

INTRODUCTION

This report has been prepared in respect of the Mount Cardrona Station Plan Change to fulfill the requirements of Section 32 of the Resource Management Act (RMA). This report should be read in conjunction with the supporting technical reports attached as Appendices 1-13, and the summary document entitled 'Mount Cardrona Station Plan Change: Summary'.

Section 32 of the Act requires that an evaluation be undertaken that examines:

- the extent to which each objective is the most appropriate way to achieve the purpose of the Act; and
- whether, having regard to their efficiency and effectiveness, the policies, rules or other methods are the most appropriate for achieving the objective.

For the purpose of the above examination, the evaluation must take into account:

- the benefits and costs of policies, rules or other methods; and
- the risk of acting or not acting if there is insufficient information about the subject matter of the policies, rules or other methods.

In order to meet the requirements of the RMA, this report has been structured into 4 different parts.

Part 1 provides the framework for a Plan Change. It identifies the purpose of the report, explains the context of the Plan Change in terms of the context of the site, its zoning history, and the statutory and non-statutory framework in which it sits.

Part 2 provides the legislative context for the Plan Change, identifying the provisions of relevant statutory documents that are pertinent to the consideration of a Plan Change for the subject site.

Part 3 identifies provisions within non-statutory documents prepared or supported by the Queenstown Lakes District Council that are of relevance to the consideration of the Plan Change.

Part 4 identifies the consultation undertaken by the Council in its preparation of the Plan Change, and summarises the feedback received.

Part 5 identifies and discusses the key options available to the Council when considering the future zoning of the subject site. Attachment 1 provides an evaluation of the key alternatives in terms of their effectiveness in achieving the relevant settled objectives and policies of the District Plan.

Part 6 identifies and assesses the alternatives considered as a result of the consultation process.

Part 7 provides an analysis of the policies and methods. This should be read in conjunction with Attachment 2 which provides a detailed assessment of alternative policies and methods.

PART 1: THE CONTEXT FOR A PLAN CHANGE

1.1 SCOPE OF THE PLAN CHANGE

This Plan Change relates to land at Mount Cardrona Station, currently zoned partly Rural General and partly Rural Visitor in the Queenstown Lakes Partially Operative District Plan (PODP). It is located 2km to the north of the existing Cardrona Village, and sits at the base of two ski fields.

The study area considered for the Plan Change is depicted in Figure 1 below. Note that this study area was considered when identifying options for rezoning and was considered by technical consultants in preparing their assessments for the Plan Change. However, it does not align with the area that is proposed to be rezoned.



The study area is 177 hectares in size, and is located within the Mount Cardrona Station, situated in the Cardrona Valley approximately 2km north of the existing Cardrona Village. Currently, the site comprises 17 hectares of land zoned Rural Visitor (depicted by orange border), and 160 hectares zoned Rural General.

1.2 CONTEXT- THE SITE AND ITS SURROUNDS

This section of the report provides a summary of the characteristics of the site and its surrounds. For additional detail, please refer to Appendices 2.1, 2.2 and 2.3 (Landscape report, Urban Design Assessment, and Archaeological Assessment).

In summary, the site is located on the western side of Cardrona Valley, approximately 2 kilometers to the north east of Cardrona Township and approximately 20 kilometers south west of Wanaka Township. The existing Rural Visitor Zone (RVZ) located within the subject site is situated to the north and south of the access from the Cardrona Valley Road to the Cardrona Ski field and can be seen on Map 24 of the Queenstown Lakes District Council's PODP Planning Map. The site is largely 'greenfields', with only 2 existing buildings. That portion of the site zoned RVZ has the potential for significant development.

1.2.1 Landscape Character

The landscape character of the Cardrona Valley is that of a rural environment surrounded by an alpine environment. These mountains that surround the Valley floor are characterised largely by high country paddocks consistent with the character of the Outstanding Natural Landscape (ONL) categorization applied under the PODP. Residential development has been contained largely within the Valley floor, which is more domesticated than the surrounding mountains, containing a number of exotic plant species associated with farming and residential development. Pringles Creek subdivision is located alongside the subject site, and provides a rural residential character; the housing extending to 623 masl.

1.2.2 Historic values of the Cardrona Valley

The Cardrona Valley has a rich past associated with providing an access route between Otago and the West Coast, goldmining activities, and pastoral farming.

The Ecological Assessment (Appendix 2.4) identified that prior to human occupation of the Cardrona Valley a closed forest covered all hill slopes to about 1100 masl and filled the valley systems. This forest cover was cleared as a result of human habitation.

The Archaeological Assessment (Appendix 2.3) and Cultural Values Report (Appendix 2.5) identify that prior to European settlement the Cardrona Valley provided an access route between Central Otago and the West Coast for Tangata Whenua. From the Haast Pass and Lake Wanaka, the track passed through the Cardrona Valley, continuing across the Kawarau River and through the Nevis Valley.

European settlement began when the area was farmed in large pastoral runs in the 1850's. The gold rush began in the 1860's and with the influx of miners came the establishment of the town of Cardrona. The Valley was used as the main route to Fox's diggings at Arrowtown in the early 1860s, and gold was first discovered in the Cardrona Valley itself in November 1862, and by 1863, 300 miners were working stream beds and banks in the upper part of the Cardrona Valley. At its peak in the early 1870s the resident population of Cardrona reached 1000 with a predominance of Chinese miners, who worked over claims abandoned by Europeans.

The Valley had two townships about two kilometers apart, the lower one establishing around mining claims in the late 1860s. These two settlements were connected by shared public buildings and infrastructure, such as post office, police station, jail, school and cemetery. By 1877 however, mining activity had significantly reduced and the settlement was reduced to three hotels and three stores. In the last phases of gold mining at Cardrona, at the end of the 19th Century and beginning of the 20th Century, dredges were used to mine the river beds. By this time pastoral farming dominated in the area once again.

These past activities have shaped the landscape and development form seen in the Valley today. Remains of old buildings are scattered throughout the Valley and dredging remains are visible alongside the Cardrona River and in the Branch Burn.

The subject site contains cues to both the gold mining and pastoral history, containing two significant water races which date back to the 1860's, as well as the site of the original farm homestead, and implements such as an old chaff cutter. There are opportunities within the site and its surrounds to build on its historic value, increase awareness of the heritage values of the Cardrona Valley, and provide protection for the sites and features that remain.

1.2.3 Current Activities and uses

Cardrona is located in a spectacular mountain environment with excellent proximity to a range of recreational activities. It is en-route between Queenstown and Wanaka. The current permanent population of Cardrona is 66 (2001 census) and existing development in Cardrona Village is a mix of short stay and owner occupier accommodation. The extent of this development is relatively limited,

with less than 25% of the zoned capacity of the existing village having been developed. Details of the current and potential land uses are provided in the Market Demand Study, attached as Appendix 6.

Ski fields are located on the mountain ranges to both the west and east of the Valley, their access roads joining the Cardrona Valley Road in close proximity to the subject site.

As identified in Appendix 2.6, Cardrona Ski Field to the west experiences 175 000 skier days per year (based on 2005 figures), comprising approximately 26% of the total skier numbers in the Queenstown Lakes District. To the east, the Snow Farm and Snow Park currently experience a total of 60 000 skier days per year between them. In total, the Cardrona Valley provides for 34% of the total skier days in the Queenstown Lakes District. Given the lack of accommodation currently located within the Cardrona Valley, most visitors to the ski fields must travel from either Queenstown or Wanaka.

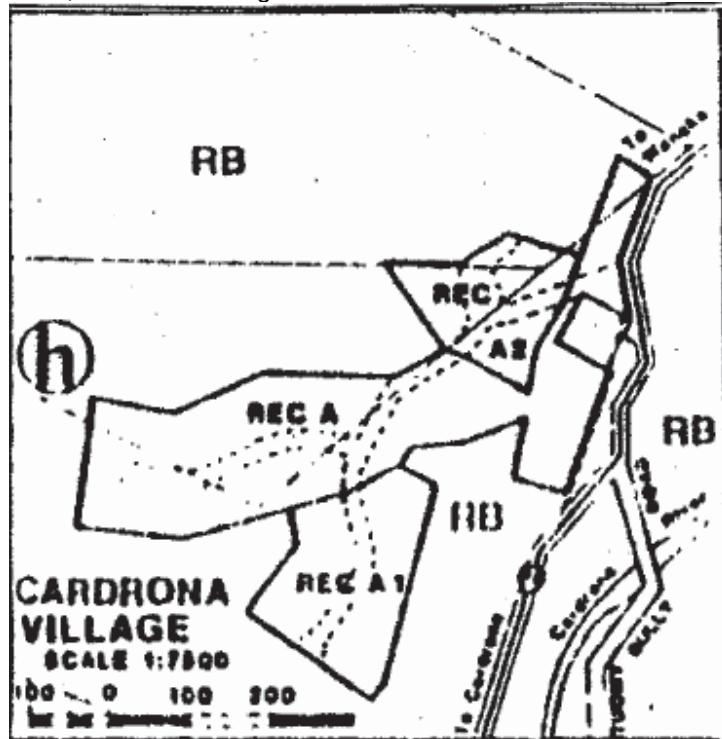
While the activities undertaken within the Valley and its surrounds are principally winter focused, there are a number of summer activities undertaken, and potential for growth in this area. Summer activities include horse trekking, walking, mountain biking, and the monster trucks car rally.

1.3 PLANNING CONTEXT AND ZONING HISTORY

The following section of this report summarises the planning context of the site and its surrounds, providing a background to the District Plan provisions currently in place.

1.3.1 Lakes-Queenstown Wakatipu Combined District Scheme (1981)

Mount Cardrona Station was first zoned as REC A and REC A1 (Recreation A and A1) in the Transitional District Plan, illustrated on Figure 3 below:



Land surrounding the REC and REC A1 Zone was zoned Rural B, while the town of Cardrona was zoned Tourist Zone.

The objective for the REC A Zone was:

To provide for staff and visitor accommodation and associated facilities in a location which is in close proximity to the ski field development in the Cardrona Valley.

The explanation to this Zone identified that it was desirable for convenience purposes to provide a base for mountain staff and their facilities in close proximity to the ski resorts. The establishment of specialised accommodation such as ski lodges would not detract from the type of accommodation provided in Wanaka and Queenstown, and would assist the development of ski fields by reducing travel time for visitors.

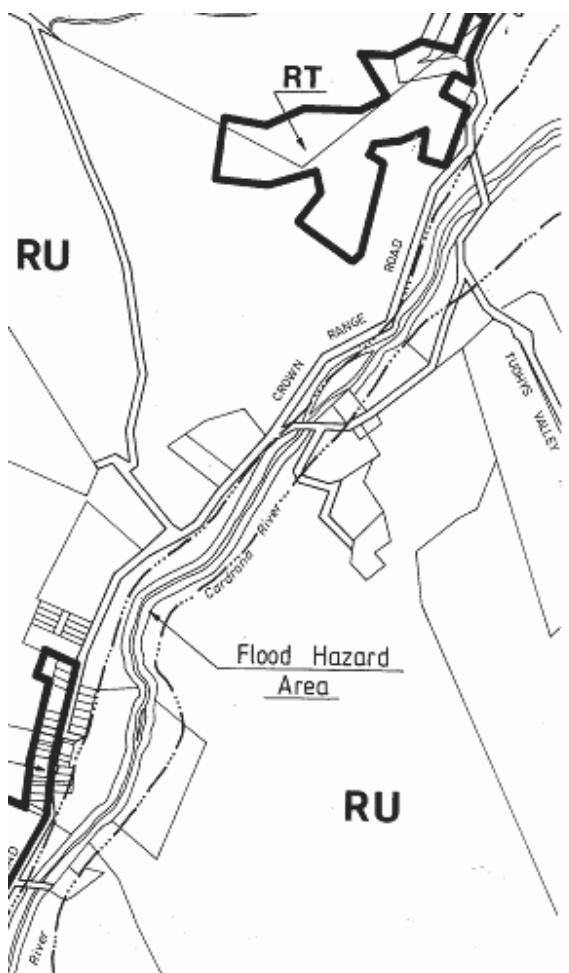
The Plan listed controlled activity uses, which included houses, ski lodges (in RECA1), travellers accommodation (only in RECA2), and retail shops where floor space was less than 200m². The controlled activity status was subject to the provision of full reticulation of sewage and water, and a Comprehensive Development Plan approved by the Council.

1.3.2 Proposed District Plan (1995)

The REC Zone located on Mount Cardrona Station was rezoned Rural Tourist Zone in the 1995 Plan. This meant that while the location and area of the Zone was not changed, the Cardrona Recreation Zone was now zoned the same as Walter Peak, Cecil Peak, and the existing Cardrona Village, and was therefore subject to the same objectives, policies and rules as those other areas.

The rules for the Zone were changed fairly significantly; namely, setbacks from roads were increased from 4.5 metres to 20 metres for visitor accommodation and 10 metres for residential accommodation, recreation activities and retail activities. Building height for visitor accommodation was changed from 7metres to 12metres, while building height for commercial, recreation and residential activities was changed to 8metres, and other buildings to 6metres. All buildings were a controlled activity. There was no minimum allotment size, and no limitation on building coverage.

The zoning as notified in the Proposed District Plan (1995) was identified in the planning maps as follows:

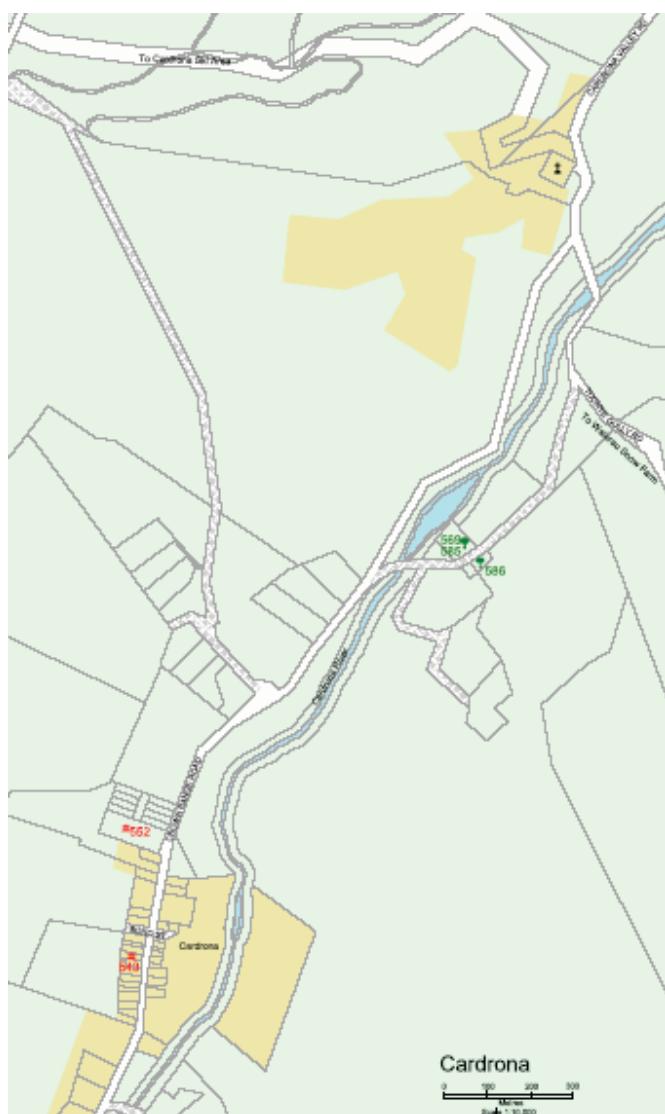


1.3.3 The Revised Proposed District Plan 1998

The Proposed District Plan was amended following Council decisions on submissions in 1998. The Rural Tourist Zone was changed in title to Rural Visitor Zone, and now applied to Cecil Peak, Walter Peak, Cardrona (existing Village and the site at the base of the ski field access roads), Blanket Bay, Arthurs Point, Arcadia Station and Windermere.

The rules remained in large part the same as those proposed under the 1995 Plan, with the insertion of an additional site standard requiring that all services be reticulated underground, and that effluent disposal is reticulated to a Council approved system.

There is no minimum lot size for subdivision, and no limitation on building coverage. The Rural Visitor Zones at Cardrona were identified in Planning Map 24 as follows:

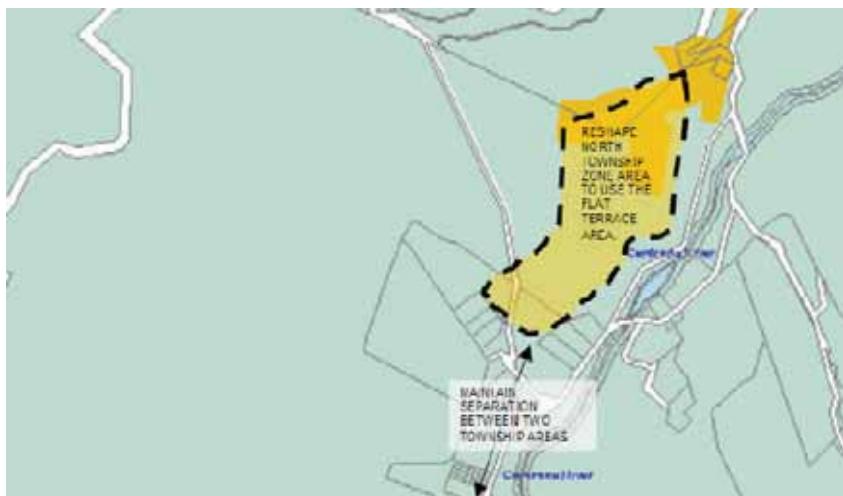


1.3.4 The Partially Operative District Plan 2003

No appeals were lodged with respect to the zoning located on Mount Cardrona Station, and the Rural Visitor Zones were made operative in the District Plan in September 2003.

1.4 RESOURCE MANAGEMENT ISSUE

As identified in the preceding discussion, 17 hectares of land located at the base of the Cardrona ski field access road has been zoned for over 25 years to enable significant development. This was recognised at the Cardrona Community Plan workshop held in December 2003, which identified that the zoning should be shifted as shown in the following figure:



The Community Plan also identified a number of objectives for the upper terrace area if the zoning was shifted, namely:

Consideration should be given to shifting the location of the Northern Rural Visitor Zone on the Western side of Cardrona Road on the terrace by the skifield turn-off area. Staff accommodation, especially during winter should be provided for in Cardrona.

As a result of this recommendation the Council approached the landowner of Mount Cardrona Station in 2005 with a proposal to initiate a plan change.

The Council then commissioned a landscape report to establish the appropriateness of the Plan Change from a visual impact perspective. This report confirmed the views of the community that the terrace above the Cardrona Road is better able to absorb development than the existing location of the RVZ, and therefore supported the initiation of a plan change for this purpose.

This helped define the following key resource management issue for the Plan Change:

The Rural Visitor Zone located at the base of the Cardrona ski field access road provides significant development rights. Because of its location and form, the implementation of this Zone would result in development with significant adverse effects on the quality of the environment within the Cardrona Valley.

Explanation

The current set of objectives, policies and rules under the Rural Visitor Zone create a permitted baseline of 12 metre high buildings, multi unit developments and no minimum lot size. The current location of the Rural Visitor Zone on Mount Cardrona Station, coupled with these provisions, enables significant development potential in a sensitive location. If development were to occur that meets the provisions of this zone, there would be significant adverse effects on the landscape values and character of the Cardrona Valley.

There is a risk that if this issue is not addressed, inappropriate and unsustainable development will occur through the implementation of the existing zone provisions. Cardrona provides a key linkage and visitor route between Queenstown and Wanaka, and enabling development as provided by the existing Rural Visitor Zone would impact on the experience through the Cardrona Valley. For this reason, it is considered a significant issue for the District.

Addressing this issue through amending the District Plan would make a positive difference to the future character of the Cardrona Valley. This can be achieved through the preparation and notification of a Plan Change to the District Plan.

1.5 PURPOSE OF THE PLAN CHANGE

Given the above resource management issue, a resolution was made by the Strategy Committee of the Council in December 2005 to initiate a plan change, the purpose of such a plan change being:

To relocate the zone boundaries and improve the provisions in order to provide a zone which enables the development potential of the current zone but does so in a way which has significantly less adverse effect on the landscape. In addition, the zone provisions would be further refined to ensure an appropriate mix of uses within the zone, such that provision of permanent residential housing, visitor accommodation, worker housing, and ancillary small scale commercial amenities are all assured.

The following set of objectives was agreed for the Plan Change:

Landscape values

To ensure that development within the zone has a significantly lesser effect on the outstanding natural landscape of the Cardrona Valley (as compared to the current zoning)

To ensure that development is contained and that a defined urban edge is established in order to ensure against sprawl

Sustainable, integrated community

To ensure high quality mixed use and mixed density development, which provides accommodation for residents, visitors, and seasonal workers in an integrated manner

To require best practice urban design principles to be employed throughout

To ensure the MCS land and existing village develop in a complementary way, which enables a sustainable and integrated community to establish within the Valley

To provide for and encourage recreational opportunities within the zone and in connection with other development in the vicinity

Ecological Values

To enhance the ecological values of the Mount Cardrona site

Heritage Values

To recognise and enhance heritage values that exist within the zone.

