

**QUEENSTOWN LAKES DISTRICT PLAN
PLAN CHANGE 30 (PC 30)**

URBAN BOUNDARY FRAMEWORK

SECTION 32

EXECUTIVE SUMMARY

This report has been prepared in accordance with the requirements of Section 32 of the Resource Management Act 1991.

It examines the reasons for introducing a Plan Change to establish an Urban Boundary policy framework, and identifies the resource management issues related to urban boundaries within Queenstown Lakes District.

It provides an evaluation of the options considered for addressing the issue of managing growth and draws a conclusion as to the way forward.

The evaluation of options concludes that PC 30 is both necessary and appropriate. It considers that the proposed approach provides an efficient and effective means of achieving sustainable management of the area's natural and physical resources.

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A. CONTEXT & BACKGROUND FOR PLAN CHANGE

1. PURPOSE OF REPORT

This report summarises the evaluation of options and alternatives for a Plan Change aimed at introducing Urban Boundaries to the partially operative Queenstown Lakes District Plan. It has been prepared in accordance with the requirements of Section 32 of the Resource Management Act 1991 (RMA).

This report is structured in three main sections:

Section A sets out the general context and scope for the Plan Change. It provides background information on the relevant resource management issues, the statutory framework that exists and other relevant plans, strategies and studies. It explains what consultation has been undertaken. Finally, it identifies what the purpose of the proposed Plan Change is.

Section B considers a range of possible approaches to addressing the issues. It provides an evaluation of the alternatives considering the appropriateness of objectives and the efficiency and effectiveness of the regulatory provisions. It also considers the costs and benefits of the planning provisions and the risks of acting or not acting if there is any uncertainty or insufficient information available. From this it concludes what is the preferred course of action.

Section C provides details of the supporting documents and research undertaken.

2. BACKGROUND & RESOURCE MANAGEMENT CONTEXT

2.1 The urban geography, landscape and infrastructure networks of Queenstown Lakes District

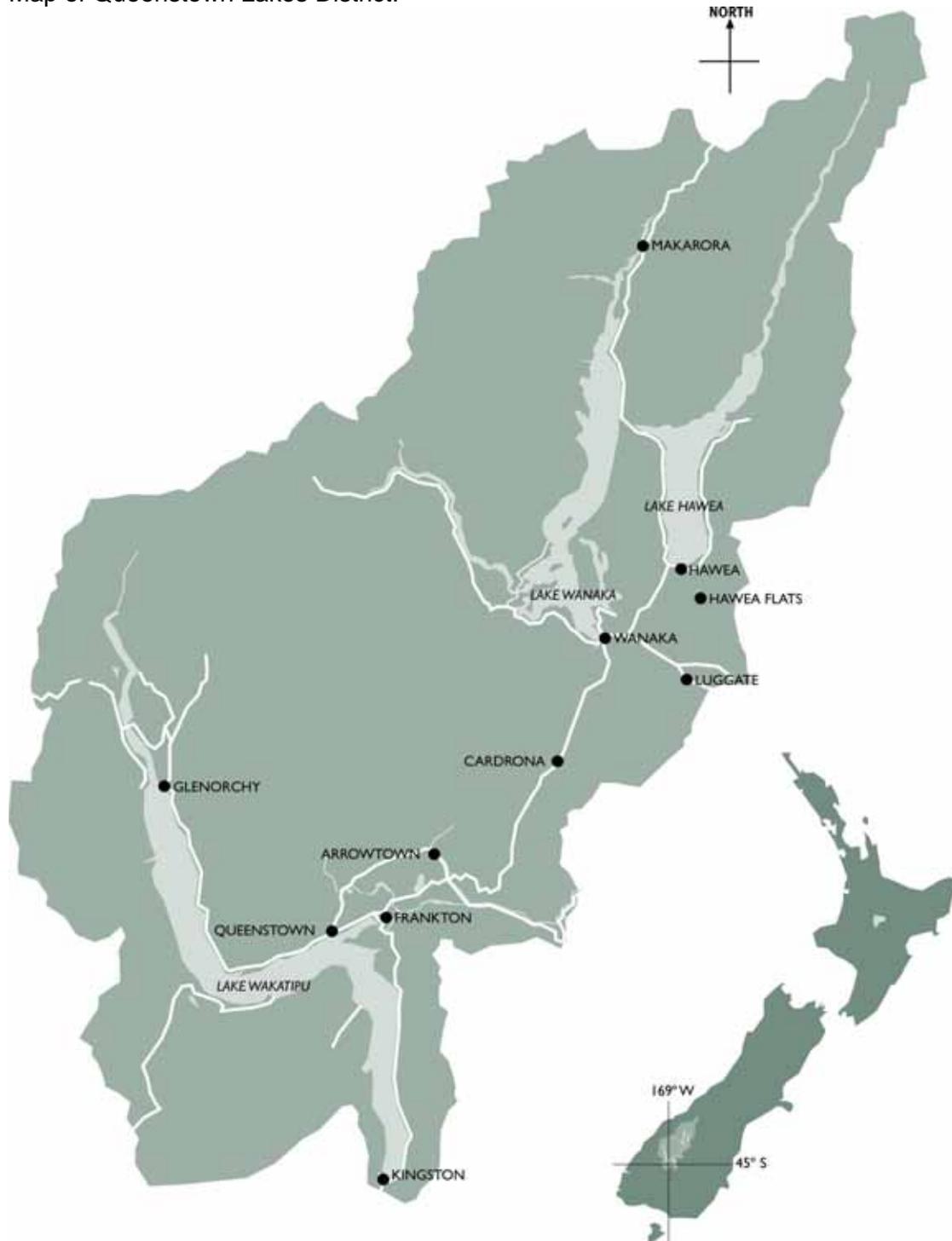
The Queenstown Lakes district is dominated by the large mountain ranges of the Southern Alps. These are interspersed with valleys which contain a number of significant lakes and rivers. The valleys are generally steep sided with relatively narrow floors, although some open out into flatter basins and alluvial plains, notably in the Wakatipu basin around the confluence of the Shotover and Kawarau Rivers, and to the south of lakes Wanaka and Hawea.

The main settlements are located in the valleys, basins and plains adjacent to the rivers and lakes. They originated as either gold mining towns or service centres for the farming industry, but tourism has also played a significant role in the development of a number of centres over time. The settlements are characteristically small and discrete, although some coalescence has occurred primarily around Queenstown and Wanaka. The settlements maintain their own individual character and identity. The main centres of Queenstown and Wanaka have a higher density of development than the rural settlements, which generally have a loose-knit and informal structure, but remain relatively compact.

- Queenstown is the district's largest settlement. It is a major international alpine tourist resort town with a relatively dense form of development around the CBD. It extends along the eastern shore of Lake Wakatipu from Sunshine Bay around the Frankton Arm to Kelvin Heights. Development is now extending up the steeper slopes of Queenstown Hill and along Gorge Road. The Shotover River generally marks the eastern extent of the settlement. Some resort and lifestyle development has taken place around the eastern and southern fringes.
- Wanaka is the District's second largest settlement and is situated at the southern end of Lake Wanaka around Roy's Bay. It has a relatively low density of urban development, with a fringe of rural residential/lifestyle blocks that connects it with Albert Town. The broad extent of the settlement is defined by the Clutha and Cardrona Rivers and the foot of Mount Alpha.
- Arrowtown is situated in the north east corner of the Wakatipu basin adjacent to the Arrow River. It is largely nestled within the landscape, but recent development has seen it extend over the McDonnell escarpment and southwards into more open country. Much of its character is derived from the town's gold mining origins and its setting within the landscape. There has been a considerable amount of rural residential/lifestyle/resort development in the surrounding countryside.
- Lake Hayes Estate has recently started to develop into a new dormitory township for Queenstown. It is situated on a river terrace between Lake Hayes and the Kawarau River in the Wakatipu basin, approximately 8 km south west of Arrowtown.
- Other rural townships include: Kingston at the southern end of Lake Wakatipu; Glenorchy at the head of Lake Wakatipu near the confluence of the Rees and Dart Rivers; Arthur's Point on the Shotover River approximately 5km north of Queenstown through the gorge; Cardrona approximately half way between Queenstown and Wanaka in the Cardrona Valley; Luggate close to the Clutha river, approximately 12 km south east of Wanaka; Hawea, comprising the settlements of Hawea Flat and Lake Hawea situated on the plains to the south of the lake; and Makarora approximately 9 km north of the head of Lake Wanaka.

The principal transportation networks follow linear routes generally along the valley floors. Around the main centres of Queenstown and Wanaka there is a more integrated approach to infrastructure provision, in particular transportation and waste water. Elsewhere, more stand alone systems have been developed. The majority of development in the smaller rural settlements still utilises individual waste water systems, in the main septic tanks.

Map of Queenstown Lakes District:



2.2 Evolving environment & reasons for considering a Plan Change

The range of activities that contribute to urban growth includes, but is not necessarily restricted to: residential, business, industrial, commercial/retail, visitor accommodation and facilities, community services including health care, education and recreation facilities and associated infrastructure.

A range of issues have been identified that indicate a more detailed approach is required to manage urban growth, these include:

- Continuing pressure for urban growth
- Consents being granted for more intensive 'urban' forms of subdivision in Rural General & Rural Living areas. The main criteria for determining the acceptability of proposals appears to be based around landscape issues (not zoning or other sustainability factors)
- Private Plan Changes are being prepared for urban development in rural areas – both freestanding & expansion of existing settlements
- In resolving WESI's 1998 District Plan appeal, Council gave a commitment to investigate a Plan Change to introduce an Arrowtown boundary
- The Council's Growth Management Strategy 2007 identifies the need to have compact settlements with distinct urban edges and defined Urban Growth Boundaries
- A number of Community Plans identify the desire to have a defined boundary for the settlement
- There is a need for better integration between land use and strategic planning for infrastructure, utilities and services.

Growth rates – past & projections:

Between 2003-2008 the average number of building consents for new dwelling units within the District was 580 per annum, peaking at 761 in 2003. The District's Growth Projections indicate that an additional 8,852 dwellings will be required between 2006-2026, approximately 443 per annum. The number of visitor units is also anticipated to increase by 5,175 over this period. Analysis of commercial land needs undertaken in 2006 indicates that an additional 20,500 jobs will be required in commercial areas by 2026. Whilst some of this can be met through planned development it is estimated that a further 60ha of employment land is required in the Queenstown/Wakatipu area and around 20ha in the Wanaka area.

