

TOWNPLANNING
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Application for Fast Track Schedule 2A/B:
on behalf of Cardrona Cattle Company Ltd

The Yards – Resource Recovery Park
Queenstown Lakes District, Otago

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1 Project Overview

1.1 Introduction

This document forms part of an application made on behalf of Cardrona Cattle Company Ltd (**CCCL**) which seeks its development project to be listed in Schedule 2A of the Fast-Track Approvals Bill (**Bill**).

“The Yards” Resource Recovery Park (RRP) is a rural-based industrial land use that has a specific focus on resource recovery and yard based industrial activities catering for waste and recycling demands from the Queenstown Lakes and Central Otago Districts. Notably, The Yards RRP is located directly adjoining the Queenstown Lakes District Council’s (**QLDC**) Regional Land Fill in Victoria Flats, Gibbston, making the proposed uniquely placed to effectively and efficiently facilitate waste and product recovering and recycling. The yard based industrial activities are ancillary to the RRP, providing for 33 larger allotments to cater for a range of businesses that could facilitate the use of materials from the RRP (such as composting, resale of building materials, and so on).

In summary the following is proposed:

- Land uses at the RRP including construction waste recycling, demolition yard, organic and green waste processing (vermiculture), waste metal recycling, cardboard and paper recycling, glass recycling, and re-use retailing;
- Subdivision to create 33 fee simple allotments (in addition to access lots) with access from Victoria Flats Road via State Highway 6 (**SH6**); and
- Land use to enable supporting industrial land uses on each allotment.

The RRP is an integrated facility that aims to reduce waste, encourage recycling, and promote sustainable practices in the community. Its primary goal is to divert waste from the neighbouring landfill and transform it into reusable or saleable materials. Construction and demolition waste contributes to 32% of all waste going into the Landfill; this project will not only significantly enhance sustainability by avoiding the majority of this waste, it will also result in added capacity for the Landfill for non-recyclable waste.

The development is located at Victoria Flats in Gibbston, Wakatipu, and situated within the Gibbston Character Zone under the Queenstown Lakes Proposed District Plan (**PDP**). The land is subject to an appeal to the Environment Court to change the zoning to Industrial in addition to a number of resource consents being granted to enable industrial activity on the Site. The appeal was lodged May 2022. Subsequently, an application has been lodged with QLDC for the industrial land use and subdivision in June 2023. The fast-track process will enable the project to be processed in a more

timely and cost-efficient way than under normal processes and enable CCCL to advance with more certainty.

As supported by expert economic evidence, The Yards RRP will cater for a significant demand and will generate significant regional benefits in not only economic terms, but in respect of waste management and minimisation. The consolidation of such activity directly adjoining the Regional Land Fill will reduce vehicle dependency and emissions, leading to better environmental outcomes in terms of climate change and management.

The application has been informed by a number of technical expert reports, including planning, landscape, economics, transportation, engineering and geotechnical. Furthermore, development of the Site has been shaped through consultation and active engagement with a number of key stakeholders, including the Queenstown Lakes District Council (**QLDC**) and the New Zealand Transport Agency (**NZTA**).

1.2 Staging

Stage 1 of the development is shovel-ready with infrastructure and servicing largely approved in respect to current consent applications. Works are to commence upon granted consent.

Upon completion of Stage 1, Stage 2 will then enable the development the Resource Recovery Park. The facility one that is integrated which aims to reduce waste, encourage recycling, and promote sustainable practices in a community. Its primary goal is to divert waste from the neighbouring landfill and transform it into reusable or saleable materials. With a focus on reducing environmental impact and promoting circular economies, the RRP will consolidate various waste management and recycling operations in a single location.

1.3 Statutory Overview

The project is aligned with the National Policy Statement – Urban Development (**NPS-UD**), Otago Regional Policy Statement (**ORPS**) and numerous central, regional, and local plans and strategies including:

- Waste Reduction Work Programme (Ministry for the Environment)
- Te rautaki para Waste Strategy (Ministry for the Environment)
- Emissions Reduction Plan – (Ministry for the Environment)
- Otago Regional Plan – Waste (Otago Regional Council)
- Waste Management & Minimisation Asset Management Plan (Queenstown Lakes District Council)
- Waste Management and Minimisation Bylaw 2021 (Central Otago District Council)

- Waste Management and Minimisation Plan 2021-2030 (Central Otago District Council)

The ORPS defines and considers nationally or regionally significant projects to include Municipal Infrastructure. The Resource Recovery Park will provide much needed infrastructure to help meet and support the demands of both QLDC and CODC's waste minimisation goals and objectives. The project also supports and aligns with national policies, plans and strategies.

