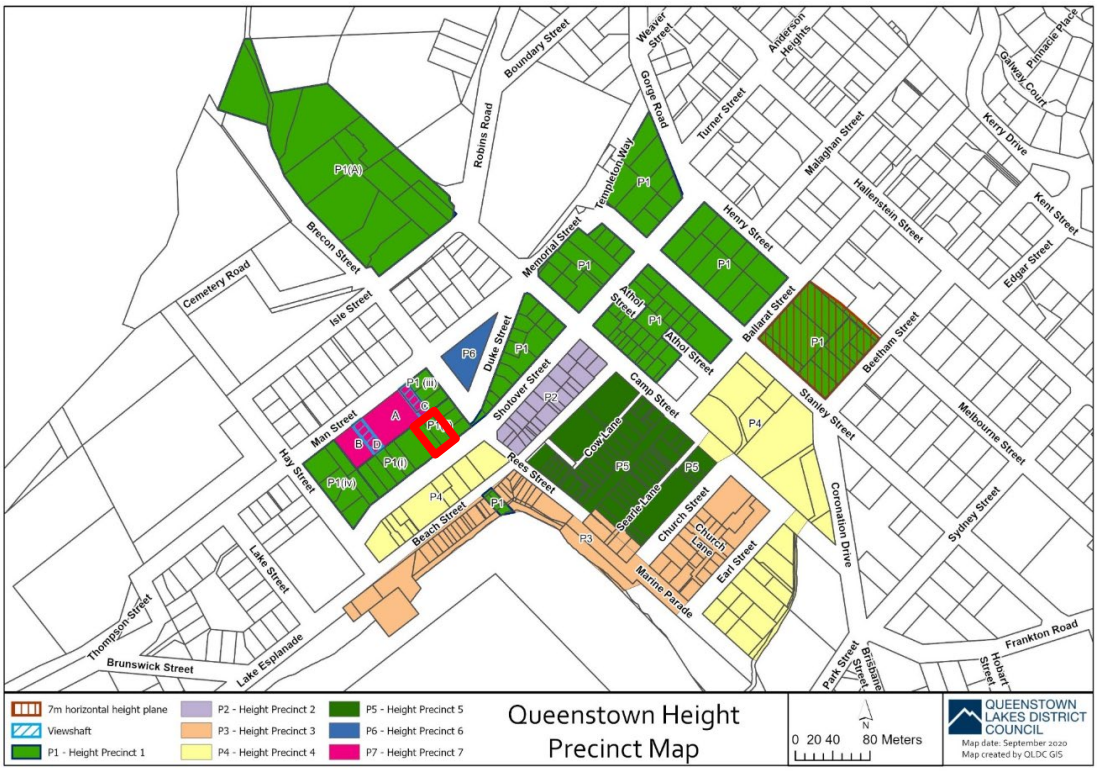


Figure 7 – Height Precinct Map (P1ii)



Wāhi Tūpuna - Tāhuna (Central Queenstown) Ref: 15a

This overlay shown at Figure 8 acknowledges the former settlement in the flat area of Queenstown. Wāhi Tūpuna is described in the PDP as *"Landscapes and places that embody the relationship of Manawhenua and their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga."*

The PDP confirms *"that due to its extensive level of modification, there are no potential threats listed for this wāhi tūpuna and the rules specific to wāhi tūpuna do not apply. However, this wāhi tūpuna remains significant to manawhenua and cultural values may be considered relevant to assessment of discretionary and non-complying activities."*

In this case, resource consent is required as a restricted discretionary activity for the building works and therefore no further consideration of the Wāhi Tūpuna overlay is required. It is noted that signage triggers discretionary activity consent however this is not considered relevant to the Wāhi Tūpuna overlay.

Figure 8 - Wāhi Tūpuna Overlay Central Queenstown (diagonal lines)



Urban Growth Boundary – Queenstown and Frankton

The Urban Growth Boundary is used to manage the growth of urban areas within distinct and defendable urban edges. The site is located within the growth boundary, and the proposal is therefore consistent with the overarching intent of the overlay. No further consideration is required in this regard.

4 Proposed Development

4.1 Overview

The Applicant seeks land use consent to undertake alterations to the existing building to establish and operate a visitor accommodation (hostel) activity. Ancillary signage is also proposed.

4.2 Visitor accommodation activity

It is proposed to establish and operate a visitor accommodation activity within the building. Plainly, the building was originally designed for this purpose and occupied by this activity for some 20 years prior to 2021. The Applicant seeks to re-establish this activity and in doing so, introduce modern amenities for guests.

The following summarises the proposed activity in this regard, including the internal alterations that are required to facilitate this:

- A total of 63 rooms and 430 beds are proposed across two typologies:
  - 47 hostel-style (shared) bedrooms each with 4-8 beds per room, and
  - 16 private rooms each with a king-sized bed.
- At maximum capacity, the proposal will facilitate a maximum of 430 persons/guests at any one time.
- Ground level – centrally within the site's frontage to Shotover Street, a main entrance and reception area is proposed for guests to check in and out. This location has been selected to provide high visibility for guests and to provide an attractive street entrance to the accommodation by enhancing the streetscape and 'sense of arrival' from Shotover Street.
- Level 1 – the southern part of Level 1 accommodates a large communal kitchen, dining and lounge for all guests to share. This location has been selected to provide an activated street frontage and views to Shotover Street. A total of 16 bunk rooms will be located at Level 1 accommodating up to 136 guests, as well as ancillary bathroom and staff/operational amenities.
- Level 2 - 17 hostel rooms and 6 private rooms will be located at Level 1, as well as ancillary bathroom and staff/operational amenities.
- Level 3 - 13 hostel rooms and 10 private rooms will be located at Level 1, as well as ancillary bathroom and staff/operational amenities.

As explained in the Transportation Assessment (**Appendix 5**), no on-site parking or loading is proposed on the site, nor is vehicle access provided, as per the existing site layout.

Private refuse collection will occur from the existing 5min loading space adjacent the site in Shotover Street. A Waste Management Plan will be supplied to Council prior to commencement of operation.

The activity will be serviced by existing three waters infrastructure in the road reserve, as per existing site connections.

4.3 Alterations to the existing building

It is proposed to undertake alterations to the exterior of the building to deliver the activity set out above, and to enhance and modernise its appearance consistent with the Applicant's branding and proposed aesthetic.

The proposed architectural design of the building is illustrated in full within the architectural drawings attached at **Appendix 4**.