Distribution of development:

The Dwelling Capacity Model indicates that at July 2008 approximately 91% of dwellings were located in urban areas. 72% are situated within Queenstown and Wanaka.

The distribution of development varies. Whilst the main urban zones are a focus for new development there is also pressure for growth outside these areas. In 2004 and 2005 around 20% of building consents for new dwelling units were situated in rural areas. Plan Changes for urban growth have been received for Queenstown, Wanaka and Kingston, whilst in Cardrona Plan Changes are being considered for amending the Rural Visitor zone. Further, resource consents have been granted for a range of residential developments in rural environments outside the existing urban zones, examples include Grand View Hawea, Hawthorne Estate Wakatipu basin, Stage 2A Luggate, Cardrona Gold Hamlets and Stoney Creek Quarry Frankton. These range in scale and density, the largest being for 138 sections between 500m² and 1,800m².

2.3 Current Plan provisions

At present the District Plan has no defined urban boundaries. It currently relies on zoning to manage development, but this gives no steer as to where longer term growth should be located. This means that proposed Plan Changes and development proposals currently occur in a partial policy vacuum, which could give rise to ad hoc or piece meal development.

Community Outcomes have been developed through a community planning process which took place through 2002 and 2003. These have been captured in the LTCCP 2006-2016. This work has been undertaken since the District Plan was notified and became partially operative, hence the Plan has not been able to fully respond to all of the identified issues. A number of Community Plans refer to 'boundaries', but at present these do not have any statutory weight under the Resource Management Act when considering development proposals. In order to ensure that development and infrastructure programmes are effectively integrated there is a need to ensure that there is co-ordination between the LTCCP and District Plan. The Growth Management Strategy for Queenstown Lakes District aims to provide an integrated approach that will assist co-ordination between these Plans and Outcomes. However, the Growth Management Strategy is not a statutory planning document and therefore its ability to influence planning decisions is limited.

2.4 Arrowtown appeal

WESI lodged an appeal (Environment Court reference RMA 1165/98) in respect of the proposed District Plan that sought, amongst other things, the definition of a clear boundary for Arrowtown. In March 2007 WESI withdrew its appeal, on the understanding that the Queenstown Lakes District Council would commence a Plan Change process to investigate the Arrowtown boundary issue. Council has identified proposed Plan Change 29 for this purpose and has included provisions within its Annual Plan to undertake this work.

In considering proposed Plan Change 29, the Council has to take into account the various requirements of the RMA, including Sections 72 and 31 (1) a) which are discussed below. In light of this, consideration has been given to the context of introducing a boundary for Arrowtown.

2.5 Scope of Plan Change 30:

Whilst the WESI appeal drew attention to the question of defining a boundary for Arrowtown, work undertaken elsewhere in the District has also highlighted the desire to define Urban Boundaries as a tool to manage development and expansion of other settlements. This includes Tomorrows Queenstown, Wanaka Structure Plan and the Growth Management Strategy for the Queenstown Lakes District.

The scope of this Plan Change is therefore to establish the broad strategic framework for Urban Boundaries within the District Plan. This will define their purpose and principles, including the establishment of a settlement hierarchy. It will also provide the context for their administration and the introduction of boundaries for specific settlements. It will not, however, define specific boundaries, as these will be addressed through other Plan Changes. Nor does this Plan Change include any provision for rezoning land, either within or outside of any prospective Urban Boundary. In order to achieve effective integration with other relevant plans and strategies it will utilise a time horizon of approximately 20 years.

3. STATUTORY FRAMEWORK

3.1 Resource Management Act 1991.

Part 2 – Purpose & Principles:

The Resource Management Act 1991 (RMA) establishes a national framework for the integrated management of the natural and physical environment. The purpose of the RMA is to promote the sustainable management of natural and physical resources. The RMA defines “sustainable management” under Section 5(2) to mean:

managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being and for their health and safety while –

- a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- b) Safeguarding the life-supporting capacity of air, water, soil and ecosystems; and*
- c) Avoiding, remedying or mitigating any adverse effects of activities on the environment.*

Section 6 of the RMA identifies matters of national importance. Any decision made, or policy prepared, under the RMA is required to recognise and provide for these matters of national importance. The matters of national importance that are considered relevant to this proposed plan change are as follows:

- a) The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:*
- b) The protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:*
- c) The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:*
- d) The maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers:*
- e) The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.*
- f) The protection of historic heritage from inappropriate subdivision, use, and development.*
- g) The protection of recognised customary activities.*

Section 7 of the RMA identifies other matters that decisions made in relation to the management, use, development and protection of natural and physical resources, are required to have particular regard to. The matters identified which are relevant to the management, use, development and protection of natural and physical resources include:

- a) Kaitiakitanga*
 - aa) The ethic of stewardship*
 - b) The efficient use and development of natural and physical resources*
 - bb) The efficiency of the end use of energy*
 - c) The maintenance and enhancement of amenity values*

- d) *Intrinsic values of ecosystems*
- e) *Repealed*
- f) *Maintenance and enhancement of the quality of the environment*
- g) *Any finite characteristics of natural and physical resources.*
- h) *The protection of the habitat of trout and salmon*
- i) *The effects of climate change*
- j) *The benefits to be derived from the use and development of renewable energy.*

In achieving the purpose of the RMA in relation to managing the use, development and protection of natural and physical resources, decision makers must also take into account the principles of the Treaty of Waitangi (Section 8 RMA).

Part 4 – Functions, Powers and Duties of Central & Local Government:

Section 31 sets out the functions of Territorial Authorities under the RMA. In particular sub section 1 a) includes the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district.

Section 32 requires an evaluation to be carried out to consider the alternatives, cost and benefits of a proposed Plan Change. This must consider whether each objective is the most appropriate way to achieve the purpose of the Act, and whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives. It also must take into account the benefits and costs of policies, rules, or other methods and the risk of acting or not acting if there is uncertain or insufficient information about the subject matter.

Part 5 – Standards Policy Statements & Plans:

Section 72 identifies the purpose of District Plans is:

to assist territorial authorities to carry out their functions in order to achieve the purpose of this Act.

Section 73 states that a District Plan may be changed by a Territorial Authority in accordance with the procedures set out in Schedule 1.

Section 74 sets out the matters to be considered by the Territorial Authority when changing the District Plan. Sub section 2 requires regard to be given to:

- Regional Policy Statements
- Regional Plans
- Management Plans and Strategies prepared under other acts
- Entries in the Historic Places Register and
- The extent to which the District Plan needs to be consistent with the plans or proposed plans of adjacent territorial authorities.

Sub section 2A) also requires any relevant planning document recognised by an iwi authority to be taken into account.

Section 75 states that the contents of District Plan must include Objectives for the district and policies to implement the objectives. It also requires Plans to give effect to National Policy statements and Regional Policy Statements, and not be inconsistent with a Regional Plan.

Sect 76 enables District Plans to include rules. In making a rule, it requires the Territorial Authority to have regard to the actual or potential effect on the environment of activities including, in particular, any adverse effect.

Schedule 1 – Preparation, Change and Review of Policy Statements & Plans:

The Schedule sets out the procedures for preparing Plan Changes. Sub section 3 provides details of the consultation requirements, which include the Minister for the Environment, other Ministers that may be affected, local authorities that may be affected, tangata whenua of the area.

Comment – The scope of the proposed Plan Change is considered to be consistent with the provisions of the RMA. In particular it will help to achieve an integrated approach to the management of natural and physical resources. This will assist in providing a co-ordinated approach with Council’s responsibilities under other legislation.

Case law (High Court CIV-2006-404-7655: Contact Energy v Waikato Regional Council) has established that whilst the RMA requires regard to be given to the effects on the environment, it does not stipulate that every rule needs to have an effects based rationale. This enables a more strategic approach to be taken to sustainable and integrated management of resources.

3.1.1 Plans & Policies

Section 74 of the RMA requires the Territorial Authority to have regard to a number of Plans and Policy Statements prepared under the RMA and other legislation. The relevant issues, objectives, policies and methods are explored below:

A) Regional Policy Statement

The Regional Policy Statement for Otago became operative on 1 October 1998. The most relevant part in respect of this plan change is Section 9.0 Built Environment. This recognises that the adverse effects of urban development and settlement can impact on the quality of the built environment and on the use of natural and physical resources.

The following objectives and policies are of particular relevance:

Objective 9.4.1

To promote the sustainable management of Otago’s built environment in order to:

- (a) Meet the present and reasonably foreseeable needs of Otago’s people and communities; and*
- (b) Provide for amenity values; and*
- (c) Conserve and enhance environmental and landscape quality; and*
- (d) Recognise and protect heritage values.*

Objective 9.4.3

To avoid, remedy or mitigate the adverse effects of Otago’s built environment on Otago’s natural and physical resources.

Policy 9.5.5

To maintain and, where practicable, enhance the quality of life for people and communities within Otago’s built environment through:

- (a) Promoting the identification and provision of a level of amenity which is acceptable to the community; and*
- (b) Avoiding, remedying or mitigating the adverse effects of community health and safety resulting from the use, development and protection of Otago's natural and physical resources; and*
- (c) Avoiding, remedying or mitigating the adverse effects of subdivision, land use and development on landscape values.*

Comment – The RPS recognises the importance of addressing the amenity aspects associated with built development and the activities that this supports. The proposed Plan Change gives effect to this by providing a policy framework within which to manage urban growth.

B) Regional Plan

There are four operative Regional Plans: Air (January 2003), Coast (September 2001), Waste (April 1997) and Water (January 2004).

Proposed Plan Change 1C (allocation & water use) to the Water Plan seeks to achieve a more co-ordinated use of water. Policy 6.4.0B promotes the shared use and management of water. Policy 6.6.0 promotes and supports the development of shared water infrastructure.

Comment – In general the Regional Plans are not considered to be of direct relevance to this Plan Change. However, Plan Change 1C to the Water Plan promotes a more integrated approach as opposed to ad hoc free standings schemes. One way of helping to achieve this is to co-ordinate the distribution of urban development to enable utilisation of existing infrastructure networks and community water supplies. The proposed Plan Change is considered to be not inconsistent with the Regional Plans for Otago.

