vivian+esple appendix I

BEFORE THE MACKENZIE DISTRICT COUNCIL

IN THE MATTER OF THE RESOURCE MANAGEMENT ACT 1991

AND

IN THE MATTER OF PLAN CHANGE 13 TO THE OPERATIVE DISTRICT

PLAN

EVIDENCE OF CAREY VIVIAN (PLANNER) PART D
FOR MACKENZIE LIFESTYLE LIMITED AND HIGH COUNTRY ROSEHIP ORCHARDS LIMITED

INTRODUCTION

My name is Carey Vivian. I hold the qualification of Bachelor of Resource and Environmental Planning (Hons) from Massey University. I am a member of the New Zealand Planning Institute. I am a director of Vivian Espie Limited, a specialist resource management and landscape planning consultancy based in Queenstown. I have been practicing as a resource manager in for thirteen years, having held positions with the QLDC, CivicCorp, Clark Fortune McDonald and Associates and Woodlot Properties Limited.

Summary of Evidence

- Further to the brief of evidence labelled Part A that I have presented in relation to the grounds for the withdrawal of PC13¹, this evidence will address the site specific relief sought in the submission by Mackenzie Lifestyle Limited (MLL) and High Country Rosehip Orchards Limited ("HCROL"). I note that the site specific relief sought by MLL and HCROL is sought in the alternative to the primary relief that PC13 be withdrawn on the basis that the section 32 analysis is inadequate.
- For completeness, I reiterate the conclusions reached in my earlier brief regarding the inadequacy of the section 32 analysis, specifically:
 - The section 32 analysis misinterprets the Densem landscape assessment which finds that the Basin is an outstanding working landscape not an outstanding natural landscape;
 - The landscape assessment fails to independently assess the landscapes of the Basin according to widely accepted criteria, or in a manner that meets standard tests of reliability, validity and sensitivity; inconsistency with the manner in which landscape values are recognised and managed within a district characterised by pastoral farming;
 - PC13 seeks to preserve a status quo that is characterised by unsustainable landscape management and farming practises.
 - The identification of areas suitable for cluster development should be based on a transparent and technically robust methodology that responds to landscape characteristics and values at a finer grain of analysis than is evident in Map 8 of Mr Densem's report.
 - Policies for approved building nodes should permit greater flexibility in the identification and planning of nodes, according to the characteristics of the landscape and the values associated with particular areas.

¹ Which relies on the landscape evidence of Dr Michael Steven – Part A – presented at the first round of hearings.

- The failure to adequately take account of the effect of the tenure review process in relation to land ownership, alternative landscape protection measures and the economic implications for affected landowners.
- The failure to quantify and consider the economic realities of rural land use activities and the extent to which flexibility in planning provisions is needed to allow for future development and diversification of rural land holdings.
- The failure to ensure that the protection of outstanding natural landscapes required by section 6(b)
 of the Act remains subordinate to the overall purpose of the sustainable management of natural
 and physical resources.
- If the Council does not decide to withdraw or reject PC13 and continues to pursue the plan change in some form, then MLL and HCROL seek the following site specific relief:
 - a That the relevant provisions of the District Plan (as modified by PC13) be amended in an appropriate manner that takes account of and responds to the issues arising for determination as a consequence of their submissions. In doing so, HCROL seek any consequential amendments to any relevant part of the District Plan considered necessary to address the issues and concerns raised by the submissions.
 - That the District Plan be amended to the extent that the Mackenzie Basin Sub-Zone exclude that HCROL land legally described as Sections 1, 3 and 8 Survey Office Plan 384036 (Copy attached as 'A') and identified on the plan attached to this evidence and marked 'B'. MLL additionally seeks the exclusion of the Mackenzie Sub-Zone that part of HCROL land identified as proposed Lot 1 (229ha) on the subdivision plan attached to this evidence and marked 'C'.
 - That the District Plan be amended to rename the Manuka Terrace Residential Zone as the Twizel Rural Residential Zone. It is also sought that the new Twizel Rural Residential Zone be amended to include all of HCROL land identified on the plan attached to this evidence and marked 'B'.
 - d That the District Plan be consequentially amended to achieve the intent of the submission.

