

**BEFORE THE QUEENSTOWN LAKES DISTRICT COUNCIL HEARINGS PANEL**

**UNDER** the Resource Management Act 1991

**IN THE MATTER** of the review of parts of the Queenstown  
Lakes District Council's District Plan under  
the First Schedule of the Act

**AND**

**IN THE MATTER** of submissions and further submissions by  
**QUEENSTOWN PARK LIMITED**

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**STATEMENT OF EVIDENCE OF ROBERT JAMES GREENAWAY ON BEHALF OF  
QUEENSTOWN PARK LIMITED**

**RECREATION AND TOURISM PLANNING**

**CHAPTER 21 – RURAL, CHAPTER 22 – RURAL RESIDENTIAL, CHAPTER 33 –  
INDIGENOUS VEGETATION**

**21 APRIL 2016**

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## 1. QUALIFICATIONS AND EXPERIENCE

- 1.1 My name is Robert James Greenaway.
- 1.2 I am a consultant recreation and tourism planner with more than 25 years' experience.
- 1.3 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. I hold the status of an Accredited Recreation Professional with the NZ Recreation Association (**NZRA**), and until recently was the Chair of the NZRA Board of Accreditation for member accreditation to professional status, but remain a Board member. I am also a 'core group' member of the New Zealand Association for Impact Assessment. 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.
- 1.4 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.
- 1.5 Between 1990 and 1995 I worked with an international tourism and recreation development consultancy, Tourism Resource Consultants, on a range of large and small development and advisory projects. This work included ecotourism development planning in Samoa, for potential World Heritage Sites in the Solomon Islands for the Ministry of Foreign Affairs and Trade, event management (multisport and mountain biking), and domestic reserve, tourism and recreation management planning.
- 1.6 Between 1995 and 1997 I worked for Boffa Miskell Limited in Christchurch, focusing on recreation planning for local authorities and tourism development planning for private agencies.
- 1.7 Since 1997 I have worked independently. The majority of my work is for private companies, local and central government, and environmental and community agencies. Over recent years I have prepared assessments and evidence about recreation and tourism for (amongst others): the Porter

Heights Ski Area, Contact Energy (Clutha River), Meridian Energy (Project Hayes wind farm, Manapouri hydro, Central Wind, Mokihinui hydro, NBTC hydro, Hunter Downs hydro, Hurunui Wind, Waiau (Amuri) hydro), TrustPower (Wairau hydro, Arnold hydro, Patea hydro, Matahina hydro, Lake Kaniere hydro, Lake Coleridge irrigation and hydro), Genesis Energy (Castle Hill wind), Mighty River Power (Puketoi wind), King Country Energy (Mokau hydro), Marlborough District Council (King Salmon), NZone Skydive (airfield re consenting), the New Zealand Recreational Sport Fishing Council (Snapper 1 quota review), the New Zealand Fish and Game Council (Hurunui River), the Rena insurers, and MainPower (Mt Cass wind farm). I have completed more than 300 consultancy projects nationally since 1997 and have presented evidence at approximately 70 resource management hearings. I have completed recreation and tourism research and planning projects for almost 30 local and regional councils.

- 1.8 In the Queenstown Lakes area I have worked on the recreation and tourism components for, for example, Shotover River training and gravel extraction for the Queenstown Airways Corp, the Ladies Mile residential development, the Parkins Bay Preserve development, the Peninsula Bay development, the Hill End development, re consenting and investigation work for Contact Energy on the Clutha River, a tourism review for the Clutha Mata-Au River Parkway Project, evidence for Pioneer Energy on the Nevis River, a variety of helicopter landing consents and concessions for Helicopters Queenstown, the NZone runway re consenting, and several other small development investigations. I am currently assisting Queenstown Park Ltd with the Queenstown Gondola Proposal.