Infrastructure

To ensure that infrastructure is provided in an environmentally acceptable manner, and, where practicable, is coordinated with the existing Cardrona village.

To achieve the principles of SNZ HB44:2001

PART 2: LEGISLATIVE FRAMEWORK

This section of the report identifies the relevant provisions of the Resource Management Act (the Act). It then identifies the documents referred to in the Act to which the Council must take into account when preparing a plan change. These include the documents prepared by the Otago Regional Council (Regional Policy Statement, Regional Water Plan and Regional Air Plan), relevant National Environmental Standards (Air Quality) and the relevant iwi management plan (Kai Tahu Ki Otago Natural Resource Management Plan).

2.1 RESOURCE MANAGEMENT ACT 1991

This Plan Change has been prepared as a means of achieving the purpose of the Act, which is expressed in **section 5** as follows:

- (1) *The purpose of this Act is to promote the sustainable management of natural and physical resources.*
- (2) *In this Act, “sustainable management” means managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural wellbeing and for their health and safety while –*
 - (a) *sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonable foreseeable needs of future generations; and*
 - (b) *Safeguarding the life-supporting capacity of air, water, soil and ecosystems; and*
 - (c) *Avoiding, remedying or mitigating any adverse effects of activities on the environment.*

Section 6 identifies matters of national importance. The Cardrona Valley has been identified as an Outstanding Natural Landscape (ONL), and therefore is subject to Section 6(b), which reads:

The protection of outstanding natural features and landscapes from inappropriate subdivision, use and development.

Other matters of national importance that are of relevance when considering the Plan Change:

- (e) *the relationship of maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.*
- (f) *the protection of historic heritage from inappropriate use, subdivision and development.*

Section 7 lists “other matters” that the Council must have particular regard to. The following sub-sections are of particular relevance to this plan change:

- (b) *The efficient use and development of natural and physical resources:*
 - (bb) *The efficiency of the end use of energy*
 - (c) *The maintenance and enhancement of amenity values:*
 - (f) *Maintenance and enhancement of quality of the environment:*
 - (g) *Any finite characteristics of natural and physical resources:*
 - (j) *The benefits to be derived from the use and development of renewable energy.*

Section 8 states that:

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).

Section 31 of the Act identifies the functions of territorial authorities. This Plan Change relates specifically to Council's functions under 31(a), which reads:

- (a) *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.*

Relevant clauses of **Section 32** of the Act read:

- (3) An evaluation must examine—
(a) *the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and*
(b) *whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.*
- (4) *For the purposes of this examination, an evaluation must take into account—*
(a) *the benefits and costs of policies, rules, or other methods; and*
(b) *the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.*
- (5) *The person required to carry out an evaluation under subsection (1) must prepare a report summarising the evaluation and giving reasons for that evaluation.*
- (6) *The report must be available for public inspection at the same time as the document to which the report relates is publicly notified or the regulation is made.*

This analysis meets the requirements identified above, and forms the report required by sections 32(5) and (6).

Section 72 identifies the purpose of District Plans, and reads

The purpose of the preparation, implementation and administration of district plans is to assist territorial authorities to carry out their functions in order to achieve the purpose of this Act.

Section 73 provides for the preparation and change of District Plans. It states that variations and plan changes must be prepared in accordance with the First Schedule of the Act. The First Schedule sets out the required process of consultation, notification, submissions, hearings and decisions.

Section 74 is of particular relevance, and identifies the matters to be considered by local authorities when preparing a change or variation to a district plan. Listed here are the clauses that are of relevance:

- (1) *A territorial authority shall prepare and change its district plan in accordance with its functions under section 31, the provisions of Part 2, its duty under section 32, and any regulations.*

- (2) *In addition to the requirements of section 75(2), when preparing or changing a district plan, a territorial authority shall have regard to—*
- (a) Any—
- (i) *Proposed regional policy statement; or*
- (ii) *Proposed regional plan of its region in regard to any matter of regional significance or for which the regional council has primary responsibility under Part 4; and*
- (b) Any—
- (i) *Management plans and strategies prepared under other Acts; and*
- (ii) *Relevant entry in the Historic Places Register; and*
- (..)

to the extent that their content has a bearing on resource management issues of the district; and

2(A) *A territorial authority, when preparing or changing a district plan, must—*

- (a) *Take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on resource management issues of the district; and*
- (3) *In preparing or changing any district plan, a territorial authority must not have regard to trade competition.*

Section 75 identifies the contents of District Plans. Of particular relevance, clause (3) reads:

A district plan must give effect to:

- (a) *any national policy statement*
(b) *any New Zealand Coastal Policy Statement*
(c) *any regional policy statement*

Clause 4 reads:

A district plan must not be inconsistent with

- (b) *a regional plan for any matter specified in section 30(1).*

Other statutory documents

2.2 REGIONAL POLICY STATEMENT FOR OTAGO (OPERATIVE IN OCTOBER 1998)

Section 60 of the RMA requires the Otago Regional Council to prepare a Regional Policy Statement. The purpose of a Regional Policy Statement is to promote the sustainable management of natural and physical resources. Otago's Regional Policy Statement does this by giving an overview of the resource management issues facing Otago, and by setting policies and methods to manage Otago's natural and physical resources. The Regional Policy Statement contains no rules.

Section 75 of the RMA requires that the Plan Change gives effect to the provisions of the Regional Policy Statement. The provisions relevant to the consideration of this Plan Change are listed below.

4 Manawhenua Perspective Objectives

4.4.1

Waahi Tapu (Sacred places)

To recognise the spiritual and customary importance of waahi tapu (such as burial places) to Kai Tahu and to recognise and provide for the protection of waahi tapu from physical disturbance, erosion, pollution and inappropriate landuse.

Waahi Taoka (Treasured Resources)

To recognise and provide for the special significance that all taoka play in the culture of Kai Tahu.

Wai (Water)

To recognise the principle of wairua and mauri in the management of Otago's water bodies.

Mahika Kai (Places where food is produced or procured)

To maintain and enhance mahika kai and access to those traditional resources.

Kaitiakitanga (Guardianship)

To incorporate the concept and spirit of kaitiakitanga in the management of Otago's natural and physical resources in a way consistent with the values of Kai Tahu.

Whenua Papakaika (Ancestral Land)

To recognise the right of Kai Tahu to manage and utilise their whenua papakaika.

5 Land Objectives

To promote the sustainable management of Otago's land resources in order:

- *To maintain and enhance the primary productive capacity and life-supporting capacity of land resources; and*
- *To meet the present and reasonably foreseeable needs of Otago's people and communities.*
- *To avoid, remedy or mitigate degradation of Otago's natural and physical resources resulting from activities utilising the land resource.*
- *To protect Otago's outstanding natural features and landscapes from inappropriate subdivision, use and development.*
- *To ensure that public access opportunities exist in respect of activities utilising Otago's natural and physical land features.*

Policies

5.5.2

To promote the retention of the primary productive capacity of Otago's existing high class soils to meet the reasonably foreseeable needs of future generations and the avoidance of uses that have the effect of removing those soils or their life-supporting capacity and to avoid, remedy or mitigate the adverse effects on the high class soils resource where avoidance is not practicable.

5.5.3

To maintain and enhance Otago's land resource through avoiding, remedying or mitigating the adverse effects of activities which have the potential to, amongst other adverse effects:

- (a) *Reduce the soil's life supporting capacity*

- (b) *Reduce healthy vegetative cover*
- (c) *Cause soil loss*
- (d) *Contaminate soils*
- (e) *Reduce productivity*
- (f) *Compact soils*
- (g) *Reduce soil moisture holding capacity.*

5.5.4 To promote the diversification and use of Otago's land resource to achieve sustainable landuse and management systems for future generations.

To recognise and provide for the protection of Otago's outstanding natural features and landscapes which:

- (a) *Are unique to or characteristic of the region; or*
- (b) *Are representative of a particular landform or land cover occurring in the Otago region or of the collective characteristics which give Otago its particular character; or*
- (c) *Represent areas of cultural or historic significance in Otago; or*
- (d) *Contain visually or scientifically significant geological features; or*
- (e) *Have characteristics of cultural, historical and spiritual value that are regionally significant for Tangata Whenua and have been identified in accordance with Tikanga Maori.*

To promote the provision of public access opportunities to natural and physical land features throughout the Otago region except where restriction is necessary:

- (i) *To protect areas of significant indigenous vegetation and/or significant habitats of indigenous fauna; or*
- (ii) *To protect Maori cultural values; or*
- (iii) *To protect public health or safety; or*
- (iv) *To ensure a level of security consistent with the purpose of a resource consent or in circumstances where safety and security concerns require exclusive occupation; or*
- (v) *In other exceptional circumstances sufficient to justify the restriction notwithstanding the importance of maintaining that access.*

6 Water

6.4 Objectives

6.4.7. To maintain and enhance public access to and along the margins of Otago's water bodies.

6.4.8 *To protect areas of natural character, outstanding natural features and landscapes and the associated values of Otago's wetlands, lakes, rivers and their margins.*

Policies

- *To maintain and where practicable enhance existing well vegetated riparian margins and, where necessary, to promote the creation of further such margins;*
- *To provide for the preservation of the natural character of wetlands, rivers, lakes and their margins; and*
- *To maintain and enhance water quality; and*
- *To maintain and enhance ecological, amenity, intrinsic and habitat values; while considering the need to reduce threats posed by flooding and erosion.*
- *To maintain and enhance public access to and along the margins of Otago's water bodies through:*
 - (a) *Encouraging the retention and setting aside of esplanade strips and reserves and access strips to and along the margins of water bodies which will enhance access; and*
 - (b) *Identifying and providing for other opportunities to improve access, except where restriction is necessary;*
 - (i) *To protect areas of significant indigenous vegetation and/or significant habitats of indigenous fauna,*
 - (ii) *To protect Maori cultural values,*
 - (iii) *To protect public health or safety,*
 - (iv) *To ensure a level of security consistent with the purpose of a resource consent; or*
 - (v) *In other exceptional circumstances sufficient to justify the restriction notwithstanding the national importance of maintaining that access.*

9 Built Environment

Objectives

To promote the sustainable management of Otago's built environment in order to:

Meet the present and reasonably foreseeable needs of Otago's people and communities; and

Provide for amenity values; and

Conserve and enhance environmental and landscape quality; and

Recognise and protect heritage values.

To promote the sustainable management of Otago's infrastructure to meet the present and reasonably foreseeable needs of Otago's communities.

To avoid, remedy or mitigate the adverse effects of Otago's built environment on Otago's natural and physical resources.

9.5 Policies

9.5.2 *To promote and encourage efficiency in the development and use of Otago's infrastructure through:*

- (a) *Encouraging development that maximises the use of existing infrastructure while recognising the need for more appropriate technology; and*
- (b) *Promoting co-ordination amongst network utility operators in the provision and maintenance of infrastructure; and*

Encouraging a reduction in the use of non-renewable resources while promoting the use of renewable resources in the construction, development and use of infrastructure; and

Avoiding or mitigating the adverse effects of subdivision, use and development of land on the safety and efficiency of regional infrastructure.

To promote and encourage the sustainable management of Otago's transport network through:

Promoting the use of fuel efficient modes of transport; and

Encouraging a reduction in the use of fuels which produce emissions harmful to the environment; and

Promoting a safer transport system; and

Promoting the protection of transport infrastructure from the adverse effects of landuse activities and natural hazards.

To minimise the adverse effects of urban development and settlement, including structures, on Otago's environment through avoiding, remedying or mitigating:

Discharges of contaminants to Otago's air, water or land; and

The creation of noise, vibration and dust; and

Visual intrusion and a reduction in landscape qualities; and

Significant irreversible effects on:

- (i) *Otago community values; or*
- (ii) *Kai Tahu cultural and spiritual values; or*
- (iii) *The natural character of water bodies and the coastal environment; or*
- (iv) *Habitats of indigenous fauna; or*

- (v) *Heritage values; or*
- (vi) *Amenity values; or*
- (vi) *Intrinsic values of ecosystems; or*
- (viii) *Salmon or trout habitat.*

To maintain and, where practicable, enhance the quality of life for people and communities within Otago's built environment through:

Promoting the identification and provision of a level of amenity which is acceptable to the community; and

Avoiding, remedying or mitigating the adverse effects on community health and safety resulting from the use, development and protection of Otago's natural and physical resources; and

Avoiding, remedying or mitigating the adverse effects of subdivision, landuse and development on landscape values.

10 Biota

Objectives

To maintain and enhance the natural character of areas with significant indigenous vegetation and significant habitats of indigenous fauna.

Policies

To maintain and where practicable enhance the diversity of Otago's significant indigenous vegetation and the significant habitat of indigenous fauna, trout and salmon which are:

Covered under a statute or covenant for protection; or

Habitat or vegetation that support the maintenance or recovery of indigenous species that are uncommon or threatened with extinction (rare, vulnerable or endangered) regionally or nationally; or

Vegetation that contains associations of indigenous species which are rare or representative regionally or nationally; or

Vegetation that contains a substantially intact, uninterrupted ecological sequence of indigenous species which are rare or representative regionally or nationally; or

Important for soil and water values or have functions in natural hazard mitigation; and to promote and encourage, where practicable, the retention, enhancement and re-establishment of indigenous ecosystems within Otago.

11 Natural Hazards

Objectives

To avoid or mitigate the adverse effects of natural hazards within Otago to acceptable levels.

To avoid, remedy or mitigate the adverse effects of hazard mitigation measures on natural and physical resources.

11.5 Policies

To restrict development on sites or areas recognised as being prone to significant hazards, unless adequate mitigation can be provided.

To avoid or mitigate the adverse effects of natural hazards within Otago through:

Analysing Otago's natural hazards and identifying their location and potential risk; and

Promoting and encouraging means to avoid or mitigate natural hazards; and

Identifying and providing structures or services to avoid or mitigate the natural hazard; and

Promoting and encouraging the use of natural processes where practicable to avoid or mitigate the natural hazard."

12 Energy

Objectives

To avoid, remedy or mitigate the adverse effects on Otago's communities and environment resulting from the production and use of energy

To sustainably and efficiently produce and use energy taking into account community values and expectations.

To encourage use of renewable resources to produce energy

Policies

To promote the sustainable management and use of energy through:

- (a) *encouraging energy production facilities that draw on the region's renewable energy resources; and*
- (b) *encouraging the use of renewable energy resources, in a way that safeguards the life-supporting capacity of air, water, soil and ecosystems and avoids, remedies or mitigates adverse effects on the environment, as a replacement of non-renewable energy resources.*
- (c) *Encouraging sustainable development of Otago's renewable energy resources.*

To promote improved energy efficiency within Otago through:

- (a) *encouraging the use of energy efficient technology and architecture; and*
- (b) *educating the public about energy efficiency; and*
- (c) *encouraging energy efficiency in all industry sectors; and*
- (d) *encouraging energy efficient transport modes in Otago*

In summary, some key issues relevant to the assessment of this Plan Change are dealt with by the Regional Policy Statement for Otago. These include objectives and policies that are intended to:

- Recognise the special relationship that Manawhenua has with land and water resources.
- Maintain and enhance the primary productive capacity and life supporting capacity of land resources.
- Meet the reasonably foreseeable needs of the Region's people and communities via development which is efficient and meets community's expectations regarding amenity values.

- Protect the natural character and associated values of Otago's wetlands, lakes, rivers and their margins.
- Ensure efficiency of urban development and the efficient use of infrastructure by maximising the use of existing infrastructure. Minimise adverse effects of urban development and settlement on the region's environment. Such effects include pollution, loss of productive land to urban development and increased energy consumption.
- Maintain and enhance the quality of life for people and communities. This is to be achieved via the identification and provision of an acceptable level of amenity, avoiding, remedying and mitigating adverse effects on community health and safety, and adverse effects of subdivision, land use and development on landscape values.
- Maintain and enhance the natural character of areas with significant indigenous vegetation and/or fauna.
- Promote and encourage the retention, enhancement and re-establishment of indigenous ecosystems in the region.
- Avoid or mitigate the adverse effects of natural hazards and avoid or restrict development on hazard prone land.
- Promote public access opportunities.
- Encourage energy efficiency.

2.3 OTAGO REGIONAL WATER PLAN (OPERATIVE IN JANUARY 2004)

The purpose of the Water Plan is to promote the sustainable management of Otago's water resources. To achieve this, the Water Plan has policies and methods (which include rules) to address issues of use, development and protection of Otago's freshwater resources, including the beds and margins of water bodies.

Section 75(4)(b) of the Act requires that any changes to the District Plan must not be inconsistent with the provisions of the Water Plan. The provisions of particular relevance to this Plan Change are water quantity, water quality and discharges. It is noted that when considering this Plan Change in respect of the Water Plan provisions, the plan change must be considered in light of the fact that there is an existing zone; for which a resource consent has been lodged. Therefore the Council is not considering whether a new zone is potentially inconsistent with the Water Plan, but whether the Plan Change can address some of the objectives of the Water Plan.

Section 6: Water Quantity:

Objectives

- 6.3.1 *To retain flows in rivers sufficient to maintain their life-supporting capacity for aquatic ecosystems, and their natural character.*
- 6.3.2 *To provide for the water needs of Otago's primary and secondary industries, and community domestic water supplies.*
- 6.3.3 *To minimise conflict among those taking water.*
- 6.3.4 *To maximise the opportunity for diverse consumptive uses of water which is available for taking.*
- 6.4.1 *To enable the taking of surface water subject to defined allocation quantities and subject to provision for the retention of instream flows.*

Section 7- Water Quality

Section 7 provides policy guidance on water quality. This Section of the Plan contains the following objective:

- 7.5.1 *To maintain or enhance the quality of water in Otago's lakes and rivers so that it is suitable to support their natural and human use values and people's use of water.*

The following policies relate to point source discharges, and are therefore relevant when considering the infrastructure required to support either the Plan Change or the existing RVZ.

7.7.1 *To promote discharges of contaminants to land in preference to water, where appropriate.*

7.7.2 *When considering the discharge of any contaminant to land, to have regard to:*

- (a) *the ability of the land to assimilate the contaminant;*
- (b) *Any potential for soil contamination; and*
- (c) *Any potential for land instability.*

7.7.3 *When considering applications for resource consents to discharge contaminants to water, to have regard to opportunities to enhance the existing water quality of the receiving water body at any location for which the existing water quality can be considered degraded in terms of its capacity to support its natural and human use values.*

7.7.4 *When considering applications for resource consents to discharge contaminants to water....*

7.7.5 *When considering applications for resource consents, to have regard to the cumulative effects of discharges of contaminants and the assimilative capacity of the water body.*

7.7.10 *With respect to discharges from any new stormwater reticulation system, or any extension to an existing stormwater reticulation system, to require:*

- (a) *the separation of sewage and stormwater*
- (b) *measures to prevent contamination of the receiving environment by industrial or trade waste;*
- (c) *the use of techniques to trap debris, sediments and nutrients present in runoff.*

2.4 OTAGO REGIONAL AIR PLAN (OPERATIVE JANUARY 2003) AND PLAN CHANGE 25

The Regional Plan: Air was first notified in 1998, and was made operative on 1 January 2003. It provides policy guidance and rules for the management of air quality within the Otago Region. Section 75(4)(b) of the Act requires that any changes to the District Plan must not be inconsistent with the provisions of the Air Plan.

Plan Change 2 was notified on 14 April 2007, and proposes amendments to the Air Quality Plan in order to meet National Air Quality Standards.

The Cardrona Valley falls into Airshed 3 or 4, and therefore new woodburners must meet a particulate emission rate of less than 1.5g/kg; and if on a site less than 2ha in size it must also have a thermal efficiency rating of 65%.

2.5 NATIONAL ENVIRONMENTAL STANDARDS: AIR QUALITY (SEPTEMBER 2005)

National Environmental Standards are regulations issued under the Resource Management Act by central government that prescribe technical standards, methods or requirements for environmental matters. They apply nationally, meaning that each local council must enforce the same standard (although they can impose stricter standards when local conditions permit).

Of particular relevance, new woodburner design standards came into force on 1 September 2005. The relevant standard reads:

Regulations 23 and 24 require the following:

23 Design standard

(1) *The design standard for a woodburner is a discharge of less than 1.5 gram of particles for each kilogram of dry wood burnt.*

(2) *The discharge must be measured in accordance with the method specified in the Australian/New Zealand Standard AS/NZ 4013:1999, Domestic solid fuel burning appliances - Method for determination of flue gas emissions.*

24 Thermal efficiency standard

(1) *The thermal efficiency standard for a woodburner -*

(a) is the ratio of useable heat energy output to energy input (thermal efficiency); and

(b) must be not less than 65%.

