

# A Growth Management Strategy for the Queenstown Lakes District

April 2007



# Table of Contents

<b>1 PURPOSE AND STRUCTURE OF THE STRATEGY</b> .....	2		
<b>SECTION ONE: GROWTH PRESSURES AND ISSUES</b> .....	3		
1.1 Growth Pressures.....	3		
1.2 Implications.....	4		
1.3 Responding to growth pressures / demands.....	5		
1.4 The need for a wider set of growth management tools .....	6		
1.5 Relationships .....	7		
1.6 Process to develop and review the strategy.....	8		
<b>SECTION TWO: CORE GROWTH MANAGEMENT STRATEGIES</b> .....	9		
Core Growth Management Strategies .....	9		
Principle 1: Growth is located in the right places .....	11		
Principle 2: The type and mix of growth meets current and future needs .....	12		
Principle 3: Infrastructure is provided which is sustainable and meets growth needs.....	15		
Principle 4: High quality development is demanded .....	16		
Principle 5: The costs of development are made transparent, and economic signals encourage positive outcomes and discourage adverse effects .....	17		
Principle 6: Integrated planning.....	18		
<b>SECTION THREE: ACTIONS AND MONITORING</b> .....	20		
Actions – Principle 1: Growth is located in the right places.....	21		
Actions – Principle 2: The type and mix of growth meets current and future needs .....	24		
Actions – Principle 3: Infrastructure is provided which is sustainable and meets growth needs .....	27		
		Actions – Principle 4: High quality development is demanded.....	28
		Actions – Principle 5: The costs of development are made transparent, and economic signals encourage positive outcomes and discourage adverse effects.....	30
		Actions – Principle 6: Integrated planning.....	32
		<b>APPENDIX ONE: NO GROWTH / SLOW GROWTH</b> .....	34
		<b>APPENDIX TWO: ECONOMIC TOOLS</b> .....	35
		<b>APPENDIX THREE: RELEVANT PLANS AND DOCUMENTS</b> .....	36

## 1 Purpose and Structure of the Strategy

This Strategy has been prepared to help guide the Council and the community in planning for the future growth and development of the District. Its main purposes are to:

- Guide Council's detailed planning for the urban settlements in the District.
- Provide a context for transportation planning and investment in infrastructure.
- Provide a context for land owners and developers, stating what type of growth is wanted and where.
- Help inform the community of likely changes to the District over the next 20 or so years and the steps Council will take to manage this growth.
- Alert other infrastructure providers to the location and scale of growth to assist with their planning (e.g. Transit, District Health Boards, central government agencies like Ministry of Education, Police).

The Strategy is a non-statutory document and provides an overview of Council's growth management policy, not the detail, which is to be found in other existing plans, or will be progressively included in future revisions and updates of these plans. The document is an expression of the legislative intent of the Council and the Council's intention is to translate the actions identified in the Strategy into appropriate statutory documents.

This Strategy will be reviewed every six years, timed to provide input into the community outcomes under the Long Term Council-Community Plan (CCP) process. A formal reference will also be made to the Strategy in the CCP to ensure that the Strategy is given appropriate recognition in Council decision making processes.

The Strategy is organised into three sections as follows:

1. The background to the strategy, including growth pressures that the District faces, how the strategy was developed, and its relationship with other plans and policies.
2. The main principles which Council will apply when managing these growth pressures and the specific strategies that will be followed to apply the principles.
3. Actions that are needed to implement the identified strategies, including monitoring actions.

## Section One: Growth pressures and issues

This Section of the Strategy discusses the growth pressures facing the District, their implications should no new action be taken, and the overall direction that the Council will take to manage future growth in the District. This direction is then expanded upon in subsequent sections

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### 1.1 Growth Pressures

The Queenstown Lakes District area was the fastest growing area in New Zealand between 2001 and 2006. Census counts show that the population of the District has increased by 30% over the 5 years between 2001 and 2006. The number of occupied homes in the District has grown by the same amount. Employment has also grown fast, and this has benefited the overall economic and social wellbeing of the District, and the wider Central Otago area.

Many of the growth pressures that the Queenstown's Lakes District faces are driven by forces outside of the District. The District is an international tourism destination that supports economic growth across the southern part of the South Island. Located in a nationally-significant landscape, the area draws in a large amount of investment (both local and international) in homes, services and visitor-related activities. The two boxes below set out the expected growth in population, visitors, and jobs in the two main urban areas of the District. The Council's 2006 CCP contains more detailed projections.

#### In the Queenstown / Wakatipu area:

- The number of permanent residents will grow from 15,000 in 2006 to over 32,000 by 2026.
- The number of visitors will grow from 11,100 per day (on average) in 2006 to 21,500 by 2026
- The number of jobs will grow from 11,000 to 24,500 by 2026.

#### In the Wanaka area:

- The number of permanent residents will grow from 6,600 in 2006 to over 14,500 by 2026.
- The number of visitors will grow from 5,000 per day in 2006 to 11,000 by 2026
- The number of jobs will grow from 4,700 to 9,000 by 2026.

## 1.2 Implications

The Queenstown Lakes District Council (QLDC) economy is based on delivering a high quality experience to visitors and residents alike. The Council is convinced that the risks of leaving the growth pressures that the District faces unmanaged are significant and will harm the opportunities that are, or will be, available to present and future generations. If current development trends continue (in terms of the amount of land needed to accommodate houses and new businesses), then these growth pressures could see over 1,000 ha of land consumed for housing, and more than 250 ha of land for additional business and visitor accommodation activities between now and 2026. These demands exceed the land area available within current settlements and identified extensions.

To avoid a major expansion of the District's settlements into surrounding rural areas (and a consequent decline in the environmental values which underpin the District's wellbeing), new development will need to use land more intensively than has been the case to date. To ensure that the marketplace does provide more and better quality housing and business activities within existing urban areas, there is a need to provide more certainty over the location and quality of development expected in the settlements, and the nature and timing of transport networks needed to support such land use patterns. In this regard, any constraint posed by the capacity of the roading infrastructure needs to be resolved through the provision of public transport services.

In addition to using land more efficiently, the 2002 Growth Options work identified that there needed to be careful consideration of the mix of activities in the urban areas. There is a considerable risk that the settlements in the district will develop in an "unbalanced" way which will also harm the long term economic and social wellbeing of the area.