This evidence will discuss the policy planning merits of the site specific relief sought by MLL and HCROL and concludes that there is sound resource management policy justification for the relief sought in terms of section 32 of the RM Act. Accordingly, if Council is going to pursue PC13 in some form, it should include in its decision the site specific relief sought by the submitter.

THE MACKENZIE LIFESTYLE LIMITED AND HIGH COUNTRY ROSEHIP ORCHARD LIMITED SITE AND IMPLICATIONS OF PC13

- 6 HCROL owns the overall site which is located on the eastern side of State Highway 8 opposite the Twizel township. The property is legally described as Section 1 SO 384036 and comprises a land area of 1127.5 hectares. It is bounded by the Twizel River to the east and Tekapo River to the south. The site is characterised by three distinct, predominantly flat terraces.
- The Twizel Oxidation Ponds (identified as Designation 42 in the Mackenzie District Plan) is located in the northern part of the property on the upper terrace and is screened by conifer trees. A row of large power pylons intersect the property, beginning at the Twizel Substation (identified as Designation 6 in the Mackenzie District Plan) located in the south-west corner of the top terrace and crossing the property in an east-west direction across the Twizel River and beyond. The upper terrace is covered in exotic pasture interspersed with some tussock and scattered mature conifer trees. The remainder of the property is predominantly characterised by exotic pasture interspersed with tussocks.
- Resource consent application RM070080 was lodged with the Mackenzie District Council on 21 September 2007 (amended copy of application subsequently lodged on 28 September 2007) by HCROL. They propose to subdivide the land legally described as Sec 1 SO 384036 to create 3 rural allotments as shown on Attachment 'D'. Proposed Lot 2 is located in the northermost part of the site, contains an existing residential dwelling and will comprise a total land area of 14.5 hectares. Proposed Lot 1 is approximately 229 hectares in area and is located directly to the south of proposed Lot 2. Proposed Lot 3 is the balance lot located in the southermost positions and contains a land area of approximately 884 hectares. Access is to be provided to proposed Lot 2 from the existing access onto State Highway 8 and it is proposed that the access to proposed Lots 1 and 3 also be from this existing access via right of way easements. Under the current rules of the Mackenzie District Plan the proposed subdivision is to be assessed as a controlled activity because it complies with all of the Primary and Secondary Subdivision Standards. The processing of the application was suspended on 26 September 2007 pending a further information request regarding the obtainment of affected party approvals from Transit NZ and Transpower NZ.
- 9 MLL has entered into a sale and purchase agreement for proposed Lot 1 subject to the granting of resource consent RM070080 by Mackenzie District Council in favour of HCROL.

- Resource consent RM070082 was also lodged with the Mackenzie District Council on 21 September 2007. The applicant, MLL, has applied for subdivision consent to create 49 rural residential allotments (on proposed Lot 1 as applied for under RM070080) on the upper terrace ranging in size from 1.21 ha to 3.18 ha, a proposed public reserve and accessways, and a new legal access road to be vested in Mackenzie District Council which will provide access from the proposed lots to SH8.
- Under the current rules of the Mackenzie District Plan the proposed RM070082 subdivision is to be assessed as a controlled activity because it complies with all of the Primary and Secondary Subdivision Standards.² This processing of the application was suspended on 27 September 2007 pending a further information request regarding infrastructure and servicing details, and the obtainment of affected party approvals from Transit NZ and Transpower NZ.
- Both RM070080 and RM070082 applications remain on hold subject to New Zealand Transport Agency (formerly known as Transit) approvals. As aforementioned, the proposed site for subdivision accesses SH8 which has been declared a Limited Access Road (LAR) under the Transit New Zealand Act 1989.
- In addition to the proposed rural residential development, MLL has wider development plans including the development of a golf course (and ancillary activities) and a public walking/cycling network (Refer to Attachment 'E'). The proximity of the site to Twizel township (on the opposite side of SH8) and community sewage infrastructure (to be extended) renders the site a particularly suitable location for the development. The development would synergise with the existing Twizel township and provide a more attractive and appealing gateway to the community in addition to fostering the economic and social viability of the Mackenzie Basin.
- The planning framework proposed by PC13 does not take into account the appropriateness of the site for rural residential development and recreational opportunities. The site specific relief sought by MLL and HCROL in the context of PC13 seeks to ameliorate these issues and enable continuing land use and land management practices that achieve the principles of sustainable management promulgated by the RM Act.
- At present the overall site is zoned Rural and there are no allotment size restrictions for this zone. Under Rural Zone Rule 3.1 of the Mackenzie District Plan it is a permitted activity to construct a residential dwelling on the subject site provided that all of the standards (building heights, road boundary setbacks, internal boundary setbacks etc) are complied with. The implications of proposed Plan Change 13 for the RM070080 and RM070082 applications are that under the provisions of PC 13 the construction of any residential dwelling on a new lot would require resource consent for a non-complying activity.

