

**BEFORE THE HEARINGS PANEL
FOR THE QUEENSTOWN LAKES PROPOSED DISTRICT PLAN**

IN THE MATTER of the Resource
Management Act 1991

AND

IN THE MATTER of Hearing Stream 12 –
Upper Clutha Mapping
Annotations and Rezoning
Requests

Statement of evidence of Robert James Greenaway
For Submitter 149 (M Beresford)

Dated: 4 April 2017

Prudence Steven QC
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Evidence of Robert Greenaway

1. Introduction

- 1 My name is Robert James Greenaway.
- 2 I am an independent consultant recreation and tourism researcher and planner.
- 3 I graduated from Lincoln University in 1987 with a three-year Diploma in Parks and Recreation Management with Distinction, and completed 18 months of postgraduate study in conservation management.
- 4 I hold the status of an Accredited Recreation Professional with the NZ Recreation Association (NZRA), and am a member and past Chair of the NZRA Board of Accreditation for member accreditation to professional status.
- 5 I am also a 'core group' member of the New Zealand Association for Impact Assessment.
- 6 In 2011 I was appointed as an inaugural Board member of the Sir Edmund Hillary Outdoor Recreation Council, to assist Sport New Zealand with the implementation of the National Outdoor Recreation Strategy, amongst other things.
- 7 I was awarded the Ian Galloway Memorial Cup in 2004 by the NZRA (of which I am a past Executive member) to recognise 'excellence and outstanding personal contribution to the wider parks industry'. In 2013 I was awarded the status of Fellow with the NZRA.
- 8 I was employed in the fields of recreation and tourism at Tourism Resource Consultants (1990-1995) and at Boffa Miskell Limited (1995-1997) before beginning to work independently in 1997.
- 9 I have completed more than 350 consultancy projects nationally since 1997 and have presented evidence at more than 80 resource management hearings. In the Queenstown Lakes area I have provided evidence for land developments at Peninsula Bay (in 2006 and 2016), Parkins Bay, Riverrun (Albert Town) and Hill End. I have worked on numerous other projects in the District, including the Queenstown Airport runway extension safety area, NZOne runway re consenting, Wilkin River jet consents, and Clutha River hydro re consenting and other hydro investigations. Since 2015 I have been assisting with the Remarkables Gondola proposal. I have completed and contributed to many reserve management and open space development plans for

recreation and tourism nationally over the past 27 years, including recreation planning evidence for the Christchurch Adventure Park.

2. **Scope of evidence**

- 10 My evidence considers:
- 10.1 My references to Sticky Forest in previous evidence and the basis for my support for the deferred zone change proposal;
 - 10.2 The values of Sticky Forest to recreation and tourism in Wanaka;
 - 10.3 The relevance of specific zone provisions to those recreation lands and a zoning recommendation;
 - 10.4 Ownership and management options for recreation lands at Sticky Forest.
- 11 ‘Sticky Forest’ and ‘The Plantation’ are two terms applied to the Hāwea-Wānaka Substitute Block. Some recreation maps refer to the southern end of the Block as Sticky Forest, and the full forested area – including the forested area to the south of the Block (in the Kirimoko area) – as The Plantation. The forested area in the Koromiko Block was the original Sticky Forest named by local mountain biker Doug Hamilton in the early 1990s. In my evidence I use the term Sticky Forest (or ‘the Block’) to refer to the entire Hāwea-Wānaka Substitute Block.

3. **Basis of support**

- 12 I have referred to Sticky Forest in previous evidence prepared for developments at Peninsula Bay. In this work I have considered the Forest to be privately-owned but also an important local – if not national – recreation resource, largely for mountain biking. I am well-aware, however, that the owners of the Block have the right to close all public access at any time.
- 13 The ability to develop a management and planning framework for Sticky Forest which secures public access and use is therefore quite exciting. Having been engaged with the process of identifying a development envelope for the Block, and reviewing the large scale of land offered for public use, I am unreserved in my opinion that the proposal now before the Panel offers significant and secured benefits to recreation and tourism in Wanaka; considering the alternative of a loss of the existing public amenity for, predominantly, mountain biking, walking and running.

4. Recreation and tourism values

- 14 Sticky Forest is described in local, regional and international visitor information as a significant mountain biking destination and is treated as if it was public land.
- 15 Biking tracks were first developed on the Block in the early 1990s when it was in Council ownership.¹
- 16 The Block is bounded by public reserve to the north and to the west (Figure 1 in my Attachment 1²). On completion of the Peninsula Bay development, the reserve area will extend over the entire western boundary. An easement for public access leads from Aubrey Road in the south to the Peninsula Bay reserve in the south west corner (Figure 2, required by QLDC Plan Change 13). There is no direct road access.
- 17 Lake Wanaka Tourism states on its website, describing regional mountain biking options:³

WANAKA MOUNTAIN BIKING & ROAD CYCLING

Epic rides with epic views

From scenic road rides around the region with eye-popping views, to kilometres of flowing single track and epic high-country riding in the mountains, novices and experts alike can spend days exploring.

A dedicated network of tracks is ideal for trips from Glendhu Bay to Lake Hawea or Luggate without too much exertion and to enjoy a great lunch into the bargain.

If you're looking for purpose built single tracks, then the 11.5km of berms and switch banks on Deans Bank is a must, and Sticky Forest will provide you with endless options to test your skills. Or check out Cardrona Bike Park with chairlift access to some of the highest and longest descents in New Zealand!

¹ Doug Hamilton pers comm. Doug was one of the first riders in the area and came up with the name Sticky Forest.

² The Walking Access Commission online access map is based on LINZ cadastre data relying on only a live algorithm-based enquiry. This ensures that the data presented by the Commission for public access is never complete and is often inaccurate, and never confirms the existence of public access easements. The only solution for practitioners is to request titles for each parcel of interest. I have not done this here, but, based on my understanding of the uses of this site, the data presented by the Commission appear to show the relevant forms of public access.

³ <https://www.lakewanaka.co.nz/things-to-do/mountain-biking-and-road-cycling/>

Try the Lismore Jump Park for an exhilarating morning or afternoon including dirt table tops, wooden features, a jump track and technical tracks for those who like it steep and tricky.

- 18 A dedicated webpage for Sticky Forest is provided on Tourism Wanaka's website (Figure 3).
- 19 Lake Wanaka Tourism's Official Visitor Guide for 2017/18 includes Sticky Forest as a defined mountain biking destination (Figure 4). The same map is reproduced as the standard tourism 'Wanaka Town' map available in accommodation venues as an A2 desk pad.
- 20 Detailed mountain biking maps for Wanaka are provided by Bike Wanaka (Figures 5 and 6). Both the Queenstown Lakes District Council web page for mountain biking⁴ and the Tourism Wanaka site⁵ refer to these maps.
- 21 The QLDC 'leisure and culture' webpage refers to Sticky Forest as one of five local mountain biking destinations:⁶

Wanaka

Glendhu Bay Track: A 15km distance from Waterfall Creek to the Glendhu Bay Motor Camp. This is an average grade track with some steep gradients in places.

Hawea River Track: A 12km distance suitable for all ages and experience, this riverside track links the Lake Hawea Township to Wanaka, Via Albert Town.

Sticky Forest: A fun network of trails through exotic pine forest in the Wanaka Township. Over 20 tracks to choose from the technical for experts, through to beginners.

Upper Clutha River Track: A 14km distance, this track starts at the Albert Town Bridge and winds along the Clutha River to historic Reko's Point Conservation area near Luggate. An average grade track with some hills to climb.

Lismore Jump Park: This facility includes a skills area featuring dirt tabletops and wooden features, a jump track and technical tracks for those who like it steep and tricky.

