

DECISION OF THE QUEENSTOWN LAKES DISTRICT COUNCIL RESOURCE MANAGEMENT ACT 1991

Applicant: McDONALD'S RESTAURANTS (NEW ZEALAND) LTD

RM reference: RM140720

Location: 1055 Frankton Road, Queenstown

Proposal: Consent is sought to establish and operate a car park, including

associated earthworks, fencing, retaining walls, lighting, landscaping

and signs.

Legal Description: Section 4 Block XXII, Town of Frankton held in Computer Freehold

Register OT394/229

Zoning: Low Density Residential

Activity Status: Non-Complying

Notification: 15 October 2014

Closing Date of Submissions 13 November 2014

Commissioner: Commissioner A. Henderson

Date: 15 April 2015

Decision: Consent is granted subject to conditions

UNDER THE RESOURCE MANAGEMENT ACT 1991

IN THE MATTER OF an application by McDonald's Restaurants (New Zealand) Ltd to establish and operate a car park, including associated earthworks, fencing, retaining walls, lighting, landscaping and signs

Council File: RM140720

DECISION OF QUEENSTOWN LAKES DISTRICT COUNCIL HEARINGS COMMISSIONER A. HENDERSON, HEARING COMMISSIONER APPOINTED PURSUANT TO SECTION 34A OF THE ACT

The Proposal

- I have been given delegated authority to hear and determine this application by the Queenstown Lakes District Council ("Council" under section 34 of the Resource Management Act 1991 ("the Act") and, if granted, to impose conditions of consent.
- The application (RM140720) has been made by McDonald's Restaurants (New Zealand) Ltd to establish and operate a car park, including associated earthworks, fencing, retaining walls, lighting, landscaping and signs.

Site Description

- A full description of the environment within which the application sits can be found in section 2 of the Assessment of Environmental Effects (AEE) prepared for the Applicant by Jenny Hudson, the Applicant's planning consultant. The description of the site as a vacant residential section were not disputed by any party and I am therefore content to rely upon them, noting that the descriptions accord with my impressions from my site visit.
- The property is legally described as Section 4 Block XXII, Town of Frankton held in Computer Freehold Register OT394/229.

Notification and Submissions

5 Public Notification of the application on 14 October 2014 drew three submissions, all of which opposed the application. The submissions were summarised in the section 42A report as follows.

Name	Location of Submitters' Property	Summary of Submission	Relief Sought	
Lawrence McSkimming and Heather Langdon	Skimming Road, Frankton Heather		Guarantee of no additional signage (Massive M's erected)	
Languon		Concerned about the increase traffic and traffic noise.		IBEX Lighting in car park to be turned off at 8pm closure
		Amenity and Privacy	•	
		Concerned about additional visual pollution of McDonald's signage & lighting.	Landscaping to include numerous trees as shown in the plans	
		Concerned about how the new parking lot hours of operation will be	Barrier arms installed as shown in the plans	
		enforced. Concerned about loss of privacy as we reside directly across the road. Our lounge already reflects the existing McDonald's signage plus the headlights using drive through.	Lot to be maintained (Bins) to ensure we are not having to clean our property of McDonald's garbage blown across the street due to overflowing bins	
			Artists impression "earthworks' of the car parking lot looks to be lower than existing elevations. Is this actual? We believe this should help with some of our privacy issues.	
Fiona McDonald	1058 Frankton Road, Frankton	Concerned directly affected by the proposal.	Declining the application in its entirety	
		Traffic	·	
		Traffic danger, congestion, confusion and gridlock effect will be escalated on the State Highway.		
		Will increase the number of entry/exits between McBride Street and Yewlett Crescent entrance onto a congested highway.		
		The site is on the crest of a hill approximately 250m from the change of speed to 50km which has resulted in concerns from lack of adherence to 50km and dangerous manoeuvres.		

		Driveway will be about 3m to the east of the proposed entry/exit. Will result in a dangerous manoeuvre for residents entering onto the road due to the distance of driveways from the proposed entry/exit. Why is further parking required? Unsure where traffic movement data was derived from/time of year surveys were taken. Would like more information.			
		Zoning			
		Commercial sprawling impacting on the landscape and entrance to Queenstown. Will set a precedent for other sites.			
		Amenity and Privacy			
		Will result in increased vehicle lights shining into dwelling from vehicles exiting and signage.			
		Transparent controlling and supervision of the car park required to avoid gathering and loitering on site.			
		Reduce privacy particularly as a result of the campervan spaces being directly opposite living area.			
		Summary			
		Effects of the proposal more than minor in respect to traffic safety and residential amenity. Proposal contrary to the District Plan. Effects on the State Highway cannot be ignored despite written approval from NZTA.			
Alexa Forbes	8 Robertson Street	Submitting in support of several Frankton residents.	Declining application	in	the its
	3.1001	Traffic	entirety	111	113
		Concerned about further congestion on Frankton Road and increased vehicle movements which are not anticipated in a low density residential development.			
		Amenity			
		Concerned about degradation of the entrance to Queenstown.			

6 The matters raised in the submissions are addressed where relevant later in this decision.

The Hearing

- A hearing to consider the application was convened on 10 March 2015. In attendance were:
 - (a) The Applicant, McDonald's Restaurants (NZ) Ltd, represented by Mr Jeremy Brabant, (Barrister);
 - (b) Council Officers, being Ms Liz Hislop (reporting officer); Mr Blair Devlin (QLDC Consents Manager) and Mr Richard Denney (Consultant Landscape Architect);
 - (c) Ms Fiona McDonald (Submitter); and
 - (d) Ms Heather Langdon and Mr Lawrence McSkimming (Submitters).
- 8 Mr Brabant called evidence from the following parties and expert witnesses in support of the Applicant's case:
 - (a) Mr Mark Julian (Franchisee);
 - (b) Mr Warwick Stevens (McDonald's National Real Estate Manager);
 - (c) Mr John Burgess (Transport Engineer); and
 - (d) Ms Jenny Hudson (Planning Consultant).

Summary of Evidence Heard

- The following is a brief outline of the submissions and evidence presented on behalf of the Applicant and submitters. This summary does not detail all of the material that was advanced at the hearing, but captures the key elements of what I was told as the material generally reinforced the matters included in the application and submissions. Where relevant, I address specific issues in my assessment.
- Mr Brabant introduced the application and confirmed that the landscape plan had been amended to include additional trees as agreed by the landscape architects, and an amendment to the existing fence adjoining the drive-through to ensure the maintenance of appropriate sight lines. Mr Brabant confirmed these had been shown on the pre-circulated amended plans.
- Mr Brabant noted that the two planners were in general agreement, and considered the key issues in this application to be as follows:
 - Residential amenity. Mr Brabant submitted, based on case law, that effects on amenity must be considered objectively. He considered that the effects that would be generated by the application on residential amenity are appropriate. Reference was also made to the permitted baseline, with Mr Brabant submitting that from a built development perspective, two dwellings on the site would be likely to have more negative views across the site from the public domain and nearby properties due to their bulk and height.

- Noise. Mr Brabant noted that the application was made on the basis that the application will comply with the Plan's noise limits, and therefore fell within the permitted baseline.
- Litter, which submitters were concerned about. Mr Brabant considered the applicant's litter management regime was sufficient to address any issues.
- Light spill. The applicant's lighting expert confirmed in the application that any light spill will be lower than the maximum levels permitted in the District Plan. He also confirmed the applicant intends to turn off any car park lighting when the park is closed.
- Transportation. Mr Brabant submitted that the Applicant's traffic evidence, the written
 approval from NZTA and the agreement between Mr Burgess and the Council's traffic
 engineer was sufficient to show that any effects on traffic safety would be acceptable.
- The objectives and policies of the Plan. Mr Brabant concurred with Ms Hudson's conclusion that the proposal was not contrary to the Plan's provisions, and noted that a decision maker should do more than focus simply on the micro effects of a proposal in its immediate surroundings, but should be cognisant that the Plan's provisions seek an outcome zone wide and for the district as a whole.
- Mr Brabant also considered that matters of precedent and the potential for anti-social behaviour were of no consequence, and also noted that the applicant is not required to demonstrate a need for a particular proposal. Mr Brabant concluded that the proposal satisfied both gateway tests, and satisfied the purpose of the Act.
- Mr Stevens explained the consultation McDonald's had undertaken with neighbours, and addressed a number of matters raised in the officer reports, including the design of the walkway between the park and the restaurant, landscaping.
- Mr Julian explained McDonald's methodology for calculating the number of car parks required, and noted that at peak times they have insufficient parks. He noted that the proposed car park will provide a convenient alternative to the main car park and will relieve congestion at peak times. Mr Julian also stated that the car park will be closed between 8pm and 7.30 am the following morning, and lighting will be switched off when it is not in use. Mr Julian was confident that the park would be managed appropriately. He also produced the Company's litter policy, and considered it was sufficient to manage any litter that might be produced at the car park.
- Mr Burgess is an experienced traffic engineer. His evidence concluded that the design of the car park meets all normal traffic engineering standards and complies with the relevant rules and standards of the District Plan in relation to access and parking. He also considered that the entry/exit onto Frankton Road will enable the car park to operate safely and efficiently with minimal impact on the traffic environment. He noted that the NZTA had provided written approval to the proposal, adding strength to his view in relation to the degree of adverse effects. Overall, he concluded that the proposed car park is acceptable from a transportation point of view.
- Ms Hudson provided expert planning evidence. She generally concurred with the reporting planner, and concluded overall that the adverse effects on amenity values will be no more than minor, and that they can be managed by conditions. The proposal is not contrary to

the objectives and policies of the Plan, and overall she concluded the application satisfies both gateway tests.

