

Tomorrow's Queenstown

Vision, issues and directions

July 2002

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Foreword from the Mayor

Tomorrow's Queenstown is a Council sponsored strategic planning project which is providing the community with the opportunity to determine its vision for the resort's future.

From the outset the Council has been determined that its Wakatipu residents would be participants in this process and not submitters or objectors to it.

The core of the project was the two day Community Workshop which was an outstanding success. This document records the results of those sessions and as such is a reflection of the workshop's views. We are confident that this plan provides Council with the strategic and policy guidelines it needs to manage this districts future in a sustainable way.

My thanks go to the community for your enthusiasm and support for the project and to the Steering Committee, Workshop Facilitators and the technical support team for their commitment to the project.

Clive Geddes
Mayor



Box 1: Tomorrow's Queenstown Steering Committee

Steering Committee members (left to right):

Jenny McLeod	Appointed from the community
Gillian MacLeod	Councillor, QLDC
Helen Tait	Project Manager, QLDC
Barry Lawrence	Councillor, QLDC
Maurice Maxwell	Appointed from the community
Clive Geddes	Mayor, QLDC
John Darby	Appointed from the community
Ian Craven	Appointed from the community
Wayne McKeague	Councillor, QLDC (not pictured)

Map of study area

1. Introduction

The purpose of this plan

The purpose of this plan is to provide a community vision, strategic goals and priorities for the next ten to twenty years so that Council can align its activities and priorities to those of the community. It aims to represent the views of the community gained through the community planning process. It is intended to be the basis for:

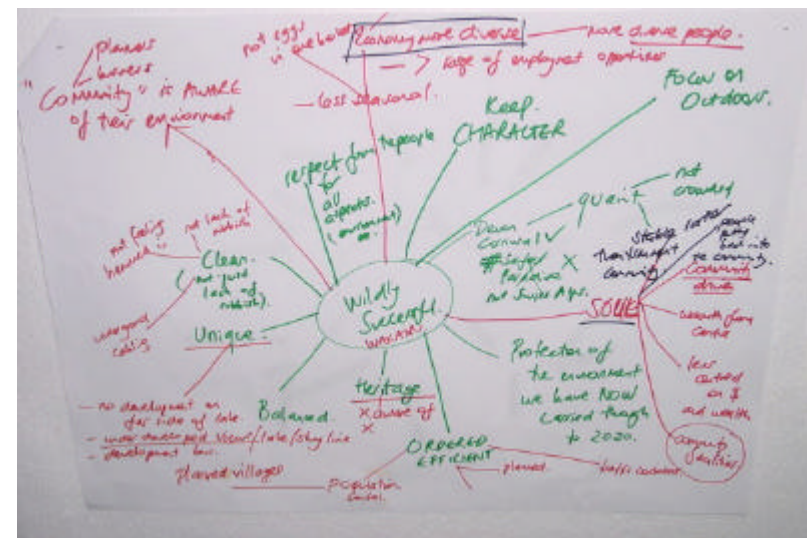
- Consistent decision making by Council
- Long term planning – land use, infrastructure, community facilities, environmental protection, financial allocation and prioritising
- Measuring results and marking progress
- Finding consensus.

The plan is based on the principles of sustainable development, reflecting the need to understand and value the natural environment, people and communities and the economy.

The area of focus for this plan is Queenstown, Frankton and the wider Wakatipu basin.



Box 2: Members of the community discussing their vision for the future



Box 3: A mind map produced by members of the community on their vision for the future

How this plan was prepared

The Wakatipu Basin is one of the fastest growing areas in New Zealand. There has been vigorous debate and disagreement in the community about the way that development has proceeded in the recent past. The new Council elected in October 2001 has a commitment to long term planning, within a framework of extensive community engagement. The Council has demonstrated its commitment to this community planning process by establishing the Steering Committee comprised of councillors and members of the community, to oversee the entire project.

“Tomorrow’s Queenstown – Vision, Issues and Directions” is the output of community strategic planning for the Wakatipu in the period April to August 2002. That planning process had four components:

- A preview public workshop in early June to set the agenda for the plan and weekend workshop
- The gathering of information, maps and preparation of background papers to inform the weekend workshop and this plan
- The community focus in the five days between the 7th and 11th of June when over 400 people from the community attended workshop sessions and meetings. A technical group comprising planners, landscape architects, urban designers, engineers and financial advisers worked on the weekend workshop outputs as part of the planning

process and produced an overview plan for public review on the 11th of June.

- The synthesis of the overview plan into a document (this plan).

This plan was presented to the Steering Committee and Council in mid July. It represents the general findings of the planning process and the community’s views on the many matters discussed over the planning process. In places this plan is a response to the issues the community raised from the technical team. Where this is clearly the case (and it is not always clear from the process where ideas were generated), those responses are differentiated by the use of pull-out boxes or other similar in the text.

Some matters are not covered in this plan’s strategies because they were not a focus of the weekend workshop. These include rural character, heritage and matters of significance to tangata whenua. There may be other matters missing which are nevertheless of concern to the community.

The Council has considered the plan and has identified specifically what actions it will be taking as a matter of priority to implement the strategies and achieve the vision. The Council’s proposed response is shown under the heading “The Council’s Response” at the end of each chapter of strategic goals.

How this document will be used

The Council has given a commitment to give effect to those parts of this plan that it is best able to implement (rather than others). This means that it will use the plan to guide its general decision making processes affecting Queenstown, Frankton and the wider Wakatipu Basin. The

Council has already set some of the strategies on their way. It will also use the plan to influence and guide relevant parts of the annual plan from now on. Some parts of this plan may necessitate changes to the district plan. These will need to follow the normal statutory processes of the Resource Management Act. The Council will use this plan and the plan prepared for Wanaka as a guide for the Council's strategic plan, yet to be prepared.



Box 4: Members of the technical group working up the community's ideas for the public meeting on the 11th of June

What happens next

[This report, along with the report of the Wanaka 2020 community workshop, will be presented to the council, at its August meeting with recommendations for implementation of actions required to give effect to the workshop recommendations

Checking on progress

The Council intends to identify progress on this plan in its annual plan and annual report. It expects that a review will be carried out by 2005.

The community workshop suggested a report back to the community or stocktake of progress on the Tomorrow's Queenstown Plan.

This could take place in April or May 2003 in preparation for the Council's 2003/2004 Annual Plan. It would take the form of a town meeting. The Council would provide a review of the progress the Council is making on behalf of the community on the Plan. The community would inform the Council as to whether the emphasis of the Plan needs to change, and comments on the direction and pace of implementation.

Box 5: A suggestion for a stocktake

2. Our vision for our future – 2020

Our vision for the future¹ recognises the privilege of living in this place with its aching and awesome natural beauty. Our environment is pristine; the air is fresh, the water sparkling, and nature abundant and diverse.

Wakatipu is a place where the community thrives and celebrates the high energy that comes from its diverse people – the young with their sense of adventure and endless possibility – on their way in life, long time residents who hold precious the vision, and a knowledge of where we have come from and where we are going to – and people from all over the world, visiting, settling, enriching community life. We are a welcoming and friendly community - we have a great sense of ourselves and feel we belong even if we are new arrivals. We have community places where we congregate for a wide range of community activities and events, where it is easy to see each other and strengthen community relationships. Our visitors use these places too and see the community in action. The arts, culture, sport and recreation deepen our day to day experience of community life. They have also widened our interaction with visitors to our area - and our economic base.

Our rural area is valued above all for its landscape, and this frames and constrains development. The wilding pines are well under control with appropriate funding in place. The rural environment provides the contrast and space close by our compact well linked urban communities. Trails and cycle routes form part of the green network linking the

town and country providing us with recreation and a practical touchstone with the environment. The parks and walkways in town connect and provide good ways to get about town and to keep healthy.

*A place for all
Kids, midlifers, 90 not out
Asian caucasian
Feeble feisty
Communal hermit like
Adrenalin addicts serenity junkies
Able disabled
Achievers believers
Tall poppies short stayers
Artisans musos
Diverse as life
Drawn by a common thread
The aching beauty
The magical air
The stillness
We must stop and hold on to that tenuous
thread
Make it thicker and stronger
Bind ourselves together
Disparate but held together by one vision
Strength of growth
Growing stronger
Anon - Queenstown poet 2002*

¹ This vision statement was written at the workshop by Adrienne Young Cooper, the workshop facilitator, in an attempt to reflect all the values, themes and consensus emerging over the weekend from the community. It was presented to the public meeting on the 11th of June.

Our plan to prevent urban sprawl has been successful.
Growth is now carefully managed with the community's

hand firmly on the wheel. Growth continues but the rate reflects the community's strategy and growth principles. We know where future growth will go. We have a plan for the roading and green links. We are careful with our scarce land resource, but are able to continue to provide affordable housing choices for the community.

