



Queenstown and Wakatipu Urban Boundary

Proposed Plan Change 21

Discussion Document

Introduction

There is ongoing pressure for more housing, business and commercial development within our district. In the past some urban growth has occurred randomly and there has also been pressure to expand around the edge of settlements. This can affect how a place looks, feels and functions. One possible planning tool to define the limit of where urban development can take place is Urban Growth Boundaries.

The Council is preparing proposed plan change 21: Queenstown and Wakatipu Urban Boundary, with a view to define an urban boundary for Queenstown, and potentially the neighbouring settlements in the Wakatipu Basin.

The Queenstown/Wakatipu community is now invited to get involved in this process. Please take the time to read through this discussion document and have a say using the feedback form at the back.

What is an Urban Boundary?

Urban Boundaries are a planning tool used in the District Plan to define how big a town can grow, and determine where growth can occur over the long term to ensure the best use of urban land.

Although urban boundaries can make provision for future growth, they do not re-zone land. This is a separate process that can be undertaken when land development is required.



How can an urban boundary help?

- **Growth Management:** There is long term pressure for more housing, business and commercial development within the Queenstown area. An urban boundary can help focus development in key settlements and avoid unplanned urban sprawl in rural areas.
- **Co-ordination and efficiency:** An urban boundary offers the ability to determine where growth can occur and coordinate it with infrastructure upgrade projects. This can help to improve efficiency and reduce costs associated with servicing new development.
- **Improved linkages between transportation and landuse:** Focusing development into more compact areas that are well served by the transportation network can help to reduce the need to travel and promote alternative modes of transport. This has a number of benefits including improving access to services and facilities, reducing congestion and vehicle emissions and health benefits.
- **Protection of natural resources:** There are a range of significant natural resources around Queenstown and the Wakatipu basin that are vulnerable to pressure from urban development. An urban boundary would help to steer growth away from these areas.
- **Community Outcomes:** The community outcomes guide all Council projects. An urban boundary will provide the community with more certainty about the distribution of future development.

Why introduce an urban boundary for Queenstown/Wakatipu

Although the District Plan zoning controls what types of development can happen and where, there are currently no limits to the amount of development that could take place in the Wakatipu basin.

There is also uncertainty around where new development should be located when existing urban zones are used up or when new needs are identified. This could lead to fragmented communities that are poorly connected and difficult and expensive to service.

At the moment, the Tomorrow's Queenstown community plan is not given a lot of weight in the statutory decision making process for new development proposals. Decisions on these are largely made based on the specific issues and effects of the individual proposal, with little requirement to consider the bigger picture issues facing the area. Introducing an urban boundary in the Queenstown/Wakatipu area will help to give weight to this important document.

The story so far

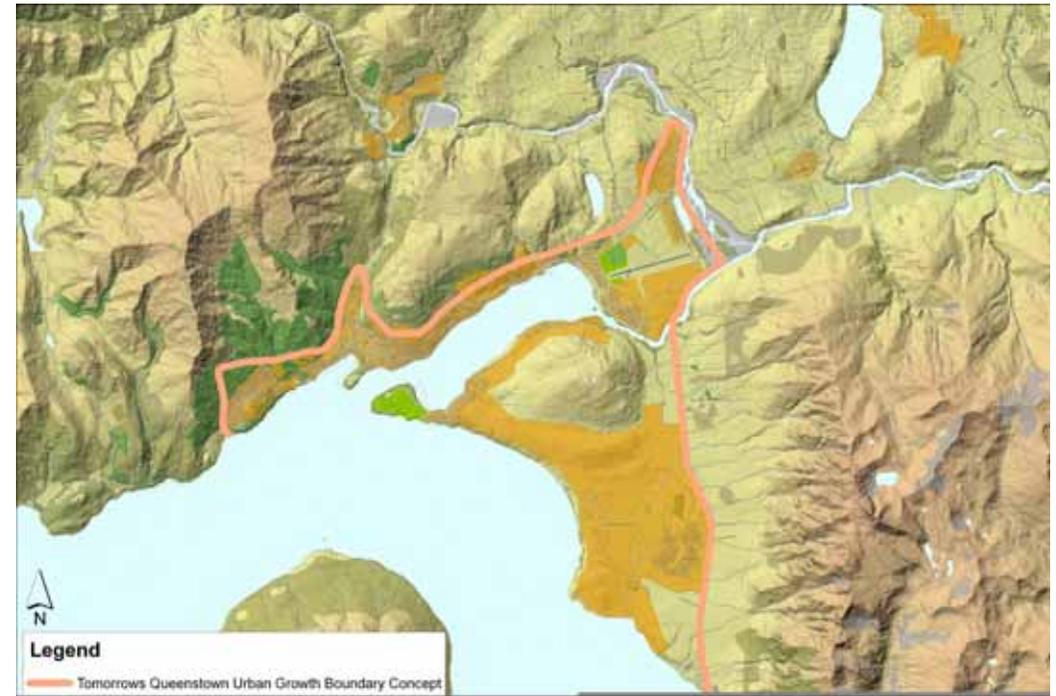
The idea of defining an urban boundary for the Queenstown/Wakatipu area was introduced in the **Tomorrow's Queenstown** community plan (2002). A preliminary urban boundary was identified - see map.