⁴ <http://www.qldc.govt.nz/leisure-and-culture/mountain-biking/>

⁵ <https://www.lakewanaka.co.nz/things-to-do/mountain-biking-and-road-cycling/biking-tracks/sticky-forest>

⁶ <http://www.qldc.govt.nz/leisure-and-culture/mountain-biking/>

- 22 The QLDC online GIS viewer refers to the Block as a 'Mountain Biking Park' under its 'Recreation' and 'Areas of Interest' layers (Figure 7).
- 23 'Trailforks' is a social media-based tracks mapping system preferred by mountain bikers. I recommended in a 2016 paper that I presented at the NZ Recreation Association national conference that local authorities rely on this site as the definitive mapping service for mountain biking, in preference to creating their own online systems. It is generally the most accurate and comprehensive national data source for mountain biking tracks available. Figure 8 shows the trail data for Wanaka and Queenstown. Sticky Forest appears as the most intensely developed setting with 68 named tracks, compared with 33 at the Queenstown Bike Park. The nearby Hikuai Conservation Area has nine tracks. In reality, there is probably a similar level of trail development at both Sticky Forest and at the Queenstown Bike Park, but at Sticky Forest local users have been quite zealous in giving names to short sections of trail.
- 24 Figure 9 shows a popularity map for each trail in the area, based on rides logged by keen users of Trailforks. This is merely indicative of relative use at the local level (compared with other Wanaka rides), but shows Sticky Forest to be more popular and complex than the nearby Hikuai site.
- 25 Other popularity data are provided by the 'Strava' heatmaps. These show an accumulation of 2015 trail use data relying on subscribers to the popular run and ride (mostly) recording and comparison online service. The data are based on GPS records from smartphones uploaded to a central database, allowing speed and time comparisons with other trail users, and monitoring of individual progress. There were more than 17 million subscribers internationally in 2016, although I cannot find any data for national membership.
- 26 Figure 10 shows relative use data for bikers, including road cyclists on sealed surfaces. Figure 11 shows the same data for runners. These indicate the relative importance of Sticky Forest and Deans Bank Track for riding and some use of Sticky Forest for running.
- 27 The public carpark on the east of the Peninsula Bay development on Platinum Ridge (off Forest Heights) is commonly referred to as 'Sticky Forest Carpark' (and appears as such on Google Maps). Other public access to the Block for walking and cycling is available via the eastern end of Infinity Drive at Venus Landing, from the Outlet Track on the lake edge, and from the public easement to the south of the Forest across the Kirimoko block (via the Peninsula Bay reserve).

Activity data

- 28 Since 2006 the number of international visitors to New Zealand has increased by a ratio of 1.46 (from 2.4 to 3.5 million visitors for the years ended 2006 to 2016). The number of those visitors cycling increased by a ratio of 4.9 in the same period (53,000 to 260,000).⁷ Between 2008 and 2012, almost 46% of international cyclists were mountain biking and just over 54% were road cycling.⁸
- 29 Sport NZ's domestic participation data indicate that mountain biking is the fourth most popular form of outdoor recreation in the QLDC area (after cycling, gardening and walking) with 22.3% of the District population participating compared with 7.7% nationally. For the Wanaka area unit, the data are almost identical (Figures 12 and 13).
- 30 An indication in the scale of growth in mountain biking in NZ can be taken from ACC injury statistics data. In the year-ended June 2012, 3,551 new claims for mountain bike injuries were made, compared with 7,026 new claims for the year-ended June 2016.⁹

Summary of values

- 31 Sticky Forest is currently treated as a very important public recreation space. Users are predominantly mountain bikers, but include walkers, runners and dog walkers. Trails have been built by volunteer – and largely unregulated – effort.
- 32 The result has been the comprehensive development of the site, with a wide variety of track grades, jumps and information services – to the point where further development has been restricted by the forestry management agency, PF Olsen (a response, I understand, to the use of trees for track building material and the general scale of activity carried out on this private land). See my site photos in my Attachment 2.
- 33 Mountain biking is very important form of recreation for NZ and local residents, and supports a significant and growing level of interest from international visitors.
- 34 There is no comparable mountain biking setting in Wanaka. Sticky Forest is probably the most intensely developed mountain biking setting in the QLDC area, and certainly the most heavily developed by volunteers.

⁷ Stats NZ International Visitor Survey data for short-term overseas visitor arrivals, defined as overseas residents arriving in New Zealand for a stay of less than 12 months.

⁸ http://www.tourismnewzealand.com/media/1764/cycling-tourism_profile.pdf

⁹ See: <http://www.acc.co.nz/about-acc/statistics/injury-statistics-tool/#>

5. Value of the proposal

- 35 The proposal will result in the majority of Sticky Forest retaining a Rural zone which enables its continuing use for public recreation – currently represented by, in the main, mountain biking – and an agreement by the landowners to secure this area as public recreation space in perpetuity.
- 36 The alternative is for the entire block to remain in private ownership (once fully transferred from the Crown) with the potential for it to be no longer available for public use. This may result from the identification of alternative land uses under existing zoning rules by the new private – or future – land owners.
- 37 Loss of public access to Sticky Forest would be a significant loss to recreation values in Wanaka.
- 38 The proposed zoning framework proposed, which is subject to a number of requirements including securing the provision of public cycle and pedestrian access to the Rural zoned area and the retention of the forestry is shown in the evidence of Mr Dean Chrystal.
- 39 This shows just over 60% of the Block retained outside a residential development envelope with 30.7 ha essentially as proposed public open space. The open space area borders the full length of the reserves to the east of Peninsula Bay. The proposed residential area occupies land currently developed for mountain biking, requiring a redesign of the trail network and a reduction in the scale of the existing riding opportunity. This is a trade-off to secure access in perpetuity over a large portion of the Block. It would be appropriate to secure riding and walking access through the area marked for Large Lot Residential (most likely an ‘easy’ ride) to better link the north-eastern and south-western parts of the public space, and to directly link the open space with legal road access once this has been secured.

6. Future recreation land ownership and management options

- 40 Ownership options for the proposed public component of Sticky Forest, if the proposal succeeds, could include (subject to its new owners’ preferences):
- 40.1 Ownership of the land by the QLDC as a reserve or park;
- 40.2 Ownership by a trust, society or other public body for the benefit of the public;
- 40.3 Continued ownership by the current landowners with a lease to either the QLDC or another public agency, such as a trust or incorporated society;

- 40.4 Management by the owners as a commercial or not-for-profit recreation activity area, retaining options for future non-recreation or private use.
- 41 The proposal allows sufficient flexibility for the residual land to be managed by a public agency as public recreation land.
- 42 Otherwise the land will remain in private ownership¹⁰ with a realistic prospect of no public access.
- 43 These preferred options for management as public land may include its management via:
- 43.1 A reserve management plan prepared under the Reserves Act, subsequent to its gazettal as, most likely, either a recreation or local purpose reserve (the latter offers more leasing options);
- 43.2 A management plan prepared by a trust or society in accordance with their deed and/or constitution;
- 43.3 A business plan prepared by a private management agency.
- 44 In any case, the final zone option is unlikely to restrict any of these management or ownership options. An effective management plan based on a formal process of public consultation will assist, however, with consent applications for any preferred developments.
- 45 I understand that managing the land as commercial forest would result – in the not too far distant future – in the removal of the exotic forest cover in two stages (radiata followed by the fir). This would result in the destruction of the existing mountain bike trails, closure of the Block to public access for 3-4 years during the harvest and early replanting stages, and many years of biking in an exposed setting.
- 46 Managing the forest for recreation purposes would more likely involve coupe harvesting of small areas, or selective removal of individual trees as they become senescent and/or dangerous (consider Victoria Park in Wellington). A non-commercial forest treatment can sustain access to most of the public area in perpetuity and support the core value of recreating within forest cover.

7. Zone preferences

- 47 Sticky Forest is currently zoned Rural General. Adjacent reserve lands in the Peninsula Bay development are zoned Open Space. This would be

¹⁰ As stated, I understand that it is currently held by the Crown on trust for its beneficial owners, and that in due course, title will transfer once the settlement process with the Crown has been completed.

inappropriate for the future recreation component of Sticky Forest considering that the purpose of the Open Space Zone is (20.1.1):

... to protect landscape values, natural character and informal open space of the area. It is intended to keep such areas in a natural state and free of buildings and structures. Such areas may however, be utilised for types of passive recreation that do not require intrusive buildings or structures, such as walking, running and biking.

