BEFORE THE QUEENSTOWN LAKES DISTRICT COUNCIL HEARINGS PANEL

UNDER the Resource Management Act 1991

IN THE MATTER of the review of parts of the Queenstown Lakes

District Council's District Plan under the First

Schedule of the Act

AND

IN THE MATTER of submissions and further submissions by

REMARKABLES PARK LIMITED AND

QUEENSTOWN PARK LIMITED

SUBMISSIONS OF COUNSEL FOR REMARKABLES PARK LIMITED AND QUEENSTOWN PARK LIMITED

HEARING STREAM 13 – QUEENSTOWN MAPPING

29 August 2017

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MAY IT PLEASE THE PANEL:

1. INTRODUCTION

- 1.1 Queenstown Park Limited (QPL) and Remarkables Park Limited (RPL)¹ have made submissions and further submissions on the Queenstown Lakes Proposed District Plan (PDP). A Summary of Submissions (Summary) for QPL and RPL was filed with its evidence on 9 June 2017. These submissions use the Summary as a template and expand on matters already addressed in the Summary where considered necessary. The following matters that were not specifically addressed in the Summary are also addressed:
 - (a) Water Conservation (Kawarau) Order 1997:²
 - (b) Notification and the Resource Legislation Amendment Act 2017:³
 - (c) Precedent:4
 - (d) Restricted Discretionary Activities and the relevance of objectives and policies:⁵ and
 - (e) Gondola development within the Remarkables Park Zone (RPZ).6
- 1.2 The focus of the evidence and submissions for the Stream 13 Hearings is the proposed Queenstown Park Special Zone (QPSZ). The QPSZ is proposed for land located on the true right bank of the Kawarau River. The location and physical attributes of the land make it a prime site for tourism, recreation and rural-residential development.⁷
- 1.3 The landscape values of the locality have been carefully considered by highly experienced experts. Avoiding inappropriate development and impacts on landscape values was a key driver in the general development of the QPSZ and the identification of specific development "pods".

Sometimes QPL and RPL are referred to collectively as QPL.

² Section 9.

Section 10.

⁴ Section 11.

⁵ Section 12.

⁶ Section 13.

Noting the proposed objective and policy recommended by Mr Paetz for the Strategic Direction chapter, as follows:

^{3.2.1.4} Objective – Recognise and provide for the significant socioeconomic benefits of tourism activities across the District.

^{3.2.1.4.1} Enable the use and development of natural and physical resources for tourism activity where adverse effects are avoided, remedied or mitigated.

- 1.4 The QPSZ seeks to enable a tourism and recreation hub, and carefully located residential development. The range of activities proposed benefit from the rural character of the site and its location near urban areas.
- 1.5 A catalyst for the development of the QPSZ was providing a gondola link from the urban area at Frankton⁸ to the Remarkables Ski Area. The myriad benefits of the gondola are significant from both an environmental⁹ and economic¹⁰ perspective. The gondola is a potential game changer from a tourism perspective. It could become an iconic tourist attraction and further enhance Queenstown's tourism reputation.
- 1.6 Putting the gondola to one side, the other recreation and tourism activities also deliver stand alone benefits in terms of economic growth and opening up private land for public recreation. The QPSZ will considerably enhance the existing trail network and provide access to a high country experience in close proximity to the urban area of Queenstown. Opportunities for eco-tourism arise in relation to identified SNAs, which could be accessed, by foot (or viewed from the gondola).
- 1.7 Farming will continue on the land, but will be managed in a manner that delivers environmental benefits in relation to, for example, SNAs and water quality. The continuation of farming activity provides further tourism opportunities. Farming is essential to both the character and general maintenance of the property.
- 1.8 The scale and location of built development is an important consideration. Development is confined to specific areas; building coverage is limited.¹¹ Buildings are proposed to be of a size that is appropriate for a rural setting. It is acknowledged, however, that the QPSZ contains urban elements (such as the village area). In the wider context of the zone, these elements are considered to be appropriate and a rural character will be retained.¹²
- 1.9 In the context of a district with an economy built on tourism, the QPSZ provides a sustainable and exceptional opportunity to expand and refine Queenstown's tourism offering. Given the land is currently held by one owner, it can be developed in an integrated and comprehensive manner (an opportunity that could be lost if the landholding is fragmented under the Rural Zone subdivision provisions).

⁸ The gondola will have a terminal at Remarkables Park.

Such as reduced reliance on cars.

The evidence of Simon Milne and John Ballingall (dated 9 June 2017).

^{30%} and 20% in RV3 and RV4, and 15% elsewhere (RRs).

Supplementary Evidence of Rebecca Skidmore (dated 28 August 2017) at paragraph 2.1.

- 1.10 The following high level refinements to the QPSZ are noted at the outset:
 - (a) The QPSZ is no longer sought for Lots 1 and 2 DP 349682. These parcels of land wrap around the base of the northern face of The Remarkables and previously included two development pods (RV1 and RR1). They were considered to be part of the more iconic western face of The Remarkables and were more visible than the other development pods. While the landscape is modified in this location and there were many factors that supported development of these lots, QPL has elected to focus on the land beneath of the northern face of The Remarkables. QPL still controls Lots 1 and 2 DP 349682;
 - (b) RV2 and RR7 are no longer pursued. While both development pods were supportable, they presented challenges from a landscape and access perspective;
 - (c) The development of RV3 is expressly linked to the establishment of the gondola. If the gondola is not established, RV3 can be developed as a "RR" pod provided the overall 90 rural-residential lot cap across the site is observed; and
 - (d) The QPSZ provisions have been further refined through ongoing input from QPL's team of experts (and to reflect the above). The revised provisions are attached to the supplementary evidence of David Serjeant (dated 28 August 2017). They now respond to matters raised in the evidence for the Council and issues discussed at expert conferencing. General drafting improvements have also been made for the purpose of clarity and certainty. For example:
 - (i) Matters for discretion have been expanded, particularly in relation to landscape and planting requirements;
 - (ii) The objectives and policies are cross referenced under CDP rules;
 - (iii) There is a new policy addressing water quality in the Kawarau River (44.2.3.2); and
 - (iv) Further assessment criteria have been added subdivision chapter specifically for the QPSZ.

The amendments are addressed in the supplementary evidence of David Serjeant.

- 1.11 It is the case for QPL that the QPSZ is "better" than the Rural zone because:
 - (a) It provides for a range of tourism related activities that will deliver significant economic benefits to Queenstown.¹³ The QPSZ provides both new tourism opportunities and enhances existing tourism activities;
 - (b) The QPSZ delivers ecological benefits both in terms of the protection of SNA's and maintaining water quality;¹⁴
 - (c) It enhances public access to and along the Kawarau River. More generally, it provides public access to a large country station;
 - (d) It is an efficient use of the natural and physical resources of the QPL land and also delivers efficiency benefits in respect of the existing use of adjoining land (for example. The Remarkables Ski Field):¹⁶
 - (d) It provides an alternative transport option and discourages the use of private vehicles; 17 and
 - (e) It delivers all of the benefits set out above whilst still protecting the values of the Outstanding Natural Landscape (ONL) and the natural character of the Kawarau River.¹⁸

The Rural zone does not deliver (or is unlikely to deliver) the above benefits and creates a significant risk of environmental degradation (water and soils). SNA's can be grazed without limitation. Public access to and along the Kawarau River is not enabled. Intensification of farming activities is enabled under the Rural zone and can generate significant adverse environment effects. While the Council is supportive of passenger lift systems in the Rural zone, a gondola such as that proposed by QPL is simply not viable without some associated diversification of land use and associated development.

1.12 The Council's opposition to the QPSZ seems largely founded on concerns about impacts on the landscape. The Panel is tasked with evaluating the competing evidence in that regard. In my submission the following matters are relevant to your evaluation:

Section 5, section 32(2) and section 7(b)

Section 6(c) and sections 7(d) and (h).

Section 6(d).

Section 7(b).

Section 7(h). Rule 44.4.8 includes assessment criteria "Methods to minimise private vehicle usage to and within the zone" and Objective 4.2.2 also requires access to be primarily via water, gondola or trail.

Sections 6(a) and 6(b).
See paragraph 3.16 of the rebuttal evidence of Glenn Davis for the Council (dated 7 July 2017).

- (a) There is no evidence that the district is at or near a tipping point where development within or adjacent to ONL's is damaging Queenstown's tourism appeal;²⁰
- (b) Mr Brown's evidence is the most comprehensive analysis of effects on the ONL. It is complemented by Ms Skidmore's analysis of the proposed development pods;
- (c) The Buildmedia visual simulations are an important reminder of the immense scale of the northern Remarkables landscape, which is relevant to its capacity to absorb development;
- (d) The landscape evaluation process undertaken by QPL's experts has resulted in the removal of some proposed development areas (RR1, RV1 and RR7), indicating a careful and objective analysis. In that regard, it is noted that Mr Brown's "fine tuning" of the extent of RR2 and RV3 has not been incorporated into the Structure Plan. It has been decided that this is a matter that should be left to the Panel to consider;
- (e) The higher level scheme of the District Plan does not prohibit development within ONL's. Rather, it seeks to avoid "inappropriate subdivision, use and development". In that context, Ms Mellsop's evidence that effects are not "dependent on whether or not the changes are visible" seems out of step with the higher level approach. It is difficult to think of a development within an ONL that would be unknown to the general public given the interest generated by such proposals. Ms Mellsop's approach sets an ostensibly insurmountable threshold. Further, there is a apparent conflict with Mr Buxton's "precedent" concerns regarding development within an ONL and the opportunities (albeit limited) anticipated in the regional and district planning instruments.

2. BACKGROUND AND PREVIOUS SUBMISSIONS

- 2.1 The submission points to be addressed in the Stream 13 Hearings are:
 - (a) QPL Submission No's 806.1, 2, 5, 7, 95, 147, 150²³ and 206; and
 - (b) RPL Further Submission No 1371

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This is a matter addressed during the Stream 2 Rural Hearings.

²¹ It is understood anecdotally that somewhere in the region of 97% of the Queenstown-Lakes District is

Paragraph 4.21 of Ms Mellsop's rebuttal evidence (dated 7 July 2017).

This submission point relates to the Building Restriction that captures part of the QPL land.

- 2.2 It is useful to briefly record the evidence and legal submissions already presented by QPL and RPL because there are consistent themes that are relevant to the Panel's evaluation of the QPSZ. QPL and RPL have previously presented evidence and legal submissions in the following hearing streams that are relevant to the Hearing Stream 13 submissions seeking the inclusion of the QPSZ:
 - (a) Hearing Stream 01B Strategic Direction, Urban Development and Landscape – Chapters 3, 4 and 6. Of potential relevance to the QPSZ, RPL and QPL sought that there be limited exceptions to the proposed urban growth boundary and considered the definition of urban development was problematic. The Council responded to the concerns regarding the definition of urban development by expressly excluding Millbrook and Waterfall Park;
 - (b) Hearing Stream 02 Rural, Rural Residential and Rural Lifestyle, and Indigenous Vegetation and Biodiversity – Chapters 21, 22, and 33. A key theme pursued in relation to those chapters included the view that a preoccupation with farming is not sustainable and did not provide for ecological enhancement, and that tourism activities were essential to Queenstown's economy;
 - (c) Hearing Stream 04 Subdivision Chapter 27. The only matter relevant to the QPSZ was the deferrement of consideration of the appropriate subdivision regime for the QPSZ land to the mapping hearings; and
 - (d) Hearing Stream 05 District Wide Chapters 30, 35 and 36. QPL's principal interest was in provision for public transport as a means of reducing energy use.

3. LEGAL FRAMEWORK

General

3.1 Counsel for the Council summarised the broad legal framework against which the Panel must evaluate the district plan review and submissions on it.²⁴

Those general submissions are accepted, in particular the reference to the Colonial Vineyard Ltd v Marlborough District Council²⁵ decision and the summary of the legal requirements set out at paragraph [17] therein.

Dated 4 March 2016 in relation to Hearing Streams 1A and 1B. [2014] NZEnvC 55.

- 3.2 In A & A King Family Trust v Hamilton City Council²⁶ a pithy summary of those requirements was set out as follows:
 - [9] The legal framework for plan reviews is set out in sections 31, 32 and 72-76 of the RMA. The matters that need to be addressed were comprehensively set out by the Court in *Colonial Vineyard Ltd v Marlborough DC* and *Reiher v Tauranga City Council* as follows:
 - [10] In examining a provision under the Act, including Section 32, we must consider:
 - (a) Whether it assists the territorial authority to carry out its functions in order to achieve the purpose of the Act;
 - (b) Whether it is in accordance with Part 2 of the Act;
 - (c) If a rule, whether it achieves the objectives and implements the policies of the plan; and
 - (d) Whether having regard to efficiency and effectiveness, the provisions are the most appropriate way to achieve the objectives of the proposed plan, having regard to the benefits, the costs and the risks of not acting.
 - [11] In doing so the Court must take into account the actual and potential effects that are being addressed to consider the most appropriate provisions, if any, to respond to this
 - [10] As well, s 74 of the RMA requires a territorial authority to prepare and change its district plan in accordance with its functions under s 31 (among other things). These functions include the establishment, implementation, and review of objectives, policies and methods to achieve integrated management of the effects of the use, development or protection of land and associated natural and physical resources of the district.
- 3.3 The Court in **A & A King Family Trust** also commented in relation to section 32 of the Act:
 - [12] The test under s 32 has been considered in many decisions of the Environment Court, including Gisborne District Council v Eldamos Investments Limited, Long Bay-Okura Great Park Society Incorporated v North Shore City Council, Colonial Vineyard Limited v Reiher referred to above to name a few. As well, the High Court considered it in Shotover Park Limited and Remarkables Park Limited v Queenstown Lakes District Council. In Shotover Park Limited, the term most appropriate was applied as follows:
 - [57] The RMA objective is "the most appropriate way" to achieve the purposes of this Act. See above, ss 32(2)(a) and (b). The phrase "the most appropriate" acknowledges that there can be more than one appropriate way to achieve the purpose of the Act. The task of the territorial authority is to select the most appropriate way, the one it considers to be the best.

The test under section 32 has also been described as determining which zone is "better".

Section 5

3.4 Section 5 of the Act sets out its sustainable management purpose. In my submission, it is not helpful to seek to isolate particular aspects of the definition of sustainable management. Rather, the definition should be read as a whole. Having said that,

²⁶ [2016] NZEnvC 229.

counsel takes no particular issue with the focus on the "management" function by counsel for the Council.²⁷ Land management is a feature of the QPSZ, particularly in relation to the management of stock.²⁸

- 3.5 It is submitted that an "overall broad judgement" approach remains valid unless there is a higher order document that is determinative of a particular environmental matter. That is not the case here. Mr Serjeant's evidence²⁹ addresses the relatively orthodox language of the operative Otago Regional Policy Statement, which anticipates a district level response to balancing protection of ONLs whilst providing for activities such as tourism. It is submitted that all relevant Part 2 matters need to be considered, weighed and evaluated.
- 3.6 The High Court in **Turners & Growers Horticulture Ltd v Far North District Council**³⁰ indicated that in the absence of clearly prescriptive objectives or policies in higher order instruments, reference to Part 2 of the Act in the context of a plan change or review is appropriate:
 - [43] Third, I do not accept the submission that the Court was wrong to consider the purpose and principles in Part 2 and Council's functions under s 31 when evaluating the proposed rules. Section 74 specifically requires a territorial authority to change its district plan in accordance with its functions under s 31 and the provisions of Part 2 (ss 5 to 8). The Supreme Court did not suggest in *New Zealand King Salmon* that those making decisions under the Act should disregard these mandatory provisions. On the contrary, the Court stated "the obligation of those who perform functions under the RMA to comply with the statutory objective is clear". [11] The Court explained that "[s]ection 5 is a carefully formulated statement of principle intended to guide those who make decisions under the RMA. It is given further elaboration by the remaining sections in Part 2, ss 6, 7 and 8". [12]
 - [44] The issue in *New Zealand King Salmon* concerned the nature of that obligation in the particular circumstances of that case where a higher order planning document, the New Zealand Coastal Policy Statement (NZCPS), required a lower order decision-maker, a Board of Inquiry, to avoid adverse effects of activities on areas of outstanding natural character such as those the subject of the private plan change application it was tasked to consider. The Court concluded that this was a mandatory requirement that had to be given effect to, as required by the Act, when considering the plan change. Consequently, the Board of Inquiry was wrong to disregard this requirement by resorting to Part 2 of the Act and treating it as no more than a relevant consideration. The Court explained:

"[85] First, while we acknowledge that a regional council is directed by s 66(1) to prepare any regional plan 'in accordance with' (among other things) Part 2, it is also directed by s 67(3) to 'give effect to' the NZCPS. As we have said, the purpose of the NZCPS is to state policies in order to achieve the RMA's purpose in relation to New Zealand's coastal environment. That is, the NZCPS gives substance to Part 2's provisions in relation to the coastal environment. In principle, by giving effect to the NZCPS, a regional

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See submissions dated 4 March 2016 in relation to Hearing Streams 1A and 1B, at paragraph 4.4. In particular, see the evidence of Simon Beale and Alison Dewes (dated 9 June 2017).

See paragraphs 5.4 to 5.11 of Mr Serjeant's evidence in chief (dated 9 June 2017). [2017] NZHC 764.

council is necessarily acting 'in accordance with Part 2 and there is no need to refer back to the part when determining a plan change. There are several caveats to this, however, which we will mention shortly."

..

[46] It will be obvious that the circumstances of the present case are far-removed from those under consideration in *New Zealand King Salmon*. There is no relevant constraint in a higher order planning document to which Council is required to give effect. The suggestion that Council and the Environment Court were wrong to have regard to Part 2 and s 31 when considering the proposed plan change is directly contrary to s 74 of the Act, which requires this. The Supreme Court did not suggest that Part 2 would be an irrelevant consideration in a case such as the present where decision-makers have choice. On the contrary, the Court said this: [14]

"Reflecting the open-textured nature of Part 2, Parliament has provided for a hierarchy of planning documents the purpose of which is to flesh out the principles in s 5 and the remainder of Part 2 in a manner that is increasingly detailed both as to content and location. It is these documents that provide the basis for decision-making, even though Part 2 remains relevant."

(Emphasis added).

[47] The objectives and policies in the plan as proposed to be amended for the Rural Production Zone are expressed at a comparatively high level of abstraction. For example, one of the objectives is to "avoid, remedy or mitigate the actual and potential conflicts between new land use activities and existing lawfully established activities (reverse sensitivity) within the Rural Production Zone and on land use activities in neighbouring zones". One of the policies to achieve that objective is "[t]hat a wide range of activities be allowed in the Rural Production Zone, subject to the need to ensure that any adverse effects on the environment including any reverse sensitivity effects, resulting from these activities are avoided, remedied or mitigated and are not to the detriment of rural productivity". These objectives and policies leave considerable room for choice as to the methods or rules most appropriate to achieve them. It is an extraordinary proposition to suggest that Council, and the Environment Court on appeal, should disregard the purpose and principles of the Act when considering that choice. I reject this proposition.

[Emphasis added]

3.7 In my submission, in this case the regional planning instruments and the higher order proposed district plan provisions leave considerable room for choice as to the methods or rules most appropriate for the QPL land. There does not appear to be any dispute in that regard.

Section 6

- 3.8 In my submission, the salient section 6 matters are 6(a), 6(b), 6(c), and 6(d).
- 3.9 Sections 6(a) and (b) require that river margins and ONLs be protected from inappropriate subdivision, use and development.

- 3.10 The word "margin" for the purposes of section 6(a) has been held to be the "upper most limit of wave action". On that definition, no development is proposed within the river margins. In any case, it is noted that:
 - (a) The development pods are set back from the Kawarau River³²; and
 - (b) While the indicative trails are closer to the Kawarau River, there appears to be no genuine opposition to the trails (noting there are trails on the other side of the Kawarau River).
- 3.11 What is "inappropriate" should be assessed by what is sought to be protected and will be heavily influenced by context. In terms of context, the Kawarau River is used for numerous recreational activities and has trails along its banks. Urban development (established and zoned) adjoins parts of its true left bank. This context is relevant to the difference of opinion as between Mr Brown and Ms Mellsop. Mr Brown considers the context to be important to the assessment of landscape effects. Ms Mellsop does not.
- 3.12 Section 6(b) is relevant to the ONL classification of the land. Stephen Brown has undertaken a detailed assessment of the QPSZ and concludes that the values of the ONL will be protected. He notes that the ONL has both cultural and natural elements, and that the gondola has a surprisingly light footprint. In the spectrum of naturalness, the landscape is far from pristine and the existence of cultured elements is relevant to the potential effects of the QPSZ.
- 3.13 Furthermore, Mr Brown concludes that the proposed development pods have low visibility. He describes them as "extremely contained" and "introverted". Ms Skidmore considers that the characteristics of Queenstown Park make it particularly well suited to accommodate the rural based tourism and recreation hub that is enabled by the QPSZ³⁴ and that development will be subservient and sensitive to the bold and dramatic landscape setting.³⁵
- 3.14 Ms Mellsop disagrees. She does not, however, provide an indication of what level of development might be acceptable. Her evidence appears to be more concerned with the effects of the proposed rural-residential pods rather than the gondola and the rural-visitor pods. However, if I am wrong about that, her evidence does have the

Upper Clutha Environmental Society Inc v Queenstown Lakes DC EnvC C012/98. It is noted that obiter comments in High Country Rosehip Orchards Limited v MacKenzie DC [2011] NZEnvC 387 question aspects of this approach but no conclusive guidance is given.

See attachment A to Mr Serjeant's evidence in chief (9 June 2017).

Environmental Defence Society Inc v The New Zealand King Salmon Co Ltd [2014] 1 NZLR 593.

Supplementary evidence at paragraph 5.2 (dated 28 August 2017).

potential to place a "dead hand" on the QPL land. In a line of cases dealing with the planning provisions for the Tarawera Lakes area, former Principal Planning Judge Bollard emphasised the desirability of analysing the degree of change that can be accommodated:³⁶

[4] The Society's case was heard before this Court in November 1997. Its position was upheld in essence; refer *Kaitiaki Tarawera Inc v Rotorua District Council* 4 ELRNZ 181. Deficiencies were identified in the plan concerning (amongst other things) inadequate recognition of issues under s.6 of the Resource Management Act 1991 (RMA). In declining the Council's request for a delayed programme, in preference to introducing a variation to the plan forthwith, it was observed (187):

After due deliberation, we are confirmed in the view that revision of the plan as regards the defined area of concern to the appellant should not be left until after the plan becomes operative As the first plan for the district under the RMA, we would be failing in our duty as an appellate body if, in effect, we were to do no more than to acknowledge that the plan requires significant amendment, while simply leaving it to the Council to address the plan's shortcomings once it is operative.

And later (192):

... the lakes' environment is a precious heritage to be cherished and protected. The RMA, properly invoked and applied, demands no less. At the district planning level commensurately careful consideration must be afforded because of the environment's fragile nature, the ease with which the natural character of the general area can be altered (whether by development sporadically located or by on-going expansion of existing settlements), and the comparative difficulty of stemming, let alone reversing, established changes and accompanying trends. By these remarks we do not mean to convey that a dead hand must be placed on the Tarawera Lakes and their catchments designed to maintain the status quo at all costs. What must be done, however, is to analyse and determine the degree of change that can be accommodated within the planning period so that the natural and physical resources of the area will be sustainably managed. The inherent attributes of the area must not become eroded, either in character or by degree, with an outcome evidencing non-sustainability and a discounted legacy for future generations.

And later again (199):

It may be that part of the difficulty of the plan's structure in relation to the lakes relates to the plan's prescriptive framework, reflective of its similarities with the transitional plan prepared under the former Act. Had the new plan contained greater emphasis upon the meeting of performance standards to avoid, remedy or mitigate identified concerns within the plan's policies, it may very well have better met the ends of protecting and maintaining the lakes' environment, while providing suitable direction for sustainable growth.

[Emphasis added]

- 3.15 Section 6(c) is relevant to the identified SNAs. On the evidence, it is concluded that the QPSZ better protects the SNAs because it relieves pressure to develop a viable farming operation, which would necessitate more intensive high country grazing³⁷. Stock management and light grazing of SNAs for weed management purposes are "better" than the Rural Zone regime. Intensive farming will have potentially significant adverse effects on water quality. Mr Davis, for the Council, accepts Mr Beale's evidence and agrees that the QPSZ is better than the Rural Zone from an ecological perspective.³⁸
- 3.16 In terms of section 6(d), the QPSZ will enable public access to the Kawarau River. It will also enable access to the Rastus Burn and Owens Creek. The gondola will provide an exceptional opportunity to access and view these watercourses.

Section 7

- 3.17 It is submitted that sections (7)(b), 7(c), 7(f), 7(h), and 7(i) are relevant to varying degrees.
- 3.18 Section 7(b) concerns efficiency. While the term is broader than simply economic efficiency (and can embrace, for example, whether a proposal is efficient in implementing relevant objectives and policies)³⁹, it is submitted that in this case economic considerations are important because the relevant regional and district planning instruments are not limited to or solely focused on "protection". The also encourage tourism activities. Use and development of natural and physical resources is also very important in this case. The gondola will provide all season access to The Remarkables and, in particular, improve access to the existing ski area (an existing natural and physical resource). It will improve the efficiency of the existing use of that resource. John Ballingall's economic assessment and evaluation of costs and benefits is also relevant to section 7(b) (and section 32, which is addressed below). His modelling indicates significant benefits, particularly to industry associated with tourism.
- 3.19 Evidence will also be adduced regarding the potential inefficiency of traditional farming uses and potential adverse effects (Ms Dewes).
- 3.20 Section 7(c) is, in my submission, of limited relevance given the ONL status of the land. However, given the existing land uses on the site and the nearby urban land, the broader visual amenity of the locality is still a relevant consideration. Mr Brown's analysis includes consideration of the wider locality.

Evidence in chief of Alison Dewes (dated 9 June 2017).

Paragraphs 3.10 to 3.18 of Mr Davis' Rebuttal Evidence (dated 7 July 2017).

- 3.21 Like section 7(c), section 7(f) considerations are largely subsumed into section 6(b). Having said that, the "qualities" of the environment are, in my submission, relevant to the overall evaluation of sustainable management. In that regard, Mr Brown's evaluation of the wider landscape context is again relevant.
- 3.22 The Kawarau River is a trout habitat (section 7(h)).⁴⁰ The evidence for QPL will disclose that the QPSZ will deliver water quality benefits that, in turn, must be positive in respect of protecting trout habitat.
- 3.23 Section 7(i) concerns climate change. This is relevant because the QPSZ enables a transport system (the gondola) that is not powered by petroleum. It will reduce reliance on cars and buses for those wishing to access The Remarkables for skiing or mountain biking (among other things), or the QPSZ generally. Furthermore, the gondola provides an alternative form of transport between the RPZ and nearby urban areas such as Lake Hayes.

Section 32

3.24 The opening submissions of counsel for the Council succinctly capture the substance and pith of section 32:⁴¹

4.7 Under section 32, an evaluation report on a proposed plan must examine whether proposed objectives are the most appropriate way to achieve the purpose of the RMA, and whether the provisions are the most appropriate way of achieving the objectives. To do that, the Council is to identify reasonably practicable options and is to assess the efficiency and effectiveness of the provisions through identifying the benefits and costs of the environmental, economic, social and cultural effects, including opportunities for economic growth and employment.

Section 32 is also addressed at paragraph 3.3 above.

- 3.25 It is submitted that opportunities for economic growth and employment are particularly relevant to the Panel's evaluation of the QPSZ and determining whether it is "better" than the proposed Rural Zone.
- 3.26 Simon Milne provides evidence on the ski industry and the challenges it faces. The gondola would significantly improve the international perception of skiing in Queenstown (and go some way to alleviating the infamous reputation of the existing ski field road).⁴² John Ballingall has undertaken an assessment of the economic impact of the gondola. He finds that additional tourism spending created over 35 years would be in the order of \$1.43 billion. Further economic benefits accrue from

See evidence in chief of Robert Greenaway at Appendix A – section 4.4 (dated 9 June 2017).

See submissions dated 4 March 2016 in relation to Hearing Streams 1A and 1B, at paragraph 4.7. http://www.dangerousroads.org/australia-and-oceania/new-zealand/892-the-remarkables-new-zealand.html

other components of the QPSZ such as visitor accommodation. It is noted that the gondola requires significant capital investment⁴³, which will be generated, in part, by the development opportunities enabled by the QPSZ. While the Council has recommended the passenger lift systems be a restricted discretionary activity in the Rural Zone, the reality is that a gondola such as that proposed by the QPSZ is simply not viable under the Rural Zone provisions.

3.27 In short, the Rural Zone cannot deliver the economic growth and employment opportunities that the QPSZ presents.

Sections 74 to 75

- 3.28 Sections 74 and 75 set out matters to be considered by a territorial authority and the contents of district plans.
- 3.29 Section 74(1) reinforces the importance of Part 2 and sections 31⁴⁴ and 32.
- 3.30 Section 74(2)(a)(i) provides that when preparing a district plan, a territorial authority "shall have regard to" any proposed Regional Policy Statement (**pRPS**). Additionally, section 75(3)(c) provides that a district plan "must give effect to" any Regional Policy Statement (**RPS**). 45
- 3.31 At the time of writing these submissions there is an operative and pRPS. The QPSZ is assessed against relevant provisions of both in evidence. The operative RPS seeks "To protect Otago's outstanding natural features and landscapes from inappropriate subdivision, use and development". ⁴⁶ As noted above, what is "inappropriate" should be assessed by what is sought to be protected and will be heavily influenced by context. ⁴⁷ The use of the word "inappropriate" in the objective suggests that there will be appropriate developments.
- 3.32 It is noted that Mr Barr, in the Council's Reply,⁴⁸ has recommended that the first landscape objective read:⁴⁹

It is noted, for completeness, that section 31 requires avoidance or mitigation of natural hazards. The engineering evidence for QPL is that any hazards are avoided or can be mitigated.