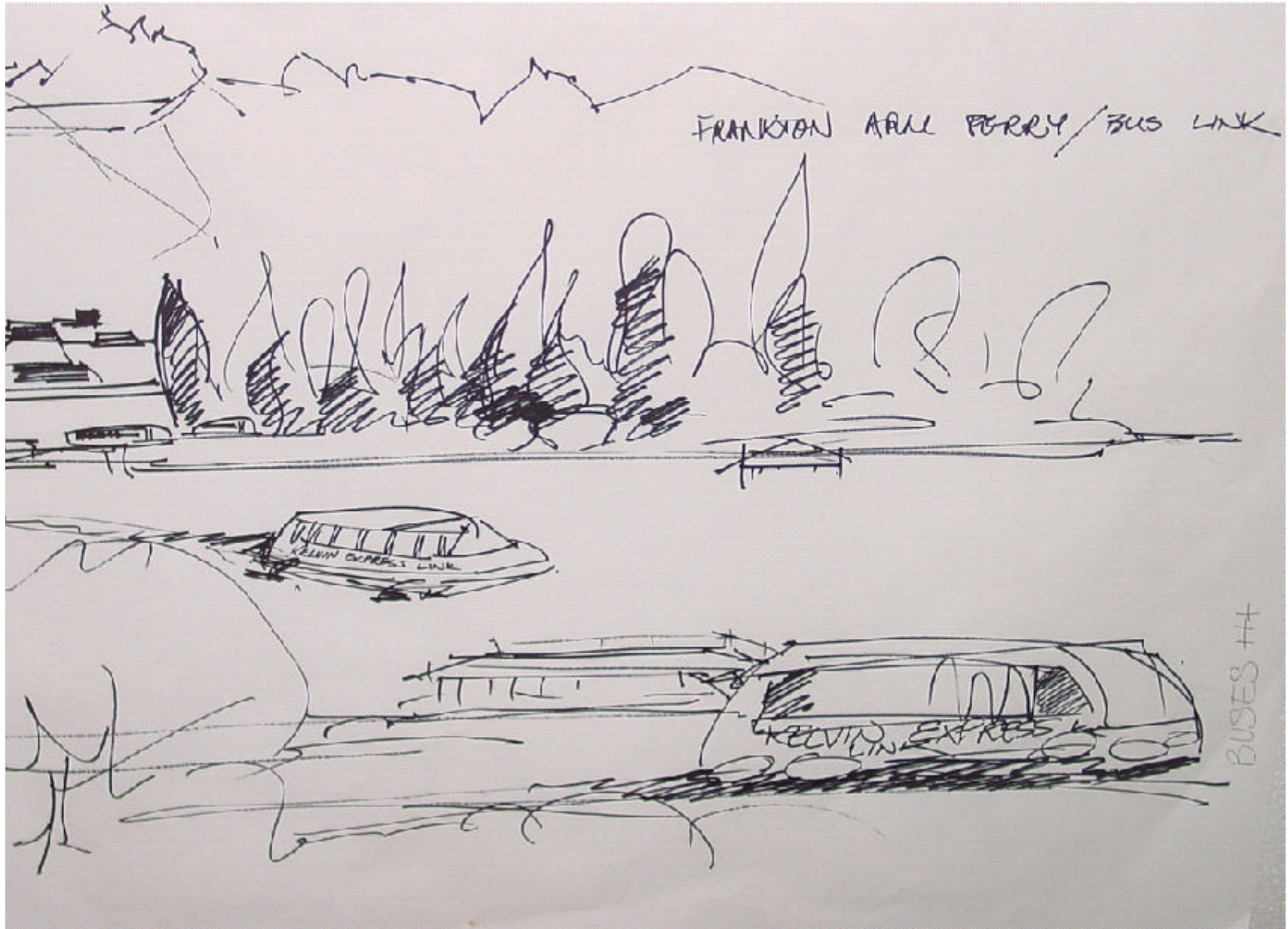
Wakatipu is a great place to work and to do business. Tourism has gone from strength to strength, widening from its adventure and landscape base to longer stay visitors - in the process becoming a true four seasons resort. All larger visitor accommodation and developments resorts now ensure there is affordable worker accommodation either on-site or in the local area. Our economy is more diversified but truly global. The larger population has provided a good base for more local businesses and services. Great advances in information and communications technology along with our high environmental standards have continued to create opportunities for businesses with an international focus. The average household income has significantly increased, outpacing the cost of living for some years.

We have now developed two very strong hubs around Queenstown central and Frankton. Queenstown central retains and has strengthened its human scale – with a doubling of the resident population walking down and using the centre as their local shops. It is the thriving entertainment, cultural and civic heart to the district. Along with its wide range of specialist services and schools we find ourselves in town often, rubbing shoulders with the tourists and our neighbours. Our vision of an integrated community in Frankton is now coming to fruition with the airport still very much part of the character of Frankton. Frankton has strengthened its function as the sporting heart to the district. The new school in the late zeros provided the basis for more community facilities.

Somehow the brilliance of our long term vision and the talents of our planners and traffic engineers have meant we still do not have a traffic light in town. The roading pattern has benefited from big picture thinking back in 2002. New routes have provided alternative in and around Wakatipu. The pressure on SH6A has been addressed by the strengthening of Frankton as a walkable community hub. There are new links through Gorge Road, and the continued upgrading of the bus service has helped relieve parking demands in town. The viability grows for a rapid transit ferry service built a round some strong neighbourhood centres around the wharves at Frankton, along the arm and Jack's Point. The lake neighbourhoods have taken on a special character and attractiveness with their focus on water transport.

We love Wakatipu, we always did and we always will. We are proud to be creating a heritage for the future. This is our vision.

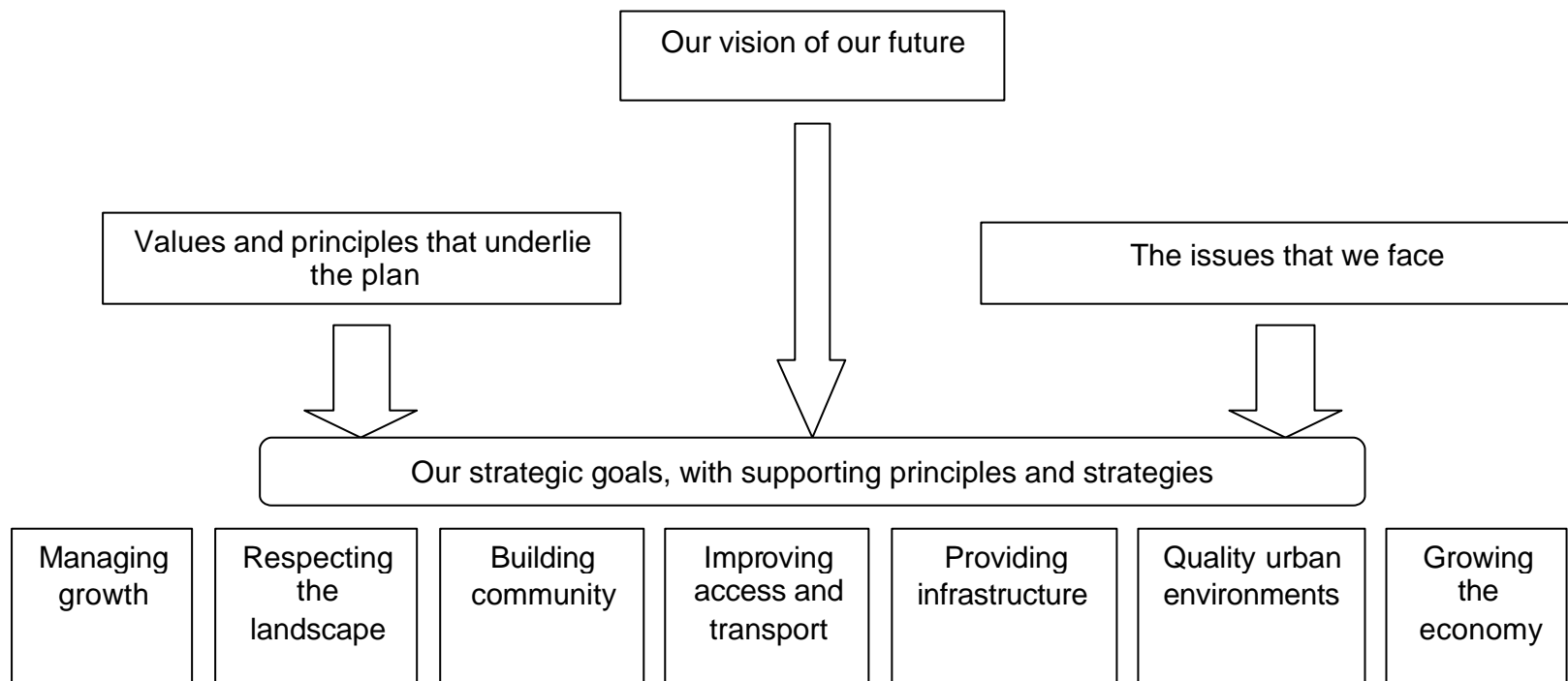
*Queenstown 2020
Sitting in the slices of light
Pouring into the morning basin
The warmth of the group – meeting in the town square
Some local some visiting
Here to study and live
To a place full of energy, space and challenge
The uniqueness maintained in the harmony of landscape
The town like the clothing on my back says
Queenstown made
Anon- Queenstown poet 2002*



Box 6: The community "artists' view of the future", June 2002

3. The Structure of the Plan

This plan has a vision (in the preceding section) which provides a narrative description, drawing and poetry of a positive future for Wakatipu. The vision is supported by values and principles that should endure. The issues facing Wakatipu are described and this is followed by a set of strategic goals and strategies to achieve the vision and address the issues. This structure is illustrated in the diagram which follows.