- 48 Rules focus on securing the Open Space Zone for, primarily, ‘passive or informal recreation activities’ (20.1.2 2.1) and ‘to protect and maintain natural ecological values and the open appearance’ (20.1.2). An intensively developed mountain bike park within an exotic plantation does not fit easily with these limitations.
- 49 Future uses – appropriate for Sticky Forest as a mountain bike park – could include, for example, viewing platforms, an onsite carpark and other adventure recreation developments, as well as organised events and competitions, which associated signs and sponsorship activities.
- 50 The Rural Zone has, as a purpose, ensuring that “a wide range of outdoor recreational opportunities remain viable within the Zone.” (5.3.1.1). While consents are required for a range of commercial recreation activities in the Zone, many options are open for consideration.
- 51 I note, as stated in the evidence of Dean Chrystal, that replanting of exotic forest within the ONL boundary is unlikely to be permitted. However, the exotic forest is an integral part of the mountain biking experience within the Block. It allows riding during Wanaka’s frequently windy conditions – when most other tracks are unpleasant – and differentiates the setting from most other mountain bike tracks in the region. Supporting the managed retention of forest cover in Sticky Forest is an important objective for recreation.
- 52 For these reasons, retention of a Rural Zone for this recreation component is considered to be the better option.

8. Council’s s42A report

- 53 Council’s section 42A report was prepared based on an expectation that the proposal was for full residential development of the Block. The proposal as now presented in more detailed, shows a far more limited residential component, and the significant recreation opportunity that I describe. None of the Council assessments consider alternative uses for the site or the real potential for the existing mountain biking and other recreation access to be curtailed by current or future land owners.

- 54 In my opinion, the enduring benefit to recreation and tourism in Wanaka that would result from the proposal is a significant advantage, and needs to be considered in balance with any review of adverse effects.

9. **Conclusion**

- 55 I am professionally excited by the proposal to secure, finally, Sticky Forest as a public recreation setting. In my opinion, the proposal presents an acceptable compromise between the needs of the land-owners to secure a long-promised economic benefit from the Block, while offering security of access to a critical component of the Wanaka recreation scene.
- 56 The proposed recreation component of Sticky Forest in my view should retain its current zoning as Rural, but with a provision to allow for the retention of forest cover via replanting in the future within the ONL boundary.

Attachment 1: Figures

Figure 1: Walking Access Commission public access map (wams.org.nz)