## **2. SCOPE OF EVIDENCE**

- 2.1 My evidence considers the role the Rural Zone in the Queenstown Lakes plays in supporting tourism, and why the Proposed District Plan (**PDP**) should recognise and provide for tourism and recreation activities in the rural zone to a greater extent than is currently proposed. Specific recommendations for amendments to the PDP are made in the submission of Queenstown Park Ltd. My evidence provides background to this submission.
- 2.2 I support, in general terms, the evidence of Mr Philip Osborne in relation to the economic value of tourism to the Queenstown Lakes areas. However, I do not support his suggestion that it is because of the importance of tourism that

farming activities should be 'preserved', and elevated above commercial and tourism activities.

2.3 In my evidence I describe tourism activities which have very low impacts on landscape and other values in rural settings, and which should be supported by the provisions of the PDP.

2.4 While I understand that the specific submissions requesting a special zone on Queenstown Park Station, including a corridor for a gondola between Remarkables Park and the Remarkables ski field will be the topic of a separate hearing, for the purposes of this evidence on the Rural Section I have considered the gondola proposal within Queenstown Park Ltd's submission. To that end I have considered no other tourism infrastructure.

### **3. THE QDLC PROPOSED DISTRICT PLAN – RURAL ZONE, TOURISM AND AGRICULTURE**

3.1 The PDP statement of purpose for the Rural Zone notes (21.1):

A wide range of productive activities occur in the Rural Zone and because the majority of the District's distinctive landscapes comprising open spaces, lakes and rivers with high visual quality and cultural value are located in the Rural Zone, there also exists the desire for rural living, recreation, commercial and tourism activities....

The long term sustainability of pastoral farming will depend upon farmers being able to achieve economic returns from utilising the natural and physical resources of their properties. For this reason, it is important to acknowledge the potential for a range of alternative uses of farm properties that utilise the qualities that make them so valuable.

3.2 I agree with the review of Mr Philip Osborne as provided in his evidence that the landscape of the District underpins its value as a tourism destination, especially considering that a large proportion of the District's most significant and valuable tourism activities occur in the proposed Rural Zone, providing access to (for example):

(a) Most of the Shotover River (offering, for example, jet boating, driving tours, bungy jumping);

- (b) The land providing access to the District's many significant angling settings (such as upper Clutha River (22,000+ angler days in 2007/08 ), Lake Hawea (22,000+) and Lake Wanaka (39,000+));
- (c) Mount Aspiring National Park and all the walking, climbing and tramping options within and nearby, including the start of the Routeburn Track;
- (d) Almost all the land occupied by the 120km Queenstown Trail, with almost 700,000 walkers and cyclists using the component tracks between opening and the end of 2015, and 214,000 for the 2015 year, and other public walking tracks; and
- (e) Golf courses such as Frankton, Arrowtown, Jacks Point and Wanaka (albeit with some designations and special zones).

3.3 Capitalising on activities such as these may require additional infrastructure that can be sympathetically developed in a rural setting. For example, this might include:

- (a) Conversion of or additions to existing farm buildings to provide accommodation for, for example, bike trail users, and associated food and bike rental services and parking;
- (b) New trails and tracks for recreation access, and associated facilities such as bridges, toilets and shelter, which may have commercial elements; and
- (c) Facilities and services to support, for example, game hunting, equestrian trails and farm visits on private land.

3.4 Cycle trails are – and will be more-so in the future – very important components of our national tourism infrastructure – for both international and domestic visitors. Trails will rely predominantly on rural settings, have low impacts on landscape values, and offer dispersed income opportunities for communities. They are not free from potential adverse effects, but these are able to be minimised by the application of appropriate assessment methods and controls. In my opinion, such developments in rural settings should be managed within an enabling framework.