Submitters

- Ms McDonald spoke to her submission, and added additional comments to the concerns she raised, including:
 - concern over the intrusion of commercial activities into the residential zone;
 - the nature of traffic along Frankton Road is already unsafe, and the new car park will add to congestion;
 - the validity of the NZTA written approval, given it was signed in 2013, and there had been changes to the plans since then. Ms McDonald disagreed that the traffic effects would be acceptable;
 - concerns over amenity effects, particularly in relation to views across the site, headlight glare and the loss of an empty section that the public currently enjoy. The landscaping is insufficient, and seasonal effects on the landscaping had been overlooked:
 - there is no need for the car park, and Ms McDonald doubted that it could be sufficiently managed to avoid issues arising from litter and use by non-patrons; and
 - the proposal was contrary to the objectives and policies of the Plan.
- 18 **Heather Langdon** raised concerns with the safety of the accesses, and noted she had not turned right out of her property for the last year. She suggested that the drive through be taken out and that it instead be used as access to the new car park. Ms Langdon also considered that privacy would be affected.

Officers

- Following the Applicant's case and the submitters' evidence, I received comments from the Council officers. Firstly, **Mr Denney** confirmed that he was satisfied with the amended landscape plan submitted by the Applicant. **Mr Devlin** noted that while the residential zone was subject to the district plan review, it was not to be notified until later this year.
- Ms Hislop spoke to her report, and stood by her recommendation that consent be granted. She noted that NZTA had been notified of the proposal and had elected not to make a submission. She also clarified that a reference in her report to the site being a 'gateway' to Queenstown was adopted from an earlier description of the site and area in the context of the commercial zoning adjacent to the site.
- 21 Ms Hislop confirmed that the Council's engineer was satisfied with the access proposed for the car park.

Applicant's Right of Reply

Mr Brabant's closing comments were brief, reflecting the fact that the planners were in agreement over the nature of the effects of the proposal. Matters raised by Mr Brabant are as follows:

- The Act is an enabling statute. There is no need for the applicant to prove a need for the car park. They are entitled to apply and have the application assessed on its merits.
- It is evident there is a desire for the lot to stay undeveloped. While this is understandable, it is a private site, and there is a permitted baseline that includes uncontrolled landscaping.
- The permitted baseline should not be set aside. It is relevant, including in terms of noise and lighting.
- While the traffic on Frankton Road may be problematic, this application will not change that. Mr Brabant submitted that, based on previous Environment Court decisions, this is not a reason to decline the application. It is ironic that congestion and lower speeds can assist in turning, and ultimately drivers will make their own choice to turn right out of the car park or not. The uncontested traffic evidence of Mr Burgess can be relied on.
- Matters of the management of the car park are up to McDonalds. If consent is granted it is up to them to ensure compliance.
- The signs proposed are not the largest along Frankton Road. They are not out of context with existing development.
- The submitters consider that the application is contrary to the provisions of the Plan.
 To be contrary is a large bar, and this application is not. Both threshold tests are satisfied, and the consent can therefore be granted.

District Plan Provisions

- The site is located within the Low Density Residential Zone in the Operative District Plan, the purpose of which is to provide for low density permanent living accommodation, maintaining a dominance of open space and low building coverage. The zone seeks to maintain and enhance the low density residential areas with ample open space, low rise development and minimal adverse effects experienced by residents. Other activities are permitted in the zone provided they meet environmental standards which keep the activities compatible with residential activity and amenity.
- The section 42A report identified that the relevant Objectives and Policies are located in Parts 7 (Residential) and 18 (Signs) of the District Plan.
- The resource consents required for the proposal are addressed in evidence of both planning experts. I note that they were agreed on all of the consent requirements, and confirm that it is my view that the proposal requires the following consents:
 - A controlled activity resource consent pursuant to Rule 7.5.3.2 [iii] buildings for non-residential activities. The proposed structures which are caught by this rule are the southern and western boundary walls and fences which are 2m and over in height, the sign and lighting. Council's control is with respect to: the location, height, external appearance and methods of construction to avoid or mitigate adverse effects; the relationship of the buildings to its neighbours; the relationship of parking access and manoeuvring areas; the extent and quality of any landscaping proposed and the compatibility with the New Zealand Urban Design Protocol.

- A **restricted discretionary** activity pursuant to Rule 7.5.3.4 [vi] as the proposal breaches site standard 7.5.6.2 [i] (a) in regard to no more than one full-time equivalent person who permanently resides elsewhere than on site may be employed in a non-residential activity on the site. The proposed car park requires staff employed at the restaurant to intermittently carry out rubbish collection and cleaning and car park and landscaping maintenance to be undertaken by contractors. Council's discretion is restricted to this matter.
- A **restricted discretionary** activity pursuant to Rule 7.5.3.4 [vi] as the proposal breaches site standard 7.5.6.2 [ii] (a) in respect to the minimum setback from road boundaries of any building shall be 4.5m. One light pole 2.6m from the front boundary and 1.4m from the western boundary and the proposed freestanding traffic directional sign trigger this rule. Council's discretion is restricted to this matter.
- A **restricted discretionary** activity pursuant to Rule 7.5.3.4 [vi] as the proposal breaches site standard 7.5.6.2 [ii] (b) in respect to screening of parking areas from a road to at least 1.8m in height. The proposed landscape plan shows the predominant plant species between the road and the parking area is flax (*Phormium emerald green*) which will grow up to 1.4m in height which is 400mm lower than required. Council's discretion is restricted to this matter.
- A **restricted discretionary** activity pursuant to Rule 7.5.3.4 [vi] as the proposal breaches site standard 7.5.6.2 [iii] (a) in respect to setback from internal boundaries/neighbours. The combined wall and fence along the southern and western boundary is deemed to be a building and will in places infringe the 2m setback. The proposed flood lights are 3.5m in height and the two along the southern boundary are set back 1.4m from the fence and the flood light closest to the road boundary which is set in 1.4m from the western boundary also trigger this rule. Council's discretion is restricted to this matter.
- A **restricted discretionary** activity pursuant to Rule 7.5.3.4 [vi] as the proposal breaches site standard 7.5.6.2 [xi] (a) (i) in respect to earthworks volume exceeding 100m³ per site (within a 12 month period). It is proposed to carry out a total of 387m³ of cut and fill with a volume of excavation of 250m³ and the volume of fill being 137m³. Council's discretion is restricted to this matter.
- A **restricted discretionary** activity pursuant to Rule 7.5.3.4 [vi] as the proposal breaches site standard 7.5.6.2 [xi] (a) (ii) in respect to the maximum area of bare soil exposed from any earthworks where the average depth is greater than 0.5m exceeds 200m² in area. Council's discretion is restricted to this matter.
- A **restricted discretionary** activity pursuant to Rule 7.5.3.4 [vi] as the proposal breaches site standard 7.5.6.2 [xi] (b) (i) in respect to the vertical height of any cut or fill shall not be greater than the distance of the top of the cut and fill from the site boundary. Except where the cut or fill is retained, in which case it may be located up to the boundary, if less or equal to 0.5m in height. The depth of fill at the boundary is 0.6m at its maximum. Council's discretion is restricted to this matter.
- A **non-complying** activity pursuant to Rule 7.5.3.5 as the proposal breaches zone standard 7.5.6.3 [v] (a) in regard to at least one person engaged in the activity must reside on site. There will be no persons residing on site.
- A **non-complying** activity resource consent pursuant to Rule 18.2.5 in the Low Density Residential area [i] on any site signage shall have a maximum area of 0.5m². The proposed sign is 1.89m² so exceeds the permitted sign area in this zone.
- 26 Overall, I agree that the application is considered to be a **non-complying** activity.

Relevant Statutory Provisions

- This application must be considered in terms of Section 104 of the RMA.
- Subject to Part 2 of the RMA, Section 104 sets out those matters to be considered by the consent authority when considering a resource consent application. Considerations of relevance to this application are:
 - (a) any actual and potential effects on the environment of allowing the activity; and
 - (b) any relevant provisions of:
 - (i) National environmental standards;
 - (ii) Other regulations;
 - (iii) a national policy statement
 - (iv) a New Zealand coastal policy statement
 - (v) a regional policy statement or proposed regional policy statement
 - (vi) a plan or proposed plan; and
 - (c) any other matters the consent authority considers relevant and reasonably necessary to determine the application.
- In addition, Section 104D (Particular Restrictions on non-complying activity) states that:
 - (1) Despite any decision made for the purpose of section 95A(2)(a) in relation to adverse effects, a consent authority may grant a resource consent for a non-complying activity only if it is satisfied that either
 - (a) the adverse effects of the activity on the environment (other than any effect to which section 104(3)(a)(ii) applies) will be minor; or
 - (b) the application is for an activity that will not be contrary to the objectives and policies of-
 - (i) the relevant plan, if there is a plan but no proposed plan in respect of the activity; or
 - (ii) the relevant proposed plan, if there is a proposed plan but no relevant plan in respect of the activity; or
 - (iii) both the relevant plan and the relevant proposed plan, if there is both a plan and a proposed plan in respect of the activity.
- The application must also be assessed with respect to the purpose of the RMA which is to promote the sustainable management of natural and physical resources.
- 31 Section 108 empowers me to impose conditions on a resource consent.
- The purpose of the Act is to promote the sustainable management of the natural and physical resources. The definition of sustainable management, as expressed in section 5, is:

"managing the use, development and protection of natural and physical resources in a way or at a rate which enables people and communities to provide for their social, economic and cultural well being and for their health and safety while:

(a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations: and

- (b) Safeguarding the life-supporting capacity of air, water, soil and ecosystems: and
- (c) Avoiding, remedying, or mitigating any adverse effect of activities on the environment.
- 33 Section 6 addresses matters of national importance. None are relevant to this application.
- Section 7 is also relevant, requiring me to have particular regard to the following:
 - (b) The efficient use and development of natural and physical resources
 - (c) the maintenance and enhancement of amenity values
 - (f) the maintenance and enhancement of the quality of the environment
 - (g) any finite characteristics of natural or physical resources.
- Section 104(3)(b) requires that I have no regard to effects on people who have given written approvals of the application. This is particularly relevant in this application as written approval has been obtained from the following parties:

New Zealand Transport Agency	
Hye Ran Kim	34 Stewart Street, Frankton

- Pursuant to section 104(3)(b) of the Act, any effects on these properties have not been considered. I note that Ms McDonald queried the validity of the NZTA written approval. I note that the approval was signed by the NZTA, and they did not take up the opportunity to submit, or to withdraw their approval prior to the hearing. I therefore consider the approval to be valid and accordingly cannot consider effects on the operation and efficiency of the activity on the State Highway.
- In reaching my decision I note that I have taken into account all of the information provided with the application, the section 42A report and appended assessments, and the evidence presented at the hearing. I have also considered the provisions of the relevant plans, and Part 2 of the Act.

Permitted baseline, existing environment and receiving environment

- Both Ms Hudson, planner for the Applicant, and Ms Hislop, the reporting planner, agreed that the permitted baseline included a range of activities that could be undertaken as of right in the residential zone. I accept that this includes the construction of two dwellings, landscaping, associated fencing/structures up to 2m in height.
- I consider it appropriate in this case to exercise my ability to apply the permitted baseline and disregard the actual and potential effects of activities where the Plan permits activities with that effect. Having considered the evidence of the planning experts, and conducting my own site visits to the site and to the properties of Ms McDonald and Ms Langdon (at their request on 20 March) I consider that in many respects, the construction of a car park on the site will have less effects than a complying residential development on the site. I consider this to be particularly relevant to the consideration of visual effects, as I discuss later in this decision.

My assessment of this application, therefore, has been undertaken within the context of the receiving environment, as discussed by Ms Hudson and Ms Hislop, cognisant of the fact that I am unable to consider any effects on parties that have provided written approval. As identified in the section 42A report, these parties are residential properties adjacent to the site and the Transport Agency.

Assessment

- I note that the two planning experts are in agreement over most, if not all, of the actual and potential effects, and I accept their evidence. I also note that the landscape experts have agreed on the final form of the landscape plan that is to be implemented. No other party provided expert traffic evidence, and I am content to rely on that of Mr Burgess for the Applicant. The fact that the Transport Agency has provided written approval, in my opinion, lends strength to the conclusions of Mr Burgess. No planning or traffic evidence was provided by any other party, and accordingly I rely upon the evidence of these experts. Any area where there is disagreement is addressed in the following considerations.
- I agree with the planning experts that a number of matters require assessment, and address them in the following paragraphs.

Visual and character effects

- Ms Hudson considered that coherence and character effects are influenced by the extent to which the proposal fits within the wider context of activities in the locality. In this case I agree that the context includes the established commercial area at the junction of SH6A and Kawarau Rd/McBride Street, and the residential area on the Queenstown side of the commercial zone. I agree with Ms Hudson that the carpark will read as a minor extension of the commercial area. It does not interrupt the existing streetscape, as the site is currently vacant. The car park will be landscaped, and the landscaping has been designed to ensure that the potential effects on the adjacent residential properties will be appropriately mitigated.
- I consider that the permitted baseline is relevant to the consideration of the potential visual effects of the proposal. Two dwellings built in accordance with the relevant standards will obscure more of the views across the site when viewed from surrounding properties, including those on the opposite side of the State Highway.
- Ms McDonald considered that the vacant property should not be consented as a car park. She noted that the site was enjoyed by many in the community, and provided unimpeded vistas of the lake and mountains. However, I do not consider this is a matter that can or should result the application being refused. Irrespective of the public's perceived ability to use the site or rely on it for amenity reasons, the fact remains that it is a private property subject to the residential zone rules, and the permitted baseline provides for residential development on the site. I find that the potential (and permitted) bulk and location effects of a complying residential development on views and visual amenity will be greater than the effects of the development of a car park on the site.
- On this basis, I agree with Ms Hudson that the loss of potential residential character on the site will not fundamentally change the character of the area, and as Ms Hislop noted, any loss of character can be mitigated by the proposed landscaping.

47 Having considered the evidence presented in the Application and at the hearing, I find overall that the proposal will not have any adverse effects that are more than minor on residential amenity or character.

Landscaping

I note that the landscape architects for the Council and the applicant reached agreement on the proposed landscaping for the site. Mr Denney appeared for the Council and confirmed that the agreement was represented on the amended landscape plan that was provided. The amended plan takes into account the preferences expressed by the adjoining residents during consultation, and no landscape evidence was presented by any other party. I also note that Mr Burgess did not raise any concerns with the landscaping from a traffic perspective. Overall, I agree with the planning experts that the landscaping will not create any adverse effects that are more than minor, and will assist in mitigating the effects of the proposal.

Traffic Effects

- Ms Hislop's section 42A report noted that submitters have raised concerns in respect of traffic generation and vehicle movements. Ms Hislop traversed the traffic issues in some detail, drawing on the Council's traffic engineer to consider that overall, any adverse effects on driver and pedestrian safety, parking and manoeuvring, and access and vehicle movements to be generated by the proposal.
- The evidence of Mr Burgess was not contested by any other expert. His view was that the traffic effects were acceptable, and that the operation of the car park would not create any adverse conflict issues with cars entering or existing driveways on opposite sides of the road. No concerns were raised in relation to the size or location of the proposed signage on traffic safety.
- The submitters considered that the traffic effects of the proposal would be significant, and would add to the currently unsafe traffic situation on Frankton Road. However, as Mr Burgess noted, the NZ Transport Agency has provided its written approval to the application, and it is the only party that can approve vehicle access onto a State Highway. I agree with Mr Burgess that the written approval of the Transport Agency support the conclusion that the proposal is acceptable from a traffic operational and safety point of view, and so find.

Pedestrian Safety

- In response to the Council officer's reports, the applicant agreed to amend the layout of the pedestrian footpath along the frontage of the property to ensure it remained consistent with the existing footpath and maintained pedestrian priority. I consider this is appropriate.
- I also note that Mr Denney originally considered that the design of the connection between the car park and the restaurant should be redesigned to provide a straight line connection to the street. The evidence of Mr Stevens appended a letter from Elliot Architects, addressing this issue, noting that:
 - The best entry point in the car park for the path is the centre of the car park so that patrons do not have to walk too far from their vehicles.

- People take the shortest, straightest route available to their destination so the path needs to be as near as possible to the restaurant, otherwise they would take a shortcut through the garden.
- Ramps are more appropriate as they provide access for less able customers, and those with push chairs.
- I note that Mr Denney agreed with the applicant in relation to the amended plan, and I am content to rely upon the design proposed by the applicant, for the reasons appended to Mr Steven's evidence.

Noise Effects

Ms Hislop's report noted that construction and operational noise limits would not be breached, based upon the assessment of Council's Environmental Health Officer. Ms Hudson also considered that noise effects would be less than minor, as a result of the ambient background noise, landscaping and fencing. I accept these views.

Lighting

Ms Hudson addressed the lighting proposed for the car park. She noted that the lighting plan prepared for the site complied with the District Plan rules. This was confirmed in the lighting report prepared by IBEX, submitted as part of the application. I therefore consider that the lighting effects fall within the permitted baseline.

Headlight Sweep

- 57 Concerns were raised by submitters that headlight sweep would affect their properties. This was addressed in detail in Ms Hudson's evidence, the key points of which are:
 - The 1.8m high fence along the western boundary adjoining 30 Stewart Street, and the
 landscape planting along this boundary, will ensure there is no headlight sweep on
 this property when vehicles enter via a left turn from Frankton Road. Overall effects
 on this property would be less than minor, including from intermittent headlight sweep
 along the frontage of the site.
 - There will be no direct headlight sweep onto the windows of the properties of the submitters. The dwellings are elevated some 4m above the carriage way, and there are fences between the dwellings and the road. Cross sections provided by the applicant supported this position
- I note that Ms Hislop also considered that the effects relating to headlight sweep would not be significant. I also note that the car park is to close from 8pm each night, which means that any potential for headlight sweep would generally only occur during the winter months. Given the mitigation afforded by the elevation of the submitters' dwellings above the road, and the protection afforded by the fencing and landscaping for properties adjacent to the car park, I find that the effects relating to headlight sweep will be less than minor.

Litter

Mr Julian presented McDonald's litter management strategy. I agree it is a comprehensive scheme that requires regular monitoring and litter patrols, and I agree with Ms Hislop that the conditions volunteered by the applicant are sufficient to ensure that any adverse effects arising from litter are mitigated.