C) District Plan

The partially operative Queenstown Lakes District Plan was notified in 1995. It sets out the objectives, policies and rules for dealing with land use and subdivision within the District. It has been made operative incrementally since 2003.

The main District Plan objectives and policies that relate to Urban Boundaries are as follows:

4 District Wide Issues:

4.1 Natural Environment

Objective 1 – Nature Conservation Values

The protection and enhancement of indigenous ecosystem functioning and sufficient viable habitats to maintain the communities and the diversity of indigenous flora and fauna within the District.

Improved opportunity for linkages between the habitat communities.

The preservation of the remaining natural character of the District's lakes, rivers, wetlands and their margins.

The protection of outstanding natural features and natural landscapes.

The management of the land resources of the District in such a way as to maintain and, where possible, enhance the quality and quantity of water in the lakes, rivers and wetlands.

The protection of the habitat of trout and salmon.

Comment – Urban Boundaries can help to focus growth in locations that can accommodate development without having an adverse effect on significant or strategically important nature conservation values, including landscapes and wildlife habitats. This will help to protect the District’s natural characteristics from the pressures of urban development.

4.2 Landscape & Visual Amenity

Objective: Subdivision, use and development being undertaken in the District in a manner which, avoids, remedies or mitigates adverse effects on landscape and visual amenity values.

Policies:

1 Future Development

- (a) To avoid, remedy or mitigate the adverse effects of development and/or subdivision in those areas of the District where the landscape and visual amenity values are vulnerable to degradation.
- (b) To encourage development and/or subdivision to occur in those areas of the District with greater potential to absorb change without detracting from landscape and visual amenity values.
- (c) To ensure subdivision and/or development harmonises with local topography and ecological systems and other nature conservation values as far as possible.

Comment – Urban Boundaries can help to focus growth in locations that can accommodate development within the landscape without having an adverse effect on significant or strategically important landscapes qualities, areas of visual amenity or ecological habitats.

6 Urban Development

- (a) *To avoid new urban development in the outstanding natural landscapes of Wakatipu basin.*
- (b) *To discourage urban subdivision and development in the other outstanding natural landscapes (and features) and in the visual amenity landscapes of the district.*
- (c) *To avoid remedy and mitigate the adverse effects of urban subdivision and development where it does occur in the other outstanding natural landscapes of the district by:*
 - *maintaining the open character of those outstanding natural landscapes which are open at the date this plan becomes operative;*
 - *ensuring that the subdivision and development does not sprawl along roads.*

- (d) *To avoid remedy and mitigate the adverse effects of urban subdivision and development in visual amenity landscapes by avoiding sprawling subdivision and development along roads.*

Comment – Urban Boundaries can be used to steer growth and urban development away from the District’s most sensitive landscapes. They can also be used to contain development and avoid urban sprawl.

7 Urban Edges

To identify clearly the edges of:

- (a) Existing urban areas;
- (b) Any extensions to them; and
- (c) Any new urban areas

by design solutions and to avoid sprawling development along the roads of the district.

Comment – This part of the Plan recognises the need to clearly delineate the transition between urban and rural areas and to contain urban development. Urban Boundaries will help to provide certainty as to where urban development should take place, including future growth and expansion. They can enable provision to be made to achieve effectively designed urban edges that respond to the characteristics of local areas.

8 Avoid Cumulative Degradation

In applying the policies above the Council’s policy is:

- a) *To ensure that the density of subdivision and development does not increase to a point where the benefits of further planting and building are outweighed by the adverse effect on the landscape values of over domestication of the landscape.*
- b) *To encourage comprehensive and sympathetic development of rural areas.*

Comment – Urban Boundaries can help to focus development into those areas capable of absorbing growth. They will provide for a co-ordinated approach that will ease pressures for urban development within rural areas and landscapes.

4.5 – Energy

Objective 1 – Efficiency: The conservation and efficient use of energy and the use of renewable energy sources.

Policies:

1.1 to promote compact urban forms, which reduce the length of and need for vehicle trips and increase the use of public or shared transport.

1.2 to promote the compact location of community, commercial service, and industrial activities within urban areas, which reduce the length of and need for vehicle trips.

District Plan methods include: b) use of zoning and delineation of defined zone boundaries to ensure compact urban and peri-urban forms and the compact location of community, commercial, service and industrial activities.

Comment – This part of the Plan recognises the relationship between land use, travel patterns and energy consumption and seeks to achieve an integrated approach that will promote improved energy efficiency. A settlement hierarchy and Urban Boundaries can contribute to defining the distribution and extent of compact

urban areas, and enable proactive decisions to be made about transportation infrastructure that will enhance energy efficiency.

4.8 – Natural Hazards

Objective 1 – Avoid or mitigate loss of life, damage to assets or infrastructure, or disruption to the community of the District, from natural hazards.

Policies:

1.4 *To ensure buildings and developments are constructed and located so as to avoid or mitigate the potential risk of damage to human life, property or other aspects of the environment.*

1.6 *To discourage subdivision in areas where there is a high probability that a natural hazard may destroy or damage human life, property or other aspects of the environment.*

Comment – Urban Boundaries can be used to steer urban development, which has the highest densities of population, away from areas at risk from natural hazards. They can also provide scope to accommodate development and works that may be necessary to mitigate or protect existing urban areas from the risk of natural hazards.

4.9 – Urban Growth

Objective 1 – Natural Environment and Landscape Values: Growth and development consistent with the maintenance of the quality of the natural environment and landscape values.

Policies:

1.1 *To ensure that new growth occurs in a form which protects the visual amenity, avoids urbanisation of land which is of outstanding landscape quality, ecologically significant, or which does not detract from the values of margins of rivers and lakes.*

1.2 *To ensure growth does not adversely affect the life supporting capacity of soils unless the need for this protection is clearly outweighed by the protection of other natural or physical resources or important amenity values.*

The implementation methods include:

- a) Comprehensive policy and rules to ensure protection and enhancement of the District's important natural resources and amenities.
- b) Identification of a pattern of land uses through zoning and policy supporting a strategy of urban consolidation.
- e) To provide strong policy direction to ensure opportunities exist for new urban growth.

Objective 2 – Existing Urban Areas and Communities: Urban growth which has regard for the built character and amenity values of the existing urban areas and enables people and communities to provide for their social, cultural and economic well being.

Policies

2.1 *To ensure new growth and development in existing urban areas takes place in a manner, form and location which protects or enhances the built character and amenity of the existing residential areas and small townships.*

2.2 To protect living environments of existing low density residential areas by limiting higher density development opportunities within these areas.

Amongst the implementation methods the plan identifies the identification of a rural-urban interface for larger towns and small settlements in order to enhance the character of the urban areas.

Objective 3 – Residential Growth: Provision for residential growth sufficient to meet the District's needs.

Policies:

3.1 To enable urban consolidation to occur where appropriate.

3.2 To encourage new urban development, particularly residential and commercial development, in a form, character and scale which provides for higher density living environments and is imaginative in terms of urban design and provides for an integration of different activities, e.g. residential, schools and shopping.

The implementation methods include:

- a) the identification of a pattern of land uses supporting a strategy of urban consolidation and a compact form for the existing settlements with greater opportunity for a variety of living environments (eg residential densities) in new settlement areas.
- b) Ensuring opportunities for urban growth consistent with identified environmental outcomes for the District and individual communities.
- c) Management of the location of new urban growth and residential development.

Objective 4 – Business Activity and Growth: A pattern of land use which promotes a close relationship and good access between living, working and leisure environments.

Policies:

4.1 To promote town centres, existing and proposed, as the principal foci for commercial, visitor and cultural activities.

4.2 To promote and enhance a network of compact commercial centres which are easily accessible to, and meet the regular needs of, the surrounding residential environments.

Comment – Together these objectives, policies and methods recognise the need to adopt a comprehensive, strategic and proactive approach to urban growth. They also recognise the need to consider the local characteristics of the area.

A settlement hierarchy can achieve a strategic network of settlements capable of meeting the needs of both the urban and rural populations of the District, and visitors to the area.

Urban Boundaries are another means to implement these provisions and to secure the anticipated environmental outcomes. They will enable a more integrated approach with other plans and strategies for the area, in particular the LTCCP, the Growth Management Strategy and transportation strategies.

Whilst the current plan has adopted a broad range of discrete methods, there is opportunity to enhance this and provide greater clarity in respect of a more co-

ordinated approach that addresses the bigger picture. Given the new information that is now available on the scale of demand for urban growth and the range of effects that this can cause, it is considered that there is merit in utilising other District Plan methods to secure sustainable management that reflects the identified outcomes.

7.1.1 Residential

Issues: iv Residential Amenity.

- *Protection and enhancement of people's social well being resulting from the amenity values of their living environment.*

People's perception of well being is enhanced by a coherent and pleasant living environment. The main components of this amenity are the location and scale of open space, density of residential development generally and within sites, heights of buildings and dominant building styles. Most of these components lead to a general appreciation of an area, while others relate to the development of individual sites. The way individual sites are developed and their relationship to adjoining sites are important factors in ensuring residential properties have adequate sunlight, daylight and privacy and a feeling of not being closed in or overlooked. In controlling these matters the desirability of allowing reasonable individual flexibility in siting, layout and building design must be acknowledged, including the need to maximise the benefits from good access to solar energy.

Residential areas have always contained a range of complementary non-residential activities relating to the educational, spiritual, social, recreational, and day-to-day economic needs of the residents. Many of these require a residential location because of the service they provide to residents. Some of these activities can have a significant impact in terms of traffic and on-street parking, noise or glare. It is important to ensure a compatibility between residential and non-residential activities and areas.

Home occupations are an important aspect of non-residential activity which provides residents with a source of employment with many social and economic advantages, but which can cause problems in residential areas. The range of activities and their character and scale vary considerably and it is often the traffic-generating and noise aspects of these activities which is of concern. Limitations on the extent of retailing, the scale of activities in terms of area or floorspace and the involvement of persons not living on the site are commonly adopted to mitigate these adverse effects.

Objective 1: Availability of Land.