Further consideration was given to urban boundaries when the **Growth Management Strategy** was adopted in 2007. The strategy recognises the role for Urban Growth Boundaries, and identifies Queenstown as one of the major growth areas in the district.

In June 2008, the Council consulted on a **Discussion Document** that looked at the main issues related to the use of urban boundaries. The response indicated that the community was concerned about the level of growth for a number of settlements. The main concerns related 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.

In August 2009, Council notified **proposed District Plan Change 30**. This sets out the proposed policy framework for urban boundaries. It provides the strategic context which seeks to achieve a sustainable pattern of development – focusing urban growth on defined settlements and avoiding sporadic urbanisation of the rural areas. It defines a settlement hierarchy that includes Queenstown as an Area Centre, and Lake Hayes Estate and Arthur's Point as Local Centres.

Tomorrow's Queenstown Conceptual Boundary (2002)



How long are the boundaries designed to last?

Urban boundaries are intended to have a relatively long-term outlook, ie approximately 20 years. However, they are not necessarily permanent and will need to be kept under review.

Monitoring development rates, land availability and changing needs of the community will help to indicate when a review is necessary.

Local statistics and information

The following statistics and information provide a good summary of where we are at and where we might be heading as a community. It provides the basis for why the Council is proposing urban boundaries.

Population

In 2006 the population of the Queenstown area was 13,320 and there were 6,762 dwellings.

Growth Rate

The Queenstown Lakes District is one of the fastest growing areas in the country. Between 1996 and 2006 the population of the Queenstown area increased by 4,434 and the number of dwellings increased by 2,154.

Growth Projections

The district's growth projections indicate that the population is expected to continue to grow, with the Queenstown area increasing by about 9,500 people to reach almost 23,000 by 2026. This level of growth would require about 4,700 additional dwellings. Alongside this a further 3,300 visitor units could be required to accommodate increased numbers of tourists.

Dwelling Capacity

In July 2008 there was capacity for an additional 11,000 dwellings in the Queenstown area, based on the current District Plan zoning provisions and consents issued but not yet implemented. This is broken down as follows:

Area	Dwelling Capacity	
Urban Queenstown	Queenstown	4159
	Fernhill	376
	Frankton	1852
	Kelvin Heights	1862
	Urban Sub total	8249
Quail Rise		102
Lake Hayes Estate		123
Arthur's Point		445
Jack's Point		1,552
Wakatipu		726
Queenstown/Wakatipu Total		11,197

Together with existing dwellings there is potential for approximately 18,000 dwellings in the Queenstown area, about 2½ times the current number.

Commercial and Industrial Land Needs

In 2006, the Council carried out an analysis of commercial land needs. This indicated that an additional 20,500 jobs could be required in the district's commercial areas by 2026. Some of this can be met through planned development, however it was estimated that a further 60ha of employment land could be required in the Queenstown/Wakatipu area.



