

Before Queenstown Lakes District Council

In the matter of the Resource Management Act 1991

And

In the matter of the Queenstown Lakes District Proposed District Plan Topic 07
Designations

Statement of Evidence of Christopher Bruce Ferguson

Dated 7 October 2016

Wyuna Preserve Residents Association Incorporated (0744)

Solicitors

Anderson Lloyd
M A Baker-Galloway | R E Hill
Level 2, 13 Camp Street, Queenstown 9300
PO Box 201, Queenstown 9348
DX Box ZP95010 Queenstown
p + 64 3 450 0700 | f + 64 3 450 0799
maree.baker-galloway@al.nz | rosie.hill@al.nz

**anderson
lloyd.**

1. INTRODUCTION

1.1 Qualifications and Experience

1.2 My name is Christopher Bruce Ferguson. I hold the position of Principal with the environmental consultancy firm Boffa Miskell Limited. I am based in Queenstown and have been employed by Boffa Miskell since April 2015. I hold the qualification of a Bachelor of Resource and Environmental Planning (Hons) from Massey University and have 20 years' experience as a resource management practitioner.

1.3 The full details of my experience and qualifications are set out in my Evidence in Chief, dated 29 February 2016.

1.4 In preparing this evidence I have reviewed:

(a) The reports and statements of evidence of other experts giving evidence relevant to my area of expertise, including:

(i) The s.42A report prepared by Rebecca Holden (23 September 2016);

(b) The submissions made on Designation #239 made by Skydive Queenstown Ltd (#23) and Wyuna Preserve Residents Association Inc. (#744).

1.5 I have read the Code of Conduct for Expert Witnesses in the Environment Court Practice Note. This evidence has been prepared in accordance with it and I agree to comply with it. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed.

2. SCOPE OF EVIDENCE

2.1 I have been asked to prepare evidence on Chapter 37, Designations, of the Proposed District Plan ('**PDP**') by Wyuna Preserve Residents Associations Inc. ('**Wyuna**'). I was not involved in the preparation of this submission, however I have visited the Glenorchy Aerodrome, the Wyuna Preserve land and am generally familiar with the area. In addition, I have presented evidence to the Council on its hearing of submissions to the draft Glenorchy Airstrip Reserve Management Plan on 7 June 2016.

3. EXECUTIVE SUMMARY

- 3.1 This evidence has been prepared in respect to designation #239 for the Glenorchy Aerodrome.
- 3.2 Through my involvement in the hearing on the Glenorchy Airstrip Reserve Management Plan I am aware of the tensions within the local community, including residents at Wyuna, with the impact of noise from aircraft on their amenity values.
- 3.3 The notified designation provides no controls over the use of the Glenorchy Airstrip and the unfettered use of the land by aircraft for any purpose would result in significant adverse on the amenity values for residents. The recommendations contained within the s.42a report seek to minimise these effects through the imposition of conditions on operating hours and the adoption of 'fly neighbourly' principles. However, benchmarking the intensity of use of the airport has proved problematic.
- 3.4 I have reviewed the policies of the Glenorchy Airstrip Reserve Management Plan (2016) and the Glenorchy Head of the Lake Community Plan (2001), as an "other matter" considered reasonably necessary in order to make a decision on the requirement. The policies of the Glenorchy Airstrip Reserve Management Plan, do not establish parameters on noise effects and is relying on the future conditions on the designation to achieve that.
- 3.5 The focus of this evidence is on the development of a suggested framework to manage noise for what I consider an important resource for this community. In conjunction with the evidence of Mr Hunt, I consider that the adoption of a condition on the designation requiring the formulation of a Noise Management Plan, which specifies the noise standard to be achieved for all aircraft activity, would represent a sustainable outcome for the use of this resource.

4. SUMMARY OF THE RELIEF SOUGHT

- 4.1 The submission by Wyuna opposed designation #239 on the basis that a designation without any conditions regulating its use could result in unfettered use by private and commercial aircraft users and adverse effects on the amenity values of the Wyuna Residents. Wyuna sought to amend the designation through the addition of conditions to manage its effects. The submission generally supports the continued use of the airport as a community resource under

appropriate conditions that maintain amenity values and supports the policies of the Glenorchy Airstrip Reserve Management Plan.

4.2 The following conditions were sought to be added to Designation 239 by Wyuna in their submission:

- (a) Hours of operation (except for emergencies) for all aircraft flight operations shall be 8:00am to 8:00pm;
- (b) Unless necessary to do so for safety and/or emergencies no arrivals or departures to the airstrip shall overfly the Wyuna Preserve subdivision.
- (c) Circulatory flights that originate from or land at the aerodrome and have the potential to concentrate noise over the Glenorchy Township or Wyuna Preserve are prohibited.
- (d) There shall be no more than thirteen leases/licenses issued for aviation operators using the aerodrome.
- (e) The scale, nature and intensity of use of the aerodrome shall be maintained at the level of use that occurred as at 26th August 2015. For the avoidance of doubt this was [insert max # of flights].

4.3 A Site Location Plan is attached within **Appendix 1** identifying the location of the Wyuna Rural Lifestyle Zone in relation to Designation #239.

5. **INFORMAL MEDIATION**

5.1 Representatives of the requiring authority met with Wyuna, Skydive Queenstown Ltd and the Council s.42A writer to informally mediate with these two submitters on 23 August 2016 and again with the Council itself on 4 October 2016. The meeting was productive, and enabled parties to better understand the issues, but discussions have not yet been able to resolve differences.

