

Planning & Strategy Committee
11 November 2021

Report for Agenda Item | Rīpoata moto e Rāraki take : 1

Department: Planning & Development

Title | Taitara Landscape Scheduling - Consultation

PURPOSE OF THE REPORT | TE TAKE MŌ TE PŪRONGO

- 1 The purpose of this report is to seek permission to progress with public consultation for the landscape scheduling project.

RECOMMENDATION | NGĀ TŪTOHUNGA

- 2 That the Planning & Strategy Committee:
 1. **Note** the contents of this report; and
 2. **Approve** the commencement of consultation for the landscape scheduling project.

Prepared by:



Sarah Picard
Senior Policy Planner

28/10/2021

Reviewed and Authorised by:



Tony Avery
GM Planning and Development

29/10/2021

CONTEXT | HOROPAKI

- 3 The Planning and Strategy Committee hold the delegation to initiate commencement of a consultation process in regards to the Proposed District Plan. This report seeks the approval for commencement of consultation in relation to the landscape scheduling project.
- 4 Council is required to undertake work to create landscape schedules that sets out the values of the district's landscapes. These schedules are to be introduced into the Proposed District Plan (PDP) under a Schedule 1 (Resource Management Act) process. The schedules would set out values to enable more directed assessment of resource consents as to what is being managed or protected within each landscape unit.
- 5 Council has received direction for the Environment Court (the Court) to undertake this landscape scheduling work for certain priority areas (PAs) as part of the Stage 1 Topic 2 landscapes appeals. Notification of the plan change to enable the inclusion of these schedules is required to be notified by 30 June 2022.
- 6 The priority areas are comprised of 11 outstanding natural features (ONF), 13 outstanding natural landscapes (ONL) and 5 rural character landscapes (RCL). The priority areas are listed out in **Attachment A** to this report and the map of the areas is [here](#). The priority is on the need to consider the values of these landscapes not as a priority of the landscapes themselves.
- 7 For ONF and ONL the schedule will identify the priority area landscape values and landscape capacity that is to be protected. Within the priority area RCLs the schedules will identify the landscape character to be maintained, the visual amenity values to be maintained or enhanced and related landscape capacity.
- 8 The landscape scheduling work directed by the Court is specific and does not invite re-mapping of landscape lines, or reclassification of the landscapes. These have all been considered through the decisions and Court.
- 9 The project will concurrently include values identification work for the all the RCLs in the Upper Clutha using the same framework as the priority areas directed by the Court. The inclusion of any schedules relating to non-priority areas within the Upper Clutha rural character landscapes will not be subject to the same time requirement to notify as these are not part of the direction of the Court. This part of the project is being undertaken concurrently to the priority areas, as it requires the same assessment and process. This part of the project is to satisfy the agreement that Council has to undertake this work with Upper Clutha Environment Society.
- 10 Policy in Chapters 3 and 6 of the PDP sets out the 'values identification framework' (VIF) that is to inform the schedules. This sets out the identification of landscape attributes that can include physical, sensory and associative aspects.
- 11 A team of three landscape architects will undertake landscape assessments and review using the values identification framework. Once they have completed their initial assessment additional expert input will be sought to review the draft schedules and may

include ecologists, geologists, and heritage experts to ensure values associated with these matters are appropriately considered.

- 12 Public consultation is proposed to ensure the communities views are taken into account within the schedules. In particular, the community are likely to contribute in terms of landscape attributes, including sensory (i.e. aesthetic values, wild or scenic values, transient values) and associative values (i.e. historical and heritage associations, cultural, recreational values) within the landscape areas. This report considers the approach to consultation and seeks that the Planning and Strategy Committee confirms that pre-consultation should proceed prior to the drafting of the landscape schedules.

ANALYSIS AND ADVICE | TATĀRITANGA ME NGĀ TOHUTOHU

- 13 It is intended to undertake community engagement, with a focus on input to the landscape attributes. Planning of this engagement process is underway and is tentatively scheduled for mid-February 2022.
- 14 The RMA does not require public consultation to be carried out, although it is best practice. Whatever the approach taken, the schedule 1 process requires notification allowing anyone to submit on the proposal and for a further submission process. The consultation sought through this report is additional to these statutory processes.