1.4 Key Findings

- The Project is aligned with numerous central, regional, and local plans and strategies, including the National Policy Statement – Urban Development (**NPS-UD**) and Otago Regional Policy Statement (**ORPS**), and support the achievement of waste minimisation goals.
- The Project will contribute to a well-functioning environment as set out under Policy 1 of the NPS-UD by supporting reductions in greenhouse gas emissions and current and future effects of climate change.
- The RRP is a regionally significant project by providing municipal infrastructure and will have significant regional benefits in terms of economic, social, environmental positives.
- The effects of the Project on the environment will be appropriate.
- The Project will be staged, with Stage 1 being 'shovel ready' to implement as soon as consents are granted.

1.5 Site Location and Context

The location of the site in the context of the Gibbston and Victoria Flats area is shown in the figures below.

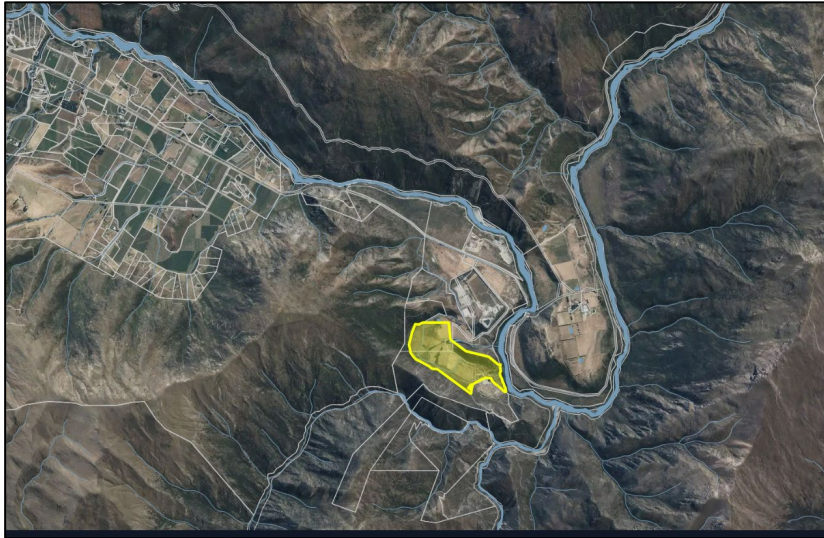


Figure 1 Aerial photograph showing the site, in the yellow boundaries,



Figure 2 Resource Recovery Park (Source: The Yards)

An aerial photograph of a mountainous region. A river flows through the center of the image, surrounded by green fields and small settlements. A winding road is visible on the left side of the river. The mountains are rugged and covered in vegetation. The overall scene depicts a rural, mountainous landscape.





Figure 5 Photograph from air (zoomed in) on 11 October 2022 showing Victoria Flats.

1.6 Consenting Authorities

The following consenting authorities are relevant to this proposal:

- Queenstown Lakes District Council – Territorial Authority
- Otago Regional Council – Regional Authority

This project application only requires approvals through land use and subdivision resource consent under the Resource Management Act 1991. No other legislative approvals are required.

1.7 Significance

Current facilities within both the Queenstown Lakes and Central Otago districts are limited to transfer stations and landfills. 50-year projections indicate an increase of 450% of total waste generated within the Queenstown Lakes District, with total landfilled waste contributing a significant proportion of despite proposed interventions by QLDC¹.

¹ QLDC, Waste Management & Minimisation Asset Management Plan 2021-2031, August 2021

An organic waste processing facility is being developed the CODC, however is not anticipated to be operational until 2026/2027. No such facility is in place or proposed in the Queenstown Lakes District. The QLDC is not expecting to achieve government mandates regarding organic waste collection and processing until 2030 due to many economic and supply constraints. Through the provision of organic and green waste processing, the Project can help support and deliver related targets set by QLDC, by diverting both household and commercial food waste from landfill.

Construction and demolition waste is estimated to account for up to 32% of the overall waste generated in the Queenstown Lakes District, with no recovery facilities to divert from landfill. The Project is specifically addressing waste generated by the construction industry, of which is expected to increase over the next 30 years to support the medium projected population growth of both Queenstown Lakes District (97%)² and Central Otago District (79%)³.

Greenhouse gas emissions from waste contributed to 4% of total (New Zealand) gross emissions in 2019, of which 94% were biogenic methane generated by the decomposition of organic materials at landfills. Reducing, on a regional level, organic waste to landfill will directly help achieve emission targets set by the government.