6. S.42A Report

6.1 In response to the conditions volunteered by the requiring authority at the August meeting, the s.42A Report recommends changing Designation #239 by adopting the following changes to the schedule of designations:

No.	Map No.	Authority Responsible	Purpose	Site/Legal Description and Conditions
239	9	Queenstown Lakes District Council	Recreation <u>Local Purpose Reserve (Aerodrome Airport)</u>	Glenorchy Aerodrome, Section 11 Survey Office Plan 443869. <u>For conditions refer to C.82 below.</u>

C.82 Designation # 239 – Glenorchy Aerodrome – Local Purpose (Airport)

1. Hours of operation (except for emergencies) for all aircraft flight operations shall be between 8am or morning civil twilight (whichever is later) and 8pm or evening civil twilight (whichever is earlier)
2. Aircraft operators shall plan routes and operative their aircraft in accordance with the “Fly Neighbourly” guidelines with an exception being made for emergency or safety reasons.

6.2 The spatial extent of designation #239, as shown on planning Map 25a of the PDP remains unchanged, as below.



6.3 Nether the requiring authority or Council through its s.42A report, have provided acoustic evidence in support of the designation.

7. STATUTORY CONSIDERATIONS

7.1 The effect of a designation is to override the provisions of the District Plan for the activity or work undertaken by that requiring authority in accordance with its

designated purpose. Submissions from Counsel will address the relevant statutory provisions under the Act applying to designations.

- 7.2 Using the framework under s.168A(3) of the Act, this evidence is structured to provide a consideration of the following matters:
- (a) The Submissions received – s.168A(3)
 - (b) The effects on the environment of allowing the requirement – s.168A(3)
 - (c) A consideration of alternative methods of undertaking the work where it is likely that without constraints on the operation of the airstrip, the designation could result in significant adverse effects on the environment – s.168A(3)(b)(ii)
 - (d) The policies of the Glenorchy Airstrip Reserve Management Plan and the Glenorchy Head of the Lake Community Plan (2001), as an “other matter” considered reasonably necessary in order to make a decision on the requirement – s.168A(3)(d)
 - (e) Part 2 of the Act – s.168A(3)
- 7.3 My evidence does not examine or consider alternative sites or whether the designation is reasonably necessary for achieving the objectives of the requiring authority.

8. EVALUATION

Submissions

- 8.1 Two submissions have been made on Designation #239 by Wyuna and Skydive Queenstown Ltd #23. A summary of the relief sought in the submission by Wyuna is outlined in Section 4 above.
- 8.2 The submission by Skydive Queenstown Ltd is concerned with the description of the designation, to align with the status of the reserve, and to also expand the area of the designation to occupy all of Section 11 SO 443869. The spatial area of the airstrip designation is summarised within the s.42A report and Section 5 above, following informal mediation. It is apparent that the designation is not designed to occupy all of the Local Purpose reserve and would achieve a different purpose to enable the use of the land as an airstrip. Given this and the adoption of the Glenorchy Airstrip Reserve Management Plan, it would be appropriate for the designated purpose to be simply recorded as being ‘Glenorchy Airstrip’.

Glenorchy Head of the Lake Community Plan (2001)

8.3 The Glenorchy Head of the Lake Community Plan was published in 2001 and sets out a number of strategies and aspirations, reflective of a process of community input at that time. Although this plan is now quite dated, it contains some specific direction relating to the community's vision for the Glenorchy Airstrip. These are summarised below.

Key Strategies – Approach to Glenorchy Town

- Manage the approach to Glenorchy from shortly before the airstrip
- Wide grass verges to be developed from the airstrip to Glenorchy as a unifying element and to enhance the approach

Key Strategies - Airstrip / Airport

- Well planned and sensitively designed development of the airport. Any development needs to reflect the community's values / vision for Glenorchy and the Head of the Lake. Avoid proliferation of signs.
- Access to be formalised.

8.4 In explaining the character and issues relating to the airstrip, the Community Plan states:

The airstrip is one of the first indications that Glenorchy town is close. There is likely to be pressure to upgrade the 'airport' in the future. In this prominent location it will provide one of the first impressions of the District. Any development must reflect the character of Glenorchy – Head of the Lake District. There is no legal access to the airstrip. Signs have the potential to degrade the landscape.

8.5 These observations remain relevant today and the range of submissions to the RMP are reflective of that pressure. The Community Plan seeks to manage that pressure by recognising the site as being prominent and seeks to ensure development reflects the character of Glenorchy. This approach is clear and consistent with the goals of the RMP to retain the current intensity of use. The legal status of access is still to be resolved and is only partially addressed within the RMP.

Glenorchy Airstrip Reserve Management Plan

8.6 In March 2015, the Council produced a draft Glenorchy Airstrip Reserve Management Plan ('RMP') in accordance with the Reserves Act 1977. The

purpose of this RMP is to set out objectives and policies for the management and development of the airstrip. The draft RMP proposed:

- (a) The principal purpose of the airstrip is recreational and tourism related aviation.
- (b) Funding for management and maintenance is to be provided for by user charges to be set in a transparent and equitable manner between different user groups.
- (c) The Council has ultimate responsibility for governance. The Council, in consultation with Queenstown Airport Corporation (QAC), has delegated responsibility to the QAC for establishing safe operating procedures in accordance with Civil Aviation Authority provisions.
- (d) No further intensification of the airstrip is proposed. However, if that should change the Glenorchy community should be actively engaged in matters concerning any future development of the airstrip

8.7 A submission was made by Wyuna, which pointed out the location of the airstrip in close proximity to the Wyuna Preserve and the potential for its use to impact on residents. While generally supporting the ongoing use of the airstrip, the submission sought that there be greater clarity around exactly what scale, nature and intensity of use of the airstrip has been established and that this be the basis for future use of the airstrip. A “no fly zone” was also sought over the Wyuna Preserve land. Specifically, the submission sought:

- (a) limit the number of leases/licences issued for aviation operators using the airstrip,
- (b) maintain the scale, nature and intensity of use of the airstrip,
- (c) limit the hours of operation,
- (d) prevent over flying of Wyuna Preserve, and
- (e) prevent circulatory flights that have the potential to concentrate noise over the Glenorchy Township or Wyuna Preserve

8.8 The Hearings Panel made a recommendation to the Queenstown Lakes District Council, including that some amendments be made to the RMP. The Council at its meeting on 24 August 2016 considered those recommendations and made a decision to adopt the amended Management Plan. A copy of the final version of the RMP adopted by the Council is contained within **Appendix 2**.