Plan Changes

A number of District Plan Changes are currently in progress. These will further increase the amount of land available for development.

- Frankton Flats 'B': Plan Change 19 – Rezoning approx 63 Ha for mixed used development.
- Remarkables Park: Plan Change 34 – Amending zoning provisions to provide more scope for large format retail development.
- Queenstown Airport: Plan Change 35 – Amending aircraft noise boundaries to allow for expansion of the airport and later flights.
- Northern Frankton Flats: Plan Change 37 – Rezone approx 20 Ha of land west of Quail Rise for residential development.

Analysis of growth projections and the capacity of Queenstown's current urban zones (and plan changes in progress) it appears that sufficient land is available to meet the needs of the community to beyond 2026. Consultation on the urban boundary will help to identify whether any other needs exist.

Urban Growth Issues

There are a wide range of issues associated with urban growth. Some of the key issues for the Queenstown area are outlined below:

Issue	Pros	Cons
Urban Form		
Ad hoc incremental growth	Ability to respond to new opportunities.	<p>Risk of piecemeal, uncoordinated and disconnected development.</p> <p>Potential for short term development opportunities to compromise longer term growth.</p> <p>Risk of unplanned urban coalescence.</p> <p>Implications for accessibility and travel demand, with potential for increased congestion.</p> <p>More difficult to achieve an integrated approach to infrastructure, utility and community services.</p>
Consolidation/ Coalescence	<p>Can achieve a more cohesive urban area.</p> <p>Consolidation can help to reduce the urban footprint on the environment.</p>	The loss of discrete settlements through coalescence can undermine local distinctiveness.
Urban Design	Understanding what type of growth is required and where this will occur will improve the ability to achieve attractive, integrated and functional development.	Inappropriate growth can have an adverse effect on the character, identity and functionality of settlements.
Capacity and Growth Needs		
Economy	Diversification will increase opportunities for economic growth and help to provide a more resilient employment base.	Inappropriate development can undermine the special qualities of the area and have a negative impact on tourism.

Issue	Pros	Cons
Infrastructure	<p>Major investments are planned including:</p> <ul style="list-style-type: none"> • Project Shotover • Transport Strategy 	<p>Providing additional capacity is expensive, particularly where it is uncoordinated.</p> <p>Unplanned development can impinge on infrastructure corridors and compromise network security.</p>
Land Supply	<p>Catering for foreseeable needs will help to ensure social and economic wellbeing of the community.</p> <p>Plan Changes are in progress for:</p> <ul style="list-style-type: none"> • Five Mile • Remarkables Park • Airport • Quail Rise 	<p>There is a risk of insufficient land being available to meet future needs of the community.</p> <p>Unclear if there is sufficient viable demand to support large scale/rapid expansion.</p>
Natural Resources		
Landscape	The quality of the landscape is a principal reason for people wanting to live in, or visit the area.	Inappropriate growth and development can have an adverse effect on high quality landscapes. This can erode the character and amenity of the area and reduce its attraction to tourists, which is a corner stone of the local economy.
Hazards		There are a number of identified natural hazards, such as stability and flooding that pose a risk to development and people.
Soil quality	There are limited amounts of the high grade agricultural land in the area.	Highly productive and versatile soils are an important non renewable natural resource.
Rural Character and Amenity	Queenstown is an established settlement, with its own character and identity.	Some essential activities, such as industry, mineral working and the airport will have effects on both urban and rural amenity values.

Options for defining an urban boundary for Queenstown/Wakatipu

The Council has identified three broad options for defining an urban boundary in Queenstown / Wakatipu. Each option has different implications and outcomes.

Option 1 - Limit capacity of existing zones: A tight boundary could be used to limit growth by only including land within current urban zones. This approach can help to contain the size of the settlement and promote the efficient use of existing resources. It can also reduce the impact on the rural areas around its fringe. However, if demand for growth continues it would limit the ability to meet the social and economic needs of the area. This can result in property prices increasing and create pressure for more intensive development within the boundary. It would also fail to provide any direction for future growth which could result in uncoordinated pressure for development in the longer term.