The external alterations to the building comprise the following scope of works:

- Re-cladding of the building
    - Primary cladding: Vertical thermally-modified timber boards in mid-warm natural tone (Resene Cedar)
    - Secondary cladding: Prefinished aluminium composite panels in soft charcoal grey (Dulux Mt Aspiring).
- Replacement of joinery in powder-coated aluminium, matte black finish.
- Creation of a sense of arrival to the entrance and reception for the visitor accommodation activity, including lighting and pot plants at the street frontage.
- Repair and maintenance of the existing verandah structure, particularly owing to damage from trucks at the south western corner. A bollard is proposed within the southwestern corner of the site to prevent vehicles using the western yard/storage area for parking; the bollard will be lowered by private waste collectors to facilitate bin collection.
- Enhancements to the existing fire egress and installation of a laundry chute on the building's eastern elevation, along with the installation of ski storage and screened mechanical plant.

- Mechanical plant atop the roof at the rear part of the site, to be screened with acoustic panels on all sides.
- Refuse storage on the western side of the building, screened from view from the street, as shown in the architectural plans.
- A range of signage designed to be integral with the architecture of the building, further discussed below.

4.4 Signage and lighting

The following signage is proposed in respect of the visitor accommodation activity:

- Above veranda signage comprising individual letters of the hostel name (which is yet to be determined), indicatively represented by letters "THE HOTEL" on page 13. Up to eight letters are proposed, each to be illuminated from the front face of the letter.
- One under canopy sign located at the front door of the visitor accommodation entrance, providing wayfinding and premises identification for guests. The sign will measure 1400w x 400h X 200d (1.84m^2), and will be mounted 2400mm above footpath level.
- A projecting sign at first floor is proposed (to replace the existing sign) advertising the visitor accommodation, measuring 1500w x 1500h x 100d (2.25m^2), to be internally illuminated.

In addition, the following signage platforms are proposed for the future ground level commercial tenancies:

- Two under canopy signs located at the front door of each commercial tenancy to Shotover Street, providing wayfinding and premises identification for customers. The sign will measure 1400w x 400h X 200d (1.84m^2), and will be mounted 2400mm above footpath level. The tenants, and therefore signage branding and design, is yet to be determined.

All signage complies with the permitted dimensions for new signage, however consent matters are triggered for the establishment of new signs.

External illumination of signage and up-lighting of the building (particularly at the main entrance to the visitor accommodation) is proposed for wayfinding purposes for guests and to enhance the visual appearance of the building in evening hours. All signage will be designed to comply with relevant lighting standards within the PDP.

4.5 Construction matters

Owing to the limited external alterations proposed, compliance with construction noise and vibration standards can be achieved.

No earthworks are required to facilitate the proposed alterations.

Construction works will however require careful management given the limited area for laydown and construction works. All necessary licenses and approvals will be obtained from Council for the temporary use of the road reserve during construction.

4.6 License to Occupy

As per **Appendix 9**, the Applicant seeks approval for the following structures located within the road reserve:

- Council's records indicate that the existing veranda does not have a license to occupy the airspace above the road reserve. Retrospective approval is sought to authorise this accordingly. The veranda measures 2m depth within the road reserve for a length of 24.5m along the site's frontage, and sits 2.8m in height to the underside of the canopy above the public footpath.
- Signage is proposed above and below the veranda and projecting from the building (above ground level), within the airspace above the public foot path (road reserve).

It is noted that pot plants are proposed at the entrance to the visitor accommodation reception to enhance the appearance of the streetscape and sense of arrival for guests; page 14 of the architectural plans show the pot plants are located within the site boundary and therefore do not require a Licence accordingly. The bollard in the southwestern corner is also located within the site boundary.

5 Matters Requiring Consent

5.1 QLDC Proposed District Plan

The Applicant seeks resource consent under the AUP for the activities and development shown on the plans in **Appendix 4** and as described in this AEE.

A detailed assessment of compliance with the relevant rules of the Unitary Plan is attached within **Appendix 8**. Without limitation, resource consent is considered to be required for the following:

QLDC Proposed District Plan

- Visitor accommodation in the Queenstown Town Centre zone requires consent as a controlled activity pursuant to Rule 12.4.3.
- Alterations to the existing building in the Queenstown Town Centre zone requires consent as a restricted discretionary activity pursuant to Rule 12.4.7.
- The roof plant will exceed the 12m permitted building height by 1.46m, requiring restricted discretionary activity consent pursuant to Rule 12.5.8.
- Infringements to coach parking and loading spaces require consent as a restricted discretionary activity pursuant to Rule 29.5.1.
- Infringements to the mobility parking standards requires consent as a restricted discretionary activity pursuant to Rule 29.5.4.
- Above ground level signs in the Queenstown Town Centre requires controlled activity pursuant to Rule 31.6.5.
- Signs not listed in Table 31.4 or Rules 31.6.1 – 31.6.9 requires discretionary activity consent pursuant to Ruel 31.6.10.

Overall, resource consent is required as a **Discretionary** activity.

5.2 Scope of Application

This application is for all matters requiring resource consent under the relevant QDLC Proposed District Plan, rather than for the specific list of consent matters / non-compliances identified by the author. As such, if the Council is of the view that resource consent is required for alternative or additional matters to those identified in this AEE, it has the discretion to grant consent to those matters as well as or in lieu of those identified in this AEE. I also note that, if the Council is of the view that the activity status of any of the matters requiring consent is different to that described in this AEE, or that some or all of the matters requiring consent should be bundled or unbundled

in a way that results in a different outcome to that expressed in this AEE, the Council has the ability under Section 104(5) of the Resource Management Act 1991 (**RMA**) to process the application regardless of the type of activity that the application was expressed to be for.

6 Statutory Considerations

6.1 Resource Management Act

Council's decision on the proposal must have regard to the relevant matters in sections 104 to 108 of the RMA. Despite all section 104 considerations being "subject to Part 2", the Court of Appeal in RJ Davidson Family Trust v Marlborough District Council [2018] NZCA316 has held that reference to Part 2 should not be necessary if it is clear that a plan has been prepared having regard to Part 2 and with a coherent set of policies designed to achieve clear environmental outcomes.

In the context of this discretionary activity application, it is considered that the recent QLDC PDP has been competently prepared, and those provisions are coherent and comprehensive, and therefore there is no need to go beyond the relevant provisions of the planning documents and look to Part 2 in making a decision. Notwithstanding, the following assessment provides an analysis against Part 2 for completeness.

6.1.1 Purpose and Principles of the Act

The purpose of the Act, set out in Section 5, is to promote the sustainable management of natural and physical resources. This is defined as:

> *"managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while—*
>
> *(a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
>
> *(b) Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
>
> *(c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment."*

The broader principles of the Act are set out in sections 6 to 8 of the Act. Of relevance to this application, Section 7 requires Council to have regard to the following:

(b) The efficient use and development of natural and physical resources:

(c) The maintenance and enhancement of amenity values:

(f) Maintenance and enhancement of the quality of the environment:

The proposed development will promote the sustainable management of natural and physical resources by:

- Enabling the Applicant to develop the site in a manner that will contribute to the social and economic wellbeing of the community, particularly by providing additional accommodation at the lower-end of the market and increasing the supply of hostel rooms.
- Alterations to the exterior of the building will maintain and enhance the amenity values of the building and streetscape.
- Providing for the more efficient use and development of the valuable natural and physical resource represented by the site, particularly when regard is had to the building's vacancy since 2021.
- Appropriate management of potential adverse effects.