8.9 The amendments to the Management Plan generally reinforce the approach taken in the proposed Plan to maintain the level of use generally unchanged from the present.

8.10 The key objectives and policies from the final RMP are listed below.

Purpose of the Reserve

Objective - The nature, scale and intensity of the use of the airstrip remain generally unchanged from the level that exists from the date of adoption of this plan.

Policy - Regulate the use of the Reserve in a manner that ensures that nature, scale and intensity of the use of the airstrip remains generally unchanged and that uses of the reserve are compatible with the Reserve's principle purpose

Aviation Operations

Objective - Seek to minimise the impact of noise on the surrounding community particularly that from flights which concentrate noise over the town and surrounding residential areas

Policy - Encourage all users to avoid undertaking circuit flights of the Glenorchy Township and surrounding residential areas from the airstrip.

Policy - Request the QAC update the airfield plates for Glenorchy, addressing flight paths over residential areas.

Policy - Limit the hours of operation for leases and licences for take offs and landings from the airstrip from 8am or Morning Civil Twilight (whichever is later) to 8pm or Evening Civil Twilight (whichever is earlier).

Future Development

Objective The Reserve is managed and developed in a manner that maintains its use as an airstrip in balance with maintaining the amenity of the site and surrounds.

Policy - Ensure development complies with relevant District Plan provisions, including future designation conditions.

8.11 The provisions of the RMP do not establish specific restrictions on the numbers of flight movements from the airfield or on noise, with the policy relating to future development specifically relying on the designation to maintain amenity values. This was recognised by the Council at the time the final RMP was adopted, where the covering report by Jeannie Galavazi to the full Council meeting on 24 August includes a specific statement relating to noise, as follows:

Noise is generally controlled by the Resource Management Act 1991 (RMA) and therefore is not the subject of this GARMP. The GARMP cannot

set limits on activities occurring outside the reserve. Noise associated with aircraft using the airstrip is authorised by the designation. The designation is addressed later in this report.

8.12 With respect to designations, the author further states:

The designation may be subject to conditions in future, following the upcoming review of the Proposed District Plan Designation Chapter. Typical conditions could be imposed around noise emissions, building height and setbacks and operating hours. Therefore the intention is this RMP is at a high level to ensure it will align with any future changes.

8.13 Based on my assessment of these provisions and accompanying explanation from Council Staff, the RMP can be considered as establishing a framework for the management of the reserve generally, with the general intent to maintain an intensity of use that is unchanged and sets out a process for licensing and leases that would achieve that. It provides for specific recognition of the amenity value for surrounding residents and high level actions to limit hours and encourage flights away from residential areas. In terms of the specific effects relating to noise, it is clear that the RMP seeks to rely on future conditions on the designation to achieve that.

9. Effects on the Environment

9.1 The main issue for the Wyuna Residents is the effect of aircraft use within the designation on their amenity values, primarily created by noise. The notified designation provides no controls over the use of the aerodrome by aircraft and unfettered use by any type and frequency of aircraft activity is permitted by the designation. Because the effect of the designation is to override the rules of the District Plan this has the potential to result in significant adverse effects for the residents of Wyuna and others within the vicinity of the aerodrome. The pressure on the use of the airstrip is evidenced through the submissions on the RMP by commercial operators and the further submission (#1345) made by Skydive Queenstown Limited opposing the imposition of controls proposed in the submission by Wyuna.

9.2 Wyuna has sought advice from a specialist acoustic consultant Mr Malcolm Hunt, who has prepared evidence to assist Wyuna understand the range of options available to control noise and the most suitable approach, given the concerns raised by the residents and the nature of its intended use. The evidence of Mr Hunt considers that in order to appropriately control the effects of noise, the designation include conditions that aircraft operate in accordance with a Noise Management Plan. The key components of the NMP are detailed below.

Mitigation Measures

- 9.3 Based on the purpose and area of the requirement and taking into account the potential adverse effects on the Wyuna Residents described above, I consider conditions on the designation a responsible approach to avoid or mitigate adverse effects on the amenity values of these and other residents within the area. The conditions recommended within the s.42A report go some way towards addressing these concerns, but should in my view also include conditions that incorporate the recommendations made within the evidence of Mr Hunt to address the following matters:
- (a) An outline of the enabling components of the designation through a description of its intended purpose so that the scope of the designation is clear and certain. Because the requirement relates only to the runway, it should be made clear that its primary purpose is to provide for the take-off and landing of aircraft; This type of wording aligns with the approach taken to the Queenstown and Wanaka Airport designations and which I consider good practice.
 - (b) Following from the above and to reinforce the purpose of the designation, which applies only to the runway, I consider a condition restricting buildings within the area of the designation would ensure buildings do not compromise the purpose of the designation (as described above).
 - (c) The preparation of a Noise Management Plan (NMP), for certification by the Council. The key elements that should be addressed within the NMP include:
 - (i) Establishing a level of aircraft movements for the aircraft in order to maintain a reasonable standard of amenity for adjoining residents. The level at which a reasonable standard of amenity would be maintained is proposed to be Ldn 55 dB, which reflects the standard considered appropriate by Mr Hunt, given the receiving environment, and in addition the standard imposed on fixed wing aircraft under the noise standards contained within Chapter 36 Noise of the PDP. The NMP should be prepared by a suitably qualified acoustic consultant and take into account factors such as the type of aircraft and flight paths in the prediction of noise levels. I understand from the evidence of Mr Hunt that each of the above variables would have an effect on the noise level received for adjoining residents and that a by imposing a noise level to be

achieved (i.e. Ldn 55 dB), this could have the practical effect of limiting the number of flights in certain directions.