Sufficient land to provide for a diverse range of residential opportunities for the District's present and future urban populations, subject to the constraints imposed by the natural and physical environment.

Policies:

1.1 To zone sufficient land to satisfy anticipated residential demand.

1.3 To promote compact residential development.

Implementation Methods – District Plan:

(a) To enable a broad range of residential areas.

Objective 2: Residential Form.

A compact residential form readily distinguished from the rural environment which promotes the efficient use of existing services and infrastructure.

Policy:

2.1 To contain the outward spread of residential areas and to limit peripheral residential or urban expansion.

Implementation Methods – District Plan:

(a) The identification of a pattern of land uses in support of a strategy of urban consolidation.

(b) Zoning provisions for a range of living environments.

Comment – These provisions seek to ensure that the housing needs of the District are adequately provided for, whilst avoiding inappropriate urban sprawl. They also recognise the need to provide for amenity values and a coherent urban form. By setting longer term (20 year) time horizons for Urban Boundaries it will be possible to manage resources more efficiently, in order to enable development to meet the District's housing needs. Urban Boundaries will provide more certainty as to where future growth is anticipated. They can also be used to reconcile the competing interests of providing for growth whilst seeking to achieve compact and contained urban environments.

14.1 – Transport

Policies:

1.5 To promote the efficient use of fuel for transport purposes, by providing for a District wide policy of consolidated urban areas, townships, retail centres and residential environments.

1.6 To promote and provide for the consolidation of new areas of residential development and for higher density development within identified areas.

The implementation methods include:

(d) Consolidation of existing and new urban developments through the clear definition of the extent of the existing towns and policy direction on the form and location of new urban areas.

Comment – Urban Boundaries are consistent with these policies and will assist in achieving the identified means of implementation.

Plan Changes

In order to ensure that it is kept up to date the District Plan has been subject to a number of Plan Changes. The most significant in respect of this plan change is:

PC 29 Arrowtown Boundary. This has been developed in parallel with PC 30 and seeks to give effect to the policy framework through the definition of an Urban Boundary for the settlement of Arrowtown.

Comment – PC 29 has been developed in conjunction with this proposed Plan Change. It utilises the methodology set out in the policy framework of PC 30.

D) Kai Tahu Ki Otago Natural Resource Management Plan 2005

The KTKO NRMP has been developed to:

- *Provide the principal planning document for Kai Tahu ki Otago;*
- *Provide information, direction and a framework to achieve a greater understanding of the natural resource values, concerns and issues of Kai Tahu ki Otago;*
- *Provide a basis from which Kai Tahu ki Otago participation in the management of the natural, physical and historic resources of Otago is further developed;*
- *The KTKO NRMP 2005 shall provide the basis, but not substitute, for consultation and outline the consultation expectations of Kai Tahu ki Otago.*

Part 5 of the KTKO NRMP outlines the issues, objectives and policies for the entire Otago Region, this includes recognition and protection of Wahi Tapu and cultural landscapes. A protocol for accidental discovery of archaeological sites has been established to help manage and protect them. Part 10 outlines the issues and policies for the Clutha/Mata-au Catchments, which includes the Wakatipu basin. Land use intensification and the cumulative effects of subdivision are identified as an issue. There is a Statutory Acknowledgement for Lake Wanaka.

Comment – The use of Urban Boundaries will provide greater clarity as to where and how urban development could impact on resources of value to tangata whenua. They could be used to ensure areas of particular sensitivity are avoided. This will enhance opportunities for consultation at a strategic level and should result in a more certain outcome. Kai Tahu has been consulted on the proposed Plan Change. Feedback was received from the Office of Treaty Settlements regarding an area of land at Wanaka. However, no significant cultural concerns have been raised with regard to the introduction of an Urban Boundary policy framework.

3.2 Local Government Act 2002:

The purpose of the Act (Section 3 d) provides for local authorities to play a broad role in promoting the social, economic, environmental, and cultural well-being of their communities, taking a sustainable development approach.

Section 93 of the LGA requires Local Authorities to have a Long Term Council Community Plan (LTCCP). The Queenstown Lakes District Council Community Plan (2006-2016) identifies seven community outcomes. Their relationship to the District Plan is set out below:

Community Outcome	How the provision of the partially operative District Plan contribute
Sustainable growth management.	Providing for future growth through zoning provisions and a framework of policies, rules and standards which aim to avoid remedy or mitigate any potentially adverse effects.

Quality landscapes and natural environment and enhanced public access.	By providing analysis, standards and assessment criteria which protect those aspects from adverse effects. Implementation of trails strategy through the consent process.
A safe and healthy community that is strong, diverse and inclusive for people of all age groups and incomes.	By addressing the RMA effects relating to land use activities and subdivision.
Effective and efficient infrastructure that meets the needs of growth (includes network infrastructure, roads, trails, public transport and community facilities).	By ensuring that growth related infrastructure is provided by developers at time of consent. Require financial contributions.
High quality urban environments respectful of the character of individual communities.	By requiring good urban design at the time of consent. Developing the District Plan to reflect community outcomes at workshops.
A strong and diverse economy.	By making provision for a range of land use activities, including standards and assessment criteria which protect those aspects from adverse effects.
Preservation and celebration of the district's local cultural heritage.	Ensure the plan addresses relevant issues including Maori and heritage.

The LTCCP also identifies infrastructure programmes and other works that Council intends to undertake to promote the sustainable development of the District.

The LTCCP contains Council's Development Contributions Policy. This sets out that Council will fund capital projects that are attributed to growth from financial or development contributions. This is considered to be the best mechanism available to ensure the cost of growth sits with those who have created the need for that cost. Council considers it inappropriate to burden the community as a whole, by way of rating or other payment means, to meet the cost of existing growth.

Comment – The LGA recognises that a sustainable development approach is required to achieve the successful delivery of the quadruple bottom line.

The LTCCP anticipates further policy development and refinement of the District Plan to improve the ability to achieve the identified Community Outcomes and achieve an integrated approach to sustainable development.

Urban Boundaries will help to focus urban growth and development into those areas where it is anticipated and planned for. This will enable the effects of growth to be more clearly understood and managed. It will also enable a more integrated approach between the LTCCP and the District Plan that will enhance the ability to

achieve the Community Outcomes whilst delivering both sustainable development and management of resources.

Where there is an element of growth associated with new development the Development Contributions policy is designed to enable the capital cost of new or expanded infrastructure facilities associated with the growth component to be recovered from the developer. This provides a more equitable approach for local rate payers. However, by using Urban Boundaries to concentrate where urban growth and development takes place it may also be possible to achieve improved economies of scale when providing for services and infrastructure. This can help to reduce costs for both developers and the community.

3.3 Transportation

Section 14 of the **Land Transport Management Act 2003** identifies the core requirements for Regional Land Transport Programmes. In particular it states that they must:

- contribute to the aim of achieving an affordable, integrated, safe, responsive, and sustainable land transport system; and
- contribute to each of the following:
 - assisting economic development
 - assisting safety and personal security
 - improving access and mobility
 - protecting and promoting public health
 - ensuring environmental sustainability.

Comment – It is considered that the use of Urban Boundaries can achieve outcomes that are consistent with the objectives of this Act.

3.3.1 Strategies:

a) The National Transportation Strategy 2008 sets out the government's vision for transport in 2040:

'People and freight in New Zealand have access to an affordable, integrated, safe, responsive and sustainable transport system.'

That vision is supported by five transport objectives:

- ensuring environmental sustainability
- assisting economic development
- assisting safety and personal security
- improving access and mobility
- protecting and promoting public health.

It recognises that a key component of the Strategy is integrated planning. This includes promoting more effective integration between land-use and transport planning, and better urban design. It also involves better integration between different forms of transport to provide a more efficient transport system (eg ensuring freight can be easily transferred from road to rail to shipping).

Comment – A key component of the NTS is integrated planning. This includes promoting more effective integration between land-use and transport planning, and better urban design. It also involves better integration between different forms of transport to provide a more efficient transport system. The proposed Plan Change seeks to provide a more focused approach to development that will contribute to

effective management of land uses that will enhance accessibility to transportation hubs and services.

b) The Otago Regional Land Transport Strategy (2005)

The Otago RLTS Vision is – Targeted travel mode enhancements. Section 3.5 addresses the relationship with land use planning:

Land use planning occurs at many levels, from where communities expand their urban boundaries through to the design of individual streets or sites. The strategy contains a number of policies to promote the ability to service local needs locally (thereby reducing the amount of travel between destinations) and to support more sustainable travel methods such as walking, cycling and public transport.

Land use development (including subdivision) should be integrated with transportation planning considerations, to ensure that the existing and future functionality of the roading network is protected from the adverse effects of intensification of land use development.

Targets for this strategy by 2014:

All district plans include criteria for use in processing urban subdivision consents to ensure opportunities for walking, cycling and public transport are enabled and supported

The RLTS Policies are focused on the four well beings that contribute to sustainability:

Economic wellbeing

- Policy 1.1 Assist economic development in the Otago Region

Environmental wellbeing – sustainability

- Policy 2.1 Ensure transport decisions promote environmental sustainability.

Social and cultural wellbeing

- Policy 3.1 Ensure transport related decision making supports improvement in safety and personal security.
- Policy 3.2 Ensure transport related decision making improves access and mobility.
- Policy 3.3 Ensure transport related decision making protects and promotes Public Health.
- Policy 3.4 Ensure appropriate incorporation of cultural wellbeing issues into transport related decision making.

Comment – The key relationship with this proposed Plan Change is enabling higher concentrations of people to live in close proximity to a range of employment opportunities and other services so that they are capable of supporting their day to day needs whilst reducing the need to travel and at the same time broadening their modal choice, in particular the opportunity to use public transport.

3.4 Heritage

3.4.1 Historic Places Act 1993 – the purpose of this Act is to promote the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand.

The Historic Places Trust Register records 88 items within Queenstown Lakes District, predominantly located in the Wakatipu Basin.