Significant issues lie around:

- Ensuring that there is room for community services and activities, including new primary schools, reserves and open spaces and facilities like libraries in areas subject to more intensive redevelopment
- Providing industrial land and space for more service and business activities
- The growth of new town centres and their potential impact on the viability and vitality of existing centres, but also their positive role in helping to address growth demands and promote patterns of activities that better support public transport
- Providing for greater housing choice and increased affordability
- Ensuring high quality urban design

- Ensuring that the district's transportation system and services can cater for the increased demand that will be generated by both population and visitor growth through development of a viable and effective public transportation network and providing recognition that public transportation is likely to need to have priority over private cars in the future
- Matching growth in housing and business with infrastructure improvements (including piped infrastructure such as water and sewerage as well as transportation infrastructure), especially roading and public transport and ensuring that planning for land uses and infrastructure provision are integrated to provide for maximum benefit

The Growth Management Strategy addresses all of these issues.

### **1.3 Responding to growth pressures / demands**

The Strategy has been prepared on the basis that the Council will not (and cannot) stop growth from occurring in the District<sup>1</sup>. However the Council will act with determination to manage the quality, location and type of growth to help ensure that new activities add to the economic, social, cultural and environmental wellbeing of the District. To this end, the Council will be much more explicit than it has been in the past about where growth should and should not be located, the expected quality and design of that growth, and the type of growth needed to meet future needs. In combination, these policies will help to make growth more sustainable.

This approach to growth management places an emphasis on integrated planning, both within Council, as well as across the wider range of agencies and community groups that are involved in the development and management of settlements and their communities.

A core theme of this strategy is therefore promoting processes that are informed by a better understanding of the District, and its capacity to absorb growth; and which use a wider set of growth management tools than has been the case to date. This includes using both regulatory and economic tools (such as price signals to direct where growth should go), and linking up with other agencies to ensure that co-ordinated responses to growth pressures occur, particularly where infrastructure is located. These concepts are discussed further on the next page.

The Council's move to bring planning policy development back in-house is a first step in this process. The community also needs to play its part in managing growth, participating in planning exercises and helping to set the overall direction, with less emphasis on "fighting fires" on a development-by-development basis.

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<sup>1</sup> See Appendix One for a further discussion of this.

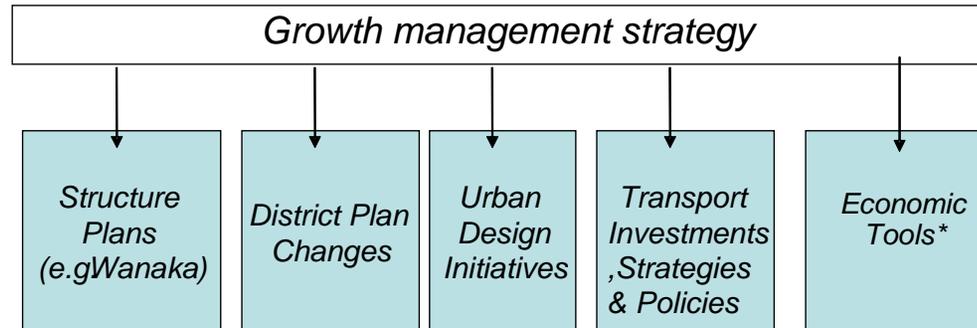
#### 1.4 The need for a wider set of growth management tools

The need for a wider set of growth management tools stems from the complexity and size of the growth pressures that the District has to respond to. Traditionally, Councils have used District Plans, prepared under the Resource Management Act, as the main growth management tool. Land use zoning and associated development controls can be powerful tools to manage growth, but the experience over the past 10 years has been that land use controls are not sufficient, by themselves, to achieve community goals. They tend to be reactive rather than proactive. Poorly used, they can also impose many transaction costs on developers and the community. This partly reflects that District Plans can never provide water tight outcomes as, under the legislation, exceptions can always be granted. It also reflects the fact that where demands are high, land prices and potential development returns increase, often creating an incentive for land owners to push hard for zoning changes. As a result of these issues, Councils have been looking to identify a wider range of growth management tools to assist in managing growth and have been increasingly using planning tools such as structure plans to assist in this process. Growth management plans are also increasingly looking at how to alter the fundamental dynamics of land use development, rather than try to catch development once areas start to develop (as tends to be the case under the Resource Management Act). Two important tools to help shape land use patterns are:

- The nature of infrastructure investments and how these trigger land use development, rather than just respond to demands. Transport investment, in particular, is integral in influencing how and where future development will take place. For example, a new road, which might alleviate congestion in the short term, may mean that more people move to the area which is easier to access, creating demand for more growth, and more congestion in the future.
- The nature and extent of financial charges that are placed on land use development and the use of infrastructure, and the extent to which they support good outcomes and discourage unwanted outcomes.

Structure plans provide an means to bring together land use, environmental, community, infrastructure and funding issues, and the Council will use structure plans to help manage growth in greenfields areas (like Wanaka), and areas that are likely to be subject to redevelopment in the future (such as the wider CBD area in Queenstown).

Economic tools are discussed further in Appendix Two. Some of these tools are not available or only partially used in NZ. The economic tools that are used are mostly set up as a revenue source, rather than as a growth management tool. Legislation restricts the ability to use them to directly influence where growth should go. This Strategy signals the need for the Council to investigate and use economic tools alongside existing regulatory tools and, where necessary, to advocate to government that Districts like QLDC have a stronger set of planning and economic tools that it can call upon. The Council will need to build up its capacity over time in relation to the use of these tools.



*\* Such as development contributions, Targeted rates, value uplift capture, transferable development rights, bonus provisions*

## 1.5 Relationships

To achieve an integrated set of actions to manage the growth pressures outlined, a key issue is the relationships that exist, or which needs to exist between this strategy and the various other plans and strategies that are prepared by the Council. The Growth Management Strategy is a non-statutory, co-ordinating document. It sets out Council's intended direction, with this direction implemented through a range of other statutory and non-statutory plans and policies.

Currently, the most important implementation plans are the District Plan (prepared under the Resource Management Act), and the CCP (prepared under the Local Government Act). As noted, a very important relationship is that between land use development and transport investments. Transport strategies and plans (such as the Future Link study) are important in ensuring that growth management is implemented in an integrated way, and increasingly land use and transport planning will be combined together.

A particular focus of this strategy is on developing financial tools to influence where development is to occur. This covers both investment in areas, as well as the charges and incentives that are applied to development.

Other agencies that also have an important role in responding to growth pressures are Transit NZ, Otago Regional Council, District Health Boards, Ministry of Education, Department of Conservation, Police and so forth. The Strategy proposes a number of actions to promote closer co-ordination with these agencies.