Figure 2

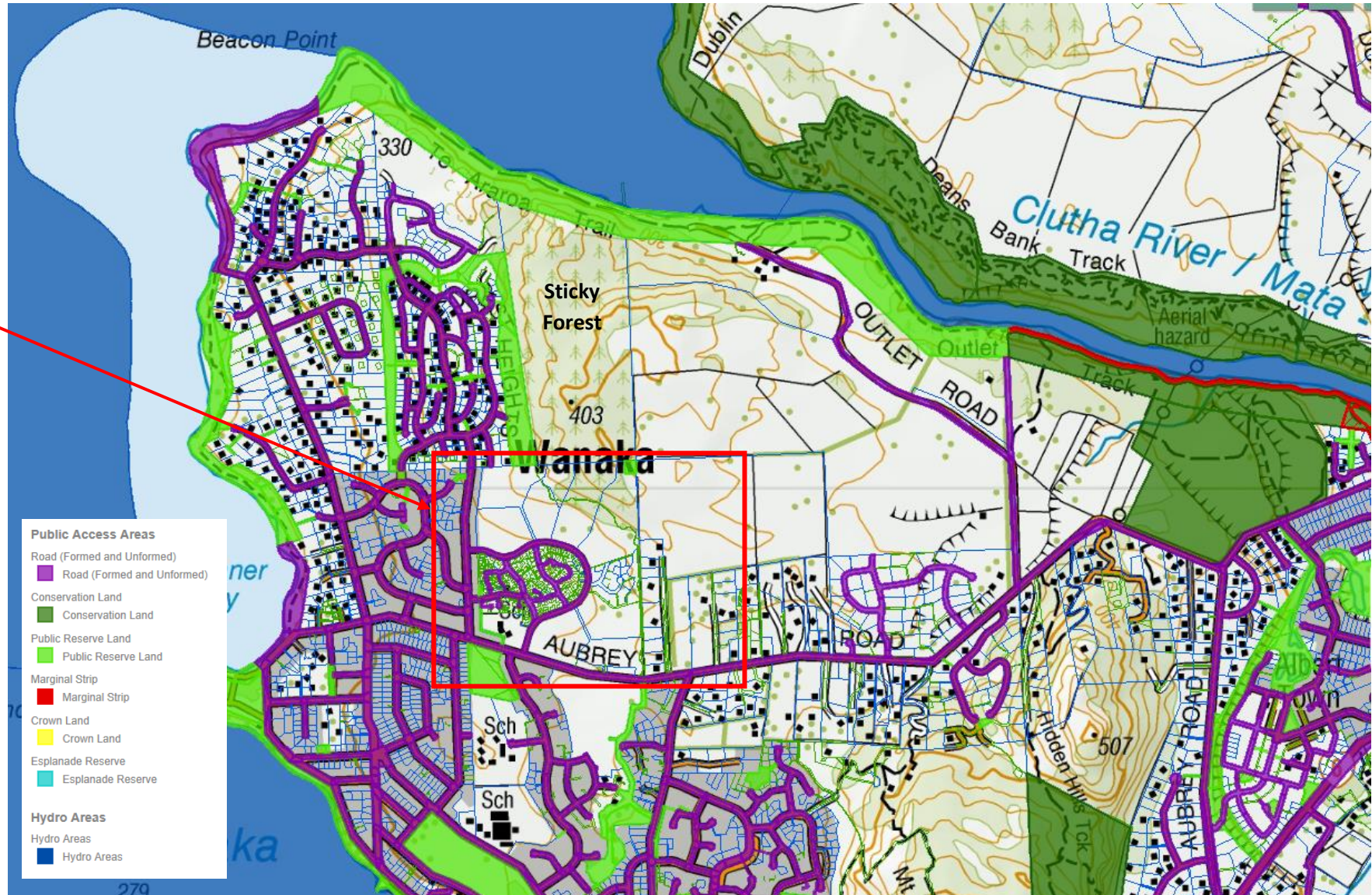


Figure 2: Public easement over Kirimoko Block

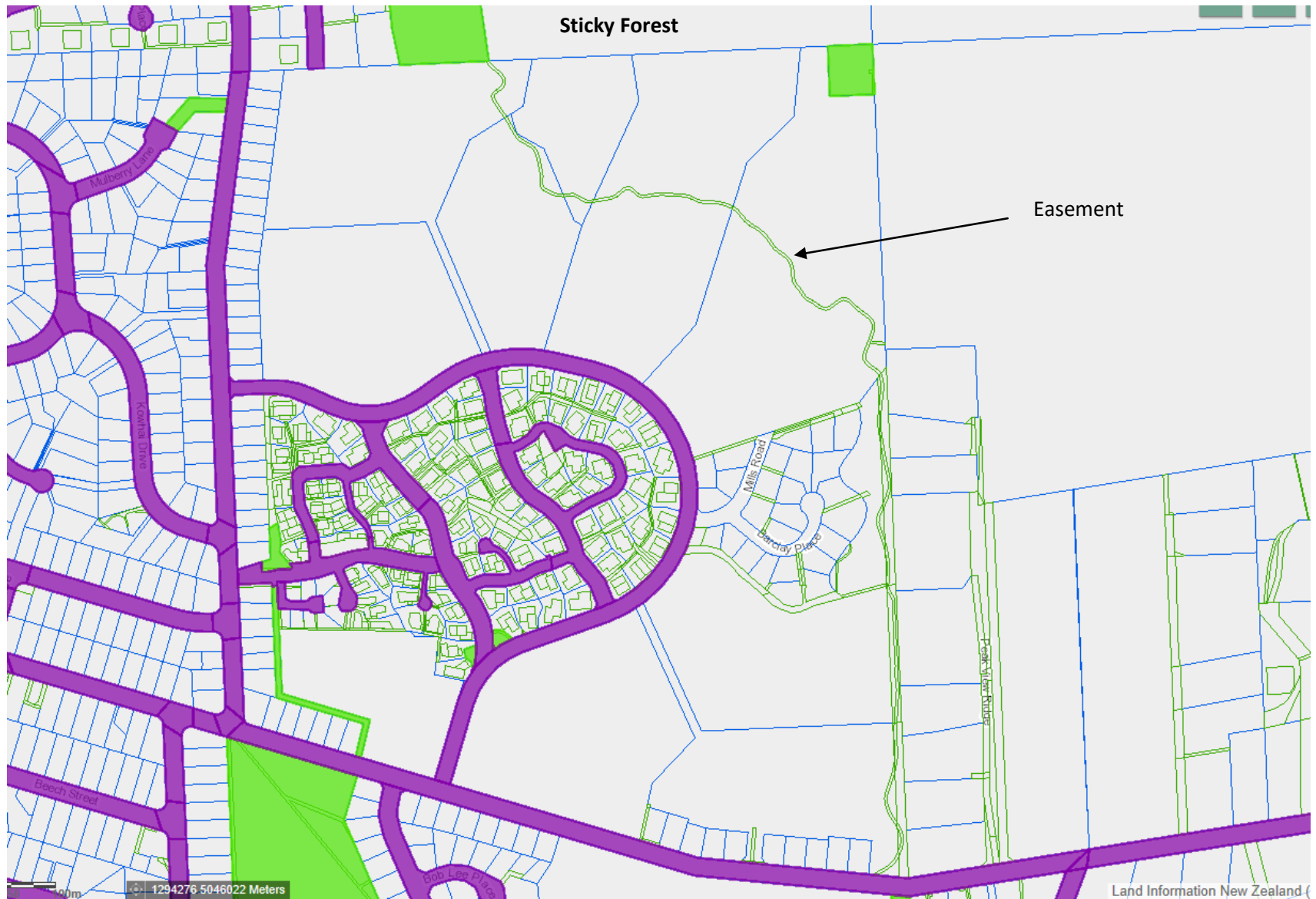


Figure 3: Tourism Wanaka Official Sticky Forest webpage:
<https://www.lakewanaka.co.nz/things-to-do/mountain-biking-and-road-cycling/biking-tracks/sticky-forest>

Wanaka REVEALING WANAKA THINGS TO DO ACCOMMODATION PLAN YOUR TRIP 21°C

STICKY FOREST

[Website](#) [Phone](#)

A great network of mountain bike tracks for intermediate to advanced riders

Contact Us
 +64 3 443 7660 [Visit Website](#)

Discover More
 This fun network of single track makes the best of the pine forest in Wanaka township. There are over 20 tracks to choose from; from the technical switchbacks of Stumpy and Yumpts, to the beautiful berms of Venus, to Crankin' Fine's legendary uphill corkscrew, these trails are expertly designed

[Read more](#)

Physical Address
 Ardmore Street, Wanaka, New Zealand

[Get Help](#)

