

BEFORE THE QUEENSTOWN LAKES DISTRICT COUNCIL

IN THE MATTER

of the Resource Management Act 1991

AND

IN THE MATTER OF

Plan Change 52 – Mt Cardrona Special Zone

**STATEMENT OF EVIDENCE OF REBECCA HOLDEN
ON BEHALF OF THE FOLLOWING SUBMITTERS:**

52/06 – Cardrona Alpine Resort Limited

5 July 2017

Introduction

1. My name is Rebecca Holden. I hold the qualifications of Bachelor of Arts (Hons) in Geography and Anthropology which I obtained from the University of Canterbury in 2004. I reside in Queenstown.
2. I have been employed as a resource management planning consultant with Southern Planning Group for approximately five months. Prior to this, I held roles as both a Senior Policy Planner and Senior Consent Planner at Queenstown Lakes District Council ("QLDC") over the span of approximately two and a half years.
3. From the variety of working roles that I have performed as described in the preceding paragraph, I have acquired a sound knowledge and experience of the resource management planning issues that are faced in the Queenstown area and the wider District.
4. Since 2005, I have been an Associate Member of the New Zealand Planning Institute primarily working in a Local Government context in both the United Kingdom and New Zealand where I have held a number of planning roles associated with resource consent processing, policy development and monitoring and research.
5. Whilst I acknowledge that this is a Council hearing I confirm that I have read the Code of Conduct for Expert Witnesses outlined in the Environment Court's Consolidated Practice Note 2014 and have complied with it in preparing this evidence.
6. I have read the Section 42A reports and supporting documentation prepared by Mr Nigel Bryce on behalf of the QLDC with respect to Plan Change 52 – Mt Cardrona Special Zone ("PC52"). I have considered the facts, opinions and analysis in this documentation when forming my opinions which are expressed in this evidence.
7. I confirm that the matters addressed in this brief of evidence are within my area of expertise except where I advise otherwise and that I have not omitted to consider material facts known to me that might alter or detract from my opinions.

Scope of Evidence

8. I have been engaged by submitter 52/06 – Cardrona Alpine Resort Limited ("CARL") to prepare planning evidence for PC52. I prepared the submission and further submission filed with the Council on the 22 March 2017 and 28 April 2017 respectively.
9. As outlined in that submission, overall the submitter supports PC52, particularly the identification of Activity Area 8c as notified ("AA8c") subject to some minor amendments to enable small scale

associated commercial activities to occur within this activity area (such as chain fitting and a coffee cart).

10. My brief of evidence is set out as follows:

- a) Background information;
- b) Statutory Considerations;
- c) Response to Council's s42A report
- d) Summary of my opinions.

11. Within my evidence, I rely and refer to the evidence of Mr Nigel Bryce, on behalf of the Queenstown Lakes District Council, dated 16 June 2017 which addresses relevant submissions and further submissions. I also rely on the pre-lodged evidence of Mr Jeffrey Brown on behalf of Mount Cardrona Station Limited¹.

Background information

12. PC52 introduces a new activity area, AA8c, at the north-western part of the Zone. The purpose of this activity area is to enable the co-ordination of car parking and shuttle bus access to the Cardrona Alpine Resort. The submission by CARL largely addressed the provisions relating to this activity area.

13. AA8c is located within the Mt Cardrona Station Special Zone ("MCSSZ") as identified on Structure Plan A of PC52 (circled in green within Figure 1 below). This area provides for existing and future uses expected within the ski area access road corridor including parking, road maintenance, equipment storage, chain hire and ticketing. This area also provides for parking to co-ordinate with shuttle access to the Cardrona Ski Area while ensuring that the visibility of parking when viewed from the MCSSZ and the wider environs are avoided or adequately mitigated. Any buildings are required to be small scale².

14. This activity area adjoins the Cardrona Access Road which runs from the Cardrona Valley Road to approximately 1600masl where the road meets the public car parking area for the ski resort. This access road dissects MCSSZ at the base of the mountain. This private road is owned by CARL.

¹ Statement of Evidence of Jeffrey Andrew Brown on behalf of Mount Cardrona Station Limited, 26 June 2017.

² Notified Policy 4.16 of PC52.