Section 4300 of the PMO defines "proposed policy statement" and "regional policy statement" as

43AA Interpretation

In this Act, unless the context requires another meaning,—

proposed policy statement means a proposed policy statement that has been notified under clause 5 of Schedule 1 [[, or given limited notification under clause 5A of that schedule,]] but has not become operative in terms of [[clause 20 of that schedule]]

regional policy statement-

- (a) means an operative regional policy statement approved by a regional council under Schedule 1; and
- (b) includes all operative changes to the policy statement (whether arising from a review or otherwise)

46 Objective 5.4.3.

Environmental Defence Society Inc v The New Zealand King Salmon Co Ltd [2014] 1 NZLR.

Reply of Craig Barr (dated 7 April 2016).

⁴³ In the order of \$85 million.

Section 43AA of the RMA defines "proposed policy statement" and "regional policy statement" as follows:

Landscapes are managed and protected from the adverse effects of subdivision, use and development

Proposed Policy 6.3.1.2 ⁵⁰ that follows acknowledges that subdivision and development is not inappropriate in all ONL locations.

Section 74(2)(a)(i) - pRPS

- 3.33 The Environment Court considered the meaning of "shall have regard to" in Winstone Aggregates Limited v Auckland Regional Council:⁵¹
 - [41] The meaning of ("have regard to") has been considered in a number of decisions, notably in the context of section 104(1) of the Act. "To have regard to" a matter means that it is of material consideration, but that does not mean such rules or policies necessarily must be followed; *R V Westminster City*. As was found in R V CD, these words are not synonymous with "shall take into account". The decision-maker does not have to strictly apply the policies or rules; they are required only to "have regard to".
- 3.34 The Courts have held that regard should be had to the most up to date version of a pRPS. In **Becmead Investments Limited v Christchurch City Council**, ⁵² when concluding that regard should be had to the decisions version rather than the notified version of the pRPS, the Environment Court held (at 378):

...we adhere to the view that regard should be had to the most up-to-date state of the Statement in considering the change, so that the latest and presumably best informed planning position from a regional perspective may be weighed.

- 3.35 In terms of the weight to be given to a pRPS, the Environment Court in Clevedon Cares Inc v Manukau City Council⁵³ observed that how much regard should be had "depends in part on the stage it has reached through the participatory process".⁵⁴ In that case, a decision had been issued in relation to the proposed change to the RPS, but the provisions were subject to appeal, and therefore still subject to uncertainty. In considering the weight to be given to the proposed change to the RPS, the Court stated:
 - [111] Change 6 is the result of a statutory directive. However, its provisions are currently subject to considerable uncertainty. Accordingly, the ARPS continues to be a relevant document until the appeals are determined. Because the outcome of the appeals is uncertain, the weight we should give to it should reflect that. In our view, very little weight should be given to Change 6. We also bear in mind that we are only required to have regard to the Change but must give effect to the operative document no matter what stage Change 6 is at.

The proposed policy 6.3.1.2 reads:

That subdivision and development proposals located within the Outstanding Natural Landscape, or an Outstanding Natural Feature, be assessed against the assessment matters in provisions 21.7.1 and 21.7.3 because subdivision and development is inappropriate in almost all locations within the Wakatipu Basin, and inappropriate in many locations throughout the District wide Outstanding Natural Landscapes meaning successful applications will be exceptional.

Environment Court, Auckland, A096/98, 14 August 1998.

⁵² (1996) 2 ELRNZ 368.

⁵⁴ Ibid, at para [109].

⁴⁹ Objective 6.3.1.

⁵³ [2010] NZEnvC 211.

- 3.36 Finally, if a proposed change becomes operative prior to the plan review or change being finalised, then the Panel should ensure that it gives effect to the operative provisions of the RPS. For example, in **Black v Waimakariri District Council**, 55 a change to the RPS became operative after an appeal hearing on a proposed plan change but before the decision was issued. The Court invited the parties to make further submissions on the now operative provisions of the RPS and declined the appeal on the basis that the proposed plan change was contrary to the now operative provisions of the RPS. The Court did however note that the result may have been the same even if the provisions had not become operative, given that they would have had regard to those provisions pursuant to section 74(2)(a)(1) in any event.
- 3.37 At the date of these submissions the pRPS remains subject to challenge and further mediation is scheduled. Some matters are to be set down for hearing. The most recent "working draft" from the ORC includes the following objectives and policies:

Policy 1.1.1 Economic wellbeing

Provide for the economic wellbeing of Otago's people and communities by enabling the resilient and sustainable use and development of natural and physical resources.

Policy 3.2.4 Managing outstanding natural features, landscapes and seascapes

Protect, enhance or restore outstanding natural features, landscapes and seascapes, by all of the following:

- (a) In the coastal environment, avoiding adverse effects on the outstanding values of the natural feature, landscape or seascape;
- (b) Beyond the coastal environment, maintaining the outstanding values of the natural feature, landscape or seascape;
- (c) Avoiding, remedying or mitigating other adverse effects;
- (d) Encouraging enhancement of those areas and values that contribute to the significance of the natural feature, landscape or seascape.
- 3.38 It is my understanding that 3.2.4(a) remains unresolved and is likely to proceed to hearing. It is not known if that will have implications for 3.2.4(b) to (d). As such, it is submitted that little weight can be given to the pRPS at this stage.

Section 75(3)(a) - Give effect to any national policy statement

3.39 The evidence for QPL will address water quality. It is submitted that the QPSZ gives effect to the National Policy Statement for Freshwater Management. While freshwater management is also addressed in regional documents, the QPSZ's direct consideration of this issue is commendable.

⁵⁵

3.40 The section 42A report refers to the proposed National Policy Statement on Indigenous Biodiversity. Mr Serjeant also refers to it. This is not yet technically a national policy statement for the purposes of section 75(3)(a) as it has not been "issued" under section 52. However, that does not prevent the Panel from considering it. You are just not bound to "give effect" to it.

Section 75(3)(c) – Give effect to any RPS

- 3.41 In Environmental Defence Society v New Zealand King Salmon Company⁵⁶ the Supreme Court held at para [77]:
 - [77] ... Give effect to" simply means "implement". On the face of it, it is a strong directive, creating a firm obligation on the part of those subject to it. As the Environment Court said in Clevedon Cares Inc v Manukau City Council:
 - [51] The phrase "give effect to" is a strong direction. This is understandably so for two reasons:
 - [a] The hierarchy of plans makes it important that objectives and policies at the regional level are given effect to at the district level; and
 - [b] The Regional Policy Statement, having passed through the [RMA] process, is deemed to give effect to Part 2 matters.

[...]

[80] We have said that the "give effect to" requirement is a strong directive, particularly when viewed against the background that it replaces the previous "not inconsistent with" requirement. There is a caveat, however. The implementation of such a directive will be affected by what it relates to, that is, what must be given effect to. A requirement to give effect to a policy which is framed in a specific and unqualified way may, in a practical sense, be more prescriptive that a requirement to give effect to a policy which is worded at a higher level of abstraction.

[Emphasis added.]

3.42 The language of the operative RPS has been mentioned above. It is not, in my submission, a prohibition in the sense of the interpretation applied the NZCPS in the King Salmon decision (noting the comments in Turners & Growers Horticulture Ltd at 3.6 above). Importantly, the word "avoid" is not used and the requirement to "protect" is qualified by the phrase "from inappropriate subdivision, use and development". There is scope for appropriate development and a "broad overall judgement" is required. The Landscape objective and policy referred to above and recommended by Mr Barr have a similar flavour (see paragraph 3.32). The overall tenor of the operative RPS is addressed by Mr Serjeant. He considers that it enables local policy responses to high level goals such as protecting ONL's from in appropriate subdivision, use and development.

Section 75(4)(b)

- 3.43 A district plan must not be inconsistent with a regional plan.
- 3.44 The Regional Plan: Water seeks to maintain water quality⁵⁷ in the region. The evidence for QPL will establish that the land management regime proposed under the QPSZ is better than the Rural Zone from a water quality perspective.

4. SCOPE

4.1 It is understood that no scope issues arise and counsel for the Council has accepted the submissions in the Summary on scope. Notwithstanding, they are included below for convenience.

General Principles

4.2 The starting point is **Countdown Properties (Northlands) Ltd v Dunedin Council**⁵⁸ where it was held that an amendment to a plan should not go beyond what was reasonably and fairly raised in submissions in relation to a plan as follows:

The local authority or Tribunal must consider whether any amendment made to the plan change as notified goes beyond what is reasonably and fairly raised in submissions on the plan change. In effect, that is what the Tribunal did on this occasion. It will usually be a question of degree to be judged by the terms of the proposed change and of the content of the submissions.

4.3 This approach was accepted and applied in Royal Forest and Bird Protection Society Inc v Southland District Council:⁵⁹

... it is important that the assessment of whether any amendment was reasonably and fairly raised in the course of the submissions should be approached in a realistic workable fashion rather than from the perspective of legal nicety.

4.4 Re an application by Vivid Holdings Ltd⁶⁰ referred to and applied Countdown and Royal Forest and Bird and held that the same approach applied to the assessment of scope of references and whether they raise sufficient matters under the First schedule of the Act to establish jurisdiction.⁶¹

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⁵⁷ Objective 7.A.1

^{[1994] 1}B ELRNZ 150 at page 23. This concerned a plan change but the approach is applied in the most recent High Court decision on scope with respect to a district plan review addressed at paragraph 5 of this memorandum.

⁵⁹ [1997] NZRMA 408 (HC) at page 10.

^{60 (1999) 5} ELRNZ 264.

^{61 (1999) 5} ELRNZ 264 at 20.

4.5 In **Shaw v Selwyn District Council**, ⁶² the Council introduced plan changes to replace transitional plan rules concerning subdivision. The Shaws lodged a submission seeking to reduce the minimum allotment size, which was rejected by the Council. The Council modified the plan change by adding a new policy that provided for subdivision as a non-complying activity. The Council's decision was appealed and the Court held that it had no jurisdiction to grant relief sought by the Shaws because they proposed new rules, which could not be justified on the basis of objectives and policies of the transitional plan, and the original submissions proposed no new objectives and policies. On appeal to the High Court, Chrisholm J held that:⁶³

...Although it is true that no new objectives and policies were actually formulated in either referrers' submission, there can be little doubt that both submissions signaled that the relief package was intended to include such modification to the objectives and policies as might be necessary to support the proposed rules. In my opinion, the "workable" approach discussed by Panckhurst J required the Environment Court to take into account the whole relief package detailed in each submission when considering whether the relief sought had been reasonably and fairly raised in the submissions.

4.6 **General Distributors Ltd v Waipa District Council**⁶⁴ followed the approach that any amendments to a plan would be procedurally fair if it can be said to be reasonably contemplated in the primary submissions:

[55] One of the underlying purposes of the notifications/submission/further submission process is to ensure that all are sufficiently informed about what is proposed. Otherwise the plan could end up in a form, which could not reasonably have been anticipated resulting in potential unfairness.

[56] There is of course a practical difficulty. As was noted in *Countdown Properties* at p 170, p 165, councils customarily face multiple submissions, often conflicting, and often prepared by persons without professional help. Both councils, and the Environment Court on appeal, need scope to deal with the realities of the situation. To take a legalistic view and hold that a council, or the Environment Court on appeal, can only accept or reject the relief sought in any given submission would be unreal.

[57] The [RMA] recognises this. Clause 14(2) requires only that the provision or matter has been referred to in the submission.

4.7 Finally, the most recent and leading authority on the issue of scope with respect to a district plan review is **Albany North Landowners v Auckland Council.** The Court accepted the approach in the **Countdown**, **Royal Forest and Bird** and **Shaw** decisions and stated:

⁶² [2001] 2 NZLR 277.

⁶³ Ibid, at para [35].

^{64 (2008)} ELRNZ 49 (HC).

[115] A Council must consider whether any amendment made to a proposed plan or plan change as notified goes beyond what is reasonably and fairly raised in submissions on the proposed plan or plan change. To this end, the council must be satisfied that the proposed changes are appropriate in response to the public's contribution. The assessment of whether any amendment was reasonably and fairly raised in the course of submissions should be approached with realistic and workable fashion rather than from the perspective of legal nicety. The "workable" approach requires the local authority to take into account the whole relief package detailed in each submission when considering whether the relief sought had been reasonably and fairly raised in the submissions. It is sufficient if the changes made can fairly be said to be foreseeable consequences of any changes directly proposed in the reference.

4.8 In summary, Whata J held that:

[135] In accordance with relevant statutory obligations, the IHP correctly adopted a multilayered approach to assessing scope, having regard to numerous considerations, including context and scale (a 30 year plan review for the entire Auckland region), preceding statutory instruments (including the Auckland Plan), the s 32 reportage, the PAUP, the full gamut of submissions, the participatory scheme of the RMA and Part 4, the statutory requirement to achieve integrated management and case law as it relates to scope. This culminated in an approach to consequential changes premised on a reasonably foreseen logical consequence test which accords with the longstanding Countdown "reasonably and fairly raised" orthodoxy and adequately responds to the natural justice concerns raised by William Young J in Clearwater and Kós J in Motor Machinists.

- 4.9 The Council's scope issue appears to relate to the extent of the gondola corridor proposed under QPL and RPL's further submission (plan **attached** and marked **Annexure** "A"). In that regard, it is acknowledged that a further submission is limited to opposing or supporting a proposal and cannot add additional matters. However:
 - (a) A plan showing the gondola corridor was publicly notified on 24 November 2016. The plan clearly showed the corridor over land near Lake Hayes on the true left bank of the Kawarau River (plan **attached** and marked **Annexure** "B");
 - (b) The only aspect of RPL's further submission that could truly be considered new was the relatively minor increases in the width of the corridor near Lake Hayes and within QPL's land;
 - (c) While those additions may be beyond the scope of a further submission, they are within the scope of decisions available to the Panel because:
 - (i) The original submission made it clear that a gondola was proposed in the general vicinity of the Kawarau River (although largely along or near the true right bank). No submissions in opposition were received from any party except the Queenstown Airport Corporation;
 - (ii) The renotified plan made it clear that the gondola corridor extended to land on or near the true left bank of the Kawarau River. No

- submissions in opposition were received from any party except the Queenstown Airport Corporation; and
- (iii) The modifications proposed in RPL's further submission do not significantly alter the corridor from that which was shown on the renotified plan. In fact, the overall extent of the corridor is reduced, particularly on the true left bank side of the Kawarau River.
- 4.10 In my submission, the modifications proposed in QPL and RPL's further submission is within the Panel's general scope. Clearly a gondola corridor was proposed and the general public was put on notice of such. Natural justice issues do not arise. The "tweaks" to the gondola corridor can be described as reasonably foreseeable consequences of the RPL/QPL submission.

5. COMPREHENSIVE DEVELOPMENT PLANS

- 5.1 The QPSZ provisions proposed the use of Comprehensive Development Plans (CDP) in a manner that is similar to that proposed for the Jacks Point Zone. 66 However, following further consideration of the legal requirements for a CDP consent, the provisions have been revised to make it abundantly clear what activities are enabled by CDP consent.
- 5.2 As currently proposed, an application for a CDP resource consent would be a restricted discretionary activity and would enable some or all of the basic structuring elements of a development area to be established (such as earthworks, landscaping, building areas and roading). The Summary stated that subsequent applications for buildings would be a controlled activity provided they were consistent with the CDP resource consent. That is not correct. Buildings are a controlled activity and that activity status is not linked to the existence or otherwise of a CDP consent. However, any commercial, community, residential or visitor accommodation activity accompanied by or in accordance with a CDP resource consent is a restricted discretionary activity. If consent is sought for those same activities but is not accompanied by or in accordance with a CDP resource consent, then discretionary activity status applies.
- 5.3 The *vires* of a CDP type mechanism has been considered by the Environment Court. In Queenstown Airport Corporation Ltd & Ors v Queenstown-Lakes District Council, ⁶⁷ the Court held that an outline development plan was invalid because it did not authorise a land use activity. The CDP resource consent proposed under the

As proposed in the Reply of Vicki Jones in respect of the Jacks Point Zone (dated 24 February 2017). [2014] NZEnvC 93.

QPSZ will enable land use (such as earthworks and vegetation clearance) by reference to key structural elements (such as roads, landscaping and development areas).

5.4 In the context of Framework Plans proposed under the Auckland Unitary Plan, declarations were sought in the Environment Court as to the validity of the mechanism. The Independent Hearings Panel (IHP) summarised the process this way:⁶⁸

The application for declarations was ultimately lodged with the Environment Court in October 2015 and heard on 12 February 2016 with further materials and submissions being lodged up to 8 March 2016. The Court delivered an interim decision on 24 March 2016 (*Re an application by Auckland Council*) affording the Council a further opportunity to revise its proposed framework plan/consent provisions. The Court's final decision was delivered on 15 April 2016 (*Re an application by Auckland Council*). Reference should be made to both decisions to understand the full extent of the issues raised, the arguments presented and the Court's findings and reasons.

In brief summary, the decisions resulted in a declaration that the Unitary Plan may lawfully include a provision enabling an application for a bundle of land use consents which authorise the key enabling works necessary for development associated with the first stage of urbanisation and/or redevelopment of brownfield and greenfield land within precincts in the form set out in attachments to the final decision. The Court refused to make a declaration that in assessing and determining a resource consent application for an activity in a precinct, the consistency of that activity with a framework plan for that precinct is a matter to which regard must be had by the consent authority. The Court also refused to make a declaration endorsing the template provisions submitted by the Council as it did not have evidence of the actual application of such provisions, nor evidence addressing the effects on the environment of the activities that would be subject to them. The Court noted that the merits of such provisions could be a matter to be recommended on by the Panel.

Consequent on these decisions, the Council lodged further revised framework consent provisions with the Panel on 3 June 2016 in relation to Topic 081 – Rezoning and Precincts. The Panel has taken these into account when making its recommendations.

[Emphasis added.]

- 5.5 The IHP ultimately recommended that the Framework Plans be deleted. However, as noted by the IHP, in **Re Auckland Council**⁶⁹ a Full Court made the declaration that a rule enabling consent to be applied for a bundle of land use activities that would authorise the key enabling works necessary for the integrated development of land is *intra vires* the Act. The Court stated:
 - [14] Provided that the consent expressly allows the consent holder to use land in a manner that contravenes a district rule (s 9(3)), the rule is *intra vires* the Act even though other resource consents will be required to authorise further development of the land.
 - [15] A district council's ability to make rules is constrained by ss 77A and 87A. If the consent does not authorise the consent holder to use land in a manner that contravenes a district rule, but instead purports to authorise a plan about the future use of land, such a rule would be *ultra vires* the Act.

⁶⁸ IHP Overview Report – Framework Plans.

^[2016] NZEnvC 65, Newhook J, Dwyer J and Borthwick J.

- 5.6 The CDP resource consent under the QPSZ enables a bundle of land use activities. It is therefore consistent with the decisions referred to above.
- 5.7 I do note that no declarations were made in relation to the *vires* of activity status being altered by the existence of a Framework Plan resource consent. However, as noted above, the QPSZ provisions provide for a CDP resource consent as a restricted discretionary activity and subsequent activities⁷⁰ that are in accordance with a CDP consent are also restricted discretionary activities. As such, a reader of the plan can determine activity status on the face of the plan.

6. URBAN DEVELOPMENT

- 6.1 The QPSZ is a special zone. It is predominantly rural, but will have urban elements (such as the Village Station). Rebecca Skidmore considers that the QPSZ development does not meet the definition of "urban development" in the PDP⁷¹. The vast majority of the site is open space and rural. Mr Brown acknowledges that there will "peri urban and urban" elements within RV3, but any landscape change is within the bounds of the wider landscape setting.
- 6.2 Notwithstanding, it is submitted that the Panel could expressly exclude the QPSZ from the definition of "urban development" in the same manner as proposed for Waterfall Park and Millbrook, if that was considered necessary. QPL and RPL raised concerns with the definition (see 2.2(a) above).

7. BUILDING RESTRICTION

- 7.1 Planning Map 31a includes a Building Restriction overlay that touches a small part of the QPSZ land. As far as QPL can see, the Building Restriction serves no useful purpose and the extent of it seems to be an error.
- 7.2 It is QPL's understanding that the Operative District Planning Maps (31a) included a building restriction area that extended across the Kawarau River on to what is now QPL's land. However, there was no corresponding rule relating to the building restriction.
- 7.3 The PDP replicated the building restriction area shown in the ODP. In addition, a rule was added to the Rural Chapter Rule 21.4.26 requiring a non-complying consent for buildings within the restriction area.

Not buildings as noted in the Summary.

Paragraphs 6.4 and 6.5 of the Evidence in Chief of Rebecca Skidmore (dated 9 June 2017).

7.4 QPL is not aware of any resource management issue related to, or any explanation for, the building restriction. In the absence of any resource management rationale, it seeks that it be deleted from its land.

8. CONSERVATION LAND

- 8.1 The gondola corridor passes over land administered by the Department of Conservation as Recreation and Conservation Reserve. The gondola corridor is almost entirely within recreation reserve land except part way up the Rastus Burn where is it very close too (possibly just over) the boundary with the conservation land. This does not provide any impediment to providing a gondola corridor overlay over this land.
- 8.2 However, a concession will be required for the establishment of the gondola when resource consent is sought. Initial preliminary discussions with the Department of Conservation have occurred. Those discussions have been positive. There are opportunities for potential land exchanges, amongst other mutually beneficial arrangements.

9. WATER CONSERVATION (KAWARAU) ORDER 1997

- 9.1 Both Mr Buxton and Mr Serjeant address the Water Conservation (Kawarau) Order 1997 (WCKO).
- 9.2 Mr Buxton's evidence relies on the WCKO to assert that the Kawarau River is an outstanding natural feature (ONF)⁷². The WCKO is intended to protect outstanding characteristics of the Kawarau River. It does not have the effect of elevating the Kawarau River to an outstanding natural feature under the RMA. As Mr Serjeant's evidence states, the WCKO identifies outstanding characteristics and the associated prohibitions. Those prohibitions require that no damming occur and water quality be managed to a class CR standard. Schedule 3 of the RMA defines class CR standard as follows:

5 Class CR Water (being water managed for contact recreation purposes)

- (1) The visual clarity of the water shall not be so low as to be unsuitable for bathing.
- (2) The water shall not be rendered unsuitable for bathing by the presence of contaminants.
- There shall be no undesirable biological growths as a result of any discharge of a contaminant into the water.

Paragraph 3.17 of Mr Buxton's Supplementary Rebuttal evidence (dated 11 July 2017).

- 9.3 As can be seen, the focus of the WCKO as it relates to the Kawarau River in the vicinity of the QPL land is ensuring recreation activities can continue in and on the Kawarau River (noting that one of the outstanding characteristics recorded in the WCKO is the use of the Kawarau River for recreational purposes). In that context, jetties, bridges and other infrastructure that enhance recreational use of the Kawarau River are unlikely to offend the WCKO. Furthermore, the reduction of nutrient discharges by diversification of land uses must also contribute favourably to the WCKO's stated intent of managing water quality.
- 9.4 It is noted that Mr Buxton also relies on the Otago Regional Plan Water as establishing the Kawarau River as an ONF. He does not provide a specific reference. Mr Serjeant's evidence is that Otago Regional Plan Water does not contain a system for making water bodies ONFs.
- 9.5 It is submitted that Mr Buxton has misinterpreted both the WCKO and the Otago Regional Plan Water. It bears emphasis that in the Report and Recommendation of the Planning Tribunal on the draft WCKO it was stated:

Before we leave this particular subject we should say just a little more. It has to be borne in mind, and we so remind ourselves, that the object of a conservation order where waters are no longer in their natural state is the protection of the amenity or intrinsic value of those waters. It is not the protection of land. Part VIII of the Act provides amongst other things, for the making of heritage orders which, we understand, could include at least some of the sites referred to by Dr Hamel in her evidence. The purpose of including the waters of the Shotover River in a conservation order that recognises this particular outstanding characteristic, is to protect the association that those waters have with that part of New Zealand's history, so that those who wish to see and experience it may do so in the same context as those who contributed to it.

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So while an application for land use consent by the Borrells may require a consent authority to have regard to a conservation order - section 104(1)(g) of the Act - this could only be to ensure that the outstanding characteristics protected by the order remain protected. The existence of such an order could not be used to protect or preserve the mining sites. On the other hand, if the Borrells made an application to dam or divert the waters of the upper Shotover River, they would have more difficulty if the historical connection between those waters and the mining sites were to be affected. However, there was no evidence that the Borrells intend any activities that would be constrained by the making of an order.

10. NOTIFICATION AND THE RESOURCE LEGISLATION AMENDMENT ACT 2017

10.1 Under Rule 44.6.1 of the QPSZ controlled activities will not be notified and restricted discretionary activities need only be served on those persons considered to be

adversely affected if written approval has not been obtained. Mr Buxton has expressed the view that applications for development within the proposed activity areas, the gondola, and jetties and bridges will be of significant public interest.⁷³ Mr Serjeant notes that the proposed QPSZ has not given rise to any opposition from the general public,⁷⁴ a relevant factor not acknowledged by Mr Buxton.

- 10.2 Mr Serjeant also refers to the Resource Legislation Amendment Act 2017 (Amendment Act). Subpart 2 of the Amendment Act addresses notification. It amends, inter alia, sections 95A and 95B of the RMA. The amendments will come into effect on 18 October 2017. The amendments preclude public notification for a restricted discretionary or discretionary activity, but only if the activity is a subdivision of land or a residential activity.
- 10.3 The Amendment Act will clearly apply to any subdivision. It is less clear whether it will apply to rural-residential development. "Residential activity" is defined as:
 - "...an activity that requires resource consent under a regional or district plan and that is associated with the construction, alteration, or use of 1 or more dwellinghouses on land that, under a district plan, is intended to be used solely or principally for residential purposes."
- 10.4 Commentary on the Amendment Act indicates that it is intended to speed up the processing of housing-related resource consents. The QPSZ provides for up to 90 rural-residential houses. However, the phrase "use of 1 or more dwellinghouses on land that, under a district plan, is intended to be used solely or principally for residential purposes" suggests, in my submission, that the amendments are intended to apply to residentially zoned land. The QPSZ has residential elements, but it is predominantly a tourism and recreation zone. In my view, the Amendment Act limitations on notification are unlikely to apply, although that is not entirely clear.
- 10.5 Having said that, the notification provisions of the QPSZ are not out of step with the proposed Rural Residential and Rural Lifestyle zones where controlled activities need not be notified. Residential and Visitor Accommodation activities are controlled activities, although there are restricted discretionary activity controls on matters such as density and location.
- 10.6 In terms of bridges, it is noted that resource consent for bridges and trails passing through ONL's was granted to the Wakatipu Trails Trust on a non-notified basis. A copy of that decision is **attached** and marked "C".

Paragraph 3.15 of Mr Buxton's Supplementary Rebuttal (dated 11 June 2017).

The QAC lodged a submission in opposition but do not appear to be pursuing it.

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10.7 Given the identification of specific development pods and the detailed suite of matters for discretion, it is submitted that the proposed notification rule is appropriate. However, that is ultimately a matter for the Panel.

11. PRECEDENT

- 11.1 Mr Buxton raises a precedent concern at paragraph 3.20 of his supplementary rebuttal evidence.
- 11.2 As a matter of general principle, precedent concerns are not relevant to plan changes and reviews. In **Wallace Group Ltd v Auckland Council** 76 the Environment Court stated in response to a precedent argument:
 - [38] The Appellant next addressed the proposition that HNZ "now faces the prospect that land it owns may be compromised if challenges similar to the appeal are made to the appropriateness of residentially zoned land located next to Light Industry". The Appellant complained that this was an assertion completely unsupported by facts in evidence before the Court, which again on the face of the record is undeniable.
 - [39] The Appellant submitted that the assertion was completely generic and seemed to be based upon some sort of precedent concern, then submitting that precedent issues are not relevant in the context of plan reviews, citing Canterbury Fields Management Ltd v Waimakariri District Council^[11], where the Court held:

"As the proposed rules and methods must implement the policies and in turn objectives of the District Plan, and must also give effect to the operative Regional Policy Statement, we do not see how this issue can arise on a Plan Change request."

I agree with the generality of that statement. I find that each and every district plan method, including mapping, will invariably derive from the hierarchy of instruments and provisions (regional and district) above it, and it is hard to conceive of any one circumstance not standing significantly on its own when assessed for appropriateness within the hierarchy. This must particularly be so under the PAUP:OiP, having regard to its complex structure including regional provisions and its 27 topic-specific Overlays in Chapter D.

- [40] The Appellant reiterated that the proceeding is site-specific and relates to a specific factual matrix; that if any "challenge" were to arise, it would be determined on its merits; that the timeframe for lodgment of appeals in the context of the proposed Unitary Plan has expired, and therefore no additional challenges can be commenced in relation to that instrument. This must be correct in the context of my finding in the last paragraph.
- 11.3 Mr Serjeant has identified a variety of factors and elements that would indicate that the QPSZ is relatively unique and not easily replicated. In my submission, Mr Buxton's concerns about precedent are misplaced and not particularly helpful. Even if those concerns are limited to activities within an ONL, the RMA requires that each

⁷⁶ [2017] NZEnvC 106.

Paragraphs 6.3 to 6.5 of his Supplementary Statement of Evidence (dated 28 August 2017).

proposal be assessed against the relevant statutory requirements (not least section 32). A district plan is enabling, whereas a resource consent authorises activities and, therefore, may give rise to precedent effects.