- (ii) The monitoring of the outcomes of the NMP by an appropriately qualified acoustic consultant to ensure the frequency of movements and type of aircraft meet the target noise level;
 - (iii) A consultation procedure with the Airport Governance Committee established by the RMP, surrounding residents and the Queenstown Airport Corporation;
 - (iv) A procedure for receiving and responding to noise complaints from aircraft noise;
 - (v) The preparation of an annual report to be submitted to the Council detailing the outcome of monitoring and logged flights; and
 - (vi) A procedure for the review of the NMP and to make any necessary adjustments to the frequency or flights and type of aircraft using the airstrip to achieve the target noise standard.
- (d) That aircraft operations within the designation comply with the requirements of the NMP.

9.4 The approach of suggesting a NMP has been adopted from both the Queenstown and Wanaka Airport designations and is considered an appropriately responsive mechanism to manage the type of on-going noise effects from aircraft operations without requiring the preparation of detailed airport noise contours and on an adaptive management basis.

Consideration of Alternatives

- 9.5 The range of possible outcomes that may be undertaken to enable the take off and land of aircraft from this section of Council reserve, include:
- (a) Confirming the designation without conditions (status quo)
 - (b) Confirming the designation with conditions requiring the formulation of a Noise Management Plan incorporating restrictions on flight numbers to meet a target noise standard
 - (c) Confirming the designation without conditions on noise and in reliance on a limitation on flight times and fly neighbourly guidelines
 - (d) Refusing the designation in reliance on the rules relating to Informal Airports.

- 9.6 As detailed in the assessment of effects above, confirming the designation without conditions could result in unfettered use of the airstrip by operators as the RMP fails to place any limits on the number of flights. In the face of increasing pressure for the use of the airstrip this would in my view result in significant adverse effects on the Wyuna residents, residents within Glenorchy Township and nearby businesses such as Blanket Bay. The requiring authority has not undertaken any assessment of the noise effects on these people.
- 9.7 Confirming the designation with conditions that only address the overall times within which operations may occur is an improvement on having no conditions, but would still in my opinion fail to address the noise effects of aircraft on the Wyuna Residents.
- 9.8 Within the rules of the rural zone of the PDP, establishment of Informal Airports are provided for as a permitted activity, subject to meeting standards relating to noise and numbers of flights. The terms "Informal Airport" is defined to mean:
- Informal Airport*** *Means any defined area of land or water intended or designed to be used for the landing, departure movement or servicing of aircraft and specifically excludes the designated 'Aerodromes', shown as designations 2, 64, and 239 in the District Plan.*
- Note: This definition does not apply to the airspace above land or water located on any adjacent site over which an aircraft may transit when arriving and departing from an informal airport.*
- 9.9 The Glenorchy Airstrip is designated (#239) and this falls outside of this definition and so is also exempt from any of the standards relating to noise and numbers of flights.
- 9.10 Confirming the designation with conditions relating to flight times (twilight to twilight) and with the requirement to prepare a NMP is considered the most appropriate method to manage the effects of aircraft using the airstrip. This approach will provide the necessary flexibility to adjust the frequency of aircraft movements and aircraft type to meet a target noise standard.

Part II of the Act

- 9.11 When evaluating how the Glenorchy Airstrip achieves sustainable management, the enabling functions of sustaining the social, economic welling being of the local community need to be considered along with the amenity values for surrounding residents impacted on by operations within the airstrip. The community relies on the airstrip as a resource to sustain the economic wellbeing of commercial operators based there. It also serves a community function by providing private

operators an area to safely take off and land aircraft as well as providing a base for search and rescue, fire-fighting and other medical emergencies. Glenorchy airstrip is a physical resource of some significance to this community.

- 9.12 Based on the findings above, confirming a designation without conditions is likely to lead to significant adverse effects on the amenity values of residents. The focus of this evidence and of that of Mr Hunt has been on proposing a framework of suitable conditions that seek to recognise the function of the airport, while maintaining amenity values for residents. The conditions proposed by the Council on overall operating hours (twilight to twilight) and encouraging operators to adopt fly neighbourly principals do not in my view go far enough to manage the primary effects of concern to residents of aircraft noise. In particular, the frequency of movements and resultant noise emissions received by adjoining residents.
- 9.13 Having regard to the alternatives methods to manage noise effects from airports through NZS 6805 and the scale of what is essentially a small community facility, the evidence establishes that the most appropriate method is the adoption of a NMP, with the objective of achieving Ldn 55 dB at the closest dwelling.

11. REVISED RELIEF

11.1 Taking into account the recommendations contained within Appendix 1 to the s.42a Report and the evaluation above, I suggested amending the Designation #239, as follows:

Additions shown as underline and deletions are ~~strike through~~.

No.	Map No.	Authority Responsible	Purpose	Site/Legal Conditions	Description and
239	9 <u>25a</u>	Queenstown Lakes District Council	Recreation Reserve (Aerodrome) <u>Glenorchy Airstrip</u>	Glenorchy Airstrip Aerodrome , Section 11 Survey Office Plan 443869. <u>For conditions refer to C.82 below.</u>	

C.82 Designation # 239 – Glenorchy Airstrip

Purpose of the Designation

The area of this designation covers the Glenorchy Aerodrome runway and its primary purpose is to provide for the take-off and landing of aircraft, which may also include:

- a) General operations, and associated touch down and lift off areas
- b) General aviation, navigation and safety aids
- c) Runways, and other aircraft movement of safety areas

Restrictions on Aerodrome Activities

Building:

1. There shall be no buildings except aviation, navigational and safety aids including navigation and communication masts and aerials associated with aerodrome operations.

Note: Any building alongside the designation (i.e. the runway) will be the subject to the requirements of the District Plan and the Reserve Act 1977, including the provisions Glenorchy Airstrip Reserve Management Plan (2016).

