

S35 Monitoring Report

Mount Cardrona Station

Special Zone

2025

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Executive Summary

This report assesses the efficiency and effectiveness of the objectives, policies and rules of the Mount Cardrona Station Special Zone in the Queenstown Lakes Operative District Plan in accordance with s35(2)(b) of the Resource Management Act 1991. The findings of this report are intended to inform future amendments to the Mount Cardrona Station Special Zone provisions as part of the review of the Operative District Plan (ODP) special zones. The findings of this report are based on available building consent and resource consents that have been lodged within the Zone to date.

The building consent data included building consents processed between 2022 and July 2024. However, as development has only recently started to occur in the Zone, only 12 building consents have been lodged within the Zone to date. One building consent was lodged for a mixed-use dwelling, and 11 for new dwellings.

The resource consent data included resource consents issued between 2011 and August 2024. There have been 30 resource consents issued within the Zone with a total of six controlled, five restricted-discretionary, nine non-complying and 10 discretionary resource consents issued to date. In addition, of the 30 resource consents issued, there have been 68 different breaches recorded (i.e., breaches to activity rules, site or zone standards). Breaches were mostly recorded for controlled activities (27), followed by discretionary (17), restricted-discretionary (12) and non-complying (12). The most common controlled activities were earthworks (12) and subdivision (7).

The data for costs and processing time of resource consents was based on a separate data source and is dated between 2017 and 2021. However, it was not possible to determine the costs and efficiency of resource consents within the Mount Cardrona Station due to a lack of available data and because of the limited resource consents lodged within the Zone to date.

It was also not possible to determine the effectiveness and efficiency of the Zone's objectives and policies given the lack of development that has occurred relative to how much development the Zone provides for (i.e., approximately 600 lots).

The resource consents lodged to date have assisted with establishing the Zone through subdivision and provision of roading and infrastructure. Further resource consents will be lodged as more development occurs which will provide a better indication of the effectiveness and efficiency of the Zone provisions.

Introduction

This report monitors the effectiveness and efficiency of the Mount Cardrona Station Special Zone (the Zone) in the Operative District Plan (ODP). The focus of this report is to determine whether the ODP provisions for the Zone are efficient and effective, whether the objectives and policies are being achieved, and help identify any resource management issues that have emerged. The findings of this report will help to inform the review of the Mount Cardrona Station Special Zone, and the wider review of the special zones of the ODP. This report fulfils the requirements of section 35(2)(b) in relation to the Mount Cardrona Station Special Zone

The RMA requires that the effectiveness and efficiency of a plan are assessed, with the findings then used to inform the process of a reviewing a plan. This is focused on the efficiency and effectiveness of the plans objectives, policies or methods (i.e., rules).

District Plan Effectiveness monitoring requires the Council to compare what is actually occurring under the District Plan provisions with the intentions of the Plan (as expressed through its objectives). This involves first identifying what the plan is trying to achieve for the zone, and to then track how well it is achieving these objectives. Once an understanding of how well the objectives are being met, the next consideration is identify to what extent this can be attributed to the District Plan policies and rules and to what extent 'outside' influences may be affecting the ability of the Plan to achieve its objectives.

Plan Efficiency monitoring refers to comparing the costs of administering the Plans provisions incurred by applicants, the Council and other parties compared to the outcomes or benefits achieved. It is noted here that determining what level of costs are acceptable is generally a subjective judgement and, as such, it is difficult to reach definitive conclusions. It is also considered that if development can be undertaken with no resource consent fees then that improves the efficiency of the Plan.

Requirements of the Resource Management Act (1991)

Section 35 of the Resource Management Act 1991 (RMA) states that:

(2) Every local authority shall monitor –

...

(b) the efficiency and effectiveness of policies, rules or other methods in its policy statement or plan;

...

and take appropriate action (having regard to the methods available to it under this Act) where this is shown to be necessary.

What is the purpose of the Mount Cardrona Station Special Zone?