12. RESTRICTED DISCRETIONARY ACTIVITIES AND CROSS REFERENCING OBJECTIVES AND POLICIES

- 12.1 Proposed rules 44.4.8, 44.4.8A, 44.4.9.2 and 44.4.10.3 cross-reference some or all of the objectives and policies of the QPSZ as a matter for discretion. This is in response to Mr Buxton's concerns about the breadth (or alledged lack thereof) of matters for discretion and the ability to decline applications for resource consent.⁷⁸
- 12.2 As a matter of law, when considering an application for a restricted discretionary resource consent, the Council has a duty to consider all the matters over which discretion was restricted, and the objectives and policies of the plan in so far as they relate to the matters over which discretion was restricted.⁷⁹
- 12.3 Furthermore, a consent authority can look to Part 2 to assist in interpretation of the matters reserved for discretion and to guide its interpretation of such matters.⁸⁰
- 12.4 There is a greater level of specificity in the matters for discretion in Mr Serjeant's most recent iteration of the QPSZ provisions (attached to his supplementary evidence). Rule 44.4.8 has been expanded, with flow on implications for Rules 44.4.8A, 44.4.9.2 and 44.4.10.3. Furthermore, new Rule 44.4.10.1B cross references an expanded list of additional criteria in Rule 27.5.7 (Subdivision).
- 12.5 In my submission, these amendments bring the "efficiency" directive in section 7(b) and section 32(1) and (2) into sharp focus. It is at least arguable that the cross-reference to the objectives and policies is an unnecessary layer that may create uncertainty and inefficiency. That is a matter the Panel may wish to explore with the planners (Mr Buxton and Mr Serjeant) and other witnesses.
- 12.6 For completeness, it is noted that in its Report to the Auckland Council the Independent Hearings Panel on matters of discretion and assessment criteria, the Panel stated:

The Panel has, across most of the Plan, redrafted the matters of discretion and the assessment criteria. The redrafting has been to make it clearer what the actual matters of discretion are (i.e. more specific) and that the assessment criteria are drafted as matters to consider in assessment as opposed to rules, and better align to **and in some cases link to the zone policies.** Most of the residential assessment criteria were

Ayrburn Farm Estates Ltd v Queenstown Lakes District Council [2012] NZHC 735.

See paragraphs 3.10 to 3.13 Mr Buxton's Supplementary Rebuttal Evidence (dated 11 July 2017).

Wellington Fish and Game Council v Manawatu-Wanganui Regional Council [2017] NZEnvC 37

drafted as 'should' or 'must' statements and read much more like rules, and things that should or must be undertaken rather than matters for assessment.

[Emphasis added]

12.7 The recommended matters for discretion for integrated residential development included reference to a number of policies.⁸¹

13. GONDOLA WITHIN THE RPZ

- 13.1 Mr Buxton has noted that the gondola corridor cannot be shown over the RPZ because it is not part of the first stage of the district plan review.⁸²
- 13.2 Mr Serjeant's evidence addresses the establishment of a gondola within the RPZ, which can occur as a controlled activity.⁸³ As such, the absence of the corridor over the RPZ is not an impediment to establishing the gondola.

14. CONCLUSION

- 14.1 It is submitted that the QPSZ is better than the Rural Zone. The QPSZ is a bespoke zoning tailored to the unique features of the site.
- 14.2 The gondola corridor presents a significant tourism opportunity. The economic benefits are substantial. However, it bears emphasis that the recreation, visitor accommodation, glamping and village development opportunities also contribute to enhancing Queenstown's tourism offering. It both consolidates and enhances existing and highly valued recreation activities (such as the trail network).
- 14.3 In addition to tourism benefits, the gondola is important transport infrastructure. The proposal is supported by NZSki and QPL's traffic expert for the contribution it will make to reducing car use and road network pressure.
- 14.4 The ONL within which the QPSZ will be located already contains cultured elements.

 The QPSZ enables sensitive development in specific locations that protects the values of the ONL.
- 14.5 The QPSZ offers superior ecological and water quality outcomes than the Rural Zone.
 Farming activities could result in ecological degradation given the presence of SNAs.
 Water quality considerations arise due to the location of the land near the Kawarau River.

⁸¹ Commissioner Crawford will be particularly familiar with the matters for discretion.

Paragraph 3.25 Mr Buxton's Supplementary Rebuttal Evidence (dated 11 July 2017).

Paragraphs 7.1 and 7.2 of the Supplementary Statement of David Serjeant (dated 28 August 2017)

- 14.6 The QPSZ provisions have been further refined to ensure the desired and intended environmental outcomes are delivered.
- 14.7 Mr Serjeant has identified provision for tourism growth as a key issue for the district. That appears to be an undeniable statement of fact. That being so, it is imperative that the district plan make express provision for tourism infrastructure and development in Queenstown, some of which must inevitably be located within land identified as ONL. Given the extent of the independent expert evidence adduced in support of the QPSZ, if tourism based development cannot occur here it is difficult to see where it could occur. The Council should not sterilise large tracts of private land. While its is acknowledged that the scale of development is important, simply rejecting proposals such as the QPSZ is not, in my submission, a constructive approach to the sustainable management of Queenstown's natural and physical resources.

Dated the 29th day of August 2017

J D Young

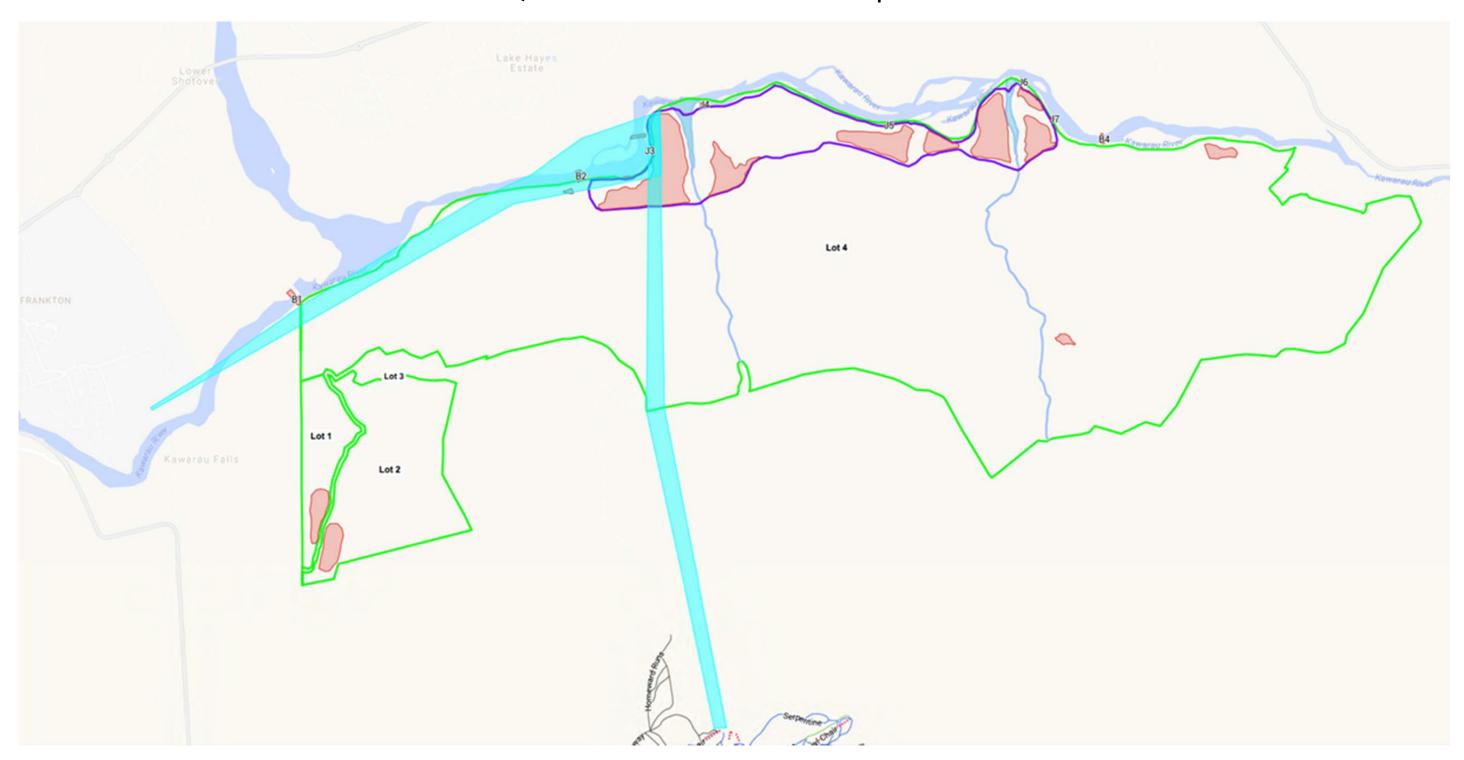
Counsel for Queenstown Park Limited and Remarkables Park Limited

ANNEXURE A: PLAN FROM RPL'S FURTHER SUBMISSION

Figure

ANNEXURE B: PLAN SHOWING GONDOLA CORRIDOR PUBLICLY NOTIFIED ON 24 NOVEMBER 2016

Queenstown Park Limited- Additional Map Provided



ANNEXURE C: WAKATIPU TRAILS TRUST DECISION



DECISION OF THE QUEENSTOWN-LAKES DISTRICT COUNCIL

RESOURCE MANAGEMENT ACT 1991

Applicant:

Wakatipu Trails Trust

RM reference:

RM110215

Proposal:

Undertake earthworks, and to construct four bridge structures associated with

a public walking and cycling trail.

Type of Consent:

Land Use

Legal Description:

Section 1, Section 3, Section 6, Section 8-9, Section 11-17 and Section VII Kawarau Survey District, Section 4 Block X Shotover Survey District, Run 25, Run 39, Section 29-30 and Section 7 Block X Shotover Survey District and Run 37 (CFR: OT386/62); Crown Land Block X Shotover Survey District; Crown Land Town of Arrowtown; Section 32 Block X Shotover Survey District; Section 102 Block VIII Shotover Survey District; Section 114 Block VIII Shotover Survey District; Crown Land Block VIII Shotover Survey District; Crown Land Block VIII Shotover Survey District (Identifier 3131990); LS 178 Crown Land Adjoining Sections 72 108 Block Shotover Survey District; Crown Land Block VIII Shotover Survey District (Identifier 3054575); Lot 2 Deposited Plan 396476 (CFR: 384509); Crown Land Block I Kawarau Survey District; Section 19 Block I Kawarau Survey District; Closed Road Block I Kawarau Survey District (Identifier 3115883); Part Section 67 Block I Kawarau Survey District (CFR: OT14D/288); Section 68 Block I Kawarau Survey District (CFR: OT16B/280); Lot 1 Deposited Plan 22731; Lot 1 Deposited Plan 24238 (CFR: OT16B/280); Lot 2 Deposited Plan 24238 (CFR: OT16B/281); Section 6

Survey Office 342162; Section 63 Block I Kawarau Survey District.

Valuation Number:

29027212500, 2918400700, 2907210600, 2907210200, 2907210300, 290713220, 2907213420, 2907213700, 2907213700, 2907213800, 2907213801, 2907213900, 2907213901, 2907214006, and 2907200700.

Zoning:

Rural Residential and Rural General

Activity Status:

Discretionary

Notification:

Non notified

Commissioner:

Commissioner Clarke

Date Issued:

4 August 2011

Decision:

Granted with conditions

This is an application for resource consent under Section 88 of the Resource Management Act 1991 to undertake earthworks, and to construct four bridge structures associated with a public walking and cycling trail. The application was considered under delegated authority pursuant to Section 34 of the Resource Management Act 1991 on 3 August 2011. This decision was made and its issue authorised by David Clarke, Independent Commissioner, as delegate for the Council.

Under the District Plan the site is zoned Rural Residential and Rural General and the proposed activity requires:

Rural General

- A restricted discretionary activity consent pursuant to Rule 5.3.3.3[xi] as the proposal does
 not meet Site Standard 5.3.5.1[viii](1)(a) which states that the maximum area of exposed soil
 shall not exceed 2500m² per site. Earthworks are proposed over an area of 32,930m².
 Council's discretion is limited to this matter.
- A restricted discretionary activity consent pursuant to Rule 5.3.3.3[xi] as the proposal does not meet Site Standard 5.3.5.1[viii](1)(b) which states that the maximum volume of earthworks shall not exceed 1000m³ per site. A total earthworks volume of 13,884m³ is proposed. Council's discretion is limited to this matter.
- A restricted discretionary activity consent pursuant to Rule 5.3.3.3[xi] as the proposal does
 not meet Site Standard 5.3.5.1[viii](2)(a) which states that the no road, track or access way
 shall have an upslope cut or batter greater than 1m in height, measured vertically. Council's
 discretion is limited to this matter.
- A **restricted discretionary** activity consent pursuant to Rule 5.3.3.3[xi] as the proposal does not meet Site Standard 5.3.5.1[viii](2)(c) which states that the maximum height of any fill shall not exceed 2m. A maximum fill height of 4.0m is proposed. Council's discretion is limited to this matter. Council's discretion is limited to this matter.
- A restricted discretionary activity consent pursuant to Rule 5.3.3.3[xi] as the proposal does not meet Site Standard 5.3.5.1[viii](1)(c) which states that there shall be no more than 20 cubic metres of earthworks taken within seven meters of a water body. Council's discretion is limited to this matter.
- A discretionary activity consent pursuant to Rule 5.3.3.3[i](a)(i) for the construction of any building that is not located within an approved residential building platform. The four proposed bridge structures meet the District Plan definition for 'building' and consent is therefore required.
- A **discretionary** activity consent pursuant to Rule 5.3.3.3[iv](a) for the construction of any structure which is attached to the bank of any river. Three bridges will span the Arrow River and will be attached to both banks.
- A restricted discretionary activity consent pursuant to Rule 5.3.3.3[xi] as the proposal does not meet Site Standard 5.3.5.1[x](c) which states that there shall be no clearance of indigenous vegetation except for the construction of public walkways up to 1.5m in width, provided that it is not listed as a threatened species in Appendix 9. The proposed track will be 2.2m wide. Council's discretion is limited to this matter.

Rural Lifestyle

• A **restricted discretionary** activity consent pursuant to Rule 8.2.2.3 [iv] as the proposal does not meet Site Standard 8.2.4.1[x]1(a) which states that the total volume of earthworks shall not exceed 100 cubic metres per site within any 12 month consecutive period. Council's discretion is limited to this matter.

Overall, the application is considered to be a discretionary activity.

Notification Determination

The application was considered on a non-notified basis in terms of Section 95A and 95B whereby the consent authority was satisfied that the adverse effects of the activity on the environment are not likely to be more than minor and whereby all persons who, in the opinion of the consent authority, may be adversely affected by the activity, have given their written approval to the activity.

Decision

Consent is GRANTED pursuant to Section 104 of the Act, subject to the following conditions imposed pursuant to Section 108 of the Act:

General Conditions

- That the development must be undertaken/carried out in accordance with the plans (Labelled 1 55 stamped as approved 1 August 2011) and the application as submitted, with the exception of the amendments required by the following conditions of consent.
- 2. The consent holder is liable for costs associated with the monitoring of this resource consent under Section 35 of the Resource Management Act 1991 and shall pay to Council an initial fee of \$100.

Engineering Conditions

To be completed prior to the commencement of any works on-site

3. Prior to commencement of earthworks the consent holder shall submit an earthworks management plan to the Principle Engineer at Lakes Environmental for approval. The plan shall seek to control and/or mitigate any dust, silt run-off and sedimentation that may occur. The plan shall specifically address areas of significant cut/fill adjacent to Whitechapel Road, in the vicinity of the State Highway 6 underpass, and 250-370m west of the historic Kawarau Bridge. These measures shall be implemented <u>prior</u> to the commencement of any earthworks on site and shall remain in place for the duration of the project.

To be monitored throughout earthworks

- 4. All significant rock cuts and batter slopes shall be undertaken in accordance with the recommendations of the geotechnical report by Geoconsulting Ltd dated 15/11/2010.
- 5. The consent holder shall ensure existing overland flow paths are maintained and the works do not result in increased flooding of neighbouring properties.
- 6. The consent holder shall implement suitable measures to prevent deposition of any debris on surrounding roads by vehicles moving to and from the sites. In the event that any material is deposited on any roads, the consent holder shall take immediate action, at his/her expense, to clean the roads.
- 7. The consent holder shall remedy any damage to all existing road surfaces and berms that result from work carried out for this consent.
- 8. Where excavation is to be undertake in the vicinity of private or Council roads the consent holder shall implement the following traffic management measures:
 - a) Ensure suitable site warning signage is in place on affected roads in both directions from the site entrance.
 - b) Ensure high visibility safety vests or similar are worn by any staff working on or near roads.
 - c) Ensure that safe sight distances and passing provisions are maintained on all roads.

On completion of earthworks

- 9. On completion of each section of the earthworks, all exposed areas not in rock shall be top-soiled and grassed/revegetated or otherwise permanently stabilised within 6 weeks.
- 10. On completion of the earthworks, the consent holder shall complete the following:
 - a) Remedy any damage to all existing road surfaces and berms that result from work carried out for this consent; and
 - b) Construct a 1m high non-climbable fence/barrier on all cuts higher than 1m which are readily accessible to the public, for the purpose of personal safety in compliance with NZBC Clause F4/AS1 1.1.

Landscape Conditions

- 11. Prior to any construction works being undertaken, the applicant shall amend and submit the 'Wakatipu Trails Trust Revegetation / Earthworks Mitigation Strategy' (dated June 2011) to the Principal Landscape Architect (QLDC) for review and certification in writing. Amendments shall provide assurance that areas of earthworks will be effectively mitigated as follows:
 - a) The strategy must include all the requirements of condition 4 of consent RM100724.
 - b) While some plant loss is expected due to harsh climate, poor soils and pests, the methodology and maintenance of planting must ensure an outcome after 3 years whereby no less than 75% of all mitigation planting is healthy and well established. If failure of plants occurs, then plants must be replaced and/or alterations to methodology and maintenance, including pest control, undertaken to ensure mitigation compliance.
 - c) Reference to Kunzea ericoides shall be removed and substituted with Leptospernum scoparium
 - d) The density and grades of plants must be specified
 - e) All cut and fill slopes above 1.5m in height must be formed and prepared to provide appropriate conditions for planting. The strategy must outline a methodology to achieve planting on all cut and fill slopes above 1.5m. In exceptional circumstances where planting is not feasible the strategy must outline alternative mitigation measures to be adopted to achieve appropriate mitigation of adverse effects.
 - f) The planting schedule must show species proportion by percentages, grades of plants (height and litres or PB size), and typical density of planting.
 - g) Maintenance shall be for a period no less than 3 years from date of planting, If after 3 years a 75% planting success rate is not achieved, maintenance shall continue until such time 75% success is achieved. Success shall be determined upon certification in writing by the Principal Landscape Architect (QLDC).

Section 1 of the trail

- 12. There shall be no excavation of natural schist rock outcrops between the Gent Bridge and Whitechapel Bridge, and any fill within this area shall not exceed 1m in depth above natural ground level.
- 13. Prior to any earthworks being undertaken between the Gent and Whitechapel bridges, details of the track location shall be submitted to the Principal Landscape Architect, Queenstown Lakes District Council for certification. The route shall then be in accordance with such certification.

The route shall be chosen to minimise the footprint on the landscape.

- 14. Vegetation clearance for the purpose of trail construction along Section 1 shall be limited to no more than 4m in total width, and no indigenous vegetation greater than 2m in height shall be removed or damaged.
- 15. All structural elements between the sed poles of the Whitechapel Bridge shall be made of a visually lighter material i.e. metal rather than timber, and painted a dark recessive colour in dark grey or dark brown hues
- 16. Prior to the construction of the Whitechapel Bridge, the consent holder shall submit a Landscape Plan to the Principal Landscape Architect (QLDC) which shall identify additional planting around the Whitechapel Bridge of no less than 5 trees per tower of native species such as Sophora microphylla, Plagianthus regius, Nothofagus fusca, Nothofagus solandri var cliffortoides, and Cordyline australis. These shall be planted within 10m of each tower to blend the towers into the broader landscape. Such trees shall be planted at a grade no less than 1.5m in height.

No construction works shall be undertaken until the plan is certified in writing by the Principal Landscape architect. Planting shall be implemented within the first planting season following construction and thereafter the trees shall be maintained until a height of 4m is reached. Should any tree become diseased or die it shall be replaced by a similar species from the list in the next available planting season.

17. All 'sed poles' (or towers) of the Whitechapel Bridge, and barriers within 20m of the bridge shall be stained a dark recessive colour in the hues of dark grey or dark brown at the time of construction.

Section 2 of the trail

- 18. All cuts required for trail construction located between 200m north of the SH6 Arrow River Bridge and 100m south of the location of the southern extent of the Jones Bridge, shall be integrated into the landform by the following means:
 - a) Cuttings shall be seamlessly integrated into natural contours, and be of a very coarse texture (no less than 100mm surface variance) to enable vegetation to be planted and re-establish on the face.
 - b) Additional planting of appropriate species as listed within the 'Wakatipu Trails Trust Revegetation / Earthworks Mitigation Strategy', June 2011 to be planted over all cut faces greater than 1.5m in height and areas of fill to break views of the earthworks from residential dwellings at no greater than 1.5m spacing at a grade no less than 500mm in height. Planting shall be protected from pest and disease for a minimum of 3 years from date of planting, and any plant that dies or becomes diseased shall be replaced in the next available planting season. Grass seeding of cut and fill slopes shall be carried out in areas where the trail passes through open pasture land.
- 19. Timber barriers and other timber elements shall be stained a dark recessive colour within the dark hues of brown or grey. No substructure below the level of the path, including any culverts, footings, and retaining structures shall be visible except where they are faced with stacked local schist stone, or as a natural cut earth/stone face. No timber retaining walls shall be used on cut faces or areas of fill unless faced with local schist stone from the site.
- 20. Prior to any works being undertaken on the Jones Bridge, and for the purpose of confirming the location of schist rock outcrops where earthworks shall be avoided, the alignment of the bridge shall first be subject to an onsite inspection, and the route then certified in writing by the Principal Landscape Architect, (QLDC). The route shall then be in accordance with such certification.
- 21. Prior to any construction of the Jones Bridge, the consent holder shall first submit a Landscape Plan to the Principal Landscape Architect (QLDC) which shall Identify additional planting under the Jones bridge of no less than 75 trees within a zone 10m of either side of the footings to

achieve an naturalistic and integrated planting with the existing vegetation and to partially screen the structure. Trees shall be an appropriate species for the landscape context, such as native beech or ribbonwood, and have a mature height no less than 15m, and shall be planted at a grade of no less than 2m height. Planting shall be implemented within the first planting season, and thereafter be maintained. If any tree shall die it shall be replaced in the next available planting season. Species selection shall be subject to the certification of the Principal Landscape Architect, Queenstown Lakes District Council prior to planting.

22. All timber components of the Jones Bridge, and all timber structures including barriers within 50m of the bridge shall be stained a dark recessive colour in the hues dark grey or dark brown.

Section 3 of the trail

23. Prior to the construction of the Dawson Bridge, the consent holder shall first submit a Landscape Plan to the Principal Landscape Architect (QLDC) which shall Identify no fewer than 5 trees to be planted within 10m of each tower, at spacing no less than 2m apart to assist in the partial screening of the towers. Species shall be of those found in the rural context such as poplars, conifers, or native species including beech, kowhai or ribbonwood, but must include at least 3 trees for each tower that will grow to over 10m in height. Trees shall be planted at a grade no less than 2.0m in height.

No construction works shall be undertaken until the plan is certified in writing as appropriate by the Principal Landscape architect. Planting shall be implemented within the first planting season following construction and thereafter the trees shall be maintained until a height of 4m is reached. Should any tree become diseased or die it shall be replaced by a similar species from the list in the next available planting season.

- 24. All 'sed poles' (or towers) of the Dawson Bridge, and barriers within 20m of the bridge shall be stained a dark recessive colour in the hues of dark grey or dark brown at the time of construction.
- 25. All structural elements between the sed poles of the Dawson Bridge shall be made of a visually lighter material i.e. metal rather than timber, and painted a dark recessive colour in dark grey or dark brown hues.

Section 4 of the trail

- 26. All retaining structures shall be faced with schist stone from the site, and no timber retaining walls shall be used on cut faces or areas of fill unless also faced with local schist stone from the site.
- 27. All cuttings required for trail construction shall be seamlessly integrated into the natural contours, and be of a very coarse texture (no less than 100mm surface variance) to enable vegetation to be planted and re-establish on the face.
- 28. All timber barriers and other timber elements shall be stained a dark recessive colour within the dark hues of brown or grey at the time of construction.
- 29. No substructure below the level of the path including any culverts, footings, and retaining structures shall be visible except where they are faced with stacked local schist stone or as a natural cut earth/stone face.
- 30. All planting as listed within the 'Wakatipu Trails Trust Revegitation/Earthworks Mitigation Strategy', June 2011 shall be planted at spacing no greater than 1.5m, and at grade no less than 300mm in height, over all cut faces greater than 1.5m in height and areas of fill. Planting shall be maintained from pest and disease for a minimum of 5 years from date of planting, and if any plant dies or becomes diseased shall be replaced in the next available planting season. Grass seeding of cut and fill slopes shall be carried out in areas where the trail passes through open pasture land.

- 31. Between the start of Section 4 and the Swift Burn Valley, the consent holder shall plant matagouri, *Discaria toumatou*, in random clumps (at 10-30m intervals) of 5-7 plants (at 1.5m centres) within 5m down slope of the trail to break views of the trail earthworks. Planting shall integrate into the naturalistic distribution of existing plants on the broader slope. There shall be no lineal planting parallel to the trail.
- 32. No existing shrubs and trees shall be removed as part of the works from a line no greater than 2m from the down slope edge of the trail.

Volunteered Conditions

- 33. If kōiwi (human skeletal remains), waahi taoka (resource or object of importance including greenstone/pounamu), waahi tapu (place or feature of special significance) or other artefact materials are discovered work shall stop, allowing for a site inspection by the appropriate Rūnaka and their advisors and the New Zealand Historic Places Trust Regional Archaeologist. These people will determine if the discovery is likely to be extensive and whether a thorough site investigation will be required. Materials discovered should be handled and removed by takata whenua who possess knowledge of tikanga (protocol) appropriate to their removal or preservation and an appointed qualified archaeologist. (All Māori sites are protected under the Historic Places Act (1993).
- 34. That all machinery is clean and well maintained before entering the work site.
- 35. That all practical measures are undertaken to minimise the risk of contamination to the waterway.
- 36. That all practical measures are undertaken during proposed works to minimise sedimentation in the waterway.
- 37. That any rock/gravel to be used for the above proposed work, is clean and placed rather than dumped into position.
- 38. That the site is left in a clean and tidy condition upon completion of the works.
- 39. That excess excavated material is either re-used if suitable, or disposed of appropriately.
- 40. That any significant areas of native vegetation removed during proposed works should be replaced with locally sourced species and appropriately tended until self sustaining.

Advice Notes:

No signage has been proposed as part of this proposal. Should a sign be required in the future, a sign permit from Queenstown Lakes District Council should be granted PRIOR to erection.

No further signs, such as window signs or sandwich boards, are permitted by this resource consent.

This site may contain archaeological material. Under the Historic Places Act 1993, the permission of the NZ Historic Places Trust must be sought prior to the modification, damage or destruction of any archaeological site, whether the site is unrecorded or has been previously recorded. An archaeological site is described in the Act as a place associated with pre-1900 human activity, which may provide evidence relating to the history of New Zealand. These provisions apply regardless of whether a resource consent or building consent has been granted by Council. Should archaeological material be discovered during site works, any work affecting the material must cease and the NZ Historic Places Trust must be contacted (Dunedin office phone 03 477 9871).

The subject site is identified on the Council's interim hazard register as being within an area that has been notated as being subject to liquefaction and slippage. It is recommended that the applicant consult an appropriately qualified engineer to confirm whether such a potential threat actually exists in relation to the proposed activity.

Reasons for the Decision

Proposal

Consent is sought to undertake earthworks and establish structures associated with the formation of an approximately 9.5km long public walking and cycling track which will extend from the second bridge of the existing Arrow River Trail (east of Arrowtown) to the Kawarau (bungy) Bridge.

The track will be formed to meet the Grade 2 and 3 walk/cycle way construction standards referred to in the Ministry of Tourism/s 'Cycle Way Design Guide'. This requires a gravel surface and a trail width of between 0.6m and 2.2m. Bridges are required to be between 0.9m (Grade 3) and 1.2m (Grade 2), although a width of 1.5m is recommended.

Given the length of the track and diversity of lands it crosses, the track is divided into four sections for the purpose of consideration. The following descriptions are in part taken from the application itself, and further elaborated on to illustrate the nature of the activity.

Section One

This section starts from the second bridge of the existing Arrow River Trail, and travels down the Arrow River to a point approximately 210m north of State Highway 6 (SH6).

The proposed track will follow the true left bank of the Arrow River for a majority of this section, with its route being cleared through scrub. A 20m boardwalk will be constructed along a length of this part of the track. The track will then cross the Arrow River at a location, described as being adjacent to the 'Gent' property. This will require the construction of a 20m 'Glulam' bridge which is referred to as the 'Gent Bridge' in the attached application (Refer Appendix D). The Gent Bridge will be constructed on three steel beams that will span the river, and will be approximately 2.2m wide with barriers along the sides of the bridge.