The potential adverse effects of the proposed works are discussed in section 8 of this report.

6.1.2 Section 104 – Matters for Assessment

Of relevance to this application, Section 104(1) of the Act requires the Council to have regard to:

(a) any actual and potential effects on the environment of allowing the activity; and

(aa) any measure proposed or agreed to by the applicant for the purpose of ensuring positive effects on the environment to offset or compensate for any adverse effects on the environment that will or may result from allowing the activity; and

(b) any relevant provisions of –

...

(v) a regional policy statement or proposed regional policy statement:

(vi) a plan or proposed plan; and

(c) any other matter the consent authority considers relevant and reasonably necessary to determine the application.

Section 104(2) of the RMA states that, in considering the potential effects of allowing an activity, a consent authority may disregard an adverse effect if a national environmental standard or the plan permits an activity with that effect.

Section 104(3) states that a consent authority must not have regard to trade competition or the effects of trade competition, or any effect on a person who has given written approval to the application.

6.1.3 Section 104B – Determination of applications for discretionary or non-complying activities

Section 104B of the Act states, in respect of Discretionary activities:

(1) After considering an application for a resource consent for a discretionary activity or non-complying activity, a consent authority—

(a) may grant or refuse the application; and

(b) if it grants the application, may impose conditions under section 108.

The Council is unconstrained in its scope when assessing the potential effects that may arise from the proposal, and pursuant to section 104B(1)(b) may impose conditions to manage potential effects.

An assessment of the effects of the proposal on the environment is provided in section 7 of this report. Assessments against the relevant statutory documents are provided in section 10 below.

7 Effects on the environment

Pursuant to section 104B of the Act in respect of a discretionary activity, the Council is unconstrained in the scope of matters that are able to be considered when assessing the proposal. While visitor accommodation is a controlled activity in the Queenstown Town Centre zone and alterations to buildings and transportation infringements are restricted discretionary activities, the proposed signage design triggers discretionary activity consent. Therefore, while the overall activity status is discretionary, the PDP provides helpful matters of discretion that have been used to guide (but not restrict or limit the scope of) the following assessment.

The assessment of relevant actual and potential effects can be grouped into the following, which are addressed in turn below:

- Visitor accommodation effects;
- Visual amenity effects;
- Traffic, access and parking effects, including waste management; and
- Construction effects.

7.1 Visitor Accommodation Effects

The proposal involves the establishment of a visitor accommodation activity on the site in the Queenstown Town Centre zone. Resource consent is required as a controlled activity accordingly, and the matters of control at clause 12.4.3 provide a useful guide to the assessment of potential effects that may arise from the proposed activity in this location, as follows.

Firstly, the Applicant proffers a condition of consent requiring the operator to submit to Council for certification an Operational Management Plan, detailing the way in which the site will operate and be managed. The following condition is proposed in this regard:

Condition X Operational Management Plan

*Prior to the operation of the visitor accommodation activity, the consent holder must submit an Operational Management Plan (**OMP**) to Council for written certification. The overall objective of the OMP is to set out the operational practices and procedures to be adopted, and shall confirm/include the following information:*

- *Manner in which rubbish and recycling will be stored and screened on site.*

- *Waste Management Plan to be prepared by the appointed private refuse collector, including kerb-side parking in Shotover Street (at the two 5 minute loading bays) and operation of the bollard to facilitate rubbish bin movements between the storage area and the truck.*
- *Delivery times and locations to the building and the frequency of deliveries per day.*
- *Hours of operation including the reception, external balconies and communal amenities.*
- *How noise complaints will be managed and recorded.*

Having regard to this proffered condition, the following assessment is provided against the matters of control for visitor accommodation activities.

Rule 12.4.3 Matters of control	Assessment
a) the location, provision, and screening of access and parking, traffic generation, and travel demand management, with a view to maintaining the safety and efficiency of the roading network, and minimising private vehicle movements to / from the accommodation; ensuring that where onsite parking is provided it is located or screened such that it does not adversely affect the streetscape or pedestrian amenity; and promoting the provision of safe and efficient loading zones for buses;	No on-site parking is available. While consent is required to infringe the requirement for on-site loading and mobility parking, this cannot be readily provided within the site. There are two 5-minute parking spaces in Shotover Street immediately adjacent the site which will provide ease of access for both those requiring mobility assistance and loading/refuse collection from the site.
b) landscaping;	The proposal does not involve any landscaping in ground given the limited side yards, however pot plants are proposed at the entrance to the visitor accommodation to create a sense of arrival and amenity for guests and to improve the streetscape appearance of the site from Shotover Street.
c) the location, nature and scale of visitor accommodation and ancillary activities relative to one another within the site and relative to neighbouring uses; and	The location and nature of the proposed activity is wholly appropriate. The site and building have been used for the proposed activity in the past and the suitability of such an activity is well established. The site is well serviced by local services, amenities and public transport in the Centre.

	There is significant demand for visitor accommodation at the lower-end of the price spectrum in Queenstown. The proposal involves the establishment of additional beds within the building (when compared to the previously approved Base Backpackers) by achieving a more efficient internal layout, while also improving the internal on-site amenities for guests. The proposed intensity is required to meet demand for this type of accommodation within Queenstown, and to ensure the activity is commercially viable. The potential effects arising from the intensity are associated with the operation and management of the facility, and these matters will be detailed through the OMP as per the above proposed condition.
d) where the site adjoins a residential zone: i. noise generation and methods of mitigation; ii. hours of operation, in respect of ancillary activities.	N/A - the site does not adjoin a residential zone.

The proposed visitor accommodation activity will result in less than minor adverse effects on the surrounding environment, and will contribute a substantial increase in lower-cost visitor accommodation in the Queenstown market.

7.2 Visual Amenity Effects

The proposed external alterations have the potential to result in adverse effects on the amenity of the surrounding Centre environment, specifically the streetscape and adjacent public open space. The matters of discretion at clause 12.4.7 have referred as a guide in undertaking the following assessment of visual amenity effects.

As part of the proposed alterations and activity, it is proposed to establish roof plant at the rear end of the roof, exceeding the 12m permitted height standard at Rule 12.5.8, but complying with the 14m maximum building height standard and Rule 12.5.9. The potential effects arising from

this infringement (having regard to but not constrained by the matters of discretion at 12.5.8) are addressed below.