Proposed consultation strategy

- 15 The purpose of the consultation would be to:
- i. Inform the community of the process and to make clear the specific aspect of landscape that is being considered. This will include having technical experts present to explain and answer questions.
 - ii. To obtain views on the values held for each of the identified landscapes within the community.
- 16 Consultation with the whole community is proposed due to the importance of the subject and areas being considered. Under the RMA the protection of ONF and ONLs are a matter of national importance¹. The way in which people may value a landscape can be broad and not confined spatially or by property ownership.
- 17 Due to the extent of areas involved, a district wide approach also would have greater efficiency than trying to carry out targeted outreach to the types of stakeholders that would include property owners, and special interest groups. The priority areas include 16 priority areas in the Queenstown area and 14 priority areas on the Upper Clutha side as well as the entire Upper Clutha rural character landscape (all rural land excluding the ONF and ONL land).
- 18 The approach proposed is to provide online and printed information relating to the process, use the 'let's talk' platform to enable online input and hold in-person workshop

¹ S6(e) of the RMA

style meetings in Wānaka and Queenstown. The consultation will also offer the opportunity to communicate the purpose of the schedules and the values identification framework policies. Workshops would involve directed questions or exercises to focus responses to the framework set out in the policy.

19 The specific design of each aspect of the consultation is still underway and will include input of the landscape expert team undertaking the landscape assessments. This will offer the community the opportunity to express what they consider are the values of these areas. The landscape architects can then consider and incorporate these views prior to finalising a draft of the schedules ready for notification.

20 This report identifies and assesses the following reasonably practicable options for assessing the matter as required by section 77 of the Local Government Act 2002:

Option 1 No public consultation – rely on the RMA Schedule 1 submission and further submission process.

Advantages:

21 Time for carrying out consultation and subsequent evaluation would not be required.

Disadvantages:

22 Does not meet best practice guidance for community engagement.

23 Could leave the community feeling they have limited opportunity to provide input.

24 Does not provide opportunity to inform the community of the specific focus of the proposal.

25 Option 2 Carry out early consultation seeking values input from the community

Advantages:

26 Provides an opportunity to inform and bring the community along the process.

27 Add richness and potential validation to the values identification work undertaken by the experts.

28 Can be run in parallel to expert assessments and therefore only requires some additional time to complete.

Disadvantages:

29 May add complexity through a diversity of views.

30 Additional time and resources required to carry out the engagement work.

31 Option 3 Consult on a draft of the landscape schedules prepared by the landscape architects and other experts

Advantages:

- 32 Provides an opportunity to inform the community.
- 33 More directed consultation can be carried out. The community can agree or disagree with position set out by the experts.

Disadvantages:

- 34 Can be perceived that there is limited opportunity to influence the outcome.
 - 35 Additional time required as completion of expert assessments prior to engagement is necessary.
- 36 This report recommends **Option 2** for addressing the matter because this represents the best practice approach to engagement by providing the community a meaningful process to engage and become informed of the project. In addition, the disadvantages can be managed. Although additional resources are required for this option it is likely that engagement from community early in the process would assist in reduce the extent of appeals that may occur later in the process.

CONSULTATION PROCESS | HĀTEPE MATAPAKI:

> SIGNIFICANCE AND ENGAGEMENT | TE WHAKAMAHI I KĀ WHAKAARO HIRAKA

- 37 This matter is of low significance, as determined by reference to the Council's Significance and Engagement Policy because the consultation is an informal, non-statutory process. The consultation will achieve the direction set out in the Policy for engagement.
- 38 There is no anticipated impact from the consultation proposal on Council's capability and capacity.

> MĀORI CONSULTATION | IWI RŪNANGA

- 39 Council has an agreement with Aukaha and Te Ao Marama regarding consultation on District Plan review processes. Officers will directly engage with iwi and rūnanga representatives on the wider topic prior to formally and publicly notifying the plan review. That process will be undertaken separately to the proposed consultation that is the subject of this report.