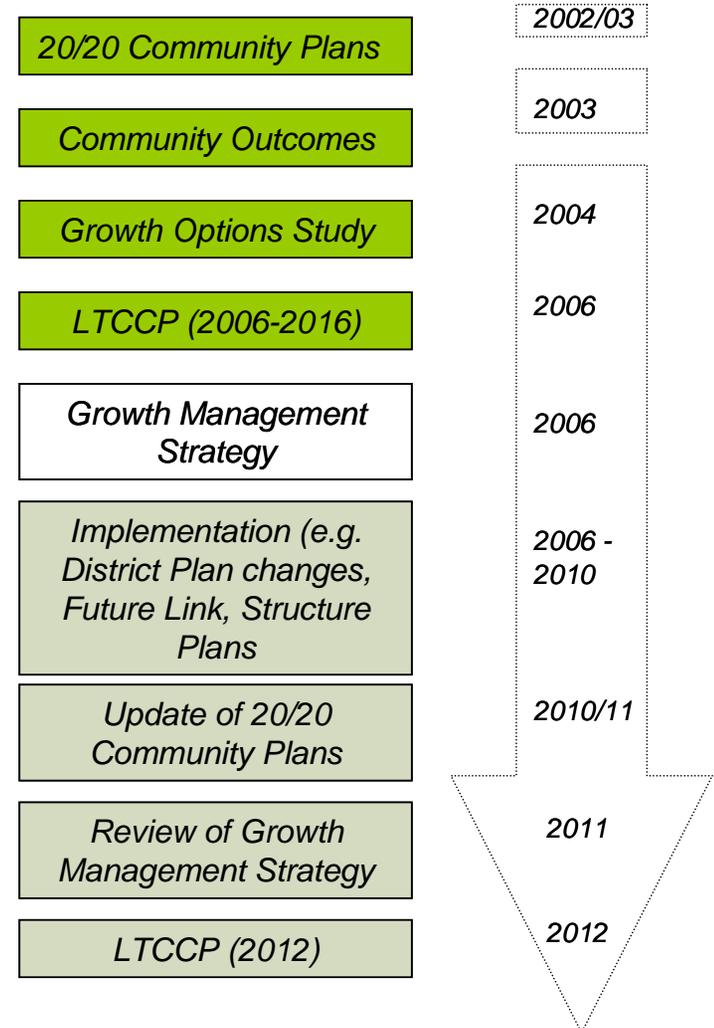
Relevant plans and documents are listed in Appendix Three.

## 1.6 Process to develop and review the strategy

This Growth Management Strategy is based on work undertaken over the last 3 years. In 2002, the Council initiated community-based planning workshops for all of the settlements in the District. These workshops helped to define the community outcomes that are the basis of the 2006 CCP. In 2004, the Council started the Growth Options Study which looked in more detail at the growth pressures facing the main settlements in the district, and possible responses. Work since then has also informed this Strategy, including transport studies and District Plan changes.

The diagram on the right shows how the strategy was developed.

The Strategy will be significantly reviewed in 2011, as part of the review of Community Outcomes and the 20/20 community plans, leading up to a review of the CCP in 2012. In the interim, the Strategy will be reviewed and updated each year to ensure it remains consistent with detailed policy as it is developed and adopted.



## **Section Two: Core Growth Management Strategies**

This Section of the Strategy sets out the main directions that the Council will take to manage the growth pressures outlined in the previous section.

### **Core Growth Management Strategies**

The core growth management strategies that are set out in this document are based on the community outcomes developed under the Local Government Act.

The diagram on the next page lists (on the left hand side) the community outcomes developed by the community between 2002 and 2003 through a series of community engagement processes. These outcomes are now incorporated into the Council's Long Term Council Community Plan (CCP). The outcomes express the main hopes and desires of the community, for the future.

To the right of these outcomes are the key growth management principles that the Council will apply when it is managing growth in the District. These principles are expanded upon on the following pages.

## Community Outcomes from LTCCP

Growth is managed sustainably in a way that supports:

- Quality landscapes and enhanced public access to the outdoors
- A strong diverse community
- High quality urban environments
- Effective and efficient infrastructure
- Preservation and celebration of cultural heritage

## Growth Management Principles

Growth is located in appropriate areas to protect the environment, consolidate development in high density areas and to support new growth areas where these are needed.

The type and mix of growth is appropriate to long term needs, enabling a balanced, more stable community and a more diverse economy.

Infrastructure is provided in a way that supports high quality development located in the right places while adhering to the principles of sustainable development and ensuring that the environmental qualities of the district are protected.

The quality of the environment is improved through good design of individual developments and precincts.

The costs of development reflect demands on infrastructure as well as helping to achieve desired outcomes.

Integrated planning processes are followed that involve the community and stakeholders in identifying issues, solutions and actions. Infrastructure and land uses are planned together. The Council closely monitors development trends and acts to avoid unwanted outcomes.

## **Principle 1: Growth is located in the right places**

This principle refers to the need to direct where growth should be located so that the natural environment is protected, and growth supports the economic and social wellbeing of the District and its settlements. The need to be clear about what growth should go where stems, in large part, from the landscape values and the natural resources present in the District and the importance of them to the economic structure of the District. To protect these values, compact high quality liveable urban areas, of mixed densities and mixed uses, are needed that offer a choice of living and working environments. The main strategies to implement this principle are:

- 1a All settlements are to be compact with distinct urban edges and defined urban growth boundaries.
- 1b Growth is to be accommodated mainly in the two urban centres (Queenstown/ Frankton and Wanaka), and existing special zones outside of these centres.
- 1c Settlements in the Wakatipu Basin (Arthurs Point, Arrowtown, Lake Hayes Estate and Jacks Point) are not to expand beyond their current planned boundaries. Further development and redevelopment within current boundaries is encouraged where this adds to housing choices and helps to support additional local services in these settlements.
- 1d Growth of the smaller outer lying towns (such as Hawea, Hawea Flat, Luggate, Glenorchy, Kingston, Makarora, and Cardrona) is to be encouraged to a point where critical mass for affordable servicing is reached and an appropriate range of local services and employment can be supported.
- 1e The landscape values and the character of rural areas surrounding the urban areas and townships are to be protected from further urbanisation (i.e. changes from a predominately rural character to an urban character).
- 1f Greenfields development within the defined growth boundaries of the two main urban settlements (Queenstown and Wanaka), such as at Frankton Flats, is to be carefully managed to ensure that land is used to effectively balance the full range of desired community outcomes, and that a mix of activities can be accommodated. This includes encouraging a higher density form of development.
- 1g In Queenstown / Frankton and Wanaka, new centres are proposed in both settlements that can act as focal points for growth, with a mix of commercial, visitor accommodation and more intensive residential development in and around these centres, whilst ensuring that the two existing centres remain attractive, vibrant, and important places to residents by providing for a range of housing and business options that will sustain a resident population.