Earthworks/Construction Effects

The Council's engineer has assessed the proposed earthworks, which comprise some 387m³, being 250m³ of cut and 137m³ of fill, and concluded that the earthworks will not result in any instability beyond the site or create any adverse effects that are more than minor on neighbouring properties. Ms Hudson noted that the earthworks will take approximately 8 weeks, and can be properly managed by the conditions proposed in the planner's report. I agree with Ms Hislop and Ms Hudson that the earthworks effects will be temporary in nature, and can be appropriately mitigated by conditions of consent.

Privacy

- The submitters considered that their privacy would be affected by the proposal, with car park patrons being able to see into their properties. This matter was addressed my Ms Hudson, who considered that there would be less than minor effects on privacy, for reasons including:
 - The elevated positions of the dwellings and solid fences between the dwellings and the road:
 - The separation of at least 30m between the proposed car park and the houses; and
 - A complying two-storey residential development on the car park site could potentially
 have greater effects on the submitters as a result of upper level windows facing their
 properties.
- Having visited the site and the submitters' properties, I agree with Ms Hudson. I consider that the mitigation afforded by the above points, and the additional screening provided by the landscaping, will result in less than minor adverse effects on the submitters' properties.

Summary of Effects

Overall, having considered the evidence presented at the hearing, the application and supporting reports, and the submissions, I am satisfied that the adverse effects of the proposed activity will not be more than minor, and that the conditions of consent agreed between the planners will ensure that any effects are appropriately managed. I accept that the conditions proposed are sufficient to avoid, remedy or mitigate any adverse effects of the proposal.

Objectives and Policies of the District Plan

- I have considered the detailed assessments of the objectives and policies of the Plan as set out in the Application, the section 42A report and the evidence of the planning experts. I note that the planning experts were in general agreement, and I rely upon their views, and make the following additional comments.
- While the planners agreed that the proposal was not contrary to most of the policies in then plan, I note that there was disagreement over Policy 3.2 of the Residential section, which states that

To provide for and generally maintain the dominant low density development within the existing Queenstown...residential zones,...

- Ms Hislop considered the proposal to be contrary to this policy as it 'excludes the site from being a low density residential site'. Ms Hudson's view was that the proposal was not contrary to this policy. Bearing in mind Mr Brabant's opening submission that a decision maker should do more than focus simply on the micro effects of a proposal in its immediate surroundings, but should be cognisant that the Plan's provisions seek an outcome zone wide and for the district as a whole, I prefer the view of Ms Hudson. Although developed as a car park, the site is not lost to future residential development, and is presently vacant. As I noted earlier, the car park will read as a small extension to the existing McDonald's restaurant, and the dominant land use within the residential zone will remain residential. I agree with Mr Brabant's submission that to be contrary to a policy is a high bar, and I do not agree that the proposal is contrary to this policy.
- That notwithstanding, Ms Hislop's overall view is that the proposal is not contrary to the Plan, and Ms Hudson agrees. Having considered the assessments of the planning experts, I am satisfied that the proposal is not contrary to the objectives and policies of the Plan
- I have earlier found that the adverse effects of the proposal are not significant and can appropriately be managed through conditions of consent.

Part 2 Matters

- Section 5 states that the purpose of the Resource Management Act is "to promote the sustainable management of natural and physical resources". "Sustainable management" means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while
 - (a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and
 - (b) Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and
 - (c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment.
- Section 7 requires that I have particular regard to a range of matters. I am satisfied that the evidence presented on behalf of the Applicant, and that of the Council reporting officers, has demonstrated that these matters are appropriately addressed.
- There are no particular Treaty of Waitangi issues (Section 8) that need to be taken into account in relation to this application.

For the reasons set out in this decision, I consider the application to be consistent with relevant matters in Part 2 of the Act.

Determination

- Consent is sought to establish and operate a car park, including associated earthworks, fencing, retaining walls, lighting, landscaping and signs in association with the existing McDonald's restaurant on Frankton Road, Queenstown.
- Overall, the activity was assessed as a non-complying activity under sections 104, 104B and 104D of the Act.
- The Act seeks to avoid, remedy and mitigate adverse effects associated with developments. I consider that the adverse effects of this application can be appropriately avoided, remedied or mitigated such that they are not more than minor.
- I further find that the proposal is not contrary to the relevant objectives and policies of the District Plan.
- Accordingly, I determine that Consent be **GRANTED** pursuant to section 104D of the Act subject to the attached conditions which are imposed under section 108 of the Act.

Dated at Queenstown this 15th day of April 2015

Andrew Henderson

aptend

Hearings Commissioner (on behalf of the Commission)

APPENDIX 1 - CONDITIONS

General Conditions

1. The development shall be undertaken/carried out in accordance with the application and plans:

Elliott Architects:

- 'Location Plan dated 04/03/15'
- 'Proposed Carpark Layout, Drawing No. PD5-3, Revision B'
- 'Proposed Sections AA, BB, CC & DD, Drawing No. PD5-4'
- Proposed Sections EE, FF, GG & HH and Fence Elevations, Drawing No. PD5-5, Revision
 A'

IBEX Lighting:

• Car Park Extension, Drawing No. L002, Rev 002

Gaynor Revill Design:

- 'Proposed Landscape Planting Plan, Drawing No. P001, Revision 5'
- 'Proposed Landscape Concept Plan, Drawing No. P002, Revision 5'

McDonald's Restaurants (New Zealand) Limited:

 'Directional Sign Foundations, Drawing No. 505 (Colours as per NZTA signed copy 26/07/13)

stamped as approved on 15 April 2015

and the application as submitted, with the exception of the amendments required by the following conditions of consent.

- 2. This consent shall not be exercised and no work or activity associated with it may be commenced or continued until the following charges have been paid in full: all charges fixed in accordance with section 36(1) of the Resource Management Act 1991 and any finalised, additional charges under section 36(3) of the Act.
- 3. The consent holder is liable for costs associated with the monitoring of this resource consent under Section 35 of the Resource Management Act 1991 and shall pay to Council an initial fee of \$240.

Engineering

General

4. All engineering works shall be carried out in accordance with the Queenstown Lakes District Council's policies and standards, being New Zealand Standard 4404:2004 with the amendments to that standard adopted on 5 October 2005, except where specified otherwise.

To be completed prior to the commencement of any works on-site

5. Prior to the commencement of any works on site, the consent holder shall provide a letter to the Principal Resource Management Engineer at Council advising who their representative is for the design and execution of the engineering works and construction works required in

association with this consent and shall confirm that these representatives will be responsible for all aspects of the works covered under Sections 1.4 & 1.5 of NZS4404:2004 "Land Development and Subdivision Engineering", in relation to this development. See also conditions (7a) and (7d).

- 6. Prior to commencing works on site, the consent holder shall submit an application to undertake works within the State Highway road reserve and traffic management plan to the Network Management Consultant at Opus International Consultants of Alexandra for approval. The Traffic Management Plan shall be prepared by a Site Traffic Management Supervisor. All contractors obligated to implement temporary traffic management plans shall employ a qualified STMS on site. The STMS shall implement the Traffic Management Plan. A copy of the approved plan shall be submitted to the Principal Engineer at Council prior to works commencing.
- 7. Prior to the commencement of any works on the site the consent holder shall provide to the Principal Resource Management Engineer at Council for review and certification, copies of specifications, calculations and design plans as are considered by Council to be both necessary and adequate, in accordance with Condition (4), to detail the following engineering works required:
 - a) A reticulated primary stormwater system to collect and dispose of stormwater from all potential impervious areas within the lot to the proposed new stormwater manhole on the Frankton Road reticulation. The individual lateral connections shall be designed to provide gravity drainage for the entire area within the lot.
 - b) The provision of a heavy duty sealed vehicle crossing that shall be constructed to the development to Council's standards.
 - c) The provision of sealed vehicle manoeuvring and 20 car parking stalls to Council's standards and as details submitted with the consent application. Parking and queueing spaces shall be clearly and permanently marked out.
 - d) The provision of Design Certificates for all engineering works associated with this development submitted by a suitably qualified design professional (for clarification this shall include all Stormwater reticulation). The certificates shall be in the format of the NZS4404 Schedule 1A Certificate.
- 8. The consent holder shall install measures to control and/or mitigate any dust, silt run-off and sedimentation that may occur, in accordance with NZS 4404:2004 and 'A Guide to Earthworks in the Queenstown Lakes District' brochure, prepared by the Queenstown Lakes District Council. These measures shall be implemented **prior** to the commencement of any earthworks on site and shall remain in place for the duration of the project, until all exposed areas of earth are permanently stabilised.
- 9. Prior to commencing any work on the site the consent holder shall install a construction vehicle crossing, which all construction traffic shall use to enter and exit the site. The minimum standard for this crossing shall be a minimum compacted depth of 150mm AP40 metal that extends 8m into the site. Wooden planks or similar shall be provided to protect the footpath and kerb from damage caused by construction traffic movements, in accordance with "A Guide to Earthworks in the Queenstown Lakes District" brochure, prepared by the Queenstown Lakes District Council. The construction traffic crossing shall be upgraded in accordance with Condition (7b).