(2) *The thermal efficiency must be calculated in accordance with the method specified in Australian/New Zealand Standard AS/NZ 4012:1999, Domestic solid fuel burning appliances - Method for determination of power output and efficiency.*

Under the regulations a woodburner is defined as:

(a) a domestic heating appliance that burns wood; but

(b) does not include -

i. an open fire; or

ii. a multifuel heater, a pellet heater, or a coal burning heater; or

iii. a stove that is -

(A) designed and used for cooking; and

(B) heated by burning wood.

The woodburner standard applies to all new woodburners installed in urban areas in New Zealand after 1 September 2005. For the purpose of this standard an urban area is defined as a property with a lot size of 2 ha or less ($20,000 \text{ m}^2$).

People will still be able to operate or install open fires, multi-fuel burners, pellet fires, and wood/coal stoves designed for the primary purpose of cooking, and coal burners, unless their Regional Plan prevents this.

The above standards override the standards within the Regional Plan. Therefore, while the Air Quality Plan identifies that discharges from domestic heating sources are permitted within the Cardrona Valley, the installation of new woodburners must in fact meet the National Environmental Standard.

2.6 RELEVANT PROVISIONS OF THE QUEENSTOWN LAKES PARTIALLY OPERATIVE DISTRICT PLAN

The following provides a summary of the relevant provisions of the PODP. These provisions are included within Part 4- District Wide of the PODP.

When considering the Plan Change it is important to ensure that it is not inconsistent with the existing and settled provisions of the PODP. This Section of the report identifies those provisions that are

relevant. Part 5 and Attachment 1 of this report then provides an assessment of the effectiveness of each option in terms of its consistency with these settled provisions.

Part 4.1- Natural Environment

Objective 1: Nature Conservation Values.

An ecological assessment has been undertaken for the study area, which found that there are no significant nature conservation values within the site. The assessment did however identify the importance of Homestead Creek, and the potential to enhance ecological values in the valley alongside it.

It is noted that the definition of 'River' within the District Plan includes 'streams', and has the same meaning as in the RMA, which reads:

River means a continually or intermittently flowing body of fresh water; and includes a stream and modified watercourse; but does not include any artificial watercourse (including an irrigation canal, water supply race, canal for the supply of water for electricity power generation, and farm drainage canal):

The policies associated with the objective for nature conservation values are listed in the table below. Based on the findings of the ecological assessment, the table identifies whether each policy is relevant to the consideration of this Plan Change.

Objectives	Relevance
<i>The protection and enhancement of indigenous ecosystem functioning and sufficient viable habitats to maintain the communities and the diversity of indigenous flora and fauna within the District.</i>	In part; indigenous communities are scarce within the site, and opportunities for protection are limited. There are however opportunities to enhance values.
<i>Improved opportunity for linkages between the habitat communities.</i>	As above, in part given that there are limited communities within the site, therefore opportunities to provide linkage between them are limited.
<i>The preservation of the remaining natural character of the District's lakes, rivers, wetlands and their margins.</i>	Yes. Homestead Creek runs through the site, and its remaining natural character must therefore be considered.
<i>The protection of outstanding natural features and natural landscapes.</i>	Yes. The site is located within an outstanding natural landscape.
<i>The management of the land resources of the District in such a way as to maintain and, where possible, enhance the quality and quantity of water in the lakes, rivers and wetlands.</i>	Yes. Homestead Creek runs through the site, and therefore options for future land use must consider whether water quality within Homestead Creek would be maintained or enhanced.
<i>The protection of the habitat of trout and salmon.</i>	No. There are no such habitats within Mount Cardrona Station
Policy Provision	Relevance
<i>1.1 To encourage the long-term protection of indigenous ecosystems and geological features.</i>	No. Given the degraded nature of the site from an ecological perspective, there are no indigenous ecosystems functioning within the site. The geotechnical report does not identify any geological features of importance.
<i>1.2 To promote the long term protection of sites and areas with significant nature conservation values.</i>	No. There are no sites and areas of significant nature conservation values within the site.

<i>1.3 To manage the sensitive alpine environments from the adverse effects of development.</i>	No. The District Plan identifies the alpine environment as being above 1070masl. The study area does not extend to this altitude.
<i>1.4 To encourage the protection of sites having indigenous plants or animals or geological or geomorphological features of significant value.</i>	No. There are no sites or features of significant value within the study area.
<i>1.5 To avoid the establishment of, or ensure the appropriate location, design and management of, introduced vegetation with the potential to spread and naturalise; and to encourage the removal or management of existing vegetation with this potential and prevent its further spread</i>	Yes. The potential for introduced vegetation to spread and naturalise within the study area has been recognised. The ecological assessment lists species that should be avoided.
<i>1.6 To allow development which maintains or enhances the quality of the environment in areas identified as having rare, endangered, or vulnerable species of plants or animals of national significance, or indigenous plant or animal communities that are of outstanding significance to the nation.</i>	No. There are no plant or animal species within the study area that are of significance.
<i>1.7 To avoid any adverse effects of activities on the natural character of the District's environment and on indigenous ecosystems; by ensuring that opportunities are taken to promote the protection of indigenous ecosystems, including at the time of resource consents</i>	In part. Recognition needs to be given to the potential values associated with the Homestead Valley and Homestead Creek.
<i>1.8 To avoid unnecessary duplication of resource consent procedures between the Council and the Otago Regional Council.</i>	No.
<i>1.9 To encourage the provision of information about the District's indigenous ecosystems, in order to increase the appreciation and understanding of the District's indigenous ecosystems by both residents and visitors.</i>	No.
<i>1.10 To maintain and, if possible, enhance the survival chances of rare, vulnerable or endangered species in the District.</i>	No. There are no rare, endangered or vulnerable species within the study area.
<i>1.11 Encouraging the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna.</i>	No. There are no areas of significant indigenous vegetation and significant habitats of indigenous fauna within the study area.
<i>1.12 To maintain the site-specific, geological and geomorphological features that are of scientific importance.</i>	No. There are no features of scientific importance within the study area.
<i>1.13 To maintain or enhance the natural character and nature conservation values of the beds and margins of the lakes, rivers and wetlands.</i>	Yes. Homestead Creek is included within the definition of a river.
<i>1.14 To consider taking appropriate esplanade reserves of adequate width to protect the natural character and nature conservation values around the margins of any of the District's rivers, lakes, wetlands and streams should any subdivision occur of small lots or any development for</i>	No. Consideration of the need to take esplanade reserves or strips is considered at the time of subdivision consent, and is therefore not relevant to the consideration of the Plan Change.

<i>residential, recreational or commercial purposes.</i>	
<i>1.15 To identify areas, in co-operation with land occupiers and owners, the Regional Council, conservation and recreation organisations, for the setting aside of esplanade reserves or strips.</i>	No. As above.
<i>1.16 To encourage and promote the regeneration and reinstatement of indigenous ecosystems on the margins of lakes, rivers and wetlands.</i>	Yes. Reinstatement of indigenous vegetation along the margins of the Homestead Creek could be promoted
<i>1.17 To encourage the retention and planting of trees, and their appropriate maintenance.</i>	Yes. Tree planting could be encouraged within the study area.
<i>1.18 To manage and protect the sensitive alpine environments by avoiding, remedying or mitigating any adverse effects of development.</i>	No. As identified above, the study area is not within the alpine environment.
<i>1.19 To identify for inclusion in Appendix 5, areas of significant indigenous vegetation and significant habitats of indigenous fauna.</i>	No. There are no areas of significant indigenous vegetation within the study area.
<i>1.20 That following the completion of a schedule of areas of significant indigenous vegetation and significant habitats of indigenous fauna, and its formal inclusion within the Plan, there will be a review of site standards (a) (i), (ii) and (iii) of Rule 5.3.5.1(x) to determine whether or not these standards within the Rule are required in all the circumstances</i>	No. There are no areas of significant indigenous vegetation within the study area.

Objective 2: Air Quality

Provision	Relevance
<i>The maintenance and improvement of air quality</i>	Yes
<i>2.1 To ensure that land uses in both rural and urban areas are undertaken in a way which does not cause noxious, dangerous, offensive or objectionable emissions to air.</i>	Yes

Part 4.2 - Landscape and Visual amenity

A landscape assessment of the study area has been undertaken. This has identified that the study area is within an Outstanding Natural Landscape, and has identified areas that are sensitive from a landscape perspective.

The following table identifies the Policy provisions for landscape and visual amenity contained in the PODP, and identifies whether they are relevant when considering the Plan Change. It is important to note that the relevant policies will have to be considered in light of the fact that there is an existing resource consent associated with the RVZ, and therefore while the study area may have a certain character at present, this needs to be considered in light of the permitted baseline.

Policy Provision	Relevance
<i>Objectives</i>	
<i>Subdivision, use and development being undertaken in the District in a manner which</i>	Yes.

<i>avoids, remedies or mitigates adverse effects on landscape and visual amenity values.</i>	
Policy Provisions	
Future Development	
(a) <i>To avoid, remedy or mitigate the adverse effects of development and/or subdivision in those areas of the District where the landscape and visual amenity values are vulnerable to degradation.</i>	Yes. There are areas within the study area that are vulnerable to degradation.
(b) <i>To encourage development and/or subdivision to occur in those areas of the District with greater potential to absorb change without detraction from landscape and visual amenity values.</i>	Yes. There are areas within the site that have a greater potential to absorb change.
(c) <i>To ensure subdivision and/or development harmonises with local topography and ecological systems and other nature conservation values as far as possible.</i>	Yes.
Outstanding Natural Landscapes District wide	
(a) <i>To maintain the openness of those outstanding natural landscapes and features which have an open character at present.</i>	Yes.
(b) <i>To avoid subdivision and development in those parts of the outstanding natural landscapes with little or no capacity to absorb change.</i>	Yes.
(c) <i>To allow limited subdivision and development in those areas with higher potential to absorb change.</i>	Yes.
(d) <i>To recognise and provide for the importance of protecting the naturalness and enhancing amenity values of views from public roads.</i>	Yes. The study area is adjacent to the Cardrona Valley Road, and is visible from the Wairau ski field road, which are both public roads.
Outstanding Natural Landscapes (Wakatipu Basin)	No. These policies apply only to ONL within the Wakatipu Basin.
Visual Amenity Landscapes	No. As identified above, the study area is within the ONL.
Outstanding Natural Features	No. There are no Outstanding Natural Features identified within the study area.
Urban Development	
(a) <i>To avoid new urban development in the outstanding natural landscapes of Wakatipu basin.</i>	No. This policy applies only to ONL within the Wakatipu Basin.
(b) <i>To discourage urban subdivision and development in the other outstanding natural landscapes (and features) and in the visual amenity landscapes of the district.</i>	Yes. However, when considering this policy it must be recognised that there are existing development rights associated with the RVZ contained within the study area.
(c) <i>To avoid remedy and mitigate the adverse effects of urban subdivision and development where it does occur in the other outstanding natural landscapes of the district by:</i> - maintaining the open character of those outstanding natural landscapes which are open at the date this plan becomes operative; - ensuring that the subdivision and development does not sprawl along roads.	Yes. The character of the landscape is currently open. The existing RVZ extends along the Cardrona Valley Road, and ensuring subdivision and development does not sprawl along that road is relevant.

<i>(d) To avoid remedy and mitigate the adverse effects of urban subdivision and development in visual amenity landscapes by avoiding sprawling subdivision and development along roads.</i>	No; the study area is not within a VAL.
Urban Edges <i>Urban Edges</i> <i>To identify clearly the edges of:</i> <i>(a) Existing urban areas;</i> <i>(b) Any extensions to them; and</i> <i>(c) Any new urban areas</i> <i>• by design solutions and to avoid sprawling development along the roads of the district.</i>	Yes. If developed, the RVZ would create an urban environment; and therefore when considering the options for a plan change this is relevant.
<i>Avoiding Cumulative Degradation</i> <i>In applying the policies above the Council's policy is:</i> <i>(a) to ensure that the density of subdivision and development does not increase to a point where the benefits of further planting and building are outweighed by the adverse effect on landscape values of over domestication of the landscape.</i> <i>(b) to encourage comprehensive and sympathetic development of rural areas.</i>	Yes. Given the existing RVZ, (b) is of most relevance
Structures - To preserve the visual coherence of: <i>(a) outstanding natural landscapes and features and visual amenity landscapes by:</i> • 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 buildings and structures to complement the dominant colours in the landscape; • encouraging placement of structures in locations where they are in harmony with the landscape; • promoting the use of local, natural materials in construction.	Yes; the study area is within an ONL
<i>(b) visual amenity landscapes</i> • by screening structures from roads and other public places by vegetation whenever possible to maintain and enhance the naturalness of the environment; and	No.
<i>(c) All Rural Landscapes by</i> • limiting the size of signs, corporate images and logos • providing for greater development setbacks from public roads to maintain and enhance amenity values associated with the views from public roads.	Yes. Reference to 'all rural landscapes' infers that this includes ONL; and the study area is located alongside a public road.
Utilities <i>To avoid, remedy or mitigate the adverse effects of utilities on the landscapes of the district by:</i>	No. Utilities are managed through a separate section of the Plan, and therefore the consideration of a plan change is not likely to

<ul style="list-style-type: none"> • avoiding siting utilities in outstanding natural landscapes or features in the Wakatipu Basin (except on Slope Hill in the vicinity of the current utilities) • encouraging utilities to be sited away from skylines, ridgelines, prominent locations, and landscape features • encouraging utilities to be co-located wherever possible • encouraging utilities to be located along the edges of landforms and vegetation patterns • encouraging or requiring the alignment and/or location of utilities to be based on the dominant lines in the landscape • requiring that structures be as unobtrusive as is practicable with forms appropriate for the landscape and finished in low reflective colours derived from the background landscape • requiring that transmission lines (where technically and economically feasible) be placed underground. 	<p>alter the ability to achieve this policy.</p>
<p><i>Forestry and Amenity Planting</i> <i>Subject to policy 16, to maintain the existing character of openness in the relevant outstanding natural landscapes and features of the district by:</i></p> <p>(a) encouraging forestry and amenity planting to be consistent with patterns, topography and ecology of the immediate landscape.</p> <p>(b) encouraging planting to be located so that vegetation will not obstruct views from public roads and to discourage linear planting near boundaries of public roads.</p>	<p>Yes. This policy provides for ONL, in which the study area is located.</p>
<p><i>Transport Infrastructure</i> <i>To preserve the open nature of the rural landscape by:</i></p> <ul style="list-style-type: none"> • encouraging the location of roads, car parks and tracks along the edges of existing landforms and vegetation patterns. • encouraging shoreline structures, such as jetties, to be located only where they are visually contained by the topography, e.g. coves or bays. • by encouraging imaginative roading designs including a range of carriageway widths, different surface materials, grass berms and protection of existing mature trees where these can enhance the quality of design and the visual experience. • discouraging roads and tracks on highly visible slopes. • requiring that all construction be with minimum cut and fill batters and that all batters be shaped in sympathy with, existing landforms. • requiring that all disturbed areas be revegetated at the end of construction. • encouraging where appropriate car parks to be 	<p>Yes, given that this policy provides for all rural landscapes.</p>

<p><i>screened from view.</i></p> <ul style="list-style-type: none"> • <i>requiring the adverse effects of large expanses of hard surface car parks be avoided by planting and earthworks.</i> 	
<p>Mining</p> <p><i>To maintain the rural or natural qualities of the landscape by:</i></p> <ul style="list-style-type: none"> • <i>placing a limit on the size of the open area of any quarry, landfill site, refuse dump, or extraction site.</i> • <i>encouraging the activity in suitable areas away from any visually sensitive locations.</i> • <i>requiring that the area be progressively restored during the life of the operation.</i> • <i>controlling the form of the open area and of any waste heaps or long term stockpiles to ensure that they are compatible with the forms in the landscape.</i> • <i>requiring restoration to be finished to a contour sympathetic to the surrounding topography and revegetated with a cover appropriate for the site and setting.</i> 	In part. This policy applies to all rural areas; however, it is unlikely that the plan change would include any provision for mining activities.
<p>Soil Conservation Planting</p> <p><i>To minimise any adverse effects on the visual amenity by:</i></p> <ul style="list-style-type: none"> • <i>encouraging the use of a limited range of species for soil conservation and planting.</i> • <i>encouraging the use of existing native species for soil conservation and planting.</i> 	Yes.
<p>Retention of existing vegetation</p> <p><i>To maintain the visual coherence of the landscape and to protect the existing levels of natural character by:</i></p> <p>(a) <i>Encouraging the retention of existing indigenous vegetation in gullies and along watercourses;</i></p> <p>(b) <i>Encouraging maintenance of tussock grasslands and other nature ecosystems³ in outstanding natural landscapes.</i></p> <p><i>3 to Section 4.1 on nature conservation values.</i></p>	Yes. However, the ecological assessment has identified that there is no indigenous vegetation in gullies and along water courses. The upper reaches of the study area contain mainly tussock grasslands.
<p>Wilding Trees</p> <p><i>To minimise the adverse effect of wilding trees on the landscape by:</i></p> <ul style="list-style-type: none"> • <i>supporting and encouraging co-ordinated action to control existing wilding trees and prevent further spread.</i> 	Yes. However, it is noted that there are a limited number of wilding trees within the study area at present.
<p>Land use</p> <p><i>To encourage land use in a manner which minimises adverse effects on the open character and visual coherence of the landscape.</i></p>	Yes.

Part 4.3- Takata Whenua

A Cultural Values Report has been undertaken for the study area by Kai Tahu ki Otago Limited. This has identified that the study area does not contain any sites of significance to Takata Whenua. The

following table identifies the policies within Part 4.3 of the Plan and whether they are relevant to consideration of the Plan Change.

Policy Provision	Relevance
<i>Objective 1- Kaitiakitanga Recognition and provision for the role of Kai Tahu as customary Kaitiaki in the District</i>	
<i>1.1 To ensure the kaitiaki role of iwi, via the appropriate Runanga, is achieved through ongoing consultation on policy development relating to the natural and physical resources of the District.</i>	No.
<i>1.2 To incorporate communication protocols for ensuring appropriate kaitiaki runanga are consulted on all relevant cultural matters in the District in accordance with Section 93 of the Act.</i>	No.
<i>1.3 To recognise the "Kai Tahu Ki Otago: Natural Resource Management Plan" as a resource which can form the basis for consultation between Kai Tahu Runanga and Council (Section 74 of the Act).</i>	No. While the Natural Resource Management Plan is taken into account when considering the Plan Change, this Policy is not considered relevant given that it refers to the consultation to be undertaken; this does not affect the consideration of the effectiveness of alternative zoning options.
<i>Objective 2- Cultural Propriety rights The use and interpretation of Tribal history remaining under the kaitiakitanga of iwi, Kai Tahu.</i>	
<i>2.1 To undertake consultation with the appropriate Kai Tahu authority or Runanga, when matters of interpretation of Kai Tahu histories for either commercial or public use are being considered.</i>	No.
<i>Objective 3 - Waahi Tapu and Waahi Taoka Recognition and protection of places of burial, other waahi tapu, and all waahi taoka, as places of cultural and traditional importance to Kai Tahu.</i>	
<i>3.1 To recognise waahi tapu and waahi taoka, and protect them from disturbance and interference from modification through earthworks, mining, and other development</i>	No; the Cultural Values Report determined that there are no waahi tapu or waahi taoka within the study area.
<i>3.2 Should any koiwi takata (Maori bone remains) be unearthed, to implement procedures for the management of such finds and unearthing consistent with the Kai Tahu policy for the management of koiwi takata.</i>	Yes; The Cultural Values Report recommended a process if koiwi takata are unearthed at the time of development.
<i>3.3 To establish appropriate communication contact points between the Council and the kaitiaki runanga for the District to ensure information and consultation occurs.</i>	No. This is a District wide issue.
<i>3.4 To recognise cultural sites where traditional stone resources, such as pounamu, were collected as waahi tapu</i>	No. There are no such sites within the study area.
<i>3.5 To make provision for the use of the site location tables in the Kai Tahu ki Otago: Natural Resource Management Plan in the management and protection of waahi tapu.</i>	No; there are no waahi tapu within the study area.
<i>3.6 To develop a listing of waahi taoka known to</i>	No.