- Despite the construction of residential dwellings in the Rural Zone being a permitted activity under the current Mackenzie District Plan, the applicant volunteered a number of design controls relating to building heights, materials and external colours as part of the RM070082 application in order to ensure that the external appearance of any proposed buildings established on the lots are appropriately recessive. One of the design controls includes the requirement for a landscape plan to be submitted to Council, the design of which will seek to achieve a visual softening of the built form when viewed from public roads and places, a visual connection between the proposed development and the existing township through walkways and tree planting, and the integration of tree planting into the existing natural character/tree patterns. These design controls can be included as a condition of consent whereby a consent notice/covenant is registered on the new titles requiring the following:
 - Future buildings on any lot shall be restricted to a maximum height of 5.5 metres above existing ground level.
 - The exterior cladding of future buildings on any lot shall be restricted to stacked stone, unpainted timber weatherboards, Corten steel, or Coloursteel, plaster or brick finishes in dark, recessive colours and/or natural colours derived from the surrounding.
 - The roofing of future buildings on any lot shall be of natural materials such as slate, preoxidised copper or timber shingles or of Coloursteel finished in dark recessive colours of low reflectivity.
 - Roof forms shall be peaked or mono-pitched at angles between 0° and 25°. Curved roofs shall be prohibited.
 - Future buildings on any lot shall be of simple forms, such as a traditional gable cottage form, with no arches, turrets or domers.
 - The total footprint of all buildings within any lot shall not exceed 500 m².
 - The basements or foundations of any future buildings shall not be visible from anywhere outside the site.
 - All fencing shall be traditional post-and-wire only. Individual letterboxes shall not be allowed.
 Communal or clustered letterboxes shall be permitted.
 - The escarpment face that runs west to east through the southern extent of the proposed rural living subdivision area shall be kept free of all future development.
 - A landscape plan shall be submitted for the approval of the Council. The purpose of the landscape design shall be to mitigate the visual effects of the proposed development and to enhance natural character. Specifically, the design shall:
 - Soften the visual effects of development from public roads and public places with trees in a manner that satisfies the landscape guidelines relating to tree planting in the Plan.
 - visually connect the proposed development to the existing township through walkways and tree planting.
 - Integrate tree planting into existing natural character/tree patterns.
 - Create a strip of natural character along the open space strip associated with the power pylons.
 - Detail the treatment of the proposed road to vest in Council.
 - Detail the treatment of the proposed public access reserve.
 - Detail the treatment of the proposed walking and cycling tracks to the public access reserve.

² I note that Section 14 Transportation Rule 2.0 (i) Permitted activities (a) access onto the State Highway may include the need for discretionary activity

The following excerpt is taken from the 'Officer's Report On Twizel Submissions' (pages 4 -5) whereby it is acknowledged that there are a number of landowners in the vicinity of Twizel who have already obtained subdivision consents but that the owners are yet to build on the new lots, and that others have lodged subdivision consent applications which have not yet been granted:

Many of the submissions by landowners in the vicinity of Twizel request that their land and other land in the area be removed from the Mackenzie Basin Subzone and returned to its previously Rural zoning only. Some of these landowners have already obtained subdivision consents but owners have yet to build on the new lots. Others have lodged subdivision applications but consent has yet to be granted. Under the provisions of Proposed Plan Change 13 any house on a new lot would need resource consent as a non-complying activity. While it seems likely that resource consent could be granted because of the unusual circumstances created by the timing of PC13 and any future Twizel plan change, there is no certainty that this would be the case. Understandably then landowners are concerned that their development plans have been thwarted by PC13 and seek either to remove their land from control under PC13 or that special provision be made in PC13 which ensures they can continue with their current subdivision and that houses can be built on any lots created.