Operations:

2. Hours of operation (except for emergencies) for all aircraft flight operations shall be between 8am or morning civil twilight (whichever is later) and 8pm or evening civil twilight (whichever is earlier)
3. Aircraft operators shall plan routes and operative their aircraft in accordance with the "Fly Neighbourly" guidelines
4. Within 6 months of the date of this designation being confirmed [insert date] the requiring authority shall submit for the certification of the Council a Noise Management Plan (NMP) that shall describe the following:

- a) The ongoing restrictions required on the type of aircraft, frequency of movements and flight tracks necessary to ensure noise received at the closest dwelling or residential building platform does not exceed Ldn 55 dB, as determined by a suitably qualified acoustic consultant;
- b) Monitoring of noise levels from aircraft carried out by a suitably qualified acoustic consultant;
- c) The outcome of consultation on the draft NMP with the Glenorchy Airstrip Governance Committee, constituted under the Glenorchy Airstrip Reserve Management Plan (2016), surrounding residents and the Queenstown Airport Corporation;
- d) A procedure to deal with noise complaints from operations within the aerodrome; methods to resolve any such complaints and reporting of outcomes to the Council;
- e) An Annual Report describing the number and type of aircraft movements from the aerodrome, including those operating under licenses or leases from the Council under the Reserve Management Plan; the number of complaints received with respect to noise; and any changes proposed to be made to the nature and frequency of restrictions on aircraft use; and
- f) A procedure for the review of the NMP.

5. Aircraft operations shall comply with the certificated NMP.

Exemptions:

The following shall be exempt from having to comply with the conditions of this designation:

- a) aircraft landing or taking off in an emergency; and
- b) emergency flights required to rescue persons from life threatening situations or to transport patients, human organs or medical personnel in medical emergency; and
- c) aircraft using the airport due to unforeseen circumstances as an essential alternative to landing at another scheduled airport, and
- d) flights required to meet the needs of a national or civil defence emergency declared under the Civil Defence Act 1983, and
- e) flights certified by the Minister of Defence as necessary for reasons of National Security in accordance with Section 4 of the Act; and
- f) aircraft undertaking firefighting duties.



Chris Ferguson

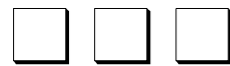
7 October 2016

APPENDIX 1

Site Location Plan

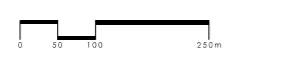


V:\VWS_Wyuna\100_General\WS_100_1_SK-001(Airstrip Context Plan).dm



DARBY PARTNERS
 Level 1, Steamer Wharf, Lower Beach Street
 PO Box 1164, Queenstown 9348
 Tel +64 3 450 2200 Fax +64 3 441 1451
 info@darbypartners.co.nz
 www.darbypartners.co.nz

SCALE: 1:5,000 (A1); 1:10,000 (A3)



NOTE:
 All boundaries and areas are subject to survey

REVISION:	NO.	DESCRIPTION	DATE	DRAWN	REVIEWED	APPROVED
-	-	For Information Only	10.07.16	TG	-	-

GLENORCHY AIRSTRIP CONTEXT SITE PLAN

PLAN STATUS:	JOB CODE:	DRAWING NO:	REV:
DRAFT	WS_100	SK-001	-

APPENDIX 2

Glenorchy Airstrip Reserve Management Plan (as adopted on 24 August 2016)

RESERVE MANAGEMENT PLAN

GLENORCHY AIRSTRIIP

July 2016



DRAFT

TABLE OF CONTENTS

Executive Summary	1
Introduction	2
Site Description	2
Description of Reserve and Activities	2
Management of Reserve	3
Runway and Operational Features	3
Vision, Objectives and Policies	4
Actions	7

EXECUTIVE SUMMARY

The Glenorchy Airstrip Reserve (The Reserve) is a low volume, non-certified aerodrome situated just south of the township of Glenorchy, on the banks of Lake Wakatipu. It houses a grass strip utilised by small private fixed wing aircraft, helicopter operations and is also a base for skydive and other recreational aeronautical activities.

This Management Plan has been prepared in accordance with the Reserves Act 1977, and sets out objectives and policies for the management and development of the Reserve.

MANAGEMENT PLAN PROCESS

Action	Date
QLDC notified its intention to prepare a management plan.	Oct 2014
A workshop was held with the Glenorchy Community Association.	Oct 2014
Resolution made by QLDC to publicly notify Draft Glenorchy Airstrip RMP.	Feb 2015
Release of the Plan for public consultation and submissions.	Mar 2015
Hearings of public submissions.	June 2016
QLDC adopt the Reserve Management Plan via Council resolution.	August 2016

In summary, the Management Plan provides the following:

- The principle purpose of the Reserve is to provide for emergency, community, recreational and low intensity commercial tourism aviation.
- Funding for management and maintenance is to be provided for by user charges to be set in a transparent and equitable manner and following consultation between the different user groups.
- The Queenstown Lakes District Council (QLDC/Council) has ultimate responsibility for governance. The QLDC has delegated responsibility to the Queenstown Airport Corporation (QAC) for establishing safe operating procedures in accordance with Civil Aviation Authority (CAA) provisions.
- No further intensification of the Reserve is proposed. However, consolidation of the structures in one area with buildings of similar size and scale to 2016 levels is appropriate and encouraged. The Glenorchy community and airstrip users will be actively engaged in matters concerning any future development of the airstrip.

INTRODUCTION

The Reserves Act 1977 requires the QLDC to prepare reserve management plans for all land classified as ‘Recreation Reserves’ under council management or control. The Reserve was gazetted as Local (Airport) Purpose. Preparation of management plans for Local Purpose Reserves is not mandatory and is at the discretion of Council unless directed by the Minister.

This Reserve Management Plan (Management Plan) is a means by which the QLDC can manage and control the use of the airport and provides a vision for the Reserve. It describes the general intentions for the use, maintenance, protection, preservation and development of the Reserve through a series of objectives and policies. The objectives and policies assist with decision making regarding development and use of the Reserve.