- 1h Green networks are developed to support settlements, helping to define edges, as well as linking activity areas within settlements, and helping to provide a respite to more intensive development.
- 1i New development avoids areas of recognised hazards (e.g. floodplains, instability) and development already within known hazard areas is managed so that hazards are not exacerbated.
- 1j The further growth of the Queenstown Airport should be co-ordinated with the development of the wider Frankton area to ensure that future conflicts between land use and airport activities are minimised. This is likely to involve some constraints on the operation of the airport (e.g. ensuring flight paths that minimise impacts on local amenity and restrictions on flights between 10pm and 6am), as well as constraints on adjacent activities (e.g. expanded noise contours and complementary land uses).
- 1k The ability to expand operations at Wanaka airport and avoid reverse sensitivity effects should be secured.

## **Principle 2: The type and mix of growth meets current and future needs**

Getting the right mix of growth is critical to the long run economic and social wellbeing of the District. Growth pressures are very strong in some sectors, with consequences for the sustainability of other sectors. For example, a strong demand for visitor accommodation units puts pressure on the ability of the market to deliver affordable housing for residents, with this lack of affordable housing undermining the economic future of the area. Similarly, too little industrial land is likely to push up the cost of many goods and services that people and businesses need, and may see industrial areas jump the urban growth boundary.

Important strategies for all settlements are:

- 2a All settlements are to have strong centres that are community hubs, with a clustering of retail, business, public transport, and community services.
- 2b New town centres should only be considered where the type and scale of likely future growth in the two existing centres (Queenstown and Wanaka Central Business Districts) would result in the loss of essential qualities such as walkability, low-rise, compact neighbourhoods, a mix of residential opportunities, local retail stores, and view corridors to mountains and lake.
- 2c Affordable housing is to be actively pursued through regulatory and non regulatory means.

- 2d In both Queenstown and Wanaka, the opportunity for higher density residential areas (that cannot be dominated by visitor accommodation) close to main centres shall be provided.
- 2e Land for future social and community facilities should be identified, as appropriate, in all settlements.
- 2f The diverse land needs of the business sector are to be understood and appropriate areas set aside for business uses, with more certainty about what types of activities can locate in the different business areas. In both Wanaka and Queenstown more space is to be provided for industrial and service activities, in separate areas, as well as mixed commercial and retail areas as part of new town centres, to a scale that ensures the existing centres remain viable and vibrant centres to residents and visitors.
- 2g The District Plan is to be amended to ensure that the functions of industrial areas are distinguished from mixed business areas, with policies reworded to provide a stronger direction on what type of activities should locate in the various zones.

In Queenstown / Wakatipu:

- 2h Developments in the Frankton Area are to be carefully managed to ensure a balanced mix of residential, retail, commercial, industrial, and visitor accommodation developments in each of the main growth areas north and south of the airport.
- 2i More employment land (i.e. land zoned for business and commercial uses rather than residential uses) is to be provided in and around the airport designation, preferably on both the north and south sides of the runway to provide for yard-based industrial activities.
- 2j The Queenstown Central Business District (CBD) area is to be retained as a compact, low scale, walkable mixed use area, with preserved view shafts to the surrounding mountains and to the lake, and with no further expansion beyond the current zone boundaries.
- 2k Some redevelopment of business land at the northern end of Gorge Road for a mix of higher rise residential uses (including affordable housing units) with ground floor commercial is to be promoted, recognising the proximity of this area to the CBD and the ability to increase height and bulk without blocking views or creating shade. The identification of other areas which may be suitable to accommodate additional building height and density (where buildings are well designed and energy efficient) without adverse effects on the environment is also promoted.

- 2l Restrain the spread of visitor accommodation in the higher density zone around the Queenstown Bay area so as to maintain a sense of community by preserving a sustainable balance between residents and visitors, with more visitor accommodation to be accommodated at Frankton and Jacks Point.
- 2m Develop a strategy for the Queenstown CBD that aims to preserve its unique character, heritage and sense of community. This should also include the control of vehicles and parking. The strategy should aim to retain a sufficient number of public places, spaces, community facilities and business catering to residents to ensure that residents make up a significant proportion of people on the street, enhancing the attractiveness of the town as a place to live and as a visitor destination.

In Wanaka:

- 2n The expansion of the new commercial area proposed by the Wanaka Structure Plan is to be carefully managed so that the viability and vitality of the existing centre is not undermined.
- 2o Land within the structure plan area is to be released for development in a staged manner, to help ensure efficient use of land, as well as to ensure infrastructure (particularly more land for business and community activities) is provided in-step with growth and the ensuring demand for goods and services. Sufficient land within the structure plan area is to be retained as a long term land bank to provide for growth post 2026.
- 2p Develop a strategy for the Wanaka Town Centre to ensure that the centre is retained as the focal point for both residents and tourists, that the character and amenity of the centre is enhanced through high quality urban design, and that key issues such as traffic and parking are appropriately managed.

### **Principle 3: Infrastructure is provided which is sustainable and supports high quality development in the right places**

The provision of infrastructure which meets the needs of both residents and visitors and which enhances the environmental qualities of District is an essential element of effective growth management. Infrastructure refers to a range of core services provided by the Council including water, wastewater, stormwater and transportation (roads, trails, walking/cycling facilities and public transport) services. While all of these services are important, transportation is integral in influencing both the location and form of development. The Council has already prepared a number of policies and strategies related to ensuring that the provision of transportation infrastructure is appropriate to meet future growth needs, including *Future Link*, the District's Transportation and Parking Strategy (2005). However additional attention is needed to ensure that future transportation infrastructure is effective in supporting and promoting the patterns of growth proposed in this Strategy. In particular there is a need to ensure that a viable and effective public transportation network is developed and that recognition is given that this network will have priority over private vehicle transport in the future in order to meet transportation demands. There is also a need to promote increased integration between growth and settlement patterns and the planning and provision of regionally significant infrastructure assets.

- 3a The Council will invest in the development and promotion of sustainable infrastructure solutions which aim to reduce effects of growth on the environment and protect the character and amenity of both urban and rural areas in the District.
- 3b The local transport network should support the desired pattern of activities in the Queenstown and Wanaka areas through the following processes:
- development of a viable, effective public transportation network
  - high density areas located to support public transport and not located in areas difficult to serve with public transport
  - transport routes managed to fit in with communities, with connected roading patterns in newly developing areas providing for increased transport choices, including walkability
  - giving priority to public transport, walking and cycling over private cars and reducing car use to the main twin centres through controls on parking, and by not adding significant traffic capacity to the roading network
  - providing a high quality network of non-vehicular trails within and between settlements
  - increased walking and cycling options in other settlements.

- 3c In the Queenstown area, the State Highway network should be managed in a way that supports and facilitates the development of new activity centres in the Frankton area (providing for access and movement to and between these centres), while encouraging alternatives to private motor vehicles (such as public transport, walking and cycling) for travel between Frankton and Queenstown CBD.
- 3d Regionally-orientated infrastructure (including the airport and the State Highway network) should be planned to be sustainable and support the proposed pattern of development. Recognition should be given to protecting regionally significant transmission corridors and assets.