Matter of discretion	Assessment
a) consistency with the Queenstown Town Centre Special Character Area Design Guidelines (2015), (noting that the guidelines apply only to the Special Character Area);	The site is not located within the Special Character Area and therefore this assessment is not required. That said, the Architectural Design Statement at **Appendix 4** describes the proposed character, design and amenity of the building and the way in which the alterations are designed to integrate with and positively contribute to the streetscape. The Design Statement states that the proposed design will enhances the building's appearance and contribution to the streetscape without altering its built form, and will achieve the anticipated outcome of the Town Centre zone by: ▪ *Maintaining human scale and alignment with neighbouring façades* ▪ *Strengthening engagement with the street through glazing and visual permeability* ▪ *Integrating signage within architecture to avoid clutter* ▪ *Selecting durable, low-maintenance materials suited to Queenstown's climate* ▪ *Supporting environmental performance and longevity through responsible material choice.*
b) external appearance, including materials and colours;	The proposed mix of cladding treatments and natural colour palette will visually integrate with the character and amenity of the street, the Centre, and the wider Queenstown environment. The Architectural Design Statement at Appendix 4 states: *These changes elevate the building's architectural quality while blending naturally within its context.*
c) signage platforms;	Signage platforms are designed to visually integrate with the design and appearance of the building, as discussed in further detail at section 7.3. Signage will be slimline and constructed in

	brushed aluminium or painted steel blade/fascia panels, integrated with the architectural design of the veranda and the façade.
d) lighting;	All lighting is designed to comply with the permitted lighting standards of the PDP, and will be designed to be concealed / canopy lighting to improve pedestrian safety and ambience.
e) the impact of the building on the streetscape, heritage values, compatibility with adjoining buildings, the relationship to adjoining verandas;	The proposed alterations will improve the appearance of the façade and positively contribute to the streetscape. The existing glazing will be retained (ensuring future commercial tenancies provide streetscape activation), and the main entrance to the proposed visitor accommodation reception will be enhanced for wayfinding purposes and to create a sense of arrival. The building is not located in or adjacent to any heritage overlays or scheduled buildings. The building is standalone, and the veranda does not adjoin another structure. Repair and maintenance of the veranda will however improve its appearance and contribution to the streetscape. A bollard is proposed to prevent vehicles access the western yard and damaging the veranda structure. New structures are proposed at ground level, along each side of the building. Refuse and plant structures will be screened from view, as shown on page 3 at Appendix 4, ensuring these ancillary amenities do not detract from the amenity of the users of the building, and the character and appearance of the streetscape and adjacent public reserve. Ski storage structures will also be visible from Shotover Street and the reserve however such amenities are typical for hotels located in skiing environments. Such structures are well set back from the street, are discrete structures located flush against the side elevation, and will not obscure windows or architectural features of the building.

f) the contribution the building makes to the safety of the Town Centre through adherence to CPTED principles;	The building has been vacant since 2021 and has provided no contribution to the safety of the streetscape during this time. Establishing activities within the building will enhance 'eyes on the street', activate the streetscape and the proposed location of the main entrance, lighting and signage will create a safe location for guests to access the site.
g) the contribution the building makes to pedestrian flows and linkages and to enabling the unobstructed kerbside movement of high-sided vehicles where applicable;	The main entrance to the visitor accommodation will be readily accessible from the pedestrian footpath in Shotover Street; pot plants are proposed to enhance the amenity and sense of arrival, without adversely affecting the flow and linkages of people using the footpath (being located within the site boundary).
h) the provision of active street frontages and, where relevant, outdoor dining/patronage opportunities; and	The proposal retains the existing glazing along the frontage at street level and locates the main entrance and reception area for the activity centrally at street level to enhance activation of the streetscape.
i) where a site is subject to any natural hazard and the proposal results in an increase in gross floor area: i. the nature and degree of risk the hazard(s) pose to people and property; ii. whether the proposal will alter the risk to any site; and iii. the extent to which such risk can be avoided or sufficiently mitigated.	There is a flood plain in the road reserve; the ground level of the building is 312.68m RL compliant with Rule 12.5.6 Flood Risk in the Queenstown Town Centre zone, which requires a minimum RL 312.0 masl.
j) Where Electricity Sub-transmission Infrastructure or Significant Electricity Distribution Infrastructure as shown on the District Plan web mapping application is located within the adjacent road, any adverse effects on that infrastructure.	N/A

Turning to the proposed roof plant, the following assessment is made with regard to the resultant height infringement:

- The roof plant occupies a small portion of the roof area and is located at the rear of the building such that it will not form part of the Shotover Street streetscape.
- The plant will be screened for visual and acoustic purposes in proprietary screen powder coated in a dark bronze colour. This will visually integrate the proposed colour and cladding material of the building and will be visually recessive when viewed from the wider surrounding environment. The proposed design and materials are illustrated at page 3 of **Appendix 4**.
- Such structures are commonplace on commercial, residential and hotel buildings where ventilation is required under building code requirements. Roof plants form part of the commercial / town centre skyline when viewed from wider perspectives, such that this structure will not be visually intrusive or dominant in the skyline.
- The rear part of the site is not located adjacent to any publicly accessible environments as the adjacent buildings are privately owned. When views of the building are taken from the adjacent public reserve, Shotover Street or Brecon Street, the structure will appear integrated with the building, set back and of a design and appearance that is not visually dominant.
- The mixed use buildings to the east and west are similar in scale such that the roof plant will not be readily visible, and will be setback from the eaves of each side of the roof to avoid visual dominance effects on immediately adjacent persons.
- The building to the rear is a carparking building, and views to the roof plant from this activity will not give rise to adverse visual effects. The roof plant will sit below the Man Street car park building and therefore will be visible from Man Street to the north.
- The site does not adjoin any residentially zoned properties.
- The proposal will not result in adverse effects upon the character and amenity of Shotover Street or the wider commercial town centre environment.

The proposal will result in less than minor adverse effects on the visual amenity of the streetscape and surrounding commercial environment, including when regard is had to the proposed roof plant and associated height infringement.

7.3 Signage Effects

New signage is proposed to be visible from the Shotover Street environment, following the removal of all existing signage structures on the building.

The location, design and dimension of each sign is described at Section 4.4 of this report. The architectural design statement confirms that signage is restrained, well considered and visually integrated with the architectural design of the proposed alterations and enhancements to the building. As such, the signage will successfully achieve required wayfinding and building identification purposes, without detriment to the appearance of the building. All signage associated with lighting will be designed to comply with permitted lux levels in the PDP.

The individual letters above the veranda are unique in appearance, however are small in size, and comprise individual lettering avoiding a dominant structure atop the veranda that may have otherwise detracted from the appearance of the building and streetscape.

Signage will not appear visually dominant from or as part of the streetscape. Rather, fewer signs are proposed than has been previously consented for the site. The signs will positively contribute to the character and amenity of the Town Centre, and result in less than minor adverse visual effects accordingly.

7.4 Transportation Effects

The Transport Assessment prepared by TPC at **Appendix 5** identifies that technical infringements arise in the absence of on-site coach/bus parking and mobility spaces, given there is no availability to provide on-site parking.