4. The values and principles that underlie our plan

These values and principles guide and underlie this plan and will endure as we move into the future. As the Wakatipu community:

- We expect that the needs and interests of this community will be given priority over other interests
- We have ownership and control over our future through taking a long term view and actively engaging in the planning of our community.
- We will protect and build a sense of place that reflects the landscape and environment within which we live.
- We will promote a more sustainable community within the limits of the environment.
- We will expect and accept the principle that the costs of growth and services should be paid for by those who generate the costs .

5. The issues we face

Explanation

These issues were derived from the Preview Public Meeting in early June, comments to the web site and discussions with various members of the community prior to the workshop weekend. The community workshop added to the issues and also provided some ranking of the relative priority of the issues facing Wakatipu through voting. The issues set out in this section reflect those presented at the workshop weekend and are ranked in accordance with the workshop's priority.

The purpose of determining issues and the relative priority of issues was to ensure that the Tomorrow's Queenstown Plan addressed the right matters – and those of greatest importance to the community.

Priority issue 1 - managing population growth

How to manage population and household growth. Issues include:

- rate of growth
- managing the environmental impacts
- location of growth
- density of growth, style of development
- standards applying to development
- rising cost of infrastructure for development and burden on the community
- role of rural area
- the importance of high quality information on growth and capacity

"The key solution to the problem going forward is a decision that we must all make balancing a multitude of conflicting needs and wants. Builders will want lots of new developments...shop owners will want more tourists...residents will want cheap housing...property owners will want to see land values rise... and everyone wants open spaces. Unfortunately these wants are conflicting and the reality is they are not going to come free or even cheap"

Box 7: Queenstown resident identifies the hard choices



Box 8: The new residential area at Quail Rise is low density - it uses a lot of land for the number of sections provided

Priority issue 2 - protecting the landscape

How to maintain and protect the landscape that strongly defines our environment. Issues include:

- threat is not to the outstanding landscapes but to the closer more domestic landscape in the foreground
- the visual backdrop to Queenstown, what qualities are special and is it adequately protected
- current development patterns eroding rural character
- loss of a sense of openness and open space
- creating and maintaining a long term urban and rural edge
- identifying and protecting rural character

Priority issue 3 - managing visitor growth

How to manage growth in visitor numbers. Issues include:

- rate of growth
- type of visitors
- demand for visitor accommodation
- location and style of visitor accommodation
- visitor activities
- managing the environmental impacts

“ Tourism growth is fine, but it seems to me that it is becoming more important to concentrate on that than the people who actually live here. Prime land and developments are being created solely for their benefit, or for the benefit of those few rich enough to buy the million dollar apartments...Don't we also deserve something beautiful?”

Box 9: Queenstown resident, 20 -30 years old



Box 10: The location and style of visitor accommodation was identified as an issue

Priority issue 4 - building a sense of community

How to retain and build a sense of community. Issues include:

- ratio of short term visitors to residents
- short term residents – no roots
- most people come from somewhere else
- role of Queenstown central and Frankton for residents and visitors
- level of focus on tourism

- adequacies of community facilities for a town of our size

Priority issue 5 – improving access and transport networks

How to improve traffic flows and mobility and manage the effects of transport in a constrained but fast growing area. Issues include:

- congestion in the central Queenstown area especially Shotover Street
- parking in central Queenstown
- main entrances into and through Queenstown – one lane bridge
- public transport into the future
- using the lake as a transport corridor (ferries)
- better walkability and pedestrian environment

“ There may not be a great problem with parking now, but with the projected population of over 40,000 by the year 2021 we must think about this future problem now.”

Box 11: Queenstown Resident 50-60 years

“ Most of the current improvements to State Highway 6A from Frankton to Queenstown are for safety reasons – and there are no cheap options left to increase its capacity for traffic growth much beyond 2010”

Box 12: Transit New Zealand staff member



Box 13: Public transport

Priority issue 6 – infrastructure keeping pace with growth and higher environmental standards

How to ensure that infrastructure keeps pace with growth and national standards. Issues include:

- wastewater
- water supply and quality
- stormwater and effects on lake and rivers
- waste minimisation and solid waste disposal

Priority issue 7 – matching growth with adequate community facilities

How to ensure that population and visitor growth is matched with adequate community facilities - schools, medical, community centres, theatres, arts centre, recreation centres, swimming pools. Issues include:

- what should be provided in which locations and by whom
- how to fund



Box 14: Community facilities

Priority issue 8 – how do we pay

How do we pay for the needed infrastructure and community facilities – building and operating. Issues include:

- development pressures on infrastructure upgrades – water, wastewater, roads
- visitors placing huge pressures on all community resources
- need for more sophisticated community facilities as size of community grows
- national funding v local funding (rates)

Priority 9 – planning our future

How do we have a greater role in directing and planning our future. Issues include:

- community engagement processes
- relationships with Council and other public agencies
- balance between freedom and community control
- growth management and better planning
- small sector groups having too much say and influence
- inadequate information from public bodies
- how we handle conflict as a community (too legalistic)
- fairness to all – not bending the rules

“ The net result of not planning in advance basically ruined these communities (resorts outside NZ) to a significant degree...x resort has become totally overrun with developments without having adequate infrastructure in terms of roads, water, sewage and the like”

Box 15: Queenstown resident, 30 - 40 years old

Priority issue 10 – an inclusive and caring community

How do we achieve an inclusive and caring community where people of different ages and income levels are welcome. Issues include:

- appropriate and affordable housing
- gaps between rich and less well off
- cost of living
- facilities and activities for different age groups
- a better balance in the demographic make-up
- a place where our kids can stay or return to
- how to be a real community

Priority issue 11 – building a sense of place

How to protect and enhance our built environment to create a strong sense of place – this could only be Queenstown/ Wakatipu Basin. Issues include:

- an emerging character but what is it
- new and older buildings and development not appropriate style and scale
- heritage buildings and places compromised
- signage
- design controls or not
- view protection
- the setting of buildings and development in the landscape
- landscaping

Priority issue 12 – protecting the natural environment

How do we protect and enhance our natural environment, heritage and places of significance to tangata whenua. Issues include:

- taking a more holistic view of sustainable development
- incremental loss of the environment and values
- threats to the ecosystem
- wilding pines
- visitors spending more time and money
- urban sprawl and loss of compactness
- the image 100% pure v the reality
- air quality
- water quality



Box 16: Building a sense of place and protecting the natural environment

Other issues – diversifying the economy

Are we too over-reliant on the visitor industry. Issues include:

- do other economic sectors have with a good future
- can growth in other sectors leverage from the strength of the visitor industry

Other issues – enabling business growth

How do ensure there are opportunities for business growth to support our much larger population. Issues include:

- demand and capacity issues
- location
- better quality jobs
- style of development and controls

Other issues – being part of a global community

How do we capitalise on being part of a global community? Issues include:

- how can international visitors and part-time residents further enrich community life
- are our peers Whistler and Aspen - or Wanaka and Gore – how do we remain part of New Zealand

Other issues – growing the value of the visitor industry

How do we grow the value of the visitor industry? Issues include:

- large low wage and itinerant work force issues
- vulnerability to global economic trends
- seasonality for businesses
- boom bust cycles
- short stay visitors not spending much v less



Box 17: Are we too reliant on the visitor industry?

Other issues – quality open space

How to ensure we have adequate public open space and active recreation facilities of sufficient quality in the right place.

6. Our strategic goals

We will achieve our vision and address our prioritised issues by following these strategic goals

- ❖ *Managing **growth** in a way which is sustainable*
- ❖ *Respecting the dominance of our magnificent mountain, lake and rural **landscape***
- ❖ *Building a strong diverse and inclusive **community** for people of all ages and income levels*
- ❖ *Improving **access** to and through our rural and urban areas with good roads, the green network, walkways and public transport*
- ❖ *Providing **infrastructure** to keep pace with growth and protect the environment and health and safety*
- ❖ *Creating high quality **urban environments** where safe healthy community life can flourish*
- ❖ *Growing the strength and diversity of our **economy***

The relationship of the issues to the strategic goals

This next table sets out the relationship between the seventeen strategic issue headings and the seven strategic goals. All of issues are addressed in one way or another by at least one strategic goal. Some issues are addressed by more than one strategic goal.