<i>iwi in consultation with relevant Kai Tahu runanga.</i>	
<i>Objective 4 Mahika Kai The retention of the high quality of the mountain waters, and the retention and improvement of the water quality of the tributaries and water bodies of the District through appropriate land management and use. The limitation of the spread of weeds, such as wilding trees.</i>	Yes.
<i>4.1 To recognise, by Council policy and decision-making, the importance of mahika kai to the culture and relationship Kai Tahu share with the indigenous resources traditionally gathered in the District.</i>	Yes. The Cultural Values Report identifies the potential sources of mahinga kai within the study area.
<i>4.2 To adopt performance standards for land use activities, including mining, which minimise their adverse effects on the landscape.</i>	Yes.
<i>4.3 To encourage the protection of indigenous ecosystems, by assisting in the provision of information to the community, recreationalists, land managers and local landholder groups concerning the location of significant areas of indigenous vegetation and habitat and the appropriateness of land management practices.</i>	No. There is no significant indigenous vegetation within the study area.
<i>4.4 To encourage land uses and management practices which ensure the vegetation cover is maintained in order to assist in sustaining the life supporting capacity of the soil.</i>	Yes.
<i>4.5 To encourage control of noxious plants.</i>	Yes.
<i>4.6 To encourage fish enhancement programmes that lead to the restocking of indigenous fish species in the lakes and rivers of the District.</i>	No.
<i>4.7 To promote the monitoring and development of measures that control the spread of harmful organisms through the waters of the District</i>	No. This policy is directed at the District-wide level.
<i>4.8 To maintain and enhance public access to the District's public forests and lakes and rivers and wetlands, having regard to their traditional importance as mahika kai.</i>	Yes; Homestead Creek is included within the definition of a river.
<i>Objective 5- Wai (Water) The management of the land resource and associated waste discharges in such a way as to protect the quality and quantity of water in the District to a standard consistent with the human consumption of fish, swimming and protects the mauri (life force) of the lakes and rivers.</i>	Yes.
<i>5.1 To recognise the importance of the concept of mauri (life force) as it applies to lakes and rivers.</i>	Yes.
<i>5.2 In the development and upgrading of public sewage treatment and disposal systems and in</i>	Yes.

<i>the development of new and extended settlements.</i>	
5.3 To adopt performance standards or require resource consents for land use activities, including mining, in order to minimise the adverse effects on the quality of the District's water resources and associated habitat.	No, this is achieved through settled provisions for subdivision and earthworks, which would remain unchanged as a result of the Plan Change.
5.4 To encourage, where appropriate, the creation and enhancement of wetlands.	Yes.
<i>Objective 6- Repo Raupo (wetlands)</i> <i>The maintenance and enhancement of existing wetlands and their re-establishment, where practicable.</i>	
6.1 To recognise the important part wetlands play in maintaining the health of lakes and rivers and habitat for plant and fish life.	Yes.
6.2 To encourage the re-establishment of wetlands where practicable.	Yes.
<i>Objective 7- Ingoa Rarangi (Place Names)</i> <i>The continued and enhanced use of traditional kai tahu place names as an educational resource to explain the cultural and historical relationship of kai tahu to the environment.</i>	No. Consideration of place names is not relevant to consideration of zoning, instead, it may be relevant at the time of subdivision.
7.1 When the use of the Maori language is being considered for streets or places, to consult and involve Kai Tahu in the process.	No.
7.2 To broaden the interpretation of "heritage" values to include traditional Maori place names.	No.
7.3 To give consideration to the recognition of traditional place names.	No.
<i>Objective 8- Rakau (trees)</i> <i>The protection of specific native trees that are of cultural importance to kai tahu.</i>	No. There are no native trees of cultural importance on the site.
8.1 To recognise that some specific native tree or trees may be of cultural significance to Kai Tahu.	No.
<i>Objective(s) 9- Protection of water resources</i> 1. The collection, treatment, storage and disposal of wastes in a way that minimizes the adverse effects on the natural resources of the District 2. Minimising the quantities of waste requiring disposal within the District 3. To continue to implement programmes to reduce the discharge of untreated or partially treated waste to lakes and rivers. 4. To avoid, remedy or mitigate the adverse effects of eutrophication.	Yes.
9.1 To consult with the appropriate Kai Tahu Runanga when developing waste management strategies for the District.	Yes.
9.2 To ensure all waste is treated to a high standard.	Yes.

Part 4.4- Open space and recreation

The following table identifies the policy provisions relating to open space and recreation, and identifies whether they are relevant to consideration of the Plan Change.

Policy Provisions	Relevance
Reserve contributions	No. These policies relate to the taking of financial contributions at the time of subdivision, and therefore are not relevant to consideration of the Plan Change. In addition, these provisions are not operative, and at this point in time are not implemented, given that the Council currently uses the development contributions of the LGA to acquire funding for reserves and open space.
Objective 2- Environmental effects <i>Recreational activities and facilities undertaken in a way which avoids, remedies or mitigates significant adverse effects on the environment or on the recreation opportunities available within the District.</i>	Yes.
2.1 To avoid, remedy or mitigate the adverse effects of commercial recreational activities on the natural character, peace and tranquility of the District.	Yes. When considering what activities and their scale would occur under each option available for the site.
2.2 To ensure the scale and location of buildings, noise and lighting associated with recreational activities are consistent with the level of amenity anticipated in the surrounding environment.	Yes, as above.
2.3 To ensure the adverse effects of the development of buildings and other structures, earthworks and plantings in areas of open space or recreation on the District's outstanding natural features and landscapes or significant natural conservation values are avoided, remedied or mitigated.	Yes, as above.
2.4 To avoid, remedy or mitigate any adverse effects commercial recreation may have on the range of recreational activities available in the District and the quality of the experience of people partaking of these opportunities.	No. There are currently no recreation activities undertaken on the site (that are available to the public).
2.5 To ensure the development and use of open space and recreational facilities does not detract from a safe and efficient system for the movement of people and goods or the amenity of adjoining roads.	Yes. The site is adjacent to the Cardrona Valley Road, and therefore options for the site need to be assessed against their ability to ensure continued safe and efficient functioning of the Cardrona Valley Road.
2.6 To maintain and enhance open space and recreational areas so as to avoid, remedy or mitigate any adverse effects on the visual amenity of the surrounding environment, including its natural, scenic and heritage values.	Yes.
2.7 To avoid, remedy or mitigate the adverse effects of commercial recreation activities on the District's indigenous vegetation.	No. There is no indigenous vegetation within the site that would be affected by commercial recreation activities.
Objective 3- Effective use <i>Effective use and functioning of open space and</i>	Yes.

<i>recreational areas in meeting the needs of the District's residents and visitors.</i>	
<i>3.1 To recognise and avoid, remedy or mitigate conflicts between different types of recreational activities, whilst at the same time encouraging multiple use of public open space and recreational area wherever possible and practicable.</i>	Yes.
<i>3.2 To ascertain and incorporate the needs of communities by encouraging effective public participation in the design, development and management of public open space and recreational areas.</i>	Yes.
<i>3.3 To encourage and support increased use of private open space and recreational facilities in order to help meet the recreational needs of the District's residents and visitors, subject to meeting policies relating to the environmental effects of recreational activities and facilities.</i>	Yes.
Esplanade access	No. The site does not contain a water body to which esplanade provisions would apply.

Part 4.5- Energy

The following table identifies the policy provisions relating to energy, and identifies whether they are relevant to the consideration of the Plan Change.

Policy Provisions	Relevance
Objective 1- Efficiency <i>The conservation and efficient use of energy and the use of renewable energy resources.</i>	Yes.
<i>1.1 To promote compact urban forms, which reduce the length of and need for vehicle trips and increase the use of public or shared transport.</i>	Yes.
<i>1.2 To promote the compact location of community, commercial, service and industrial activities within urban areas, which reduce the length of and need for vehicle trips.</i>	Yes.
<i>1.3 To encourage residential sites to be large enough to enable buildings to be constructed to take the greatest advantage of solar energy for heating, both active and passive.</i>	Yes.
<i>1.4 To control the location of buildings and outdoor living areas to reduce impediments to access to sunlight.</i>	Yes.
<i>1.5 To encourage and support investigations into alternative and further public transport options both within the urban areas and throughout the District.</i>	No.
<i>1.6 To promote increased awareness of the need for energy conservation and efficient use of energy resources, particularly solar energy, active and passive.</i>	Yes.

<i>1.7 To encourage the use of energy efficient and non-air polluting heat sources in existing and new dwellings and workplaces (e.g. solar energy, effluent enclosed fireboxes).</i>	Yes.
<i>1.8 To promote "carbon sinks" by encouraging the retention of remaining areas of indigenous forest vegetation and minimising the restrictions on the plantings of exotic trees to those necessary to avoid any significant adverse visual effects on the environment.</i>	No.
Hydro electricity	No.

Section 4.6- Surface of Lakes and Rivers

While Homestead Creek is defined as a river, it is not of a sufficient size to be subject to these provisions, and therefore the objectives and policies within Section 4.6 are not relevant to the consideration of the Plan Change.

Section 4.7- Solid and Hazardous Waste Management

Section 4.7 provides policy guidance for the management of waste within the District. In particular, it provides guidance for the Council in terms of providing appropriate facilities for the collection, disposal and storage of waste. These provisions are not relevant to the consideration of the Plan Change, given that the Council's work programme will not be altered as a result of a change in zoning.

Section 4.8- Natural Hazards

The following table identifies the policy provisions relating to natural hazards, and identifies whether they are relevant to the consideration of the Plan Change.

Policy Provisions	Relevance
Objective 1- <i>Avoid or mitigate loss of life, damage to assets or infrastructure, or disruption to the community of the District, from natural hazards</i>	Yes. When considering the location of a zone that provides for future development, the Council must be aware of potential risk from natural hazards.
<i>1.1 To increase community awareness of the potential risk of natural hazards, and the necessary emergency responses to natural hazard events.</i>	No. Council initiatives to improve awareness will not be affected by a change in zoning.
<i>1.2 To continually develop and refine a hazards register in conjunction with the Otago Regional Council, as a basis for Council decisions regarding subdivision and building development.</i>	No. As above.
<i>1.3 In conjunction with the Otago Regional Council to continually assess the need for additional protection measures either through the District Plan or as protection works.</i>	No.
<i>1.4 To ensure buildings and developments are constructed and located so as to avoid or mitigate the potential risk of damage to human life, property or other aspects of the environment.</i>	Yes.
<i>1.5 To ensure that within the consent process any proposed developments have an adequate assessment completed to identify any natural hazards and the methods used to avoid or</i>	No- applies to consent process rather than consideration of plan provisions.

<i>mitigate a hazard risk.</i>	
1.6 <i>To discourage subdivision in areas where there is a high probability that a natural hazard may destroy or damage human life, property or other aspects of the environment.</i>	Yes.
1.7 <i>To avoid or mitigate the likelihood of destruction or damage to residential units and other buildings constructed or relocated into flood risk areas.</i>	Yes. There are areas within the subject site that could be flood prone (Homestead Creek)

Section 4.9- Urban Growth

The following table identifies the policy provisions relating to urban growth, and identifies whether they are relevant to the consideration of the Plan Change.

Policy Provisions	Relevance
Natural Environment and Landscape Values	
<i>Objective 1 Growth and development consistent with the maintenance of the quality of the natural environment and landscape values</i>	Yes.
1.1 <i>To ensure new growth occurs in a form which protects the visual amenity, avoids urbanisation of land which is of outstanding landscape quality, ecologically significant, or which does not detract from the values of margins of rivers and lakes.</i>	In part. There is a question as to whether any development within the site can be considered as 'new growth' given that development rights already exist within the site. The site does not contain any significant ecological values, nor any lakes or rivers (of reasonable size), and therefore the second part of the policy is not relevant.
1.2 <i>To ensure growth does not adversely affect the life supporting capacity of soils unless the need for this protection is clearly outweighed by the protection of other natural or physical resources or important amenity values.</i>	Yes.
Existing urban areas and communities	
<i>Urban growth which has regard for the built character and amenity values of the existing urban areas and enables people and communities to provide for their social, cultural and economic wellbeing.</i>	Yes.
2.1 <i>To ensure new growth and development in existing urban areas takes place in a manner, form and location which protects or enhances the built character and amenity of the existing residential areas and small townships.</i>	Yes. The site can be considered to be an existing urban area; which is subject to new development. This policy requires consideration of how any new development within the study area affects the existing Cardrona Village.
2.2 <i>To protect the living environments of existing low-density residential areas by limiting higher density development opportunities within these areas.</i>	No.
Residential Growth	
<i>Provision for residential growth sufficient to meet the District's needs</i>	Yes.
3.1 <i>To enable urban consolidation to occur where</i>	No. This policy relates to existing urban areas,

<i>appropriate.</i>	rather than greenfields sites.
<i>3.2 To encourage new urban development, particularly residential and commercial development, in a form, character and scale which provides for higher density living environments and is imaginative in terms of urban design and provides for an integration of different activities, e.g. residential, schools, shopping</i>	Yes.
Business Activity and Growth	
<i>Objective 4 A pattern of land use which promotes a close relationship and good access between living, working and leisure environments.</i>	Yes.
<i>4.1 To promote town centres, existing and proposed, as the principal foci for commercial, visitor and cultural activities.</i>	No. Town centres refer to Queenstown and Wanaka; therefore this policy is not relevant to the consideration of zoning on MCS.
<i>4.2 To promote and enhance a network of compact commercial centres which are easily accessible to, and meet the regular needs of, the surrounding residential environments.</i>	Yes.
Visitor Accommodation Activities	
<i>Objective 5 To enable visitor accommodation activities to occur while ensuring any adverse effects are avoided, remedied or mitigated.</i>	Yes.
<i>5.1 To manage visitor accommodation to avoid any adverse effects on the environment.</i>	Yes.
Frankton (....)	No.

Section 4.10- Earthworks

Section 4.10 provides policy guidance for the management of the effects of earthworks within the District. Earthworks are managed through a series of rules throughout the Plan. These provisions are not relevant to the consideration of the Plan Change.

Section 4.11- Monitoring, Review and Enforcement

Section 4.11 guides the District Council in meeting the requirements of the RMA to monitor the effectiveness of District Plan provisions and resource consents. The policy provisions of this section are not relevant to the consideration of the Plan Change.

2.7 KAI TAHU KI OTAGO RESOURCE MANAGEMENT PLAN

Section 74(2)(A) of the Act requires that when preparing or changing the District Plan, the Council must:

Take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on resource management issues of the district;

The Kai Tahu Ki Otago Resource Management Plan (2005) (NRMP) is the principal planning document for Kai Tahu ki Otago (Kai Tahu Ki Otago is used to describe the four Papatipu Runanga and associated whanau and ropu of the Otago Region).

Chapter 5 of the NRMP identifies issues, objectives and policies for the Otago Region as a whole. Chapter 10 identifies issues, objectives and policies for the Clutha Mata-au catchment, in which the Cardrona Valley is located.

Relevant issues identified in the NRMP are related to **land use**, and are:

Lack of reticulated community sewerage schemes.

Existing sewage schemes are not effectively treating the waste and do not have the capacity to cope with the expanding population.

Increase in the lifestyle farm units is increasing the demand for water.

Sedimentation of waterways from urban development.

Relevant policies are:

Sediment and siltation

5. *To discourage activities that increase the silt loading in waterways or reaches of waterways*

Land use

9. *To encourage the adoption of sound environmental practices, adopted where land use intensification occurs.*

10. *To promote sustainable land use in the Clutha/Mata-au catchment.*

11. *To encourage all consents related to subdivision and lifestyle blocks are applied for at the same time including, land use consents, water consents, and discharge consents.*

12. *To require reticulated community sewerage schemes that have the capacity to accommodate future population growth.*

2.8 LOCAL GOVERNMENT ACT 2002

This section of the report identifies the relevant sections of the Local Government Act 2002 (LGA). It then identifies the relevant provisions of the Queenstown Lakes District Council's Long Term Community Plan, which has been prepared under the Local Government Act.

Sections 76-82 of the LGA relate to decision making. Section 76 identifies that every decision made by a local authority must be made in accordance with Sections 77-82 of the LGA, as applicable.

Section 77 is entitled 'requirements in relation to decisions'. It reads:

- (1) *A local authority must, in the course of the decision-making process*
(a) *seek to identify all reasonably practicable options for the achievement of the objective of a decision; and*
(b) *assess those options by considering*
(i) *the benefits and costs of each option in terms of the present and future social, economic, environmental, and cultural well-being of the district or region; and*

- (ii) the extent to which community outcomes would be promoted or achieved in an integrated and efficient manner by each option; and
 - (iii) the impact of each option on the local authority's capacity to meet present and future needs in relation to any statutory responsibility of the local authority; and
 - (iv) any other matters that, in the opinion of the local authority, are relevant; and
 - (c) if any of the options identified under paragraph (a) involves a significant decision in relation to land or a body of water, take into account the relationship of Maori and their culture and traditions with their ancestral land, water, sites, waahi tapu, valued flora and fauna, and other taonga.
- (2) This section is subject to section 79.

Section 78 is entitled community views in relation to decisions, and reads:

- 1) A local authority must, in the course of its decision-making process in relation to a matter, give consideration to the views and preferences of persons likely to be affected by, or to have an interest in, the matter.
 - (2) That consideration must be given at
 - a) the stage at which the problems and objectives related to the matter are defined;
 - b) the stage at which the options that may be reasonably practicable options of achieving an objective are identified;
 - (c) the stage at which reasonably practicable options are assessed and proposals developed
 - (d) the stage at which proposals of the kind described in paragraph (c) are adopted.
 - (3) A local authority is not required by this section alone to undertake any consultation process or procedure.
- (4) This section is subject to section 79.

Section 79 of the LGA is entitled 'Compliance with procedures in relation to decisions'. It identifies that it is the responsibility of the local authority to make, in its discretion, judgments on how to achieve compliance with Sections 77 and 78 of the LGA. These judgments are to be based largely on the significance of the matters affected by the decision, and determine the extent to which different options are to be identified and assessed, the extent and detail of information to be considered, and the written record to be kept. The judgment is also based on the nature of the decision, and the extent to which the circumstances in which the decision is made allow the local authority scope and opportunity to consider a range of options or the views and preferences of other persons. Clause 3 of section 79 states that the nature and circumstances of the decision include the requirements of other Acts (in particular, the Resource Management Act).

Section 80 of the LGA is entitled 'Identification of inconsistent decisions', and requires that the local authority identify where any decision is significantly inconsistent with a policy or plan of the local authority.

Section 81 of the LGA is entitled 'Contributions to decision making processes by Maori'. Of relevance, this requires that the local authority establish and maintain processes for involvement of Maori in decision making processes.

Section 82 of the LGA is entitled 'Principles of consultation', and requires that any consultation undertaken by the local authority is in accordance with the following principles:

- (a) that persons who will or may be affected by, or have an interest in, the decision or matter should be provided by the local authority with reasonable access to relevant information in a manner and format that is appropriate to the preferences and needs of those persons;
- (b) that persons who will or may be affected by, or have an interest in, the decision or matter should be encouraged by the local authority to present their views to the local authority;
- (c) that persons who are invited or encouraged to present their views to the local authority should be

given clear information by the local authority concerning the purpose of the consultation and the scope of the decisions to be taken following the consideration of views presented:

- (d) *that persons who wish to have their views on the decision or matter considered by the local authority should be provided by the local authority with a reasonable opportunity to present those views to the local authority in a manner and format that is appropriate to the preferences and needs of those persons;*
- (e) *that the views presented to the local authority should be received by the local authority with an open mind and should be given by the local authority, in making a decision, due consideration;*
- (f) *that persons who present views to the local authority should be provided by the local authority with information concerning both the relevant decisions and the reasons for those decisions.*

2.9 QUEENSTOWN LAKES DISTRICT COUNCIL- LONG TERM COUNCIL COMMUNITY PLAN

The Long Term Council Community Plan (CCP) for the Queenstown Lakes District has been prepared under the LGA. It identifies key community outcomes for the District. The following excerpt from the CCP identifies how those outcomes were established:

Over a period of two years, beginning in 2001, the Council went to its individual communities to hold a series of 2020 workshops. The communities looked ahead to the future and made decisions about the desired look and feel of their environments in 20 years time.

The community outcomes that arose out of this process are included on page 12 of Volume 1 of the CCP. Those of relevance to this Plan Change read:

- *Sustainable growth management;*
- *Quality landscapes and natural environment and enhanced public access;*
- *A safe and healthy community that is strong, diverse and inclusive of all age groups;*
- *Effective and efficient infrastructure that meets the needs of growth;*
- *High quality urban environments that meets the needs of growth;*
- *A strong and diverse economy;*
- *Preservation and celebration of the district's local cultural heritage.*

Within pages 19-21 of Volume 1, the Council identifies key projects and initiatives for the implementation of the key community outcomes. Under Managing Growth in a sustainable way is:

- plan changes and variations to better align the District Plan with Community Outcomes (ongoing)

The Council also identifies within Volume 1 how the community outcomes relate to other key strategic planning documents and processes. Of particular relevance to this Plan Change, the second and third bullet points read:

- *Progressively developing the District Plan to reflect the community's expectations in the CCP. Changing the Plan is a complex process which will take a considerable period to complete.*

- *Managing and planning for growth.*

Parks and recreation facilities

Page 54, Volume 2 of the CCP provides an overview of the Council's provision of recreation facilities and parks. It identifies that the Council owns and maintains 230 hectares of designated reserve areas throughout the District.

The purpose of the Council's parks function is to provide accessible passive recreation and beautification areas throughout the District. The CCP identifies that the QLDC's annual Residents Survey has indicated that parks and reserves are essential. It also identifies the importance of parks in contributing to the health of the community, and providing a positive visual impact.

The principal objective is to promote the health and wellbeing of the community through the provision of facilities for sporting, leisure and recreational purposes.