Figure 4: Tourism Wanaka
 Official Visitor Guide
 2017/18

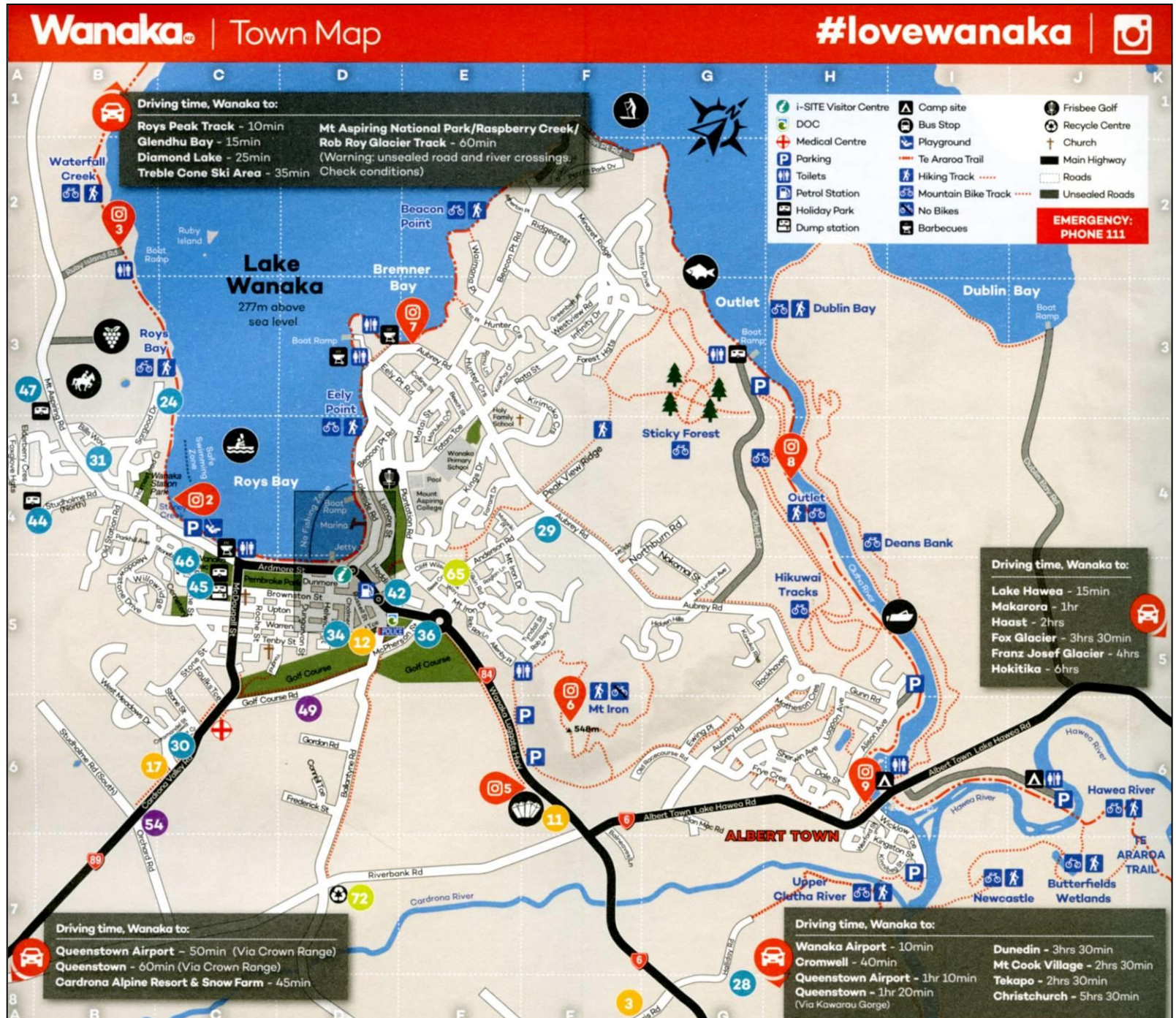


Figure 6: Bike Wanaka mountain biking map detail

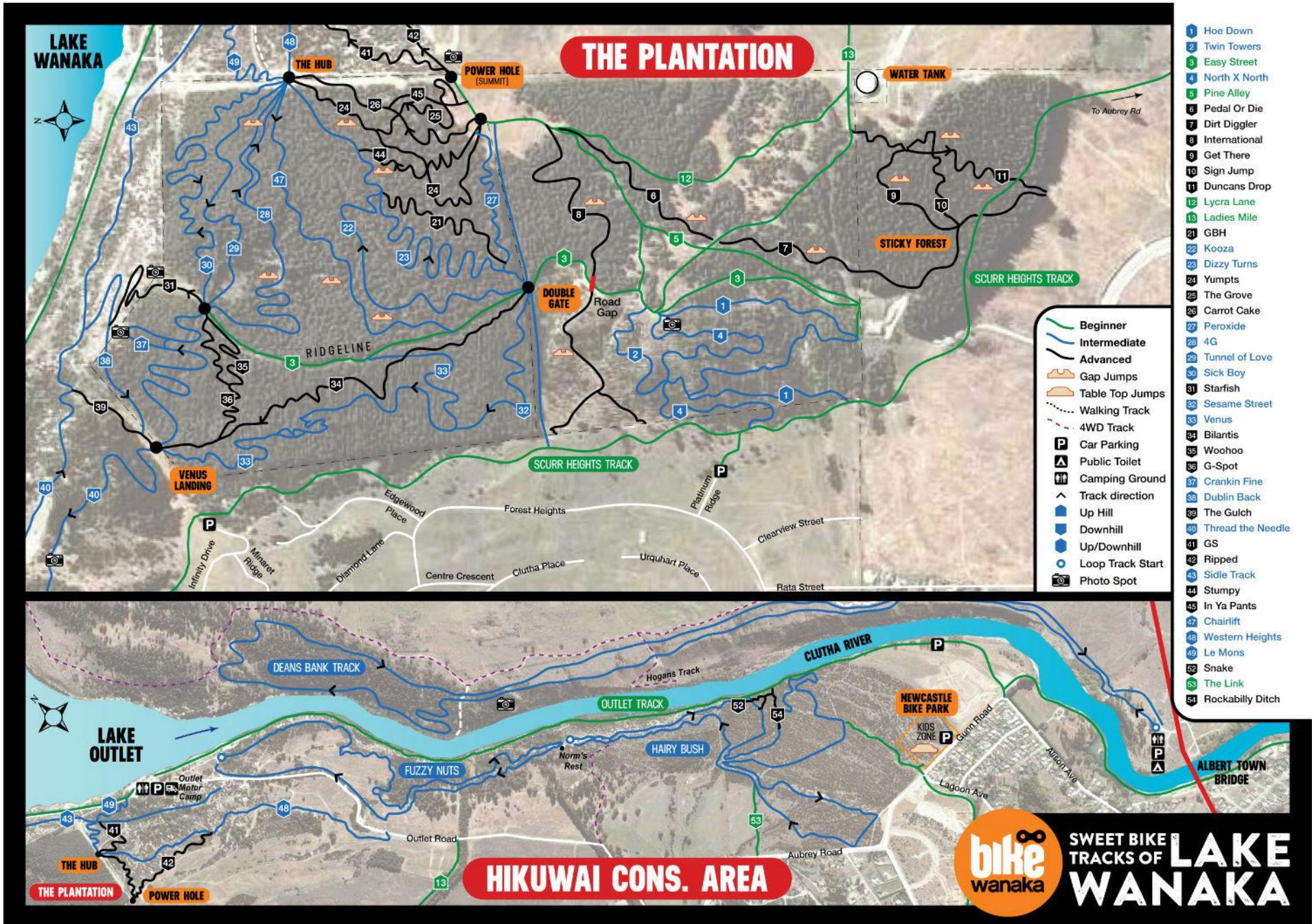


Figure 7: Queenstown Lakes District Council online GIS viewer

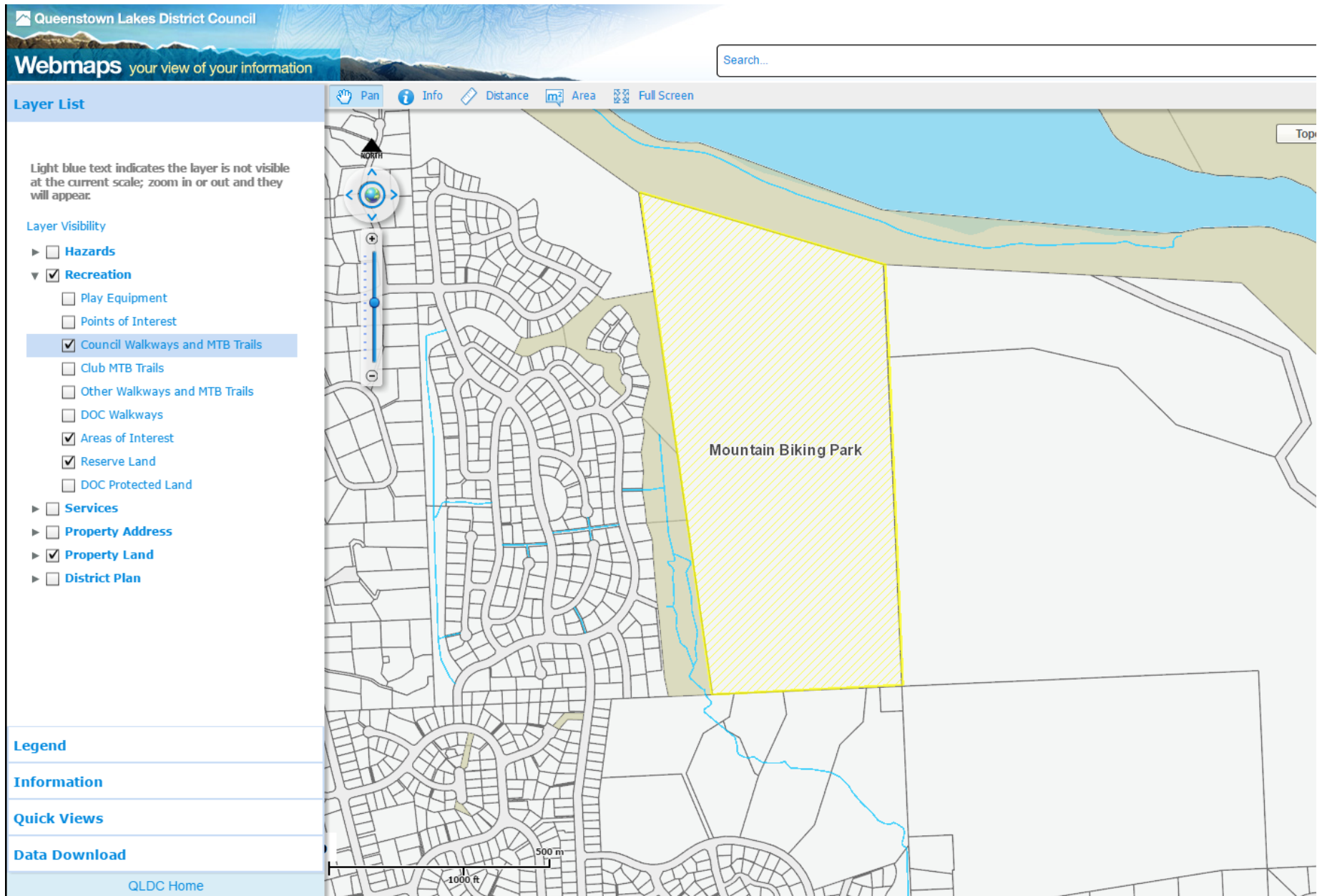


Figure 8: Trailforks regional mountain biking map. The key shows the number of trails at each site