3.4.2 Reserves Act 1977 – the purpose of this Act is:

a) Providing, for the preservation and management for the benefit and enjoyment of the public, areas of New Zealand possessing:

- (i) Recreational use or potential, whether active or passive; or*
- (ii) Wildlife; or*
- (iii) Indigenous flora or fauna; or*
- (iv) Environmental and landscape amenity or interest; or*
- (v) Natural, scenic, historic, cultural, archaeological, biological, geological, scientific, educational, community, or other special features or value.*

b) Ensuring, as far as possible, the survival of all indigenous species of flora and fauna, both rare and commonplace, in their natural communities and habitats, and the preservation of representative samples of all classes of natural ecosystems and landscape which in the aggregate originally gave New Zealand its own recognisable character.

c) Ensuring, as far as possible, the preservation of access for the public to and along the sea coast, its bays and inlets and offshore islands, lakeshores, and riverbanks, and fostering and promoting the preservation of the natural character of the coastal environment and of the margins of lakes and rivers and the protection of them from unnecessary subdivision and development.

3.4.3 Conservation Act 1987

This established the Department of Conservation (DOC)

- to manage land and other natural and historic resources;
- to preserve as far as practicable all indigenous freshwater fisheries, protect recreational fisheries and freshwater habitats;
- to advocate conservation of natural and historic resources;
- to promote the benefits of conservation (including Antarctica and internationally);
- to provide conservation information; and
- to foster recreation and allow tourism, to the extent that use is not inconsistent with the conservation of any natural or historic resource.

Comment – Urban growth can have a significant impact on places of heritage, ecological and recreational value. Consideration of the wider strategic implications as well as local and site specific issues will enhance the management of these resources and help to ensure that the broader aspects of district's heritage are preserved or enhanced.

4. RELEVANT NON-STATUTORY DOCUMENTS

A range of non statutory documents have been taken into account as part of the process in considering and preparing this Plan Change. These include:

4.1 Community Plans:

Community Plans have been prepared for nine of the District's communities:

Tomorrows Queenstown (2002)
Wanaka 2020 (2002) & Wanaka Structure Plan (2007)
Arrowtown Community Plan (2003)
Kingston 2020 (2003)
Cardrona 2020 (2003)
Hawea Community Plan (2003)
Glenorchy Community Plan (2001)
Luggate Community Plan (2003)
Makarora 2020 (2004)

These have been through extensive public consultation and have been adopted by the local community and Council.

These plans provide the strategic and policy guidelines needed to manage each community in a sustainable way. They provide significant input into the projects and actions identified in the LTCCP.

Comment – The majority of these plans include reference to having defined boundaries for the settlement. This indicates that there is a level of community support for the concept. This provides a basis for considering changes to the District Plan in order to give the concept statutory recognition.

4.2 Strategies:

Queenstown Lakes District Growth Management Strategy (2007)

This Strategy has been developed to help Council and the Community plan for future growth and development of the District. Its main purposes are to:

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

Key principles include:

- 1) growth is located in the right places
- 2) the type and mix of growth meets current and future needs
- 4) high quality development is demanded, and
- 6) integrated planning.

The following strategies are of particular relevance for this plan change:

1a. All settlements are to be compact with distinct urban edges and defined urban growth boundaries.

1b. Growth is to be accommodated mainly in the two urban centres (Queenstown/ Frankton and Wanaka), and existing special zones outside of these centres.

1c. Settlements in the Wakatipu Basin (Arthurs Point, Arrowtown, Lake Hayes Estate and Jacks Point) are not to expand beyond their current planned boundaries. Further development and redevelopment within current boundaries is encouraged where this adds to housing choices and helps to support additional local services in these settlements.

1d. Growth of the smaller outer lying towns (such as Hawea, Hawea Flat, Luggate, Glenorchy, Kingston, Makarora, and Cardrona) is to be encouraged to a point where critical mass for affordable servicing is reached and an appropriate range of local services and employment can be supported.

1e. The landscape values and the character of rural areas surrounding the urban areas and townships are to be protected from further urbanisation (i.e. changes from a predominately rural character to an urban character).

1f. Greenfields development within the defined growth boundaries of the two main urban settlements (Queenstown and Wanaka), such as at Frankton Flats, is to be carefully managed to ensure that land is used to effectively balance the full range of desired community outcomes, and that a mix of activities can be accommodated. This includes encouraging a higher density form of development.

1g. In Queenstown / Frankton and Wanaka, new centres are proposed in both settlements that can act as focal points for growth, with a mix of commercial, visitor accommodation and more intensive residential development in and around these centres, whilst ensuring that the two existing centres remain attractive, vibrant, and important places to residents by providing for a range of housing and business options that will sustain a resident population.

1h. Green networks are developed to support settlements, helping to define edges, as well as linking activity areas within settlements, and helping to provide a respite to more intensive development.

1i. New development avoids areas of recognised hazards (e.g. floodplains, instability) and development already within known hazard areas is managed so that hazards are not exacerbated.

1j. The further growth of the Queenstown Airport should be co-ordinated with the development of the wider Frankton area to ensure that future conflicts between land use and airport activities are minimised. This is likely to involve some constraints on the operation of the airport (e.g. ensuring flight paths that minimise impacts on local amenity and restrictions on flights between 10pm and 6am), as well as constraints on adjacent activities (e.g. expanded noise contours and complementary land uses).

1k. The ability to expand operations at Wanaka airport and avoid reverse sensitivity effects should be secured.

2a. All settlements are to have strong centres that are community hubs, with a clustering of retail, business, public transport, and community services.

2e. Land for future social and community facilities should be identified, as appropriate, in all settlements.

2f. The diverse land needs of the business sector are to be understood and appropriate areas set aside for business uses, with more certainty about what types of activities can locate in the different business areas. In both Wanaka and Queenstown more space is to be provided for industrial and service activities, in separate areas, as well as mixed commercial and retail areas as part of new town centres, to a scale that ensures the existing centres remain viable and vibrant centres to residents and visitors.

2o. Land within the structure plan area (Wanaka) is to be released for development in a staged manner, to help ensure efficient use of land, as well as to ensure infrastructure (particularly more land for business and community activities) is provided in-step with growth and the ensuring demand for goods and services. Sufficient land within the structure plan area is to be retained as a long term land bank to provide for growth post 2026.

4f. Subdivision layouts that respect the landscape and accord with the principles of high quality urban design by creating compact and connected neighbourhoods are required.

6g. Support and continue to undertake locally-based integrated planning exercises (such as Structure Plans) that:

- Look at the natural environment, land use, transport and infrastructure (hard and soft) in a holistic way*
- Involve stakeholders and the community in all stages of the process*
- Develop investment delivery plans for each settlement to help support desired outcomes, linked with funding tools like development and financial contributions.*

6h. Develop processes to better link policy decisions with implementation and operational policies and requirements.

Comment – The Strategy provides an integrated and overarching approach to managing growth within the District. It recognises that it is not able to stop growth completely, but neither is it desirable for growth to be left unchecked. A range of regulatory and economic tools are considered necessary to manage growth. The strategy identifies the use of Urban Growth Boundaries as a specific action. It identifies a target of accommodating 85% of District-wide growth between 2006 and 2026 in Queenstown and Wanaka. Current monitoring of the distribution of development and growth indicates that the current Plan provisions are not achieving this. This Plan Change provides a means of implementing the Strategy in terms of the land use provisions. This will improve certainty and enable Council to co-ordinate decisions on infrastructure works and other projects.

Transportation – Wakatipu Transportation Strategy (2007) & Wanaka Transportation and Parking Strategy (2008).

These consist of a combination of complementary measures that focus on promoting Travel Demand Management (improving modal choice including walking and cycling, particularly in Wanaka), Public Transport (improved network coverage, particularly in the Wakatipu area), Parking management (achieving an appropriate balance through

supply, location and management measures) and Rooding (efficient movement and access, enabling multi modal use).

Comment – Urban Boundaries can contribute to achieving an integrated approach between land use and transportation.

HOPE Strategy (2005)

The strategy sets out a range of actions that the Council and community should take to address issues of reducing housing affordability. It is centred on:

- Policy development, advocacy, research and education
- Planning mechanisms
- Financial initiatives
- Delivery

Comment – The Strategy recognises that planning tools and mechanisms can assist in the delivery of affordable housing to meet the needs of the community. Plan Change 24 seeks to introduce specific provisions into the District Plan. However, the use of Urban Boundaries is another complementary mechanism that can assist in the delivery of affordable housing by: focusing growth on areas of identified need, providing sufficient land supply to cater for the long term needs of the community, enabling development by increasing certainty over where urban growth can occur, and potentially reducing costs due to economies of scale through a more integrated approach to development and infrastructure provision.

Social Well Being Strategy (2006):

The Strategy seeks to improve the social well being of the district's community. It identifies a number of objectives through which it aims to achieve this.

Objectives:

1.2 – To facilitate sustainable business growth and provide a diverse economic base.

2.1 – To provide sustainable solutions for the provision of affordable home ownership and long term rental accommodation.

3.1 – To develop a transport system that is viable, reliable and meets the needs of the growing population.

3.2 – To provide community facilities, quality open space and recreation areas that are accessible to the whole community.

3.3 – To improve access to local, regional and central government services for all members of the community.

4.2 – To provide a high level of residential amenity.

4.4 – To ensure that while visitors are welcomed and embraced, the needs of the normally resident community remain a priority.

5.1 – To promote different parts of the District to attract a diverse range of people and make it attractive for them to settle permanently

Actions include:

- *Use the mechanisms available, such as the District Plan to ensure that a high level of amenity is maintained in the residential zones.*

- *Identify any re-zoning required to enable additional growth in key areas in the District and ensure that the townships remain primarily self sustaining.*

Comment – This Strategy recognises that the importance of planning to meet the identified needs of the community. It also recognises that there are spatial issues that underpin social well being. It specifically identifies the District Plan as a means to achieve its objectives. Urban Boundaries can provide tools to help secure delivery.

Heritage Strategy

A draft Heritage Strategy is being prepared to assist in the management of the heritage resources of the District. In particular it will:

- define what heritage is in the context of the Queenstown Lakes District and what it means to the community;
- help identify community aspirations and direction for managing our heritage resources;
- create a long term vision for heritage management and a framework of actions to implement the vision;
- foster communication and coordination between the different organisations interested in heritage; and
- provide a mechanism to meet the heritage outcomes in the Community Plan.

Comment – Whilst this is a draft Strategy it recognises that heritage matters are an issue within the District, and that an integrated approach is required to help manage the resources and achieve identified community outcomes. The development of Urban Boundaries can help to ensure that historic values are recognised and taken into account at a broader strategic level when planning for growth.