RISK AND MITIGATIONS | NGĀ RARU TŪPONO ME NGĀ WHAKAMAURUTANGA

- 40 This matter relates to the Community & Wellbeing risk category. It is associated with RISK00056 Ineffective Provision for the Future Planning and Development Needs of the District within the [QLDC Risk Register](#). This risk has been assessed as having a moderate inherent risk rating.
- 41 The approval of the recommended option will support the Council by allowing us to implement additional controls for this risk. The consultation process provides an opportunity to understand community values to the landscape, seek feedback, which will

allow for more robust landscape schedules to be developed and included in the district plan provisions.

FINANCIAL IMPLICATIONS | NGĀ RITENGA Ā-PŪTEA

42 Works associated with the proposed pre-notification consultation can be funded from the existing district plan review budget. Any other actions necessary to undertake the proposed consultation will not require changes to the Annual Plan or Ten Year Plan and can be funded from existing budgets.

COUNCIL EFFECTS AND VIEWS | NGĀ WHAKAAWEAWE ME NGĀ TIROHANGA A TE KAUNIHERA

43 The following Council policies, strategies and bylaws were considered:

- Vision Beyond 2050. The proposed consultation process is part of a project directly relevant to the 'disaster-defying resilience' and 'thriving people' principles of this strategy.
- Communications Policy. The proposed consultation is consistent with this policy, and planning staff are working closely with communications staff on this matter.
- Operative Otago Regional Policy Statement
- QLDC Proposed District Plan

44 The consultation proposal is consistent with the principles set out in the named policies.

45 This consultation proposal is not separately identified within the Ten Year Plan or Annual Plan, but is part of the district plan review process, which is covered in these plans.

LEGAL CONSIDERATIONS AND STATUTORY RESPONSIBILITIES | KA TURE WHAIWHAKAARO, ME KĀ TAKOHAKA WAETURE

46 The proposed consultation process is not a statutory requirement. However, it will help gain an understanding of community tolerance to risk, as required by the RMA policy direction, and therefore fulfil statutory responsibilities under sections 32 and 73(4) of the RMA.

LOCAL GOVERNMENT ACT 2002 PURPOSE PROVISIONS | TE WHAKATURETURE 2002 O TE KĀWANATAKA Ā-KĀIKA

47 The recommended option:

- Will help meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses;
- Can be implemented through current funding under the Ten Year Plan and Annual Plan;
- Is consistent with the Council's plans and policies; and

- Would not alter significantly the intended level of service provision for any significant activity undertaken by or on behalf of the Council, or transfer the ownership or control of a strategic asset to or from the Council.

ATTACHMENTS | NGĀ TĀPIRIHANGA

A	List of Priority Areas and link to priority area maps
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Attachment A

Landscape Priority Areas:

Classification	Area	Parts of:
Outstanding Natural Features (ONF) (as set out in Policy 3.3.36.a.)	Queenstown	Peninsula Hill Ferry Hill Shotover River Morven Hill Lake Hayes Slope Hill Feehly Hill Arrow River Kawarau River
	Upper Clutha	Mt Barker Mt Iron
Outstanding Natural Landscapes (ONL) (as set out in Policy 3.3.36.b.)	Queenstown	West Wakatipu Basin Queenstown Bay and environs Northern Remarkables Central Wakatipu Basin Coronet area East Wakatipu Basin and Crown Terrace area Victoria Flats
	Upper Clutha	Cardrona Valley Mount Alpha Roys Bay West Wānaka Dublin Bay Hāwea South and North Grandview Lake McKay Station and environs
Rural Character Landscapes (RCL) (as set out in Policy 3.3.39)	Upper Clutha	Cardrona River/ Mt Barker Road Halliday Road/Corbridge West of Hāwea River Church Road/Shortcut Road Maungawera Valley

Map of Landscape Priority Areas-

<https://qldc.maps.arcgis.com/apps/webappviewer/index.html?id=568b4f4c78df47b0b6d22c48e130d5c5>