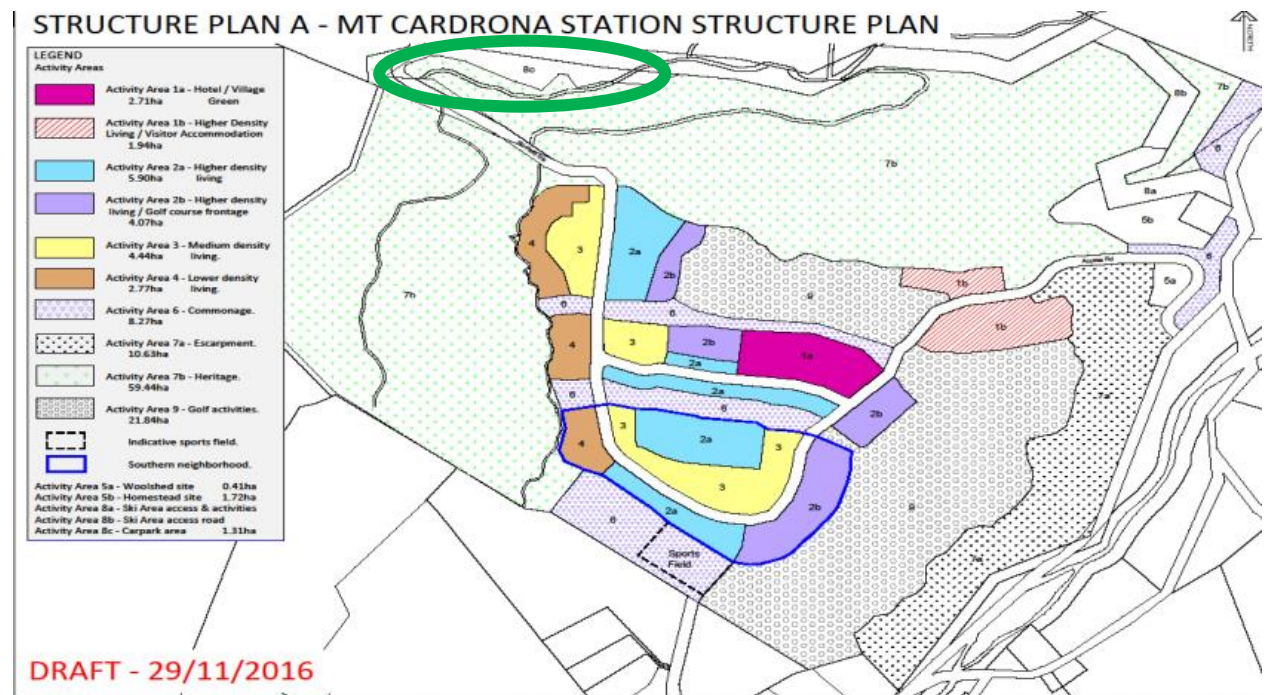


Figure 1: Proposed Structure Plan for Mt Cardrona Station (AA8c circled green)

Statutory Considerations

15. The relevant background statutory considerations are contained within the following statutory documents:
 - Resource Management Act 1991 (“RMA”)
 - The National Policy Statement on Urban Development Capacity 2016 (“NPS”)
 - Otago Regional Policy Statement (“RPS”)
 - Proposed Otago Regional Policy Statement (“PRPS”)

16. The s 32 evaluation for Notified PC52 provides a detailed overview of the higher order planning documents applicable to PC52, save for the PRPS and NPS. An additional assessment of PC52 against the higher order objectives and policies is contained within Appendix F of Mr Bryce’s s42A report, and within Part 5 of the evidence of Mr Jeffrey Brown on behalf of Mount Cardrona Station. I have read these evaluations and consider them to be consistent and broadly agree with the conclusions reached. Rather than repeating this assessment here, in summary I agree with these evaluations such that I consider the PC52 provisions are consistent with the direction specified in these higher order documents.

Response to Council's s42A report

17. Within the s42A report, Mr Bryce considers and provides recommendations to the Panel regarding the various issues raised in submissions. Overall, Mr Bryce has recommended that subject to the amendments recommended in his report, the provisions of the MCSSZ contained within the District Plan be altered in accordance with the outcomes expressed within PC52.
18. The proposed changes to provisions relating to PC52, as recommended by Mr Bryce, are shown in the Revised Chapter attached as Appendix A to the s42A report (Revised Chapter 12.22 MCSSZ and Chapter 15 - Subdivision and Development). Overall, I consider these changes appropriate and support the recommendations to the Panel with the exceptions outlined below.

Activity Area 8c

19. As outlined in Paragraph 4.4 of submission 52/06 (CARL), within AA8c adjoining the Cardrona access road, is a piece of land known as the 'Pines Car Park'. This area is a relatively flat section of the access road which contains an existing car parking area. The name stems from four large pine trees situated adjoining the car park area on Mt Cardrona Station.
20. CARL are investigating options to utilise this car park for operation of a shuttle service, bus parking and chain hire from this area. These activities will be subject to a future resource consent application³. However, it is important to clarify that the car park is entirely located within the Rural General Zone on land legally described as Lot 1 DP 19394 and Lots 10 -13 DP 21223 which are held in Computer Freehold Register OT13A/681 and owned by the submitter. The provisions relating to AA8c will enable mitigation mounding to occur within the MCSSZ, immediately adjacent to the car park, in order to screen this from adjoining sites to the south.
21. In terms of AA8c, submissions were received from Dr Pippa Kyle (#52/02) and Mr Patrick Frengley (#52/03) requesting the following:
 - That the Pines Car Park (AA8c) and access (Activity Area 8a and 8b) are sealed including the access road length between the entrance from Cardrona Valley Road up to and including the carpark.
 - That CARL conduct rigorous dust mitigation measures for the remainder of the ski field access road to manage dust nuisance and effects on neighbouring properties.
 - That CARL seal the ski field access road to prevent degradation of air quality (dust) for the Mount Cradrona Ski Village and the Pringles Creek Community.