Issues	Strategic Goals						
	Managing growth in a way which is sustainable	Respecting the dominance of our magnificent landscape	Building a strong, diverse and inclusive community	Improving access to and through our rural and urban areas	Providing infrastructure to keep pace with growth	Creating high quality urban environments	Growing the strength and diversity of our economy
Managing population growth	✓	✓		✓	✓	✓	
Protecting the landscape	✓	✓		✓		✓	
Managing visitor growth	✓	✓	✓		✓		
Building a sense of community			✓			✓	✓
Improving access and transport networks		✓		✓	✓	✓	✓
Infrastructure keeping pace with growth and higher environmental standards	✓			✓	✓		✓
Matching growth with adequate community facilities	✓	✓	✓	✓			
How do we pay	✓			✓	✓		✓
Planning our future	✓	✓	✓	✓	✓	✓	✓

	Managing growth in a way which is sustainable	Respecting the dominance of our magnificent landscape	Building a strong, diverse and inclusive community	Improving access to and through our rural and urban areas	Providing infrastructure to keep pace with growth	Creating high quality urban environments	Growing the strength and diversity of our economy
An inclusive and caring community			✓				
Protecting the natural environment	✓	✓			✓	✓	✓
Building a sense of place	✓	✓	✓			✓	
Being part of a global community			✓				✓
Diversifying the economy							✓
Growing the value of the visitor industry			✓				✓
Enabling business growth		✓		✓	✓		✓
Quality open space	✓	✓	✓	✓		✓	

Box 18: Relationship between the issues and the strategic goals

7. Strategic goal : Managing growth

Managing growth in a way which is sustainable

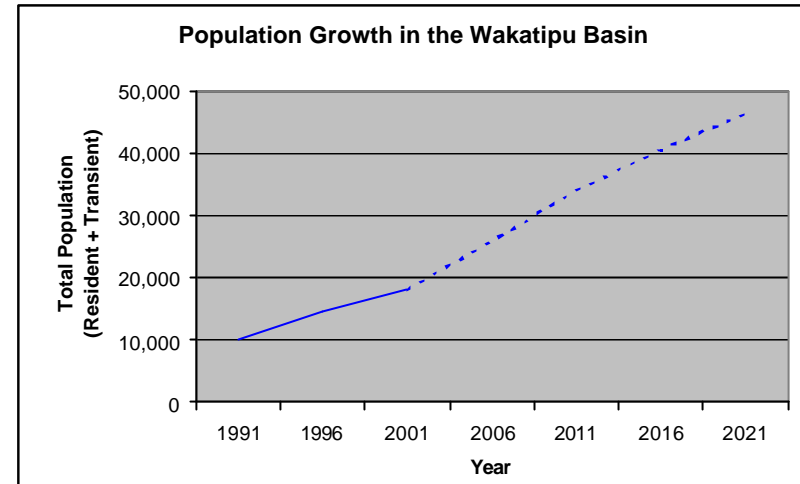
Where we are today

Wakatipu has consistently experienced very high growth rates, today the highest in New Zealand. This has occurred through the redevelopment of Queenstown with higher densities, new urban areas at places like Fernhill, Kelvin Heights and more recently Remarkables Park and areas around Arrowtown. Much development has also occurred in the rural areas of the Wakatipu.

The community is concerned by the rate, the impacts and the location of growth. Some members of the community think that there needs to be debate on whether Wakatipu should have a total cap on population.

The normally resident population of Wakatipu could increase from 11,970 in 2001 to between 20,900 and 29,600 in 2021². Total population is very important to Wakatipu because people living in the district short term and visitors are a permanent feature of the population, and carry demands on the district's resources and services. The total population including short term residents and visitors could increase from 18,000 in 2001 to between 30,700 and 46,300 in 2021. The higher figures represent a high growth scenario, and reflect the rate of growth Wakatipu has experienced in recent years. This plan uses the high growth scenario to test the consequences of growth. The figures are not targets to be achieved, but rather reflect the rate of growth of the past continuing into the future.

² CivicCorp projections carried out for Tomorrow's Queenstown 2002



Box 19: Graph showing population growth in the Wakatipu Basin. Solid line (1991 - 2001) represents actual growth. Dotted line (2001 - 2021) represents projected growth, based on high growth scenario.

Population growth translates into a demand for more houses, more sections, more apartments, more schools, more shopping and other business services for the larger population, more hotels, motels and other visitor accommodation and visitor facilities. For the next twenty years the high growth projection would see a demand for about 10,000 additional residential dwellings – including second homes and holiday apartment type developments.

There is considerable capacity within the existing town boundaries and subdivided rural areas, including recent resource consents to accommodate a good deal of this growth. The existing capacity for residential dwellings³ is in the order of 7000 more households. If current growth rates continue and the high growth scenario eventuates – then this capacity would be exhausted within 12 years. If the

³ Houses, terrace houses, apartments and the like

rate of growth is slower (medium projections) than this capacity would be exhausted by 2021.⁴

Visitor numbers to Wakatipu are also growing rapidly. The accommodation monitor records that total guest nights in the district have increased from 1.7 million in 1997 to 2.5 million in 2001. This is an increase of just over 810,000, almost 50% in just 4 years. More people are visiting the district – arrivals having increased from 766,000 in 1997 to 1.15 million in 2001 – but the average length of stay in the District has reduced slightly from 2.25 to 2.19 days. This is going in the opposite direction to community objectives.

The growth in visitor numbers has a number of significant impacts on the community – many beneficial and some problematic. These include:

- Increased demand for visitor accommodation
- Upward demand on a range of other visitor and related services and facilities – from shopping to bungy jumping to walking trails and public transport
- Increased employment and general economic activity (the multiplier effect)
- Visitor conflicts and crowding.

There is a view in the community that rampant visitor growth drives population growth, and so creates a “double-whammy” effect in terms of impacts on the community and the environment.

⁴ Refer to population projections, household projections and capacity tables in Appendix 1.

Principles for growth management

The underlying principles of this plan which drive the growth management strategies are:

1. The landscape should be a key determining factor in all decisions about the physical form and physical growth of the Wakatipu Basin.



Box 20: The landscape should be a determining factor in decisions about the physical growth of the urban area

2. Long term planning is a key tool for effective growth management. This includes quality information on growth demands and capacity, environmental and other constraints.
3. Efficient use of land resources is a key principle to protect the environment and the landscape from the effects of urban and rural sprawl.
4. The location of any new urban areas should be based on the principle of the Queenstown CBD as the heart of the community. Connectivity (including

by public transport) and distance to the CBD is a key consideration.

5. New development must be accompanied or preceded by new and/or upgraded infrastructure to provide for increased demand and protect the environment.

Growth management strategies

1. **Set the long term direction** of urban growth (next 20 years plus) to give certainty for the community about its own future – including making plans for major infrastructure developments like new roads, bridges, new wharves and sewage disposal areas.
2. **Contain urban development** within defined boundaries. In general the landscape boundaries of rivers and mountains and the ability of the landscape to absorb development will be key determinants of the long term urban boundaries.

The technical team developed a proposal for a long-term urban boundary and a method for implementing this. The long-term urban boundary is shown on the growth concept - urban boundary.

The final urban boundary could be determined and reinforced through a change to the district plan which:

- *Reflects the principles in this plan and the growth concept*
- *Incorporates existing and planned urban zones (except Lake Hayes Estate) within the long term urban boundary*
- *Sets a boundary which in combination with rural and other urban areas within Wakatipu will provide at least 20 years capacity for projected growth*

- Respects the other strategies in this plan for entrances to the Queenstown urban area, green road corridors, landscape lines, and the capacity for infrastructure provision.

The community could also use the ancient method of stone markers (as per milestones) for the town boundary at important entrance roads.

Box 21: Proposal for containing urban development

3. **Limit rural development** to that permitted within existing zonings, resource consents and the rules of the district plan. The master plan shows the extent of existing zoning and major resource consents in the rural area.⁵
4. **Staging of new urban growth areas** is important. Further land and higher densities within the defined urban boundary should not be provided for unless there is a demand which cannot be met by existing capacity in urban and rural areas.⁶
5. **Increasing the achievable density** of large areas within existing urban areas is a key part of making this strategy work. This means:
 - Identifying where and how the current high density areas can be further intensified. High density should be around community hubs of Queenstown central and Frankton⁷, and

⁵ The Council holds a database and maps showing all approved building platforms in the rural areas of Wakatipu.

⁶ As a guideline a ten year horizon should be used for assessing capacity and demand.

⁷ Other parts of this plan make it clear that the airport should remain in its present location. High density at Frankton must work within the constraints that the airport imposes on urban development.

where there is good access to frequent public transport including ferries.

- Identifying where and how traditional residential areas and other areas within urban boundaries can be further intensified. This includes greenfield areas which may otherwise be developed for low density development.
- Staging of further intensification will be partially driven by the ability of the infrastructure to support higher densities.

The urban area of Queenstown already has rules which allow considerably more higher density development to occur in some areas through redevelopment and subdivision. Making higher densities work in existing built up urban areas is not easy. It must be approached in a comprehensive manner. Areas need to be identified on the basis of criteria (most set out in this plan), then information gathered, existing conditions, constraints and opportunities understood, and options developed in conjunction with the local community. Action plans are needed and will typically include review of rules and zoning, new walkways and open space, view protection, new or upgraded roads and other infrastructure and a whole range of other actions to make the higher density work while preserving and enhancing amenity and community values.

Box 22: Guidance on intensifying development within the existing urban area

This plan has demonstrated that land suitable for urban purposes acceptable to this community, is a scarce resource. The Council receives numerous applications for development at far lower densities than the district plan allows. This is an inefficient use of land and does not accord with the principles developed by the community. Some ideas developed by the technical team to achieve increasing densities are:

- *Require subdivisions or developments to demonstrate how future development options can be achieved (as part of the Assessment of Effects on the Environment)*
- *Place conditions on resource consents which specifically require that options for future development are maintained*
- *Advocate the use of comprehensive residential rules under the plan which enable higher density development subject to resource consent and criteria*
- *Assess all subdivisions on the basis of their final development capability and require full provision of trunk infrastructure now (including the cost of this provision)*
- *As a condition of resource consent prohibit the use of private covenants which prevent further subdivision or development*
- *Carry out market research to identify the demand for higher density development and inform the market of this research.*
- *Establish a short term working party of developers to provide ideas on this matter.*

Box 23: Increasing density under existing rules

6. Support the viability of **frequent public transport** by concentrating higher density development including visitor accommodation along transport corridors like SH 6A and also consider the lake as a potential high frequency public transport corridor using water borne public transport.