Based on expert economic advice, the associated industrial subdivision development is anticipated to generate 19 FTE jobs and contribute \$2.4m to GDP. The construction of buildings and other improvements in the development is estimated to generate 325 FTE jobs and contribute \$43.2m to GDP. Once established the development, including the ongoing operation by industrial businesses, is estimated to generate 451 FTE jobs and contribute \$71.7m to GDP. Full details on the economic cost benefit analysis are appended as **Attachment 4**.

Overall, the project's benefits include but not limited to:

Environmental

- Reducing waste to landfill
- Reduction of greenhouse gas emissions
- Reduced potential water and soil contamination
- Reduces amount of waste transported from region to region
- Positively supports climate change

Economic Benefits

- Generate revenues from sale compost and recycled construction materials

³ CODC, Growth Projections – 2022 Draft, April 2022

- Helps extend life of the Victoria Flats landfill
- Cost savings to council and businesses
- Directly supports and contributes to the districts' GDP

Social Benefits

- Reduce community impact of waste management on the environment
- Supports central, regional and local government plans and strategies
- An estimated 541 FTE jobs created
- Potential for community engagement, education

The Otago Regional Policy Statement define and consider nationally or regionally significant projects to include Municipal Infrastructure. The Resource Recovery Park will provide much needed infrastructure to help meet and support the demands of both QLDC and CODC's waste minimisation goals and objectives. The project also supports and aligns with national policies, plans and strategies with regard to waste minimisation and emissions. Overall, the project will be of national and regional significance.

2 Proposal Outline

2.1 Proposal

The application seeks to develop approximately 49ha in the Gibbston area, known as The Yards, to create an Industrial Subdivision and establish and operate a Resource Recovery Park. The proposal will also include landscaping, parking, and earthworks.

The application site is zoned Gibbston Character under the Queenstown Lakes Proposed District Plan ('**District Plan**'), the applicant has submitted an appeal by seeking a zone change to General Industrial with the purpose of enabling the Project.

The Project seeks to use the land efficiently and effectively for industrial type activities which are suited due to the site's isolation from sensitive receivers, proximity of some activities (such as waste management providers) to the district landfill, the connection of the site between Cromwell and Queenstown (notably because a considerable workforce that services Queenstown is based in Cromwell).

Overall, the Project will support central, regional and local government waste minimisation plans and strategies. The operation of the facility will also align with the national policy direction set out in the National Policy Statement for Urban Development 2020 ('**NPS-UD**'). The Project will result in a well-functioning urban environment by supporting reductions in greenhouse gas emissions and current and future effects of climate change through the provision of industrial activities that support urban environment whilst not directly affecting them.

2.1.1 Industrial Subdivision

Subdivision consent is sought to subdivide the site into 33 fee simple allotments. The lots range in size from approximately 2,156m² to 1.5115ha in area, with an access lot (Lot 100) for roading to be held to thirty-three undivided one-thirty third shares by the owners of Lots 1,2,4-24, 51-55, 77, 88, 99, 166 and 500, and a balance lot (500) to be retained by the applicant.

A subdivision plan has been prepared by Eliot Sinclair Land Surveyors and is included in **Attachment [B]**.

The subdivision design provides for existing, consented, and proposed land uses. These included and not limited to:

Existing

- Landscaping bulk storage and supply operation
- Civil contracting yard

Consented

- Storage facility

Proposed (as defined in the District Plan)

- Rural Industrial Activity
- Waste Management Facility
- Industrial Activity
- Service Activity
- Commercial Activity
- Farming Activity

Associated with the above land uses, it is anticipated that some may require a building to facilitate the activities. While the specifics of any building are not known at this stage, the applicant proposes to include within the land use consent the right to establish one building on each of the primary 33 lots within maximum defined built form and external appearance parameters. Notably, the parameters have been designed around the bulk and location rules from the Gibbston Character Zone to ensure that there is some consistency in the environmental outcomes if any given lot sought to establish a building. The proposed parameters are appended as **Attachment [C]**.

2.1.2 Resource Recovery Park

A Resource Recovery Park is an integrated facility that aims to reduce waste, encourage recycling, and promote sustainable practices in a community. Its primary goal is to divert waste from landfills and transform it into reusable or saleable materials. With a focus on reducing environmental impact and promoting circular economies, these parks consolidate various waste management and recycling operations in a single location. They are particularly valuable for communities with minimal existing recycling facilities.