It would be possible to include a provision in PC13 to cover existing subdivisions and subdivisions which have been lodged but not granted, ensuring that a house could be built on each of the new lots created (commonly referred to as a grandfather clause). However I consider that it would be better to recognise that the area around Twizel requires a different approach to that proposed in PC13 because of the landscape, the influences of the township on the area due to its proximity and because of subdivision and development pattern in the area. When the Council addresses the appropriate form of development on the outskirts of Twizel in the forthcoming plan change it will have a number of options available to it, including the use of a grandfather clause for existing development, and rezoning of specific or more generalised areas for rural-residential/ lifestyle development.

I consider that there is no logical reason for why the land owned by HCROL/MLL cannot be removed from the Mackenzie Basin Sub-Zone on the basis that a fair and consistent approach be adopted. Furthermore I consider that there has been an inadequate analysis and recognition of consented subdivision activities and applications for controlled subdivisions including the RM070080 and RM070082 applications on which this submission is based, and I consider that the planning framework proposed by PC13 does not take into account the unique qualities of this site.

MACKENZIE BASIN ZONE

19 With regards to HCROL and Mackenzie Lifestyle Limited's submission that the areas to be rezoned as rural residential be removed from the Mackenzie Basin Subzone, the following is stated in the 'Officer Report':

High Country Rosehip Orchards 80/2, Mackenzie Lifestyle Ltd 81/1 and Fountainblue 83/7 all ask that the areas they wish to be rezoned as rural residential be removed form (sic) the Mackenzie Basin Subzone. As previously discussed I do not consider it is appropriate to introduce new zones for areas that have not undergone a thorough assessment.



Ms Harte's recommendation is that the submissions be declined.

- I disagree with the recommendation and reasoning put forward in relation to the rejection of this aspect of the submission and believe that the boundary of the Mackenzie Basin Subzone is arbitrary. In my opinion it is appropriate to amend the District Plan to the extent that all of the land owned by HCROL including proposed Lot 1 (229 ha) is removed from the Mackenzie Basin Subzone as it is evident that an adequate analysis of geographical, location and landscape characteristics of the site has not been undertaken.
- I note that the intention of creating the Mackenzie Basin Subzone within the Rural Zone is to recognise the Mackenzie Basin as an outstanding natural landscape and to protect the Basin from inappropriate subdivision, use and development. It is clear from the discussion in the section 32 analysis that the purpose of identifying the Mackenzie Basin Subzone is a means to extend further planning controls over the Basin in order to protect the special landscape values of the Basin whilst retaining the majority of existing Rural zone controls.
- It is now recommended by Ms Harte that the nodal requirement be removed from the Subzone and that much of the land to the south and west of Twizel be removed from the Mackenzie Basin Subzone (as identified on a map included as Attachment B of her Report). It is considered by Ms Harte that this area located between SH8 and the Pukaki Ohau Canal along Manuka Terrace and near the Pyramid, is suitable for lifestyle development.
- 23 I consider that the land owned by HCROL/MLL is also suitable for lifestyle development due to:
 - The site's close proximity to the Twizel township whereby the outer edge of the township logically extends in an eastern direction to incorporate this land area.
 - The significant modification of the land due to elements of domestication which include the substation and oxidation ponds (national and infrastructural assets), intensive grazing and the spread of exotic species particularly wilding pines.
- Because of the above outlined site attributes I do not consider that the site has high scenic values including visual openness and the opportunity for spectacular views. The landscape opens up further north past the Pukaki Airport whereby the Basin's main attributes of unspoiled openness and vastness can be experienced.

The land owned by HCROL/MLL will enable the Twizel township to expand by providing nearby rural residential living opportunities, therefore in my opinion it is non-sensical to include the HCROL/MLL land within the Sub-zone that allows for significant subdivision and built development to occur. Accordingly I recommend that Ms Harte's Attachment B be amended as shown on the plan attached to my evidence as Attachment 'F'.