The Mount Cardrona Station Special Zone is situated on the western side of Cardrona Valley Road approximately 1.5 kilometres north-east of Cardrona Village and approximately 20 kilometres south of Wānaka. The purpose of the Zone is to provide for an integrated community within a village environment that provides a range residential, visitor accommodation, recreational, commercial, education and community activities.

How was the Mount Cardrona Station Special Zone created?

The Mount Cardrona Station Special Zone had previously been zoned for rural visitor purposes since the 1980s. This previous zoning was more permissive and had the potential to enable nearly 1000 residential and visitor accommodation units to be developed as a controlled activity. Prior to Plan change 18 the land had split zoning, with 17 hectares being zoned under Rural Visitor zoning while the remaining 160 hectares zoned under Rural General. A community planning workshop held in 2003 suggested that the location of the Rural Visitor Zone be modified given its proximity to Cardrona Valley Road and the potential for significant adverse landscape effects.

Plan Change 18

The Community workshop ultimately led to the development of Plan Change 18 (PC 18). The purpose of PC 18 was '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.¹

An Independent Hearing Panel (IHP) decision was made for the land, with alterations being made to proposed provisions for the Special Zone. The final decision led to amendments to the zone's spatial extent, with the final size of the Zone being "131 hectares more or less", with the Zone being formed out of the 177 hectares of Rural Visitor and Rural General land prior to PC18. A special zone was created to better relocate boundaries and to improve provisions related to the land to enable development in a way that would have significantly less of an adverse effect on the environment than the current zoning provided for².

A Stakeholders Deed was also signed between Mount Cardrona Station Limited and Queenstown Lakes District Council to require a contribution to community housing as a result of the plan change and the development. This required the developer to contribute to community housing by transfer of the freehold ownership of Community Housing Lots at nil consideration to the Queenstown Lakes Community Housing Trust for the purpose of providing community housing.

¹ Plan Change 18 – Commissioners Recommendation

² Plan Change 18 – Section 32 Report

Plan Change 52

Plan Change 52 (PC52) was initiated through a private Plan Change request from the landowner. The Plan Change request was 'accepted for processing' and was notified in 2017 and sought to make changes to the Zone to enable the restructuring of the development layout and modifications to some policies and methods. At the time of the Plan Change the Zone had been operative for five years but no development had occurred on the site. The Plan Change sought to construct a golf course, increase residential densities, relocate and refocus the village centre, to extend low density development capability further to the west, and to include a carparking area to link with shuttle bus access to Cardrona Ski area. PC52 was made operative in May 2018.

The trend towards the promotion of "a broad 4-season destination for domestic and international visitors, rather than a 2-season (summer and winter) destination" for tourism was raised as important to promote the development of the Zone. To increase visitor numbers in the shoulder and summer seasons is raised as important in the Plan Change Request, and that amendments to provisions to facilitate the development of a golf course could facilitate this shift. The proposal for a golf course was raised regarding the District's growing reputation as the premiere golf tourist destination in New Zealand. The Plan Change request also raises that signalling to the market, the potential of a golf course and the promotion of a 4-season tourism model has led to enquiries regarding development within the Zone.

The MCSL's goals for the plan change are as such:

- To enable development of the Zone in the short to medium term and to therefore have provisions applying to the land that are attractive to the market;
- To construct a gold course for visitors and local residents;
- To increase residential densities;
- To relocate and refocus the village centre;
- To extend low density development capability further to the west; and
- To include a carparking area to link with shuttle bus access to Cardrona Ski Area.

The Section 32 report for PC52 notes that "There is no risk of acting... The Changes proposed to the operative MCSSZ will enable development of the Zone to provide for other activities such as golf in order to grow the visitor experience for Cardrona across all seasons".

The risks of not acting are noted as being:

- Delaying commencement of developing the Zone, because it is unlikely the Zone will be developed without the changes;
- Missing the opportunity to re-configure the Zone to meet market needs for residential and visitor accommodation capacity, and missing the strong market demand for property and tourism product currently being experienced in the District;

- Preventing or delaying the opportunities presented by the change for contributing to golf tourism in the District;
- Preventing or delaying the timely construction of wastewater infrastructure for the wider Cardrona area;
- Overall, preventing a potentially important component of the enabling of social, economic and cultural well-being in the Cardrona Valley.