The principle purpose of the Reserve is to provide and maintain the airstrip to an appropriate standard¹ for emergency and low intensity community, recreational and commercial tourism aviation activities.

¹ As a non-certificated aerodrome Glenorchy only has to comply with a basic set of aerodrome standards for a Code 1A, day visual flight rules (VFR) aerodrome, contained in CAA Advisory Circular AC139-6.

SITE DESCRIPTION

Located approximately 375m above sea level, the Reserve sits on a terrace above Lake Wakatipu. The terrace is well drained and forms the southern extent of a historic alluvial fan formed by Stone Creek. The soils comprise of Queenstown shallow silt loam with gravels and stones. The area has an average annual rainfall of approximately 900mm per year with a portion of this falling as snow during the winter months.

There is an area of remnant native vegetation surrounding the Reserve as well as an area of plantation pines between the Reserve and Lake Wakatipu. The Reserve is prone to gorse and it has been necessary to control weed growth and spread in recent years.

DESCRIPTION OF AIRSTRIP AND ACTIVITIES

OVERVIEW

The Reserve is in most part occupied by a non-certified aerodrome. The airstrip is a low volume grass strip located to the south of Glenorchy, adjacent to the Queenstown-Glenorchy Road.

It is used by small private fixed wing aircraft and as an airstrip for helicopter operations for organisations such as the Department of Conservation (DoC). A number of commercial

aviation operators also use the airstrip for heli-skiing and as a base for commercial skydive and hang gliding operations. Legal vehicular access is available to the Reserve from the Glenorchy-Queenstown road as the site bounds the road. As this access is not yet formed there is currently no legal public vehicular access to the Reserve. Vehicular access is currently over private land with no legal agreement in place for this type of access. Legal public pedestrian access to the Reserve exists via an easement over private land from the Queenstown-Glenorchy Road.

LEGAL DESCRIPTION AND RESERVE CLASSIFICATION

The Reserve has a total area of 19.7ha. It is held in one parcel legally described as Section 11 SO 443869 and owned by the Crown. The QLDC is responsible for administering the Reserve (including the airstrip) and the site is vested as such.

The site is gazetted under the Reserves Act 1977 as reserve for ‘Local (Airport) Purpose’.

The part of the Reserve containing the airstrip is designated for ‘aerodrome’ purposes in the QLDC District Plan. There are no conditions associated with this designation. The site’s underlying zoning is Rural General.

HISTORY

The Reserve was administered and developed by the Department of Conservation (DoC). During this time limited commercial use of the airstrip occurred.

DoC approached the QLDC with an offer to transfer ownership of the Reserve and on the 23rd of August 2013, following consultation with the Glenorchy community (who indicated support for QLDC to manage the reserve and associated airstrip), the Council resolved to accept the transfer of the airstrip and associated reserve land from DoC.

In 2001 the Glenorchy Community Plan – Head of the Lake was prepared by the Glenorchy community. This plan recognised the Reserve as being the entrance way to the Glenorchy Township. It promotes well planned and sensitively designed development of the airport, avoidance of proliferation of signs and for access to be formalised.

MANAGEMENT OF RESERVE

RECENT CHANGES

On the 27th of August 2013, QAC resolved to assist the QLDC with management and operation of the airstrip including the commitment of staff resource

(up to one week per year). This resource would address:

- Maintenance of the CAA's Aeronautical Information Publication (AIP) airfield plates for users.
- Quarterly site visits to assess obstacles, condition of the grass airstrip, marker boards, windsock, fencing, first aid kit supplies and the emergency telephone.
- Quarterly liaison with users.
- Minor housekeeping of the airstrip including mowing, pruning of small plants to avoid obstacle problems etc.

A number of management responsibilities reside with the QLDC including resolution of resource management issues, collecting user fees, insurance and authorising leases and/or licences.

CURRENT ACTIVITIES

The airstrip component of the Reserve is best described as a community/tourism airstrip, used mainly for recreational related aviation, including gliding, light powered aircraft, micro-light aircraft, sports aircraft, skydiving, parachuting, paragliding and heli-skiing.

Through consultation with stakeholders it has been established that there are (as at November 2014) thirteen aviation operators using the airstrip for a range of commercial activities including small scale

passenger transport, sky diving, hang gliding, recreational flights and heli-skiing. Emergency services land at the airstrip as required.

Small scale beekeeping is undertaken in the northwest corner of the Reserve.

LEASES, LICENCES, PERMITS AND CONCESSIONS

Activities on, to and from the Reserve were previously controlled by DoC concessions. Due to the changeover of administration from DoC to the QLDC the formalisation of new leases to operate from the airstrip and to occupy parts of the Reserve is not complete. A process for formalising leases / licenses for existing activities will follow the adoption of this Management Plan.

Previous permits/concessions granted under the previous administration permitted the placement of a Portacom building and portable aircraft hangar for an ultralight aircraft and the retention of an existing Portacom building and associated deck and a toilet.

RUNWAY AND OPERATIONAL FEATURES

AIRSTRIP

The airstrip contains a single grassed runway, approximately 700 metres in length. It is oriented in a north-south direction.

Feedback from operators indicated that works may be required to smooth the runway. It is the QLDC's intention that any works undertaken will only be to maintain the current usability of the airstrip to maintain the status quo in terms of intensity of use. No upgrade of the airstrip facility is planned nor is it evident from consultation that the community is in favour of intensification of use that may lead to an upgrade.

Flights take off and land to the north and south and the direction of take-off and landing is influenced in part by wind conditions as well as the type of aircraft being operated.

A layout of the Reserve can be found in Appendix 1.

FACILITIES

The Reserve contains an onsite portable hanger (present for four months of the year), Portacom building, temporary parking area and small sheds. Two helipads have also been recently constructed and a shipping container is located next to these. Safety fencing has been installed by one of the

operators to manage user movements near the airstrip.