THE TWIZEL RURAL RESIDENTIAL ZONE

- As an alternative to the above, HCROL and MLL are seeking site specific relief in the form of a rural residential zone located in an area that is subject to two applications for subdivision approval that were lodged as controlled activities in 2007. RM070082 application proposes 49 allotments and reports in relation to the landscape and ecological effects of the proposed subdivision have been undertaken and submitted with the application.
- The following is stated in the 'Officer Report' (pages 47 48) in relation to the 'Manuka Terrace Rural Residential Zone' and the submissions by HCROL and MLL (and Fountainblue):

High Country Rosehip Orchards 80/4, Mackenzie Lifestyle Ltd 81/2 and Fountainblue 83/3 all ask that the Manuka Terrace Rural Residential zone be renamed the Twizel Rural residential zone. I consider the current name for the zone is completely appropriate as it is absolutely clear what area is being referred to. If Twizel was used people would be confused as it is some distance from Twizel and it is possible that in the future a rural residential zone may be established closer to Twizel.

These submissions also ask for specific land to be included in the Manuka Terrace zone. The High Country Rosehip land is an extensive area of land to the south east of Twizel. I am not sure which titles are being referred to however it appears one of the titles contains 1127ha. The Mackenzie Lifestyle land is immediately north of the Rosehip land and is 229ha in area. The Fountainblue et al submission is for land approximately 5m west of Lake Pukaki to the south and west of Gladstone Stream and the Twizel River. Because of the distance of the land from the Manuka Terrace Rural residential zone I consider these submissions are beyond the scope of the hearing panel to consider. If the first two are within (sic) scope then I recommend that it be heard with other Twizel related submissions at a deferred hearing as mentioned in the introduction to this report. With regard to all the submissions I consider that insufficient information and assessment has been provided to form the basis for any rezoning. In particular as raised by the further submissions there is no assessment of the impacts on landscaped and ecology of these areas, how rural residential development would be serviced and what reverse sensitivity issues are raised by these proposals.

Ms Harte's recommendation is that the submissions be declined.

- I disagree with the reasons put forward in relation to the rejection of this aspect of the submission. In my opinion the geographic location of the zone in relation to Manuka Terrace has nothing to do with questions of scope. Furthermore, the nature and rationale for the relief sought being the identification of controlled activity subdivision development does not necessitate further assessment in relation to landscape, ecology and reverse sensitivity as part of this process.
- It is clear from the discussion in the section 32 analysis that the purpose of identifying the Manuka Terrace Rural Residential Zone is to recognise the existing rural residential development that has occurred and to ensure that future subdivision and development is undertaken in accordance with its own zoning. The proposed rural residential zone for the subject site is analogous with this situation. The identified zone covers an area subject to an existing application for subdivision consent that was lodged in 2007 as a controlled activity thus the future environment in this location will be modified by this subdivision activity. For this reason, the recognition of this area with some form of rural residential zoning as has been done at Manuka Terrace is clearly within the scope of PC13.
- In relation to issues regarding the need for further assessment concerning landscape, ecological and reverse sensitivity matters, I do not agree that the nature of the relief sought requires this. The relevant assessment in relation to these matters will be resolved as part of the resource consent process. Any residual concerns can be addressed by deferring the rural residential zoning classification until subdivision consent is obtained.
- It is noted that the proposed site standards relating to residential density in the Rural Residential Manuka Terrace Zone requires that the minimum site area for each residential unit and minor unit shall be 2 ha for lots created prior to November 2007 and 4 ha for all other lots. The 49 allotments proposed by RM070082 range in size from 1.21 ha to 3.18 ha. These lots are all of sufficient size to provide for onsite sewage disposal and during the applicant's initial discussion with Council it was established that a connection to Council's reticulated system could be made. In addition, the proposed lots are of sufficient size for stormwater to be disposed of to ground and of sufficient size to contain a residential dwelling and accessory building/s whilst still retaining an adequate level of open space. The close proximity of the site to the Twizel township coupled with the walkways and accesses proposed by RM070082 will enable a connection to be made between the township and the site. Consequently, the proposed development on HCROL/MLL land will not appear as an intensive rural residential area that is disjunct from the township. It is thereby sought that the District Plan (as modified by PC13) be amended to incorporate smaller minimum allotment sizes for the Rural Residential Zone in order to address the issues and concerns raised by HCROL and Mackenzie Lifestyle Limited.