#### **Principle 4: High quality development is demanded**

The future viability of the District as a residential and visitor destination is largely dependent upon the quality of the design of new development. Recent developments have demonstrated a substantial lift in the quality of design, compared to previous development, but despite this lift improvements are still needed. High quality design is not negotiable. The Council will say no to bad design, while encouraging good design.

- 4a The Council will continue to invest in well designed public spaces and buildings, including open spaces, town squares and plazas that are safe, reflect local character, support good quality private development, and that help to create a unique identity to the district's settlements.
- 4b Development is to be encouraged to incorporate innovative design features that reduce demands on the public infrastructure and the environment, while adding to the quality of the development, such as better energy efficiency measures, water conservation and on-site storm water management.
- 4c Development shall ensure that the quality of water in the district's lakes, rivers and water bodies is not reduced through measures that avoid the run off from sites, of silt and other contaminants.
- 4d Development is to support a high quality public environment through a positive relationship to streets and public spaces, activating the edges of public spaces and places and by incorporating Crime Prevention through Environmental Design (CPTED) principles.

- 4e Development is to be of a high quality that respects neighbouring properties and existing and future character, and heritage features as identified in local plans. District Plan provisions (rules and criteria) are to be enforced and monitored.
- 4f Subdivision layouts that respect the landscape and accord with the principles of high quality urban design by creating compact and connected neighbourhoods are required.
- 4g The Council will continue to promote good design through in-house design reviews, the use of guidelines and design panels, engagement of design experts and the training of staff and professional groups involved in design.

**Principle 5: The costs of development are made transparent, and economic signals encourage positive outcomes and discourage adverse effects**

Ensuring that price signals support the other principles and strategies is very important. The Council is already using a range of financial tools to ensure that development helps pay for its fair share of infrastructure costs. Price signals are also needed to help modify the choices that people and businesses make as to where they locate and how they design a development.

- 5a Continue to use development and financial contributions to help fund infrastructure provision.
- 5b Continue to use price signals to influence market choices, such as targeted rates aimed at the visitor accommodation sector that ensure that this type of developments pays for relevant operational expenses.
- 5c Investigate transferable development rights, open space acquisition and other similar economic instruments to help protect the landscape values of rural land on the fringe of urban areas and townships. For example, provide an incentive for the purchase of rural development rights by requiring development within the urban area to use development rights transferred from rural areas, in certain situations.
- 5d Modify transport-related costs to promote alternatives to private vehicle use in the Queenstown / Wakatipu area and to reduce pressure for the outward expansion of urban areas.
- 5e Support public transport and other modes through the use of parking levies (which need to be applied to both the CBD and Frankton areas to ensure equitable outcomes).

- 5f Seek national funding (LTNZ) for travel demand management and coordination strategies (e.g. Travel Plans), in conjunction with large scale developments
- 5g Advocate for the introduction (at a national-level) of mechanisms that enable the capture of part of the value increases associated with rezoning proposals (e.g. a local value capture tax), and to use this funding to help provide more and better services in areas where growth should go.
- 5h Incorporate bonus provisions into the District Plan that provide an incentive for development to provide desired public good features (such as additional public spaces in town centres) and actively oppose developments that diminish the public good.
- 5i Mitigate the negative impacts of unconstrained growth on local amenity, including heritage and landscape protection through the purchase and covenanting of land where no other tools or options are available.

### **Principle 6: Integrated planning**

The Council, and the community, must increase their capacity to plan for the future in more integrated and effective ways. For the Council this means increasing its understanding of the economic and social drivers affecting the district, and increasing its ability to lead integrated planning exercises, both with the private and public sectors. It also means the Council advocating for stronger planning legislation (especially economic tools) to help achieve more integrated outcomes, and which recognise the unique pressures that the District faces.

Integrated planning will also require much closer liaison between different asset management areas within the Council, particularly transport and land use planners. For example, as road networks increase (through new developments) and their roles change (for example through the application of traffic demand management policies), there needs to be a close link between planning documents to recognise that levels of service will change, safety strategies need to be modified and the costs of maintenance will alter (which will influence the Annual Plan). Similarly, a focus on urban design means that more resources need to be put into the development control process.

Important actions are:

- 6i Improve the Council's information bases, collaborating with other planning agencies to ensure consistent forecasts and datasets.

- 6b Further investigate and understand the environmental, social and economic impacts (both negative and positive) of further development in the district, including the concepts of environmental footprints (the impact of development in environmental terms) and sustainable development.
- 6c Provide regular updates / forums on growth pressures, projections and planning to help inform the community, developers, central government agencies and landowners of planning initiatives.
- 6d Advocate for the Regional Policy Statement to contain stronger statements about the need to manage urban growth and to co-ordinate regional infrastructure development, such as State Highway network management and passenger transport development being linked to urban growth issues (using Sec 30 (2) (gb) of the RMA).
- 6e Develop strong relationships with other Councils facing strong growth pressures and share experiences and issues.
- 6f Research the case for and advocate for stronger planning legislation (e.g. a QLDC version of the Local Government (Auckland) Amendment Act) that promotes more integrated planning processes and outcomes, including the use of economic tools.
- 6g Support and continue to undertake locally-based integrated planning exercises (such as Structure Plans) that:
- Look at the natural environment, land use, transport and infrastructure (hard and soft) in a holistic way
  - Involve stakeholders and the community in all stages of the process
  - Develop investment delivery plans for each settlement to help support desired outcomes, linked with funding tools like development and financial contributions.
- 6h Develop processes to better link policy decisions with implementation and operational policies and requirements.

### Section Three: Actions and monitoring

The following sections set out the main actions that should be undertaken to implement the strategies outlined in the previous section.

For each action, the following is listed:

- The strategy to which the action relates
- A brief description of the action
- Who is responsible for the action
- Priority (from the perspective of growth management)
- A suggested monitoring indicator.

Note: The suggested monitoring targets set out one possible way in which progress towards the strategy could be measured, and can be used to help gauge the effectiveness of the proposed action in implementing the strategy. In many cases the proposed targets will need to be refined and amended as detailed work on the specific strategy begins, and information becomes available that can define a more relevant target.