Town Centre Strategies

Strategies are being developed for Queenstown and Wanaka town centres. These will provide direction for the future use, development, enhancement and management of these areas. Both town centre strategies are currently in their draft form. The provisional objectives include:

Queenstown –

- Objective 3: To strengthen Queenstown’s town centre as a prosperous commercial centre.*
- Objective 4: The town centre retains the diverse range of economic, social and cultural activities that ensure it remains a vibrant environment relevant to both the local community and visitors.*
- Objective 5: The town centre retains key civic and community functions that underpin its relevance to the local community.*

Wanaka –

The vision for Wanaka is *“A relaxed yet vibrant town centre where locals and visitors naturally choose to congregate and which is well connected to the landscape.”*

Objectives:

- *The Wanaka Town Centre is the main social, commercial and administrative centre for the upper Clutha.*
- *Contains civic facilities and space for community groups which are easily accessible.*

Comment – Whilst the Town Centre Strategies are still in draft form they indicate the significance of the town centres to the wider area. This provides a context for considering their role in the settlement hierarchy for the District.

Comment – Together these strategies provide a context for integrated planning and management of resources throughout the District. Amongst other things they promote compact urban areas, focusing the majority of growth on Queenstown and Wanaka, resisting pressure to expand settlements in the Wakatipu basin, enabling smaller settlements to grow to a level that will support a wastewater treatment plant and local services, protecting rural landscapes, making efficient use of urban land to balance all community goals, the recognition of the core resources of town centres, affordable housing and the retention of higher density areas for permanent residents, identification of land for facilities (such as schools), the identification of business land needs, the release of additional urban land in Wanaka, and travel demand management which promotes alternatives to the car. Urban Boundaries are not only compatible with these objectives, but are a key tool to assist their delivery.

4.3 Studies:

Growth Projections (2008)

Demographic analysis of the usually resident population, visitor numbers and housing requirements at District and sub area levels, providing estimates of anticipated future levels.

Dwelling Capacity (2008)

Analysis of residential land supply at District and sub area levels.

Commercial Land Needs (2006)

Analyses the need for new business and economic development within the District.

Comment – These documents provide Council with the principal source of data it needs to enable it to undertake its forward planning duties in a rational and integrated fashion. These studies provide up to date monitoring and interpretation of data on development needs and trends. This enables Council to take a co-ordinated and integrated approach to growth. The studies indicate that a significant amount of development has occurred within the district in recent years and that the pressures for growth will continue into the future. In general terms there is an adequate supply of residential land to meet projected growth needs over the next twenty years. However, the distribution of the capacity does not necessarily match where the Growth Management Strategy seeks to focus growth, there being an oversupply in smaller townships and rural areas and a relative shortfall in the main centres of Queenstown and Wanaka. They also identify that there is a need for additional commercial and business/industrial land in the main centres of Queenstown and Wanaka.

4.4 Otago State Highway Plan & Forecast

NZ Transport Agency (formerly Transit NZ) is responsible for the State Highway network within the District. There is one principal State Highway route within the District SH6, which connects Queenstown and Wanaka, via the Kawarau Gorge and Cromwell. SH6 connects the District with Southland and the West Coast. SH6A provides a link to Queenstown centre, whilst SH84 connects with Wanaka's central area. SH8A provides a link from the Wanaka area to SH8 which provides connections to Timaru/Christchurch and Dunedin. There is only one large project identified for the period 2008/9 – 2017/18 that being the investigation of the Kawarau

Falls Bridge replacement. Other small and medium projects include Albert Town bridge improvement and Glenda Drive intersection upgrade. A strategic study is also identified for SH6 Cromwell – Queenstown.

Comment – In determining where to provide for growth it is necessary to consider accessibility and the ability of the transportation network to accommodate additional traffic. The State Highway network provides good connections to Queenstown and Wanaka from both within the District and from adjoining regions. This helps to establish the role that settlements could assume within the settlement hierarchy.

5. ISSUES

There are a wide range of issues associated with urban growth. Many of these are already addressed by the District Plan (see Section 3 above). However, there are a number of additional issues that are specifically related to the spatial aspects of growth. These are:

- Scale & location of growth – rate of change
- Integration with infrastructure networks & programmes – co-ordination of resources
- Urban Design – form & functionality
- Character & amenity – respecting local identity
- Sustainability – efficient use of resources, reducing need to travel, supporting local services

5.1 Significance

The rate of growth within Queenstown Lakes District is very significant issue. It has been one of the fastest growing Districts within the country for a number of years. Between 2001-2006 the population rose by 5,919 people almost 35%. This is considerably above the regional and national rates (6.8% & 7.8% respectively). There has also been a significant increase in the number of dwellings, with an average of 580 new residential building consents being granted per annum, equivalent to 4.3% of the District's total dwelling stock.

The exceptional quality of the Queenstown Lakes environment is widely recognised. There are a variety of landscapes, ecological habitats, historic features and areas of cultural value that are acknowledge to be of local, regional and national significance.

5.2 RMA relevance

An increase in population and built development has an effect on both the natural and physical resources of the District. The purpose of the RMA (Section 5) is to promote the sustainable management of natural and physical resources. It is therefore appropriate to address growth management issues through the District Plan in order that the effects on resources can be managed.

One of the functions of Territorial Authorities under the Section 31 of the RMA is to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district. This acknowledges that that there is a connection between land use planning and other plans, strategies and programmes for the District, and recognises the need for co-ordination.

The District Plan is the only statutory mechanism available to Council to give weight to the resource management issues identified within the Growth Management Strategy and the Community Plans.

In recent years urban boundaries have become a more common tool in the sustainable management of urban growth. Within the Auckland Region Metropolitan Urban Limits have been established through the Regional Policy Statement (RPS). Similar approaches have also been adopted in the Bay of Plenty, incorporating the growth management elements of Smart Growth strategy into the RPS, and in Canterbury where the Greater Christchurch Urban Development Strategy is being pursued through Plan Change 1 to the Regional Policy Statement.

6. CONSULTATION PROCESS

In addition to work previously undertaken on Community Plans and the Growth Management Strategy, a range of consultation techniques and processes have been used in the preparation of this Plan Change. The main methods are discussed below.

Consultation Strategy

A Consultation Strategy was prepared to assist participation and input into the Plan preparation process. This outlined the purpose, target audience, timeframes and methods of consultation. Consultation on the discussion document was undertaken over a six week period up to 12 September 2008.

Discussion Document

A Discussion Document was published in July 2008. This was made available on the Council's web site and in local libraries throughout the district. The launch of the Discussion Document was accompanied by a media release. Subsequently there was a range of local media coverage of this issue (radio and press).

Open Days

Two public drop in sessions were held – one at Queenstown Memorial Hall on 5 August and the other at the Lake Wanaka Centre on 6 August. Council staff were available to meet with the public and discuss the issues and implications of the potential Plan Change. Approximately 12 people attended these sessions.

Meetings

A meeting took place with representatives from the Arrowtown Village Association on 7 August 2008. Meetings and discussions have also been held with a number of individuals.

Notification

Letters were sent to all the relevant Residents Associations within the district, various potentially interested or affected parties and the statutory consultees identified in Schedule 1 (3) of the RMA in July 2008.

Feedback

A total of 445 submissions were received on the Discussion Document. Most of which indicated some level of support for the use of Urban Growth Boundaries.

The response to the Discussion Document indicated that there is concern about the level of growth for a number of settlements. Arrowtown was clearly the area of greatest public interest. Wanaka and Ladies Mile residents also indicated an interest in UGBs. The main concerns appear to relate to maintaining the character of settlements and the potential impact of development on the landscape. There was also some recognition of the need to allow for adequate new growth.

Comment – The feedback received through the consultation process indicated that there is interest in growth issues and management throughout the District. This has been taken into account in the preparation of the proposed Plan Change. Urban Boundaries can help to address many of the issues identified by the community and provide more certainty as to the scale, nature and location of growth.

7. PURPOSE OF THE PLAN CHANGE

The proposed Plan Change is intended to provide a strategic framework for the spatial management of urban growth within the District. It aims to establish a context that will promote sustainable management by:

- Managing the scale and location of growth – to achieve the outcomes of community plans and strategies such as the LTCCP and the Growth Management Strategy.
- Achieving cohesive urban areas – co-ordinating and integrating new development in a way that reflects local circumstances and improves the efficiency of service delivery and transport.
- Promoting the efficient use of urban land – making best use of development and infrastructure capacity through a staged approach to land release.
- Achieving compact urban form – maintaining the character of settlements and promoting accessible communities that enhance social capital and the sense of community ownership.
- Achieving urban containment – safeguarding rural land resource, including landscapes, by preventing urban sprawl.
- Facilitating community outcomes – ensuring growth is managed so that it avoids, remedies or mitigates any adverse effects and maximises positive effects. Promoting sustainable development, good urban design outcomes and safeguarding the setting of settlements within the wider landscape.

The proposed Plan Change also seeks to achieve effective integration with other plans and strategies, particularly the Growth Management Strategy for the Queenstown Lakes District and the Long Term Council Community Plan. In doing so it will establish a long term policy context for growth management, with an anticipated time horizon of approximately 20 years.

In order to achieve this purpose it is anticipated that the Plan Change will introduce new objectives, policies and methods to the District Plan, enabling the extent of Urban Boundaries to be clearly defined on the Planning Maps.

Applications for resource consents and Plan Changes that promote urban growth will need to have regard to strategic planning provisions in addition to the other issues, objectives & policies of the Plan.

B. EVALUATION OF ALTERNATIVES BENEFITS & COST

8. BROAD OPTIONS

Before determining what specific measures could be taken into account to address the range of additional issues identified in Section A 5) above, consideration needs to be given to what options exist in terms of the broader strategic approach. Four alternatives have been examined. These represent a low, medium and high level of change and impact on the current planning framework and a non planning based approach.