The track will then follow the true right bank of the Arrow River for several hundred metres, after which it will cross back over to the true left bank. This crossing will require the construction of a 65m long suspension bridge, which is referred to as the 'Whitechapel Bridge' (Refer Appendix D of the application). The Whitechapel Bridge deck will be approximately 2m wide and will be suspended from cables attached to two 8m high 'sed poles' or towers at either side of the river, with the cables anchored into foundations. The bridge will be approximately 45m above the river.

From the eastern side of the Whitechapel Bridge, the track will climb the true left bank of the Arrow River until meeting Whitechapel Road, where it will generally follow the alignment of that road. The track will descend through the existing Recreation Reserve and will follow the true left bank until it meets with 'Section Two' of the track.

Section Two

This section will continue to follow the Arrow River's true left margin for approximately 210m, and will then cross under the existing SH6 'William Reid Bridge' to access the true right bank. The crossing under the William Reid Bridge is excluded from this application because the land is within the Highway Designation, and this aspect will form part of an Outline Plan that will be submitted by the New Zealand Transport Agency (NZTA) at a later date.

After exiting the William Reid Bridge, the track follows the true right bank of the Arrow River for approximately 750m, meeting Section Three of the track. Along this latter part of Section Two, the applicant proposes to construct a 52m multi-span bridge in a location described as being adjacent to the Jones' property (refer Appendix E of the application). This bridge is required to allow for the trail to pass along a steep bluff.

This bridge will be known as the Jones Bridge, and its 2.2m wide decking will be constructed on four sets of piers, that will range in height from 10.4m to 2.2m. At its highest point, the bridge will be approximately 13.5m above ground.

Section Three

The track continues along the true right bank of the Arrow River margin, joining Morven Ferry Road for a distance of 300m, before reaching the Arrow River Terrace. The terrace will be followed for 1.5km, crossing a wide expanse to get to the true right bank of the Arrow River. This crossing will again require the construction of a suspension bridge (The Dawson Bridge), and at 83m long, this will be the largest structure required in this proposal (refer Appendix F of the application). The Dawson Bridge will comprise a 1.3m wide decking (with barriers extending out to 2.2m wide) suspended from cables attached to 8m high 'sed poles', and then anchored to ground.

On crossing the Dawson Bridge, the track follows the true left bank of the Arrow River for one kilometre until it reaches the Gibbston Highway. The track will then cross under the Gibbston Highway by way of a proposed 'underpass'. The creation of this underpass will again be the subject of an Outline Plan to be submitted by the NZTA. However, despite this component being subject to an Outline Plan, some of the earthworks will occur outside the Highway Designation, and these are considered under this current application for land use consent.

Section Four

This section will follow along the uphill (northwest) side of the Gibbston Highway before reaching the Kawarau (bungy) Bridge.

Earthworks

Given the length of the track, required structures, and varying topography, the proposal overall requires a substantial amount of earthworks.

The application describes the total earthworks requirements for the track in its entirety are estimated to be:

Total area of earthworks (Sections 1 – 4)
Total volume of earthworks (Sections 1 – 4)
Maximum cut height
Maximum fill height

Approx 32,930m²
Approx 13,884m³
5m
4.0m

Site and Locality

Lakes Environmental's Landscape Architect has described the general site and surrounds along the trail as follows:

"The Arrow River drains a catchment originating within the mountainous terrain of the south west Harris Mountains and the Crown Range. The river enters the eastern extent of the Wakatipu Basin at Arrowtown and hugs the toe of the Crown terrace western face until about the northern end of Whitechapel Road. The Crown terrace western face drops about 200m from the Crown terrace down to the Arrow River and is largely vegetated in scrub comprised of briar rose, hawthorn, and exotic broom. Along the river banks willow and poplar become more prevalent.

The basin landscape on the western side of the river is undulating and hummocky with exposed tilted serrated schist reefs. In places the river cuts deeply into the hummocky landform, creating dramatic vertical drops and bluffs, and in other places the undulating landscape rolls more gently towards the river. The steeper gorge sections are dramatic with exposed schist bluffs and overhangs. Spatially the gorge sections are more intimate landscapes, enclosed and contained by steep topography and wild vegetation. Above the western side of the gorge the elevated pastoral landscape is generally gentler with farming and rural residential activities. The vegetation is pastoral with mature poplars, pine trees and other assorted exotic trees typical of the basin. The landscape is segmented by boundary hedgerows, fences and vehicle access ways to rural residential dwellings.

The river deviates slightly away from the northern end of Whitechapel road and the Crown Terrace face venturing out into the basin. The gorge becomes more pronounced with a number of steep rock bluffs as it starts to cut into a terrace landscape punctuated with schist outcrops.

Close to the confluence with the Kawarau River the terrace landscape becomes increasingly uniform in its flat topography. Curiously the true left side is slightly higher than the right, indicating that perhaps the river is cutting into the higher terrace face. The terrace becomes increasingly more uniform in topography, and the escarpment faces of the gorge more cleanly cut, contrasting abruptly to the terrace landform. In some places the terrace landscape appears continuous when viewed from the main highway, with the steep drop off to the gorge not apparent. The landscape on the terrace is open pastoral land, with broad paddocks and open vistas across the pastoral landscape and up towards the northern slopes of the Remarkables.

From the confluence with the Arrow River, the Kawarau river cuts deeply into the narrow terrace wedged between the steep lower slopes of the surrounding mountains of Ben Cruachan, and Mt Scott that taper in towards the south eastern extent of the basin. At the Kawarau Bridge the steep mountainous slopes drop directly into both sides of the river. The Chard winery along the true right bank of the Kawarau occupies the remaining strip of the narrow terrace above the gorge prior to the Kawarau Bridge neck. The vineyards formal rows of vines and avenue of poplars create a stark formal and domesticated contrast to the adjacent steep and rugged slopes rising dramatically above.

On the true left of the river the highway cuts a curvaceous path along the toe of the southern face of the Crown terrace escarpment, occasionally cutting through rocky bluffs. A number of rural dwellings occupy the hilly terrain to the north of the road, within a hilly pastoral landscape of scattered pines and shrubs with the landscaping rising to rougher and steeper grasslands and scattered matagouri above. Once passed the Kawarau Bridge the landscape opens up again into the Gibbston valley."

As the trail, earthworks and structures are located over a significant distance, the classification of landscapes varies as the trail passes through a diversity of lands. Lakes Environmental's Landscape Architect has identified the relevant landscapes in the Landscape Assessment attached as Appendix1. Overall, the trail is considered as being within an Outstanding Natural Feature (ONF), Outstanding Natural Landscape (Wakatipu Basin) (ONL (WB)) and Visual Amenity Landscape (VAL).

Written approval has been provided from all but one of the owners of the sites over which the trail will follow. The outstanding approval relates to the 'Bunn' property, being Lot 1 DP 300119. The trail will follow legal road which essentially bisects the Bunn land, however for the trail to then cross on to the adjacent crown land, it must cross a strip of Lot 1 DP 300119 which is less than 1m in width. As no structures will be constructed within this strip, or earthworks aside from potential track surfacing required, the applicant desires that this land is excluded from consideration under this application. The trail cannot cross the Bunn land without their approval, and this will be subject to a separate easement if that option progresses.

The trail will also cross State Highway 6 (SH6) at two locations, however the highway is unzoned and resource consent is therefore not required. The applicant advises that the New Zealand Transport Authority (NZTA) will apply for these locations separately as a waiver of outline plan.

The application is limited to only those sites where written approval has been provided.

Effects on the Environment and Persons

Land, Flora and Fauna

Trees/Vegetation

The predominant vegetation along the track comprises a mix of wild exotic species which will be removed as necessary along the route of the trail. Lakes Environmental's Landscape Architect

advises that the removal of exotic species will not have any adverse effects or diminish the natural character of the site or greater environment.

Although some native species were identified within Section 1 of the trail, this area has since been largely cleared. Lakes Environmental's Landscape Architect has identified that as vegetation provides screening for the trail along Section 1, the retention of some vegetation can provide mitigation for the potential visual effects of the activity. It is recommended that vegetation clearance for the purpose of trail construction be limited to 4m in total width, and that no indigenous vegetation greater than 2m in height should be removed or damaged. Conditions to this effect should therefore be included in any grant of consent.

No significant native species have been identified along the remaining sections of the trail. Any potential effects to flora will be less than minor.

Landform

Earthworks will require areas of cut and fill to enable the construction of structures and to enable the track to follow the general contour of the land whilst maintaining appropriate gradients for use by cyclists/walkers.

The Landscape Assessment finds that earthworks have the potential to affect the form of the landscape in locations where areas of significant cut and fill are visible, although the extent of such effects varies depending upon the location of such works.

Along Section 1, earthworks will be undertaken within an area containing a number of rock outcrops as the trail approaches the Whitechapel Bridge site. These works may not ultimately be required, as a separate consent process seeks to secure land that would enable an alternate route that would require less earthworks (referred to as Option 2). The Option 1 earthworks will be visible and are identified as having the potential to detract from the landscape. The Landscape Architect recommends that although the effects of the earthworks will be moderate, effects can be further mitigated if the areas of exposed face are reseeded and planted to ensure that areas of exposed earth can blend into the landscape. Conditions to this effect should therefore be included in any granting of consent.

Along Section 2, there will be an area of significant cutting north of the SH6 Arrow River Bridge to enable the trail to follow along a steep bluff. The cut would create a bench in the bluff directly over the watercourse and in places the cut will be 5m in height. This cut will be visible from various public locations. Lakes Environmental's Landscape Architect advises that a clean cut face would be more visible and differ from the naturalness of the landscape. To mitigate this effect, the Landscape Architect recommends that the cut should be integrated into the landform by shaping the cut into the natural contours, and that the cut face should be left in a rough texture to allow for vegetation to reestablish on the face. This will ensure that the cut will appear more natural and that regeneration is encouraged. This will be effective in mitigating the visibility effects on the landform. Conditions to this effect should therefore be included in any grant of consent.

Earthworks within Section 3 will be largely hidden from view and are typically associated with the forming of the track surface. Earthworks are required either side of SH6 to construct an underpass beneath the highway. The Landscape Architect finds that owing to the close proximity of the road, these earthworks will highly visible and the associated effects would therefore be significant. However, the Landscape Architect advises that effects could be mitigated if the underpass was designed to retain a naturalistic contour which is integrated into the terrace face and uses plantings similar to the surrounding vegetation. This will ensure that the earthworks associated with the underpass appear more natural and therefore characteristic of the surrounding landform. Conditions to this effect should therefore be included in any grant of consent.

Similarly, a second underpass that will be created along Section 4 will also require earthworks that will be visible from the highway. The Landscape Architect finds that these cuts will have only moderate visibility effects, and that these can be effectively mitigated by planting and the use of local schist rock for facing retaining walls (or gabion baskets). Conditions to this effect should therefore be included in any grant of consent.

In summary, earthworks are identified as having a range of effects on landform and that some effects are significant. Conditions of consent can ensure that effects can be mitigated so that they are no more than minor.

Waterbodies

Lakes Environmental's Engineer has identified that there may be silt runoff and sedimentation as a result of the earthworks undertaken over the course of the trail and when associated with the various bridge structures. Effects such as this are typically anticipated and conditions of consent sould therefore require appropriate mitigation to ensure that effects on waterbodies are no more than minor.

Overall, adverse effects on the environment in terms of land, flora and fauna will be less than minor and sufficiently mitigated by conditions of consent.

Natural Hazards

Section 1 of the track crosses areas that are identified on the Queenstown Lakes District Council Hazard Register Maps. These hazards relate to 'slide' areas and liquefaction.

The trail and associated structures will not exacerbate these hazards, although engineering design and construction of the bridges should be undertaken to ensure the safety of the structures is not compromised by the potential hazards. This can be required by conditions of consent to ensure that any effects associated with hazards will be less than minor.

Lakes Environmental's Engineer has considered the nature and extent of identified areas of cut and fill. The application includes a geotechnical assessment from Jeff Bryant of Geoconsulting Ltd which considers areas of significant geo-technical interest over the trail route.

Earthworks and the construction of the trail are generally determined to have no effects associated with natural hazards. However, three key areas are identified that require significant earthworks and these areas are identified by Lakes Environmental's engineer as requiring greater consideration.

The first site is identified as being the 'Whitechapel Road' cut, and this requires earthworks to form a 2.2m with path into a rock cliff face. Lakes Environmental's engineer advises that given the location of this cut is directly above the active channel of the Arrow River, there is potential for waste material to enter the river. This can be mitigated by conditions of consent to require a site specific earthworks management plan for the purpose of identifying mechanisms to ensure debris and silt will not directly enter the Arrow River.

The engineer also advises that conditions of consent can ensure that the proposed cut slopes are undertaken in accordance with the recommendations of the geo-technical assessment. This will ensure that the works will have no effects on land stability.

In addition, the Whitechapel Road cut will require a safety barrier due to the significant fall to the Arrow River below. Lakes Environmental's engineer recommends a consent condition to require that any retaining or rock cuts higher than 1m shall have a 1m high non-climbable barrier installed in compliance with the New Zealand Building Code.

The second site is referred to as the 'SH6 underpass cut' and this requires cut of approximately 4625m³ to form a switch-back and keep the required grade under 1 in 10 (as required by the national cycleway standard). The cut has been engineered by Hadley Consultants Ltd and Lakes Environmental's engineer advises that the proposed batters are of an acceptable grade and there will be no effects associated with stability.

The final location is identified as the 'Kawarau Bridge fill' site and this requires an area of fill approximately 250m west of the historic Kawarau Bridge for a length of 120m. The engineer does not find that there will be any effects associated with stability, although he identifies that it will be necessary to ensure that overland flow paths are maintained so the proposed works do not increase flooding of neighbouring properties. This can be ensured by conditions of consent and any adverse effects will be less than minor.

Overall, adverse effects on the environment in terms of natural hazards can be sufficiently mitigated by conditions of consent and as a consequence will be less than minor.

People and Built Form

The activity for which consent is sought relates to earthworks and the erection of structures. The effects of the bridge structures and areas of significant earthworks are now discussed respectively.

Gent Bridge

Lakes Environmental's Landscape Architect advises that the Gent Bridge will sit low in the landscape and would be largely screened by existing vegetation and the topography of the river escarpments. The bridge will be effectively screened from views and the Landscape Architect finds that the bridge would have minimal adverse effects provided sufficient vegetation is retained around it. The retention of screening vegetation can be provided for by conditions of consent and this will ensure that the bridge is nestled into the landscape with minimal interference or distraction.

Any adverse effects associated with the Gent Bridge can be mitigated so that they are less than minor.

Whitechapel Bridge

The Whitechapel suspension bridge will be located approximately 85m north west of the northern end of the Whitechapel Road straight and span the Arrow River from two prominent bluffs located either side of the river.

The Landscape Architect advises that from the top of the bluffs the wider landscape is visible and there is a sense of openness, but from the river's edge the view becomes more contained and enclosed by the bluffs. With regard to effects on the openness of the landscape, the Landscape Architect finds that the bridge would have low adverse effects when viewed from the Whitechapel Road and from residential dwellings located within the greater environment.

As the bridge will be located upon prominent bluffs, being the relative high points overlooking the gorge, the bridge towers will be visible from Whitechapel Road, the Whitechapel Cottage, and partially visible from the greater environment. The Landscape Architect has identified that adverse effects associated with visibility can be mitigated by planting, staining of the timber uprights and by using metal as opposed to wooden cross bracing in the construction of the tower.

The applicant has indicated that planting and the use of metal cross bracing are accepted, however the use of stain is not desired as this will incur an additional cost in construction and ongoing maintenance and that the wood will naturally weather regardless.

The staining of the towers is now clarified as not an ongoing requirement, but instead a means of mitigating the effects of the prominent towers at the time of construction. Once the towers are stained, it is anticipated that as the stain fades over time, the wood would also weather and the consequence will be that the structures will be recessive. The applicant acknowledges that such mitigation falls within the control of the Consent Authority, and notes the ability to object to such a requirement on any grant of consent. It is considered that as mitigation can ensure that effects will be minor, it is therefore appropriate to impose conditions that require staining of wooden components. Alternately, effects would be more than minor and notification would likely be necessary.

The Landscape Architect's assessment also considers the effects of the bridge on the visual coherence and integrity of the landscape. It finds that the towers of the bridge will break the skyline at a number of locations adjacent to the river because of its relative prominence on the high points of the river bluff, and that from those viewpoints, the bridge would have adverse effects. From more distant vantages, the towers will be less prominent and because they would blend into a backdrop of trees, adverse effects would not be significant.

Although the bridge will result in some adverse effects owing to it being a major new element in the landscape, it is acknowledged that the bridge would over time become an expected structure which

would be integral to a public walking and cycling track. From the river below, the structure would be prominent. From other vantages, the mitigation suggested by the Landscape Architect will be effective in reducing the visible prominence of the structure, and can ensure that effects are mitigated so that they will be less than minor.

Jones Multispan Bridge

The location of the bridge is identified as being within the ONF of the Arrow River, and it will be sited within a rocky gorge with a number of prominent bluffs. Because the site is contained, the Landscape Architect finds that the bridge will not have a significant adverse effect on the openness of the landscape.

The bridge will be visible from residences in the greater environment located at 31 and 33 Rapley Close on the eastern side of the river, at a distance of 90m to 120m. The Landscape Architect has assessed the context of the surrounds and acknowledged that other structures are visible in conjunction with the proposed bridge. In this regard, he finds that whilst the bridge would also be visible, in the context of the landscape the bridge would have only moderate adverse effects if mitigation is undertaken. This mitigation would require that the bridge structure and barriers within 50m of the bridge are made more recessive by staining the wooden components a dark recessive colour at the time of construction. Planting at the base of the structure will assist it to sit within the natural landscape.

The mitigation would also reduce the cumulative effects upon the landscape as the bridge would be more recessive in views that also contain existing structures, which themselves have greater adverse effects on the character of the landscape and are more prominent when viewed from the nearby properties.

Overall, although the structure will be visible, mitigation can ensure that the structure can appear more recessive and any adverse effects would then be less than minor.

Dawson Bridge

The Dawson suspension bridge will be the most visible structure from public places owing to its proximity to SH6 and the lack of vegetative or topographical screening. In addition to SH6, the bridge will also be visible from Chard Farm and nearby rural properties. Lakes Environmental's Landscape Architect finds that the bridge would result in a moderate adverse effect on the natural and pastoral landscape character as its immediate context is relatively open and stark, which would make the tower structures more apparent in the landscape.

Visibility can be diminished by staining the towers a dark colour and utilising metal as opposed to wooden cross braces. The Landscape Architect finds that this will be effective in making the bridge appear more recessive in the landscape. Conditions to this effect should therefore be included in any grant of consent.

Cumulative effects will not be significant as the bridge would be viewed in the context of a domesticated landscape that includes residential dwellings, hedgerows and power pylons. Although the bridge would still be conspicuous, any adverse cumulative effects can be mitigated by staining the towers and planting so that they are less than minor. This will assist in reducing the visible prominence of the structure when considered in conjunction with other built elements in the greater landscape. Conditions to this effect should therefore be included in any grant of consent.

Overall, although the structure will be highly visible, mitigation can ensure that any adverse effects will be less than minor.

SH6 Underpass

Although the actual underpass will be within the highway designation, the exit of the underpass requires a large cut within Crown (DoC) land to enable the construction of a hairpin section of track to raise the track above the highway as it heads eastward. The application identifies two options to achieve the hairpin, with option 1 requiring 3,540m³ of earthworks and option 2 a volume of 4,625m³.

Given the extent of the earthworks, and immediate proximity to SH6, the Landscape Architect finds that the earthworks will be highly visible, and may prove a distraction to views characterised by natural landscapes. Adverse effects to the visual coherence and integrity of the landscape are also identified.

Given the topography of this site and limited scope to construct such an underpass, consideration is tempered by the ability of the track to function within a constrained environment. Whilst there will certainly be effects associated with such a cutting, it is expected that over time, the cut faces will revegitate and this will lessen their prominence. The magnitude of adverse effects associated with these earthworks is not considered to be more than minor.

Gibbston Highway cutting

Section 4 of the track will be constructed in relative close proximity to the Gibbston Highway and will require areas of cut and fill to maintain an appropriate gradient across steep and undulating topography. The Landscape Architect identifies an area of cut that will visible immediately adjacent to the highway and could distract from views otherwise characterised by a natural landscape.

The Landscape Architect advises that planting and the use of recessive materials for retaining walls will mitigate the adverse effects of the cuts. Conditions of consent can ensure that any adverse effects are mitigated and will be less than minor.

Overall, the areas of significant earthworks and bridge structures are identified as having the potential for adverse effects upon the various landscapes within which they are located. Conditions of consent that require mitigation of the identified adverse effects can be effective in ensuring that such effects will be no more than minor.

Culture

Nga Runanga (through Kai Tahu ki Otago Ltd) and Te Runanga o Ngai Tahu have provided their written approval for the activity. Their approval notes that the activity should be undertaken in accordance with specified conditions to ensure that any adverse effects are mitigated and that an accidental discovery protocol is required. Conditions to this effect should therefore be included in any grant of consent.

There will be no adverse effects to culture.

Nuisance

Some noise and dust can be expected in association with the proposed works. Such potential effects are considered minor and standard conditions are deemed sufficient to mitigate any potential adverse effects.

Although some rock breaking may be required, this is determined to be of such a distance from residences that no adverse effects associated with vibration are anticipated

Overall, any adverse nuisance effects can be mitigated and will be less than minor.

Effects on Persons

The Jones Bridge will be visible from properties located at 31 and 33 Rapley Close. Whist the bridge will be visible, it would be considered in views that also include a recently consented storage shed (RM070903). The Landscape Architect finds that provided the bridge and timber barriers within 50m of the bridge are stained, and planting is implemented, the bridge would not have a significant adverse effect upon those properties. As this can be assured by conditions of consent, adverse effects on 31 and 33 Rapley Close will be less than minor.

The proposed earthworks and structures will not have any adverse effects on any persons who have not already provided their written approval.

Objectives and Policies

Objectives and policies most relevant to this proposal are listed in Part 4 – *District Wide Issues* and Part 5 – *Rural Areas* of the District Plan.

Under 4.2.5, the objective is to ensure that development avoids, remedies or mitigates adverse effects on landscape and visual amenity values. Policies (2), (4) and (5) relate to Outstanding Natural Landscapes, Visual Amenity Landscapes and Outstanding Natural Features respectively.

The proposal is consistent with these policies as mitigation measures have been imposed to ensure that the proposal will not result in adverse effects which are more than minor in terms of landscape values, natural character, openness or visual amenity values. The proposed structures will be constructed using dark stained natural wood for more visible elements, and in conjunction with landscaping any adverse visual effects will be appropriately mitigated.

Policy (9) relates to Structures, and seeks to preserve the visual coherence of Outstanding Natural Landscapes and Features, and visual Amenity Landscapes. This is achieved by:

- Encouraging structures which are in harmony with the line and form of the landscape;
- Avoiding, remedying or mitigating any adverse effects of structures on the skyline, ridges and prominent slopes and hilltops;
- Encouraging the colour of structures to complement the dominant colours in the landscape;
- Encouraging the placement of structures in locations where they are in harmony with the landscape;
- Promoting the use of local, natural materials in construction.

In addition, vegetative screening is encouraged in Visual Amenity Landscapes to maintain and enhance the naturalness of the environment.

Although the bridges are prominent structures and their siting is dictated by the location of the spans where they must cross, it is determined that mitigation requiring landscaping, colour and alignment can ensure that adverse effects on the visual coherence of landscapes will be less than minor.

Section 4.4 relates to open space and recreation. Objective 2 seeks to ensure that recreational activities and facilities are undertaken in a way which avoids, remedies or mitigates significant adverse effects on the environment or on the recreation opportunities available within the District. The proposed trail will enhance the recreation opportunities in the district.

Section 4.10 specifically seeks to avoid, remedy or mitigate the adverse effects from earthworks on:

- (a) Water bodies
- (b) The nature and form of existing landscapes and landforms...
- (c) Land stability and flood potential of the site and neighbouring properties
- (d) The amenity values of neighborhoods
- (e) Cultural heritage sites, including waahi tapu and waahi taoka and archaeological sites
- (f) The water quality of the aquifers.

The activity has been considered against the above, and it is determined that conditions of consent can ensure that the activity is not contrary to the intent of these provisions.

In Part 5, Objectives seek to protect the character and landscape value of the rural area by promoting sustainable management of resources and the control of adverse effects caused through inappropriate activities. In addition, objectives also seek to avoid, remedy or mitigate adverse effects on rural amenity. Although the proposed structures will have adverse effects, the mitigation measures required by conditions of consent can ensure that any adverse effects on character and amenity will not be significant.

Subject to appropriate conditions, the activity is consistent with the objectives and policies of the District Plan.

Other Matters

Local Government Act 2002: Development Contributions

In granting this resource consent reference was made to Part 8 Subpart 5 Schedule 13 of the Local Government Act 2002 and the Council's Policy on Development Contributions contained in Long Term Council Community Plan (adopted by the Council on 25 June 2004).

This proposal is not considered a "Development" in terms of the Local Government Act 2002 as it will not generate a demand for network infrastructure and reserves and community facilities.

For the forgoing reasons a Development Contribution is not required.

Administrative Matters

The costs of processing the application are currently being assessed and you will be advised under separate cover whether further costs have been incurred.

Should you not be satisfied with the decision of the Council, or certain conditions, an objection may be lodged in writing to the Council setting out the reasons for the objection under Section 357 of the Resource Management Act 1991 no later than 15 working days from the date this decision is received.

You are responsible for ensuring compliance with the conditions of this resource consent. The Council will contact you in due course to arrange the required monitoring. It is suggested that you contact the Council if you intend to delay implementation of this consent or reschedule its completion.

This resource consent is not a consent to build under the Building Act 2004. A consent under this Act must be obtained before construction can begin.

Please contact the Council when the conditions have been met or if you have any queries with regard to the monitoring of your consent.

This resource consent must be exercised within five years from the date of this decision subject to the provisions of Section 125 of the Resource Management Act 1991.