The applicant seeks to establish and operate a resource recovery park on approximately 4.3ha of the site. A site plan has been prepared and included as **Attachment [D]**. It is proposed that the resource recovery park will provide an efficient and accessible means for recycling and reuse of materials that would otherwise be destined for the district landfill next to the site.

The resource recovery park is proposed to contain the following core facilities:

1. Construction Waste Recycling

Concrete crushing for reuse in paving and road construction, Gib board shredding to create compost from gypsum, and timber chipping for fuel source bricks.

2. Demolition Yard

Accepts materials from demolished buildings for sorting, some of which are sent to the construction recycling facility, and others are prepared for resale to contractors.

3. Organic and Green Waste Processing (Vermiculture)

Uses organic waste from restaurants and green waste to produce high-quality compost, reducing greenhouse gas emissions considerably.

4. Waste Metal Recycling

Sorting and segregating metals into ferrous and non-ferrous categories, followed by compaction or melting for reuse in manufacturing.

5. Cardboard Recycling

Cardboard is compacted and baled for easy transport. These bales are sent to mills where they are recycled into new cardboard products.

6. Glass Recycling

Glass is sorted by colour, cleaned, and then melted to produce new glass products such as bottles, jars, or construction material.

7. Retail Recycle Centre

A retail centre for businesses and consumers to purchased rescued materials and items from landfill.

The establishment of a Resource Recovery Park is a multi-faceted initiative involving a wide array of stakeholders, from engineering firms to organic waste recyclers. By offering an integrated facility for multiple types of waste and recycling, the park not only serves to greatly reduce landfill usage but also provides an avenue for various businesses to become more efficient and competitive.

Given the range of stakeholders involved, it's crucial to develop a layout and operational model that accommodates the diverse activities and needs of these parties. This will not only maximise efficiency but also significantly contribute to community sustainability.

The application includes the associated buildings for the facility. The respective floor areas and heights of the buildings are depicted on the design plans and reproduced below:

Building	Floor Area	Max. Height
Undercover Green Waste	1,332m ²	9m
Glass/Plastic Recycling	1,688m ²	6.9m

Retail Recycle Centre	2,000m ²	7.1m
Cardboard/Paper Recycling	1,292m ²	7.75m
Construction Material Recycling	1,246m ²	8.7m
Rotary Crushing Machinery Building	513m ²	6.4m
Standalone Offices	77m ²	4.9m



Figure 6: Proposed Resource Recovery Park (Source: The Yards)

2.1.3 Staging

The Project will be staged; Stage 1 providing for the Industrial Subdivision and associated servicing, earthworks and infrastructure. A positive engineering report has been received by the QLDC, awaiting approval. This stage is 'shovel-ready with commencement upon granted consent.

Stage 2 will enable the establishment of the Resource Recovery Park.

3 Eligibility Criteria

3.1 Overview

Section 17 of the Fast Track Approvals Bill 2024 (**Bill**) sets out eligibility criteria for projects that may be referred to the panel. In undertaking the following assessment against the section, in particular s17(3), the following assessment is broken up to reflect (a) to (j) of the section with each repeated for clarity.

Section 18 of the Bill sets out the ineligible projects and what a project must not include in order to be processed as a Fast Track Application, therefore Section 18 has also been assessed.

“The Yards Resource Recovery Park meets the eligibility criteria under Section 17 and does not trigger any eligibility criteria under section 18.”

3.2 Eligibility – Section 17(3) of the Fast Track Approvals Bill 2024

- a) has been identified as a priority project in a central government, local government, or sector plan or strategy (for example, in a general policy statement or spatial strategy) or central government infrastructure priority list*

The Project has not directly been identified as a priority project however it aligns with and supports the goals and objectives the NPS-UD by contributing to well-functioning urban environments by supporting reductions in greenhouse gas emissions and current and future effects of climate change. The Project is also aligned with several central and local government strategies, including the QLDC & CODC's Waste Minimisation and Management Plans.

- b) Will deliver regionally or nationally significant infrastructure*

Under the Otago Regional Policy Statement, regionally significant infrastructure includes municipal infrastructure, whereby this project will help fulfil waste reduction requirements for local authorities, and is consistent with the associated plans and strategies and considered to be regionally significant.

- c) will increase the supply of housing, address housing needs, or contribute to a well-functioning urban environment (within the meaning of policy 1 of the National Policy Statement on Urban Development 2020)*

The proposal is not a housing project and therefore this point is not directly applicable.