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For completeness I also note that I do not consider that the identification of this area as a Rural Residential Zone via PC13 to be unexpected from a public participation point of view. PC13 is seeking to achieve exactly the same result in terms of the recognition of rural residential development at Manuka Terrace. Furthermore, this relief is clearly sought in the HCROL and MLL's submission and submissions by other land owners. Thus the relief sought is not novel or out of the ordinary.

CONCLUSION

- There is sound resource management policy justification for the site specific relief sought by Mackenzie Lifestyle Limited and HCROL. In particular, the exclusion of the land from the Mackenzie Sub-Zone or adoption of Rural Residential zoning will result in considerably better resource management outcomes than if the land was retained in the Mackenzie Sub-Zone.
- The site specific rural residential zoning sought is "on" the plan change and the relief will achieve the same positive resource management outcomes as that anticipated for the new Manuka Terrace Rural Residential Zone with the aforementioned amendments relating to site density minimum requirements.

Carey Vivian

Vivian & Espie Ltd





Digital line Plan 50 387086

Survey Number

SO 384036

Surveyor Reference 23897 Orchard Estate

Surveyor

Russell Thomas Benge

Survey Firm

Davis Ogilvie & Partners Ltd (Christchurch)

Surveyor Declaration

Survey Details

Dataset Description Sections 1 - 8

Status

On Requisition

Land District

Canterbury

Survey Class

Class III Cadastral Survey

Submitted Date

05/04/2007

Survey Approval Date

Deposit Date

Comprised In

CT CB47C/171

Created Parcels			
Parcels	Parcel Intent	Area	CT Reference
Section 1 Survey Office Plan 384036	Fee Simple Title	1.127.5280 ha	
Section 2 Survey Office Plan 384036	Fee Simple Title	78.2610 ha	
Section 3 Survey Office Plan 384036	Fee Simple Title	973.4790 ha	
Section 4 Survey Office Plan 384036	Fee Simple Title	72 2782 ha	
Section 5 Survey Office Plan 384036	Fee Simple Title	137.8500 ha	
Section 6 Survey Office Plan 384036	Fee Simple Title	2.3303 ha	
Section 7 Survey Office Plan 384036	Fee Simple Title	6.3531 ha	
Section 8 Survey Office Plan 384036	Fee Simple Title	4.4056 ha	
CSC Parcel Number 9	Hydro	13 3500 ha	
Marked A Survey Office Plan 384036	Easement		
Marked B Survey Office Plan 384036	Easement		
Marked C Survey Office Plan 384036	Easement		
Marked D Survey Office Plan 384036	Easement		
Marked E Survey Office Plan 384036	Easement		
Marked F Survey Office Plan 384036	Easement		
Marked G Survey Office Plan 384036	Easement		
Marked H Survey Office Plan 384036	Easement		
Marked I Survey Office Plan 384036	Easement		
Marked J Survey Office Plan 384036	Easement		
Marked K Survey Office Plan 384036	Easement		
Marked L Survey Office Plan 384036	Easement		
Marked M Survey Office Plan 384036	Easement		
Marked R Survey Office Plan 384036	Easement		
Marked S Survey Office Plan 384036	Easement		
Marked T Survey Office Plan 384036	Easement		
Marked U Survey Office Plan 384036	Easement		
Marked X Survey Office Plan 384036	Easement		





Digital Title Plan SO 384036

Created Parents			
Parcels	Particle Intent	acte	CT Reference
Marked Y Survey Office Plan 384036	Easement		
Marked AB Survey Office Plan 384036	Easement		
Marked AD Survey Office Plan 384036	Easement		
Marked AE Survey Office Plan 384036	Easement		
Marked AF Survey Office Plan 384036	Easement		
Total Area		2.415 8352 ha	