PART 3: RELEVANT NON-STATUTORY DOCUMENTS PREPARED OR SUPPORTED BY QLDC

3.1 CARDRONA COMMUNITY PLAN 2003

A community workshop was held for Cardrona in December 2003. The objective was to establish a community vision, strategic goals and priorities for the next 10 to 20 years for the Cardrona community.

The community plan is intended to be the basis for:

- Consistent decision making by Council
- Long term planning- land use, infrastructure, community facilities, environmental protection, financial allocation and prioritising;
- Measuring results and making progress;
- Finding consensus.

Page 7 of the Community Plan identifies the vision for Cardrona. The following extracts are of particular relevance to this Plan Change:

Cardrona is a small township with two main areas. The main historic township has the Cardrona hotel as its focal point and provides services for tourists including cafes, restaurants and accommodation. The northern township is mostly residential in character. Its character reflects the history and recreational opportunities of the area, both active and passive. It has reserve areas and walkways which allow visitors and residents alike to enjoy the valley in all seasons.

Page 8 identifies key community outcomes for Cardrona. These have been fed into the Council Community Plan (discussed above under Statutory Documents). The following are of particular relevance:

- (c) *to create and maintain walkways and reserve areas adjacent to the Cardrona River and between and around the towns for the enjoyment of residents and visitors.*
- (d) *To retain the general character of the landscapes surrounding the townships.*
- (e) *To enhance public facilities and services to provide for the needs of a growing community and growing visitor numbers.*
- (f) *To retain the size of the current zoning of the Rural Visitor Zones, with some amendments in its location to enable logical development to occur.*

- (g) *To provide for the cost effective reticulation of water and sewerage as the population increases and this becomes more economically viable.*
- (j) *To provide accommodation for all service providers.*

Key strategies for residential growth include the relocation of the existing Rural Visitor Zone located within the subject site onto the terrace by the ski field entrance. The purpose of this was identified as being:

Consideration should be given to shifting the location of the Northern Rural Visitor Zone on the Western side of Cardrona Road on the terrace by the skifield turn-off area. Staff accommodation, especially during winter should be provided for in Cardrona.

Strategies for reserves and open space include the linkage of the two township areas through walkways and greenbelts, and the planting of the boggy area between the two townships as a wetland reserve.

Key strategies for infrastructure focus on traffic safety, and the need to slow traffic through the Village by effective entrance design. On page 14, the Plan identifies that street lighting should reflect the history and character of the township.

Page 15 identifies key strategies for urban character. These appear to focus on the existing township, but are useful when considering the nature and form of any development within the Mount Cardrona Station study area. These read:

- Any new buildings in the Cardrona Township should reflect the historic nature of the existing township in their materials and design.
- Design guidelines were not considered to have enough strength, compared to defined design controls included in the District Plan.
- The existing 12 metre height limit in the RVZ is considered inappropriate, and should be decreased.
- The 6-20 metre setbacks were considered inappropriate, particularly if the creation of a main street similar to Arrowtown is to be achieved.
- Trees are an important element of Cardrona, and additional planting should be encouraged.

3.2 GROWTH OPTIONS STUDY (FEBRUARY 2004)

The Growth Options Study focuses on how Queenstown and Wanaka will look and feel in 20 or 30 years time. It is noted that information provided in the Growth Options Study has been used in the Market Demand Study prepared for this Plan Change (Appendix 6). However, given its focus on Queenstown and Wanaka, the Growth Options Study is of little relevance to the consideration of the Cardrona Valley.

3.3 GROWTH MANAGEMENT STRATEGY (MAY 2007)

The Growth Management Strategy (adopted on 25 May 2007) has been prepared to help guide the Council and the community in planning for the future growth and development of the District. Of relevance, its main purposes include:

- *Provide a context for landowners and developers, stating what type of growth is wanted and where.*
- *Help inform the community of likely changes to the District over the next 20 or so years and the steps Council will take to manage this growth.*

The Growth Management Strategy is a non-statutory document and provides an overview of the Council's growth management policy, not the detail, which is found in other existing plans, or will be progressively included in future revisions and updates of these plans.

Of relevance to this Plan Change, the Growth Management Strategy lists the following growth management principles:

- *Growth is located in appropriate areas to protect the environment, reduce pressure on already congested areas and to support new growth areas where these are needed.*
- *The type and mix of growth is appropriate to long term needs, enabling a balanced more stable community and a more diverse economy.*
- *Infrastructure is provided in a way that supports high quality development located in the right places while adhering to the principles of sustainable development and ensuring that the environmental qualities of the District are protected.*
- *The quality of the environment is improved through good design of individual developments and precincts.*
- *The costs of development reflect demands on infrastructure as well as helping to achieve desired positive and avoid unwanted negative outcomes.*
- *Integrated planning processes are followed that involve the community and stakeholders in identifying issues, solutions and actions. Infrastructure and land uses are planned together. The Council closely monitors development trends.*

The main strategies to implement the principle of locating growth in the right places that are of relevance to the consideration of this Plan Change are:

- 1a *All settlements are to be compact with distinct urban edges and defined urban growth boundaries.*
- 1b *Growth is to be accommodated mainly in the two urban centres (Queenstown and Wanaka) and existing special zones outside of these centres.*
- 1d *Growth of smaller outlying towns (such as Hawea, Hawea Flat, Luggate, Glenorchy, Kingston, Makarora, and Cardrona) is to be encouraged to a point where critical mass for affordable servicing is reached and a range of local services and employment can be supported.*
- 1e *The landscape values and the character of rural areas surrounding the urban areas and townships are to be protected from further urbanization (i.e. changes from a predominantly rural character to an urban character)*
- 1h *Green networks are developed to support settlements, helping to define edges, as well as linking activity areas within settlements, and helping to provide a respite to more intensive development.*
- 1i *New development avoids areas of recognised hazards (e.g. floodplains, instability) and development already within known hazards areas is managed so that hazards are not exacerbated.*

The main strategy to implement the principle of the type and mix of growth meeting current and future needs of relevance to the Plan Change reads:

- 2a *All settlements are to have strong centres that are community hubs, with a clustering of retail, business, public transport and community services.*
- 2c *Affordable housing is to be actively pursued through regulatory and non regulatory means.*
- 2e *Land for future social and community facilities should be identified, where necessary, in all settlements.*

Principle 3: 'Infrastructure is provided which is sustainable and supports high quality development in the right places'. The strategies relate mostly to transportation, and therefore are not included here.

Principle 4: 'High Quality development is demanded' is to be implemented by a number of strategies. The following are considered relevant to the Plan Change:

- 4b *Development is to be encouraged to incorporate innovative design features that reduce demands on the public infrastructure and the environment, while adding to the quality of the development, such as better energy efficiency measures, water conservation and on-site stormwater management.*
- 4c *Development shall ensure that the quality of water within the District's lakes, rivers and water bodies is not reduced through measures that avoid the run off from sites, of silt and other contaminants.*
- 4d *Development is to support a high quality public environment through a positive relationship to streets and public spaces, activating the edges of public spaces and places by incorporating the Crime Prevention through Environmental Design (CPTED) principles.*
- 4e *Development is to be of a high quality that respects neighbouring properties and existing and future character, and heritage features as identified in local plans. District Plan provisions (rules and criteria) are to be enforced and monitored.*
- 4g *The Council will continue to promote good design through in-house design reviews, the use of guidelines and design panels, engagement of design experts and the training of staff and professional groups involved in design.*

The strategies to implement Principle 5: 'The costs of development are made transparent, and economic signals encourage positive outcomes and discourage adverse effects' are not considered relevant to the consideration of this Plan Change. Likewise, the key actions for Principle 6: 'Integrated Planning', are not considered relevant.

3.4 HOPE STRATEGY (HOUSING OUR PEOPLE IN OUR ENVIRONMENT) (JUNE 2005)

The HOPE Strategy sets out a range of actions that the Council and community should take to address issues of reducing housing affordability. It identifies that affordable housing is defined as being affordable if households can access adequate housing by spending a maximum of 30% of their gross income on rent or mortgage repayments. Adequate housing includes the suitability of the dwelling to meet the specific needs of the household, in terms of size (not being overcrowded for example); the quality of the design and construction of the dwelling and its facilities and services, including reasonable physical condition, energy efficiency and privacy; and the suitability of the location enabling the household to access employment, shops, school and community facilities without long trips by car.

The Strategy is centered on three sets of actions. The following is of relevance to the Plan Change:

- Planning mechanisms:

Use planning mechanisms to facilitate the provision of high quality, affordable housing by the market place.

Section 2.3 of the Strategy identifies issues associated with a lack of affordable housing, which provide the basic reasons for the Council taking action. It is then identified that the problems are impacting on different markets within the QLDC, and therefore a set of different strategic responses is needed. It identifies the following as examples:

- *Short-term rental market – the focus may be on facilitating market responses to the growing problems associated with housing the seasonal workforce.*

- *Long-term rental market – this is an important area in terms of economic and community development. Current obstacles to the market responding to demand may need some intervention, particularly to address security of tenure issues.*
- *Owner-occupier market – having a pool of affordable housing will help individuals, couples and families get established in the district, and act as a transition between rental and “full” ownership. This is a particular issue for retaining skilled workers who are important to the long run sustainability of the local economy.*

The overall goal of the Strategy is identified on page 12 as:

To increase access to quality, affordable housing that is integrated into the community so as to support the community’s outcomes related to the sustainable economic, social and environmental development of the QLDC area.

Quality refers to:

- *the suitability of the dwelling to meet the specific needs of the household, in terms of size and layout; and;*
- *the quality of the design and construction of the dwelling and its facilities and services, including reasonable physical condition, energy efficiency and privacy.*

Integration therefore refers to:

- *the suitability of the location enabling the household to access employment, shops, schools and community facilities without long trips by car; and*
- *all suburbs and settlements having some affordable housing, avoiding an over-concentration of affordable housing in some areas.*

It then identifies three further specific goals:

2. *To facilitate initiatives to increase the supply of affordable quality housing for rent to seasonal workers, as an end in itself, as well as the flow-on benefits it will bring to the long term rental market.*
3. *To significantly increase the supply of quality, affordable, and secure rental property to meet the needs of committed local residents, employed in key industries that are important to the economic and social wellbeing of the community.*
4. *To support development of the owner occupier housing market for committed local residents employed in key industries that are important to the economic and social wellbeing of the community, and to ensure the retention of this housing as affordable housing.*

Section 4 of the Strategy identifies actions. Of relevance to this Plan Change the following actions are identified under ‘planning’:

13. *Encourage developers to enter into voluntary agreements to provide affordable housing as part of larger scale subdivision and housing developments, and ensure that the affordability of any such housing is retained into the future.*
14. *Investigate the potential for the adoption of incentives such as density bonuses for affordable housing, in any proposals for upzoning and particularly when zoning new urban areas and, if appropriate, include in the District Plan. Tie the provision of affordable housing to a suitable retention mechanism, and introduce location criteria to ensure affordable housing is located close to activities and transport.*
15. *Support increases in opportunities for affordable housing in lower density residential areas through the provisions for residential flats (for long term rental) in the District Plan.*

Also of relevance, Goal 20 reads:

Advocate so that the particular needs of the District are taken into account in Government proposals to amend the RMA or LGA to allow for contributions from developers to be levied for affordable housing.

3.5 SUBDIVISION FOR PEOPLE AND THE ENVIRONMENT (SNZHB 44: 2001)

On 5 October 2005, the Utilities Committee of the Council resolved the following:

4. That the Committee recommend to Council support of SNZHB 44:2001 Subdivision for People and the Environment as a design handbook for alternative design and use of technologies in land development and subdivision;

The New Zealand Handbook entitled Subdivision for People and the Environment (SNZ HB 44: 2001) uses the concepts of eco villages and co housing to provide guidelines for alternative design and use of technologies in land development and subdivision design in New Zealand. It is intended that in the future the Handbook will become a New Zealand standard.

The Handbook reflects on the fact that while the RMA contains a clear purpose of sustainable management that encourages the adoption of effects based District Plans (which can incorporate alternative design) subdivision is still managed by restrictive and inflexible standards (for example NZ 4404). The Handbook therefore aims to provide greater linkage between the purpose of the RMA and subdivision and land development, enabling greater flexibility in land development in order to achieve better environmental outcomes.

The Handbook is divided into two parts. Part 1 contains educational and background information and the general design process. Part 2 contains guidelines on how to achieve the approach advocated in Part 1.

The Handbook identifies three criteria which form the design framework:

- Environmental responsiveness- Using natural features and resources for development.
- Resource efficiency- For example, low impact roading with swales reduces costs of managing stormwater discharges, efficient use of water and energy resources.
- Sense of community- Recognizing how people will react to the environment, and how the environment will affect their wellbeing.

The Handbook then identifies the following objectives:

To gain an in-depth understanding of the physical and social processes of a site to ensure that subsequent design is able to integrate within the constraints of those systems and hence have minimal effect on that particular environment.

(a) To provide a planning and site development process that:

- (i) *is based on recognition of the natural environment, the ecosystems within which the site exists and the inter-connectiveness of components within a system;*
- (ii) *Incorporates at each stage of design the lessons learned from evaluation of previous stages;*
- (iii) *Is flexible and sensitive to the likely diverse future needs of individuals and groups*

(b) To establish a community or development that promotes sustainability through integration with the environment and ecosystems on the site and enhancement of all aspects of the community.

Part 2 provides concepts and design guidelines that are relevant to both the preparation of plan provisions and the specific design process. It is made clear that the methods suggested in Part 2 are not definitive, but provide guidance on how sustainable communities can be achieved.

The Handbook recognises that through the Plan Change process there is an opportunity to adopt methods that enable alternative design. For example, plan provisions can be adopted that encourage rather than restrict alternative designs.

PART 4: CONSULTATION PROCESS

Through the preparation of this Plan Change consultation has been undertaken in order to meet the requirements of both the RMA and the LGA.

Section 78 of LGA provides useful guidance on the required consultation process, and reads:

- 1) *A local authority must, in the course of its decision-making process in relation to a matter, give consideration to the views and preferences of persons likely to be affected by, or to have an interest in, the matter.*
- (2) *That consideration must be given at*
 - a) *the stage at which the problems and objectives related to the matter are defined;*
 - b) *the stage at which the options that may be reasonably practicable options of achieving an objective are identified;*
 - c) *the stage at which reasonably practicable options are assessed and proposals developed*
 - d) *the stage at which proposals of the kind described in paragraph (c) are adopted.*

The following section identifies the consultation undertaken at each stage of the process, in accordance with clauses 78(a)-(d) above.

- (a) *the stage at which the problems and objectives related to the matter are defined:*

Consultation was first initiated through a Council held workshop for the Cardrona Community Plan (December 2003). The issues associated with the current zoning were first identified at this workshop, and in the Cardrona Community Plan (2003).

Early discussions with the Cardrona Valley Residents and Ratepayers Society (CVRRS) have been held to identify what role they wish to play in the consultation. A local newsletter is circulated by the CVRRS on a regular basis, providing an update on each of the developments in the Cardrona Valley, in addition to any other useful news, such as ORC or DoC policy changes as and when they may occur. Updates on the Mount Cardrona Station Plan Change have been included in a number of editions of the newsletter.

Meetings were held with representatives of Historic Places Trust (HPT), Kai Tahu ki Otago (KTKO), and the Otago Regional Council (ORC) in April 2006. Site visits were then held with these parties in May 2006. As a result of issues raised by the ORC, a natural hazards assessment was commissioned. This and the geotechnical assessment were then sent to the ORC for comment in November 2006.

As a result of the meeting and site visit with KTKO, a Cultural Values Report was commissioned. The site visit with the representative of the HPT resulted in detailed consideration of the effects of the Plan Change on sites of heritage value.

A meeting was held on site with the Wanaka Community Board, and the key issues and concepts for the Plan Change were presented to the Community Board at its meeting in May 2006.

- (b) *the stage at which the options that may be reasonably practicable options of achieving an objective are identified:*

A discussion document (Appendix 3.2) was prepared and sent to each of the above interested parties and all landowners and residents within the Cardrona Valley; totaling 93 recipients. It contained a feedback form, inviting comment on a proposed concept for a Plan Change.

A media release was sent out in November 2006 which provided information on the Plan Change and advertised the first open day held on 8 December 2006.

On 7 December 2006 meetings were held with the Wanaka Community Board and the Upper Clutha Environmental Society. On 8 December a public open day was held in the woolshed on Mount Cardrona Station, providing participants the opportunity to provide comment on the options presented in the discussion document.

Approximately 30 people attended the open day. Written feedback was received from 9 people. The following provides a summary of the comments received:

Of the 9 written comments received 2 supported the Plan Change concept, 3 provided partial support, and 4 were in opposition to the Plan Change.

The reasons for support can be summarised as:

- Support for the Council's objectives in regard to having more control over the development, creating a sustainable and integrated community, protection of over 100 ha of open space, and initiatives to provide for community housing and staff accommodation.
- The Plan Change provides for a more integrated community, which is better aesthetically from Cardrona Valley Road. The Plan Change provides better opportunities for sports facilities, community facilities and usable common spaces.

The concerns raised in the submissions that partially supported or opposed the Plan Change concept can be summarised as follows:

- The information contained in the first discussion document was misleading, particularly reference to provisions of the Cardrona Community Plan.
- The assessments placed too much emphasis on visibility from the Cardrona Valley Road.
- The Plan Change proposes development at a higher altitude than the RVZ, and the existing location of the RVZ is considered a more appropriate location for development.
- Concerns regarding future water supply and provision for infrastructure.
- Opposition to any proposal to provide vehicular access through the Pringles Creek subdivision.
- The Plan Change proposes a larger development footprint than that provided by the RVZ. There is no need to retain overland flow paths because this causes the development to spread further up the terrace.
- Development should proceed incrementally.
- The setback from Pringles Creek should be increased.
- Concern that development along the eastern boundary of the Zone might overlook houses located on the eastern side of the Cardrona River.
- Would like to see a design that relates to the historic character of the Valley.
- Restrictions on solid fuel burners should be imposed in order to retain air quality.
- Doubt that the Council is able to control development given development that has proceeded within the existing Cardrona Village.
- The provisions of the RVZ are adequate for controlling development, and heritage features are adequately protected under the existing District Plan provisions.
- Concerned that the development would cause light pollution.
- Size and height of buildings needs to be controlled, and density reduced.

(c) *the stage at which reasonably practicable options are assessed and proposals developed:*

A letter was sent to all landowners in the Cardrona Valley in April 2007 providing an update on the Plan Change and inviting any interested persons to an information session on 23 May 2007. A summary of this letter was included in the April Cardrona Chronicle.

A second discussion document (Appendix 3.3) was presented to the CVRRS on 9 May 2007, and then circulated to all landowners in the Valley and other interested parties on 15 May 2007.

As identified above, an information session was held on 23 May 2007 providing people with the opportunity to ask questions and raise any concerns.

8 people attended the second open day, some of whom raised concerns that the future development resulting from the Plan Change would be visible from their dwellings. 5 written comments were received. Two of these reiterated the concerns regarding visibility from dwellings on the eastern side of the Cardrona River, while one requested clarification of terminology used. The remaining two reiterated concerns that were raised with regard to the first discussion document.

As a result of the concerns raised by neighbouring property owners, a computer model was used to show how the mitigation that would be required in order to reduce visibility. This was shown to the concerned neighbours on 9 July 2007.

(d) *the stage at which proposals of the kind described in paragraph (c) are adopted.*

This clause is provided for through the statutory process of submissions, hearings and decisions as determined by the First Schedule of the RMA.

PART 5: CONSIDERATION OF KEY OPTIONS FOR THE PLAN CHANGE

This part of the report provides an assessment of the general options available to the Council when considering the appropriateness of a plan change. The assessment meets the requirements of both Section 32 of the RMA and Section 77 of the LGA.

The relevant requirements of Section 32 of the Act read:

(3) *An evaluation must examine –*

- (a) *the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and*
- (b) *whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.*

(4) *For the purposes of the examinations referred to in subsections (3) and (3A), an evaluation must take into account –*

- (a) *the benefits and costs of policies, rules, or other methods; and*
- (b) *the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.*

Relevantly, Section 77 of the LGA reads:

- (1) *A local authority must, in the course of the decision-making process*
 - (a) *seek to identify all reasonably practicable options for the achievement of the objective of a decision; and*
 - (b) *assess those options by considering*
 - (i) *the benefits and costs of each option in terms of the present and future social, economic, environmental, and cultural well-being of the district or region; and*
 - (ii) *the extent to which community outcomes would be promoted or achieved in an integrated and efficient manner by each option; and*

- (iii) *the impact of each option on the local authority's capacity to meet present and future needs in relation to any statutory responsibility of the local authority; and*
 - (iv) *any other matters that, in the opinion of the local authority, are relevant; and*
 - (c) *if any of the options identified under paragraph (a) involves a significant decision in relation to land or a body of water, take into account the relationship of Maori and their culture and traditions with their ancestral land, water, sites, waahi tapu, valued flora and fauna, and other taonga.*
- (2) *This section is subject to section 79.*

5.1 THE RANGE OF OPTIONS AVAILABLE

When identifying the options available to the Council, it must be recognised that the existing zoning of the subject site comprises Rural Visitor (approximately 17 hectares) and Rural General.