- (d) will deliver significant economic benefits:*

The Project will deliver significant economic benefits, as set out in Section 1 above.

(e) will support primary industries, including aquaculture:

The proposal is not anticipated nor is its primary function to support primary industries or aquaculture and therefore this point is not applicable.

(f) will support development of natural resources, including minerals and petroleum:

The Project is not intended to support the development of natural resources and therefore this point is not applicable.

(g) will support climate change mitigation, including the reduction or removal of greenhouse gas emissions:

The Project includes organic waste processing which enables diversion to landfill. This supports and directly contributes to the reduction of biogenic methane emissions generated by the decomposition of organic materials at landfill. Construction and demolition materials will be diverted landfill, where they can generate greenhouse gases, instead will be reused, and recycled. Thereby supporting climate change mitigation.

Furthermore, by establishing this facility directly adjoining the Landfill, it will reduce the need for vehicle transportation out of the district, reducing emissions and overall helping to contribute positively towards climate management.

(h) will support adaptation, resilience, and recovery from natural hazards:

The proposal is not anticipated nor is its primary function to support adaptation, resilience and recovery from natural hazards and therefore this point is not applicable to the application put forward.

(i) will address significant environmental issues

The Project includes processing of waste, including organic and construction, and when in a landfill generates greenhouse gas emissions. Waste is a significant environmental issue and the Project will provide a direct and positive response to that.

(j) is consistent with local or regional planning documents, including spatial strategies.

The Project is consistent with local and regional planning documents. A full and comprehensive assessment has been undertaken of local and regional planning documentation as well as spatial strategies and higher order documentation. This assessment is provided in **Section 8** of this report.

3.3 Ineligibility - Section 18 of the Fast Track Bill 2024

(a) an activity that—

- (i) would occur on land returned under a Treaty settlement or on identified Māori land; and**
- (ii) has not been agreed to in writing by the relevant landowner:**

The proposal is not to occur on land that has been returned under a Treaty settlement or on any identified Māori land.

(b) an activity that would occur on any of the following classes of Māori land:

- (i) Māori customary land:**
- (ii) land set apart as Māori reservation under Part 17 of Te Ture Whenua Maori Act 1993:**

The proposal is not to occur on any Māori land.

(c) an activity that—

- (i) would occur in a customary marine title area under the Marine and Coastal Area (Takutai Moana) Act 2011; and**
- (ii) has not been agreed to in writing by the holder of the relevant customary marine title order issued under that Act:**

The proposal is not to occur in a customary marine title area under the Marine and Coastal Area (Takutai Moana) Act 2011.

(a) an activity that—

- (i) would occur in a protected customary rights area under the Marine and Coastal Area (Takutai Moana) Act 2011 and have a more than minor adverse effect on the exercise of the protected customary right; and**
- (ii) has not been agreed to in writing by the holder of a relevant protected customary rights order issued under that Act:**

The proposal is not to occur in a protected customary rights area under the Marine and Coastal Area (Takutai Moana) Act 2011.

- (b) an aquaculture activity or other incompatible activity that would occur within an aquaculture settlement area declared under section 12 of the Maori Commercial Aquaculture Claims Settlement Act 2004 or identified within an individual iwi settlement, unless the applicant holds the relevant authorisation under that Act or the relevant Treaty settlement Act:**

The proposal is not an aquaculture activity or other incompatible activity and will not occur within an aquaculture settlement area.

(c) an activity that would require an access arrangement under section 61 or 61B of the Crown Minerals Act 1991 for an area for which a permit cannot be granted under that Act:

The proposal does not require an access arrangement under s61 or 61B of the Crown Minerals Act 1991.

(d) an activity that would be prevented under section 165J, 165M, 165Q, 165ZC, or 165ZDB of the Resource Management Act 1991:

The proposal is not prevented under section 165J, 165M, 165Q, 165ZC or 165ZDB of the Resource Management Act 1991.

(e) an activity (other than an activity that would require an access arrangement under the Crown Minerals Act 1991) that would occur on land that is listed in items 1 to 11 or 14 of Schedule 4 of that Act:

The proposal is not to occur on land that is listed in items 1 to 11 or 14 of Schedule 4 of the Crown Minerals Act 1991.

(f) an activity on a national reserve held under the Reserves Act 1977 that requires approval under that Act:

The proposal is not to occur on a national reserve held under the Reserves Act 1977.

(g) a prohibited activity under the Exclusive Economic Zone and Continental Shelf (Environmental Effects) Act 2012 or regulations made under that Act:

The proposal is not a prohibited activity under the Exclusive Economic Zone and Continental Shelf (Environmental Effects) Act 2012.