- 10. No permanent batter slope within the site shall be formed at a gradient that exceeds 1:1.
- 11. The consent holder shall implement suitable measures to prevent deposition of any debris on surrounding roads by vehicles moving to and from the site. In the event that any material is deposited on any roads, the consent holder shall take immediate action, at his/her expense, to clean the roads. The loading and stockpiling of earth and other materials shall be confined to the subject site.
- 12. No earthworks, temporary or permanent, are to breach the boundaries of the site except where necessary for the access formation and service connections.

On completion of earthworks and prior to use of the car park

- 13. On completion of the earthworks and prior to use of the car park, the consent holder shall complete the following:
 - a) The completion and implementation of all certified works detailed in Condition (7) above.
 - b) The installation of car park lighting in accordance with Council's road lighting policies and the submitted lbex Lighting drawing L002 revision 2, dated 3/9/2014. Car park lighting shall be privately maintained and isolated from the Council's lighting network circuits.
 - c) All earthworked/exposed areas shall be top-soiled and grassed/revegetated or otherwise permanently stabilised.
 - d) The consent holder shall remedy any damage to all existing road surfaces and berms that result from work carried out for this consent.

Hours of Operation – Earthworks & Construction

- 14. Hours of operation for earthworks and construction shall be:
 - Monday to Saturday (inclusive): 8.00am to 6.00pm.
 - Sundays and Public Holidays: No Activity

In addition, no heavy vehicles are to enter or exit the site, and no machinery shall start up or operate earlier than 8.00am. All activity on the site is to cease by 6.00pm.

Accidental Discovery Protocol

- 15. If the consent holder:
 - a) discovers koiwi tangata (human skeletal remains), waahi taoka (resources of importance), waahi tapu (places or features of special significance) or other Maori artefact material, the consent holder shall without delay:
 - (i) notify Council, Tangata whenua and Heritage New Zealand Pouhere Taonga and in the case of skeletal remains, the New Zealand Police.
 - (ii) stop work within the immediate vicinity of the discovery to allow a site inspection by the Heritage New Zealand Pouhere Taonga and the appropriate runanga and their advisors, who shall determine whether the discovery is likely to be extensive, if a thorough site investigation is required, and whether an Archaeological Authority is required.

Any koiwi tangata discovered shall be handled and removed by tribal elders responsible for the tikanga (custom) appropriate to its removal or preservation. Site work shall recommence following consultation with Council, Heritage New Zealand Pouhere Taonga , Tangata whenua, and in the case of skeletal remains, the New Zealand Police, provided that any relevant statutory permissions have been obtained.

- discovers any feature or archaeological material that predates 1900, or heritage material, or disturbs a previously unidentified archaeological or heritage site, the consent holder shall without delay:
 - (i) stop work within the immediate vicinity of the discovery or disturbance and;
 - (ii) advise Council, the Heritage New Zealand Pouhere Taonga and in the case of Maori features or materials, the Tangata whenua and if required, shall make an application for an Archaeological Authority pursuant to the New Zealand Pouhere Taonga Act 2014 and;
 - (iii) arrange for a suitably qualified archaeologist to undertake a survey of the site.

Site work may only recommence following consultation with Council.

Operational and Construction Noise

16. The consent holder shall ensure that activities shall be so conducted that the following noise limits are not exceeded at any point within the boundary of any other site in the adjoining Residential zone:

- day time (0800 - 2000 hrs) 50 dBA L₁₀

night time (2000 – 0800 hrs) 40 dBA L_{10} and L_{max} 70dBA

Noise levels shall be measured and assessed in accordance with NZS 6801:1991 and NZS 6802:1991 and shall take into account special audible characteristics.

Operational

- 17. The consent holder shall provide and maintain an automated barrier with a hydraulic lock, to prevent vehicle access to the car park before 7.30am and after 8pm.
- 18. The consent holder shall ensure that a litter patrol is undertaken in the car park and immediate environs by restaurant staff at least once daily. This shall entail emptying rubbish bins, and picking up litter from the site (including landscaped areas) and the street in the immediate area.
- 19. The consent holder shall ensure that the carpark lights are turned off between 8pm and 7.30am.

Landscaping

- 20. The landscape plan "Proposed Landscape Planting Plan, Drawing No. P001, Revision 5" shall be implemented within the first planting season from the completion of the site works to establish the car park. All trees shall be staked and irrigated in accordance to best horticultural practice. Thereafter all planting shall be maintained, and irrigated in accordance with the plan. If any tree or plant shall die or become diseased it shall be replaced within 12 months.
- 21. Existing irrigation in the road reserve is not to be disturbed during works and it shall be the consent holder's responsibility to locate any irrigation lines. If irrigation does need to be disconnected then QLDC Parks shall be informed prior to this happening and any mitigation

during disconnection will be undertaken at the expense of the applicant. Mitigation could include hand watering or other temporary irrigation measures to be agreed by QLDC Parks. If any irrigation in the road reserve is broken or is removed as a result of any works then QLDC Parks shall be informed and it shall be replaced at the applicant's expense as soon as practicable.

Review Clause

- 22. Within 10 working days of the anniversary of the date of this decision or upon the receipt of information identifying non-compliance with the conditions of this consent, the Council may, in accordance with Sections 128 & 129 of the Resource Management Act 1991, serve notice on the consent holder of its intention to review the conditions of this resource consent for any of the following purposes:
 - (a) There is or is likely to be an adverse environmental noise effect as a result of the exercise of this consent, which was unforeseen when the consent was granted.
 - (b) Monitoring of the exercise of the consent has revealed that there is or is likely to be an adverse effect on the environment.
 - (c) There has been a change in circumstances such that the conditions of the consent are no longer appropriate in terms of the purpose of the above Act.

Advice Note

- 1. The consent holder is advised that any retaining walls proposed in this development which exceeds 1.5m in height or walls of any height bearing additional surcharge loads will require Building Consent, as they are not exempt under Schedule 1 of the Building Act 2004.
- 2. Prior approval from Council's Senior Engineer and use of a backflow prevention device will be required to prevent contamination of Council's potable water supply if this water supply is to be utilised for dust suppression during earthworks.