Option 1: Status Quo – no Urban Boundaries

<p>Benefits: No financial cost involved.</p> <p>Maintaining the current planning framework is easy to operate for those familiar with it.</p>	<p>Costs: Does not respond to increased growth pressure.</p> <p>The Plan fails to provide a clear indication of where future urban growth should be located when current capacity is utilised or unavailable.</p>
<p>Efficiency: The current framework does not ensure an integrated approach is achieved in respect of infrastructure planning and provision.</p>	
<p>Effectiveness: The current planning framework has not been effective in resisting urban development within rural zones.</p>	
<p>Risk of acting or not acting: Proposals for urban forms of development are being consented in the rural general area. Without any change to the Plan’s policy framework this situation is likely to continue. It is unclear to what extent the dispersal of urban development will happen, but it will inevitably undermine the targets and conflict with the principles identified in the District’s Growth Management Strategy. There is also a risk in terms of cumulative adverse effects on the rural character and amenity of the area and the ability to deliver efficient infrastructure networks across the wider area. There is also a risk that diluting the concentration of urban growth can undermine the plans objectives for urban zones.</p>	
<p>Appropriateness in meeting purpose: There is considerable pressure for development which is taking a short term and ad hoc approach to management of physical and natural resources. The reliance on current zoning provisions, individual plan changes and resource consents does not ensure a more strategic approach will be achieved, and there can be poor alignment with infrastructure planning and programmes. The current approach to urban growth is not therefore considered to be the most appropriate way to achieve the purpose of the RMA and an integrated approach to the sustainable management of urban growth.</p>	

Option 2: Individual Urban Boundaries

<p>Benefits: Enables provisions to be targeted as and when pressures dictate a need.</p>	<p>Costs: A Plan Change process is required for the establishment of each individual boundary. There will be some additional compliance costs involved in progressing proposals for urban development and expansion in rural areas. Development opportunities in certain areas/circumstances may be restricted.</p>
<p>Efficiency: This approach would require each plan change to justify its own rationale. This would be less efficient than using a more holistic policy framework.</p>	
<p>Effectiveness: Whilst this may provide a reasonably effective means of managing urban growth for individual settlements, there is no certainty that there would be a consistent or joined up approach applied across the District.</p>	
<p>Risk of acting or not acting: This approach would not address bigger picture issues and could fail to deliver the outcomes identified in the District's Growth Management Strategy. This would limit the ability to achieve co-ordination across a broader range of strategic issues. There would be no certainty as to where it would be appropriate to use growth boundaries. The use of different approaches across the District is likely to increase the complexity of the District Plan and its administration, which could result in higher compliance costs. It would create uncertainty as to how to address urban development proposals in locations where there is no growth boundary, which could result in anticipated growth patterns being distorted.</p>	
<p>Appropriateness in meeting purpose: Whilst this approach may in part meet the purpose of the RMA, it would not ensure that integrated management would be achieved across a wider area and range of interests, such as infrastructure as required by Section 31 of the RMA. The failure to apply a strategic approach would not therefore be the most appropriate way of achieving the purpose of the RMA.</p>	

Option 3: Urban Boundary strategic framework

<p>Benefits: Provides a co-ordinated and holistic approach to future growth and urban development. Improved integration between land use and infrastructure planning, with potential to enhance service delivery and reduce costs.</p>	<p>Costs: A Plan Change process is required for both the policy framework and the establishment of boundaries for the locations it identifies. There will be some additional compliance costs involved in progressing proposals for urban development and expansion in</p>
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<p>Helps to prioritise the use of existing urban resources over other locations.</p> <p>Provides more clarity and certainty as to where urban development and growth is anticipated.</p>	<p>rural areas.</p> <p>Development opportunities in certain areas/circumstances may be restricted.</p>
<p>Efficiency:</p> <p>A more focused approach to development distribution will enhance opportunities to achieve economies of scale in relation to infrastructure, utility and services delivery.</p> <p>This approach can priorities the use of existing urban resources throughout the District.</p> <p>A single policy framework will provide more clarity and certainty over how growth boundaries should be applied and operated. This will simplify the consenting and Plan Change processes.</p>	
<p>Effectiveness:</p> <p>A co-ordinated approach to urban development is a more effective way of managing future growth and achieving sustainable management of resources.</p> <p>A more strategic approach to development distribution will enable more effective integration with other plans, strategies and programmes, such as the LTCCP, State Highway forecasts, health and education.</p>	
<p>Risk of acting or not acting:</p> <p>The risk of not adopting a strategic approach is that development and urban growth could occur in an ad hoc fashion. This could undermine other objectives for growth management and impact on the cost, efficiency and effectiveness of infrastructure provision and service delivery.</p>	
<p>Appropriateness in meeting purpose:</p> <p>Given the considerable pressures for growth and development within the District and significance of the areas rural resources, particularly the landscape, in terms of its amenity and economic value, it is considered appropriate that a strategic approach is taken to the management of urban growth. This approach has been successfully used elsewhere including the Auckland Region through the use of Metropolitan Urban Limits in the Regional Policy Statement, in the Bay of Plenty through Smart Growth and the Regional Policy Statement, and also in the Greater Christchurch Urban Development Strategy which is being implemented through the review of the Canterbury Regional Policy Statement. Managing the spatial distribution and rate of urban growth is necessary to achieve sustainable management of natural and physical resources and the effects of development on the environment. It will help to achieve a more integrated approach to land use, development and infrastructure provision. Therefore, the use of Urban Growth Boundaries is considered to be an appropriate way of achieving the purpose of the RMA.</p>	

Option 4: Non District Plan based approach to managing urban growth – Bylaw and/or Financial Measures.

Benefits:	Costs:
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<p>Avoids the need for a Plan Change.</p> <p>Would not need to follow the RMA process, and could not be appealed to the Environment Court.</p>	<p>Creates a more complex process for administering development proposals, requiring compliance with a wider range of instruments.</p> <p>Would provide less clarity and certainty for developers and property owners/occupiers.</p>
<p>Efficiency: The use of multiple regulatory mechanisms would be less efficient than a single planning based regime.</p>	
<p>Effectiveness: In the right economic climate financial measures (unless punitive) would not have a regulatory effect on development proposals.</p> <p>Bylaws would only avoid the potentially adverse effects of certain activities, they would not promote a proactive approach to growth management.</p>	
<p>Risk of acting or not acting: Potential for legal challenge as to the reasonableness and appropriateness of using these methods.</p> <p>The purpose of the proposed Plan Change does not appear to be consistent with the general powers for making bylaws (Sect 145 of the Local Government Act 2002). There is a risk that the use of a bylaw would be ultra vires.</p>	
<p>Appropriateness in meeting purpose: There is a more direct correlation between the nature and effect of urban growth and the purpose of District Plans and the RMA. As such, it would not be appropriate to utilise less tangible mechanisms.</p>	

Assessment

Based on the evaluations of the four strategic approaches, Option 3 has been identified as the most appropriate and preferred approach to be progressed as a proposed Plan Change.

9. PLAN PROVISIONS (A) – APPROPRIATENESS OF OBJECTIVES

Section A 3) above identifies the currently relevant District Plan objectives for urban growth. However, since these became operative monitoring and research has identified a number of further issues – these are set out in Sections A 2) and A 5) above. Given the change of circumstances a new Objective has been identified. It's appropriateness in terms of meeting the purpose of the RMA is examined below:

<p>Objective: Sustainable Management of Development. The scale and distribution of urban growth is effectively managed to ensure a sustainable pattern of development is achieved.</p>	
<p>Purpose of Act: Part 2 of the RMA promotes the sustainable management of natural and physical resources. Section 5 defines this as:</p> <p><i>Managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while:</i></p> <p><i>(a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and</i></p> <p><i>(b) Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and</i></p> <p><i>(c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment.</i></p>	<p>Appropriateness of Objective: The scale and range of growth pressures facing the District is significant and has increased since the District Plan was originally notified and first became partially operative. It is therefore appropriate for new objectives to be introduced in response to emerging issues. This objective will assist in ensuring that sustainable management of resources is still achieved even in the face of the continuing growth pressures and changing circumstances in respect of land supply and demand.</p> <p>There are a wide range of natural and physical resources of national importance (as recognised in Section 6 of the RMA) throughout the District. Whilst the Plan recognises these, it is appropriate to establish a framework that will provide for long term growth in a way that can ensure that these significant resources continue to be safeguarded.</p> <p>The objective is also consistent with delivering the aims of Section 7 of the RMA, particularly sub section (b) <i>The efficient use and development of natural and physical resources.</i></p> <p>Section 31 of the RMA states that one of the functions of Territorial Authorities is to achieve <u>integrated management</u> of the effects of the use, development, or protection of land and associated natural and physical resources of the district. This objective will enable better alignment between the District Plan and other separate processes concerned with infrastructure planning and management, and community outcomes such as the LTCCP, Community Plans and infrastructure/utility programmes.</p>

	<p>Managing the spatial pattern of urban growth will enable improved co-ordination between land use and infrastructure (utility and social) planning. This should enhance the efficiency of delivery and management of physical resources, whilst potentially reducing the impact on the area's natural resources.</p> <p>Managing the release of land for urban growth will help to ensure that the effects of growth can be balanced against the social and economic needs of the community, and the environmental and cultural impact of development.</p> <p>Environment Court decision C010/2005 (Variation 15 Queenstown Lakes District Plan – Peninsula Bay zone, Wanaka) recognised the appropriateness of controlling the release of land for urban growth and held that such an approach was consistent with achieving the purpose of the RMA.</p> <p>High Court Decision CIV 2006 404 7655 (Contact Energy v Waikato RC) recognised that the RMA does not stipulate that every Rule has must have an effects based rationale. This supports the basis for having strategic sustainable management objectives.</p>
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Assessment

It is considered that the proposed Objective is consistent with the provisions of the RMA and that it represents an appropriate way of achieving the purpose of the Act, enabling Council to carry out its functions efficiently and effectively.

10. PLAN PROVISIONS (B) – POLICIES, RULES & OTHER METHODS

Three alternative approaches to address the new objective for achieving a Sustainable Management of Development are covered by this section. These are:

- 1) Objective only
- 2) Integrated policy framework
- 3) Multi layered approach

Alternative 1) Objective only

This approach relies on using the new Objective on its own with no other changes to current District Plan policies and rules.