(h) decommissioning-related activities within the meaning of the Exclusive Economic Zone and Continental Shelf (Environmental Effects) Act 2012:

The proposal is not a decommissioning-related activity.

(i) offshore renewable energy projects (whether under the Exclusive Economic Zone and Continental Shelf (Environmental Effects) Act 2012 or the Resource Management Act 1991) that begin before separate offshore renewable energy permitting legislation comes into force.

The proposal is not an offshore renewable energy project.

3.4 Eligibility Conclusion

Taking all of the above into consideration it has been displayed that the project would have significant regional and possibly national benefits under section 17 of the Fast Track Approvals Bill 2024 and is eligible for the fast-track Schedule 2A process.

Under section 18 of the Fast Track Approvals Bill 2024 the project at the centre of this application is not an ineligible project as it does not include any of the activities listed in section 18 (a) through to (l).

4 Consultation Overview

4.1 Queenstown Lakes District Council – Owner of Landfill

CCCL has undertaken considerable consultation with the QLDC on this project since c.2018. The original proposal for the land was put forward to accommodate housing; the feedback from the QLDC was that this was an inappropriate use in close proximity to the landfill and that CCCL should explore industrial activities.

Feedback from the QLDC has been useful to help shape the Project and CCCL intend to continue dialogue with the QLDC on an ongoing basis.

Through the advancement of a number of resource consents on the Site, the Council has also provided input into infrastructure servicing.

4.2 Otago Regional Council

CCCL has engaged with the ORC with respect to the Project. The odour issues from the landfill have made it untenable for the land to be used for any other purpose and CCCL advises that the ORC have been supportive of any measures to help minimise waste.

4.3 New Zealand Transport Agency

CCCL's expert transportation engineer has been in regular contact with the NZTA, who have most recently provided an affected persons approval to the 33-lot industrial subdivision of the Site. In this regard, a transportation solution is proposed at the interface of Vitoria Flats Road and State Highway 6 whereby a right-hand turning lane may be established at the point where traffic demands necessitate an upgrade.

5 Statutory Considerations

5.1 National Policy Statement for Urban Development 2020

“The Yards project strongly aligns with the objectives and policies of the NPD-UD”

The NPS-UD identifies Queenstown-Lakes District as a Tier 2 local authority, and Queenstown is listed as a Tier 2 urban environment. As a Tier 2 local authority, the Council is obliged to give effect to all of the objectives in the NPS-UD, along with selected policies.

Objective 8 directs that New Zealand’s urban environments both support reductions in greenhouse gas emissions and are resilient to the current and future effects of climate change. In the context of this proposal, it is significant because the RRP will directly contribute to this objective to achieve a well-functioning urban environment in the context of **Policy 1**.

5.2 Proposed Otago Regional Policy Statement

Many policies of the Proposed Otago Regional Policy Statement (**‘PORPS’**) are relevant and the project directly aligns with waste minimisation, disposal facilities.

a. HAZ-CL-P16 – Waste minimisation responses

Apply the principles of the waste management hierarchy (reduce, reuse, recycle, recover, residual waste management) to the management of all waste streams.

b. HAZ-CL-P17 – Disposal of waste materials

Provide for the development and operation of facilities and services for the storage, recycling, recovery and treatment of waste materials but only for the disposal of waste materials if those materials cannot be recycled, recovered or treated for re-use.

c. HAZ-CL-P18 – Waste facilities and services

When providing for the development of facilities and services for the storage, recycling, recovery, treatment and disposal of waste materials:

- (1) avoid adverse effects on the health and safety of people,*
- (2) minimise the potential for adverse effects on the environment to occur*
- (3) minimise risk associated with natural hazard events, and*
- (4) restrict the establishment of activities that may result in reverse sensitivity effects near waste management facilities and services.*

5.3 Queenstown Lakes District Proposed District Plan

Part 2 of the Proposed District Plan (**PDP**) includes strategic objectives and policies that guide development and land use within the district. Chapter 3 underpins the strategic direction of the PDP.

Strategic Objective 3.3.13 Encourages economic activity to adapt to and recognise opportunities and risks associated with climate change. As discussed previously the provision of a resource recovery facility will directly contribute to a reduction in emissions, helping the effects of climate change.

Objective 4.2.2.6 Promotes waste reduction, which is directly aligned to purpose of the project, through diverting waste from landfill to be reused, recycled or repurposed.