### Actions – Principle 1: Growth is located in the right places

Principle No	Strategy	Action	Agency	Priority	Possible monitoring target
1a	Compact urban areas	Define in the District Plan, an Urban Growth Boundary around Queenstown and Wanaka, using as a base, the work undertaken in the Tomorrow's Queenstown and Wanaka Structure Plan (see Appendix 4). Support with appropriate policies and rules.	QLDC, ORC	High (H)	No further urban style development occurs in the Basin
1b	Most growth in two main settlements	Retain and enhance the opportunities that are currently available within the proposed Wanaka and Queenstown Growth Boundaries to accommodate the majority of the District's growth over the next 20 years.	QLDC	Medium (M)	85% of expected District-wide growth between 2006 and 2026 is accommodated in the Wanaka and Queenstown areas
1c	Settlements in Wakatipu Basin	Resist any pressure to expand existing settlements, or to create new settlements, while allowing for measured infill where this provides wider benefits.	QLDC	M	No expansion of the footprint of existing settlements occur
1d	Secondary settlements (such as Hawea, Hawea Flat, Cardrona, Luggate, Kingston, Glenorchy, and Makarora)	Review existing zonings and, if additional zoning is required and it is considered appropriate, allow for smaller settlements to grow to around 800 to 1,000 dwellings (2,000 to 3,000 people) – a level that will support a wastewater treatment plant, as well as basic local services.	QLDC	Low (L)	Settlements continue to experience modest growth

Principle No	Strategy	Action	Agency	Priority	Possible monitoring target
1e	Protect rural landscapes	Monitor District Plan protection mechanisms for rural general land and determine the sustainability of current approaches. Link with the use of economic tools.	QLDC	M	The rate of subdivision of Rural General land slows significantly.
1f	Make effective use of urban land to balance all community goals	Review District Plan rules to refine and clarify objectives and policies in order to ensure the effective use of scarce urban land. Consider the use of minimum densities, should developments continue to favour low density approaches to the development of greenfields land identified for urban activities.  Consider the use of increased building heights in appropriate areas.	QLDC	H	In the Frankton area, ensure that new residential developments on greenfields land are at a density of at least 20 units per ha.  In the Wanaka area, aim for 15 dwelling units per ha, on average, in new subdivision areas.
1g	Twin centres are developed in both Queenstown and Wanaka	Ensure that in the planning for the Frankton area, the town and local centres in the area are capable of accommodating around 60% of additional centre-based employment by 2026. In Wanaka, ensure that the new 3 Parks centre can accommodate around 2,000 jobs by 2026, and that additional mixed business and industrial land is provided.	QLDC	H	New commercial development provides a Floor to Area Ratio of at least 0.5.  Frankton accommodates an increasing share of visitor accommodation demands
1h	Green networks are developed	Ensure open space issues are addressed in structure plans; that existing open space areas and linkages to and through developments are	QLDC	M	Increase in total hectares of "greenspace" including all Council owned/leased public

Principle No	Strategy	Action	Agency	Priority	Possible monitoring target
		retained; and continue to acquire and develop parkland and walking trails within and between settlements.			open spaces/reserves and land protected by covenants.  Development of new and improvements to existing public walkways and trails.
1i	Natural hazards	Ensure that property owners are aware of natural hazard risks and that this is appropriately considered in all re zonings.	QLDC / ORC	M	All affected landowners are aware of risks (e.g. hazards noted on LIM reports)
1j	Queenstown airport's expansion is co-ordinated with development of the Frankton area	Ensure any new designations/ airport noise controls protect the ability to expand airport operations, while taking into account growth pressures on land uses in the Frankton area and the need to ensure conflict between the airport and surrounding land uses is minimised and that compatible land uses are located adjacent to the runway.	QLDC	H	Airport can expand its operations, while allowing for more housing and businesses in the wider Frankton Area
1k	Wanaka airport	Secure appropriate zoning and land for long term expansion.	QLDC	L	Wanaka is capable of developing as second regional airport hub in the future

**Actions – Principle 2: The type and mix of growth meets current and future needs**

Principle No	Strategy	Action	Agency	Priority	Possible monitoring target
2a and 2b	Town Centres	Ensure town centre resources are identified as a core resource of the District and provide criteria in the District Plan as to when new out-of-centre proposals may be considered	QLDC	M	Appropriate criteria added to the District Plan in an appropriate Plan Change
2c / 2d	Affordable housing is promoted	<p>Increase housing choices for permanent residents, including affordable housing, potentially through:</p> <ul style="list-style-type: none"> <li>• The establishment of the Community Housing Trust</li> <li>• Retaining areas for higher density housing for permanent residents</li> <li>• Investigation of inclusionary and/or linkage zoning provisions (requiring housing and business developments to provide land, cash or units towards affordable housing)</li> <li>• Providing bonus provisions where affordable housing is provided.</li> <li>• Other appropriate means</li> </ul>	QLDC, Housing Trust, HNZ	H	10% of homes constructed between 2006 and 2016 and 20% of homes between 2016 and 2026 are deemed to be affordable (either within the open market, as controlled by the Housing Trust, HNZ and other providers)
2e	Identify land for facilities	Work with agencies such as the Ministry of Education to identify future needs and assist to secure appropriately located land.	QLDC. MoE, others	M	New primary school in Frankton is operational by 2011.

Principle No	Strategy	Action	Agency	Priority	Possible monitoring target
2f / 2g	Business needs / land	Continue to monitor land demands and take up for business activities.	QLDC	M	Review land demands by 2011
2h	Mix of activities in Frankton	Ensure that new centres for Frankton are required to incorporate an appropriate amount of visitor accommodation.	QLDC	H	30 to 40% of new visitor accommodation activities between 2006 and 2026 are located in the Frankton area
2i	More employment land in Frankton	Review demand for industrial land out to 2026, and make appropriate provision through re-zonings / new zonings for some light industrial land and for mixed business activities.	QLDC	H	20 to 30 ha of additional mixed business land identified in the Frankton area for yard-based activities, and a further 20 to 30ha for mixed business activities
2j – 2k	CBD/ Higher density in Queenstown	<p>Review the provisions of the Queenstown Higher Density Residential zone to ensure that a sustainable balance between residents and visitors occurs.</p> <p>Develop a concept plan for the CBD and the surrounding residential and mixed business areas.</p> <p>Undertake detailed investigation to identify appropriate areas to accommodate more intensive/ mixed use development, including areas that may be suitable to accommodate increased building height.</p>	QLDC	H	<p>Visitor accommodation units do not exceed half* of the total units within the High Density Residential Zone, within 800m of the CBD</p> <p>*: This proportion is likely to be refined in the future.</p>

Principle No	Strategy	Action	Agency	Priority	Possible monitoring target
2l	New centre in Wanaka	Control the amount of retail floor space in the new 3 Parks centre such that it will grow in-line with the growth of the catchment, while allowing for the existing centre to consolidate its position.	QLDC	H	Development of the new centre is staged as follows: 10,000 sqm of retail floorspace by 2016, climbing to 20,000 sqm by 2026
2m	Release of additional urban land in Wanaka	<p>Establish a staging plan to ensure that land release occurs in a way, and at a rate that:</p> <ul style="list-style-type: none"> <li>• Ensures efficient use of urban land</li> <li>• Promotes compact development</li> <li>• Assists with the development of new community facilities</li> <li>• Retains options for the future</li> </ul> <p>Ensure sufficient land within the structure plan area is to be retained as a long term land bank (to provide for growth post 2026). Maintain the current rural zonings of the balance of land within the “Twin Rivers” long term growth boundary</p>	QLDC	H	Enough land is progressively rezoned to meet the next 20 year growth demands