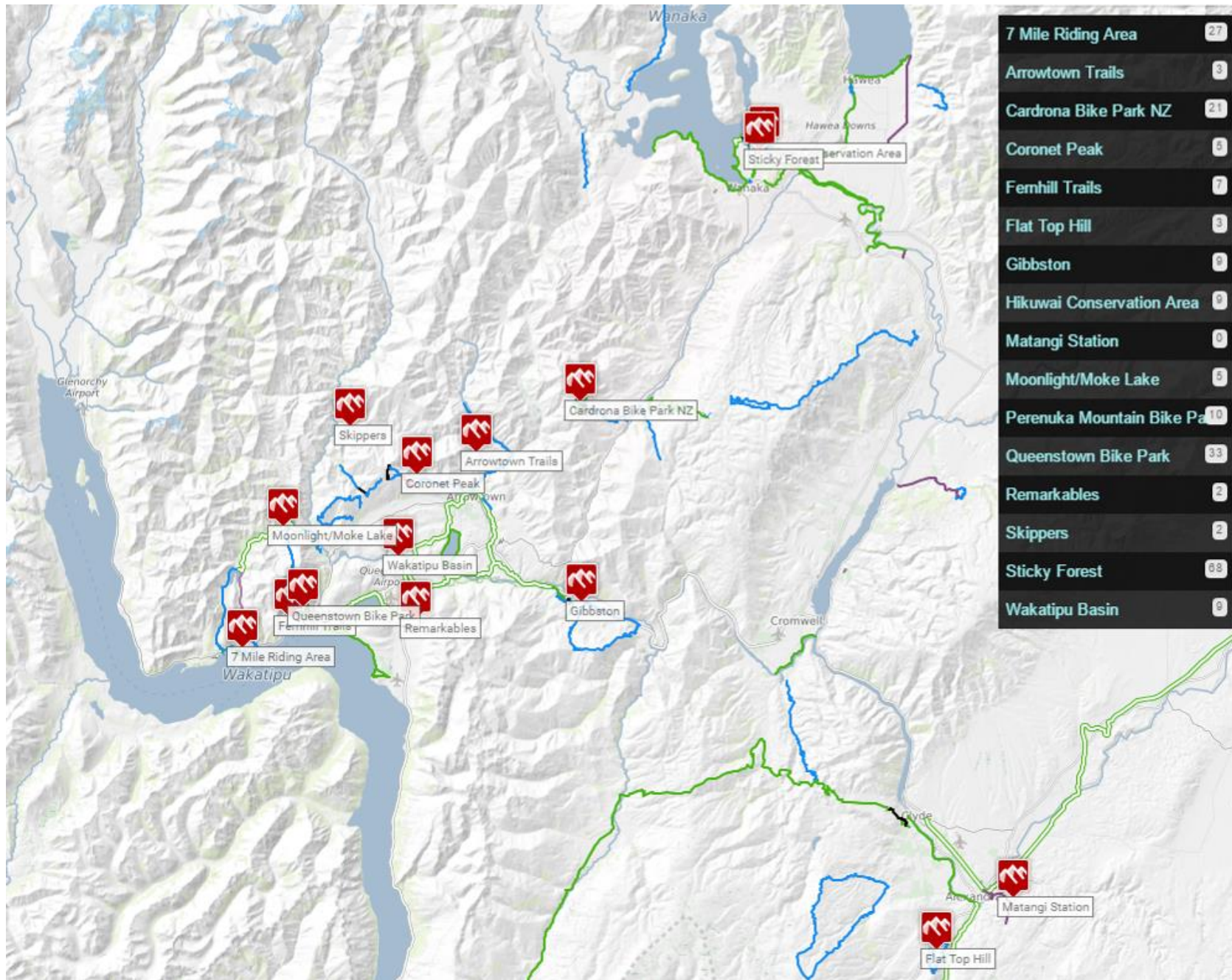


Figure 9: Trailforks local popularity track map (green least, red most)

