

QUEENSTOWN LAKES DISTRICT COUNCIL

FOR MEETING 25 MAY 2007

REPORT FOR AGENDA ITEM:

SUBMITTED BY: Gemma Davis, Senior Policy Analyst

REPORT DATED: 16 April 2007

ADOPTION OF A GROWTH MANAGEMENT STRATEGY FOR THE QUEENSTOWN LAKES DISTRICT

PURPOSE

The purpose of this report is to present the final Growth Management Strategy and obtain a recommendation from the Strategy Committee that the Council adopt this document. This document has been produced by consultant David Mead (Hill Young Cooper) in association with Councillors and council staff.

BACKGROUND

This project stems from the community plans and the Growth Options Study. The following process provides a useful history of its origins:

The community plans told us that the communities are concerned about growth (2002 – 2004)



The dwelling capacity model was developed to illustrate the dynamic nature of an ever-changing picture of the growth that is occurring and the remaining capacity for future growth within the district (Nov 2002)



The Growth Options Study was prepared which provided more accurate projections (of population and consequent land requirements) and outlined the likely consequences of growth. (March 2003 – Jan 2004)



The Options 2020 workshops were held which provided feedback from the community on the Growth Options Study findings and proposed “tools” for dealing with the growth issues (March / April 2004)



Development of a Growth Management Strategy, which clarifies and confirms the Council’s over-arching growth management goals and the strategy for achieving those goals

A report was taken to the Strategy Committee in June 2004 to initiate the preparation of the Growth Management Strategy itself. At that meeting, it was agreed that the Strategy should be a short, concise, and clear statement about what Council wants to achieve and how.

At that meeting it was agreed that a number of workshops would be held with the Strategy Committee and any other interested councillors throughout the development of the document to ensure that they were actively involved in the drafting of the document.

It was also agreed that the purpose of the Growth Management Strategy would be to:

- Identify the key growth management issues and objectives which shall be considered when making any decision which could influence the type, location, quality (and, indirectly, the rate) of growth.
- Provide the “touchstone” for decisions such as whether the council should undertake new plan changes, whether to designate land for commuter car parking, etc.
- Provide an Action Plan of what the council will do to achieve sustainable growth management.

In November 2006 the Final Draft Growth Management Strategy was adopted by the Council for public consultation. Public comments were received until 19th of January 2007. 25 submissions were received over this period.

SIGNIFICANCE OF DECISION

The decision to recommend that the Council adopt the attached Growth Management Strategy is not considered to be significant under Council's significance policy.

CONSULTATION - INTERESTED OR AFFECTED PERSONS

Consultation undertaken in the preparation of the Growth Management Strategy has involved:

- Discussions with the Tomorrows Queenstown and Wanaka 2020 steering committees, concerned residents, and Wakatipu high school students leading up to the Options 2020 workshops (2002)
- Extensive interviews with key parties on the issues of growth, as part of the Growth Options Study (2003)
- Numerous workshops on the Growth Options Study with the Councillors (2003)
- Extensive media coverage leading up to and following the Options 2020 workshops (2004)
- The (4) Options 2020 workshops held in both Wanaka and Queenstown (2003)
- Widespread distribution of the Growth Options Study, the Resource Kit, and the Options 2020 presentation (including through the Council's website in some instances) (March/ April 2004)
- The inclusion of a summary of comments received on the Growth Options Study and Options 2020 on the Council's website (April 2004)
- It is noted that there was a period in 2005 when this project was not progressed due to other priorities taking precedence and insufficient in-house resource (noting that it was the Council's initial preference to prepare the document in-house)
- Workshops (2) with councillors on the content of the Growth Management Strategy (2005/ 2006)
- Feedback sought from councillors and senior council staff on the draft Growth Management Strategy (2006).
- Public 'drop in' sessions 8th December 2006 (Wanaka) and 11th December 2006 (Queenstown).
- Public submission period from 24th November to 19th of January.

- Workshop with Strategy Committee to consider submissions received (April 2007)

RELEVANT COUNCIL POLICIES

The following policy documents have been considered in the preparation of this report and the attached Growth Management Strategy:

- The relevant community plans (2002- 2004)
- The Queenstown Lakes District Council Policy Manual (2003)
- The Council's "policy of significance" (2003)
- The Growth Options Study (2004)
- Future Link (April 2005)
- The HOPE Strategy (Housing our people in our environment) (June 2005)
- The Queenstown Lakes District Council – Partially Operative District Plan (2003)
- The Council Community Plan (2006 -09) (CCP)

The individual **Community Plans** include extensive comments regarding growth management and express a firm view that the Council needed to take a greater degree of control over growth. Whilst these Community Plans were received and endorsed by the Council they are, first and foremost, *Community Plans*.

The **Growth Options Study** (2005) provides the background in terms of growth projections, the consequences of that growth, the key growth management issues for the district, the range of growth management tools, and the influence that the various tools would have on our ability to achieve the Community Objectives. However, the Study does not firmly establish the Council's position or conclude *what* the Council will do in order to better manage the consequences of growth. Furthermore, the document has not been adopted or endorsed by the Council. Essentially, the Study is the 'discussion document' which has lead on to the Growth Management Strategy. It is also noted that the Growth Options Study provided the primary forum to engage with the community on growth issues.