³ Paragraph 4.6 of submission 52/06 (CARL).

22. These submissions were opposed by CARL within the further submission⁴ on the basis of a technicality, being that the Cardrona Access Road is not located within the MCSSZ. I note that Mr Bryce agrees with CARL's further submission at the first paragraph of page 34 stating:

"I agree with CARL and note that for the most part the ski field access road falls outside of the Plan Change boundary, and is therefore outside of the scope of this plan change. Only a small portion of the access road identified as Activity Areas 8a and 8b fall within the Plan Change boundary and I do not consider it appropriate to require sealing these small portions when the wider access road is unsealed as there would be limited benefit."

23. However, Mr Bryce goes on to reference the further submission received from Mount Cardrona Station Limited ("MCSL")⁵ which supports the submissions made by Dr Kyle (52/02/08) and Mr Frengley (52/03/09) and who seek amendments to Notified Rule 12.22.2.3(vii)(b) to include the sealing of the car park. Mr Bryce agrees that the sealing of the car park contained within AA8c is appropriate given the likely future concentration of vehicle activity in this location of the MCSSZ.
24. Overall, Mr Bryce recommends that the following changes are made to the notified PC52 provisions in relation to AA8c (**bold and underlined** text denotes changes to notified provisions recommended by Mr Bryce in the s42A report):

Rule 12.22.2.3 xxiii - Restricted Discretionary Activity

*Within Activity Area 8c: carparking; earthworks for carparking formation and visual avoidance or mitigation; and buildings that are for shuttle / ski area ticketing, bus shelters, ablution facilities **and complementary commercial uses (limited to chain fitting services and coffee carts) and associated buildings.***

- "(a) Whether the carparking, associated buildings and activities are screened from view by mitigation earthworks and planting when viewed from: - Activity Areas 1, 2, 3, 4, 5 and 6 of the Zone; - the dwelling on Lot 6 DP 344432; - the Cardrona Valley Road;*
- (b) In relation to the earthworks required, the extent to which the matters in 12.22.5(xxii) above are satisfied.*
- (c) Sealing of the carpark to an acceptable standard;***
- (d) The nature and scale of the complementary commercial uses and associated buildings."***

25. As pointed out in the preceding paragraphs, the requirement to seal the car park is afforded with the same technicality as sealing the access road due to the car park being located entirely within the

⁴ Further submission 52/06

⁵ Further submission FS-52/12/09 and FS-52/12/20

Rural General Zone. I therefore consider that the recommendation (c) above to be out of scope of PC52 and recommend to the Panel that these submission points⁶ be rejected.

26. To support this information, appended to this evidence is a proposed easement plan prepared by Mr John Alexandra on behalf of CARL. This plan shows the extent of the Pines Car Park located within Lot 11 DP 21223, and the proposed easement areas identified as Areas A and B on this plan whereby future mitigation mounding may possibly occur once resource consent is lodged and obtained (refer to **Appendix [A]**). Please note that this easement plan is for demonstration purposes and is not a legal instrument registered on any title.
27. In addition to mitigation mounding, CARL seek to include complementary commercial uses (limited to chain fitting services and coffee carts) and associated buildings as a restricted discretionary activity. This was supported by further submission FS-52/12/33 (MCSL) and Mr Bryce, on page 35 of the s42A report, where he recommends that these submission points be accepted on the basis this relief is appropriate given built form is limited by site and zone standards.
28. Mr Bryce also recommends that an additional matter of discretion within Notified Rule 12.22.2.3vii, is included (as requested by CARL) to address “the nature and scale of the complementary commercial use”. This recommendation is supported by CARL.

Summary of my opinions

29. Overall, I agree with the conclusions reached by Mr Bryce at page 47 of the s42A officer’s report when he states that:

“PC 52 is also likely to be complementary to uses of the adjacent Ski Area Sub-Zone and AA8c provides an important area to support the ongoing functioning of the Cardrona Alpine Resort. The proposed amendments to Rule 12.22.2.3(vi) is considered effective in that it will complement activities already provided for within AA8c under the Operative MCSSZ.”