McDONALD'S FRANKTON QUEENSTOWN CAR PARK ADDITION

1055 FRANKTON ROAD, QUEENSTOWN

PROJECT No. 1533

DATE: 05 MARCH 2015

DRAWING INDEX

SITE - A1

PD5-1A COVER AND LOCATION PLAN

PD5-2A EXISTING SITE PLAN

PD5-3B SITE SETOUT PLAN 1

PD5-4 SITE SECTIONS A B C & D

PD5-5A SITE SECTIONS E F G & H

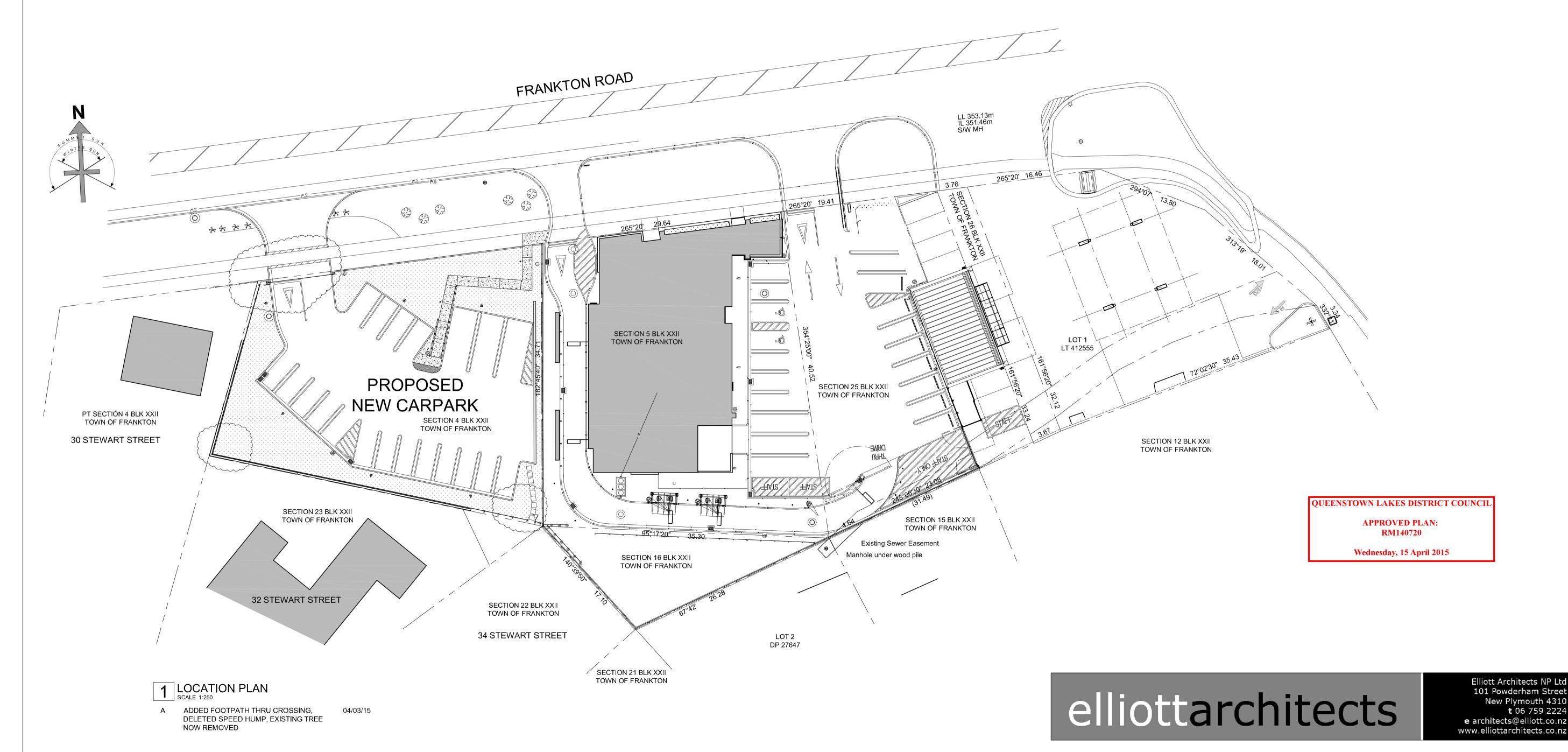
LANDSCAPING

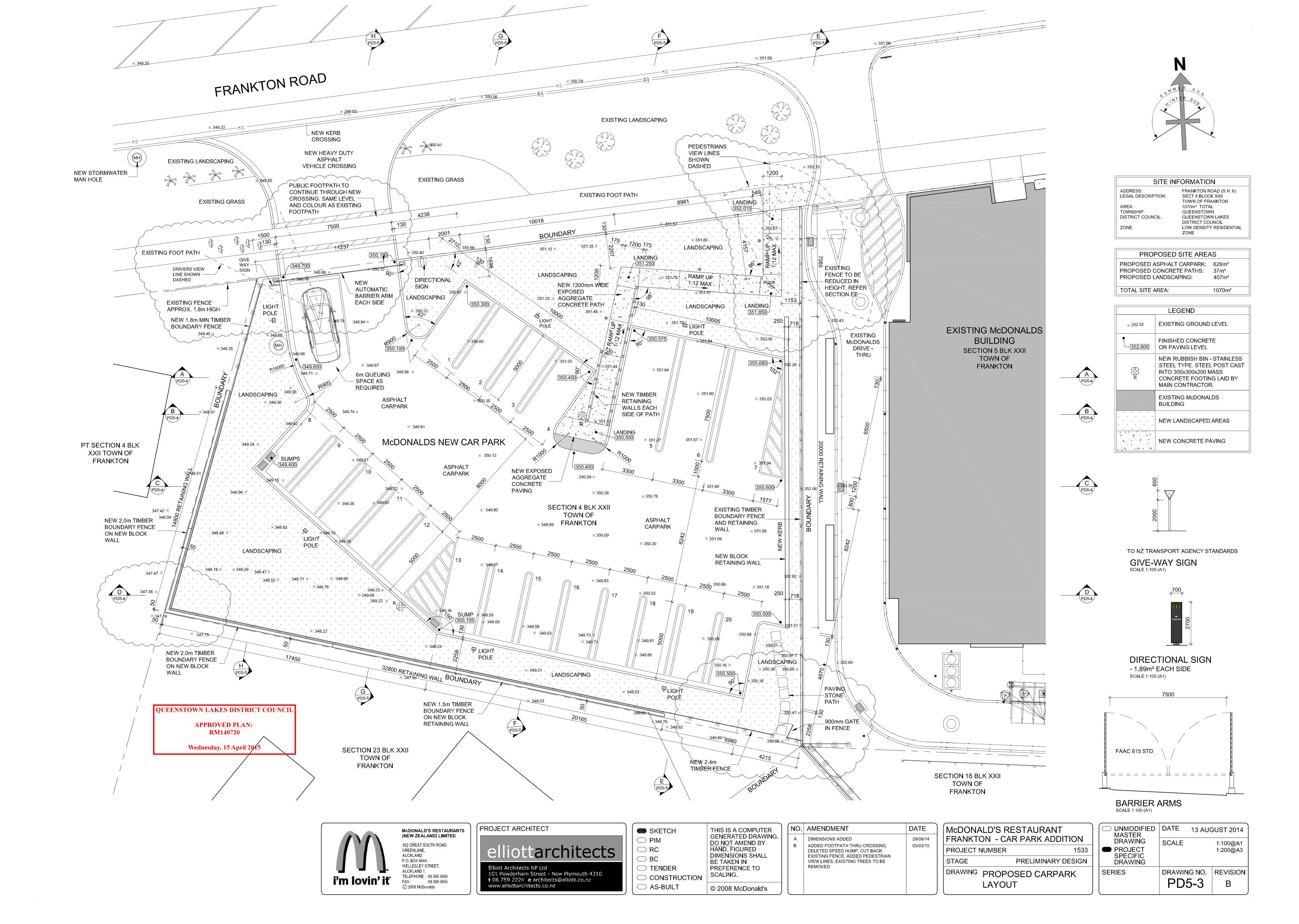
P001 PROPOSED PLANTING PLAN

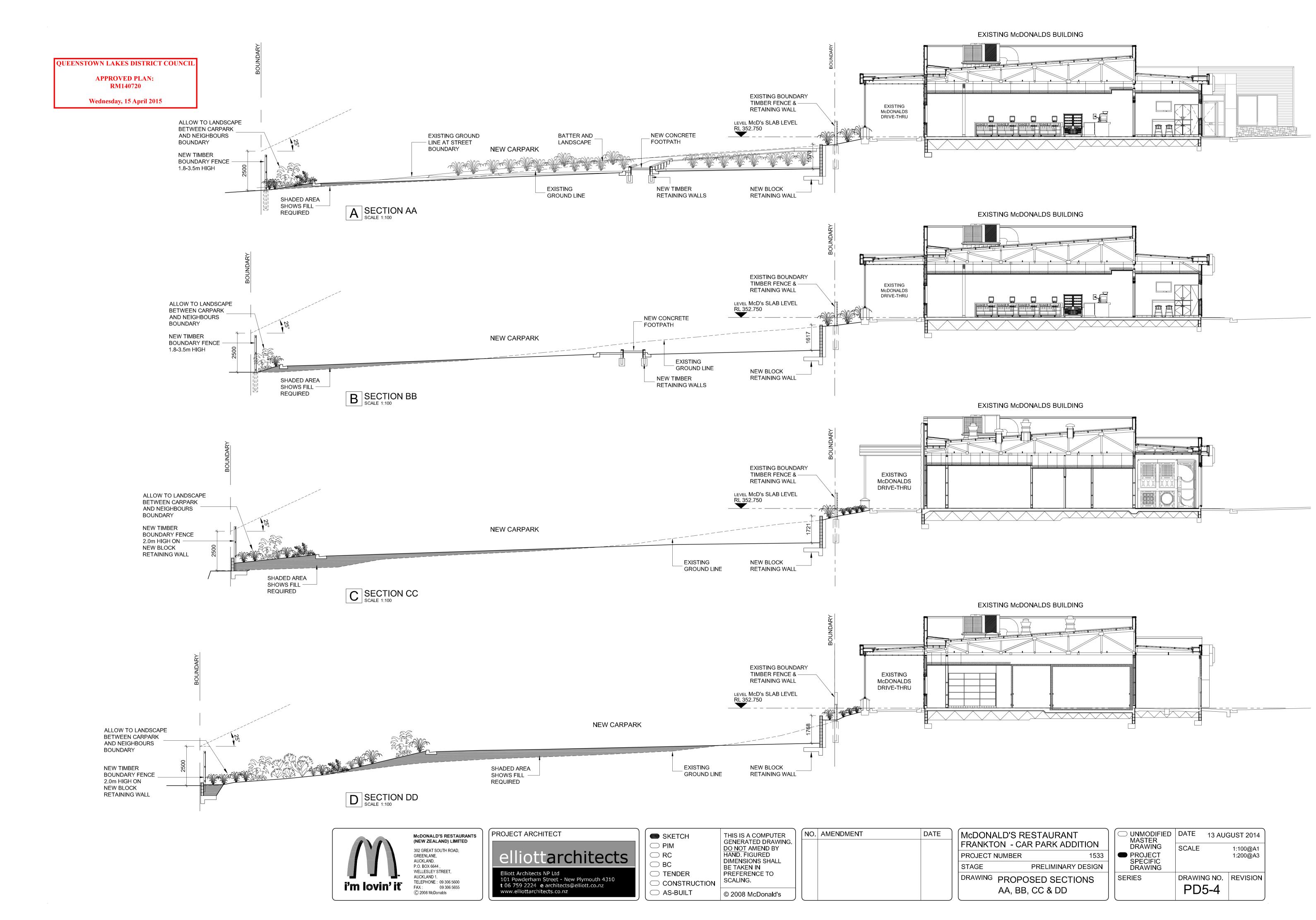
P002 PROPOSED LANDSCAPE CONCEPT PLAN

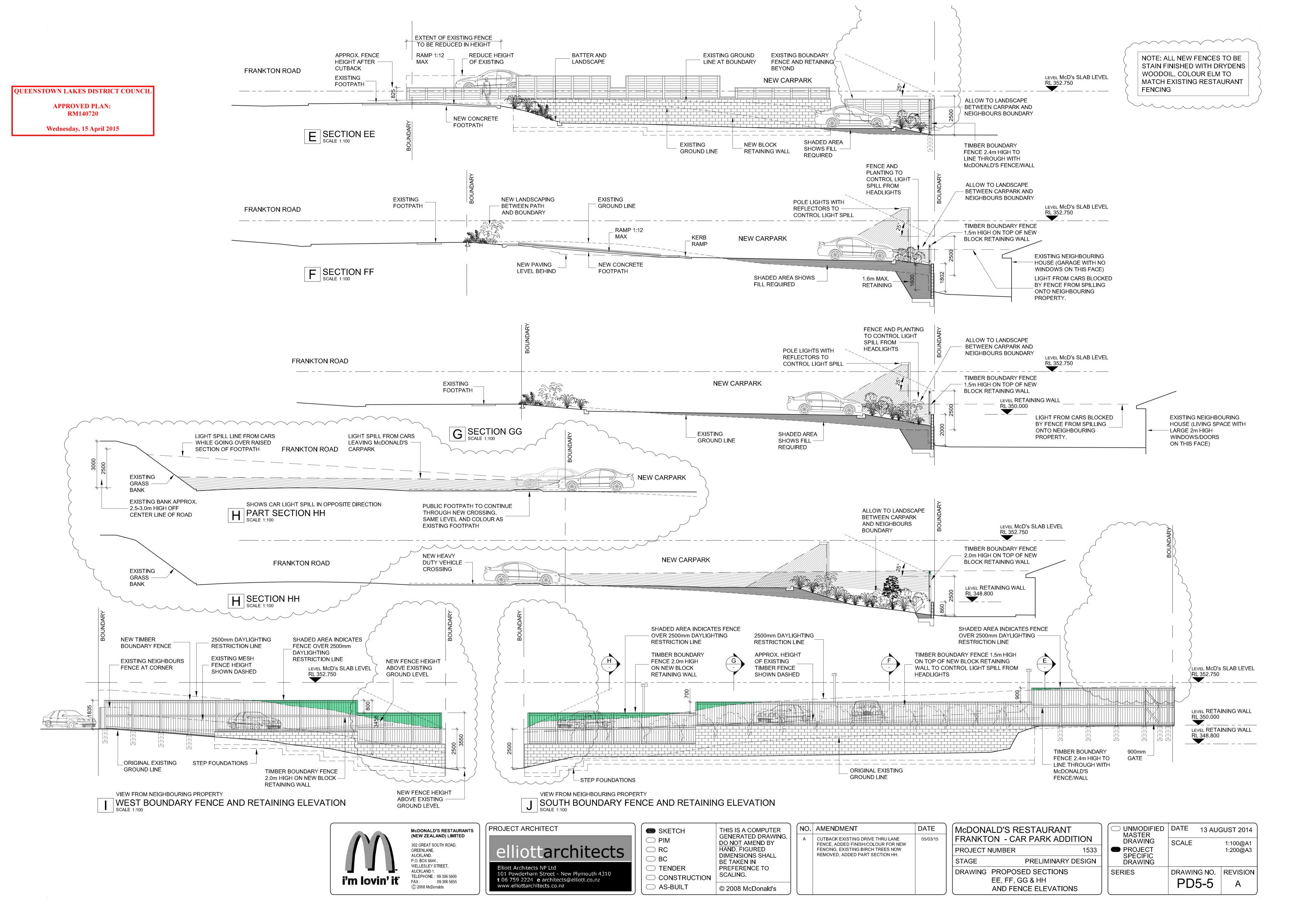
LIGHTING - IBEX LIGHTING

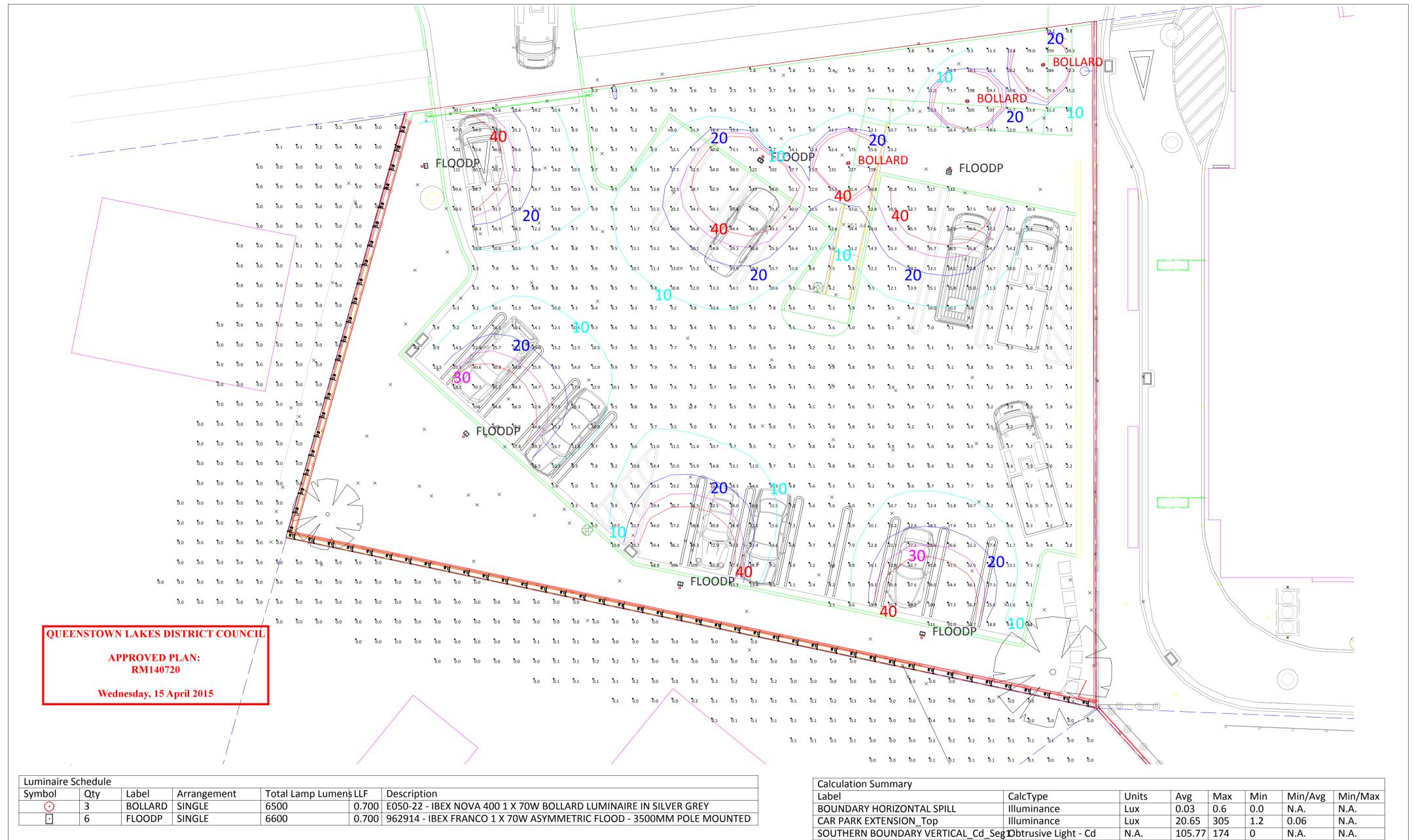
L002 CAR PARK EXTENSION LIGHTING PLAN