The recommendation from Commissioners regarding the variations to the Zone were that the proposed amendments ‘delivers a better outcome for the MCSSZ that its predecessor (PC18)³’ and that the Plan Change was recommended to ‘be approved subject to modifications⁴’. The Commissioners Report also noted that while the request identified the intent of the PC52 as a mix of residential and tourism development, the proposal was primarily a tourism development given much of the residential component of the development is more directed at short stay, visitor accommodation.

What is the Zone Trying to Achieve?

The Mount Cardrona Station Special Zone contains eight objectives which are each supported by a number of policies. These objectives are set out in Table 1 below.

Table 1: Objectives of the Mount Cardrona Station Special Zone	
Objective 1: Sustainable Management	The Zone provides for a community that minimizes its effects on the environment and provides for the social and economic wellbeing of the people living within.
Objective 2: Landscape	Development recognizes and responds to the values and character of the landscape. Development areas within the Zone are contained and a defined urban edge is established in order to prevent urban sprawl. Landscaping within the Zone responds to the opportunities and constraints of the site and its surrounds and reinforces cultural landscape patterns in the wider Cardrona Valley.
Objective 3: Integrated Community	To enable a complementary mix of uses within the Zone in order to create an integrated and sustainable community.
Objective 4: Spatial Planning and Design	A coherent site layout that provides a heart to the village, and creates a legible, safe, attractive and efficient environment with a strong character and identity that reflects its unique location.

³ Plan Change 52 Commissioners Recommendation – P.3

⁴ Plan Change 52 Commissioners Recommendation – P.3

Objective 5: Ecological values	To improve ecological values where possible within the Zone.
Objective 6: Heritage Values	To recognise the rich cultural history of the Cardrona Valley through promoting heritage awareness and protection of important heritage features within the Zone.
Objective 7: Infrastructure	Long term environmental sustainability of the Village and its surrounds.
Objective 8: Recreation	To provide for and encourage recreational opportunities and activities within the Zone and their linkage with recreational activities throughout the Cardrona Valley and the surrounding area.