If you have any enquiries please contact Aaron Burt on phone (03) 450 0322 or email aaron.burt@lakesenv.co.nz

Prepared by LAKES ENVIRONMENTAL LTD

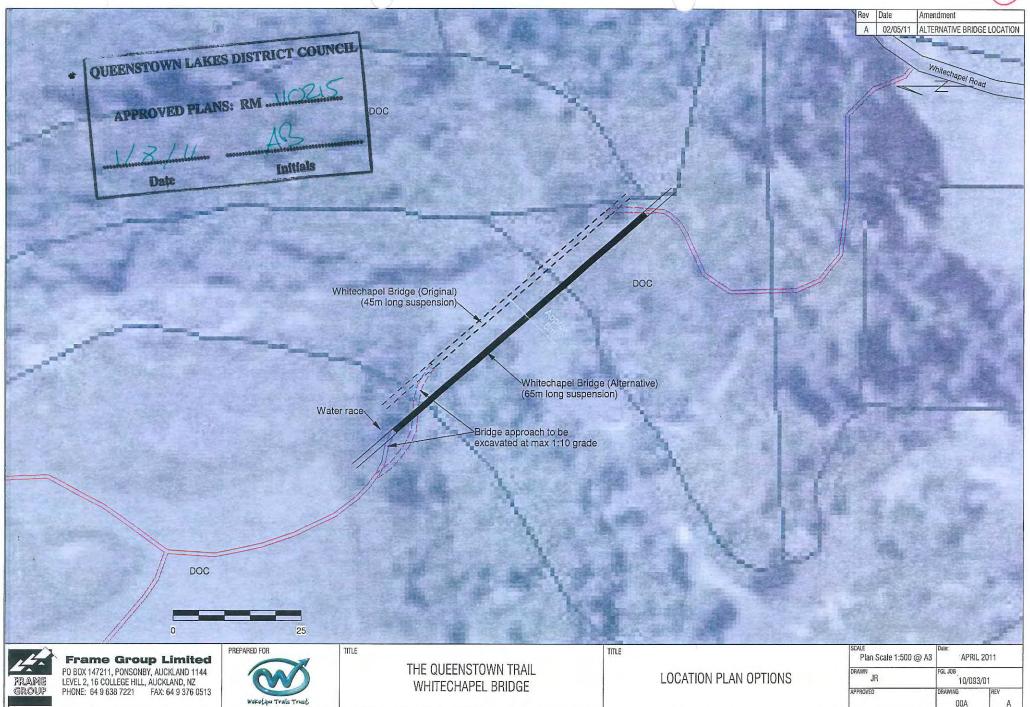
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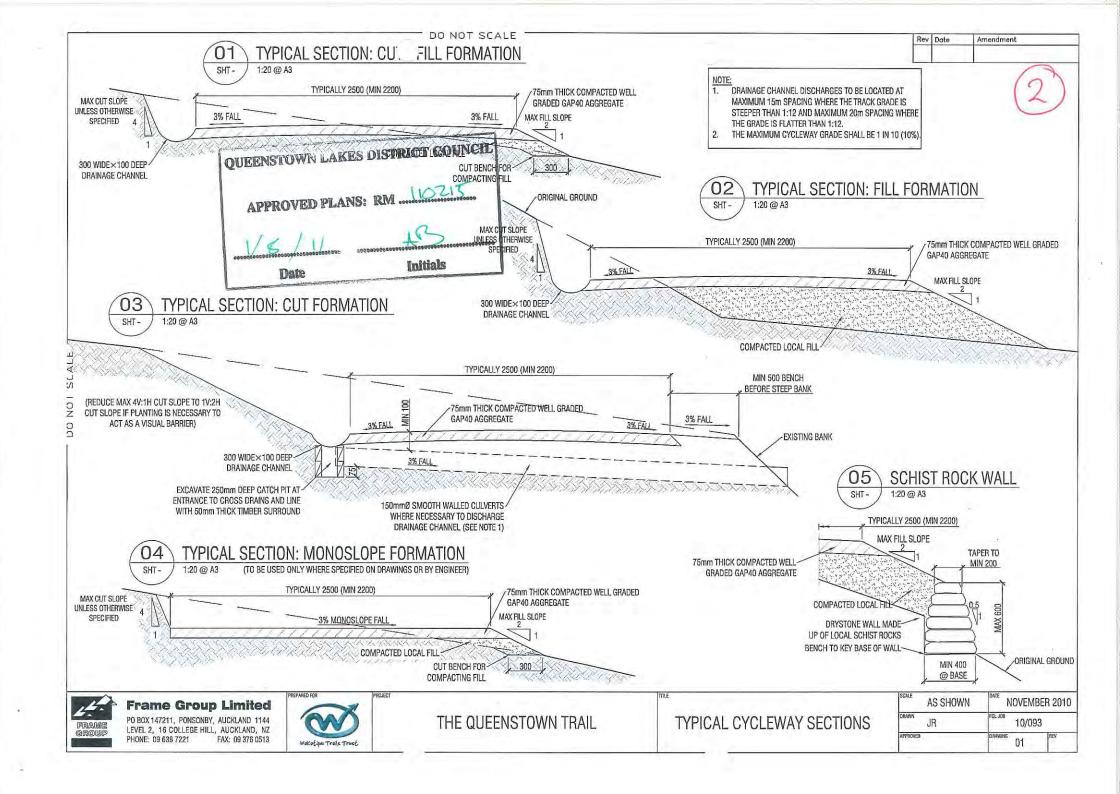
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Aaron Burt PLANNER

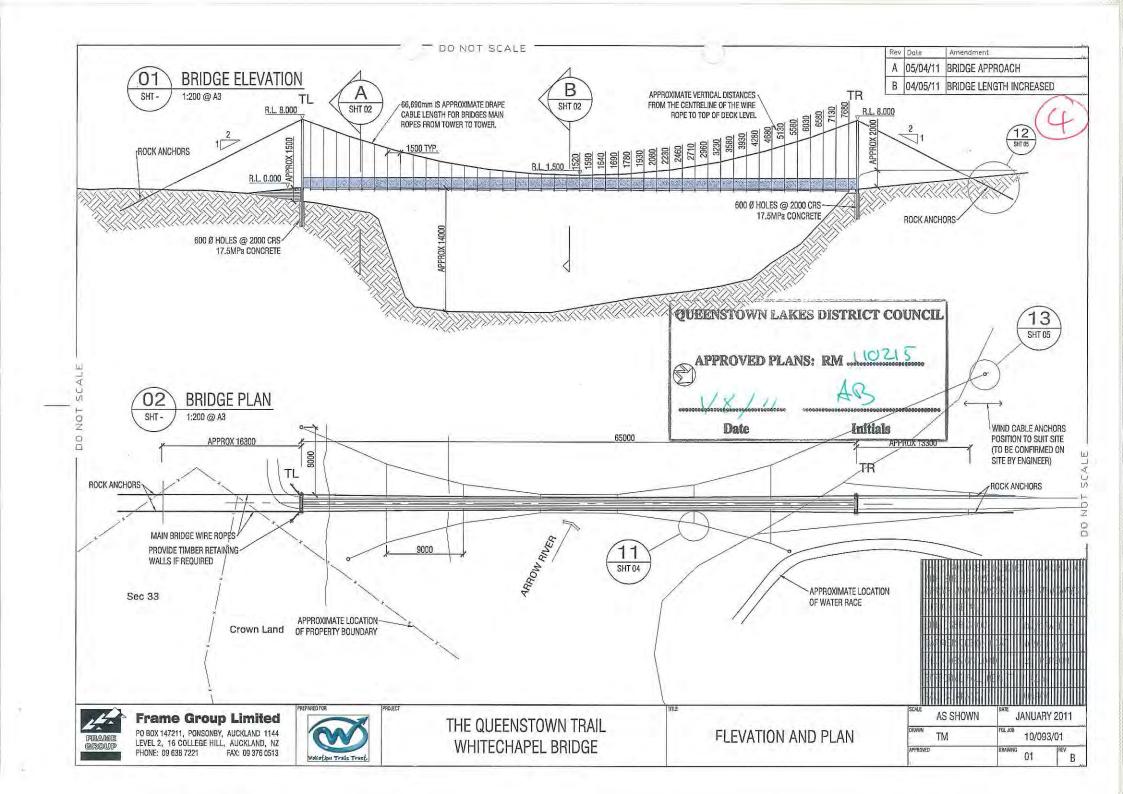
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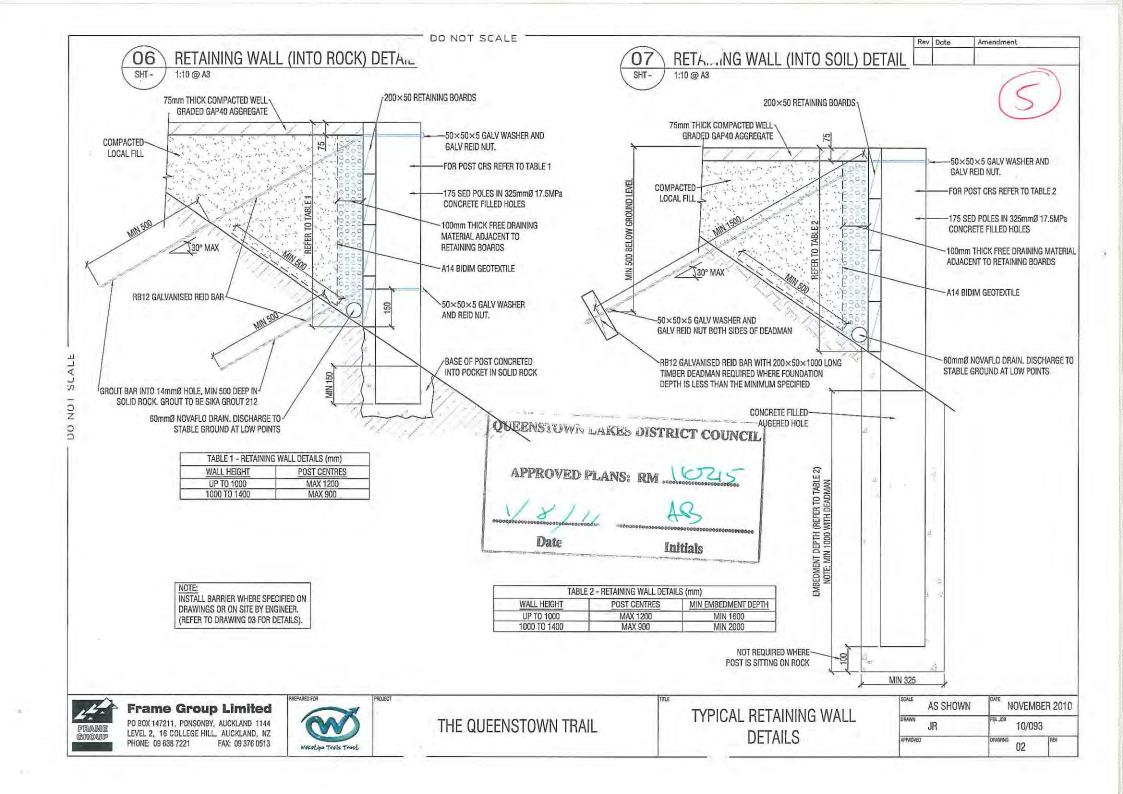


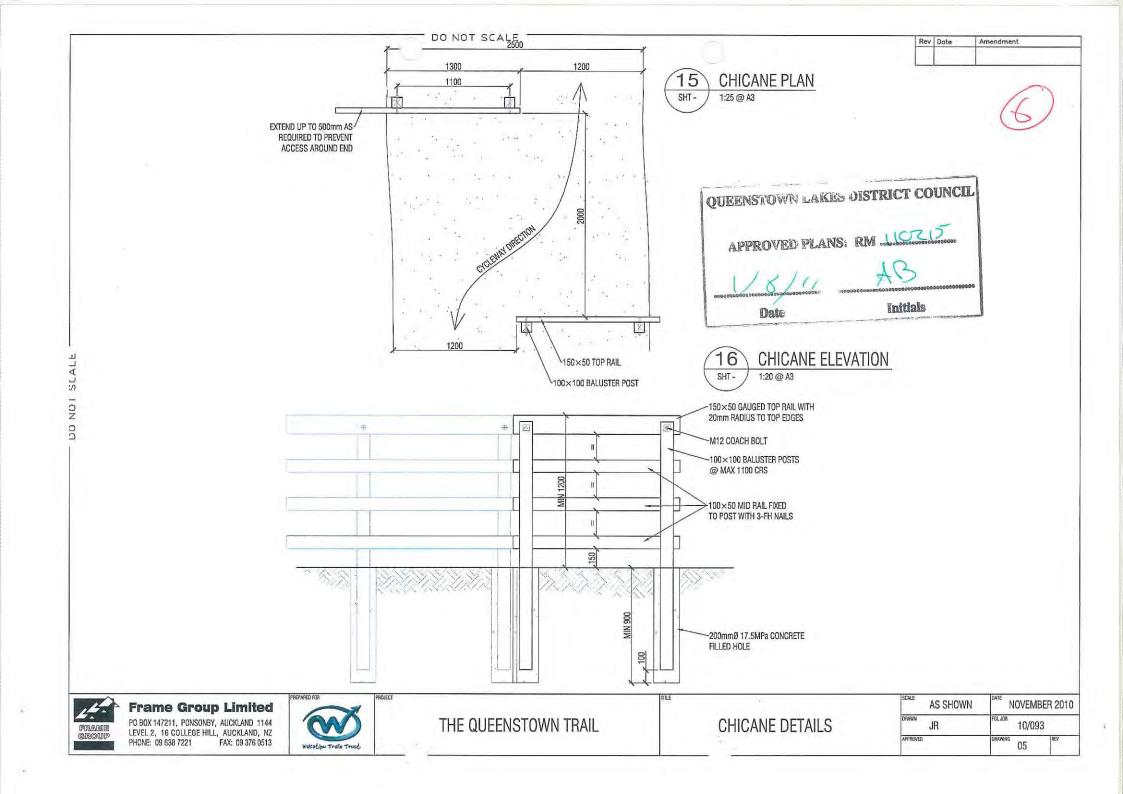


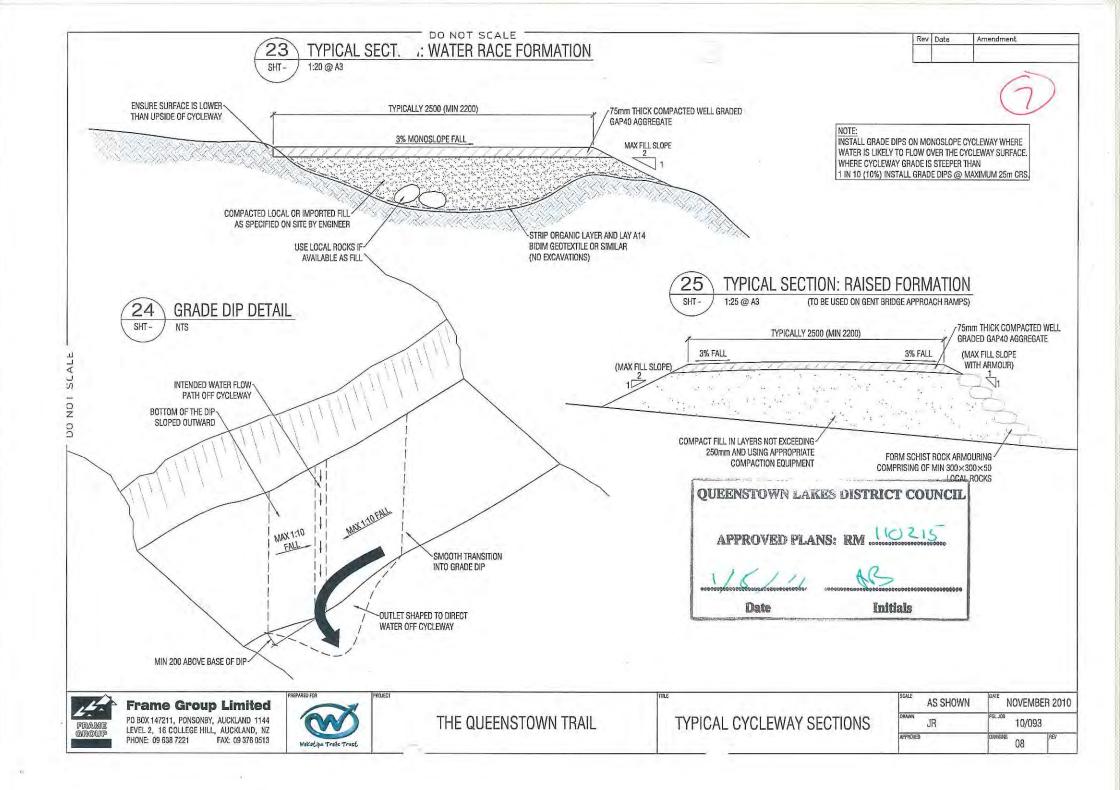


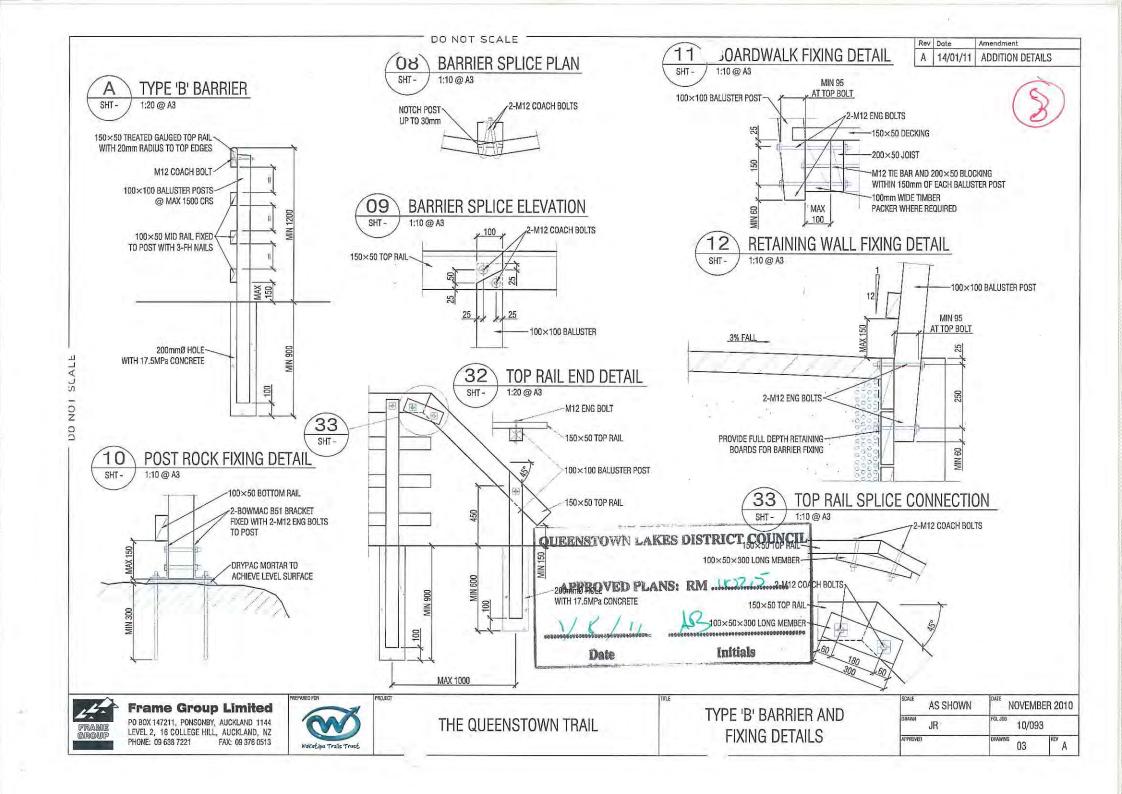
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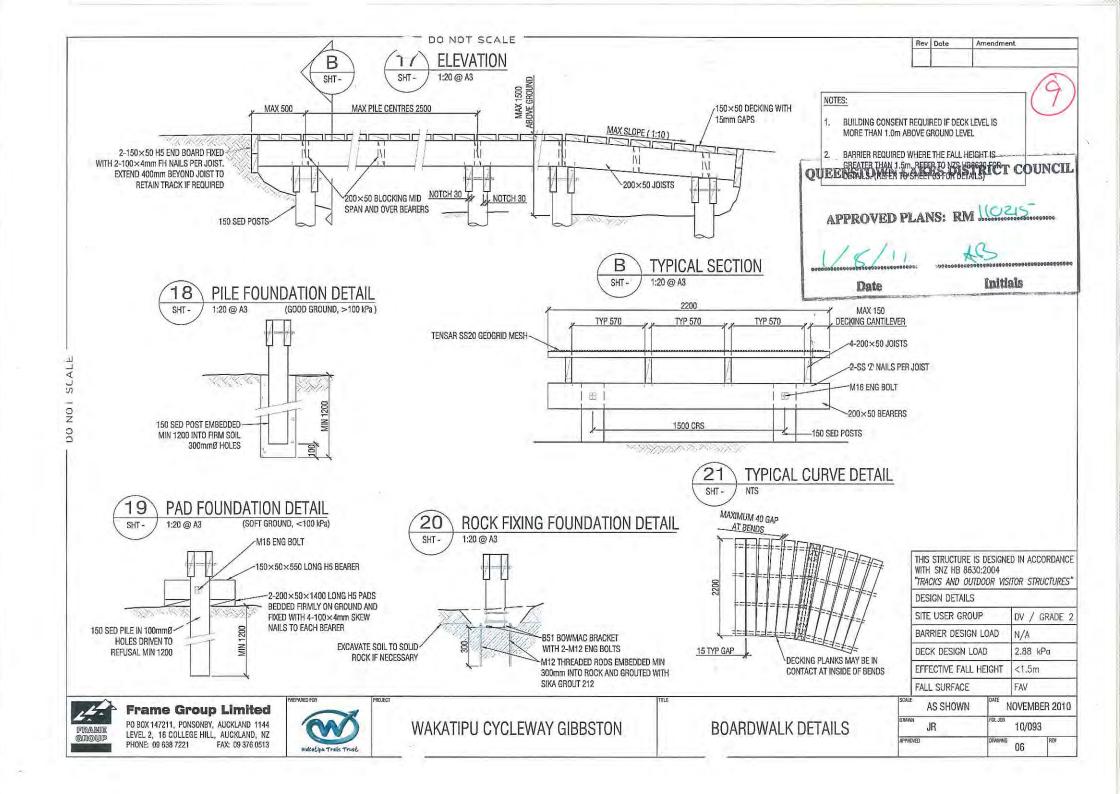