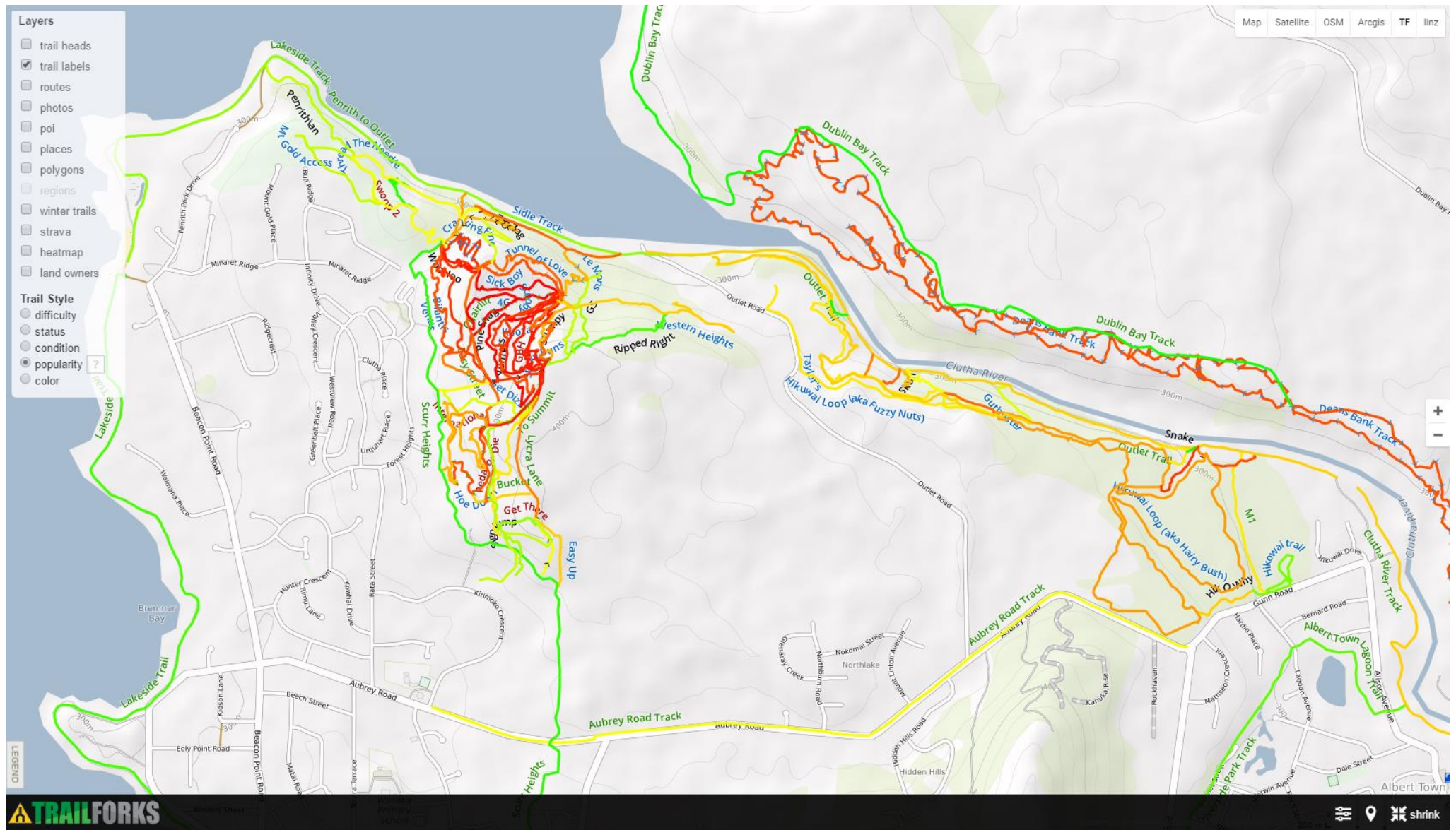


Figure 10: Stava 2015 heatmap for mountain biking

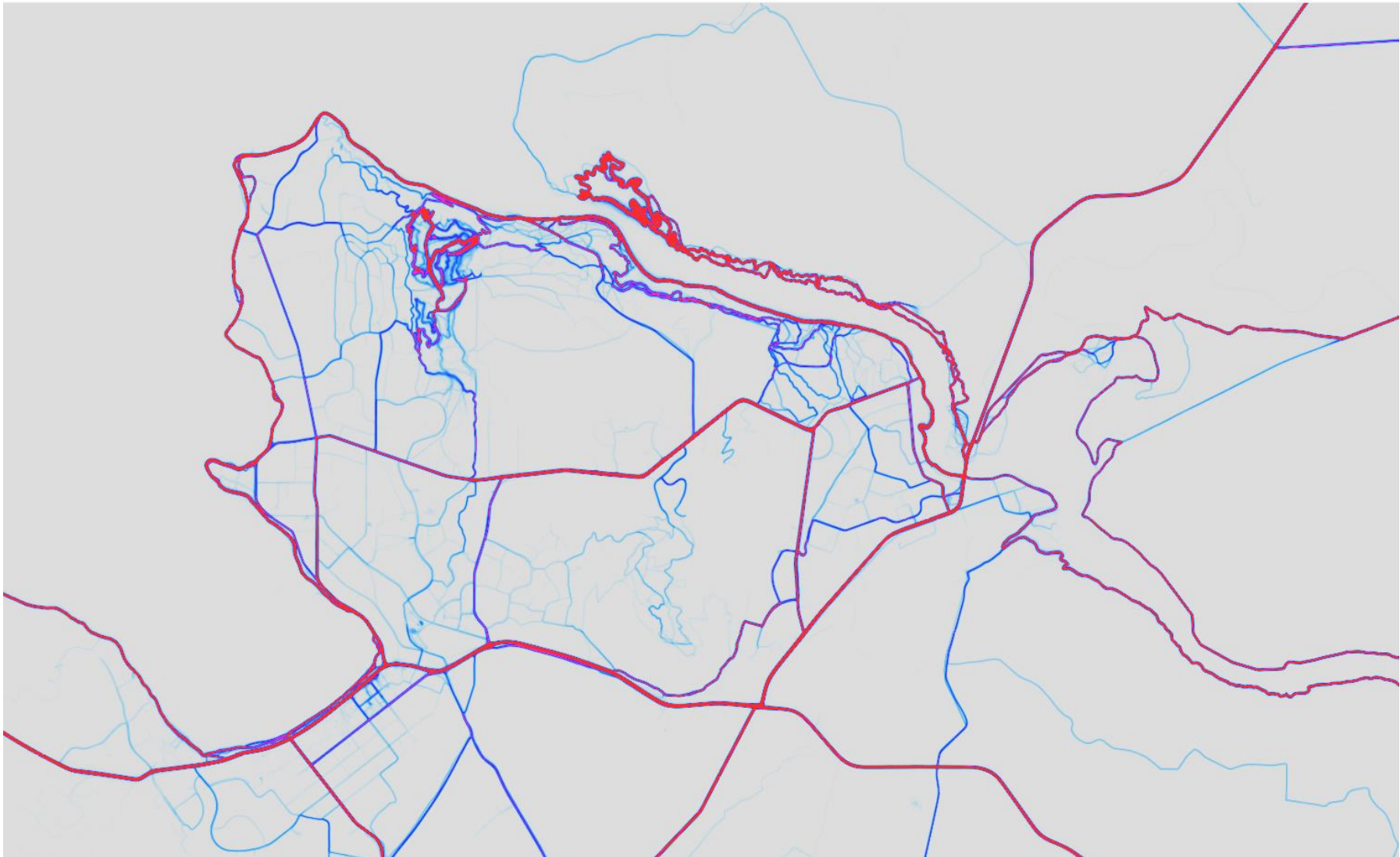


Figure 11: Stava 2015 heatmap for running

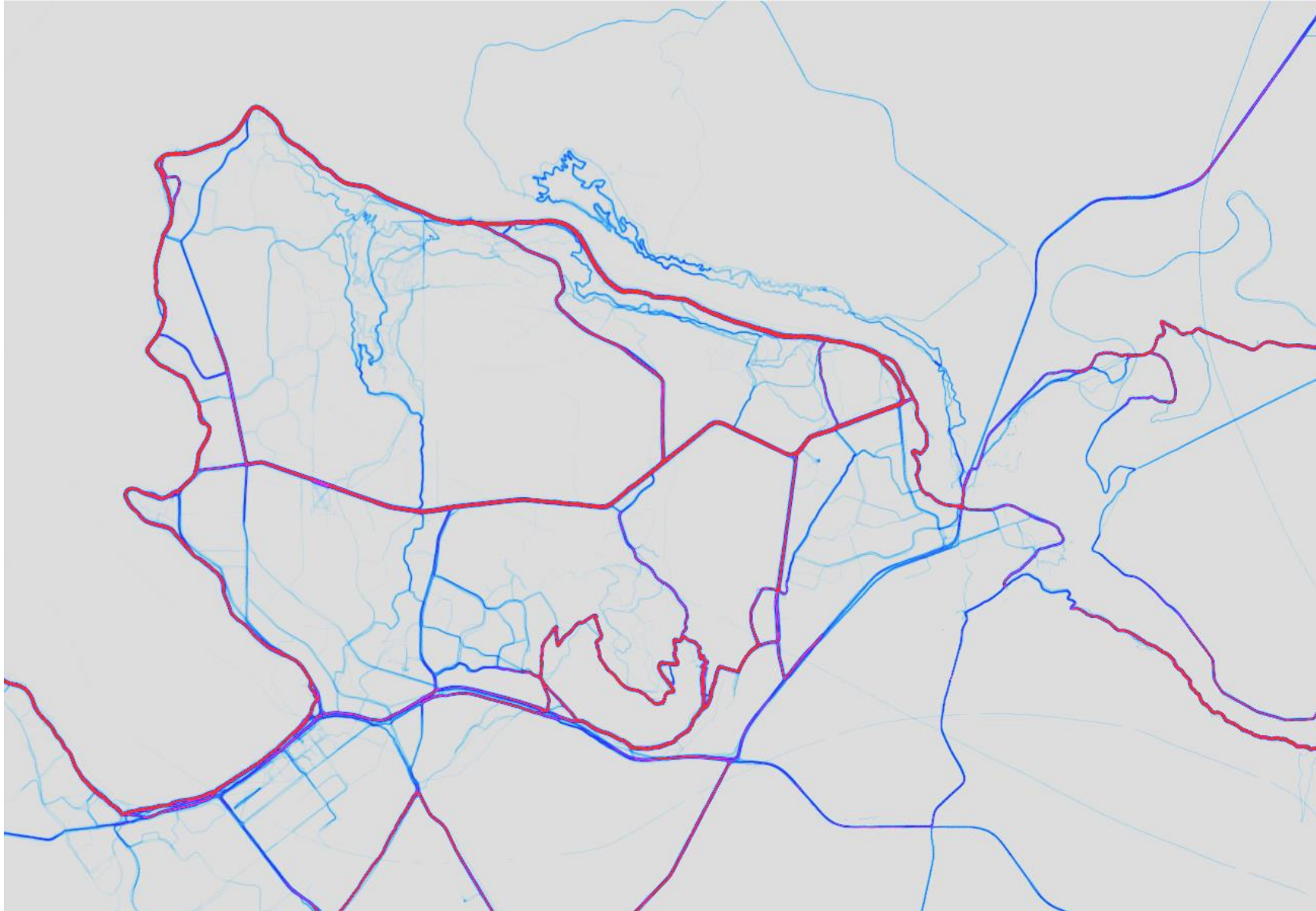
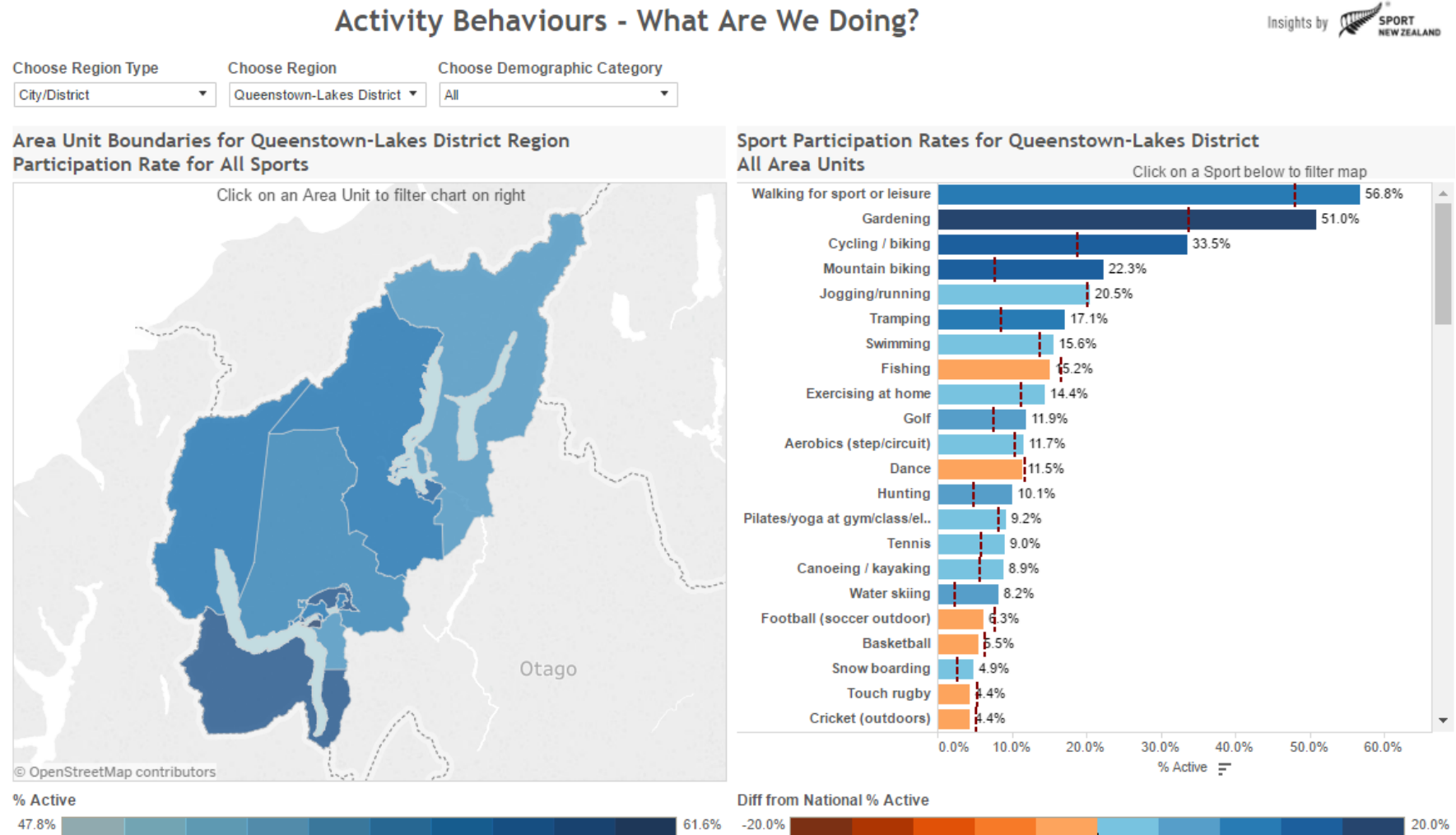