Structure Plan A – Mt Cardrona Station Structure Plan

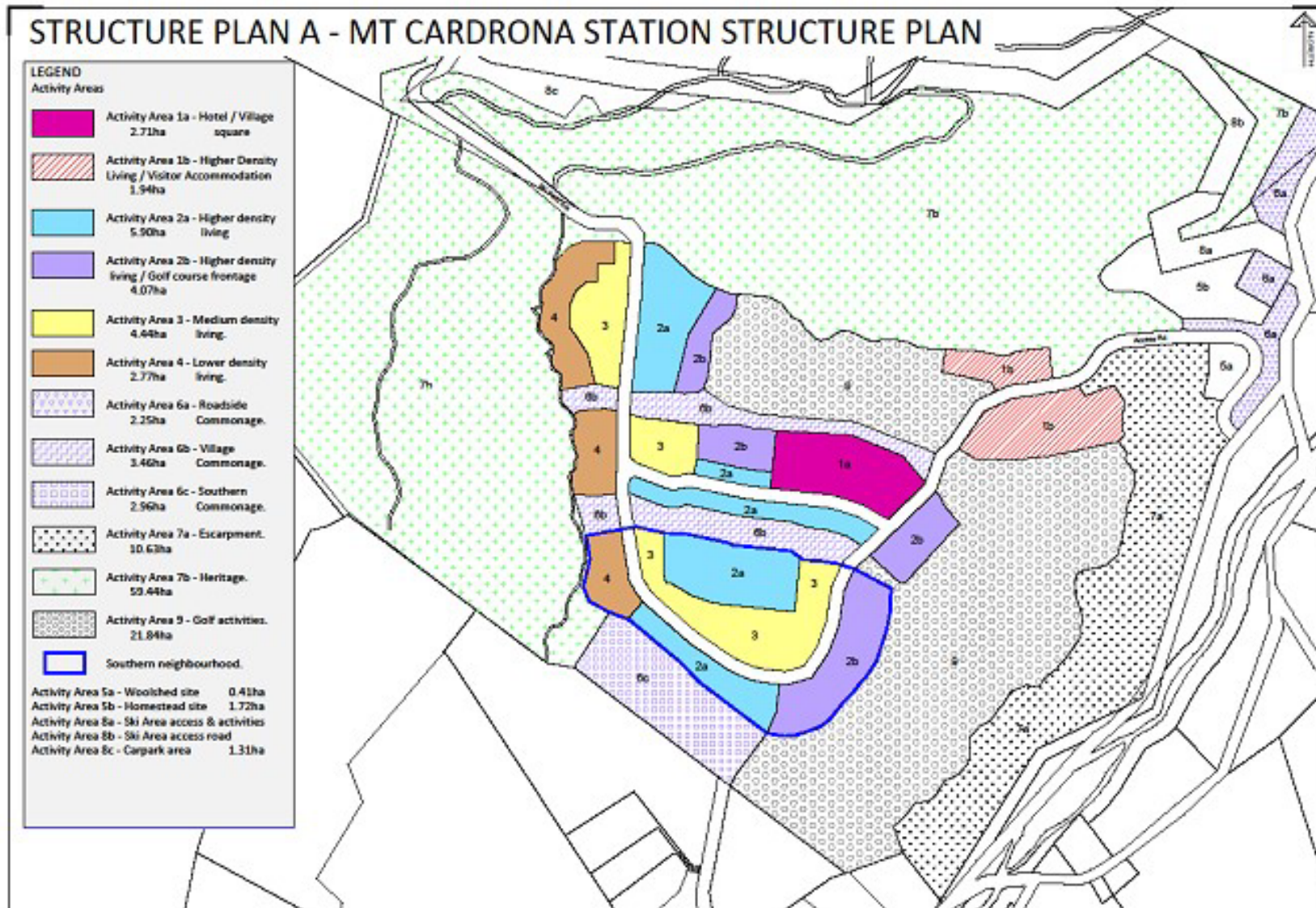
The Mount Cardrona Station Special Zone contains a structure plan which sets out how the Zone is expected to develop. This includes nine different activity areas that accommodate different types of uses and different densities of development. A summary of the anticipated use and development within each activity area is outlined below.

- Activity Area 1a provides for a single landmark building which adjoins a village square or public open space. It also seeks to integrate a golf course into the Zone by co-locating access, parking and commercial activities with visitor accommodation and commercial activities.
- Activity Area 1b provides for visitor accommodation activities and high density residential development.
- Activity Area 2 also provides for visitor accommodation activities and high density residential development to reflect the proximity of the activity area to the Village Centre.
- Activity Area 3 provides for medium density residential development. Activity Area 3 also seeks to ensure that visibility from surrounding areas is properly avoided or mitigated by restricting the height of buildings and ensuring adequate building separation from the eastern escarpment.
- Activity Area 4 provides for a buffer between the higher density areas of the Village and the surrounding open space areas. It also provides for low density residential development with low building coverage and restricted height limits to reflect the location of the Activity Area and its relationship to the surrounding open space.
- Activity Area 5 provides for limited commercial and recreational development at specific sites within the Zone. Activity Area 5a also ensures that any future buildings within the woolshed site are at a similar scale and character to the existing woolshed. Activity Area 5b also provides for commercial recreation activities and farming activities within the homestead site.

- Activity Area 6 provides for formal and informal public recreation activities and pedestrian trails. It also provides for communal open space areas through the Zone. The Activity Area also restricts buildings within Activity Area 6a and 6b and avoids buildings and motorised vehicle activity in Activity Area 6c.
- Activity Area 7 provides for the protection of heritage features within the Zone and the protection of the open space that surrounds the Village. It also enables public pedestrian access through the area while ensuring the safe operation of farming and other rural activities providing for ecological enhance and protection of water races. The Activity also seeks to restrict buildings other than those associated with the provision of access to surrounding recreational activities and avoids buildings within Activity Area 7a to protect the natural values of the escarpment.
- Activity Area 8 provides for parking and shuttle access to the Cardrona Ski Area.
- Activity Area 9 provides for a golf course and related activities and buildings, including construction, operations and maintenance.