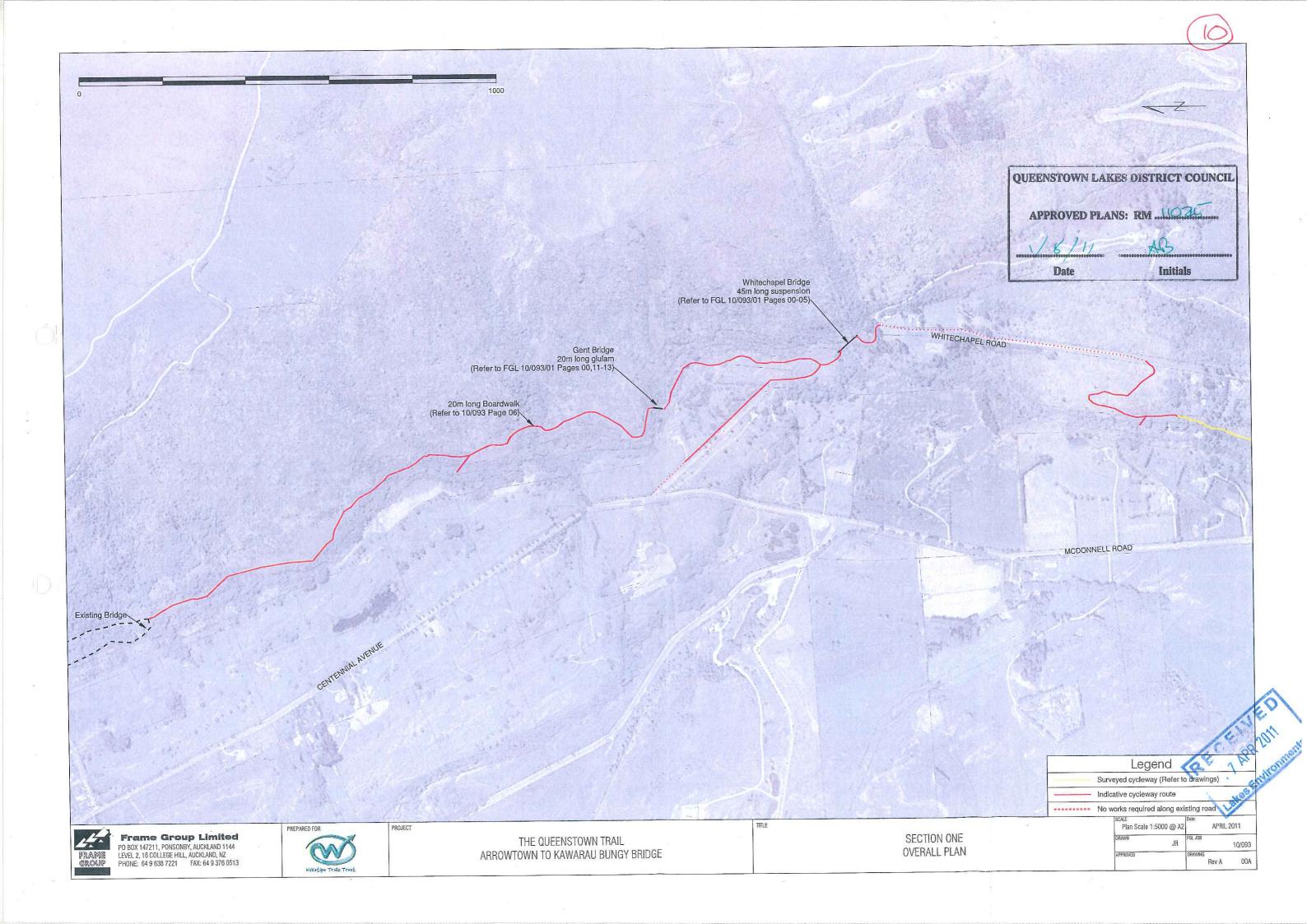


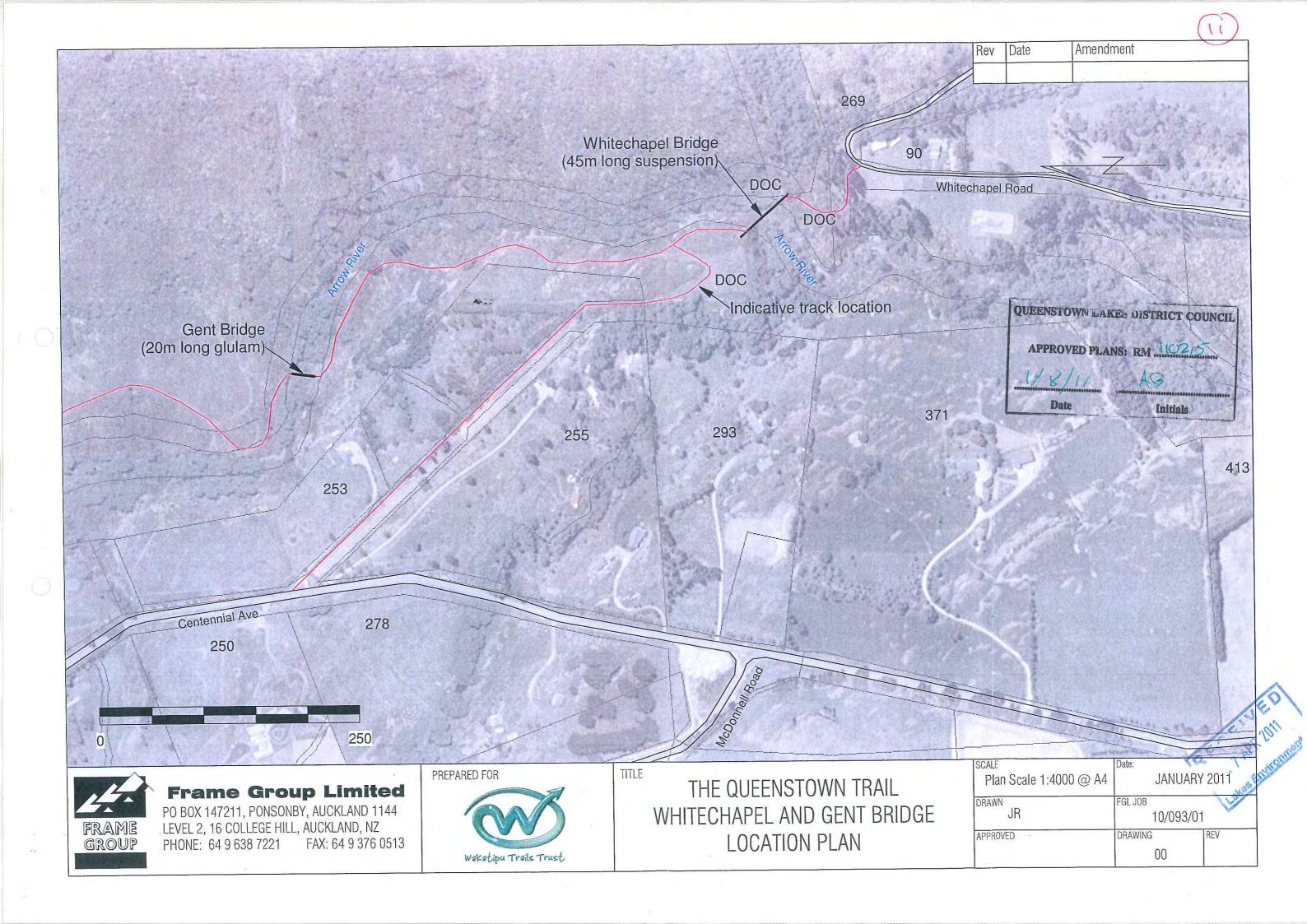


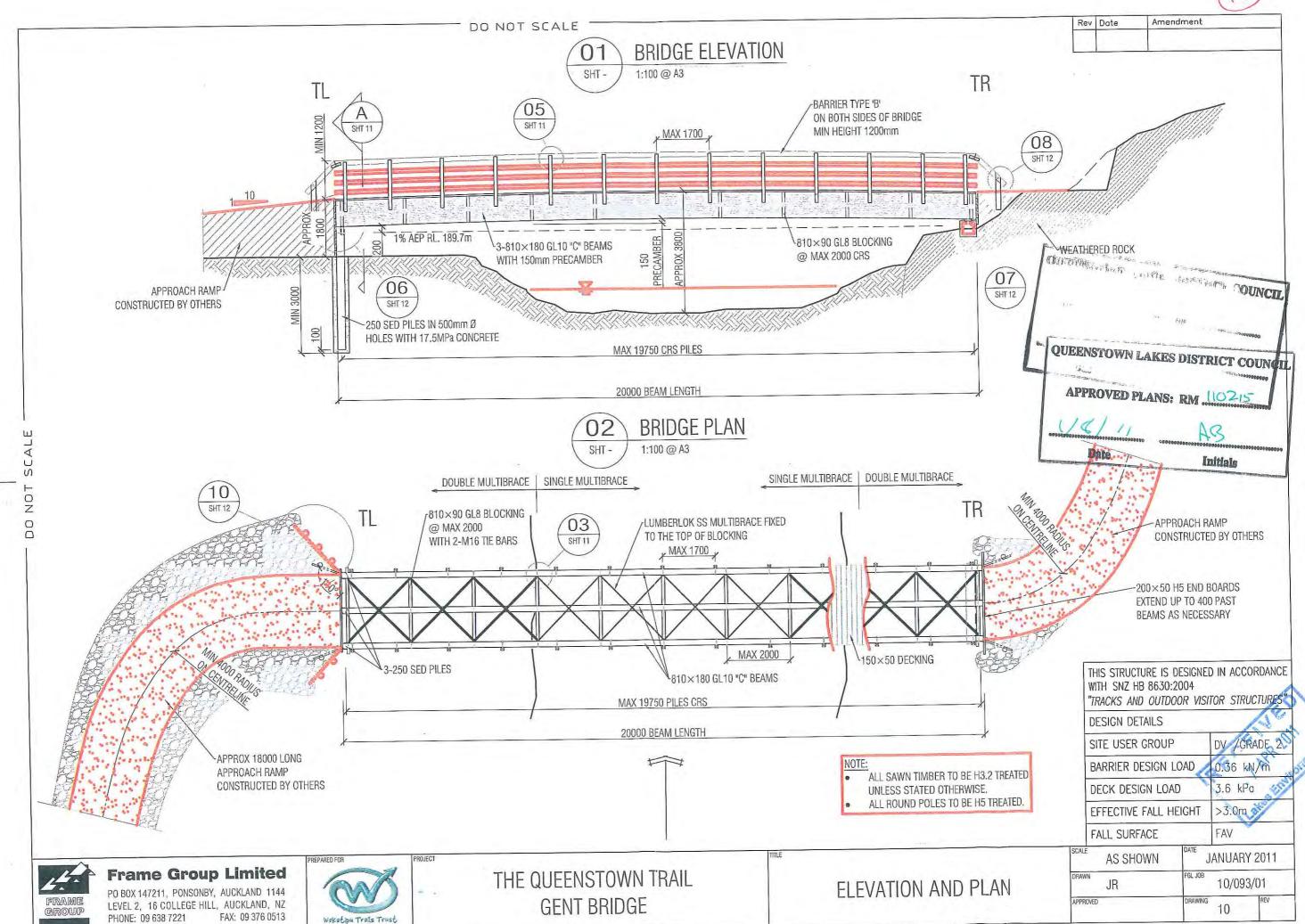


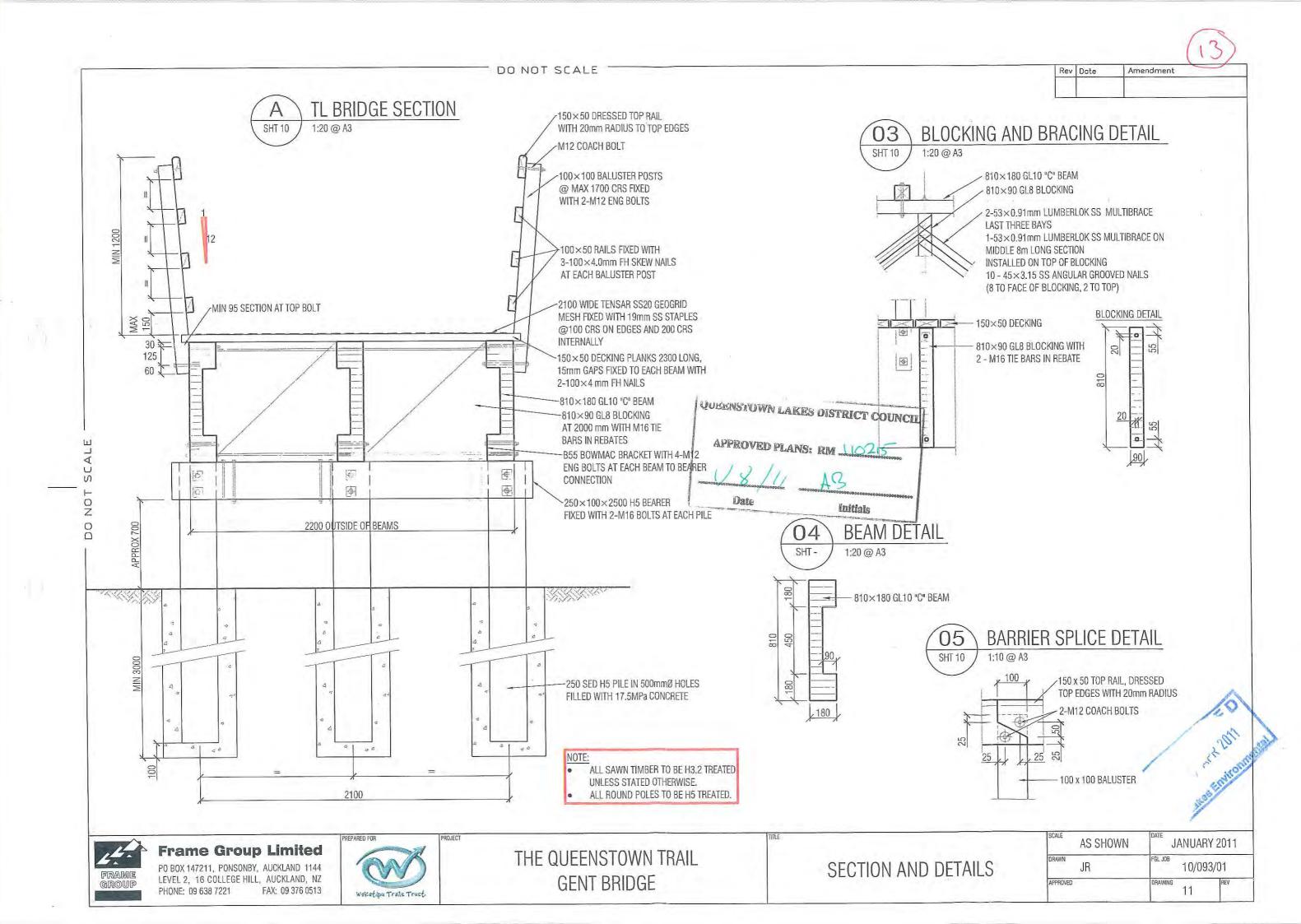




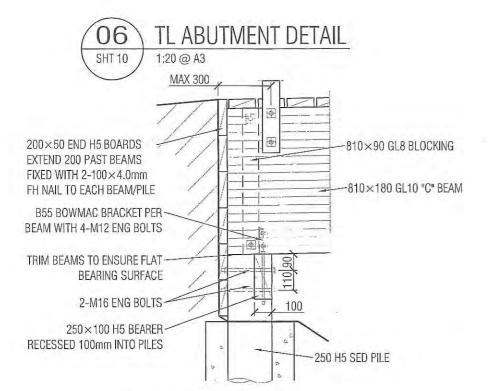


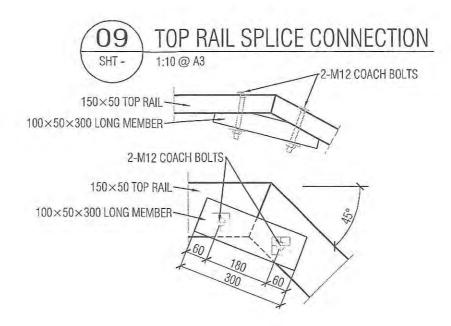


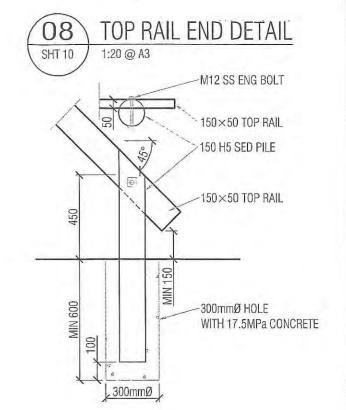




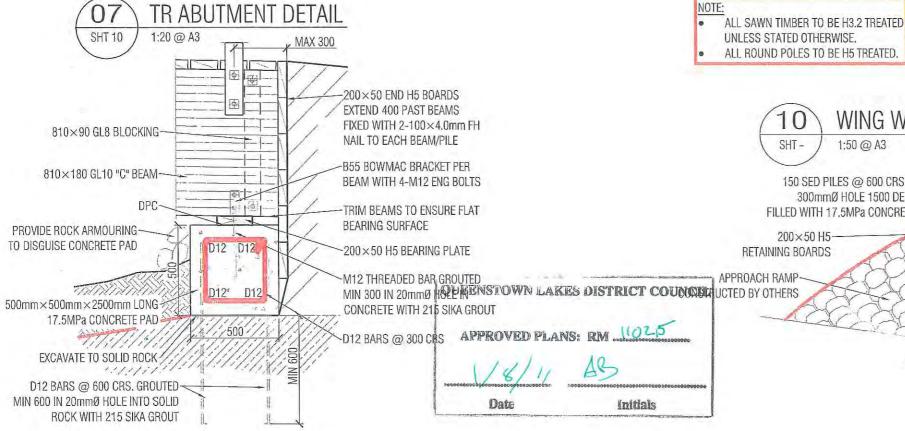








Rev Date





150 SED PILES @ 600 CRS IN 300mmØ HOLE 1500 DEEP FILLED WITH 17.5MPa CONCRETE

200×50 H5-RETAINING BOARDS

250 SED BRIDGE PILES ANGLE TO SUIT



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THE QUEENSTOWN TRAIL **GENT BRIDGE**

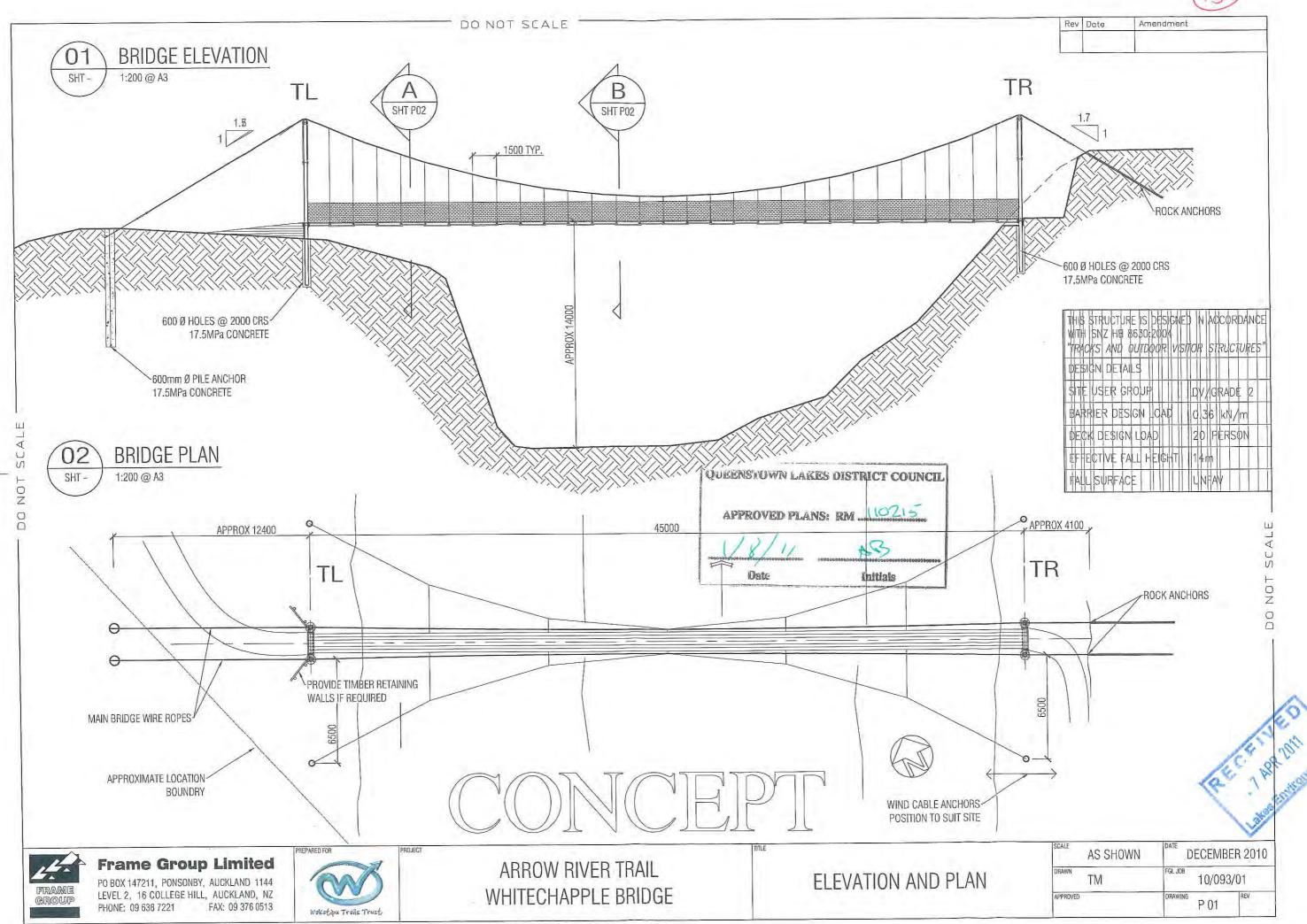
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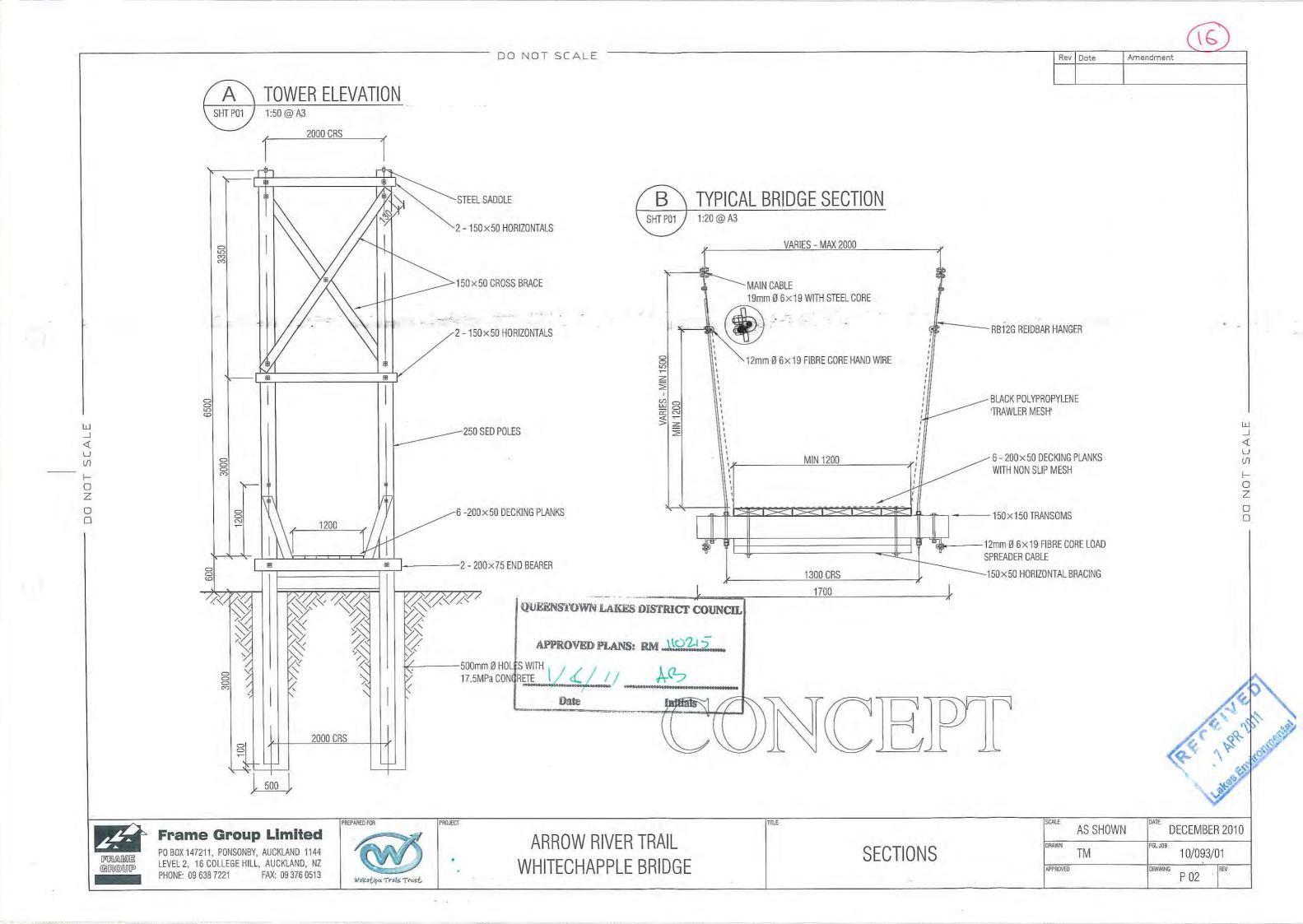
SCALE	AS SHOWN	JANUAR)	2011
DRAWN	JR	FGL JOB 10/093	3/01
APPROVED		DRAWING 12	REV

SC 0 0

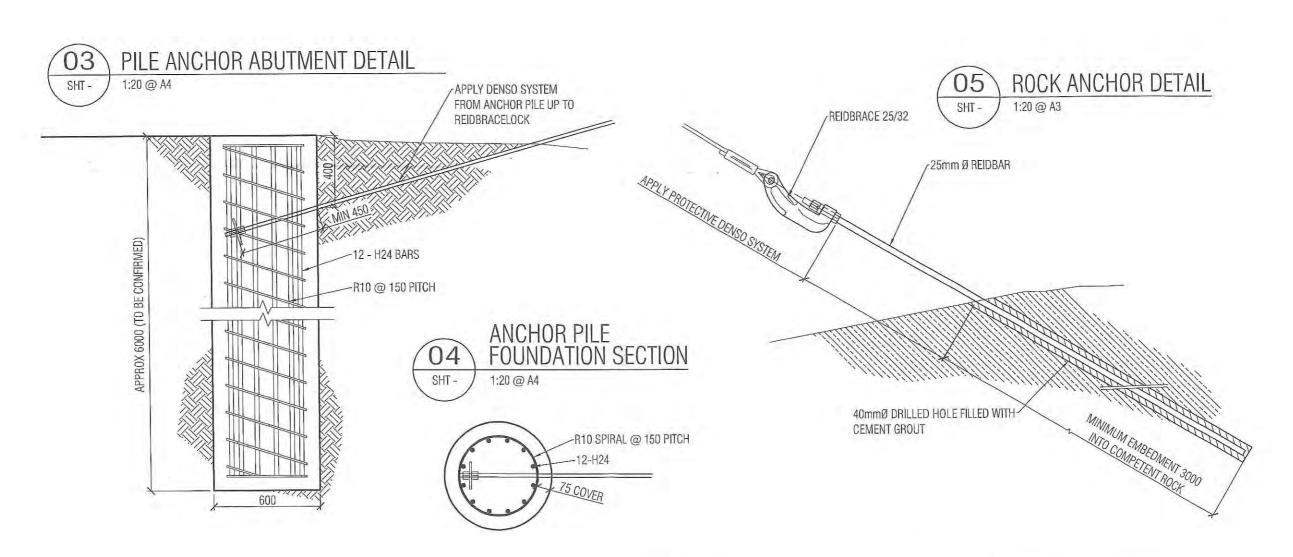
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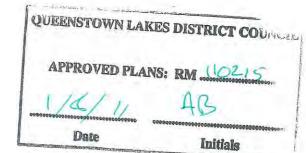














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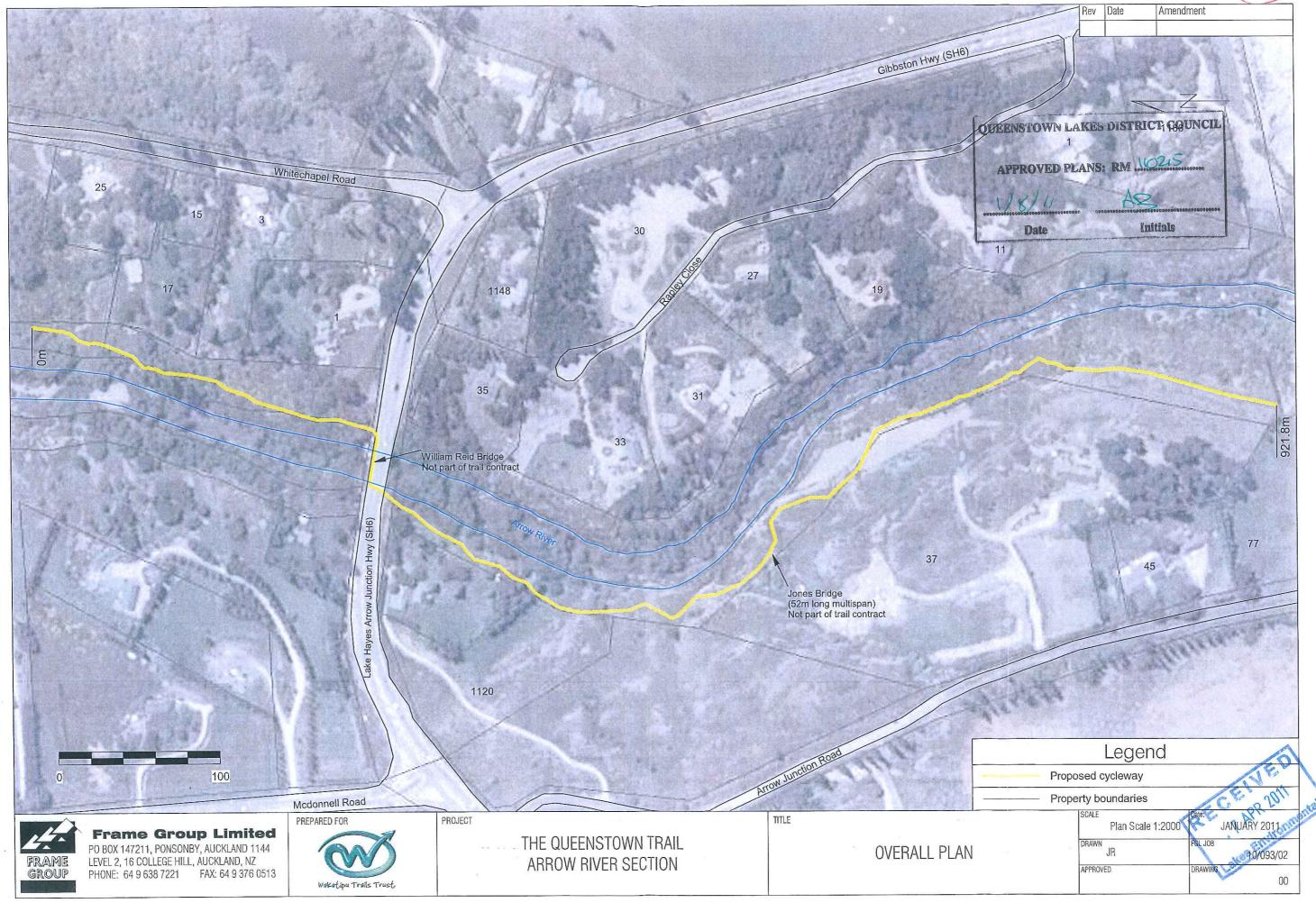
PO BOX 147211, PONSONBY, AUCKLAND 1144 LEVEL 2, 16 COLLEGE HILL, AUCKLAND, NZ FAX: 09 376 0513 PHONE: 09 638 7221