Figure 12: Sport NZ activity data for Queenstown Lakes District



Modelled participation using data sourced from the Active NZ report 2013/14 (<http://www.sportnz.org.nz/managing-sport/research/201314-active-nz-survey-2>), New Zealand Secondary School Sport Council annual census (<http://www.nzsssc.org.nz/school-sport-data/nzsssc-census-reports>), and Statistics New Zealand, Census 2013, Usually Resident Population, for meshblock 2013 (<http://www.stats.govt.nz/Census/2013-census.aspx>). This work includes Statistics New Zealand's data which is licensed by Statistics New Zealand for re-use under the Creative Commons Attribution 4.0 International licence. Information/data in this visualisation indicates what people maybe participating in, or more likely to be interested in. Several assumptions were made in developing this information/data, and care should be taken in using the information/data. Please contact Sport NZ if additional information on this information/data is required.

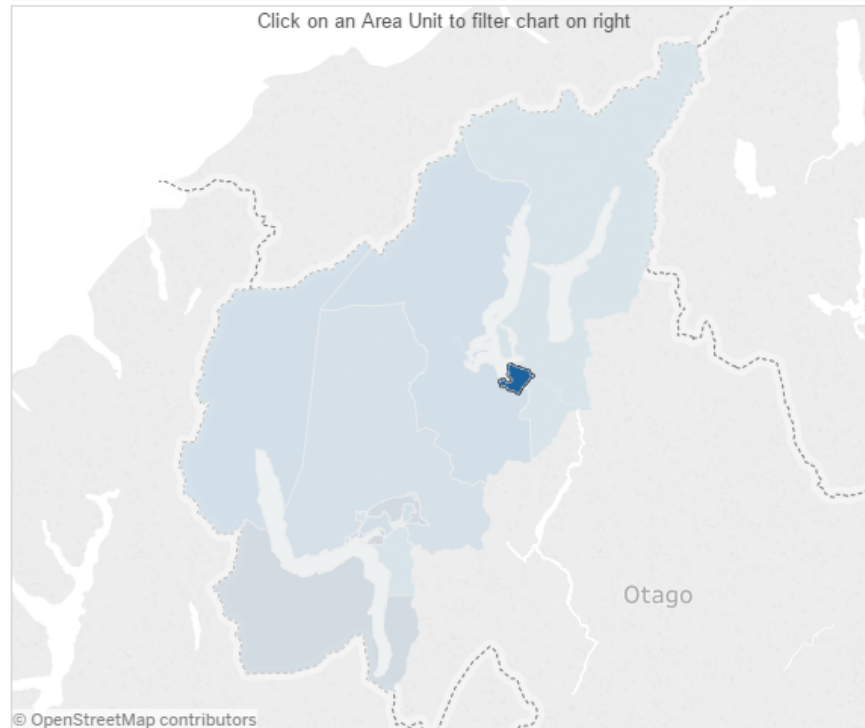
Figure 13: Sport NZ activity data for Wanaka area unit

Activity Behaviours - What Are We Doing?

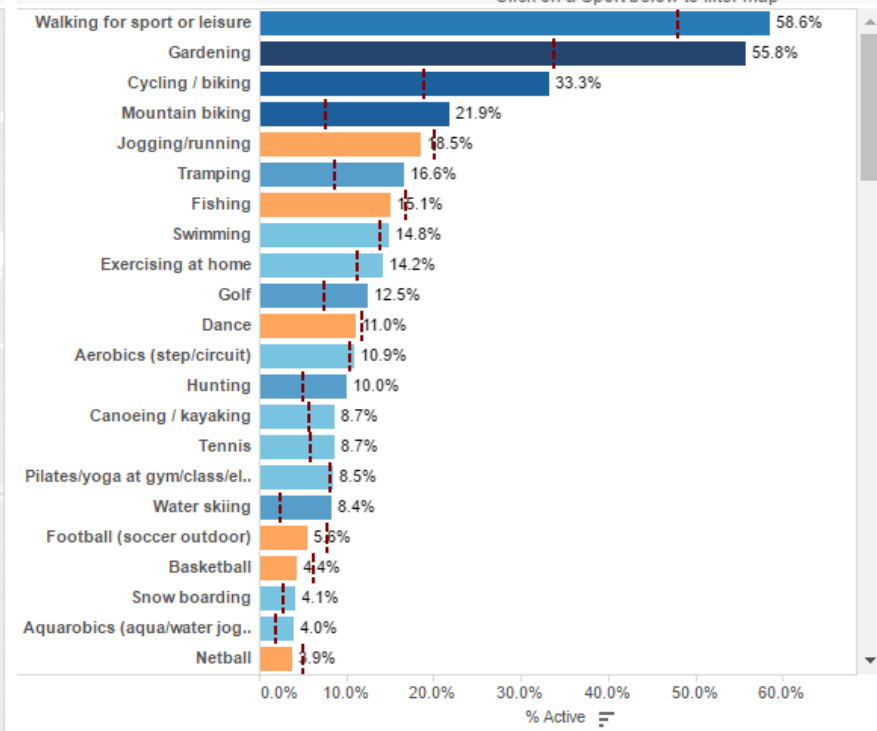


Choose Region Type: City/District
 Choose Region: Queenstown-Lakes District
 Choose Demographic Category: All

Area Unit Boundaries for Queenstown-Lakes District Region Participation Rate for All Sports



Sport Participation Rates for Queenstown-Lakes District Wanaka Area Unit



Modelled participation using data sourced from the Active NZ report 2013/14 (<http://www.sportnz.org.nz/managing-sport/research/201314-active-nz-survey-2>), New Zealand Secondary School Sport Council annual census (<http://www.nzsssc.org.nz/school-sport-data/nzsssc-census-reports>), and Statistics New Zealand, Census 2013, Usually Resident Population, for meshblock 2013 (<http://www.stats.govt.nz/Census/2013-census.aspx>). This work includes Statistics New Zealand's data which is licensed by Statistics New Zealand for re-use under the Creative Commons Attribution 4.0 International licence. Information/data in this visualisation indicates what people maybe participating in, or more likely to be interested in. Several assumptions were made in developing this information/data, and care should be taken in using the information/data. Please contact Sport NZ if additional information on this information/data is required.

Attachment 2: Onsite photographs. For site names see Figure 4

1: PF Olsen information sign at Summit



2: Bike Wanaka route signs (Peroxide and Stumpy)



3: Bike Wanaka signs at Double Gate



4: Gap jumps near southern end of International



5: Easy Street – beginner grade



6: Advanced track near Summit