7. Ensure that the Council and the community have access to regularly updated **high quality information** as a core growth management tool.

High quality information is an essential tool for growth management. This includes an understanding of levels of population and visitor growth, development of new housing and visitor accommodation (and other elements such as the uptake of business land), long-term projections for growth, market drivers for growth, and the capacity to accommodate growth.

Information about the effectiveness of the implementation of growth management methods is also important; for example the average density of land being used for new housing.

This information is a vital and ongoing tool for the Wakatipu community to understand the present, the implications of the future and the extent to which the community can influence and guide development to achieve the outcomes it is seeking.

Key indicators of growth and of the success of growth management strategies should be developed and reported on a frequent basis

Box 24: The importance of information for growth management

8. Investigate the relationship between growth in the provision of visitor accommodation and population growth, to determine if **controlling the rate of growth in visitor accommodation** will be an effective growth management tool.
9. Investigate the methods and costs and benefits of determining and implementing a **population cap** for

Wakatipu, as a basis for ongoing community debate.

A number of members of the community were concerned that the question of a population cap was not fully debated. This strategy identifies that this matter is likely to be a subject of ongoing community debate, and that that debate should be well informed about possible methods, and the implications.

The technical team notes that capping population is very difficult to achieve within New Zealand and within the enabling provisions of the Resource Management Act. Such a policy would need to be very well supported and justified in terms of the sustainable management of resources. It would also tend to have a consequence of significantly raising the cost of living in Wakatipu if the demand to live here continued into the future.

The experience of other resort communities should be reviewed, but due our different laws will be of limited assistance.

Box 25: Population cap - or not

Specific rural strategies

1. Where new development occurs in rural areas – clustering of houses is preferred (rather than a checkerboard of sprawling development). Comprehensive design of clusters is required to achieve the objectives as set out in the district plan.
2. Open space around clusters needs to be “locked in” when the cluster is created to maintain the open landscape values, and to avoid further incremental development in surrounding areas.

The community were surprised at the extent of development already provided for in the rural areas of Wakatipu, as presented to the workshop. In addition the current rules have no minimum lot size and as a result further development rights will be sought.

The technical team identified that the transferable development right (TDR) mechanism could warrant further investigation as a tool to reallocate existing building platforms in less suitable areas of the

Basin to areas where that development could be more readily accommodated.

The TDR mechanism has had limited successful application in Rodney District in the North Island, and has been used extensively in overseas jurisdictions. In conjunction with other methods such as requiring TDRs before new building platforms could be created, this method could be used to place a target cap on the additional building platforms to be provided in the rural area.

Box 26: Limiting future development within the rural parts of the Wakatipu by the use of transferable development rights

Strategies relating to visitor growth

2. Investigate means of managing the rate of new visitor accommodation capacity as a key means of managing growth. This could include
 - Ensure that new visitor accommodation sector accounts for the true costs of development. This could include mechanisms to ensure that some staff housing is provided in association with new developments either on-site or in the area.
 - Take a proactive role in informing and guiding the visitor accommodation industry including investors, on the need for new capacity.
3. Review the strategic environmental effects of new visitor accommodation on the community, the transport network and the environment, in particular larger developments, to assess whether better controls under the district plan are required.
4. Encourage Destination Queenstown in association with the visitor industry to develop a comprehensive and long term strategy to build longer stay higher

spending visitors, as a key growth management tool for the district.

5. Advocate for a nationally consistent power to implement alternative funding methods to address the costs that visitors impose on local communities in providing services (could be a bed tax).

Growth in the number of visitors and purpose built visitor accommodation was identified as a probable driver of overall growth in the Wakatipu. If the community considers that controlling the growth of visitor accommodation is justifiable, then the technical team have the following suggestions as to methods that could be further explored:

- *Limit the scale of accommodation development – e.g. to a certain number of beds or floor area and bulk*
- *Place an absolute limit or annual limit, or threshold limit on the provision of more accommodation beds*
- *Limit the areas or create standards controlling where visitor accommodation can be established*
- *Identify and require all the costs imposed on the community and environment to be internalised to new visitor accommodation developments*
- *Encourage the redevelopment of existing less suitable visitor accommodation developments*
- *Encourage apartment and second home developments on a comprehensive and managed basis with “warm bed” covenants - so developments do not remain empty.*

Box 27: Suggestions of methods to control the growth of visitor accommodation

The growth concept

The growth concept and master plan are an illustration of the growth management principles and strategies set out above. The features of this concept are as follows:

- There is defined long term urban boundary which incorporates a new potential urban area at Coneburn
- There are high density community town centres with residential, accommodation and business activities around Queenstown central and Frankton
- There are other higher density nodes (subject to investigation) at Frankton and Kelvin Heights associated with ferry wharves and ferry transport
- New greenfield development will generally be at higher density than the past.
- Rural development is limited to existing zonings and approvals.

Map – Growth concept, the long term urban growth boundary

Map – growth concept, a more detailed view

8. Strategic Goal: Respecting our landscape and natural environment

Respecting the dominance of our magnificent mountain, lake and rural landscape

Where we are today

The green and blue network is the open space in public and private hands throughout the Wakatipu Basin. It comprises Council and DoC parks and reserves, walkways, land in the outstanding natural landscape areas, rivers and lakes. This setting is what makes Queenstown a unique and special place. The community has expressed the view that the “backdrop landscape” is sacrosanct and should be preserved forever.



Box 28: The community expressed the view that the backdrop landscape is sacrosanct and should be preserved forever

This network is the most important natural asset in the district. It is also critical to the local economy, as the outstanding natural setting underpins Queenstown’s appeal to visitors.

Through protecting, enlarging and enhancing this network, we will over time create significant ecological, amenity, recreation and economic value.

The scenic and landscape values at the road entrances to Queenstown are important in maintaining the experience and sense of arrival.

The spread of wilding pines is a significant threat to the ecology of the Wakatipu Basin.



Box 29: The landscape of the Wakatipu Basin is highly valued by the community

Principles

The principles behind the extension of the green network and trails network are:

1. Follow the water - the rivers and the lakes – where opportunities exist with the Queen’s Chain
2. Realise opportunities where there is potential high amenity, high points and views.
3. Realise opportunities for adding ecological, amenity and economic value to the district through the network.
4. As well as being an important recreational resource, walkways and cycleways also provide an alternative means of getting about.



Box 30: The trails network is an important recreational resource

5. Some trails are for urban recreation purposes – others are part of the rural and wild landscapes.

6. In areas close to the town (Queenstown central and Frankton for example) paths should be on easy grades and well paved or maintained to allow for wheelchair, elderly and general high levels of use.



Box 31: Trails for recreational use as well as to link urban areas

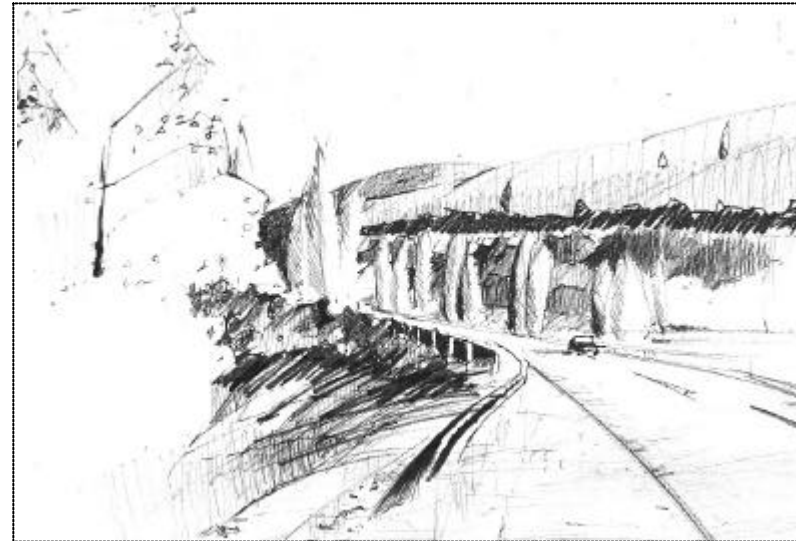
Other principles relating to landscape and environment include:

7. Improve the ecological values of the outstanding natural landscape areas of the Wakatipu.
8. Protect iconic views and vistas from State Highways, Scenic Rural Roads and other viewing points (examples: SH6 to Lake Hayes, Malaghan Road to Walter Peak, all vistas from CBD).
9. Protect and enhance views and landscape values along Scenic Rural Roads and at the entrances to Queenstown and along main transport routes to maintain and enhance the experience of arrival and appreciated of the wider environment.
10. Protect the character of the rural areas of the Wakatipu.

11. Protect heritage landscapes, such as the Crown Terrace.

Strategies

1. Map the green network and trails network so we can understand what we have and the gaps in the network. Identify future opportunities to create better linkages and the priority for closing the gaps.
2. Identify easy and early opportunities to close gaps and form more trails.
3. Progressively secure access needed to close the gaps in the green network.
4. Encourage partnerships between organisations such as the Wakatipu Trails Trust, QLDC, DoC, landowners and others to implement these strategies
5. Use landscaping to frame important view corridors at the entrances to Queenstown, and to screen development and infrastructure (eg: sewage treatment ponds) from view.
6. Define and strengthen the edges of the town by reinforcing the individual character of each entrance and forming a buffer between the rural and urban landscape.