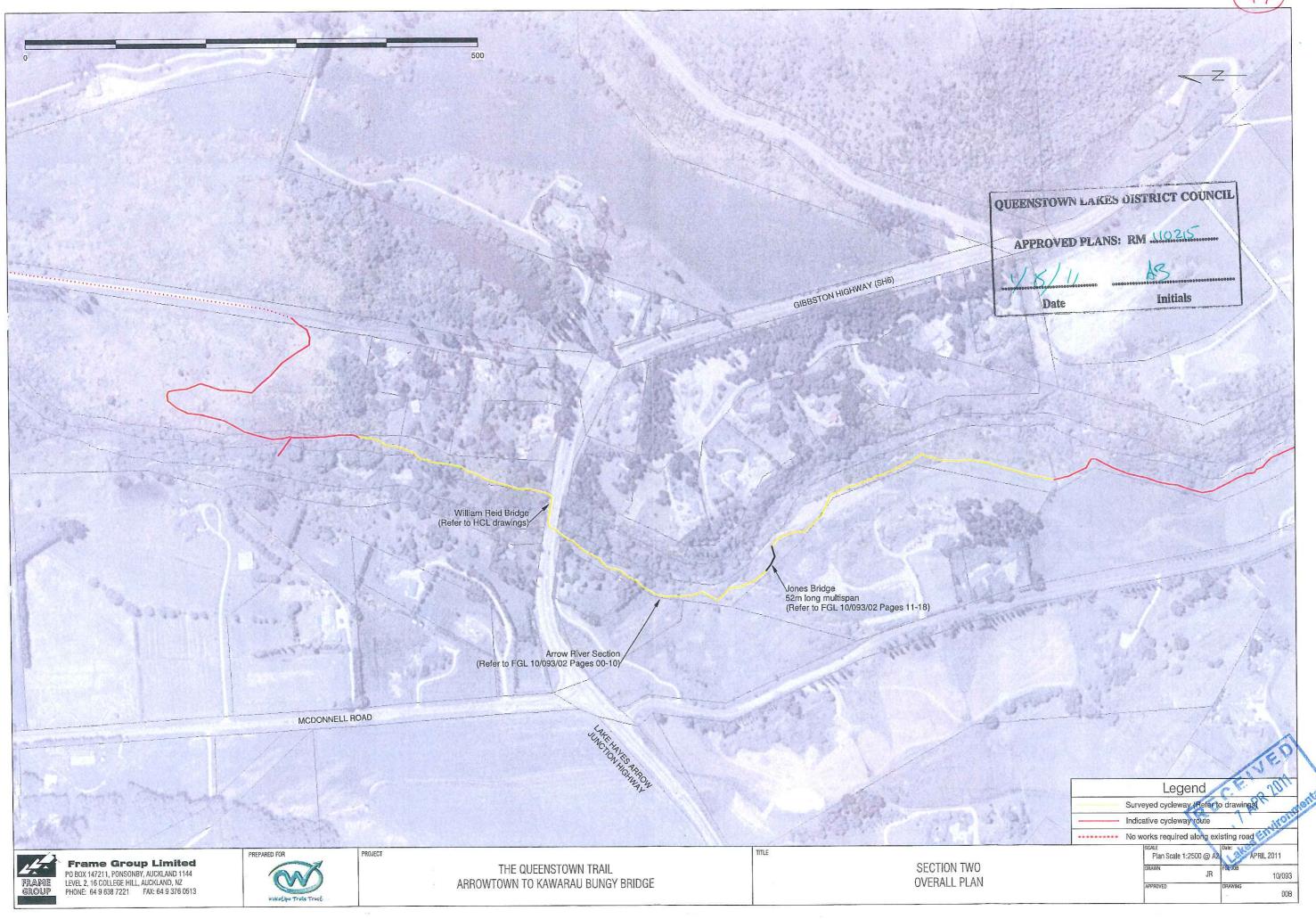


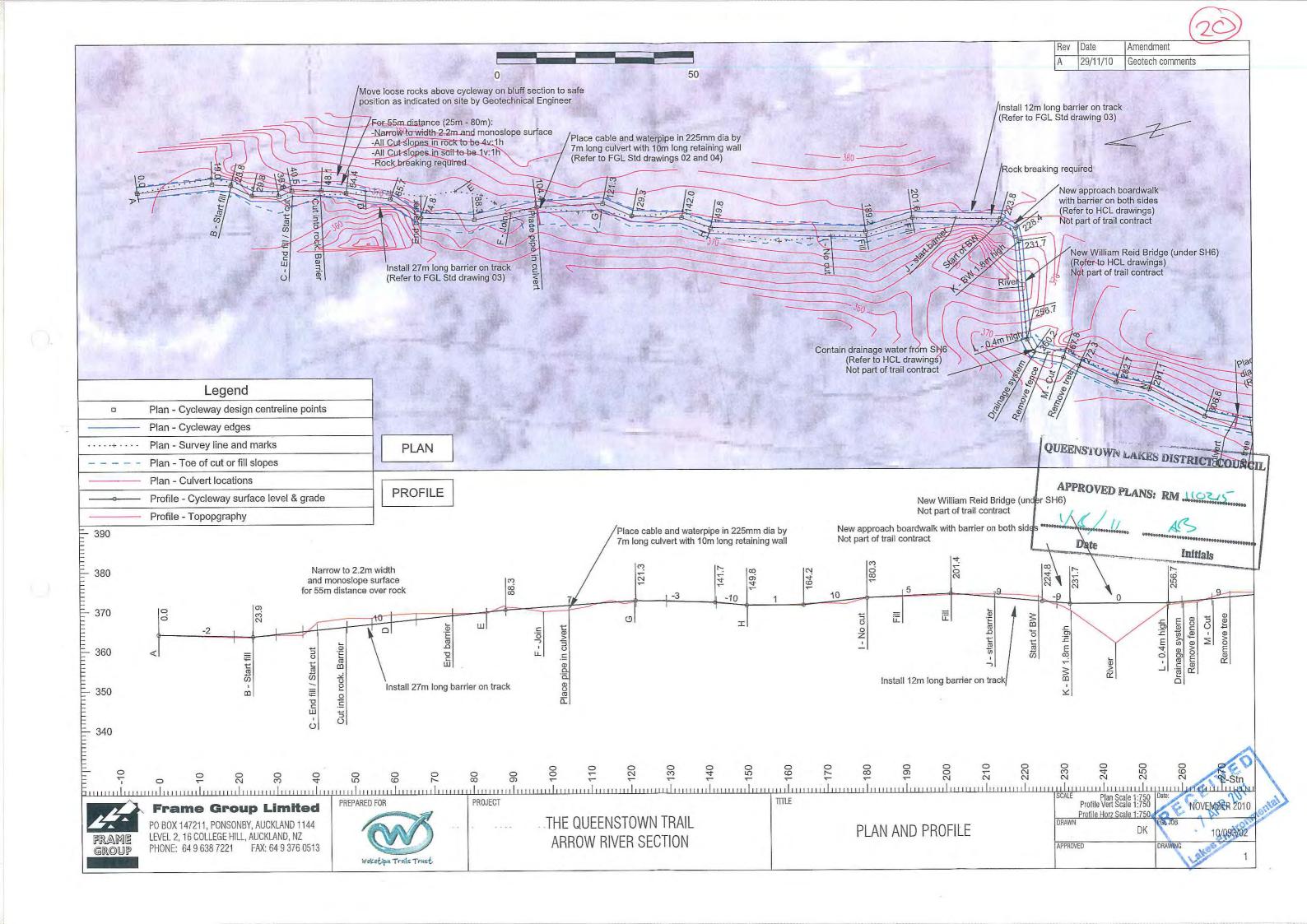
ARROW RIVER TRAIL WHITECHAPPLE BRIDGE

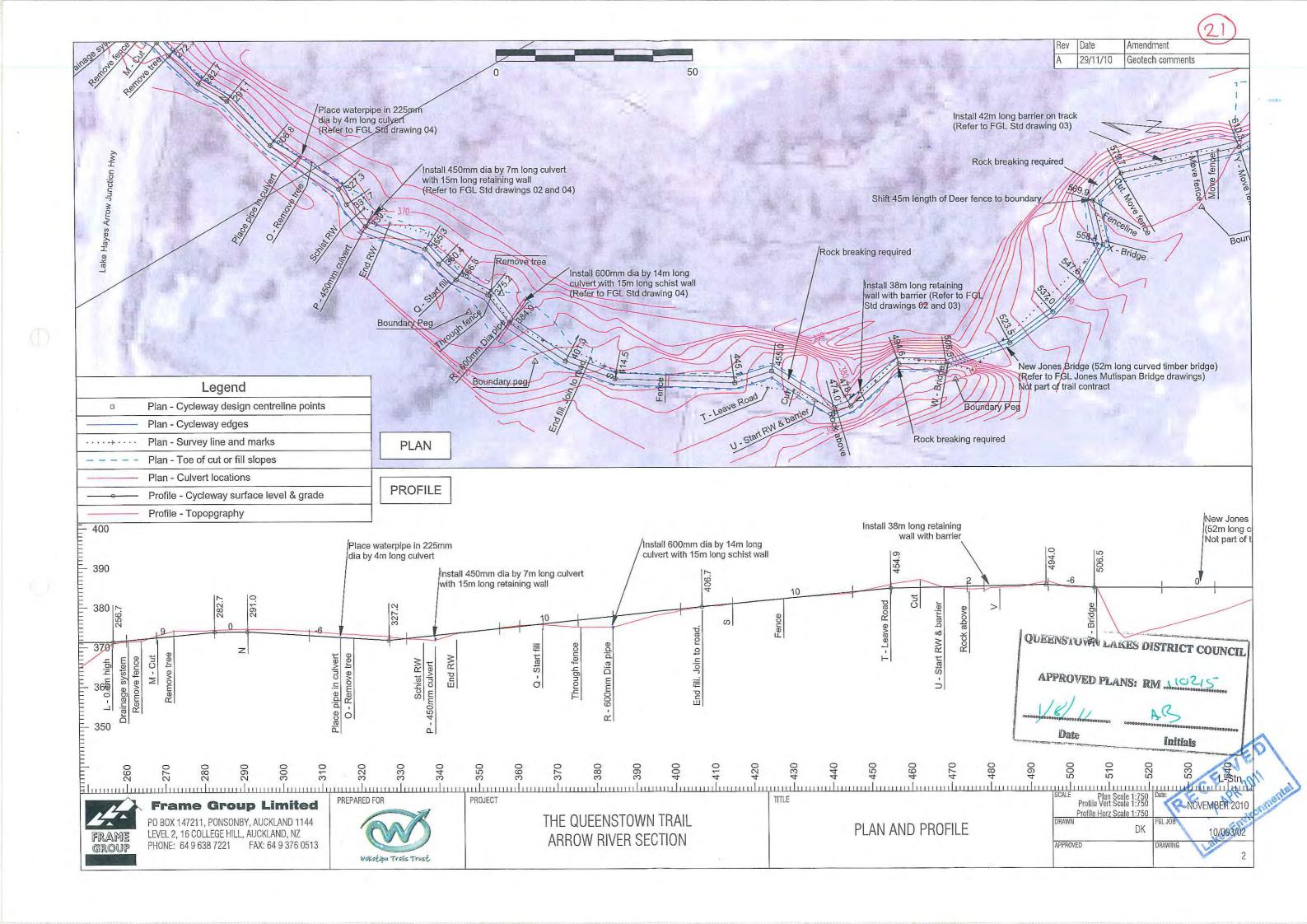
ANCHOR DETAILS

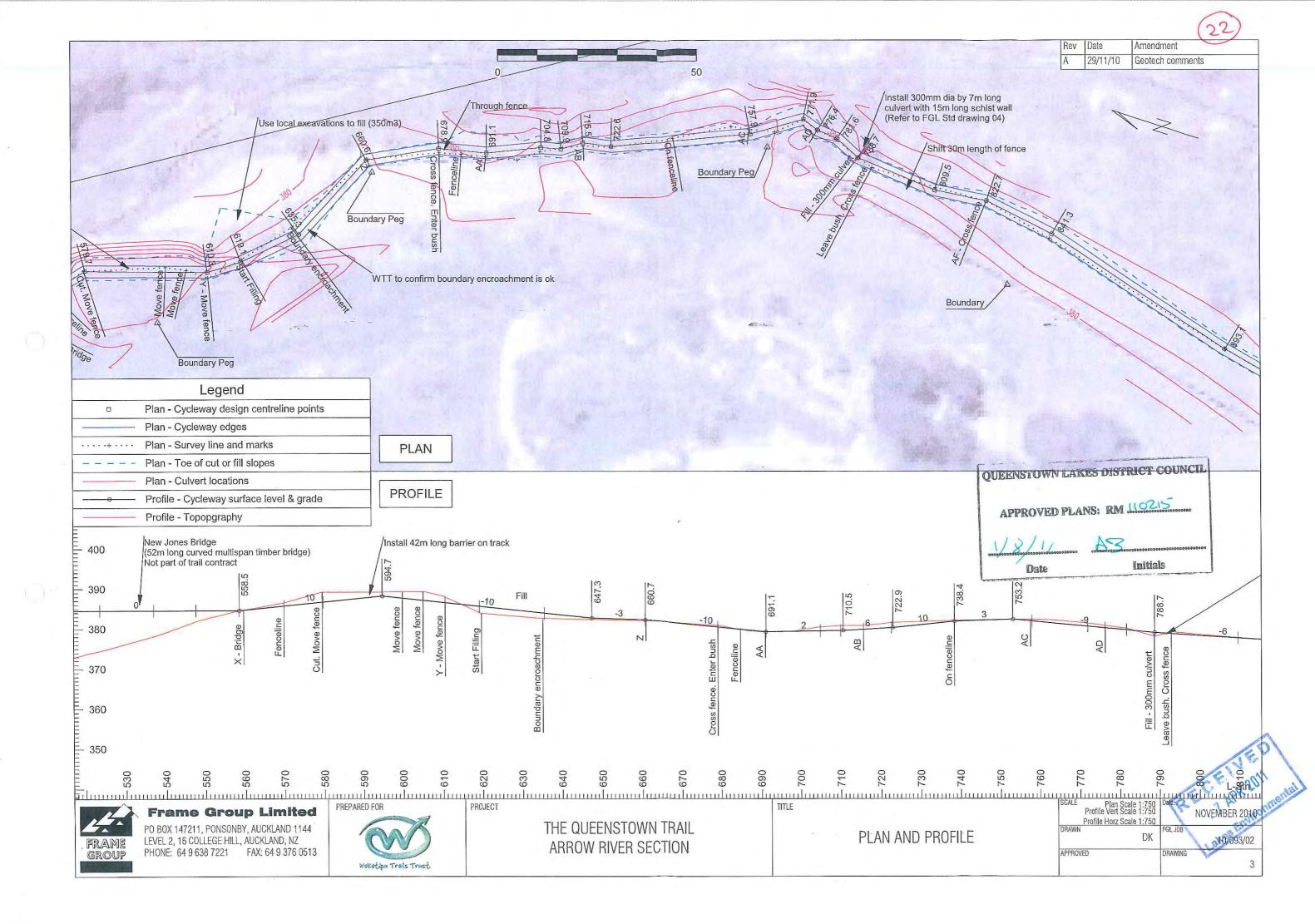
SCALE	AS SHOWN	DECEMBER 2010
DRAWN	TM	FGL JOB 10/093/01
APPROVED		P 03

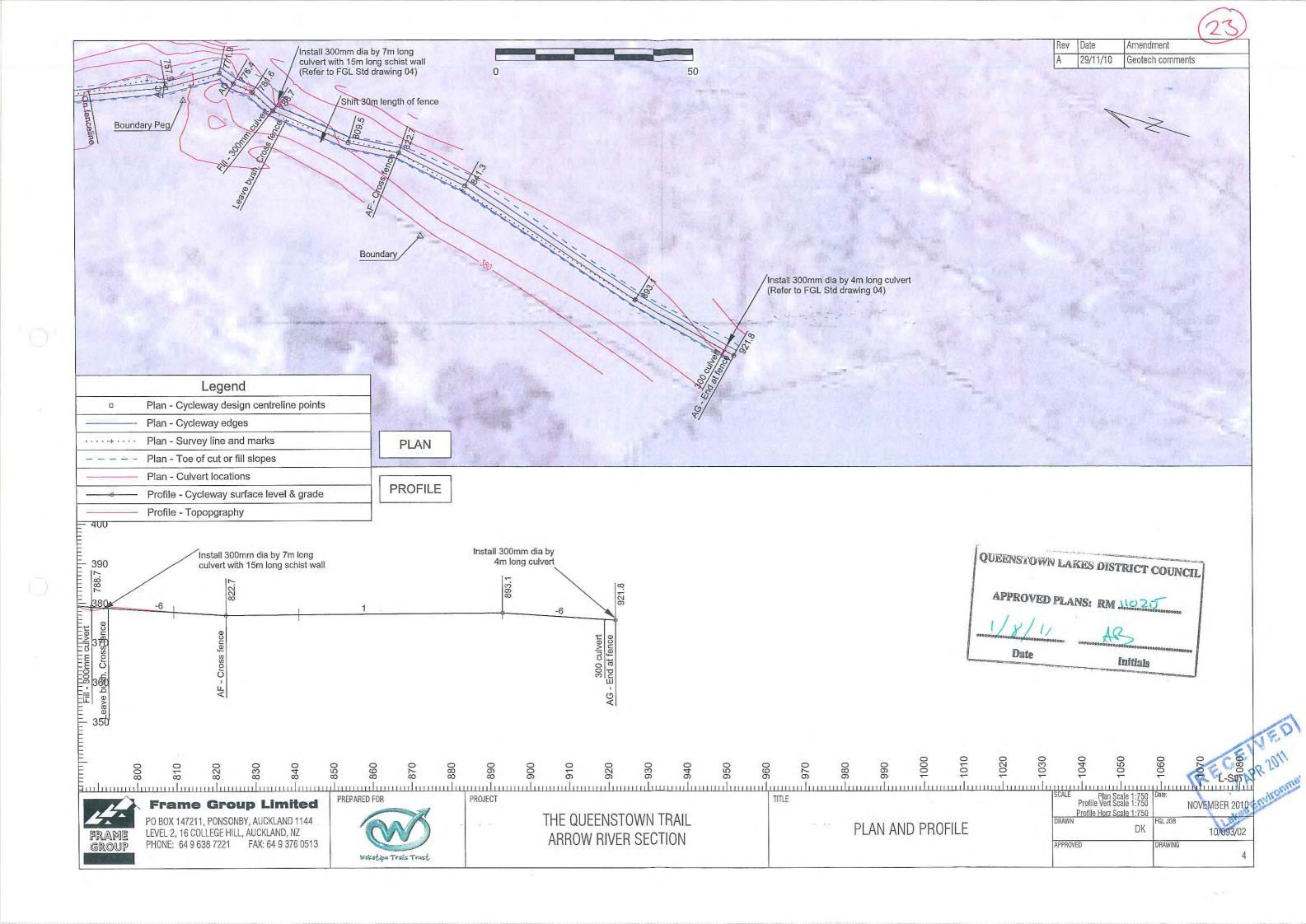




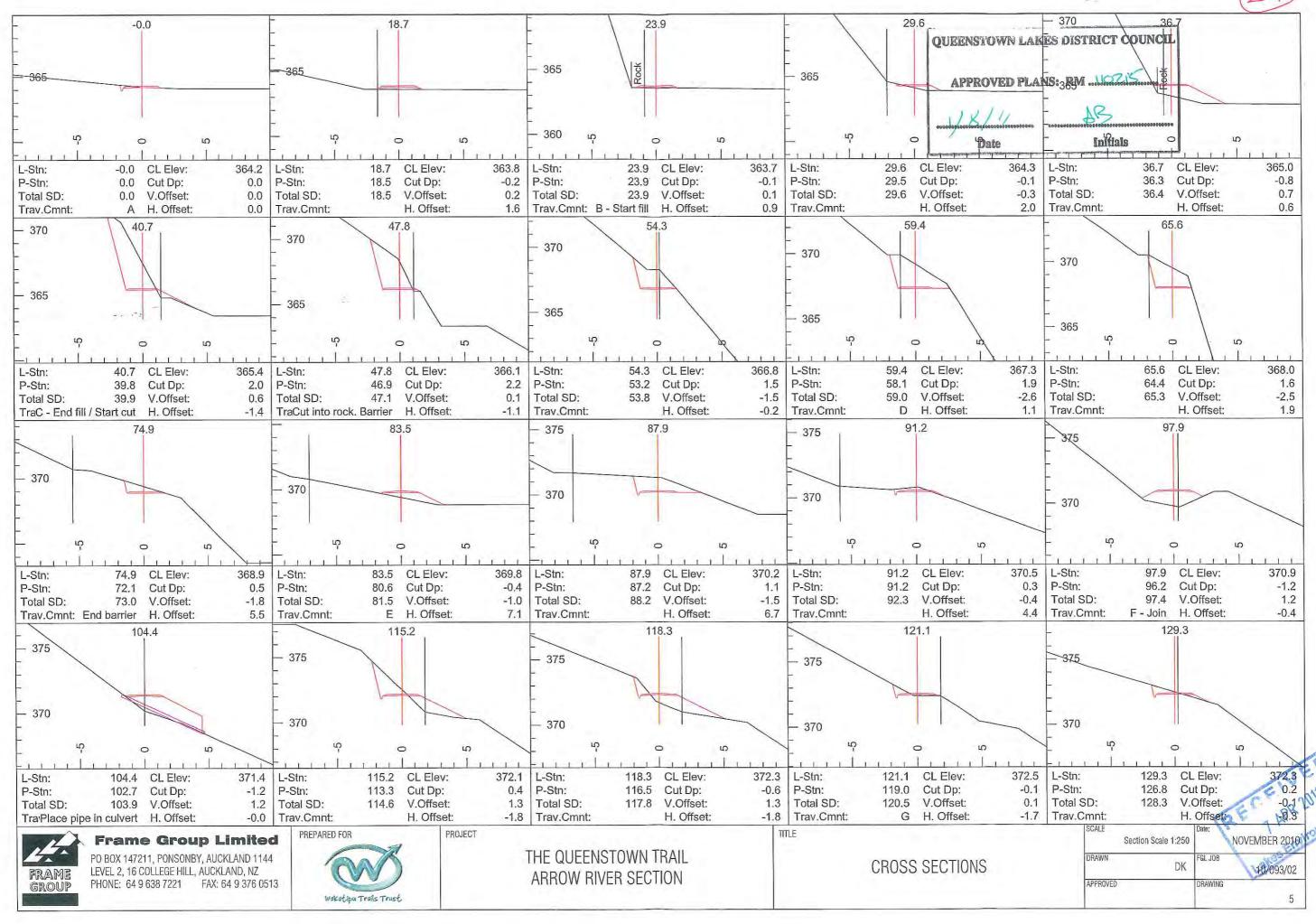


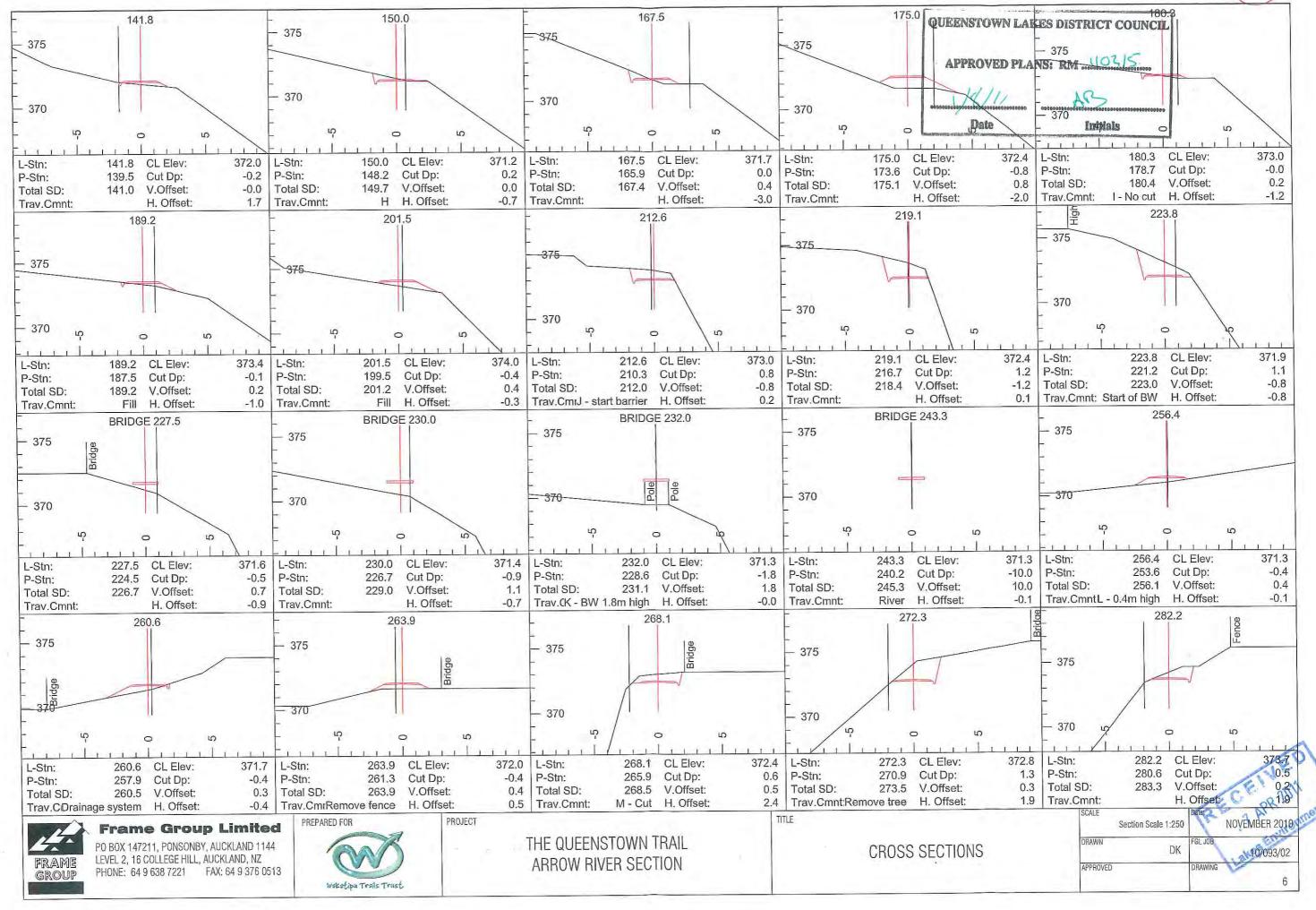




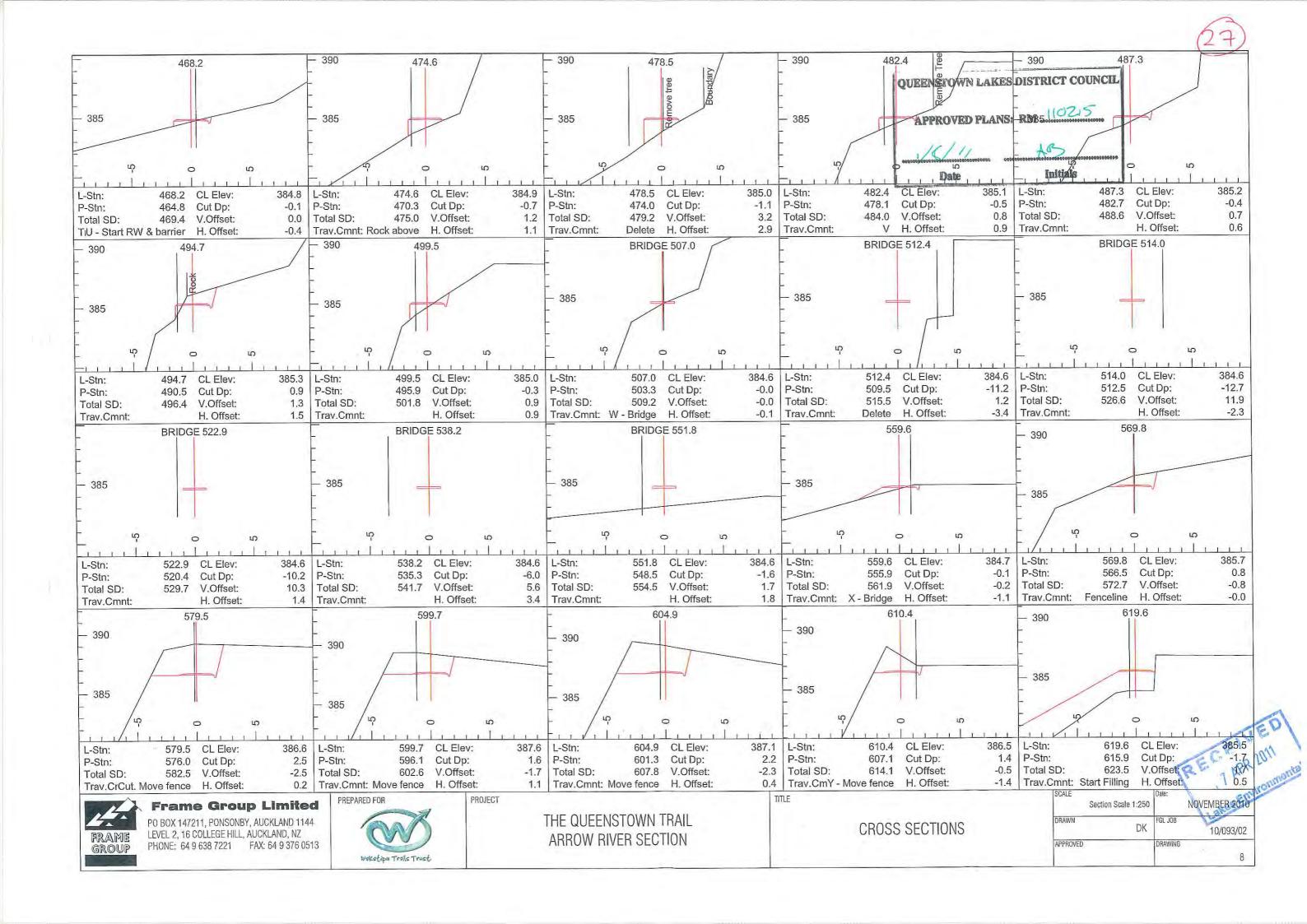


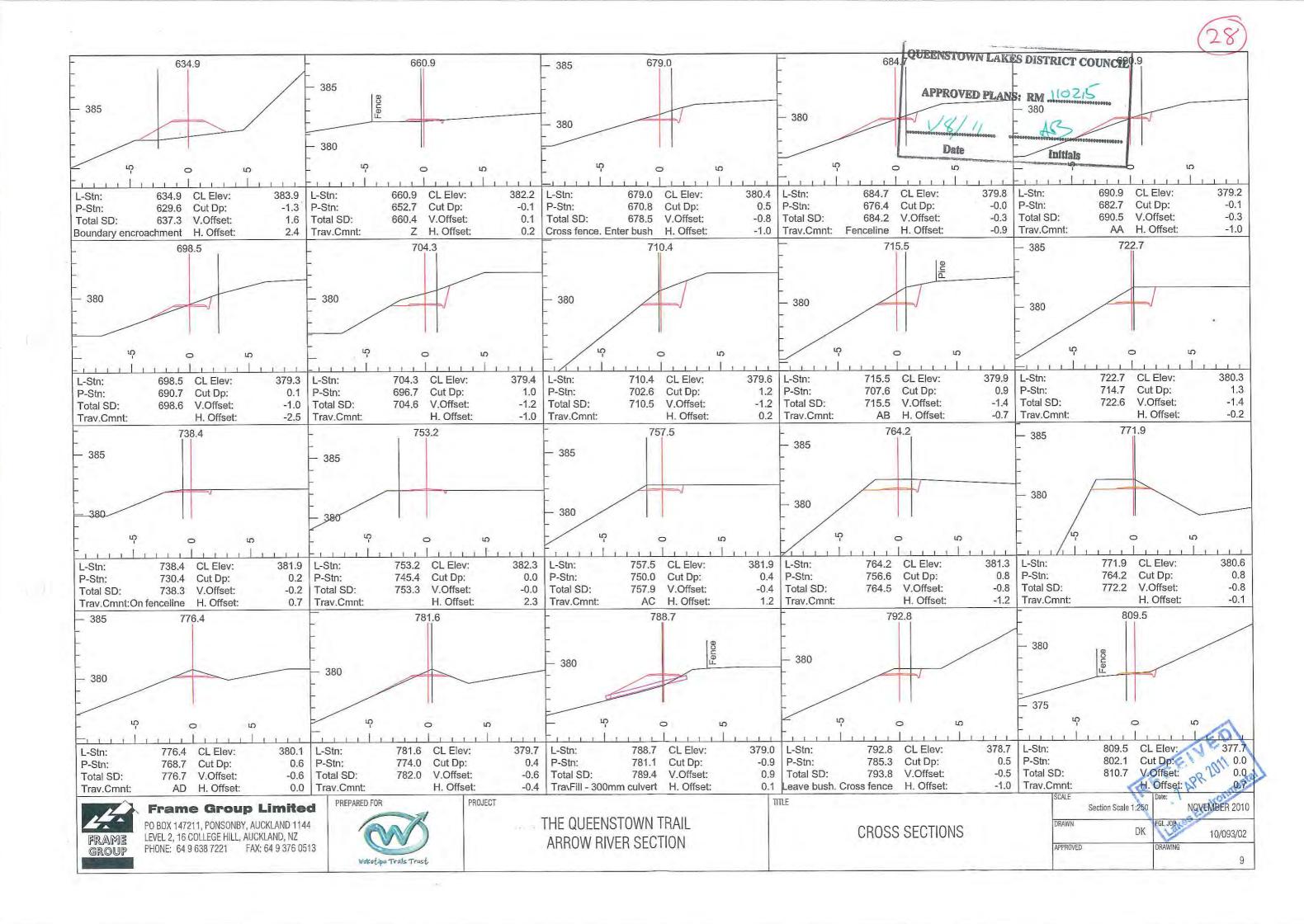
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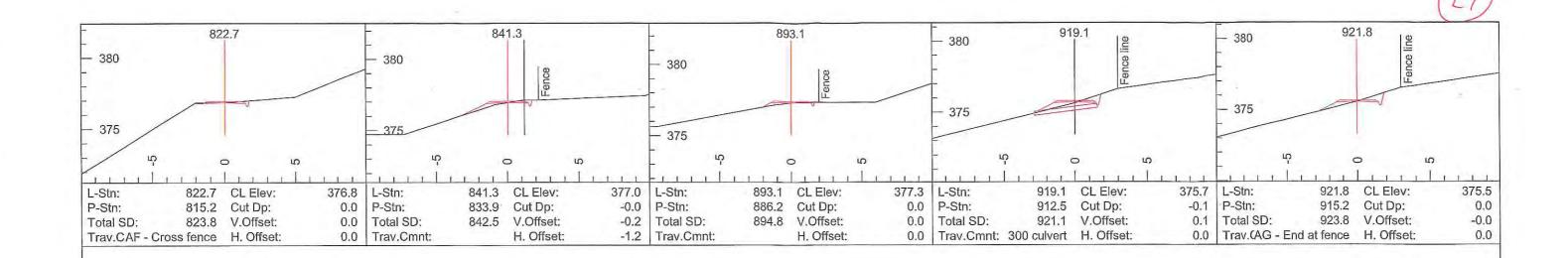




Wakatipu Trails Trust









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PROJECT

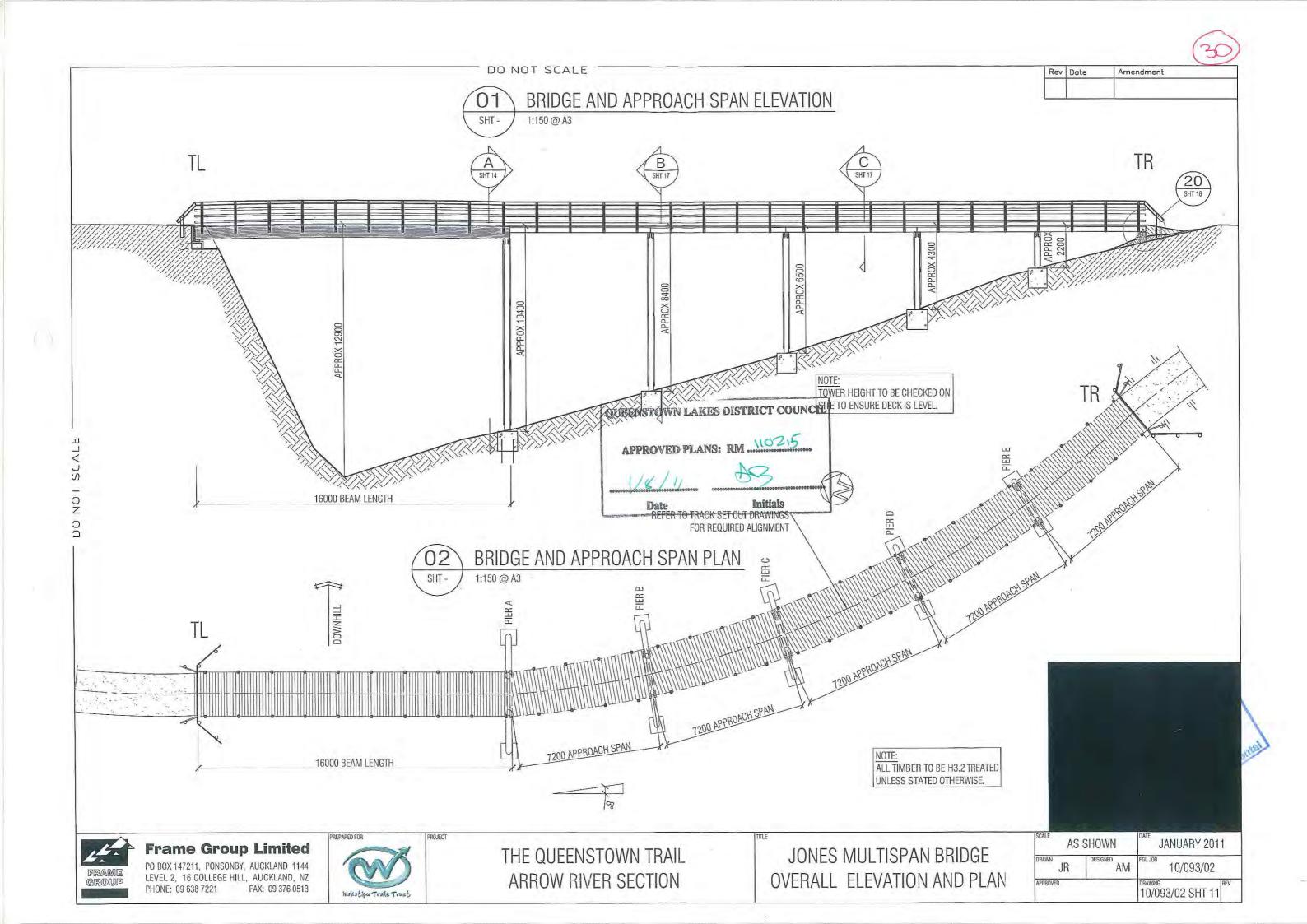
THE QUEENSTOWN TRAIL ARROW RIVER SECTION