The Structure Plan for the Mount Cardrona Station Special Zone is outlined in Figure 1 below.

Figure 1: Structure Plan A for the Mount Cardrona Station Special Zone



How much development does the Zone enable?

The operative Mount Cardrona Station Special Zone comprises approximately 131 hectares of land which includes 92 hectares of open space areas that protect heritage and open space values of the Zone. The Zone expected to develop in accordance with the Structure Plan described above. Further, Plan Change 52 sought to increase the amount of residential development enabled from 576 to 622 lots⁵ (amongst other changes). The Zone also enables visitor accommodation activities within the higher density activity areas (AA 1b, 2a and 2b), with it being a controlled activity. However, limited development has occurred within the Zone to date.

Infrastructure Considerations

Prior to Plan Change 52 (PC52) limited development had occurred due to a lack of infrastructure provision in the Zone. PC 52 sought to enable infrastructure to be constructed earlier and in a more economical manner so that they could accommodate greater capacity than just the Mount Cardrona Station Special Zone⁶. Prior to this infrastructure, the Zone had been operative for five years but had remained largely undeveloped.

The most up to date information for infrastructure capacity (i.e., water supply, wastewater and stormwater) has been provided by Council's Property and Infrastructure Team.

The water supply has been designed for the full development of the Zone. However, if any further intensification was to occur the area would need to be reassessed to confirm if the existing network could supply a higher population or if it could be adequately upgraded.

Wastewater from the Zone drains via gravity to the Cardrona Wastewater Treatment Plant which has been sized to accommodate both the development of the Zone and the Cardrona Township. It also has two stepped upgrades that can happen as the demand requires. However, an assessment would need to be undertaken to understand if the stepped upgrades can be sized to accommodate the higher population expected from further intensification.

⁵ Section 32 report Document 6: Economic impacts of the proposed Mt Cardrona Station development

⁶ Planner's Section 42a Report for Plan Change 52: Mount Cardrona Station Special Zone

The “State” of the Special Zone

To determine the state of the Mount Cardrona Station Special Zone Council has used available building and resource consent data sourced from its TechnologyOne programme (TechOne). This has helped to provide a clear overview of development activity of the Zone and determine the efficiency of the Zone provisions. An assessment of the findings of the building and resource consent data is outlined below.

Building Consents

The building consent data for the Zone includes building consents processed between 2022 and July 2024. It includes building consents that have been issued and those which have not yet received a Code of Compliance. It does not include amendments to existing building consents, or any building consents that were withdrawn, lapsed or declined.

The building consents have been grouped into two categories which include building consents for mixed-use dwellings and new dwellings. However, as development has only recently started within Zone there is a limited number of building consents that have been issued to date. Table 2 shows the types of building consents that have been issued between 2022 and 2024.

Table 2: Building consents issued within the Mount Cardrona Special Zone 2022 - 2024

Building Consent Type	Count	Percentage
Mixed-use dwelling	1	8.3
New dwelling	11	91.7
Total	12	100