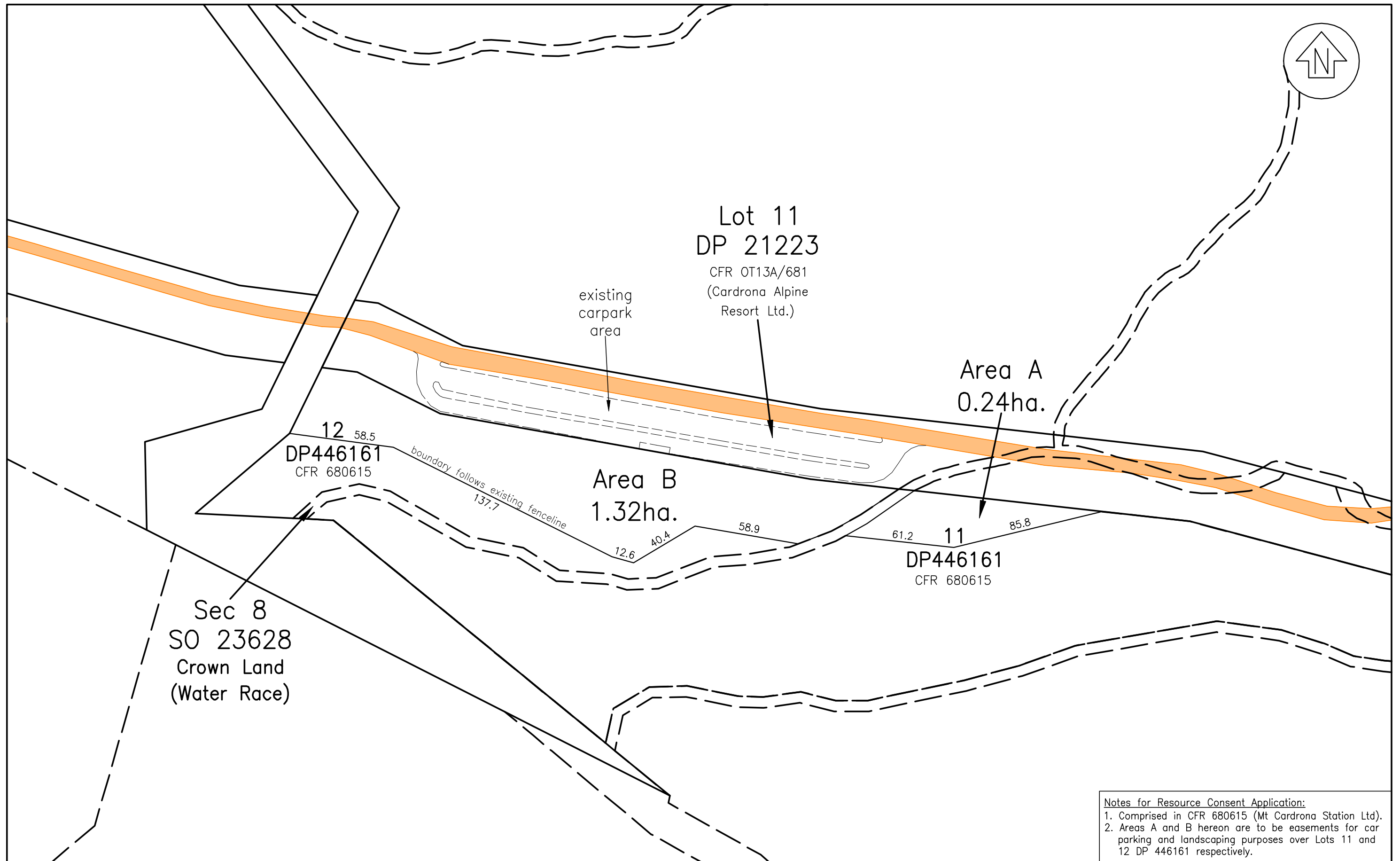
30. Given the technical matter of the Pines Car Park not being located within the MCSSZ, I consider that the recommendation to seal the car park is out of scope, and should therefore be rejected.
31. Overall, it is my opinion that PC52 as amended is consistent with the purpose and principles of the RMA and is more efficient and effective than retaining the provisions contained within the ODP. As such, I consider that the proposal accords with the direction of the higher order Statutory documents and the purpose and principles of the RMA.

⁶ 52/02/08 (Dr Kyle) and 52/03/09 (Mr Frengley)



Rebecca Holden

5 July 2017



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**Areas A and B being Proposed Easements over
Lots 11 and 12 DP 446161.**
Prepared for Cardrona Alpine Resort Ltd.

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NOTES:
1. This plan is in terms of Geodetic Datum 2000.
2. The resort access road is shaded light brown.
3. Areas and dimensions subject to final survey.

Scale 1:2,000@A3
6 Mar 2017
Job Ref: 1433rc2