**Actions – Principle 3: Infrastructure is provided which is sustainable and supports high quality development in the right places**

Principle No	Strategy	Action	Agency	Priority	Possible monitoring target
3a	Invest in and promote more sustainable infrastructure solutions	Investigate and provide information to developers on sustainable infrastructure solutions. (Also refer to Actions 4.2 and 4.3)  Council infrastructure to be developed to meet best practice environmental standards.	QLDC	M  H	
3b	The local transport network supports the desired pattern of activities and provides for a mix of transportation modes	Implement the recommendations of the Future Link Study (including public transport study)  Update and expand network plans and Activity Management Plans (AMPS) to reflect the principles of this strategy.	QLDC	M	30% of work trips to Queenstown CBD are by foot, bike or public transport by 2011. In 2001 it was 20%
3c	The State Highway network supports development	Advocate to the Otago Regional Council that they insert appropriate policies into the Regional Policy Statement and Regional Land Transport Strategy supporting this principle.  Work with Transit NZ to ensure that development in the Frankton area can proceed	QLDC, ORC	H	10% of trips between Frankton and Queenstown CBD are by public transport by 2011 (frequency of use of public transport)

Principle No	Strategy	Action	Agency	Priority	Possible monitoring target
		and supports the viability of public transport access.			
3d	Recognise and protect regionally significant transmission corridors and assets	QLDC to work with Transit NZ, Transpower New Zealand Limited to ensure that any new development does not inappropriately impact on the operation of regionally significant transmission corridors or assets.	QLDC	M	Regionally significant transmission corridors continue to be operated and upgraded without unnecessary constraint.

#### Actions – Principle 4: High quality development is demanded

Principle No	Strategy	Action	Agency	Priority	Possible monitoring target
4a	Higher quality public spaces in more intensive areas	Develop a programme of upgrading open spaces, streets and other public areas in areas that will be subject to intensification and redevelopment (such as Gorge Rd in Queenstown, and the Wanaka Higher Density Zone)	QLDC	M	Community satisfaction with the quality of public spaces.
4b	Incorporate innovative design features	Provide information to developers on the benefits of innovative solutions. Ensure development contribution provisions allow for appropriate dispensations for alternative	QLDC	H	Information is provided to developers and the public (such as a web site link to the proposed Star Rating system)

Principle No	Strategy	Action	Agency	Priority	Possible monitoring target
		solutions.			to be developed by Green Building Council)
4c	Water quality	Investigate and encourage the use of on-site stormwater management techniques (bio-retention, water re use, swales, permeable paving).	QLDC, ORC	M	Water quality in the lakes and rivers of the district is improved
4d / 4e	Development supports high quality environments	Complete Plan Change 10 (as it relates to improving design outcomes) and review and monitor outcomes.	QLDC	H	Plan Change 10 is made operative
4f / 4g	Good quality design	Support good urban design through use of panels, guidelines and criteria that help to identify and define the appropriate design qualities of subdivisions and developments.	QLDC	M	Design standards increase over time, as measured by consistency with published urban design guidelines

**Actions – Principle 5: The costs of development are made transparent, and economic signals encourage positive outcomes and discourage adverse effects**

Principle No	Strategy	Action	Agency	Priority	Possible monitoring target
5a	Development contributions to help fund infrastructure provision	Continue to implement, update and review the development contributions system so that it accurately reflects the costs of development.	QLDC	On-going	% of capital budget funded by development contributions. (To be determined)
5b	Targeted rates	Continue to use targeted rates as a way of ensuring that the costs of particular activities in relevant localities are met by the activity generating these costs.	QLDC	On going	% of capital budget funded through targeted rates. (To be determined)
5c	Economic tools	<p>Link up with other Councils using Transferable Development Rights to help protect rural land (e.g. Rodney district) and explore the feasibility of using similar techniques.</p> <p>Investigate other funding mechanisms that can be used to buy and protect areas of open rural land for long term protection, such as a targeted rate.</p>	QLDC	M	Host a summit on economic tools for growth management

Principle No	Strategy	Action	Agency	Priority	Possible monitoring target
5d to 5f	Make road users pay more in order to encourage modal shift and support development of public transport	This action can be implemented through the Future Link study and related projects.	QLDC	H	30% of work trips to Queenstown and Frankton CBDs are by foot, bike or bus by 2011. In 2001 it was 20%
5g	Capture part of the value uplift associated with re zoning	Advocate through LGNZ and any other appropriate channels for a wider set of financial tools such as the ability for the community to capture part of the value uplift associated with up zoning.	QLDC	M	LGNZ adopt the issue as part of a review of local government financing
5h	Incentives	Incorporate incentive-based approaches into the District Plan relating to the provision of affordable housing in appropriate locations (such as appropriate parts of the High Density Residential zone).	QLDC	M	Incentive-based approaches are incorporated
5i	Land purchase as a tool to preserve amenity for the community	To purchase land or property where necessary in order to protect amenity values for the community. To ensure the ongoing protection of the amenity values of land/property purchased by the Council through covenants.	QLDC	M	Community satisfaction with heritage and landscape protection

### Actions – Principle 6: Integrated planning

Principle No	Strategy	Action	Agency	Priority	Possible monitoring target
6a / 6b	Improved Information bases and analysis tools	Continue to build-up Council's in-house resources and capabilities in terms of: <ul style="list-style-type: none"> <li>• Residential capacities and take-up rates</li> <li>• Employment capacities and take-up rates</li> <li>• Land demands, especially for employment and community activities</li> <li>• Impact assessment (environmental, social and economic).</li> </ul>	QLDC	M	In house resource and capacity increased
6c	Regular updates / forums on growth	Investigate and set up a mechanism to help generate more informed community debate about growth pressures, trends and responses, for example working in with the High Schools and individual communities.	QLDC	H	Hold an annual forum on development trends, pressures and responses
6d / 6e	Regional approach	Enter into more regular dialogue with the Regional Council about urban growth issues. Work with the Regional Council on a southern lakes regional settlement strategy (e.g. QLDC, Central Otago, Southland).	QLDC, CODC, ORC	M	Host a summit on growth management in the Otago Region
6f	Stronger planning legislation	Advocate through LGNZ for more effective planning laws that can better cope with areas under extreme growth pressures, as the	QLDC	M	Central Government acknowledges the special circumstances of the District

Principle No	Strategy	Action	Agency	Priority	Possible monitoring target
		Auckland Region successfully achieved with the LG AAA.			
6g / 6h	Integrated planning processes	<p>Review the processes used to develop 20/20 Community Plans prior to preparing new plans in 2010/11.</p> <p>Continue to use Structure Plan processes, and progressively expand their focus to more fully integrate land use, community, infrastructure and funding issues.</p>	QLDC	M	Set out a process to review 20/20 plans by 2010

## Appendix One: No growth / slow growth

Many people, when looking at the growth pressures that the District face, and the resources which it has to manage, think that the only long term solution is to slow growth down and possibly even stop it at some point. Many people feel that the environment has a carrying capacity, which when breached, will mean a downward spiral to the quality of the area. It is never possible to say exactly what the carry capacity is, and usually people feel that it will be reached with “a bit more” development.