The **CCP (2006)** states "sustainable growth management" as the over-riding Community Outcome. The drafting of comprehensive Growth Management Strategy is identified as one of the "highlights" of Governance and District Promotion Activity Group. In the context of resource management and regulation, the CCP specifies that Plan Changes will be processed in order to ensure that the District Plan is well aligned to the CCP and any growth management strategy that is adopted by the Council. Notably, the CCP does not identify the key growth-related issues; provide any detail in regard to the spatial allocation of growth (e.g. definition of the growth boundary), any detailed measurable objectives or targets regarding curbing the consequences of growth, or the actions that the council will take in achieving sustainable growth management. In this sense, the CCP does not fulfil the function of a Growth Management Strategy.

The attached Growth Management Strategy is entirely consistent with existing Council policy and the direction provided by previous processes and policy decisions.

THE GROWTH MANAGEMENT STRATEGY IN SUMMARY

Key points of the Growth Management Strategy are:

- The Council can not stop growth
- The consequences of unmanaged growth are significant and must be avoided
- The Council needs to act with clear determination to manage the quality, location, type, cost, and integration of growth
- Effective Growth Management requires the council to use a wide range of regulatory, non regulatory, and economic tools

Pages 12 – 21 of the Growth Management Strategy outline the key growth management principles and Pages 22 – 33 outline the actions that the Council will take in managing growth. Unfortunately, it is not possible to further summarise these.

The purpose of the Growth Management Strategy is to:

- Guide council's detailed planning for urban growth
- Provide clear direction as what type of growth is to go where
- Identify what steps council will take to manage growth
- Alert other organisations of the anticipated growth patterns for the district

The Growth Management Strategy will be reviewed every 6 years, in alignment with the reviewing of Community Outcomes in the CCP. The first review will be conducted in 2011.

Users of the document are encouraged to read it with care in order to fully appreciate the far-reaching consequences of the statements made in the document.

RESPONSE TO PUBLIC SUBMISSION PERIOD AND AMENDMENTS MADE TO THE GROWTH MANAGEMENT STRATEGY

25 submissions were received on the Final Draft Growth Management Strategy. A full summary of submissions is provided as Attachment 3 to this report.

The majority of submissions supported the Strategy in principle but requested amendments to specific parts of the Strategy. The submissions have been summarised and considered in detail by Council staff and David Mead (Hill Young Cooper) and were given further consideration by Strategy Committee members at a workshop in April 2007. The summary of submissions outlines whether submissions or specific the amendments accepted, accepted in part or considered but no changes made. The summary of submissions also identifies the associated amendments made to the Strategy where the submission has either been accepted or accepted in part, and provides comments where a submission or requested amendment has been considered but not made.

Some other minor amendments have been made to the Strategy in order to correct typographical and grammatical errors and to improve the general wording of the document. This includes amendments made to the Strategy to address issues raised by Councillors at the November 2006 Strategy Committee meeting and the November 2006 Council meeting.

Significant Amendments

The most significant amendments to the Strategy have been made in response to a submission from Mark Kunath, General Manager Engineering Services who requested that additional emphasis is provided in the Strategy to make the linkage between growth and infrastructure planning more explicit, particularly in regards to transportation infrastructure. A number of amendments have been made to the Strategy to address this issue, most importantly the addition of a new 'Growth Management Principle', Principle 3: *Infrastructure is provided which is sustainable and supports high quality development in the right places.*

The strategies and actions listed to support this principle have been re-allocated from other existing 'growth management principles' within the Strategy document.

Other changes to the Strategy document are considered to be minor, and it is noted that this has included some small changes to monitoring targets in the Strategy to ensure that they are consistent with indicators identified in the QLDC Monitoring Strategy.

DISCUSSION OF THE OPTIONS AVAILABLE TO THE COUNCIL IN TERMS OF MANAGING GROWTH

In terms of options relating to the degree of control the Council to manage growth, you are referred to the Growth Options Study and the report presented to the Strategy Committee in April 2004.

For a more detailed discussion of the options available to Council in terms of the level of detail that the Growth Management Strategy should go into, you are referred to the report presented to the Strategy Committee in June 2004. In summary, that report outlined the following options:

1. Rely on the existing policies and plans to provide direction (with the CCP being the primary document) and not have a specific Growth Management Strategy.
2. Prepare a Growth Management Strategy, which provides overarching direction on growth-related issues while leaving the detail of specific policy matters such as infrastructure etc to be dealt with through lower tier policies and plans.
3. Prepare a Growth Management Strategy that takes a broad view of growth management, and includes detailed policies on all aspects of Council activity that impact on growth.

That report concluded that option 2 was the preferred approach to take.

FINANCIAL IMPACT

Adoption of the attached Growth Management Strategy will not result in any unforeseen financial impacts. However it is noted that there are some substantial projects identified in the Strategy which will require future resource allocation by the Council.

DELEGATIONS REGISTER REFERENCE

The decision sought in this report has no effect on the delegations register.

RECOMMENDATION

1. *That the report be received*
2. *That the Council adopts Final Growth Management Strategy.*

Attachments:

1. **Final Growth Management Strategy (May 2007)**
3. **Growth Management Strategy Summary of Submissions**