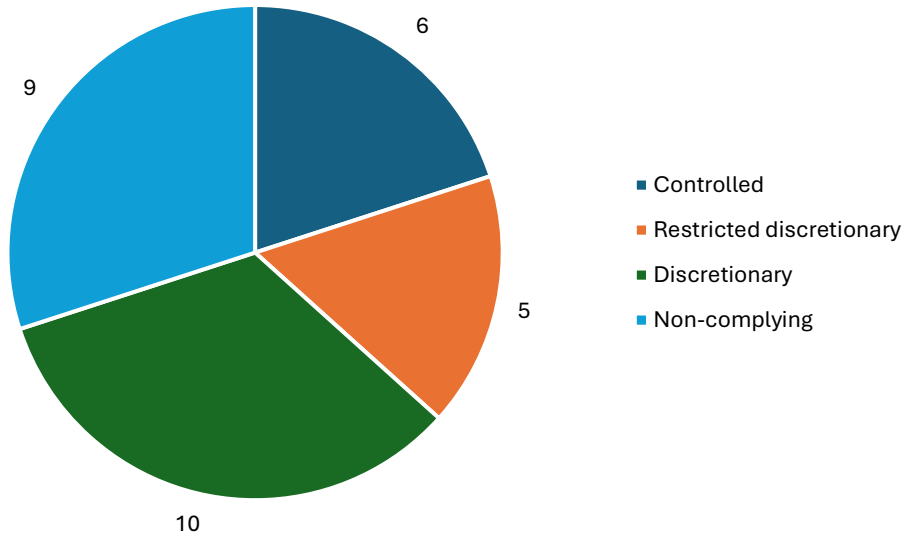
Resource Consents

The resource consents data for the Zone includes resource consents issued between 2011 and August 2024. This includes resource consents that have been issued but does not include any resource consents which have been withdrawn or declined. There has been a total of 30 resource consents issued within the Zone, with 68 different breaches recorded (i.e., breaches to rules, site or zone standards). An assessment of these activities and the relevant breaches is outlined below.

Activity status of Resource Consents

There have been 10 discretionary and nine non-complying resource consents issued within the Zone to date. Six controlled and five restricted discretionary resource consents have also been issued within the Zone. Figure 2 shows the number of resource consents that have been issued within the Zone by activity status.

Figure 2: Number of Resource Consents by Activity Status



Breaches by Activity Status

Figure 3 shows the number of breaches and their activity status. As noted above, of the 30 resource consents issued within the Zone, there have been 68 breaches in the Zone. While most resource consents issued have been discretionary and non-complying, the most common breaches to rules are for controlled activities. This is followed by discretionary rule breaches and restricted and non-complying breaches.

Figure 3: Breaches by Activity Status

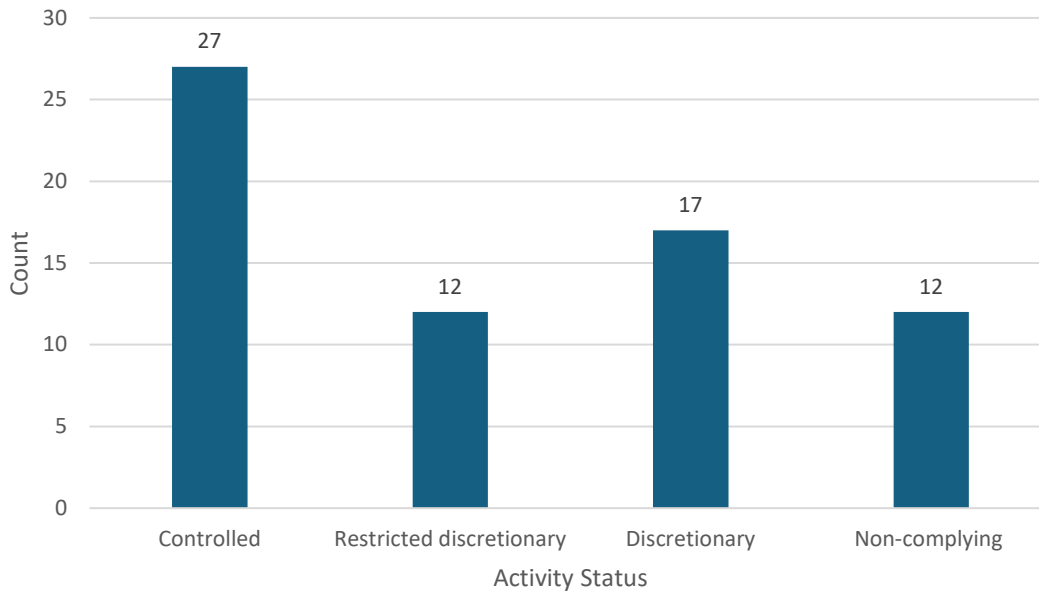


Table 3 shows the types of activity breaches that have occurred within the Mount Cardrona Station Special Zone.