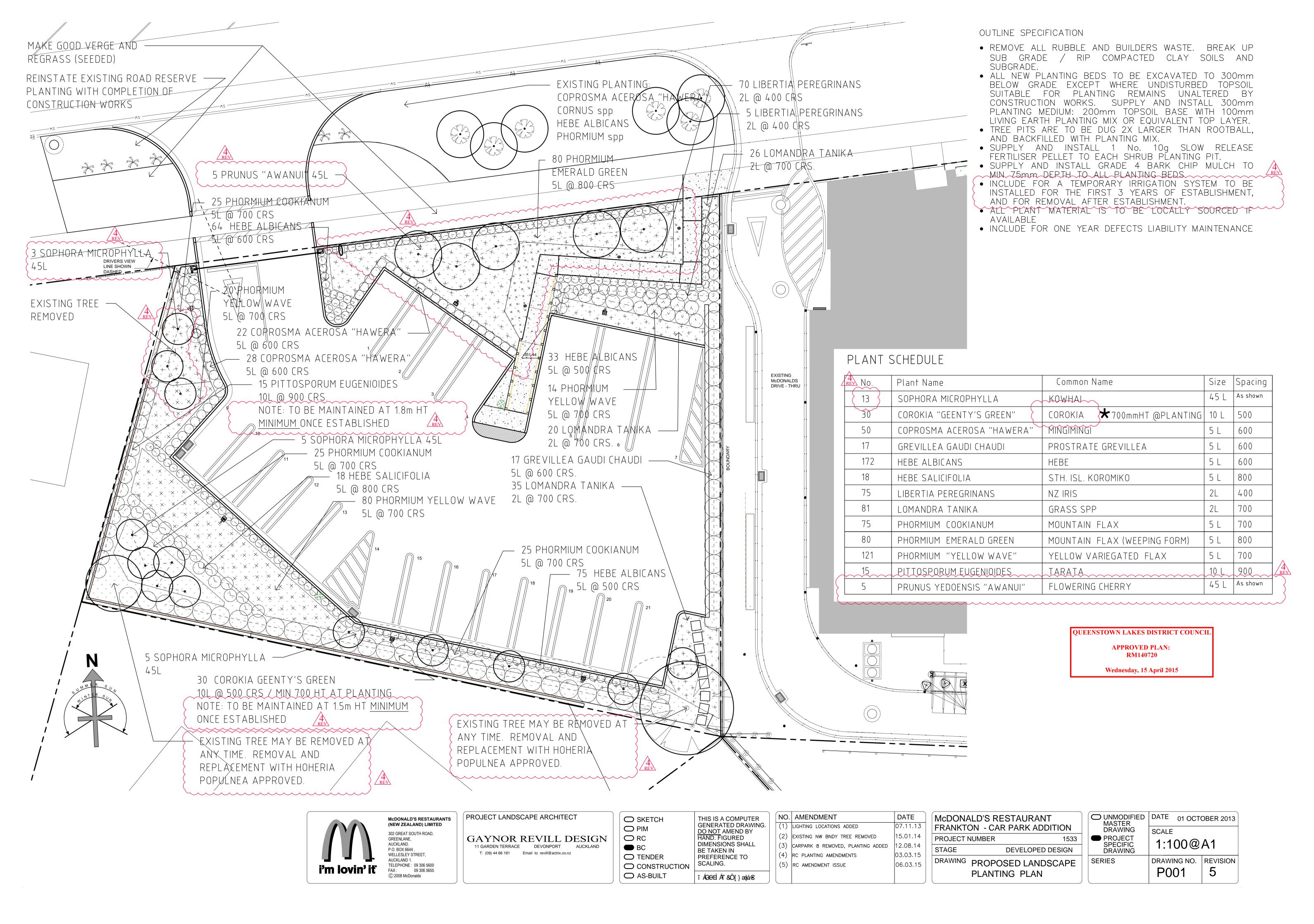


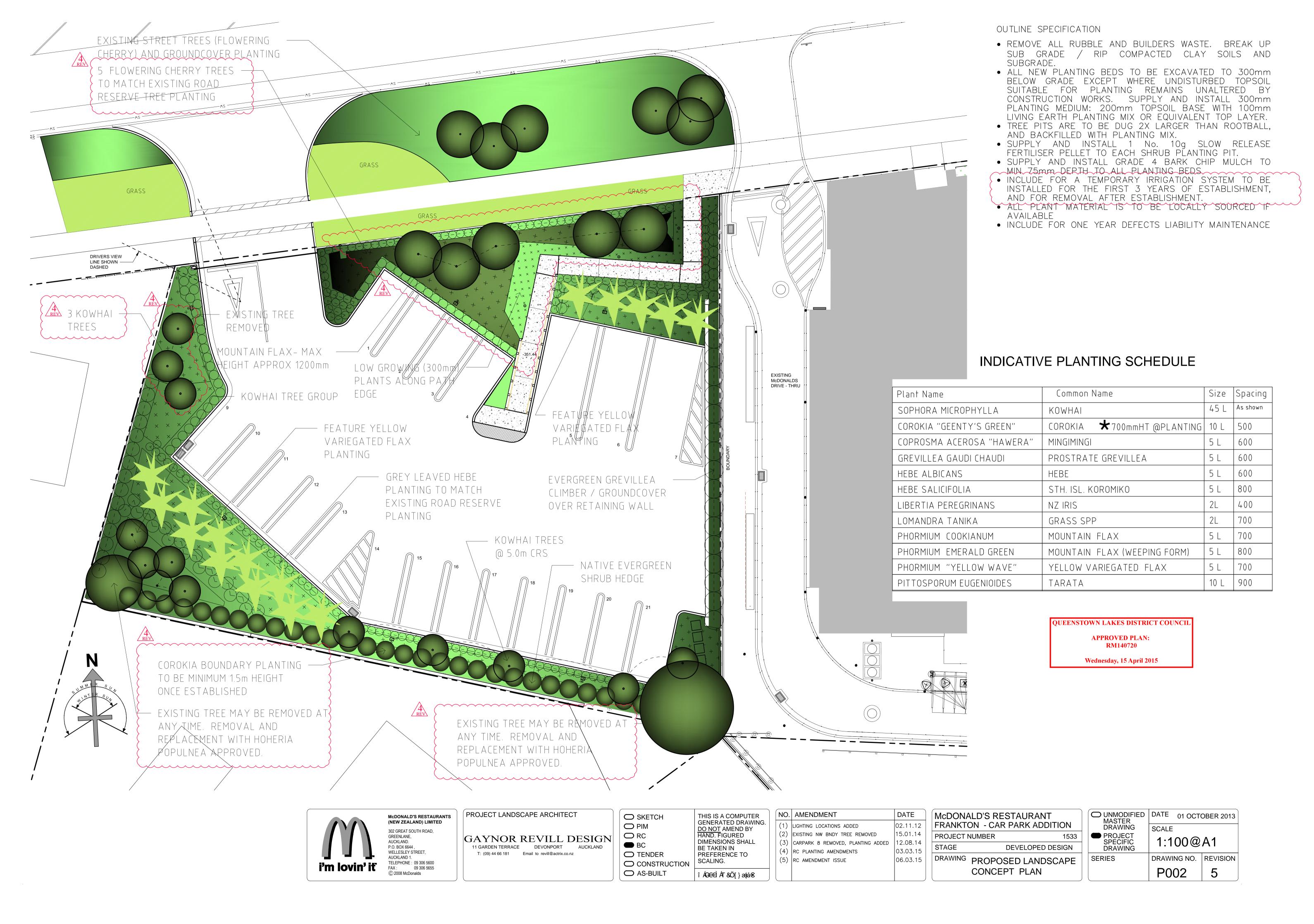


Calculation Summary							
Label	CalcType	Units	Avg	Max	Min	Min/Avg	Min/Max
BOUNDARY HORIZONTAL SPILL	Illuminance	Lux	0.03	0.6	0.0	N.A.	N.A.
CAR PARK EXTENSION_Top	Illuminance	Lux	20.65	305	1.2	0.06	N.A.
SOUTHERN BOUNDARY VERTICAL_Cd_Seg	10btrusive Light - Cd	N.A.	105.77	174	0	N.A.	N.A.
SOUTHERN BOUNDARY VERTICAL_III_Seg	1 Obtrusive Light - III	Lux	0.32	2.7	0.0	N.A.	N.A.
WESTERN BOUNDARY VERTICAL_Cd_Seg1	Obtrusive Light - Cd	N.A.	107.05	167	0	N.A.	N.A.
WESTERN BOUNDARY VERTICAL_III_Seg1	Obtrusive Light - Ill	Lux	0.26	2.2	0.0	N.A.	N.A.