The following mitigation measures are considered to suitably mitigate the potential effects arising from these parking shortfalls:

- The original Base Backpackers consent was similarly granted consent to infringe coach parking requirements, and a 5-minute loading zone in the road reserve was installed to mitigate the potential adverse effects of this infringement. There are now two 5-minute on-street loading zones in the adjacent road reserve which can be relied upon for both coach parking and mobility pick up/dop off.
- The site is entirely built out such that there is no available land to introduce coach or mobility parking.
- The site is in a central location within walking distance from local amenities, services, bus stops and other public carparks, including on Man Street to the rear of the site.

The proposal will result in less than minor adverse transport effects on the local road network or operation of the site.

7.5 Construction Effects

The site is constrained in respect of laydown and parking during the construction phase. The Applicant has met with Council in this regard, where it was established that it is typical for construction works in the Town Centre to require use of the adjacent footpath and/or road reserve at periods during the construction process. The Applicant proffers a condition of consent requiring the preparation and certification of a Construction Management Plan prior to the commencement of works, ensuring the contractor has input to the management and operation of the construction process.

Any construction-related licences will be obtained from QLDC prior to the commencement of works, e.g. to temporarily occupy the footpath or road reserve.

Arboricultural Effects

The Arboricultural Assessment at **Appendix 7** considers the potential construction effects upon the street tree and trees in the adjacent reserve. A range of tree management measures are proposed to be implemented prior to, during and following the construction works in order to avoid or mitigate adverse effects on the adjacent trees.

The Applicant proffers these protection measures as conditions of consent accordingly.

Having regard to the proposed mitigation and tree protection methods, the proposal will result in less than minor adverse effects to the health and vitality of the retained street and open space trees.

7.6 Summary of Effects

Overall, the actual and potential effects of the proposal have been appropriately mitigated such that **less than minor effects** will be generated upon the environment.

8 Public Notification Assessment

8.1 Legislative Tests

8.1.1 Step 1 – mandatory public notification in certain circumstances

Section 95A (step 1) of the Resource Management Act 1991 ("**RMA**") determines whether public notification of the application in mandatory if:

- the applicant requests public notification of the application; or
- it decides that public notification is required under section 95C; or
- the application is made jointly with an application to exchange recreation land.

The applicant has not requested public notification, the Council is yet to request any further information (in relation to section 95C), and the application is not made jointly with an application to exchange recreation land.

Public notification of the application is not mandatory.

8.1.2 Step 2 – public notification precluded in certain circumstances

An application for resource consent must be precluded from public notification if:

- the application is for a resource consent for 1 or more activities, and each activity is subject to a rule or environmental standard that precludes public notification, or
- The application is for one or more of the following, but no other, activities:
  - a controlled activity:
  - a restricted discretionary, discretionary, or non-complying activity, but only if the activity is a boundary activity:

While visitor accommodation is precluded pursuant to rule 12.6.1, other matters also trigger consent and therefore the proposed activity is not precluded from public notification by a rule and does not relate to any of the activities specified above.

The application is therefore not precluded from public notification.

8.1.3 Step 3 – public notification required in certain circumstances

Section 95A (step 3) of the RMA states that the Council must publicly notify an application if:

- a rule or national environmental standard requires public notification of the application, or
- the consent authority decides, in accordance with section 95D, that the activity will have or is likely to have adverse effects on the environment that are no more than minor.

In this case, there are no rules that preclude public notification of the application.

The assessment of effects within section 7 of this application concludes that the proposal results in less than minor adverse effects on the environment, and therefore the application does not require public notification under Step 3.

8.1.4 Step 4 – special circumstances

Section 95A (step 4) states that a Council may publicly notify an application for resource consent if it considers that special circumstances exist, notwithstanding the statutory tests that would otherwise allow the application to be processed without public notification.

"Special circumstances" have been defined by the Court of Appeal as those that are unusual or exceptional, but not necessarily extraordinary or unique (*Peninsula Watchdog Group (Inc.) v Minister of Energy* [1996] 2 NZLR 529). In addition, Elias J has stated that circumstances which are "special" will be those which make notification desirable, notwithstanding the general provisions excluding the need for notification (*Murray v Whakatane DC* [1997] NZRMA 433).

I have carefully considered whether there are special circumstances in this instance that are relevant to the issue of notification, however I do not consider that any special circumstances exist.

In this case, the proposal is for a visitor accommodation activity which is a controlled activity in the zone. Alterations are proposed to the building requiring restricted discretionary activity consent however the existing general form is to be retained and enhanced to deliver a positive streetscape appearance. Signage infringements will require discretionary activity consent, however overall these activities are not uncommon or unusual in the Queenstown Town Centre zone, and the effects have been comprehensively assessed in Section 7.

The proposal is not contrary to the objectives and policies of the Queenstown Town Centre zone or any other relevant chapter of the PDP. The proposal is therefore delivering on the anticipated outcomes of the planning framework and it would therefore be difficult to conclude that the proposal would generate outcomes that are exceptional, unique, or unusual.

I also do not consider that public notification would give rise to any alternative or additional information that is not already in front of, or would prove useful to, the decision-maker in considering the application.

On the basis of the above, I am of the view that there are no special circumstances that would warrant the public notification of this application.

8.2 Public Notification Conclusion

Having undertaken the section 95A public notification tests, the following conclusions are reached:

- Under step 1, public notification is not mandatory;
- Under step 2, public notification is not precluded;
- Under step 3, public notification is not required as it is considered that the activity will not result in adverse effects that are more than minor on the environment; and
- Under step 4, there are no special circumstances.

Therefore, based on the conclusions reached under steps 3 and 4, it is recommended that this application be processed without public notification.

9 Limited Notification Assessment

9.1 Legislative Tests

9.1.1 Step 1 – certain affected groups and affected persons must be notified

Under Section 95B (step 1), Council must determine whether there are any protected customary rights groups or customary marine title groups in relation to the activity. In this case, the proposed activity is not located on or adjacent to, or may affect, land that is the subject of a statutory acknowledgement.

9.1.2 Step 2 – limited notification precluded in certain circumstances

An application for resource consent must be precluded from limited notification if:

- the application is for a resource consent for 1 or more activities, and each activity is subject to a rule or environmental standard that precludes limited notification, or
- The application is for the following, but no other, activities:
  - a controlled activity that required consent under a district plan (other than a subdivision of land).

The proposed activity is not precluded from limited notification by a rule, and does not relate to any of the activities specified above. The application is not precluded from limited notification.

9.1.3 Step 3 – certain other affected persons must be notified

Pursuant to section 95E, determine whether the following persons are affected persons:

- In the case of a boundary activity, an owner of an allotment with an infringed boundary; and
- In the case of any other activity, determine whether a person is an affected person in accordance with section 95E.