There are many examples of resort towns where growth, left unchecked, has ultimately undermined the very qualities that made the place desirable in the first place. The Council does not wish to replicate that experience, but neither does it wish to replicate growth management plans that have sought to stop growth through growth moratoriums or growth caps. These policies have lead to very unbalanced resorts towns. Land prices spiral out of control seeing poorer people and visitors excluded, while growth pressures get pushed onto other communities. Often pressures build and growth caps are removed or somehow gotten around, leaving the community with no real plans as to how to manage the growth that then floods in.

In a review of tools to slow or limit growth\*, it was noted that in New Zealand (in contrast to other countries) the Resource Management Act does not support a “no growth” approach. Even if it did, by itself it was unlikely that it would be able to stop growth completely. A range of regulatory and economic tools are needed to manage growth, and this strategy recognises this.

*\*Tools and techniques for slowing or limiting growth. A discussion paper prepared for Queenstown Lakes District Council. Hill Young Cooper Ltd, September 2003. This report is available on the Council’s web site.*

## Appendix Two: Economic Tools

New Zealand has some experience in the use of non-regulatory tools to control growth. Increasingly new transport investments have to consider their effect on land use patterns and some Councils have used transferable development rights as a growth management tool.

Existing financial tools like Development Contributions and Targeted Rates under the Local Government Act have a focus on recovering the cost of services and can't be used to shape growth. Financial contributions can be levied under the Resource Management Act to help compensate for the adverse impacts of development. These tools are still largely reactive, being focused on addressing demand for services, not where growth is located.

Many countries are able to capture part of the value uplift associated with the development of new areas, or where planning allows development to provide higher order land uses. Capturing part of this uplift would help to fund services that create incentives for the right type of development. It is also often possible to receive a range of tax breaks for the right type of development.

Other economic incentives to protect and/or develop land may involve:

- Transferable development rights (unused rights allowed by zoning to develop an area can be sold to another party allowing them to add more development, and in return, land from the donor area is protected). For example this approach is used in Rodney District to help protect rural land, and by Auckland City to help protect heritage buildings.
- Development bonus provisions, where extra development rights are available for the right type of development. These are often used in commercial areas, where extra floor space can be built in return for public plazas and through site links, but the idea could be extended
- Public investment in an area making it more attractive and accessible, which will help to spark market demand in an area.

These types of tools need to be used in the Queenstown Lakes District area, given the growth pressures which it faces.

## Appendix Three: Relevant plans and documents

The following plans and documents should be referred to for further information:

- Wanaka 2020 (2002)
- Draft Wanaka Structure Plan (2004)
- Tomorrow's Queenstown (2002)
- Growth Options Study (2004)
- HOPE Strategy (2005)
- Future Link (2005)
- District Plan CCP (2006-09)
- Commercial Land Needs – Queenstown Lakes District (2006)
- Long Term Council Community Plan (2006)
- Coneburn Area Resource Study (2002)

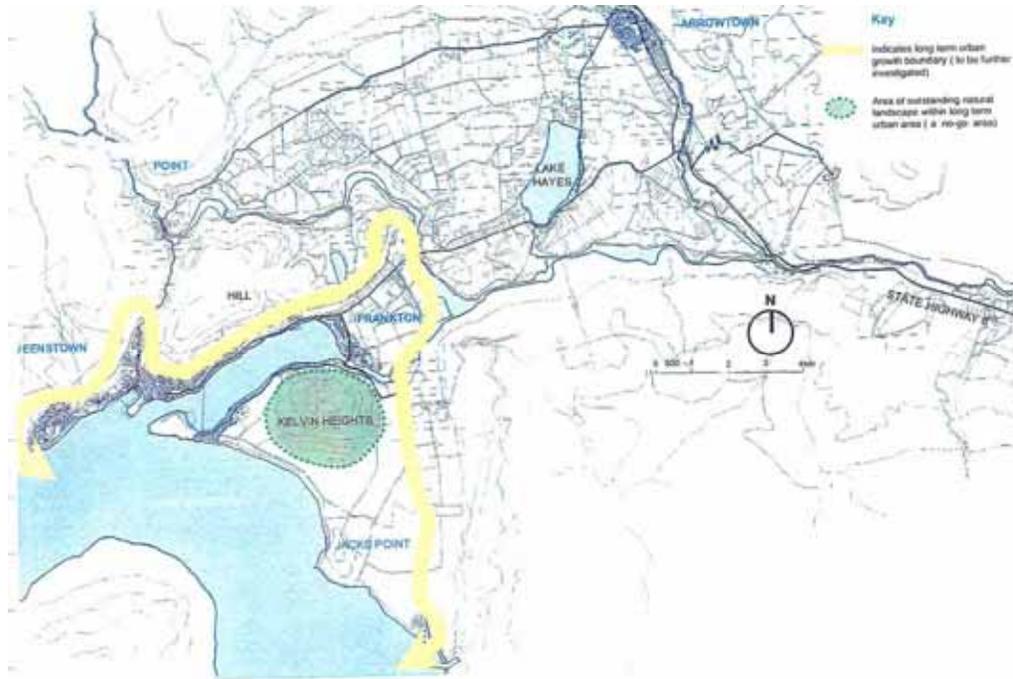
Related budgeted/uncompleted projects:

- Final Wanaka Structure Plan
- Economic Strategy

## Appendix Four: Urban Growth Boundaries

The following plans show the Queenstown and Wanaka Urban Growth Boundaries as defined in the Tomorrow's Queenstown (2002) document and the draft Wanaka Structure Plan. It is noted that the Wanaka Structure Plan is currently being finalised and the urban growth boundary may be revised as a result of this process.

Growth Concept – Long Term Growth Boundary (Tomorrow's Queenstown 2002)





Wanaka Inner and Outer Urban Growth Boundaries (Draft Wanaka Structure Plan 2004)