<p>Benefits: Provides flexibility in interpreting the Objective.</p>	<p>Costs: There would be a lack of clarity and certainty on how to interpret and implement the Objective. This would add to the complexity of developing individual growth boundaries and increase compliance costs for Plan Changes.</p> <p>Uncertainty as to how proposals for urban growth outside ‘urban’ zones should be assessed is likely to increase compliance costs for resource consents.</p> <p>Whilst ‘freestanding’ urban boundaries may be capable of being used to mitigate the effects of urban growth in specific locations, they will not promote a consistent or strategic approach to achieving sustainable use of urban resources across the District.</p> <p>The Objective would not necessarily avoid ad hoc urban development from occurring. This may fail to respond to the needs of existing communities. The provision of stand alone infrastructure to service this would not promote the utilisation of existing network capacity or contribute towards planned network upgrades. This could increase the total financial cost burden of urban development within the District.</p>
<p>Efficiency: It would be inefficient to develop and administer Urban Boundaries in a policy vacuum.</p> <p>The absence of assessment criteria for urban development outside growth boundaries would lead to inefficiencies in the processing of resource consents.</p>	
<p>Effectiveness: The absence of a policy context would not provide an effective way of administering any urban boundary. It would be unclear what they sought to achieve or how</p>	

development should be managed in relation to them. There would also be no indication as to where they should be applied or how strategic issues should be addressed.

It is unlikely that the new Objective on its own would provide sufficient context to effectively achieve the outcomes sought.

Risk of acting or not acting:

The absence of any guidance as to what urban boundaries are intended to achieve and how they would operate would provide uncertainty as to the purpose of any boundary indicated on the planning maps. This could give rise to considerable administrative difficulties and generate a range of outcomes that are difficult to anticipate.

Appropriateness in meeting objectives:

This approach lacks the necessary clarity and certainty required to administer urban boundaries. It is not consistent with the provisions of Section 75 of the RMA that requires policies to implement the objectives. It is therefore an inappropriate approach.

2) Integrated policy framework

This provides for new policies, rules and methods associated with Urban Boundaries.

Benefits:

Settlement Hierarchy

Supports the different functional role of settlements. Achieves a strategic network of settlements capable of meeting the needs of both the urban and rural populations of the District, and visitors to the area. Provides a means of implementing aspects of the District's Growth Management Strategy.

Maintaining land supply

Will ensure that the social and economic needs of the community are provided for. This will provide greater certainty and enable improved co-ordination and integration with infrastructure provision.

Sequential approach

Will enable a flexible approach that is capable of responding to a range of circumstances. It is consistent with ensuring that a land supply will be maintained, whilst avoiding the need for Plan Changes to realign the boundary. Provides a process for considering growth proposals when using de facto growth boundaries (current zoning) before all the Urban Boundaries have been defined.

Costs:

There will be some additional compliance costs involved in progressing proposals for urban development and expansion in rural areas.

Development opportunities in certain areas/circumstances may be restricted.

Interim activities and investment in established uses on land identified for future growth within urban boundaries may be constrained by uncertainty over when urban development will take place.

<p><u>Criteria for defining Urban Boundaries</u> Provides a clear, consistent and transparent approach. It will ensure that the rationale is applied to any Plan Change including private ones.</p> <p><u>Definitions</u> Provides a clear and consistent means of interpreting what constitutes urban growth.</p> <p><u>Assessment Criteria</u> Will provide a clear and consistent basis for assessing the Policy provisions in rural areas. Provides a context for what can happen outside growth boundaries.</p>	
<p>Efficiency: This approach promotes the efficient use of urban land resource.</p> <p>It will enable more efficient planning and use of infrastructure and utility networks.</p> <p>It provides a streamlined approach for work on defining individual boundaries.</p>	
<p>Effectiveness: This approach will enable more sustainable use of resources. A more focused approach to urban growth will help to achieve economies of scale that will enhance infrastructure provision and service delivery.</p> <p>Existing uses can continue to occur, and interim activities may be established on land identified for future growth within urban boundaries, provided that it does not compromise the longer term transition to full urban use.</p> <p>This is an effective way of dealing with strategic growth issues throughout the District.</p>	
<p>Risk of acting or not acting: Without the introduction of a wide range of complementary planning provisions, there is a risk of unintended consequential effects arising from the introduction of growth boundaries. However, the policy framework provides a broad context and its effectiveness can be monitored. If the results show that the potential risks are real, this would provide more confidence and certainty to support the development of complementary measures to accompany the policy framework. It is considered that an integrated policy framework would provide a greater degree of control than currently exists.</p> <p>It is uncertain how often the sequential approach may be used to justify further land release beyond identified urban boundaries. There is a risk of ad hoc decisions and attempts to jump the boundary. However, due to the amount of land that is available within the District, it is considered that the release of land outside urban boundaries will be exceptional. The need for more business/employment land in Queenstown and Wanaka appear to be the most likely exceptions – although these are currently</p>	

being addressed through proposed rezoning at Frankton Flats and Three Parks.

Appropriateness in meeting objectives:

This approach provides a comprehensive approach to the strategic spatial issues of growth management. It is consistent with the provisions of the RMA and will enable improved integration with other strategic planning mechanisms. It is therefore considered an appropriate way of addressing sustainable development and growth management as set out in the new Objective.

3) Multi layered approach

This provides a wide range of new policies and methods for urban growth including defining all boundaries now, and providing new zones to promote development and to safeguard areas from future growth.

<p>Benefits: A one stop shop Plan Change that will provide for the long term growth needs of the District, reducing the need for subsequent Plan Changes.</p> <p><u>Rezoning for urban growth</u> Land could be rezoned immediately – increasing its value and making it available for development when market conditions exist.</p> <p><u>Future Urban Zones</u> Can safeguard land for urban growth at a future date and avoid piece meal development and inappropriate forms of interim development or subdivision that could compromise the transition to a sustainable urban environment.</p> <p><u>Greenbelts</u> Can restrict urban development and provide a buffer around settlements.</p>	<p>Costs: Significantly more work would be needed to prepare all the boundaries and rezone land at this stage. This would increase the cost and complexity of the Plan Change.</p> <p>If development were to occur simultaneously across the full range of growth areas this could result in significant additional costs for infrastructure provision compared to what has been planned for in the LTCCP. There would also be costs associated with the depreciation of this infrastructure, even in advance of it being needed or used.</p> <p>There will be additional compliance costs involved in progressing proposals for urban development and expansion in rural areas, Future Urban Zones and Greenbelts.</p> <p>Development opportunities in certain areas/circumstances would be restricted. Green Belt areas would involve down zoning which could reduce its value and generate an argument that the land should be held in public ownership if it is intended to provide benefits for the wider community.</p> <p>A Future Urban Zone is only a temporary state, and may constrain interim activities due to the expectation of urban development occurring.</p>
<p>Efficiency:</p>	

There is increased risk of this approach being subject to submissions and challenge. This would slow down the implementation of the core policy provisions, and therefore result in inefficiencies.

It is not considered necessary to do all this work at this stage – hence it would be inefficient to do more than is required.

Effectiveness:

Releasing land to meet all of the District’s growth projections simultaneously could stimulate development in the short term. However, it may not be required or utilised at present as the needs it is catering for will only occur over the long term. This could result of development of a type or form that is not best suited to the end use.

Risk of acting or not acting:

There are a range of risks associated with introducing a wider range of measures. These include effects on other property owners and potential unintended consequences, eg development leapfrogging green belts.

The restrictive nature of green belts may raise concerns about financial implication associated with limiting development rights, the extent of which is unknown, but could be extensive and prohibitive. It is also uncertain what the implications would be for development in other rural areas that are not included within the ‘green belt’ – the implication being that development in such areas could be seen as more appropriate.

There is also considerable risk that a broader Plan Change process will become more complex, costly and protracted.

Given that an integrated policy framework (see Alternative 2) is capable of addressing a wide range of implications that will promote more sustainable patterns of urban growth than currently exists, it is considered that the risk of not providing a broader more comprehensive Plan Change is minimal.

Appropriateness in meeting objectives:

Although this approach is capable of meeting the objective, it has the potential to do more than is necessary and impose a further range of measures and compliance costs than is currently justified. It is therefore not considered the most appropriate way to meet the Objective.

Assessment

Based on the analysis undertaken it is considered that Alternative 2 – Integrated Policy Framework, represents the most appropriate course of action.

11. STATUTORY EVALUATION – RMA

Section A3 of this report sets out the statutory framework that applies to the Queenstown Lakes District.

Comment – Based on the above evaluation PC 30 is considered to promote the purpose of the RMA, as set out in Part 2 of the Act.

In particular PC 30 will achieve sustainable management of the District's natural and physical resources by addresses the following parts of the RMA:

- The proposed policy framework recognises those matters of national importance set out in Section 6 of the Act. It also has regard to those matters identified in Section 7.
- Sections 72 and 31 (1) a) – in that Urban Boundaries will provide a mechanism to co-ordinate development and infrastructure provision and enable integration between the District Plan (RMA) & LTCCP (LGA) and with other agencies such as the Transport Agency (LTMA).

12. CONCLUSION

PC 30 is considered necessary in order to respond to significant growth pressures within Queenstown Lakes District and to provide a proactive approach to enabling sustainable urban growth.

It is appropriate in that it meets the purpose of the RMA and provides for sustainable management of the area's natural and physical resources.

It will provide more certainty for the community, land owners, developers and infrastructure/utility providers, and enable improved integration with other plans, strategies and investment decisions for the area.

C. APPENDICES OF SUPPORTING DOCUMENTS

- A Growth Management Strategy for the Queenstown Lakes District – QLDC, 2007.
- Scope for Plan Changes: Urban Growth Boundaries for Queenstown and Arrowtown – QLDC, November 2007.
- Wanaka Structure Plan – QLDC, 2007.
- Queenstown Lakes District Growth Projections – Rationale, January 2008.
- Queenstown Lakes District Dwelling Capacity Model – QLDC, January 2008.
- Commercial and Industrial Land Needs Study – Hill, Young, Cooper August 2006.
- Urban Growth Boundaries and the Queenstown Lakes District – Issues and Options Report – Urbanista, May 2008.
- Urban Growth Boundaries Discussion Document – QLDC, July 2008.
- Summary Schedule of feedback to Discussion Document – QLDC, Sept 2008
- Wakatipu Transportation Strategy – QLDC, 2007
- Wanaka Transportation and Parking Strategy – QLDC, 2008