Controlled Activity Breaches

Overall, earthwork activities account for the highest number of controlled activity breaches. This is followed by subdivision, and several breaches to signage (under section 18 of the Operative District Plan) and visitor accommodation. Breaches have also been recorded for several other controlled activity rules for structure plans, utilities and infrastructure, and commercial buildings.

Restricted Discretionary Breaches

Internal setbacks, earthworks and road setbacks were the most common breaches recorded within the Zone. Breaches were also recorded for several other restricted discretionary activities such as access roads (under Section 14 of the Operative District Plan), commercial recreation, vehicle crossings and structure plans.

Discretionary Breaches

Roading and transport-related breaches, s127s, building and infrastructure-related breaches, and s221s were the most common discretionary breaches. Other breaches were recorded for signage and gas storage.

Non-complying Activities

Subdivision and breaches to structure plans were the most common non-complying breaches. Other breaches included building rest and building footprint.

Table 3: Activity Breaches

Activity Classification	Activity	Number
Controlled	Earthworks	12
Controlled	Subdivision	7
Controlled	Signage	3
Controlled	Visitor Accommodation	2
Controlled	Structure Plan	1
Controlled	Utilities and infrastructure	1
Controlled	Commercial building	1
Restricted discretionary	Internal setback	3
Restricted discretionary	Earthworks	3
Restricted discretionary	Road setback	2
Restricted discretionary	Access roads	1
Restricted discretionary	Commercial recreation	1
Restricted discretionary	Vehicle crossing	1

Restricted discretionary	Structure plan	1
Discretionary	Roading and transport	7
Discretionary	S127	4
Discretionary	Buildings and infrastructure	2
Discretionary	Signage	1
Discretionary	Gas storage	1
Non-complying	Subdivision	7
Non-complying	Structure plan	3
Non-complying	Building restriction area	1
Non-complying	Building footprint	1

Average cost and Processing Time for Resource Consents

The data for costs and processing time of resource consents is sourced from TechOne and is dated between 2017 and 2021. This data was prepared to meet Councils reporting requirements to the Ministry for the Environment and is based on a different dataset than the resource consent data that is analysed above. However, given that development in the Mount Cardrona Station Special Zone has only recently commenced, there is not sufficient data available on the average costs or processing times for resource consents issued within the Mount Cardrona Special Zone to date. This means that it is not possible to determine efficiency in terms of costs and processing times at this point in time.

How Effective are the Special Zone Objectives, Policies and Rules?

As noted above, the Mount Cardrona Station Special Zone contains eight objectives which are each supported by a number of policies. However, given the amount of development that is expected to occur in the Zone (i.e., approximately 600 residential allotments) compared to the number of resource consents issued to date, it is considered that it is not possible to determine the effectiveness and efficiency of the objectives, policies and rules at this point in time.

Findings

The above assessment indicates that it is not possible to determine the effectiveness of the objectives and policies of the Mount Cardrona Station Special Zone at this point in time due to the limited amount of development and resource consents that have been lodged within the Zone. Infrastructure constraints in the early stages of the Mount Cardrona Station Special Zone have meant that limited development has occurred. However, the resource consents that have been lodged to date have assisted with establishing the Zone in terms of subdivision and provision of roading and infrastructure. Further resource consents will be lodged as more development occurs which will provide an indication of the effectiveness and efficiency of the Zone provisions.

Appendix 1: Mount Cardrona Station Special Zone



Scale: 1:9,028

0 260 520 1,040 Meters

The information provided on this map is intended to be general information only. While considerable effort has been made to ensure that the information provided on this map is accurate, current and otherwise adequate in all respects, Queenstown Lakes District Council does not accept any responsibility for content and shall not be responsible for, and excludes all liability, with relation to any claims whatsoever arising from the use of this map and data held within.