Box 32 Use landscaping to frame important viewshafts at the entrances to town and to screen development and infrastructure

7. Develop a long term strategy and management plan for Douglas Fir forest and wilding pines – consider complete removal and revegetation with Beech forest on lower slopes; tussock and grey shrublands on upper slopes.
8. Short term: “rescue” beech forest remnants to maintain seed source and education model.
9. Long term: implement plan for removal of Douglas Fir, use proceeds from logging of Council's plantation forests to fund ecological restoration.
10. Develop planting guidelines for private properties (and reserve land) on or close to the edges of the urban area to assist the flow of nature into the town (corridors for bird life).

Map – trails and cycleways

Map – town entrances

9. Strategic Goal: Building our community

Building a strong, diverse and inclusive community for people of all ages and income levels

Where we are today

Queenstown is a fast-growing community, with the expanding visitor industry as a major driver of growth. This has many positive spin-offs for the community, including employment, access to new facilities and a diverse community, with new residents and visitors bringing a stream of new flavours, ideas and energy to the town.



However, the community has also experienced many negative impacts of growth. Many people in the community are recent arrivals to town, and have little sense of belonging. There are a lot of transient residents who have no roots in Queenstown.

The CBD is dominated by shops and hotels catering for visitors, and high property values in the CBD are threatening to drive community facilities and services out of the town centre. The town centre is becoming less relevant to locals – and the town centre is at risk of losing its heart.

High property prices coupled with low wages in the hospitality industry mean that housing affordability and the high cost of living are an issue for many people. Workers are having to live in outlying areas and commute to work, giving them little sense of belonging in Queenstown.

There is a lack of places and opportunities for the community to come together. People want to get together as a community more often. There is a need for more community facilities that serve the needs of locals. These facilities are congregation places, where people can come together and share common interests in sport, art and culture, or just to socialise. Other social infrastructure such as educational and health facilities are also needed to meet the needs of the growing population.

The lack of tertiary education and mid-life employment mean that many young people have to leave Queenstown for educational and career opportunities. Statistically, the Queenstown community is less balanced than other parts of New Zealand, with less young people (under 15) and less older people (60+) than the New Zealand average. The bulk of the population are of a working age, and hard at work, which means less people are able to do the voluntary work that has traditionally bound New Zealand communities together.



Box 33: One of the younger participants at the workshop!

Queenstown has less young people (under 15) compared to the national average

The positive relationship between visitors and locals that has been such a feature of Queenstown is being stretched as locals are starting to feel that the town is being dominated by visitors. There is a feeling that community issues need to be given a higher priority. People want to have a greater role in directing and planning the future of their community.



Principles

1. The Wakatipu community should have ownership and control over its own future through taking a long term view and being actively involved in the planning for the community.

2. The needs and interests of the community should be given a priority over other interests.
3. There should be more opportunities for the community to do things together.
4. The Queenstown CBD should be the heart of the Wakatipu community, and should be relevant to the local community - a place where local people live, work and play.
5. The Frankton area will also be a hub for many community activities and facilities, building on what is already there.
6. A range of funding methods will be needed to support the development and operational costs of new community facilities in the Wakatipu Basin. The community should be innovative in its search for funding methods.
7. Partnerships and co-operation between community organisations (including QLDC) should be encouraged to ensure strong and enduring solutions to community issues.
8. Encourage the development of affordable housing to help retain a stable workforce and a vibrant, balanced and diversified community.



Strategies

Sense of Community

1. Promote and enhance the “heart” of Queenstown within the CBD through the provision of community facilities as congregation points for the community.
2. Provide a “welcome pack” for new residents, providing information on community events, organisations and facilities. This could be distributed through real-estate and tenancy agents.
3. More encouragement and recognition of voluntary work, eg: local awards.

Community Facilities

4. Establish a working party to promote the development of a community precinct on the old school sites at Stanley/Ballarat streets. This precinct could include an Arts/Cultural centre, civic buildings, Court House, meeting rooms and facilities for elderly & youth, childcare facilities, visitor information centre & tertiary education.
5. The development of an aquatic centre in the CBD area would also help to strengthen the heart of the town and make the CBD a place for locals.
6. Recognise the importance of the Events Centre as a district-wide facility and as a hub for indoor and outdoor sports.
7. Continue to develop Frankton as the health hub for the district – ambulance, hospital, aged care, retirement residential.
8. Investigate developing other community facilities in Frankton such as a library, childcare facilities and youth facilities.
9. Promote facilities focused on youth throughout the Wakatipu area, especially in the Queenstown Town Centre.



Box 34: Continue to develop Frankton as the health hub of the district.

Education

10. Retain existing schools in the town centre area.
11. Advocate for the development of a new primary school in Frankton.
12. Promote the development of new schools as required at other population nodes and close to other community facilities.
13. Promote the development of post-secondary training opportunities in the Wakatipu Basin (tertiary education, night/summer school, vocational training etc) to provide opportunities for life-long learning.

14. Investigate the greater usage of school facilities for community purposes and wider educational requirements.

Elderly Facilities

15. Promote the development of a choice of living/housing options and transport for older people to enable them to stay in Queenstown.

Making Life in Queenstown More Affordable

Promote the provision of affordable workers housing in Queenstown. A number of possible methods should be investigated including:

- Requiring new hotels / visitor facilities over a certain size to provide housing for their employees, either directly or through head-lease arrangements.
- A financial contribution on new commercial developments to fund affordable housing for workers.
- Supporting the work of the Workforce Solutions Forum.
- Changes to the District Plan to enable the development of a greater range of housing choices (eg: encourage “granny flats”/residential flats on existing residential sites).

The technical group proposed some other ways of promoting affordable housing, including:

- Advocating for the Housing Corporation for the provision of affordable housing in the area.*
- Council provision of affordable employee-restricted housing.*
- The establishment of a Trust or LATE (Council-owned company) to oversee the creation and maintenance of an affordable employee-restricted housing stock.*

Box 35: Other ways of promoting affordable housing

The Whistler Housing Authority in Whistler, Canada was created to oversee the development of employee restricted housing in Whistler. It is a wholly owned subsidiary of the Resort Municipality of Whistler (RMOW). Providing affordable housing options for those who live and work in Whistler has been the most challenging issue facing the Whistler community for the past 15 years. Creating an inventory of price controlled units that are only available to resident employees is seen as the best means of reducing the impact of market forces that are driving the price of housing out of reach for locals.

Comfortable, affordable living space is recognised in Whistler as fostering the well-being of both the community and the individual. Affordable housing attracts skilled and energetic adults as well as young families with children to become part of the community. This in turn helps to ensure a stable workforce and a vibrant and diversified community.

See <http://www.whistlerhousing.ca/>

Box 36: Example of an affordable housing authority in Whistler, a resort town in Canada

Map – community facilities

10. Strategic Goal: Improving access and transport networks

Improving access to and through our rural and urban areas with good roads, the green network, walkways and public transport

Where we are today

The private car is the main form of transport around the Wakatipu Basin. This is generally a fast and convenient mode of transport, but reliance on the car disadvantages young people and people without a car or who do not drive. Cars also have adverse effects on the environment.

State Highway 6A (Frankton Road) is very busy and reaches capacity at peak holiday periods. There are no realistic options for upgrading this road to increase capacity. The other main entrance to the town is Gorge Road (one-lane Edith Cavell bridge limits capacity).

The main scheduled public transport service at present is the Shopper Bus, which operates from 6:50am to 11:30pm daily, and runs two routes servicing all major hotels and motels, the Airport, Sunshine Bay, Fernhill, Frankton, the Remarkables Park Shopping Centre and downtown Queenstown.

The service from Frankton (Remarkables Park / Airport) to the CBD runs hourly and an inner circuit runs hourly during the day and half-hourly in the evenings.

Fares range from \$1 to \$3.50 depending on the distance travelled. Visitors are the main users, although the proportion of local users is around 20% and growing.

The Shopper Bus has been operating since 1993 and currently carries around 300,000 passengers per year.

The Shopper Bus means that Queenstown now has a very good public transport system for a town of its size. This has been built up by a private operator over many years. The subsidy model, based on competitive tendering, that is used in other parts of New Zealand may be counter-productive in Queenstown, as it could undermine the viability of the service.



Box 37: The Shopper Bus

The other scheduled service (not including tour buses) is the Arrow Express which runs between Queenstown and Arrowtown 3 – 4 times a day, again predominantly used by visitors.

The buses operate on a commercial basis with no subsidy whatsoever.

Whilst there are several tourist boats, there are no scheduled passenger ferry services operating on Lake Wakatipu.

The Queenstown Airport, located at Frankton Flats services domestic flights and some international flights to/from Australia. The airport has recently been upgraded to improve capacity and passenger amenities. Passenger volumes are increasing and are expected to continue to rise in the foreseeable future, within the limits set by the airport noise controls.

Some walkways and cycleways are used by locals to get around the district, although their main use at present is for recreation.

Traffic and parking issues in the CBD are addressed in the section headed "Achieving a Quality Urban Environment".