The proposal does not relate to a boundary activity.

Written approvals

Section 95E(3) states:

A person is not an affected person in relation to an application for a resource consent for an activity if—

a) *the person has given, and not withdrawn, approval for the proposed activity in a written notice received by the consent authority before the authority has decided whether there are any affected persons; or*

b) *the consent authority is satisfied that it is unreasonable in the circumstances for the applicant to seek the person's written approval.*

No written approvals have been sought or are provided.

Permitted baseline

Section 95E(2) states:

The consent authority, in assessing an activity's adverse effects on a person for the purpose of this section,—

a) *may disregard an adverse effect of the activity on the person if a rule or a national environmental standard permits an activity with that effect; and*

b) *must, if the activity is a controlled activity or a restricted discretionary activity, disregard an adverse effect of the activity on the person if the effect does not relate to a matter for which a rule or a national environmental standard reserves control or restricts discretion; and*

c) *must have regard to every relevant statutory acknowledgement made in accordance with an Act specified in Schedule 11.*

The proposed activity requires consent, and therefore there is no relevant baseline to be applied.

Resource consent is required for a discretionary activity. Therefore, the assessment of adverse effects of the activity on a person have not been constrained. I have made an assessment of the immediately adjoining properties in undertaking the preceding assessment of effects and conclude that assessment as follows.

Assessment of Affected Persons

Figure 9 identifies the adjacent persons in red.

Figure 9 – Aerial photograph identifying potentially affected owners/occupiers

(red: adjacent persons, site at red square)



The following properties are identified in red above:

- 14 Man Street (northern boundary) and 4 – 8 Brecon Street (north eastern boundary)
- 49 and 59 Beach Street and 58 Shotover Street (also addressed as 54 Shotover Street on Council maps) – southern side of Shotover Street
- QLDC Local Reserve (eastern boundary)
- QLDC street tree in road reserve

The following provides an assessment of effects on these persons:

- The visitor accommodation activity will be appropriately managed by the preparation and certification of an Operational Management Plan, which will set out the operation and management of the activity, including the management of effects that may arise

from noise generation, external balcony use, refuse storage and collection, deliveries and so on.

- The proposal does not result in greater height, bulk or massing (except in relation to the roof plant which is to be located in the centre of the roof at the rear of the site) and therefore the alterations will not give rise to adverse visual amenity, dominance, or shading effects on adjacent persons.
- The architectural design, size and location of signage will not give rise to adverse amenity effects given the commercial location and streetscape environment.
- Lighting will be designed to comply with permitted standards in the PDP.
- Construction effects will be managed via compliance with permitted noise and vibration standards, and the preparation and certification of the Construction Management Plan.
- Effects on trees in the road and adjacent open space will be appropriately avoided and mitigated by the implementation of tree protection measures, as set out in the Arboricultural Assessment and proffered by way of conditions of consent.

As such, there are no affected persons pursuant to section 95E who are required to be notified pursuant to section 95B(9). The application does not require limited notification under step 3.

9.1.4 Step 4 – special circumstances

Having regard to the considering of special circumstances in section 9.1.4, I do not consider there are any special circumstances warranting notification of the application to any other persons not already determined to be eligible for limited notification under this section (excluding persons assessed under section 95E as not being affected persons).

9.2 Limited Notification Conclusion

Having undertaken the section 95B limited notification tests, the following conclusions are reached:

- Under step 1, limited notification is not mandatory;
- Under step 2, limited notification is not precluded;
- Under step 3, limited notification is not required as it is considered that the activity will not result in adversely affected persons; and
- Under step 4, there are no special circumstances.

Therefore, it is recommended that this application be processed without limited notification.

10 Policy Framework

10.1 National Policy Statements

The National Policy Statement on Urban Development 2020 (**NPSUD**) directs local authorities to enable greater supply and ensure that planning is responsive to changes in demand, while seeking to ensure that new development capacity is enabled by councils is of a form and in locations that meet the diverse needs of communities and encourages well-functioning, liveable urban communities.

The development is considered to be consistent with the overarching intent of the NPS and will contribute to a well-functioning urban environment within this Tier 2 city as the proposal will be centrally located with good accessibility for all people and supports the competitive operation of land and development markets by delivering low-cost accommodation to the Queenstown hotel market.

In this regard, the proposal is considered to be consistent with the NPSUD and further, does not preclude the Council's ability to deliver on its obligations under the NPSUD.

10.2 National Environmental Standards

There are no relevant National Environment Standards.

10.3 Regional Policy Statement

Otago Regional Policy Statement

The Regional Policy Statement of relevance is the Proposed Otago Regional Policy Statement (**ORPS**) Juen 2021 – Appeals Version.

The proposal is not considered to be of regional significance, however the following brief assessment under this document is made:

- UFD-01 – Development of urban areas
    - The site is located within an existing urban area, on a site where this activity has occurred historically. The proposed layout and design provides the modern amenities typical of hostel-typology accommodation, adapting to the changing needs and preferences of visitors. The activity and external alterations will

effectively integrate with the surrounding urban area, resulting in a consolidated, well-connected and well-designed urban form which is integrated with infrastructure, and supports climate change mitigation by reducing reliance on private vehicles and intensifying development within the existing building.

- UFD-P3 – Urban intensification
  - The proposal will contribute to maintaining the existing qualities of the well-functioning urban environment present within the Town Centre. The site is well-served by existing development infrastructure including active and public transport, and the proposal will enable additional density of lower-cost accommodation for which there is demand (and limited supply in the Town Centre).
- UFD-P5 – Commercial activities
  - The proposed commercial activity is enabled in the Town Centre zone as it will contribute to the mix of commercial activities in the area, having regard to the site's proximity to public and active transport options.

For the above reasons, the proposal is considered to be consistent with the relevant provisions of the RPS.

10.3.1 Zone Objectives and Policies

Part Three - Section 12 Queenstown Town Centre

The following assessment of objectives and policies is prepared with respect to the proposed activity in the Queenstown Town Centre zone.