STATUS		PROJECT	DRAWING INFORMATION	COMPANY	DESIGNER	PREPARED FOR
CON	NCEPT	MCDONALDS FRANKTON QUEENSTOWN	CAR PARK EXTENSION	IBEX LIGHTING 76 MALEME STREET	AARON BROWN BDdes(Hons) PG Cert Eng (Lighting) LIGHTING DESIGN CONSULTANT	ELLIOTT
Dwg # :	REV:	-	Scale : 1 : 125@ A2	TAURANGA		architects
L002	002		Date:3/09/2014	PH: 07-927-7700		arcinicois





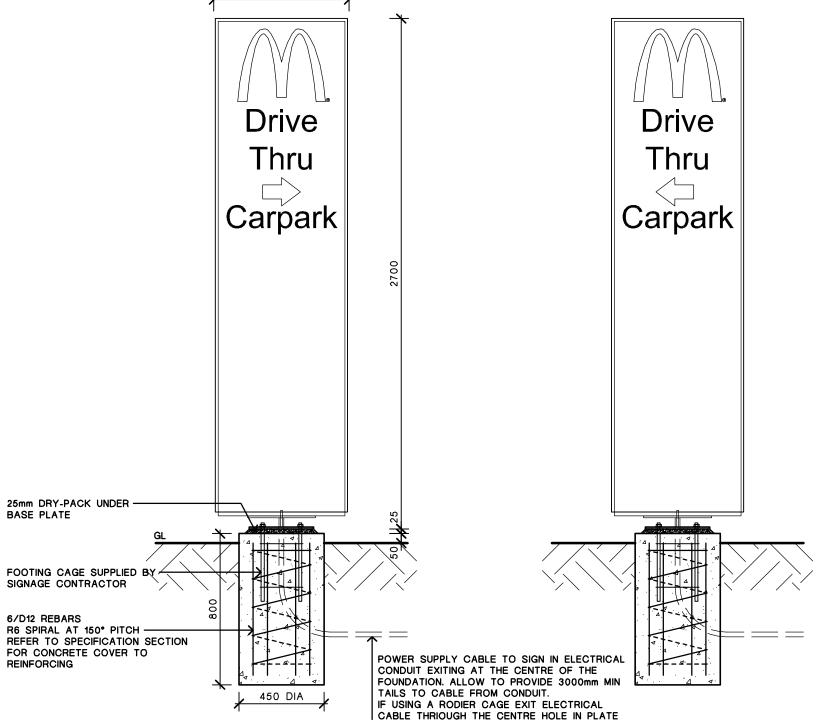


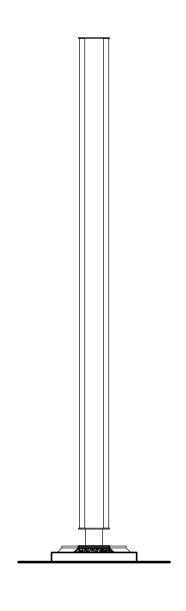
716

QUEENSTOWN LAKES DISTRICT COUNCIL

APPROVED PLAN: RM140720

Wednesday, 15 April 2015





DIRECTIONAL SIGN FOUNDATIONS

JULY 2011



2	ELEVATION/SECTION SCALE 1:20
	SCALE 1:20



4 SIDE ELEVATION SCALE 1:20