Principles

1. Ensure that roads are in place to link the neighbourhoods of Queenstown.
2. Provide a viable alternative to Frankton Road as a traffic route into the Queenstown CBD from the east in the long term. The purpose of this is to reduce congestion on Frankton Road and to provide an alternative route to reduce the chances of Queenstown being cut off in the event of a closure of Frankton Road (eg: major accident or landslide).
3. Plan for improved public transport where viable, with the aim of having better integrated public transport services connecting the communities of the Wakatipu.
4. Queenstown Airport to remain in its current location for the foreseeable future.

5. Encourage the development of walkways and cycleways as a way of getting around.

Strategies

1. Develop a transport strategy for the Wakatipu Basin based on this plan, including roads, public transport, airport and walkways / cycleways.
2. Plan for a new bridge over the Shotover River connecting Littles Road and Tucker Beach Road to provide additional capacity on the Gorge Road entrance to town from the east. The bridge should be carefully designed to fit in with the landscape – a replica of the Edith Cavell Bridge was suggested.
3. Plan for additional roads to link neighbourhoods
 - Above Frankton Road
 - Above Kelvin Heights
 - From Remarkables Park to State Highway 6, around the eastern end of the airport.
4. Plan for improved public transport particularly around areas of higher density development. This may include express bus services, local bus services and ferries. This will support the compact urban form, reduce congestion on roads, give choices for people who do not have a car, or do not wish to drive, and will provide access to community hubs, shops and facilities.

5. Higher density development and walkways / cycleways should be designed to link in with public transport services.
6. Investigate the potential for “kick-start funding” for public transport initiatives, to help get services and infrastructure (eg: ferry wharfs) established.

The traditional model of subsidising public transport via a competitive tendering process should not be rushed into without very careful consideration, as it can lead to a short-term approach to public transport development (from one subsidy round to the next), rather than rewarding long-term investment and encouraging the development of a system that can survive in the long term without public subsidy.

Box 38: The risks of the subsidy model

7. Retain and protect the existing airport resource.

Map – roading infrastructure

Map – public transportation

11. Strategic Goal: Creating quality urban environments

Creating high quality urban environments where safe healthy community life can flourish

Where we are today

The Queenstown CBD is dominated by shops and hotels catering for visitors, and high property values in the CBD are threatening to drive community facilities and services out of the town centre. The town centre is becoming less relevant to locals - the town is at risk of losing its heart. Carparking and traffic issues in the CBD were also raised as a concern.

The community has expressed a desire for higher quality of urban development in the Wakatipu. This relates to both the design of individual buildings as well as the interrelationship between buildings and spaces (buildings define the spaces between them). It also relates to the overall design of subdivisions and town centres, to make sure that the area as a whole is a pleasant place to live and work and functions efficiently.

There is a concern that some new developments are negatively impacting on the surrounding area, for example, visitor accommodation creating parking problems on residential streets. Some views are being blocked.

There is a need to clearly define the edges of the urban area. The rural area surrounding the town helps define the town, and a clear edge provides a sense of place and a feeling of arrival when you enter the town. The need for an urban edge also arises from the community desire to

avoid urban sprawl due to the loss of landscape values that would arise (refer to Managing Growth section above).

Principles

1. The Queenstown CBD should be the heart of the Wakatipu community, and should be relevant to the local community - a place where local people live, work and play.
2. High quality urban developments should be encouraged through a mixture of controls in the District Plan and non-regulatory methods such as design guidelines.
3. Intensification of existing urban areas will need to be carefully managed to ensure that new buildings do not negatively impact on important views or on the character / pleasantness of urban areas.
4. Clear urban edges should be established.



Town Centre Strategies

1. Prepare a town centre strategy for Queenstown Bay, including the CBD. This should include / consider:

- A review of allowable building heights within the area ensure that significant view corridors and landscape values are protected, whilst allowing for increased densities in areas where the impact can be absorbed.
- Encouragement of mixed use – a place where local people live as well as work and play. This will help make the area more vibrant and relevant to the local community and will reinforce the CBD as the community heart.
- An overall carparking strategy for the area including investigation of a resident parking permit scheme.
- Investigating the feasibility of creating underground carparking facilities at Recreation Ground and proposed community precinct. (Old school sites).
- Investigating proposals to maximize on street parking within CBD for short term parking.



Box 39: Mixed use in the Queenstown CBD - retail at the street frontage, apartments above

- Investigating the introduction of a financial contribution for carparking for developments within the CBD. The purpose of this would be so that developments that cannot provide on-site parking pay towards a fund for the provision of car parking developments.
- A comprehensive traffic management plan to provide for efficient movement in and around the area.
- The establishment of Man St as a through road in order to redirect traffic off Shotover St.
- Investigate the potential for a complementary route along Melbourne, Henry and

Hallenstein Streets to relieve traffic on Stanley Street.

- Investigate the creation of a road link between Henry and Melbourne Streets to allow for through traffic onto Man St or Gorge Rd.
 - Consider traffic calming measures for the inner street network including Shotover St, Stanley St and Lake Esplanade.
 - Consider the establishment of a bus interchange on Melbourne St adjacent to the proposed community precinct.
2. Establish a working party to promote the development of a community precinct on the old school sites at Stanley/Ballarat streets. This precinct could include an Arts/Cultural centre, civic buildings, Court House, meeting rooms and facilities for elderly & youth, childcare facilities, visitor information centre & tertiary education



Box 40: Artists impression of mixed use in CBD

Quality of developments

1. Prepare a design guide for intensive residential developments. This should address site design, house types, building elements and visual character. This is to provide non-statutory guidelines for property developers and their designers on best practice solutions and designs for intensive housing. This is not about judgements about taste and aesthetics. The objective is to ensure that developments contribute to the public, civic qualities of an area – for example, how a development relates to the street.

An example of design guidelines is the “Good Solutions Guide for Intensive Residential Developments” published by North Shore City Council. See <http://www.nsc.govt.nz/>. It recommends ways to improve site design, weighs up the pros and cons of different house types and looks at how specific building and design elements can enhance or impair the visual character and liveability of a development.

Box 41: Example of design guidelines

2. These design guidelines should show how a high quality of design does not have to mean expensive housing. Affordable housing should not be at the expense of good design.
3. Review the District Plan controls to ensure that the controls allow for and encourage quality intensive residential developments and prevent or discourage poor design.
4. Consider the establishment of a design review group to consider the visual character and overall design of developments within the Wakatipu area.
5. Similar guidelines should be prepared for low density residential subdivisions. Good quality subdivision design can result in communities that are well-connected, with good public spaces, and can also help support other objectives, such as retaining landscape and natural values, and supporting public transport.
6. The guidelines and the District Plan should set up a framework which allows for negotiation between Council and developers over individual developments within a set of design-based criteria. Staff processing consent applications will need to be trained in urban design assessment and negotiation.



Box 42: Artists impression of a cluster of higher density development around a ferry wharf
– linking public transport with a node of higher density development

Map – traffic matters in Queenstown CBD

12. Strategic Goal : Providing infrastructure for a growing population

Providing infrastructure to keep pace with growth and protect the environment and health and safety

Where we are today

- Council provides reticulated water and wastewater systems to the urban areas of the Wakatipu. Most (but not all) urban areas have a reticulated stormwater network.
- The water supply is currently rated grade E (the lowest). Improved treatment standards are likely to be required in the future.
- Water consumption in the Wakatipu is currently twice the national average.
- The wastewater treatment plant is scheduled for a major upgrade in 2009. Land based disposal of wastewater is likely to be implemented in the future.
- There is a lack of capacity in many parts of the existing stormwater network. Quality of stormwater discharges is also an issue.

- There is a flood risk to the Queenstown CBD. Resource consents for a flood mitigation scheme have been applied for.
- There is a residential refuse collection in urban areas but no domestic waste recycling programme (there is limited commercial recycling).
- There is a single District Landfill at Victoria Flats (opened 1999) and a transfer station at Frankton. Based on current volumes, the existing landfill has capacity for another 50-80 years.

Principles

Growth Management

1. Ensure that infrastructure can cater for higher densities within the current urban area. This will require upgrading of some existing infrastructure.
2. Reinforce the urban growth boundary by placing firm limits on infrastructure scheme boundaries.

Physical Environment

3. Aim for sustainable systems concepts for water and waste management.
4. Increase the efficiency of water use (demand management).
5. Protect and enhance the quality of natural waters in the Wakatipu.

6. Initiate waste minimisation programmes to reduce solid waste volumes.
7. Reduce the impact of utility services on the visual environment.

Community and Economy

8. Ensure that water, stormwater and wastewater systems are designed to achieve a high level of public health protection.
9. Develop systems to ensure that the true costs of infrastructure services are met by those who use the services (beneficiary pays). Where new development results in the need for new or upgraded infrastructure, those costs should be met by the exacerbator (the developer).

Strategies

In addition to Council's presently planned works:

1. Prepare an overarching "Water Service Strategic Plan"
2. Enact water demand management techniques (eg: limits on irrigation)
3. Prepare "Sustainable Solution Guidelines" for use in future development.
4. Ensure Councils Waste Management Strategy is consistent with the New Zealand Waste Management Strategy.