Provision	Assessment
12.2.1 Objective	
A Town Centre that remains relevant to residents and visitors alike and continues to be the District's principal mixed use centre of retail, commercial, administrative, entertainment, cultural, and tourism activity.	The Applicant proposes to respond to demand for lower-cost visitor accommodation in the Town Centre by increasing the supply of this accommodation typology, remaining relevant to visitors and generating economic benefits for residents arising from tourism spend. The proposal is wholly consistent with this objective.
Policies	

Provision	Assessment
Enable intensification within the Town Centre through: a. enabling sites to be entirely covered with built form other than in the Town Centre Transition Sub-Zone and in relation to comprehensive developments provided identified pedestrian links are retained; and b. enabling additional building height in some areas provided such intensification is undertaken in accordance with best practice urban design principles and the effects on key public amenity and character attributes are avoided or satisfactorily mitigated.	The site is largely occupied by the building, and no changes are proposed to building coverage therefore retaining the existing building footprint. No additional height is proposed except in relation to the rear roof plant. The proposal will specifically enable intensification within the existing building envelope.
12.2.1.2 Provide for new commercial development opportunities within the Town Centre Transition Sub-Zone that are affordable relative to those in the core of the Town Centre in order to retain and enhance the diversity of commercial activities within the Town Centre.	N/A the site is not within the Transition zone.
12.2.1.3 Recognise the important contribution that night time activity makes to the vibrancy and economic prosperity of the Town Centre by enabling restaurant and bar activities to occur subject to appropriate noise controls.	Future ground level tenancies may comprise night time activities; this will be determined via a separate resource consent process.
12.2.1.4 Enable residential activities and visitor accommodation activities while acknowledging that there will be a lower level of residential amenity due to increased noise and activity resulting from the mix of activities and late night nature of the town centre.	The proposal is wholly consistent with this policy which seeks to enable visitor accommodation, while acknowledging that this may result in a reduction in amenity enjoyed by surrounding residential activities. In this regard, the proposal will comply with operational noise and the use of balconies will be managed via the OMP, noting there is an expectation that these activities will occur in the zone.
12.2.2 Objective	

Provision	Assessment
Development that achieves high quality urban design outcomes and contributes to the town's character, heritage values and sense of place	The Architectural Design Statement sets out the way in which the external alterations and activity will positively contribute to the high quality urban design outcomes in the Town Centre. The proposed design will achieve the urban design outcomes of the Centre's character, wider heritage values and sense of place.
Policies	
12.2.2.1 Require development in the Special Character Area…	Not applicable.
12.2.2.2 Require development to: a. maintain the human scale of the Town Centre as experienced from street level through building articulation and detailing of the façade, which incorporates elements which break down building mass into smaller units which are recognisably connected to the viewer; and b. contribute to the quality of streets and other public spaces and people's enjoyment of those places; and c. positively respond to the Town Centre's character and contribute to the town's 'sense of place'.	The existing extent of glazing and activation will be retained along the street frontage, albeit the commercial tenancies at ground floor are yet to be determined and will be sought via separate consent, if required. The Design Statement at **Appendix 4** states that the proposed design will enhances the building's appearance and contribution to the streetscape without altering its built form, and will achieve the anticipated outcome of the Town Centre zone by: ▪ *Maintaining human scale and alignment with neighbouring façades* ▪ *Strengthening engagement with the street through glazing and visual permeability* ▪ *Integrating signage within architecture to avoid clutter* ▪ *Selecting durable, low-maintenance materials suited to Queenstown's climate* ▪ *Supporting environmental performance and longevity through responsible material choice.*
12.2.2.3 Control the height and mass of buildings in order to: …	No change to height of building proposed.
12.2.2.4	No change to height of building proposed.

Provision	Assessment
Allow buildings to exceed the discretionary height standards where: …	
12.2.2.5 In respect of buildings that exceed the non-complying height standards:	No change to height of building proposed.
12.2.2.6 Ensure that development within the Special Character Area …	Not applicable.
12.2.2.7 Acknowledge and celebrate our cultural heritage, including incorporating reference to tangata whenua values, in the design of public spaces, where appropriate.	No public spaces are proposed.
12.2.2.8 Acknowledge that parts of the Queenstown Town Centre are susceptible to flood risk and mitigate the effects of this through: a. requiring minimum floor heights to be met; and b. encouraging higher floor levels (of at least RL 312.8 masl) where amenity, mobility, streetscape, and character values are not adversely affected; and c. encouraging building design and construction techniques which limit the impact of flooding or ponding in areas of known risk.	Compliant with Rule 12.5.6, the ground floor of the building is 312.68m RL which is above the minimum requirement of RL 312.8 masl. The proposal is consistent with this policy.
12.2.2.9 Require high quality comprehensive developments within the Town Centre Transition Sub-Zone and on large sites elsewhere in the Town Centre, which provides primarily for pedestrian links and lanes, open spaces, outdoor dining, and well planned storage and loading/ servicing areas within the development.	While the site is not in the Transitional zone and nor is it large, the location and design of storage has been well considered at the western yard, and loading / servicing will occur from the street thus avoiding adverse streetscape effects arising from these functional and operational requirements of the activity.

Provision	Assessment
12.2.3 Objective	
Objective – An increasingly vibrant Town Centre that continues to prosper while maintaining a reasonable level of residential amenity within and beyond the Town Centre Zone.	The proposed intensity of the activity will generate a meaningful contribution to the number of people staying in the Town Centre, in turn contributing to the vibrancy of the Centre. The use of small existing balconies will be managed by the OMP and other communal amenities are located internal to the building, thus providing for a reasonable level of residential amenity. This is balanced however against policy 12.2.1.4 which anticipates lower residential amenity as a result of visitor accommodation activities in the Centre. The proposal is indeed consistent with both policies.
Policies	
12.2.3.1 Minimise conflicts between the Town Centre and the adjacent residential zone	Not applicable – the site does not adjoin a residential zone.
12.2.3.2 Recognise the important contribution that night time activity makes to the vibrancy and economic prosperity of the Town Centre and specifically provide for those activities, while mitigating effects on residential amenity by: a. enabling night time dining and socialising, both indoors and outdoors, to varying degrees throughout the Town Centre; and b. providing for noisier night time activity within the entertainment precinct in order to minimise effects on residential zones adjacent to the Town Centre; and c. ensuring that the nature and scale of licensed premises located in the Town Centre Transition Sub-Zone result in	The Acoustic Assessment confirms the operational noise arising from the activity is compliant with the PDP, however the on-site operation and use of the external balconies will be managed via the OMP particularly at night time hours.

Provision	Assessment
effects that are compatible with adjoining residential zones.; and d. enabling activities within the Town Centre Zone that comply with the noise limits; and e. requiring sensitive uses within the Town Centre to mitigate the adverse effects of noise through insulation.	
12.2.3.3 Enable residential and visitor accommodation activities within the Town Centre while: a. acknowledging that it will be noisier and more active than in residential zones due to the density, mixed use, and late night nature of the Town Centre and requiring that such sensitive uses are insulated for noise; and b. discouraging residential uses at ground level in those areas where active frontages are particularly important to the vibrancy of the Town Centre; and c. avoiding, or, where this is not possible, mitigating adverse traffic effects from visitor accommodation through encouraging operators to provide guests with alternatives to private car travel, discouraging the provision of onsite car parking, and through the careful location and design of any onsite parking and loading areas; and d. only enabling new residential and visitor accommodation uses within the Town Centre Entertainment Precinct where adequate insulation and mechanical ventilation is installed.	The proposal is wholly consistent with this policy as the activity will enable visitor accommodation while managing the potential effects that may arise from the operation of this activity and intensity. All communal amenity areas (which may be enjoyed at night time hours) are located internally to the building and facing the street to provide separation from the adjacent building to the west which appears to comprise residential use at upper levels. The OMP will manage the operation and use of external balconies. No residential use is proposed at ground level. The site is well located relative to public transport and amenities and services, reducing reliance on private vehicles in the Centre. The site is not located within the Entertainment Precinct.
12.2.3.4 Avoid the establishment of activities that cause	Not proposed.