Removing the RVZ from the Mount Cardrona Station site is not available as an option to the Council. This is because a resource consent application has been lodged with the Council for the development of the RVZ. Buildings within the RVZ are a controlled activity and as such, while the Council can impose conditions on consent, it can not decline the resource consent.

Further, because of this existing zoning, it is not realistic to consider alternative locations for the RVZ, other than locations within land owned by Mount Cardrona Station. This is because the existing zoning provides development rights for those land owners, and an agreement to shift those development rights can only be reached if they are retained within the same ownership.

The Market Demand Study (Appendix 2.6) found that development within the Mount Cardrona Station site, whether within the RVZ or as per a Plan Change, would be feasible from an economic perspective.

Therefore, given the permitted baseline associated with the Mount Cardrona Station RVZ site, the options available to the Council are:

Option 1:

Do nothing/status quo: Under this option the objective is to retain the existing zoning of the District Plan, and therefore not undertake a plan change.

Option 2:

Undertake a plan change to relocate the existing RVZ situated on Mount Cardrona Station from its current position onto the upper terrace. The objective of this option is to reduce the visual effects of the RVZ when viewed from the Cardrona Valley Road, and to make no other changes to the Plan provisions.

Option 3:

Undertake a plan change to relocate the existing RVZ located on Mount Cardrona Station onto the terrace, and amend the provisions in order to establish a 'Special Zone'. The objectives for this option are to change the location of the zoning, and improve its provisions to achieve better environmental outcomes.

Each of these options will be assessed in terms of their effectiveness in achieving Part II of the Act, which requires consideration of the settled (and relevant) objectives and policies of the District plan, provisions of other statutory documents, including the CCP, and Kai Tahu Ki Otago Natural Resource Management Plan 2005, in addition to the Council's non-statutory documents. In addition, consideration must be given to the Council's objectives for the consideration of this Plan Change. The analysis then considers the costs and benefits of each option, its efficiency, and finally its appropriateness.

OPTION 1: STATUS QUO- RETAIN RURAL VISITOR ZONE IN EXISTING LOCATION

Explanation

This option would involve the Council stepping away from undertaking a plan change, and instead, relying on the existing provisions of the District Plan in order to achieve the purpose and principles of the RMA.

As identified in Part 1 of this report, the existing RVZ sits at the base of the Cardrona ski field. It is 17 hectares in size; 15 hectares of which is located within Mount Cardrona Station, and the remainder of which is located on the Council owned cemetery, and the Cardrona ski field access road. The land surrounding the RVZ is zoned Rural General.

In order to determine the effectiveness of this option, it is necessary to consider carefully the provisions that currently apply to the site, including both the RVZ provisions, and those of the Rural General Zone.

Provisions for the RVZ are contained within Section 12: Special Zones of the District Plan. The RVZ applies to Cecil Peak, Walter Peak, Cardrona, Blanket Bay, Arthurs Point, Arcadia Station, and Windermere.

Section 12.3.1 of the District Plan identifies the resources and activities that apply to the RVZ. This identifies that it contains important recreation and visitor facilities, including accommodation and other visitor attractions. It further identifies the following:

Significant physical resources in terms of buildings and facilities exist or are proposed in all the zones both as attractions in their own right or as facilities which serve the visitor industry and surrounding rural or recreation activities. This is particularly the case in respect of those facilities at Cardrona located on the Crown Range Road.

The most distinguishing feature of the Visitor Zones is their compact size, general self-sufficiency and distance from the main urban centres.

The following 'Issues' are identified for the RVZ:

Avoiding, remedying or mitigating the adverse effects of rural visitor activities on the rural areas;

Adequate servicing having regard to the important natural values and water resources in close proximity;

Avoiding natural hazards;

Consideration of alternative access modes given location and isolation.

There is only one objective for the RVZ, which reads:

Provision for the ongoing operation of the existing visitor areas recognizing their operational needs and avoiding, remedying or mitigating adverse effects on landscape, water quality and natural values. Scope for extension of activities in the Rural Visitor Zones.

The associated policies read:

1. *To recognise existing and proposed visitor and recreation facilities in the rural visitor areas and to provide for their continued operation and expansion.*
2. *To ensure development, existing and new, has regard to the landscape values which surround all the rural visitor areas.*

3. *To ensure expansion of activities occur at a scale, or at a rate, consistent with maintaining the surrounding rural resources and amenities.*
4. *To recognise the heritage values of the Rural Visitor Zones and in particular the buildings at Walter Peak, Cardrona and Arcadia Station.*
5. *To ensure sewage disposal, water supply and refuse disposal services are provided which avoid, remedy or mitigate adverse effects on the water or other environmental qualities, on and off the site.*

Finally, the Environmental Results Anticipated are listed in 12.3.5, and read:

- (i) *Retention of predominant rural character of the surrounding areas while providing the potential for consolidated areas to be utilized for visitor facilities.*
- (ii) *Provision of a range of accommodation and recreation buildings while ensuring the quality of the local environment is maintained.*
- (iii) *The visual appearance of recreation facilities which complement the rural locations in which they are situated.*
- (iv) *Exclusion of activities which cause adverse environmental effects, through the use of performance standards.*
- (v) *Maintenance of the water quality of the surrounding lakes and rivers.*
- (vi) *Protection of traffic safety on local roads and state highways.*

In summary, the Policy provisions of the RVZ recognise and provide for the ongoing operation and future expansion of the Zones, while recognising the need to avoid, remedy or mitigate the effects of such development and associated activities on the surrounding rural environment. The provisions encourage consolidation of development, and ensure that consideration is given to the ability for the zones to be adequately serviced, given their often remote locations.

Buildings within the RVZ are a controlled activity. A controlled activity is identified in Section 77B of the RMA as follows:

- (2) *If an activity is described in this Act, regulations, or a plan or proposed plan as a controlled activity, –*
 - (a) *a resource consent is required for the activity; and*
 - (aa) *the consent authority must grant the resource consent, unless it has insufficient information to determine whether or not the activity is a controlled activity; and*
 - (b) *the consent authority must specify in the plan or proposed plan matters over which it has reserved control; and*
 - (c) *the consent authority's power to impose conditions on the resource consent is restricted to the matters that have been specified under paragraph (b); and*
 - (d) *the activity must comply with the standards, terms, or conditions, if any, specified in the plan or proposed plan.*

Therefore, while resource consent is required for a controlled activity, it must be granted. Conditions can be imposed on the consent, but these are restricted to matters over which control is reserved. For buildings within the RVZ, matters over which control is reserved are:

- *the coverage, location, external appearance of the buildings and associated earthworks, access and landscaping, to avoid or mitigate adverse effects on landscape and visual*

- amenity values, nature conservation values and the natural character of the rural environment.*
- *The provision of water supply, sewage treatment and disposal, electricity and telecommunication services.*

Section 77B(d) of the RMA states that a controlled activity must comply with the standards specified in the Plan. Of relevance, the site and zone standards for the RVZ require the following:

Building Height:

8 metres for residential activities
12 metres for visitor accommodation

Setbacks:

6m from zone boundary
Buildings for residential accommodation: 10m
Buildings for visitor accommodation: 20m

There are no standards restricting density, and no minimum allotment size.

Notification provisions are also relevant when considering controlled activities. Section 93 of the Act reads:

93. When public notification of consent applications is required

- (1) *A consent authority must notify an application for a resource consent unless –*
- (a) the application is for a controlled activity; or*
 - (b) the consent authority is satisfied that the adverse effects of the activity on the environment will be minor.*

Therefore, under Section 93 of the Act, controlled activities will not be notified. However, it is noted that Section 94C identifies that if the consent authority considers that special circumstances exist, an application for a controlled activity may be notified.

It is also relevant to consider the provisions for the Rural General Zone, given that this surrounds the RVZ, and the potential for development of the study area is not restricted to the RVZ.

Any subdivision or building within the Rural General Zone is a discretionary activity (except where buildings are located within an approved residential building platform, in which case they are a controlled activity) and are assessed against a range of policies and assessment matters that relate to the landscape category within which the activity is proposed. The Cardrona Valley is an Outstanding Natural Landscape, and therefore the following policies apply:

4.2.5(2) Outstanding Natural Landscapes- District Wide

- (a) To maintain the openness of those outstanding natural landscapes and features which have an open character at present;*
- (b) To avoid subdivision and development in those parts of the outstanding natural landscapes with little or no capacity to absorb change;*
- (c) To allow limited subdivision and development in those areas with higher potential to absorb change.*
- (d) To recognise and provide for the importance of protecting the naturalness and enhancing amenity of views from public roads.*

A range of assessment matters are provided in Section 5.4.2.2 of the Plan. These relate to the potential of the site to absorb development, the effects on openness of the landscape, cumulative effects of landscape values, and positive effects.

Effectiveness

An assessment of the effectiveness of retaining the RVZ in achieving the settled objectives and policies of Part 4 of the District Plan is contained in Attachment 1 of this report. This Attachment identifies that of the 76 relevant objectives and policies contained within Part 4 of the District Plan, the RVZ in its current location is only effective in achieving 115, partially effective in achieving 15, and is not effective in achieving 46

Costs and Benefits

The following table identifies the costs and benefits of implementing the existing RVZ. The costs and benefits accrued by or imposed on the community are shown in **bold**. Costs and benefits that are accrued by or imposed on the landowner (with no benefit or cost to the community), are differentiated by being italicised. Note that in some cases there are benefits or costs to both the community and the landowner. In these cases they are in bold.

The fourth column identifies whether, for each issue, the costs outweigh the benefits. Costs outweighing benefits is depicted as **X**. Benefits outweighing the costs is depicted as **✓**.

ISSUE	BENEFITS	COSTS	OVERALL BENEFIT OR COST?
Effects on landscape	The development area is fairly compact, leaving a large area to be retained as Rural General Zone	<p>Once development occurs within the RVZ, the ability to avoid development in the surrounding Rural General land is uncertain, given the change in character that will occur from consented development. In particular, 8ha of the RVZ sits on the terrace. It is likely that once development occurs in this location, resource consents and/or plan changes for extensions of the zone into the Rural General Zone would occur. The outcome of such applications is uncertain given the discretionary activity status in the Rural General Zone.</p> <p>The RVZ enables 12 m high buildings as a controlled activity; given the topography of the RVZ and its location alongside the Cardrona Valley Road, these have the potential to have significant adverse effects on the surrounding landscape values.</p> <p>The location and form of the RVZ has not been derived through any consideration of the landscape. Consequently, development of this form in this location is not in harmony with the landscape.</p> <p>Development would overlook the Cardrona Valley Road, causing significant adverse effects.</p>	X

Level of analysis required	<i>Implementation of the RVZ avoids the costs to the landowner associated with preparing a plan change.</i>	The analysis required as part of the plan change process is not required for the existing RVZ; the Council can not require consideration of matters such as effects on the existing village, or analyses of appropriate mix of use.	X
Mix of use ensuring an integrated community	<i>The landowner can provide a mix of use that responds to the market; and also that gives them the greatest yield.</i>	While Council has control over matters such as building coverage, appearance and landscaping, it can not impose conditions in terms of mix of use. If the development focuses on visitor accommodation, the majority of workers within the Valley would have to travel to accommodation in Wanaka or Queenstown, increasing road usage and demand in those centres.	X
Development potential	<i>The zone has the potential to provide upward of 1400 units as a controlled activity. Once development is in place, the landowner has the opportunity to lodge resource consents or plan changes to extend the RVZ.</i>	<i>The layout of the RVZ and its location may make future development less attractive to the market than what could be provided by a plan change.</i> <i>Extension of the RVZ into the Rural General area requires discretionary resource consent, and is therefore uncertain as to outcome.</i>	X
Density	<i>The landowner could achieve high density development as of right.</i>	High density in this location would cause adverse visual effects. <i>Higher density throughout the site may be less attractive to the market.</i> <i>The location and form of the Zone limits the ability to provide a range of densities.</i>	X
Community housing	<i>The landowner does not have to provide community housing.</i>	The Council is unable to require the provision of community housing, and would have to rely on the market.	X
Ecological values	<i>The matters over which control are reserved include nature conservation values; so that when assessing the controlled activity consent, the Council can consider effects on nature conservation values within the RVZ.</i>	The Council can not consider ecological values outside the RVZ; for instance, a large part of the escarpment is not within the RVZ and therefore enhancement may not occur as part of the resource consent.	X
Heritage values	<i>Cost saving to landowner because heritage values are not considered in the District Plan provisions; for example, water races would not have to be protected as they are outside the RVZ.</i>	Heritage values outside the RVZ would have little protection. Positive initiatives for the protection and recognition of heritage features in the Valley would not occur. Opportunity cost to landowners and Cardrona community if heritage values are not protected and enhanced, and used as a visitor	X

		attraction.	
Urban design principles	The Council has control over building coverage and external appearance of buildings; and therefore has the ability to impose conditions on consent.	The location and layout of the RVZ does not enable the achievement of urban design principles such as connectivity. While the Council has control over external appearance, it can not decline consent. It is questionable as to whether good urban design can be achieved through conditions on consent.	X
Sustainable design	Minimum standards will be achieved through implementation of the Building Code.	There is no ability to ensure buildings will be designed in an energy efficient manner. The location of the RVZ means that buildings can not be oriented to achieve maximum solar gain.	X
Servicing	The Council has control over the provision of electricity, water, and sewage treatment facilities; and can therefore ensure that Council standards are met.	There is no ability to provide 'greener' solutions for the provision of servicing; if the development meets the Council standards, it must be approved.	X
Community facilities, including walking tracks	<i>The landowner does not have to provide walking trails or community facilities, or develop and maintain community open space.</i> <i>Financial contributions towards the provision of community facilities would be required through the LGA.</i>	Walking trails and other community facilities would not be provided on the site, or as linkage between the site and the surrounding environment, including the existing village.	X
Achieving community outcomes		The outcomes of the Cardrona Community Plan would not be achieved.	X
Consultation	<i>Limited consultation required; thus saving money and time.</i>	Limited opportunity for community involvement in decision making.	X
Air Quality		Existing provisions restrict the use of solid fuel burners.	✓

Appropriateness

Given the findings of the effectiveness and cost and benefit analyses, it is found that this option is not appropriate.

OPTION 2: PLAN CHANGE TO RELOCATE RURAL VISITOR ZONE ONTO THE TERRACE

Explanation

This option would involve the RVZ being shifted from its current location onto the terrace. The provisions for the RVZ would not alter (refer to provisions as outlined above in Option 1).

Effectiveness

The effectiveness of this option is assessed in Attachment 1. This Attachment finds that of the 76 relevant objectives and policies of Part 4 of the District Plan, shifting the RVZ onto the terrace is only effective in achieving 17, partially effective in achieving 28, and is not effective in achieving 31.

Costs, Benefits and Efficiency

The following table identifies the costs and benefits of implementing the existing Rural Visitor Zone. The costs and benefits accrued by or imposed on the community are shown in **bold**. Costs and benefits that are accrued by or imposed on the landowner (with no benefit or cost to the community), are differentiated by being italicised. Note that in some cases there are benefits or costs to both the community and the landowner. In these cases they are in bold.

The fourth column identifies whether, for each issue, the costs outweigh the benefits. Costs outweighing benefits is depicted as **X**. Benefits outweighing the costs is depicted as ✓.

ISSUE	BENEFITS	COSTS	OVERALL BENEFIT OR COST?
Effects on landscape	<p>The development area is smaller (than that identified for the plan change Option 3); and therefore more land is retained as Rural General Zone.</p> <p>Development would be shifted away from the Cardrona Valley Road.</p> <p>Locating the zone on the terrace would enable a better development configuration that achieves better connectivity.</p>	<p>Once development occurs within the RVZ, the ability to avoid development in the surrounding Rural General land is uncertain, given the change in character that will occur from consented development. With 15 hectares of land located on the terrace, the existing rural character of this area would change significantly.</p> <p>The zone enables 12 m high buildings as a controlled activity with no minimum allotment size; these have the potential to have significant adverse effects on the surrounding landscape values.</p> <p>The location and form of the zone would not be derived from an assessment of the natural form of the landscape.</p> <p>There would be no provision for the treatment of the edge between development and surrounding rural landscape.</p>	X
Level of analysis required	<i>Less analysis required than if a new zone were to be developed.</i>	A full analysis of alternative methods/provisions would not be provided, and therefore opportunities to improve environmental outcomes would not be taken.	X
Mix of use ensuring an integrated community	<i>The landowner can provide a mix of use that responds to the market; and also that gives them the greatest yield.</i>	<p>While Council has control over matters such as building coverage, appearance and landscaping, it can not impose conditions in terms of mix of use or densities.</p> <p>If the development focuses on visitor accommodation, the majority of workers within the Valley would have to travel to accommodation in Wanaka or Queenstown, increasing road usage and demand in those</p>	X

		centres.	
Development potential	<p><i>The zone has the potential to provide upward of 1400 units as a controlled activity. Once development is in place, the landowner has the opportunity to lodge resource consents or plan changes to extend the zone.</i></p> <p><i>Because of the topography of the terrace, a higher development yield could be achieved.</i></p>	<p><i>The layout of the zone and its location may make future development less attractive to the market than what could be provided by a plan change to create a special zone.</i></p> <p><i>Extension of the development into the Rural General area requires discretionary resource consent, and is therefore uncertain as to outcome.</i></p>	X
Density	<p><i>The landowner could achieve high density development as of right.</i></p>	<p>High density in this location would cause adverse visual effects on the surrounding ONL; however, these would be less than option 1.</p> <p><i>Higher density throughout the site may be less attractive to the market.</i></p>	X
Community housing	<p>Negotiations could be undertaken through the plan change process to achieve some contribution of community housing.</p>		X
Ecological values	<p>The matters over which control are reserved include nature conservation values; so that when assessing the controlled activity consent, the Council can consider effects on these values within the Zone.</p> <p>The Zone would be moved away from Homestead Creek; thereby avoiding adverse effects of development on its functioning.</p>	<p>The Council can not consider ecological values outside the Zone.</p>	X
Heritage values	<p><i>Cost saving to landowner because heritage values are not considered in the District Plan provisions; for example, water races would not have to be protected as they are outside the Zone.</i></p>	<p>Heritage values of the site would have less protection.</p> <p>Positive initiatives for the protection and recognition of heritage features in the Valley would not occur.</p> <p>Opportunity cost to landowners and Cardrona community if heritage values are not protected and enhanced, and used as a visitor attraction.</p>	X
Urban design principles	<p>The Council has control over building coverage and external appearance of buildings; and therefore has the ability to impose conditions on consent.</p> <p>Relocating the RVZ would result in a better development configuration with greater ability to achieve connectivity.</p>	<p>While the Council has control over external appearance, it can not decline consent. It is questionable as to whether good urban design can be achieved through conditions on consent.</p> <p>No restraints on density mean that an appropriate mix of use may not occur.</p> <p>No ability to impose a structure plan and therefore ensure appropriate form and layout.</p>	X
Sustainable	<p>The terrace has better sunshine,</p>	<p>There is no ability to change the</p>	X

design	and there is the potential to locate buildings to achieve maximum solar gain.	Plan provisions to ensure buildings will be designed in an energy efficient manner.	
Servicing	The Council has control over the provision of electricity, water, and sewage treatment facilities; and can therefore ensure that Council standards are met.	There is no ability to provide 'greener' solutions for the provision of servicing; if the development meets the Council standards, it must be approved. The development has not been designed to reflect the natural characteristics of the site, therefore creating a need for greater engineering solutions for stormwater.	X
Community facilities, including walking tracks	Agreements can be reached through the plan change process to ensure that some community facilities and open space provisions are provided. Financial contributions towards the provision of community facilities would be provided through the LGA.	The open space zone (promoted in Option 3) would not be provided.	X
Achieving community outcomes	The recommendation of the community plan to relocate the RVZ onto the terrace would be achieved.		X
Consultation	The plan change process requires that the Council undertakes consultation, providing the community with an opportunity to provide comment.		X
Air Quality		Existing provisions restrict the use of solid fuel burners.	✓

Appropriateness

Given the above assessment of the effectiveness and efficiency of the option to retain the existing RVZ provisions, but shift the location of the Zone onto the terrace, it is found that this option is not appropriate in terms of achieving the purpose of the Act, as reflected in the relevant settled objectives and policies of the District Plan.

OPTION 3: PLAN CHANGE TO CREATE SPECIAL ZONE ON MOUNT CARDRONA STATION

Explanation

This option involves undertaking a plan change to relocate the development rights associated with the existing RVZ and to amend the provisions to create a special zone.

Undertaking such a plan change enables the Council to impose conditions on the location and form of any development to ensure that its' objectives are achieved. In order to enable a comparison of this option with options 1 and 2 above, it is necessary to identify a concept for a plan change.

The diagram in Appendix 3.4 illustrates the process used in establishing the concept for a plan change. This shows that in 2003 the Cardrona Community Plan identified broad recommendations and objectives for a plan change. These were then refined further by the Council through the consideration of a preliminary landscape assessment and the identification of a set of objectives and a purpose for a Plan Change.