- 3.5 Mr Philip Osborne provides a review of the value of tourism to Queenstown and the nation, and I have little to add to his data and agree with it. However, in his paragraph 4.5 and his Table 1 Mr Osborne provides Statistics NZ Business Demography data, as reported by the Ministry for Business Innovation and Employment, for Queenstown Employment (National) Ratios. I have considered these data as percents of total employment, and note that the base data show that, in 2015, less than 3% of the QDLC labour force was employed in 'Agriculture, Forestry and Fishing' compared with the national average of 6%. Nationally, an average of 7% of the population was employed in 'Accommodation and Food Services' in 2015. For the QLDC, the figure was 30%. For 'Arts and Recreation Services' the national average was 2%, and for QLDC, 7%. These support the conclusion that tourism is a vital component of the Queenstown and Otago economies. It is also a critical area of economic growth. Professor Timothy Hazledine makes this point, and expands on it, in his evidence.

#### **4. QUEENSTOWN PARK PROPOSAL**

- 4.1 In my experience with such development proposals as Parkins Bay Preserve and Hill End, for example, the consenting process enabled clear consideration of their costs and benefits. My approach to the PDP and its expectation of maintaining the qualities of rural settings for (amongst other things) their contribution to tourism value is therefore in line with Mr Osborne's. While, like him, I have not carried out an extensive cost / benefit analysis, I consider that erring on the side of caution is the correct approach. This enables sound planning on a case-by-case basis. However, there is dubious logic in elevating farming above all other uses if those other uses can achieve the same outcome in terms of, most importantly, landscape effect. A cycle trail and a farm road have no important differences. A small farm building (if less than 100m<sup>2</sup> and 4m in height) in an ONL is permitted, and I do not see why similar options for tourism should be significantly fettered by a non-complying status.
- 4.2 In the case of Queenstown Park Ltd's proposal for a gondola to the Remarkables Ski Area, I do, however, support the concept of an extension of the Remarkables Ski Area Sub Zone or the creation of an appropriate contiguous zone. I consider that the gondola proposal represents a strategic

asset for tourism in the District and is appropriately located, for the following reasons:

- (a) It provides an efficient means of accessing and capitalising on existing tourism infrastructure (the Remarkables Ski Area);
- (b) It represents an extension of that infrastructure (for all-season use as well as enhanced winter value) rather than an isolated tourism development;
- (c) It is located in an area (very proximate to the airport) where high levels of service for tourism are expected and where international comparisons with standards of service will be made;
- (d) It effectively and efficiently responds to existing and projected growth in tourism demand (as reviewed by Mr Osborne) by diversifying existing tourism product and creating new activity options;
- (e) It responds to emerging Asian markets which are less likely to seek independent road transport to the ski area;
- (f) It enhances high-value short-stay tourism by increasing the ease by which domestic and Australian visitors can access a ski weekend (from hotel to ski field in one easy step);
- (g) As a passenger lift system, it is naturally associated with a modern ski field development;
- (h) Based on my review for Queenstown Park Ltd, it has very limited potential for adverse effects on existing tourism assets, such as the Queenstown Trails and users of the Kawarau and Shotover Rivers, and will have no adverse effect on participant numbers in other tourism activities;
- (i) It is, in one sense, merely a modern means of transport through a rural area, and of far less physical and visual impact than a road would be in the same setting; and
- (j) It occupies a relatively small footprint and allows rural activities to continue, sustaining rural landscape values.



## **5. CONCLUSION**

- 5.1 Tourism is the key industry for the Queenstown Lakes area. I agree that the landscape of the region underpins this industry, and much of the most significant landscapes are within the Rural Zone as identified in the PDP. However, there is a range of compatible tourism activities which can occur in this zone – and to a large extent can only occur in this zone – and which should be enabled by the PDP, rather than discouraged or foreclosed. I agree with Professor Hazledine’s interest in ensuring that the region can sensibly respond to growing demand for tourism experiences.
- 5.2 Framing the PDP in such a manner that enables appropriate and compatible commercial recreation and tourism options to be based in the Rural Zone will allow the region to capitalise on the opportunities it provides, and to maintain the landscapes it depends on.

**Robert James Greenaway**

**21 April 2016**