Provision	Assessment
noxious effects that are not appropriate for the Town Centre.	
12.2.3.5 Ensure that the location and direction of lights in the Town Centre does not cause significant glare to other properties, roads, and public places and promote lighting design that mitigates adverse effects on views of the night sky.	All lighting will be designed to comply with the permitted standards in the PDP.
12.2.3.6 Recognise the important contribution that sunny open spaces, footpaths, and pedestrian spaces makes to the vibrancy and economic prosperity of the Town Centre.	The existing street frontage glazing will be retained and the main entrance to the accommodation will provide an attractive and vibrant street frontage (commercial activities will be established separately to this consent). Together with the proposed sense of arrival, alterations to the façade, and repaired veranda, the proposal will provide a high quality, vibrant and economically successful development at ground level.
12.2.4 Objective	
A compact Town Centre that is safe and easily accessible for both visitors and residents.	The site is located centrally within the Town Centre, with walking distance to a vast range of amenities, services, entertainment and public transport options, delivering on the compact outcome that is sought for visitors to Queenstown.
Policies	
12.2.4.1 Encourage a reduction in the dominance of vehicles within the Town Centre and a shift in priority toward providing for public transport, facilitating shared transport, and providing safe and pleasant pedestrian and cycle access to and though the Town Centre.	Refer above, no on-site parking is proposed, nor required given the central location relative to public transport availability for staff and visitors.
12.2.4.2 Ensure that the Town Centre remains compact, accessible and easily walkable by avoiding outward expansion of the Town Centre Zone. Encourage walking to and within the Town Centre	

Provision	Assessment
by improving the quality of the pedestrian experience by: …	
12.2.4.3 Minimise opportunities for anti-social behaviour through incorporating Crime Prevention Through Environmental Design (CPTED) principles as appropriate in the design of streetscapes, carparking areas, public and semi-public spaces, accessways/ pedestrian links/ lanes, and landscaping.	The external alterations to the façade retain the existing, high level of glazing along the street frontage. The main entrance and reception, and future commercial activities, will increase surveillance to and safety of the streetscape and adjacent open space.
12.2.4.6 Encourage visitor accommodation to be located and designed in a manner that minimises traffic issues that may otherwise affect the safety efficiency, and functionality of the roading network, and the safety and amenity of pedestrians and cyclists, particularly in peak periods.	Refer above to on-site parking. Loading and pick up/drop off will occur within the two 5-minute parking spaces in the adjacent road reserve, and bicycle storage is located within the adjacent open space.

Overall, the proposal is wholly consistent with the anticipated outcomes, objectives and policies for the Queenstown Town Centre zone.

10.3.2 District-wide Objectives and Policies

Chapter 29 Transport

The accompanying Transport Assessment (**Appendix 5**) identifies that the proposal is acceptable in transportation terms and does not result in adverse effects on the existing network, particularly having regard to the absence of on-site loading and mobility spaces.

The proposal provides a loading arrangement that is suitable for the proposed activity, noting limited deliveries are required compared with other commercial/retail activities and there are two 5-minute loading spaces within the immediate vicinity. Similarly, this arrangement is suitable (and indeed the only viable option) for mobility pick up/drop off spaces. This arrangement will provide a safe and efficient transport network, contribute to compact urban growth, economic development, encourage walking, cycling and public transport (in the absence of on-site parking), and urban design outcomes.

The proposal is consistent with this objective and associated policy 29.2.21 of Chapter 29 of the QLDC PDP.

Chapter 31 Signage

The proposed signage is restrained, integrated with the design of the building, and limited in size/dimensions. The conceptual images at page 17 at **Appendix 4** indicates the signage design will enhance the appearance of the building, and successfully integrate with the character and appearance of the streetscape. The individual letters atop the veranda are relatively small in scale when compared to the mass of the building, and therefore will contribute a unique architectural design feature, without visually dominating the appearance of the veranda and front façade behind.

All signs relate to the activities occurring within the building, including the future commercial activities at ground floor. Signs are appropriately placed relative to internal activities and front doors/entrances, providing for wayfinding and building identification.

The signs and associated discreet lighting design (of a lux that is compliant with the PDP) are not visually distracting or dominant for pedestrians, users of the adjacent public reserve, or drivers. The under-veranda signs are of a height that will not give rise to public safety effects on pedestrians.

As such, the proposed signs are wholly consistent with the objectives at 31.2.1 – 31.2.3, and the respective policies accordingly.

10.3.3 Assessment Criteria

Resource consent is required as a Discretionary activity overall; while the assessment criteria have been assessed, the scope of the assessment is not limited to any particular matters of discretion.

10.3.4 Any Other Matters (section 104(1)(c) of the Act)

Positive effects

The proposal will generate significant positive effects on the tourism/accommodation sector by providing a significant number of lower-cost accommodation which will attract ancillary economic spending and vitality in the Town Centre. The external alterations and enhancements to the façade will improve the activation and appearance of the building and its contribution to the character and amenity of the streetscape in the Town Centre.

11 Conclusion

In considering whether to approve the application, the Council is required to have regard to any relevant provisions of any national policy statements, national environmental standards, regional policy statements, regional plans and district plans. The Council is also required to have regard to the effects of the proposal on the environment and those other matters listed in section 104(1).

It is my opinion that, in respect of those matters that are relevant to the proposal:

1. The proposal is acceptable having regard to the relevant objectives and policies of the QLDC PDP for the reasons outlined in section 10.

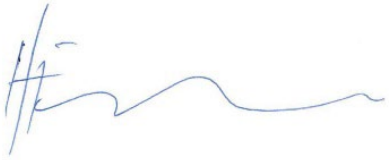
2. The adverse effects of the proposal will be less than minor on the wider environment, having regard to the mitigation proposed in the preceding assessment (and therefore forming part of the application).

3. The proposal is not considered to result in adversely affected persons with effects considered to be less than minor overall, including in regard to design, appearance and effects on the streetscape, residential amenity, transport matters, servicing and construction effects.

4. The proposal is considered to result in positive effects, specifically the establishment of lower-cost visitor accommodation to support the hotel/accommodation market in Queenstown's centre.

5. For the avoidance of doubt, the proposal will give effect to the purpose and principles of the RMA for the reasons outlined in this AEE.

Based on the above, it is my opinion that the proposal is worthy of being granted resource consent, and on a non-notified basis.



Prepared by:
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December 2025



Reviewed by:

Penny Anson

December 2025