5. Ensure that "beneficiary pays" and "exacerbator pays" principles are implemented in the Council's Funding Policy (refer to Principle 9 for explanation).
6. Upgrade infrastructure where required in areas identified for higher density development.
7. Protect water supply intakes to avoid the risk of contamination. This is likely to require relocation of the Kelvin Heights intake.
8. Minimise odour nuisance from the wastewater treatment ponds and investigate longer term siting, treatment process and disposal options.
9. Investigate and control stormwater contamination of Horne Creek and Queenstown Bay.
10. Remove and / or control overhead power and telecommunications lines along the main entrances to Queenstown.

A recent publication by Standards New Zealand titled "Subdivision for People and the Environment (Standard Code: SNZ HB 44:2001) provides some guidelines on sustainable infrastructure solutions. Refer to <http://www.standards.co.nz/>

Box 43: Sustainable solutions guidelines

Map – infrastructure and utilities

13. Strategic Goal: Growing the strength of our economy

Growing the strength and diversity of our economy

Where we are today

The Wakatipu economy is heavily reliant on the visitor industry. Queenstown and the Wakatipu are amongst the most visited areas in New Zealand – for example 35% of all international visitors in the year ended March 2002 visited the southern lakes region of New Zealand. Most of the statistics are gathered for the district as a whole, and this is how they are presented.

The New Zealand accommodation monitor gathers information on all GST registered accommodation businesses – so it does not represent a complete picture⁸. The accommodation monitor records that total guest nights in the district have increased from 1.7 million in 1997 to 2.5 million in 2001. This is an increase of just over 810,000, almost 50% in just 4 years. More people are visiting the district – arrivals having increased from 766,000 in 1997 to 1.15 million in 2001 – but the average length of stay in the District has reduced slightly from 2.25 to 2.19 days. This is going in the opposite direction to community objectives.

The majority of the increased visitor arrivals are New Zealanders rather than international arrivals.

Average occupancy of visitor accommodation over the entire year has increased from 34% to 47% (at some stages of the year there is near 100% occupancy). This indicates better utilisation of existing accommodation.

The visitor industry has seasonal peaks (summer and winter) and troughs (autumn and spring). The seasonality of the visitor industry is reducing - particularly in the “shoulder seasons” - the peaks have not reduced but the lows are not as dramatic or prolonged. This is partly due to efforts being made to increase demand in the low seasons, for example, through marketing campaigns in emerging markets such as Mexico and India, whose holidays fall during Queenstown’s low seasons.

It is also vulnerable to overseas peaks and troughs (eg: Asian crisis, September 11).

Tourism typically is a lower wage economy. In a constrained market where development pressures and housing demand are high the low wage nature of many visitor industry workers exacerbates housing affordability issues.

Other issues around managing the impacts of visitor growth include community relationships, the style of tourism which is promoted, and sustainable tourism development.

Tourist numbers are increasing, but there is still an oversupply of visitor accommodation for most of the year. Supply is based on peak capacity.

Many visitor attractions are reaching limits of current capacity (either physical limits or environmental limits) – for example, roads and carparking for the ski fields, the number of rafting and jet boats on the Shotover River.

The visitor industry is expected to remain as a dominant feature of the economy in the foreseeable future.

⁸ Visitors to private homes will not be accounted for in the Accommodation monitor.

However, the focus of the industry needs to change to fit the community's broader objectives of managing growth.

The other major industry is property development and construction. This in turn is influenced by the fortunes of the visitor industry (eg: demand for new visitor accommodation).



Box 44: Property development and construction is a major sector in the Wakatipu economy

The economy is gradually becoming more diversified, with new industries such as wine, filming, language schools and light industry becoming established.

Improved telecommunications are allowing some professionals in service industries to be based in the Wakatipu, such as financial planners and stockbrokers.

Retail development is increasingly being located in Frankton – the CBD is becoming more visitor focused.

The economy is somewhat hampered by labour force issues, such as a shortage of trained staff in some industries (eg: construction). The high cost of living and

relatively low wages is a deterrent to many potential employees.

There is limited vacant zoned business land within the Wakatipu Basin at present, and few opportunities for new business land within the suggested long-term urban boundary except land on Frankton Flats. This area is an important reservoir for the future and any zoning needs to be carefully considered in the light of future need, the locational attributes of this land making it less suitable for housing, and special challenges to protect the scenic quality of the state highway to the Remarkables.

Principles

1. Change the focus of the visitor industry with the aim of attracting longer-stay, higher spending visitors (ie: increase the yield per visitor rather than the number of visitors). Continue to work on smoothing out seasonal troughs in visitor numbers.
2. The continued diversification of the economy should be encouraged. Potential opportunities include the film industry, education, arts and culture and information technology.
3. In order to support the growth and diversification of the local economy, more business land will be needed in the future.

Strategies

1. Prepare an economic development strategy for the Wakatipu. This could include the current proposal for an Otago strategy.
2. Encourage Destination Queenstown in association with the visitor industry to develop a comprehensive and long term strategy to build longer stay higher

spending visitors, as a key growth management tool for the district.

3. Advocate a playing down of the “adventure capital” image in the marketing of Queenstown and aim to develop and market a more balanced range of attractions, including ecotourism, arts and culture.
4. Investigate the opportunities for zoning more land in the Frankton Flats area as a long-term reservoir of land for business development.
5. Support the development of the education sector in the Wakatipu Basin, particularly relating to post-secondary education. This is to address a number of issues including the loss of people from the town as they pursue tertiary education, community desire for life-long education, worker training and economic growth (education is a significant industry).
6. Addressing issues relating to affordable housing and education will help address some of the labour supply issues.

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Appendix 1: Population and dwelling projections and capacity tables

Projected Population & Dwelling Requirements (2001-2021)

Projection:	POPULATION			DWELLINGS		
	High	Medium	Low	High	Medium	Low
	<i>Resident</i>			Additional		
2001	12,000	12,000	12,000	~	~	~
2006	16,000	15,300	14,600	2,942	2,210	1,623
2011	20,500	18,800	17,100	5,753	4,297	2,805
2016	25,000	22,200	19,200	8,091	5,886	3,754
2021	29,600	25,200	20,900	10,039	7,131	4,438
	<i>Transient</i>			Total		
2001	6,000	6,000	6,000	6,585	6,585	6,585
2006	10,000	8,700	7,800	9,527	8,795	8,208
2011	13,400	11,100	8,700	12,338	10,882	9,390
2016	15,600	12,300	9,400	14,676	12,471	10,339
2021	16,700	13,000	9,800	16,624	13,716	11,023
	Total			<i>Occupied</i>		
2001	18000	18,000	18,000	4,815	4,815	4,815
2006	26000	24,000	22,400	6,955	6,420	5,992
2011	33900	29,900	25,800	9,068	7,998	6,902
2016	40600	34,500	28,600	10,861	9,229	7,651
2021	46300	38,200	30,700	12,385	10,219	8,212
	<i>Transient Peak</i>			<i>Unoccupied</i>		
2001	9,457	9,457	9,457	1,770	1,770	1,770
2006	15,761	13,712	12,294	2,572	2,375	2,216
2011	21,120	17,495	13,712	3,270	2,884	2,488
2016	24,588	19,387	14,816	3,816	3,243	2,688
2021	26,322	20,490	15,446	4,239	3,498	2,811
	Total Peak					
2001	21,457	21,457	21,457			
2006	31,761	29,012	26,894			
2011	41,620	36,295	30,812			
2016	49,588	41,587	34,016			
2021	55,922	45,690	36,346			



Dwelling Infill Capacity Under Current District Plan

DWELLINGS		
Area	Zoning	Capacity
Queenstown Town Centre	Town Centre	60
High Density	High Density	332
Arrow Town Historic	Arrow Town Historic Residential	14
<i>Fernhill</i>	Low Density Residential	243
<i>Queenstown</i>	Low Density Residential	385
<i>Goldfields</i>	Low Density Residential	380
<i>Frankton</i>	Low Density Residential	51
<i>Kelvin Heights</i>	Low Density Residential	1,441
<i>Arthurs Point</i>	Low Density Residential	400
<i>Lake Hayes</i>	Low Density Residential	36
<i>Arrow Town</i>	Low Density Residential	105
<i>Carolina</i>	Low Density Residential	400
Remakables Park	Special Zone	1792
Special Zones in Rural Areas	Special Zone (Residential)	1209
Rural Residential	Rural Residential	193
Rural Building Platforms	Rural General	116
Rural Lifestyle	Rural Lifestyle	75
TOTAL	Residential Capacity	7,232

Projection:	High	Medium	Low
	Additional		
<i>2001</i>	~	~	~
<i>2006</i>	2,942	2,210	1,623
<i>2011</i>	5,753	4,297	2,805
<i>2016</i>	8,091	5,886	3,754
<i>2021</i>	10,039	7,131	4,438
	Total		
<i>2001</i>	6,585	6,585	6,585
<i>2006</i>	9,527	8,795	8,208
<i>2011</i>	12,338	10,882	9,390
<i>2016</i>	14,676	12,471	10,339
<i>2021</i>	16,624	13,716	11,023
	Capacity Remaining (Urban Fringe Over Spill)		
<i>2001</i>	7,232	7,232	7,232
<i>2006</i>	4,290	5,022	5,609
<i>2011</i>	1,479	2,935	4,427
<i>2016</i>	-859	1,346	3,478
<i>2021</i>	-2,807	101	2,794
	Estimated Infill Exhaustion		
	<i>2014</i>	<i>2021</i>	<i>2036</i>