As identified in Part 1.5 of this Report, the Council's purpose and objectives for the Plan Change are:

To relocate the zone boundaries and improve the provisions in order to provide a zone which enables the development potential of the current zone but does so in a way which has significantly less adverse effect on the landscape. In addition, the zone provisions would be further refined to ensure an appropriate mix of uses within the zone, such that provision of permanent residential housing, visitor accommodation, worker housing, and ancillary small scale commercial amenities are all assured.

The following set of objectives was agreed for the Plan Change:

Landscape values

To ensure that development within the zone has a significantly lesser effect on the outstanding natural landscape of the Cardrona Valley (as compared to the current zoning)

To ensure that development is contained and that a defined urban edge is established in order to ensure against sprawl

Sustainable, integrated community

To ensure high quality mixed use and mixed density development, which provides accommodation for residents, visitors, and seasonal workers in an integrated manner

To require best practice urban design principles to be employed throughout

To ensure the MCS land and existing village develop in a complementary way, which enables a sustainable and integrated community to establish within the Valley

To provide for and encourage recreational opportunities within the zone and in connection with other development in the vicinity

Ecological Values

To enhance the ecological values of the Mount Cardrona site

Heritage Values

To recognise and enhance heritage values that exist within the zone.

Infrastructure

To ensure that infrastructure is provided in an environmentally acceptable manner, and, where practicable, is coordinated with the existing Cardrona village.

To achieve the principles of SNZ HB44:2001

The Council objectives were then used as a basis for defining the scope for various technical reports. These technical reports provided an analysis of the site and its surrounds and made recommendations for the Plan Change, identifying how the Council's objectives could best be achieved at a more detailed level. The following provides a summary of the key findings of each of the technical reports:

The purpose of the **Landscape Assessment** (Appendix 2.1) was to provide a comprehensive assessment of the site and its surrounds in order to identify a more appropriate location for a Special Zone, and mechanisms to mitigate any potential adverse effects. This assessment involved a detailed analysis of the site in terms of its character, and potential visibility of any development from surrounding viewpoints. This involved the use of a computer model, and the erection of height poles in key locations.

Because the District Plan focuses attention on visibility from public places, emphasis was placed on the visibility from the Cardrona Valley Road. Consistent with the Council's objectives for the Plan

Change, the assessment concentrated on ensuring that the visual impact of the Special Zone would be less than the effects that would be derived from the existing RVZ.

As a result of this analysis, a development boundary was established. This location of the boundary was based on an analysis of the area that could better absorb development, and is identified in Figure 1 attached to the Landscape Assessment.

The **Urban Design Assessment** (Appendix 2.2) analysed the existing and potential development within the Cardrona Valley, and recommended a number of urban design principles to be addressed in the Plan Change in relation to:

- Activity mix;
- Street network;
- Open space network;
- Building scale and form.

It identified that in order to achieve these principles, the development area would be larger than that provided by the existing RVZ. It also identified that in order to create a sustainable and integrated community, a mix of around 370 low to medium density sections for residential development, and around 630 high density units for a mix of residential and visitor accommodation is needed.

The Urban Design Assessment identified that creating a Special Zone would have significant benefits from an urban design perspective.

The **Archaeological Report** (Appendix 2.3) identifies that there are two historic water races within Mount Cardrona Station dating back to the first gold rush in the 1860's. These are located above the area that can absorb development. The assessment also identified a number of archaeological sites of interest. In particular; the sod remains of old structures or huts, the site of the homestead, and the leveled area where the chaff cutter can be found. An old rabbit fence runs parallel with the track. The fence is constructed of netting held in place with a solid course of stone along its base. This style of rabbit fence is typical of that constructed in the 1880s and 1890s in an effort to control the rabbit plague.

Any modification or destruction of the sites that have been identified can take place only after an authority to do so has been granted by the New Zealand Historic Places Trust (NZHPT). The archaeological sites such as the road, sod wall remains, homestead and chaff cutter and floor do not have the same heritage significance as the two water races.

It is noted that assessment matter 15.2.7.2(vii) of the District Plan includes the following assessment matter:

The effect of any subdivision on places of heritage value including existing buildings, archaeological sites and any areas of cultural significance.

It is appropriate that the values associated with these sites are considered at the time of subdivision and development and that prior to subdivision an approval is obtained from the Historic Places Trust.

The **Ecological Assessment** (Appendix 2.4) identifies that while the site is ecologically degraded because of its long association with pastoral farming, there are opportunities to improve ecological values through the Plan Change process, particularly within the Homestead gully, and along the escarpment that faces the Cardrona Valley Road. A list of species appropriate to the site has been provided, which can be incorporated into any potential landscaping controls.

The **Geotechnical Report** (Appendix 2.7) has shown that moving the development rights onto the terrace has a positive effect in terms of reducing the need for earthworks, and improving site stability.

The **Natural Hazard Assessment** (Appendix 2.8) has been undertaken which shows that the site is not affected by significant natural hazards.

The **Servicing Report** (Appendix 2.9) identifies how the necessary infrastructure can be provided to the existing RVZ, and the Plan Change. One of the key aims of the Plan Change is to create a sustainable village that adopts sustainable practices. In order to achieve this goal, the Infrastructure Report has identified options for minimising environmental effects resulting from wastewater treatment, water usage, stormwater run-off and energy use. For example, in terms of ensuring sustainable water use, options are being considered for the recycling of greywater, the collection of rainwater, and restrictions on irrigation. In addition, design solutions for reducing energy demand are being investigated.

A **Market Demand Study** (Appendix 2.6) has been completed which forecasts growth for the Cardrona Valley into the future. This study finds that given growth projections for the District, the number of skier days experienced within the Cardrona Valley and associated employment, plus the Cardrona Valley's natural attributes, the Valley is likely to attract an estimated 4% of the District's growth to 2026. The Study finds that development of Mount Cardrona Station will not be at the expense of the existing Cardrona Village, but will in fact be of benefit.

A **Traffic Assessment** (Appendix 2.10) has been undertaken which identifies the most appropriate location for access to the site. It finds that one access to the site from the Cardrona Valley Road is adequate from a safety perspective, and that a development of the size envisaged can be accommodated within the transport network. There is potential to provide a link directly between the development area and the ski field access road. The traffic assessment finds that such a linkage would reduce potential for traffic congestion on Cardrona Valley Road during the ski season. The Assessment also finds that there is benefit from providing accommodation in this location as it will reduce the vehicle trips between Wanaka and Queenstown and the Cardrona ski fields.

An addendum to the report (Appendix 10B) identifies that given the nature of the entrance to Pringles Creek, it is inappropriate to provide access into the Mount Cardrona Station site through the Pringles Creek subdivision.

An **Air Quality Report** (Appendix 2.11) has been prepared, which recommends restrictions on wood burning fires within private residences and visitor accommodation units in order to avoid the problems currently faced by the likes of Arrowtown. These findings are consistent with the National Environmental Standards for air quality. An addendum to the report is provided in order to acknowledge the notification of the Otago Regional Council Air Quality Plan Change. The addendum recognises that given the notification of this Plan Change it is appropriate to rely on the requirements of the Otago Regional Council.

A **Land Valuation Report** (Appendix 2.12) has been prepared. This finds that the subject site is an uneconomic farming unit being the balance of the original Mt Cardrona Station, parts of which were subdivided to provide the Cardrona Ski area and some blocks for further subdivision. The land classification is predominantly Class IV, land suitable for extensive grazing, this clearly indicates that productivity from a farming point of view will be limited because of soil type and climatic regime. The Report identifies that the proposed zone relocation and extension will have minimal impact on the livestock carrying capacity of the overall property and more significantly will provide an area which is more suited to possible rural visitor and residential type subdivision.

The **Concept Development Plan** (Appendix 2.13) builds on the information provided in the above technical reports and establishes a concept plan for the site.

Consideration has also been given to the most appropriate zoning for the Council owned cemetery and the Cardrona ski field access road which are currently zoned RVZ.

In terms of the cemetery, it has been agreed that its future management is best provided for through placing a designation on the title. Such a designation would override the zoning and enable the Council to effectively manage the cemetery into the future.

In terms of the Cardrona ski field access road, it is currently zoned RVZ at its base, and Rural General as it extends to the Cardrona Ski Field Sub-Zone. An access easement extends across the length of the road, which is approximately 40 metres in width. Because of this easement, and the continued need to use the road for access to the ski field into the future, it has been found that there are no development rights associated with the strip of road currently zoned RVZ.

Given these findings, it is appropriate that the zoning of the cemetery and the ski field access road (where currently zoned RVZ) is changed in a manner consistent with the surrounding land (i.e. Open Space/heritage Zoning), and that the future uses within the cemetery are provided for through a separate designation process.

Following these analyses, and building on feedback obtained through consultation, the Plan Change concept shown in the following diagram is proposed.



The dotted blue line depicts the location of the existing RVZ. The yellow identifies development areas. The bright green denotes the 'Heritage Zone', and the lighter green that extends between the development areas denotes the 'Commonage'. Both of these are open space zones in which development would be restricted, and public access and recreation promoted. The red denotes key road linkages. It is noted that it is proposed that the ski field access road and the cemetery (currently shown as white and blue respectively) are included within the Heritage Zone.

The key characteristics of this concept are identified in the following table. These have been derived as a result of the findings of the Technical Reports, and the Council's objectives for the Plan Change.

CHARACTERISTICS	PLAN CHANGE
SIZE OF DEVELOPMENT AREA	27 hectares

PROTECTED OPEN SPACE	92 hectares
AVERAGE HEIGHT	8m
DENSITY	Density limited, determined by urban design and landscape analysis
POTENTIAL YIELD	Urban design assessment recommends 1000 units (made up of residential and visitor accommodation). Yield is also derived from existing development rights associated with the RVZ
ACTIVITY MIX	Determined by urban design analysis, tested by masterplanning, and achieved through the ability to impose a structure plan. Aims to ensure creation of an integrated community
ANALYSIS LEADING TO ZONE LAYOUT AND BOUNDARIES	Zone boundaries determined by landscape and urban design analysis, and confirmed by master planning processes.
SHAPE FACTOR	Accommodates well structured urban pattern.
COMMUNITY FACILITIES	92 hectares of open space, in addition to neighbourhood parks will provide for community facilities. Potential for education facilities.
HERITAGE PROTECTION	Heritage protection area, protecting significant heritage features. Heritage Charitable Trust.
PROVISION FOR AFFORDABLE HOUSING	Ability to provide affordable housing within the site.
ACHIEVING PRINCIPLES OF SNZ: HB 44: 2001	Detailed assessment being undertaken to identify sustainable options for service provision.

Effectiveness

The effectiveness of this option is assessed in Attachment 1. This finds that of the 76 settled objectives and policies that are of relevance to this Plan Change, a plan change that relocates the development rights associated with the RVZ and creates a special zone that ensures protection of open space areas, pedestrian linkages, a mix of densities and design controls is effective in achieving 70 of the objectives and policies, is partially effective in achieving 5 objectives and policies, and is not effective in achieving 1 policy.

Therefore, in comparison with Options 1 and 2 above, this Option is the most effective in achieving the settled objectives and policies of the District Plan, and likewise the Purpose of the RMA.

Costs, Benefits and efficiency

The following table identifies the costs and benefits of a plan change to create the Mount Cardrona Station Special Zone. The costs and benefits accrued by or imposed on the community are shown in **bold**. Costs and benefits that are accrued by or imposed on the landowner (with no benefit or cost to the community), are differentiated by being italicised. Note that in some cases there are benefits or costs to both the community and the landowner. In these cases they are in **bold**.

The fourth column identifies whether, for each issue, the costs outweigh the benefits. Costs outweighing benefits is depicted as **X**. Benefits outweighing the costs is depicted as **✓**.

Issue	BENEFITS	COSTS	OVERALL

			BENEFIT OR COST?
Effects on landscape	<p>Less visibility from the Cardrona Valley Road.</p> <p>Avoidance of buildings located on the skyline when viewed from Cardrona Valley Road.</p> <p>Ability to ensure that buildings are designed and located to 'fit' into the landscape by controlling density, external appearance, location, height and landscaping.</p> <p>The boundaries of the zone have been determined following extensive landscape analysis, which has then been tested through computer modelling.</p> <p>The boundaries of the zone will be protected through the zoning of open space and heritage areas.</p> <p>The plan change can ensure there is extensive landscaping that has been planned using landscape and ecological advice.</p>	<p>The terrace is more visible from the Roaring Meg packtrack than the existing RVZ, and development would be visible from dwellings within Pringles Creek and on the paper road on the eastern side of Cardrona River. Development would extend to a higher altitude on the terrace than either option 1 or 2.</p> <p>The development area larger than the existing zone (nb that development area includes curtilage, road reserve and neighbourhood reserves).</p> <p><i>Costs to landowner of providing extensive landscaping throughout the zone.</i></p>	✓
Level of analysis required	Level of analysis required is extensive, which ensures that the plan change is the most effective option in terms of achieving the purpose of the RMA.	<i>Time and monetary costs to landowner of undertaking extensive analysis.</i>	✓
Mix of use	<p>An appropriate mix of use can be achieved through plan provisions that are based on urban design and market analysis, and consultation with the community.</p> <p>The mix of use can ensure that workers can be accommodated within the Valley.</p> <p>The plan change enables a greater range in product.</p>	Potentially less flexibility for the landowner.	✓
Development potential	The plan change has the potential to provide 1000 units; this would be a mix of approximately 370 sections, and 630 units made up of visitor accommodation, worker accommodation and multi unit apartments.	<i>There is an opportunity cost to the landowners because the boundaries of the zone will be locked down into the future through imposition of Heritage Areas, ensuring that no further development can occur outside the development boundaries.</i>	✓
Density	The plan change enables a mixture of density; thereby enabling a mix of use and helping to create an integrated community.		✓
Community housing	A stakeholder's deed will be agreed between the Council and landowner to ensure community housing is provided.	<i>Costs of providing community housing.</i>	✓

Ecological values	An ecological assessment of the study area has been undertaken, and recommendations made as to priority areas for ecological enhancement. Plan provisions can be used to make provision for ecological values.	<i>Costs of ecological enhancement.</i>	✓
Heritage values	The Plan Change promotes the protection of 92 hectares of open space, which incorporates the water races; thereby protecting them into the future. Protecting and enhancing heritage values will attract visitors to the area, benefiting the landowner, and the Cardrona community.	<i>Costs of establishing heritage trails, removal of any development potential from the Heritage Areas.</i>	✓
Urban design principles	The urban design assessment and master planning processes have ensured that the Plan Change is developed so as to achieve the urban design principles of context, character, choice, connections, creativity, custodianship, and collaboration. ¹		✓
Sustainable design	The design of the Plan Change area and its master planning processes ensures that lots are configured to achieve maximum solar aspect. The master plan process ensures that the plan change harmonises with the physical characteristics of the site. Building design can be regulated so that all buildings are energy efficient.		✓
Servicing	The Plan Change offers the opportunity to investigate sustainable solutions for water supply, sewage disposal, stormwater management and energy supply.		✓
Community facilities, including walking tracks	As part of the Plan Change, walking tracks, including a trail connecting Mount Cardrona Station to the existing village can be established, in addition to significant areas of reserve and open space areas, and community facilities. An education precinct can be identified, ensuring that if required in the future, a school can be provided.	<i>Costs to landowners of creating walking tracks, open space and recreational areas.</i> <i>Protection of 120 hectares of land into the future; and the opportunity cost to the landowner associated with this.</i> <i>Future costs of maintaining tracks and reserves.</i>	✓
Achieving community outcomes	The plan change is consistent with the key community outcomes of the Cardrona Community Plan;		✓

¹ New Zealand Urban Design Protocol- guiding principles.

	specifically, the provision of walking tracks linking the two villages, and the Plan Change to relocate the RVZ onto the terrace.		
Consultation	Extensive consultation is required as part of the Plan Change process; ensuring the community has input throughout the process.	<i>Consultation imposes costs on landowners in terms of time and money.</i>	✓
Air Quality	As part of the Plan Change process, the potential for adverse effects on air quality from the use of solid fuel burners is being investigated. Using this information, rules can be adopted that impose restrictions to ensure air quality is not adversely affected into the future.	<i>Restrictions on future landowners</i>	✓

Appropriateness

Following the above analysis, of the 3 options available to the Council when considering the zoning of land within Mount Cardrona Station, Option 3, to relocate development rights and undertake a plan change to create a special zone with the above characteristics, is the most appropriate in terms of achieving Part 2 of the RMA.

It is noted that an unformed legal road currently extends through the Study Area. If the Plan Change proceeds, this road would be replaced with public access easements and new roads vested in the Council at the time of subdivision. Consequently, the unformed road is subject to a road stopping application.

While it is anticipated that this unformed road will be stopped, the Landscape Assessment has included consideration of the effects of the Plan Change on views from this road.

The following figure identifies the structure plan proposed as part of the Concept Plan for the Plan Change. This identifies the location of the unformed legal road running from the Pringles Creek subdivision to the Cardrona Ski Field Road.

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PART 6: ASSESSMENT OF OPTIONS IDENTIFIED THROUGH CONSULTATION PROCESS

Some of the comments received through the consultation process suggested a range of alternatives for the zoning of Mount Cardrona Station. The ability for each of these alternatives to achieve key urban design, landscape, heritage, and ecological objectives has been assessed to determine which is the most appropriate. The following illustrates each of these alternatives and provides a summary of the associated costs and benefits.

It is important to note that when assessing each of these options, the development yield of the existing RVZ has been used as a baseline. This is because the Plan Change will only proceed if it provides development rights that are the same as those provided by the RVZ. If they are not, the landowner has the right to withdraw from the Plan Change process and proceed with the resource consent for the RVZ.

The options put forward in consultation are split into two categories:

1. Options 1(a), 1(b), 1(c) and 1(d) all involve relocating the RVZ but retaining its objectives, policies, rules and assessment matters. When considering these options, reference should be given to the analysis of the broad options of retaining the RVZ (options 1 and 2 above), and their effectiveness in achieving the settled objectives and policies of the District Plan, and their costs and benefits.
2. Options 2(a), 2(b), 2(c) and 2(d) all involve undertaking a plan change to create the Mount Cardrona Special Zone, but consider alternative locations, densities and sizes of that zone. When considering these options, reference should be made to the analysis of the broad option of undertaking a plan change (option 3 above), its effectiveness in achieving the settled objectives and policies of the District Plan, and its costs and benefits.

OPTION 1(A) EXTEND THROUGH HOMESTEAD VALLEY

This option involves retaining the RVZ provisions and zone area. Instead of relocating the zone onto the terrace, it proposes to locate it through Homestead Valley as shown in the following figure:



CRITERIA	COSTS	BENEFITS
Landscape	Development would be located in a sensitive natural environment, topography would require significant earthworks and therefore effects associated with retaining walls and cuts and batters.	Development would be less visible from Cardrona Valley Road (compared to the existing zone), and less visible from the upper reaches of the ski field access roads. It would be less visible from

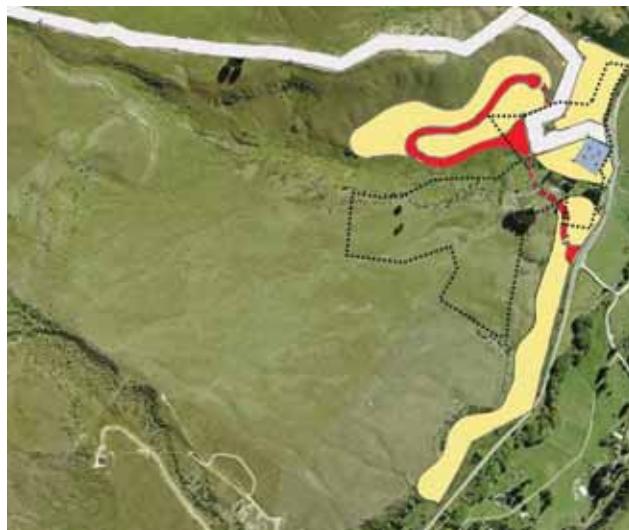
	Development would be more visible from the lower reaches of the Cardrona ski field access road (than the Plan Change).	Pringles Creek than the proposed Plan Change. It would be topographically constrained, and compact.
Urban design	<p>Because of the topography and shape of the zone it would be difficult to achieve good urban structure, with constraints on providing a well connected street network. South facing slopes would result in an increase in power use because of colder temperatures.</p> <p>Topography creates constraints, so that the development wouldn't achieve a logical distribution of density and mix, and the zone would result in a ribbon form of development.</p> <p>Limited potential to connect with broader setting i.e. limited outlook from dwellings to the surrounding mountains.</p> <p>Not possible to achieve a village focus within the RVZ, with no ability to create connections to it.</p> <p>Increased conflict and amenity issues with ski field access road (noise, dust).</p>	Would be protected from prevailing winds.
Heritage	No mechanisms for protection- water races not protected.	
Infrastructure	<p>Hard surfaces within a small catchment would result in increased runoff within homestead gully; lack of area to distribute and manage stormwater and would therefore require a more engineered response.</p> <p>This is a sensitive natural environment given the location of the Homestead Creek.</p> <p>Would require higher specifications for servicing.</p> <p>There are potential geotechnical issues due to steep slopes- therefore a need for extensive retaining.</p>	Limited number of roads could be achieved and potential access problems.
Ecology	<p>Potential impacts on creek. No mechanisms to enhance Homestead Valley environment.</p> <p>Ecology report found that Homestead Valley is an ideal revegetation area that would be lost.</p> <p>No mechanism to enhance escarpment vegetation.</p>	

Summary

In summary, the only benefits of this option are the reduced visibility from Pringles Creek and the upper reaches of the ski field roads. These benefits are outweighed by the lack of landscape integration, the inability to achieve urban design outcomes, and the adverse visual effects of retaining development on the Cardrona Valley Road.