SkyDive Paradise currently provide a 'Bio Toilet' onsite that has been made available for public use.

DESIRED LEVELS OF SERVICE

The community and some user groups have indicated that they wish the level of service at the airstrip and intensity of use to remain generally as it was prior to the transfer of administration from DoC to the QLDC.

Some user groups wish to see some improvements made to the existing facilities including staff and customer facilities, and safe storage of fuel and equipment.

VISION, OBJECTIVES AND POLICIES

VISION

The vision for Reserve is:

To maintain and manage the airstrip to an appropriate standard for emergency, community, recreational and low intensity commercial tourism aviation activities.

GENERAL OBJECTIVES, POLICIES AND ACTIONS

The following objectives and policies will guide the management of the Reserve.

PURPOSE OF THE RESERVE

OBJECTIVES

- Facilitate existing emergency community, recreational and low intensity commercial tourism aviation as the principle purpose of the Reserve.
- Aviation activities are managed in a way that provides for the airstrip to be sustained into the future.
- The nature, scale and intensity of the use of the airstrip remain generally unchanged from the level that exists from the date of adoption of this plan.
- Other activities taking place at the Reserve remain compatible with the principle purpose of the Reserve.
- The Reserve is managed and maintained so that the airstrip is safe to use.
- The Reserve is managed and maintained so that the use remains compatible with the surrounding environment.

POLICIES

- Manage the airstrip in a manner that permits and promotes a mixture of uses. Authorised activities should promote a mixture of aviation users (emergency, community, recreational, commercial tourism) to ensure aviation needs of the community are provided for.
- Regulate the use of the Reserve in a manner that ensures that nature, scale and intensity of the use of the airstrip remains generally unchanged and that uses of the reserve are compatible with the Reserve's principle purpose.
- Ensure leases and/or licences are in place for all activities at the airstrip and that their terms clearly stipulate roles and responsibilities of respective users.
- Activities that existed prior to this plan must apply for leases and/or licences within three months from the date of adoption.
- Ensure maintenance agreements are in place to maintain the existing airstrip.
- Ensure user charges are collected to assist in maintaining and administering the airstrip to sustain its future use as an airstrip.
- Allow established beekeeping activities to be maintained at the level from date of adoption of this plan and any increases in nature and scale to be at the QLDC's discretion.

FUNDING AND USER CHARGES

OBJECTIVES

- The cost to manage and maintain the airstrip is funded from user charges and such other income that can be generated from the airstrip.

POLICIES

- Grant leases and licences for commercial occupation of areas of the reserve with the rent for such occupation to reflect market rentals and/or Council's pricing policy.
- Set landing fees in line with market rates, dependent on the type of activity taking place

GOVERNANCE

OBJECTIVES

- The QLDC's governance role is clear and distinct.
- Management arrangements for activities at the Reserve are inclusive of input from community representatives and users.
- Aviation activities will be coordinated in a way that maximises the airstrips use and enjoyment for all users at maintaining the level of intensity that exists from the date of adoption of this plan.

POLICIES

- The QLDC will govern and manage (with some activities delegated to QAC) the airstrip under its legislative responsibilities under the CAA in a way that promotes the principle purpose of aviation, in a manner that is safe and equitable to all users and to other ratepayers of the District.
- In terms of aviation activities on the airstrip, primary responsibility for adherence to operational rules and procedures rests with each individual operator.
- Establish an Airstrip Governance Committee to advise the Council on management and maintenance matters and potential future development of the Reserve. This committee will be comprised of the Councillor designated to the Glenorchy community, representation from the Glenorchy Community Association and representation from authorised users of the airstrip. The QLDC will make decisions on these matters taking into account the Committee advice, budgetary requirements and all user feedback.

AVIATION OPERATIONS

OBJECTIVES

- Aviation activities will comply with all relevant statutes and regulations.
- The airstrip will be maintained to a standard that promotes use by all approved aviation activities.
- Seek to minimise the impact of noise on the surrounding community particularly that from flights which concentrate noise over the town and surrounding residential areas.

POLICIES

- All operators/users on the airstrip are to take responsibility for and adhere to their own 'safety operations manual' in accordance with CAA regulations.
- All user groups are to instruct their members on the safety and operating procedures established by their 'safety operations manual' and any other Health and Safety regulations the QLDC may issue.
- Maintain the runway in accordance with the QLDC and QAC agreements.
- Establish safe and suitable legal vehicle access from the Queenstown-Glenorchy Road, through the Reserve to the Airstrip.

- There is to be safe and secure storage of fuel on site to prevent pollution from spillage or increased fire risk.
- Encourage all users to avoid undertaking circuit flights of the Glenorchy Township and surrounding residential areas from the airstrip.
- Request the QAC update the airfield plates for Glenorchy, addressing flight paths over residential areas.
- Limit the hours of operation for leases and licences for take offs and landings from the airstrip from 8am or Morning Civil Twilight (whichever is later) to 8pm or Evening Civil Twilight (whichever is earlier).

FUTURE DEVELOPMENT

OBJECTIVES

- The Reserve is managed and developed in a manner that maintains its use as an airstrip in balance with maintaining the amenity of the site and surrounds.

POLICIES

- Ensure all buildings onsite are low key, low visibility and commensurate with the degree of use of the reserve.

- For any new development encourage consolidation of replacement structures in one area with buildings of similar size and scale to the combined footprint area of those existing at the time of adoption of this plan.²
- Ensure development complies with relevant District Plan provisions, including future designation conditions.