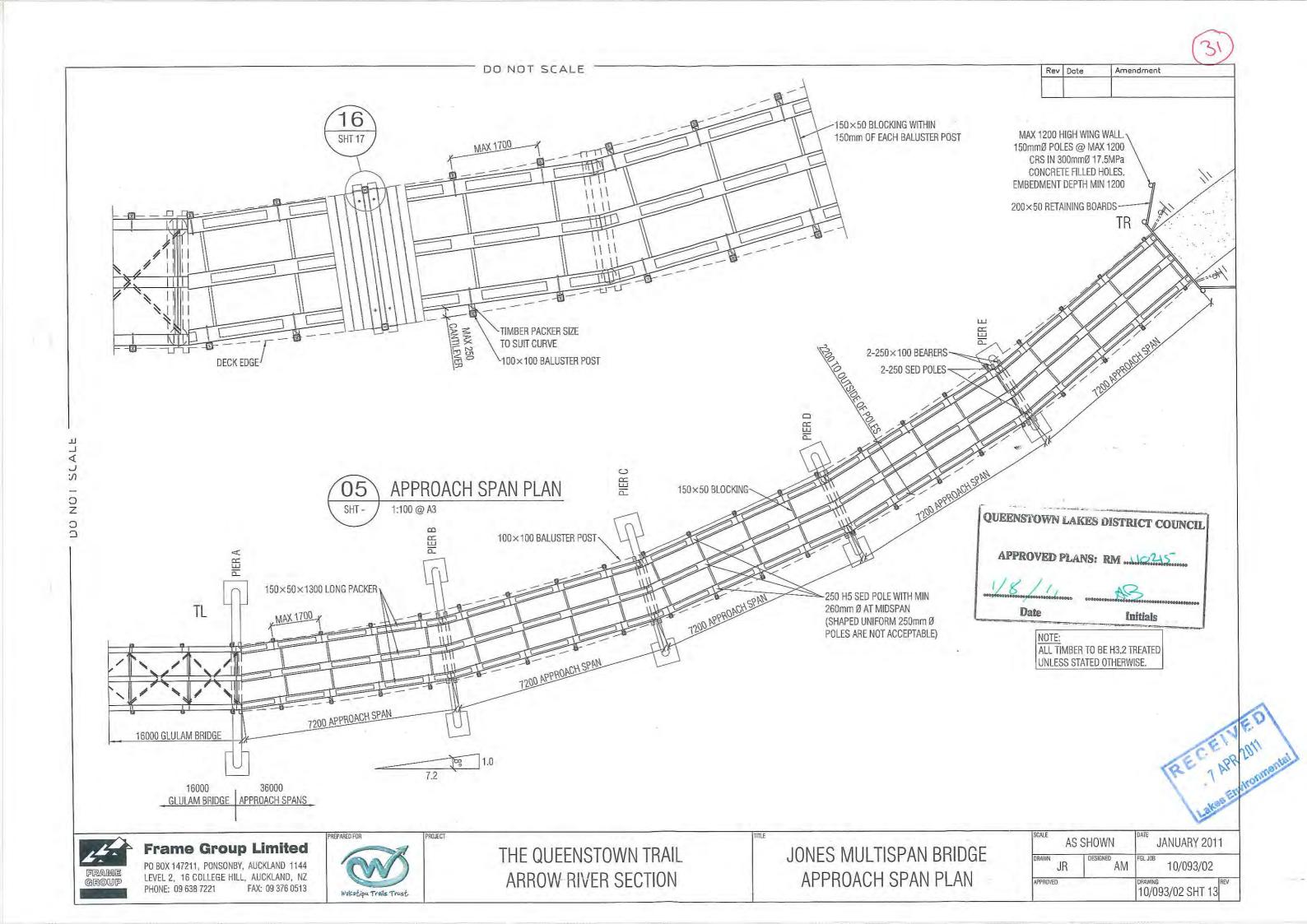
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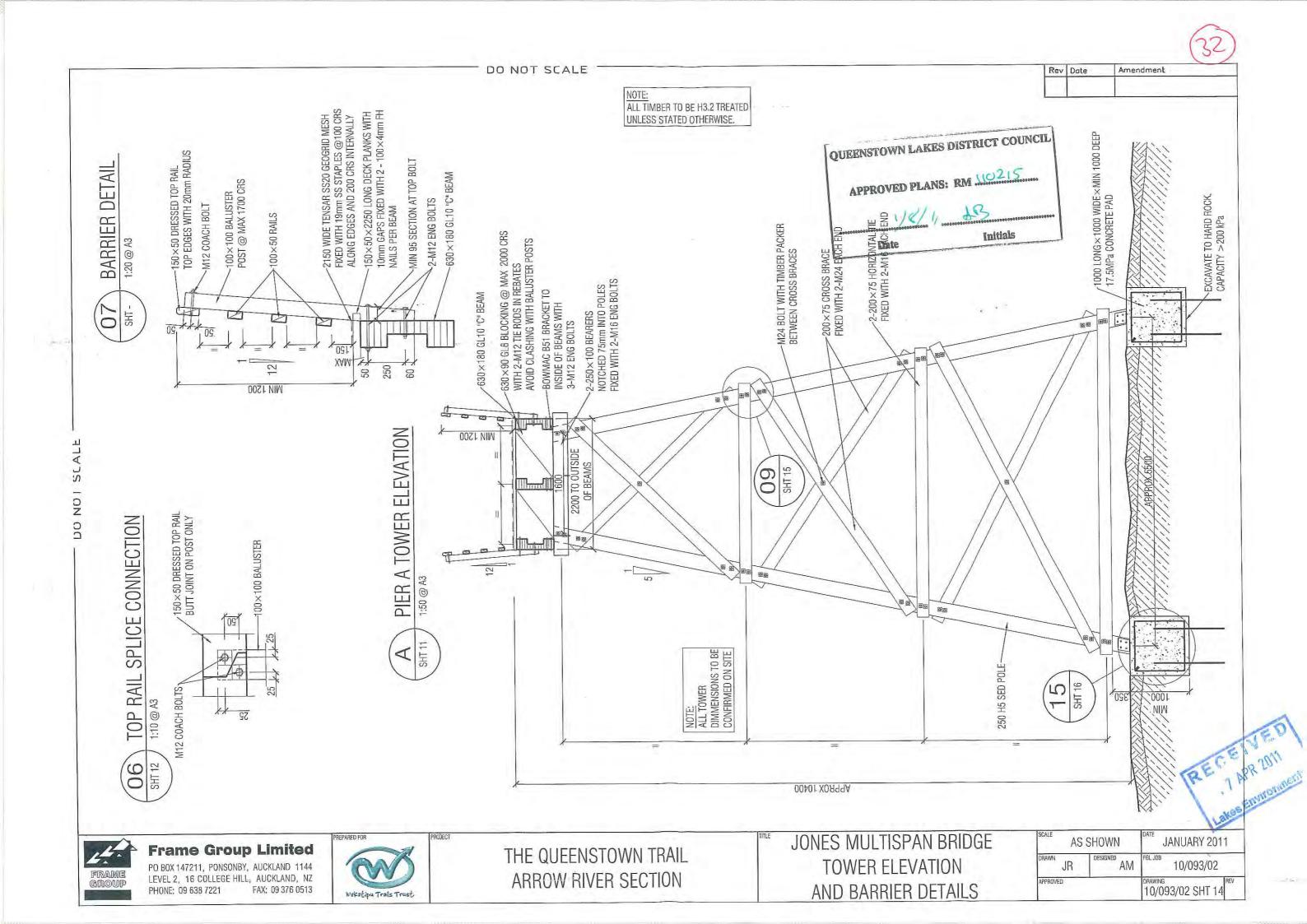
CROSS SECTIONS

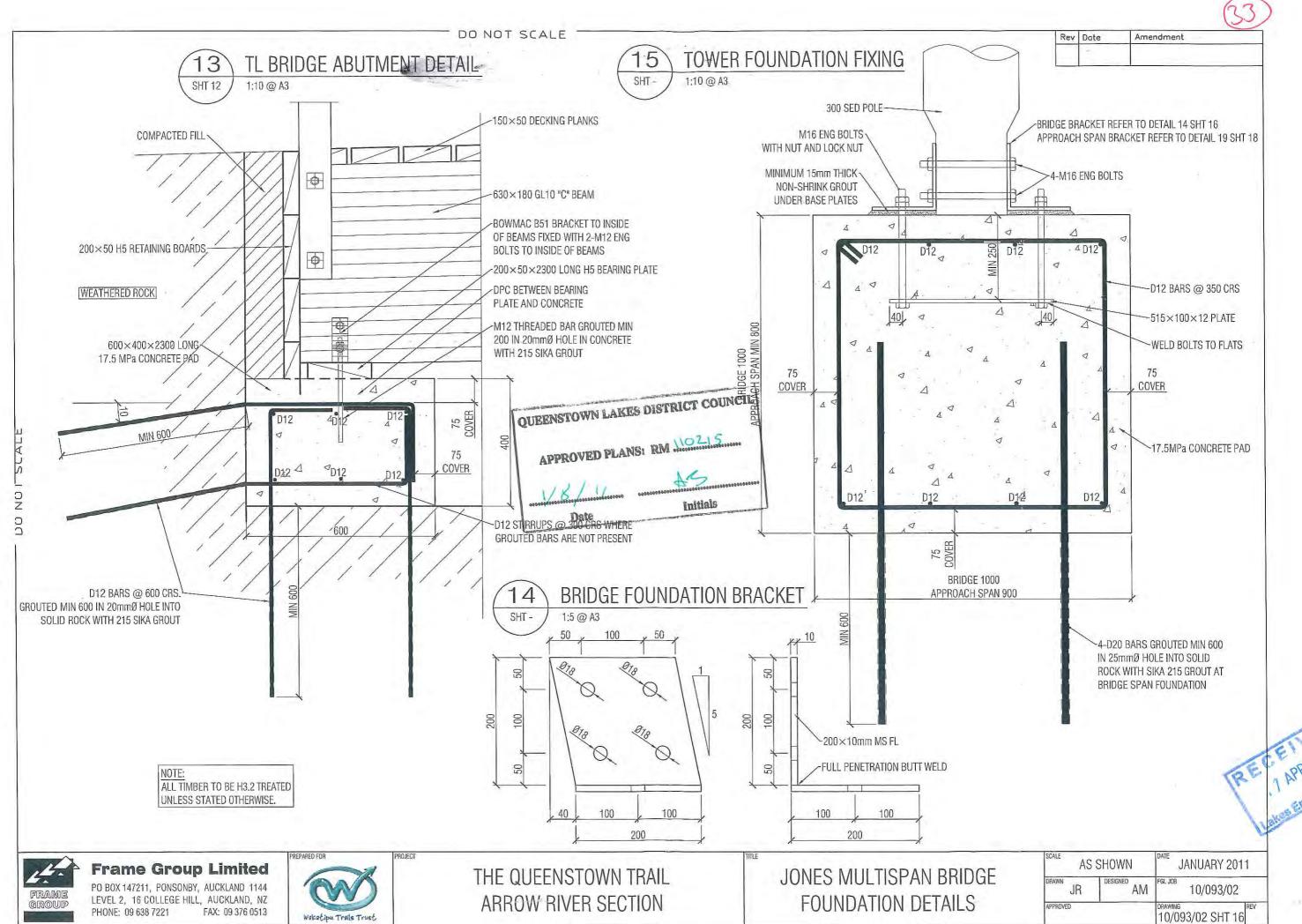
		IRE TAPE
SCALE	Section Scale 1:250	Date: NOVEMBER 2010
DRAWN	DK	FGL JOB 10/093/02
APPROVED		DRAWING 10

PR 2011



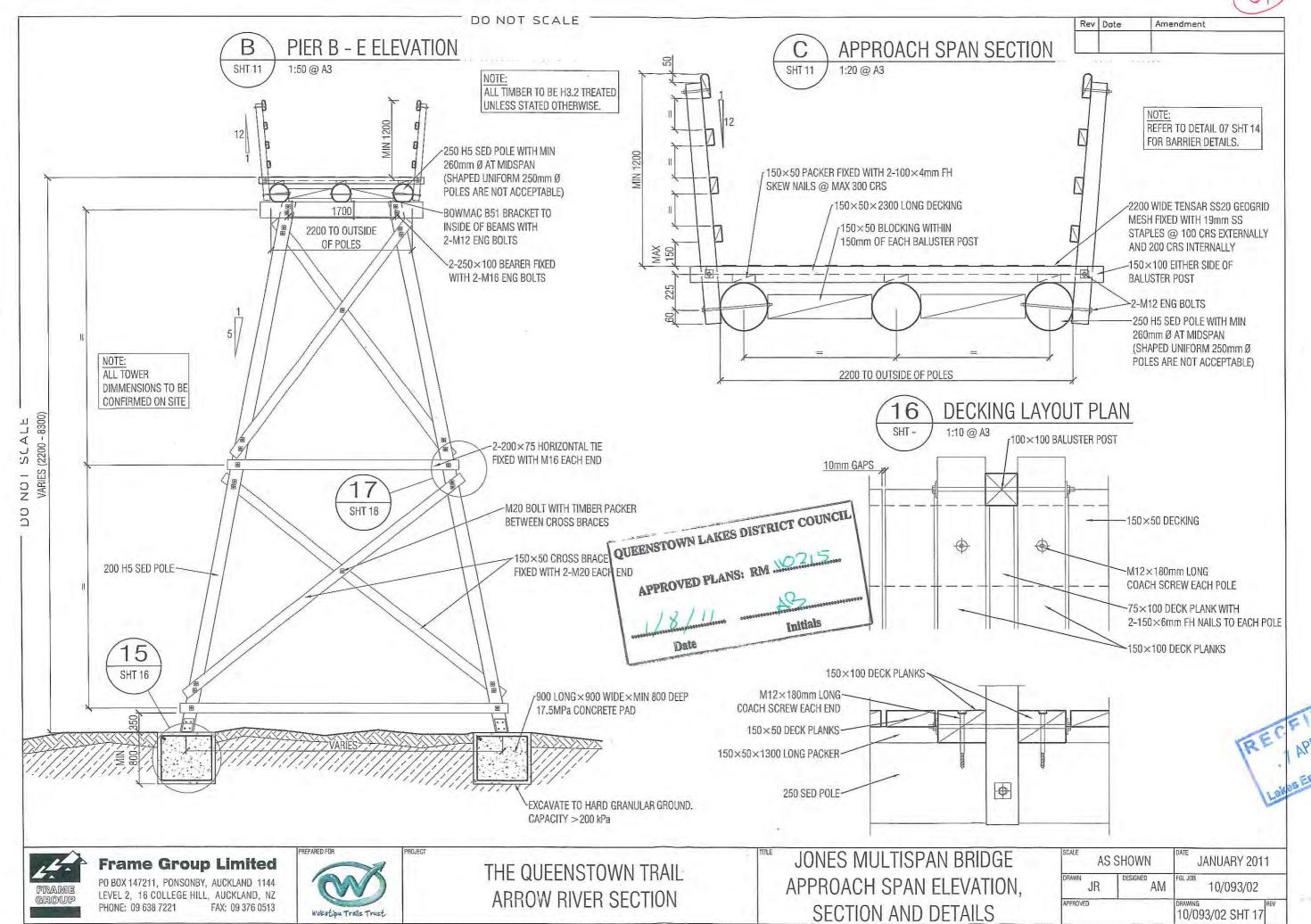


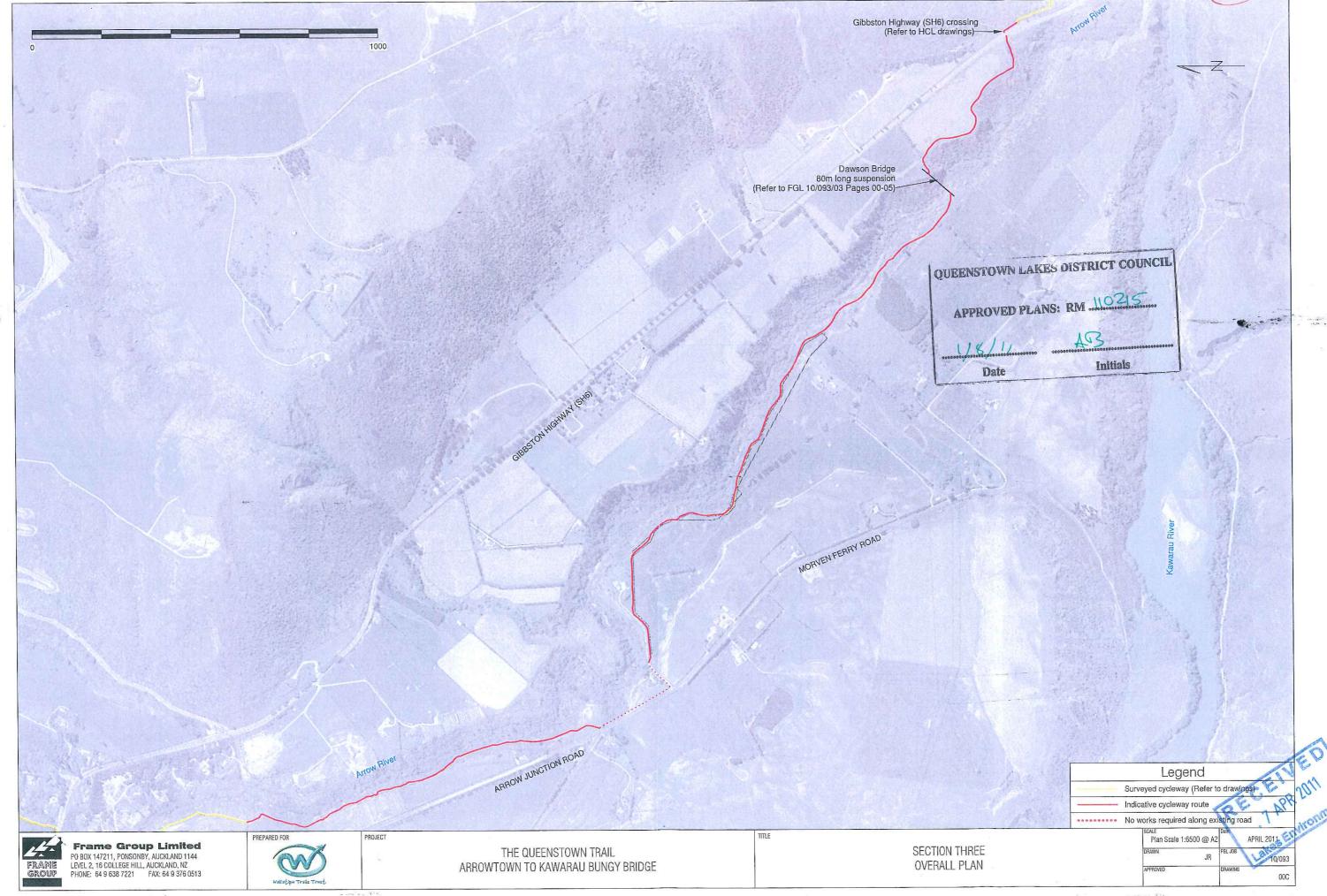




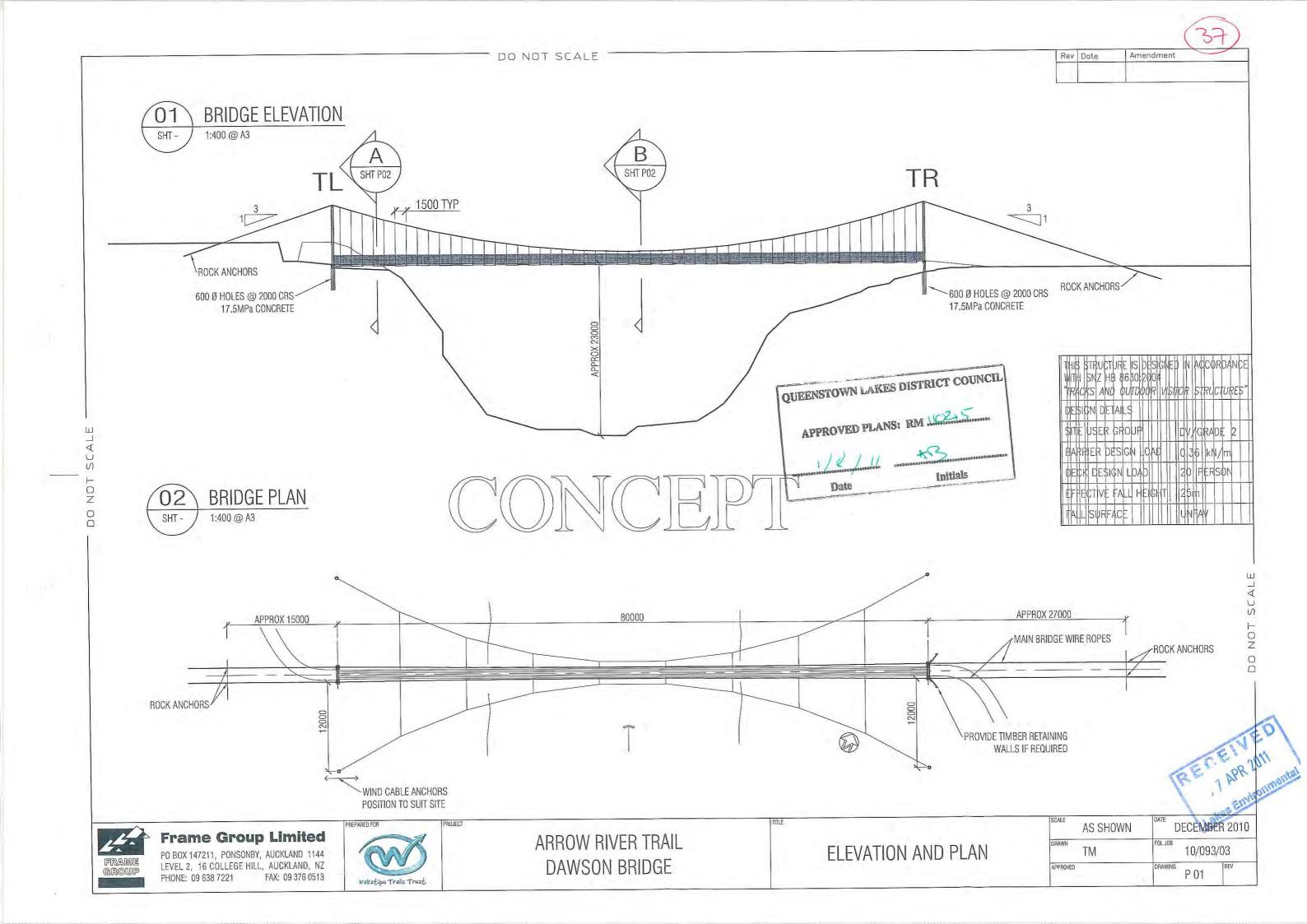


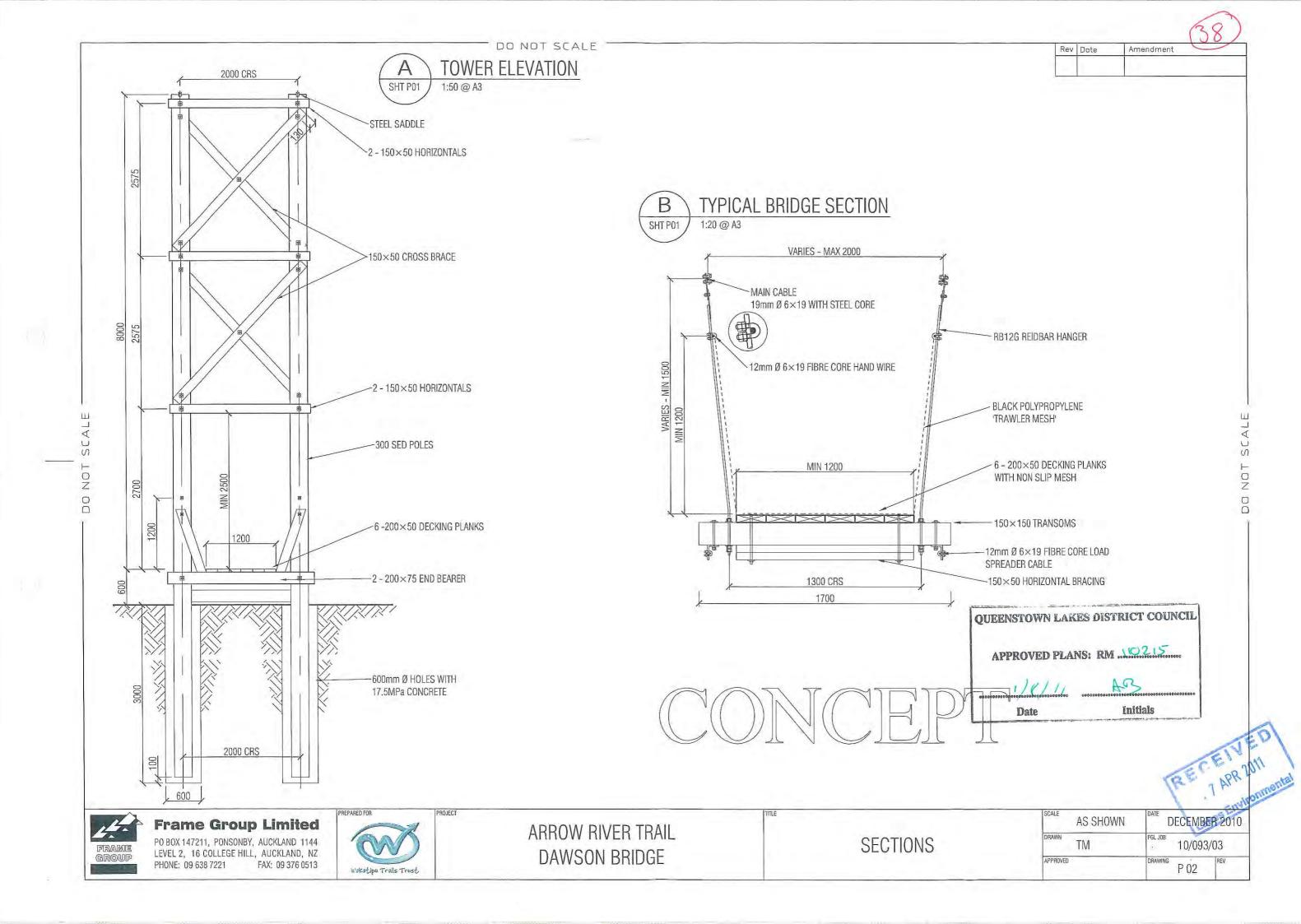






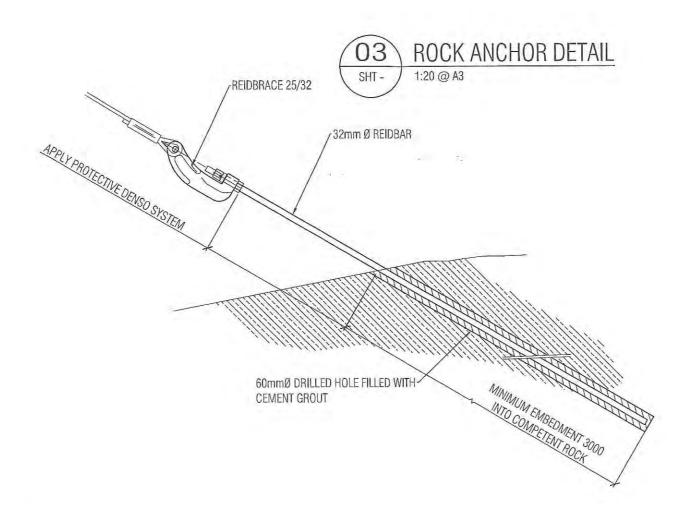






Amendment (3)

Rev Date Amendment



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CONCEPT

RECENTONIN



Frame Group Limited

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ARROW RIVER TRAIL DAWSON BRIDGE

ANCHOR DETAILS

SCALE	AS SHOWN	DECEMBER 2010
DRAWN	TM	FGL JOB 10/093/03
APPROVED	1	P 03