OPTION 1(B) RESHAPE RURAL VISITOR ZONE SO THAT IT IS REMOVED FROM THE TERRACE AND SPREAD ALONG THE CARDRONA VALLEY ROAD.

This option involves reshaping the RVZ so that it extends along the Cardrona Valley Road as illustrated in the following figure:



CRITERIA	COSTS	BENEFITS
Landscape	<p>High visual impact from Cardrona Valley Road with development overlooking those travelling on the road.</p> <p>Development would be located on the escarpment which is visually sensitive. Impinges on Homestead Valley landscape unit.</p> <p>Zoning would dominate the road corridor.</p> <p>There would be reduced separation between the settlements (i.e. existing Village and Mount Cardrona Station), with development sprawling along the Cardrona Valley Road.</p> <p>Significant earthworks required on escarpment and in Homestead Valley for buildings and roading.</p> <p>There is a larger viewing audience on Cardrona Valley Road than on ski roads.</p> <p>Through traffic as well as those using ski field roads would be impacted; and the view from Cardrona Valley Road impacts on road users more because of proximity and perspective.</p> <p>Accommodating development on slope means it is competing with the landscape, rather than integrating with it.</p> <p>Development would require retaining walls, which would create an adverse visual impact.</p>	<p>Less impact on views from above (i.e. views from upper reaches of the ski field access roads).</p> <p>Lower elevation, removing development from higher altitude (compared to both the Plan Change and existing location of the RVZ).</p>
Urban design	<p>Less integrated community, more focus on passing trade on Cardrona Valley Road.</p> <p>Constraints on achieving village focus.</p> <p>Wouldn't function as a village; and could</p>	Focus on passing trade given the increased profile of the development.

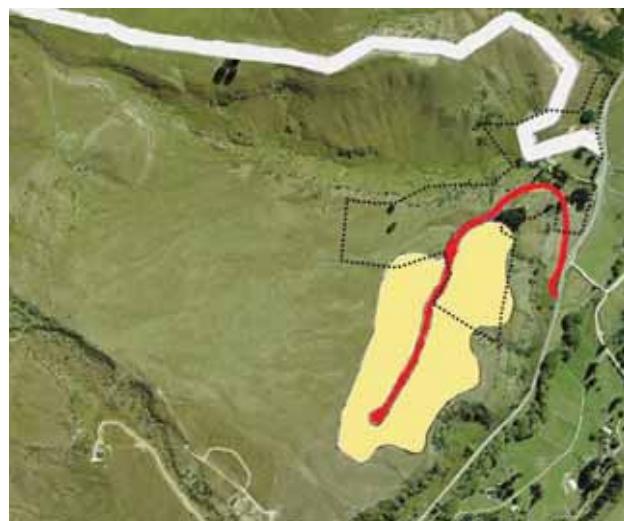
	<p>be mistaken as spread from existing Village, and therefore not able to have own identity- it would be viewed as suburb of existing Village, but with no ability to be part of the Village.</p> <p>Limited ability to provide housing choice given landscape constraints.</p> <p>Housing located on south side of slope and therefore lack of solar gain.</p> <p>No connected network of open spaces, difficult to provide network because of topography.</p> <p>Potential fragmented land ownership due to number of access points from Cardrona Valley Road.</p> <p>Lack of integration between development parcels due to topography and zone configuration.</p> <p>Poor pedestrian safety given location of development along arterial road.</p>	
Heritage	No mechanism to protect heritage features.	Development is provided away from heritage features.
Infrastructure	<p>Potential safety issues with numerous traffic access points.</p> <p>Potential safety for pedestrians using zone.</p> <p>Stormwater difficult to manage given topography.</p> <p>Geotechnical constraints and the need for earthworks and retaining required to make building on slopes feasible.</p>	Proximity to Cardrona Valley Road may result in decreased infrastructure costs.
Ecology	This option involves using two areas where there's an identified opportunity to enhance ecological values.	Reduced effects on Homestead Valley compared to existing zone.

Summary

This option would have a high impact on views from the Cardrona Valley Road, and limited ability to create urban structure or enhance ecological values. The size of the viewing audience and dominance of development on that audience because of proximity and height is inappropriate. Overall, there are very few, if any, benefits associated with this option, and significant costs in terms of both landscape and urban design values.

OPTION 1(C) RELOCATE RURAL VISITOR ZONE ONTO TERRACE AS PER THE CARDRONA COMMUNITY PLAN

This option involves relocating the RVZ onto the terrace, in the manner depicted in the Cardrona Community Plan. The zone provisions and size would remain the same. It is noted that this option is addressed by the first analysis of relocating the RVZ. However, a further assessment is provided here given that it was suggested in public consultation, and refers specifically to the suggested rezoning put forward in the Cardrona Community Plan. This option is illustrated in the following figure:



CRITERIA	COSTS	BENEFITS
Landscape	A gradual transition between rural and urban would not occur, instead there would be a hard urban edge with potential to spread due to less mechanisms to prevent such spread. Development would be visible from Roaring Meg and potentially from the paper road on the eastern side of the Cardrona River, as well as Cardrona Valley Road and the two ski field access roads.	Removes impact on views from Cardrona Valley Road. Protects important sensitive landscape areas (homestead valley, escarpment and upper terrace). Less earthworks than existing location of RVZ. Less visual impact when viewed from above (i.e. from ski field roads) in comparison to the larger Plan Change area. Skyline effects from Cardrona Valley Road could be avoided through setting the zone back from the escarpment.
Urban design	Potential lack of diversity through uniform density and heights in order to achieve yield. Unlikely to achieve open space areas within zone. Unlikely to achieve view corridors/connection to broader landscape. Intensity out of context with character of surrounding landscape. Harder to create sense of place because of intensity of development. Doesn't integrate into the landscape, and is not derived in response to the natural landform. Less internal amenity values; lack of provision for privacy, and view corridors to the surrounding landscape etc.	The zone provides flexibility to achieve good urban structure, however it is not guaranteed to occur without a structure plan and associated provisions. There is an ability to achieve a connected street network because of topography. Could achieve village focus; however the zone provisions wouldn't ensure that this would occur.
Heritage	No mechanisms for protection.	
Infrastructure	Less ability to treat stormwater; more engineered solutions without open space fingers. No consideration for natural topography and flow patterns.	Topography enables provision of efficient road network. Less cuts/batters compared to existing zone. Less roading than what would occur from zoning a larger area.

Ecology	No enhancement or protection provisions.	No impact on sensitive ecological areas.
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Summary

The main issue with this option is the type of development enabled; which is not an appropriate form or character for the location, and has not been derived in response to the natural landform that presently exists. There would be a lack of transition between urban form and surrounding landscape; and as a result the development would be seen as alien to the surrounding environment. The Zone would not provide an integrated design, and it would be hard to achieve a positive relationship with Cardrona Valley. However, there are benefits associated with the fact that the Zone would be limited to 15ha in size.

OPTION 1(D): REDUCE HEIGHT WITHIN RURAL VISITOR ZONE AND MOVE ALL OF THE ZONE ONTO THE TERRACE

This option involves retaining the RVZ provisions, relocating the Zone onto the terrace, reducing the height of residential buildings from 8m to 5m, and reducing the height of visitor accommodation buildings from 12m to 8m.

If it is assumed that the heights for visitor accommodation are reduced from 12m to 8m (i.e. 3 storeys to 2 storeys), and residential from 8m to 5m (i.e. 2 storeys to 1 storey), and as a result the development footprint would increase by about 10 hectares. (this is assuming a split of 2/3 residential and 1/3 visitor accommodation). This option is illustrated in the following figure:



CRITERIA	COSTS	BENEFITS
Landscape	No protection of escarpment, homestead valley, overland flow paths. As above for Option 1(c) there would be no transition between development and open space areas. No ability to provide comprehensive landscape treatment.	Smaller footprint than the Plan Change concept. Reduced visibility from Cardrona Valley Road (compared to existing location).
Urban design	Even though heights are reduced, the densities remain high (with no minimum allotment size and no building coverage restriction)- no provision for structure plan to	The zone provides flexibility to achieve good urban structure, however it is not guaranteed to occur without a structure plan and associated provisions.

	ensure integrated village with a range of densities and housing types or guaranteed open space provision.	There is an ability to achieve a connected street network because of topography. Can achieve village focus; however the zone provisions wouldn't ensure that this would occur.
Heritage	No protection of heritage features.	
Infrastructure	No provision for overland flow paths and therefore stormwater retention. Larger area of impermeable surface (than existing RVZ provisions).	
Ecology	No protection or enhancement mechanisms would be in place.	Areas that have potential for ecological enhancement would not be developed.

Summary

In summary, the benefits associated with reducing height are outweighed by the fact that density provisions are still out of character with the surrounding environment, and the development has not been designed with the surrounding landscape characteristics in mind.

OPTION 2: UNDERTAKE PLAN CHANGE

Option 2 involves undertaking a plan change consistent with the Plan Change concept put forward in consultation in December 2006. This is shown in the following figure:



The green areas denote open space zoning, the yellow development areas.

The following assessment provides an analysis of different permutations of this option, as suggested through the public consultation process. For a complete analysis of the effectiveness and costs and benefits of this Plan Change concept, refer to Option 3 as discussed in Section 5.1 of this Report.

Please note that the illustrations used for the purpose of this analysis provide a slightly different road alignment to that proposed in the Concept Development Plan (Appendix 2.13). This slight difference in road alignment does not affect the consideration of each option.

OPTION 2(A) REDUCE OPEN SPACE FINGERS THROUGHOUT AND INCREASE DENSITY

This option involves increasing the density and reducing the open space fingers of the proposed zone in order to reduce the development footprint.

In order to significantly reduce landscape effects, the development would need to be reduced to the altitude of the unformed paper road. In order to do this while still achieving the development yield associated with the existing RVZ, the open space fingers would need to be reduced to half their current width. In order to achieve the development yield, density would be increased in Area 3 (previously proposed as medium density development), and the area zoned for medium density would extend into the upper area of the development, replacing low density development. The development footprint achieved by these changes is illustrated in the following figure:



CRITERIA	COSTS	BENEFITS
Landscape	<p>Less transition between urban form and upper terrace; because of higher density would extend to the edges of zone.</p> <p>Because of the smaller open space fingers, there would be less connection between urban and rural environments, and less sense of place (compared to larger green fingers).</p> <p>The more you narrow the open space fingers, the less connection you have to the wider landscape values.</p>	<p>Decrease size of development areas, and therefore development would be at lower altitude, and set back further from Pringles Creek.</p> <p>Some provision for overland flow paths through retention of open space fingers.</p> <p>Some provision for connection to wider landscape (compared to the existing zone).</p>
Urban design	<p>Open space fingers would be corridors rather than features that bring the landscape through the development with rural character, and as a result there would be less ability to provide a sense of place.</p> <p>Reduces diversity in lot sizes and therefore diversity in housing typologies offered.</p> <p>Reduced level of amenity for lots fronting the open space.</p> <p>Reduces buffer transition between natural environment and built form (compared to the plan change).</p> <p>Constrains long views from the village core to the surrounding mountains.</p>	<p>Would still achieve view shafts through open space fingers.</p> <p>Still provides basic village structure, with solar gain, street network, and provision of longer views.</p>
Infrastructure		Stormwater management may be constrained,

		given that calculations to date indicate a requirement for ponds 15m wide by 30 metres long.
Ecology	Benefits as per Plan Change in terms of Homestead Valley and escarpment.	By reducing open space fingers have less opportunity to create ecological corridors throughout the development.

Summary

This option would reduce the effects of development on areas at a higher altitude, and create a more compact urban form. There would still need to be significant controls on density and height in the upper area to ensure a transition between rural and urban environments.

These benefits are outweighed by the costs of reducing the contribution of the open space fingers to the overall character and functioning of the village and the reduced diversity of housing typologies offered.

OPTION 2(B): DELETE ALL OPEN SPACE FINGERS

This option involves removing all of the open space fingers, and reducing the development footprint by the amount of land that had been proposed for open space. This is illustrated in the following figure:



CRITERIA	COSTS	BENEFITS
Landscape	Reduced landscape amenity within the zone, loss of connection to the surrounding natural landscape. Engineered/standard development that places development on the landscape rather than letting the landscape shape development form and location.	Reduced footprint of village area within the wider landscape. Removal of development on the upper area of the terrace.
Urban design	Development would ignore the natural landform, characteristics and pattern of the site. Reduced connection to the wider landscape context. Reduced view corridors (views would only be provided up and along streets). Would create a more enclosed, urban character to the settlement.	Given topography can still achieve well connected street network, and well defined village focus. Confined and contained.

	May have to reduce densities either side of streets to achieve amenity values; and therefore reduce housing diversity and mix (the plan change enables higher densities because high density housing can front open space, thus providing high amenity value). Lower amenity values for future residents.	
Infrastructure	Stormwater management would be difficult; would require an engineered solution rather than using the natural flow paths. Would lose opportunity to put water back into natural system.	
Ecology	Overland flow paths would be developed, thus removing the ability to provide any ecological enhancement.	

Summary

Costs of poor urban form and lack of response to landscape outweigh any benefits of achieving a smaller development footprint. Because of the development yield the change in development footprint is not enough to outweigh the costs associated with changing the proposed urban form.

OPTION 2(C): REDUCE DENSITY THROUGHOUT

This option involves undertaking a plan change and providing for the development rights associated with the existing RVZ, but through the provision of a lower density development. The outcome has been derived from calculating the development yield of the existing RVZ and translating this into the equivalent in rural residential style sections of 3000m². Under this option there would be no open space zone. The extent of such a development is shown in the following figure:



CRITERIA	COSTS	BENEFITS
Landscape	Spread of development throughout ONL Inefficient use of land. Doesn't respond to natural landscape. Would be located within sensitive landscape areas at high altitude. Would spread across different landscape units Uncontained, dispersed.	

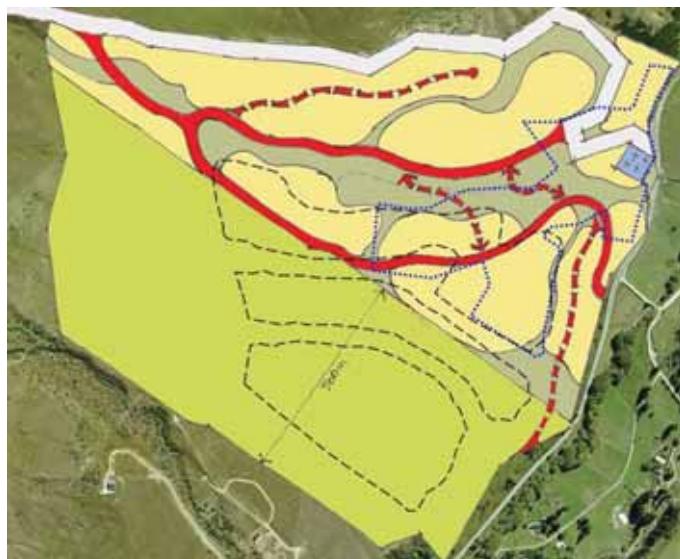
Urban design	Disconnected, no village created. Would be a subdivision rather than a village with a community focus. Disconnected street network. Lack of diversity. Altitude that the development would spread into would be inappropriate for residential development and lot sizes proposed.	Provision of rural residential allotments.
Heritage	Destroy the water races.	
Infrastructure	Inefficient street network and servicing, which would increase costs to the landowner.	
Ecology	Greater footprint therefore impact on ecologically sensitive areas.	

Summary

Because of the development yield associated with the existing RVZ and the need to provide for this through the Plan Change, decreasing density to 3000m² lots as suggested is not feasible; and would result in a significant area of land being subdivided into a rural residential style development. The costs of this approach far outweigh any benefits associated with reducing density.

OPTION 2(D): INCREASE THE BUFFER FROM PRINGLES CREEK

This option arose from a concern about the potential effect of the Plan Change on residents within the Pringles Creek subdivision. It increases the buffer between the development area and Pringles Creek from the 100 metres required by the restrictive land covenant on the Pringles and Mount Cardrona Station Titles, to 500 metres. This means that development is pushed into the Homestead Gully, and down to the Cardrona Valley Road as shown on the following figure:



CRITERIA	COSTS	BENEFITS
Landscape	This would locate development in a landscape area that is visually sensitive from Cardrona Valley Road, and the early section of the Ski Field Road (parallel to site). Extends higher in altitude than the Plan Change concept. The development would cover a range of different landscape/character areas.	Less visibility from existing Village and southern viewpoints including Pringles Creek subdivision. Reduced visibility from Roaring Meg.

	<p>Extension of development north and south along Cardrona Valley Road would create visual dominance.</p> <p>Development would be located on the escarpment; and therefore the effects that the plan change is aiming to reduce would remain significant.</p> <p>The topography in the Homestead Valley means increased earthworks and associated landscape effects.</p>	
Urban design	<p>Topography places constraints on urban structure.</p> <p>Limited potential for integrated street network.</p> <p>Limited potential to connect with wider context (visually)- limited ability to achieve views from development within the Homestead Valley.</p> <p>Close proximity to ski access road would create conflict between through traffic and traffic accessing the Zone.</p>	<p>Terrace provides better sunshine and ability to provide village focus, although disconnected from majority of Zone.</p> <p>Ability to provide some different topologies. Commercial component could access directly to Cardrona Valley Road, and the increased visibility could provide a commercial benefit.</p>
Infrastructure	<p>Result in inefficient roading layout because of topography and configuration of Zone.</p> <p>Geotechnical constraints associated with topography.</p>	
Ecology	<p>Development would be located within an area with potential for ecological enhancement.</p> <p>Potential for a number of road access ways to traverse Homestead Creek.</p>	

Summary

While the benefit of this option is reduced visibility from Pringles Creek subdivision, this benefit is outweighed by the impacts of locating the development within Homestead Creek, in terms of visibility from Cardrona Valley Road, and the difficulties in creating a functioning and integrated village within this topography.

CONCLUSIONS

Following a detailed analysis of each of the options suggested through the first round of consultation, it is concluded that the most appropriate option in terms of achieving the purpose of the Act, and the objectives for this Plan Change, is to retain the Plan Change concept as provided within the first discussion document, but to make any amendments necessary to ensure that effects of future development are mitigated as far as possible.

While it is acknowledged that a reduction in the development footprint would be beneficial from a landscape perspective (specifically, in terms of the visual effect of the development when viewed from surrounding vantage points), the costs in terms of urban design outweigh any benefits achieved.

The Plan Change concept is a bold design that has been informed by the existing landscape, and aims to create a village that respects the natural landform and contours of the site. The large open space fingers reinforce the connection between the development and the surrounding landscape; and provide for an integrated stormwater management design. The Plan Change concept provides a range of densities; which ensure a range of housing types, which in turn encourages a range of residents and visitors into the future assisting to create a sustainable village.

It is therefore concluded that the most appropriate option available to the Council when considering the zoning of the Mount Cardrona Station site is to undertake a Plan Change that:

- relocates the development rights associated with the existing RVZ onto the terrace above;
- imposes open space zoning on the land surrounding the proposed development areas, and on 'fingers' that extend through the development areas, following (as far as possible) the alignment of overland flow paths;
- provides for a range of heights and densities within the zone; and
- imposes design controls on future buildings and landscaping.

PART 7: ASSESSMENT OF POLICIES AND METHODS

Section 32(3)(b) of the RMA requires that the Section 32 evaluation must consider:

(b) whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.

It has been found that the most appropriate option for the future management of the Mount Cardrona Station site is to undertake a plan change to create a 'special zone'. As such, a set of issues, objectives, policies, rules and assessment matters specific to the Mount Cardrona Station site are necessary.

Attachment 2 provides an assessment of the issues, objectives, policies and methods proposed for the Plan Change. This finds that the most appropriate method for achieving the purpose of the Act is the implementation of a range of both non-regulatory and regulatory methods as follows:

- District Plan Rules and associated Structure Plan
- Design Guidelines
- Consent notices on each Title imposing a process for building and landscaping approval.

As a result of this analysis, it is proposed that the District Plan provisions and Structure Plans attached as Appendices 1.1 and 1.2 are included within the Part 12 of the District Plan.