² Footprint of buildings existing at the time of this plan are shown on the survey plan in Attachment 2

DRAFT

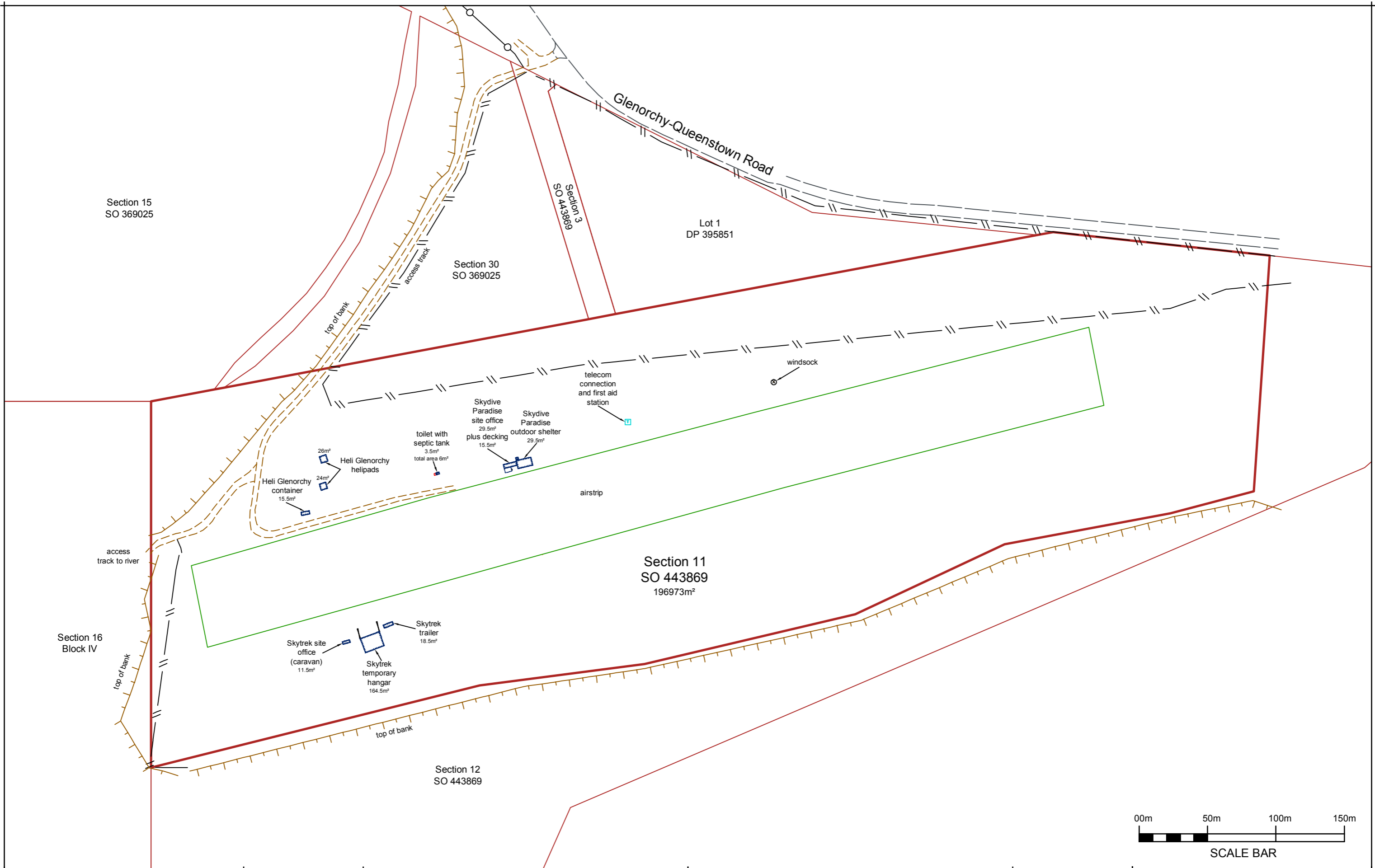
ACTIONS

The following section outlines proposed actions to be undertaken on the basis of the Objectives and Policies proposed.

		What we will do:	Who will do it:	When we will do it:
Governance	Leases/ Permits	Formalise use of the Glenorchy Airstrip through the provision of leases/permits for all operators	QLDC / Users	2016-2017
	Establish Airstrip Governance Committee	Facilitate establishment of the Airstrip Governance Committee (User Group) to provide feedback to the QLDC in relation to the ongoing management and maintenance of the reserve.	QLDC / Users	2016
	Management of Reserve	Formalise maintenance arrangements to ensure that site is adequately and appropriately maintained for aviation purposes.	QLDC	Ongoing
Funding and User Charges	User Charges	Review charges annually in accordance with the QLDC's Annual Plan process so that the Reserve budgets can be met.		Ongoing
Aviation Operations	Flight Paths	Update Glenorchy Airfield plates to avoid flight paths over the township and established residential areas.	QAC/QLDC/Governance Committee	2017
District Plan	Designation	Ensure designation provision is appropriate and is aligned with this Management Plan.	QLDC	2016

APPENDIX ONE – AIRSTRIP RESERVE PLAN





PATERSONPITTSGROUP
 Surveying • Planning • Engineering
 Your Land Professionals
 www.ppgroup.co.nz
 0800 PPGROUP

QUEENSTOWN:
 Terrace Junction,
 1092 Frankton Road.
 PO Box 2645,
 Queenstown 9349.
 T 03 441 4715
 E queenstown@ppgroup.co.nz

Client/Location:
for Queenstown Lakes District Council
Glenorchy Airstrip Reserve
Section 11 SO 443869

Purpose/Drawing Title:
Building Locations

© COPYRIGHT. This drawing, content and design remains the property of Paterson Pitts Partners Limited and may not be reproduced in part or full or altered without the written permission of Paterson Pitts Partners Limited. This drawing and its content shall only be used for the purpose for which it is intended. No liability shall be accepted by Paterson Pitts Partners Limited for its unauthorized use.

Surveyed by:	DB Jul 2016	Original Size:	Scale:
Designed by:		A3	1:2500 at A3
Drawn by:	DB Jul 2016		1:5000 at A1
Checked by:		DO NOT SCALE	
Approved by:		Sheet No:	Revision No:
Job Ref:	Q5787 - 13	1	F
		Date Created:	11/07/2016