Option 2 - Manage modest growth (Tomorrow's Queenstown concept): An urban boundary could focus on confirming the current direction for longer term growth out to 2026, based around existing urban zones and the Frankton Flats area. This is broadly consistent with the concept set out in Tomorrow's Queenstown. Key considerations are whether Peninsula Hill (Deer Park Heights) between Kelvin Heights and Jack's Point is too large a landscape feature to be included within an urban boundary, and should Jack's Point be recognised as a separate settlement rather than a suburb?

Option 3 - Enable significant growth (joining settlements): Incorporate additional land into the boundary so that there's less chance of a shortage for new development, and greater opportunity for diversification. This option could result in the merging of Queenstown with adjacent settlement areas to create a larger urban area. This could produce an over-supply of potentially developable land in the short to medium term, with implications for the landscape, character and identity of settlements and the delivery of an integrated infrastructure network. It is uncertain what impact such growth could have on tourism.

The Council has predicted that there is already sufficient land supply to meet current identified needs, meaning there is little reason to consider rezoning land at this stage. If any additional longer term growth areas are identified, land to provide for this can be included within the urban boundary and rezoning can then occur at a later date, as and when needs arise.

It would be possible to establish principles in the District Plan to guide development in future growth areas. These could include policies, rules and assessment criteria that will help to ensure that development proposals achieve the intended purpose for the growth area.

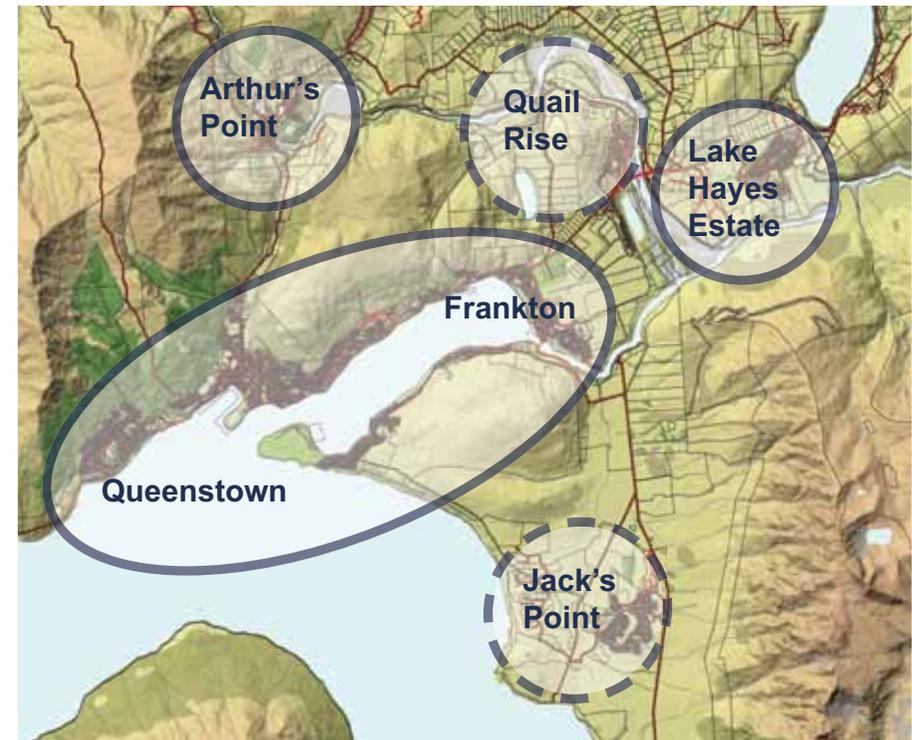
These could include:

- staging of development to ensure coherent growth and efficient use of land.
- safeguarding growth areas from inappropriate interim development that could compromise their transition to an urban environment.
- providing a designed urban edge and interface with the rural area.
- protection of open spaces within the urban environment.

Due to the close proximity of settlements in the Wakatipu Basin, and the topographic constraints to development it might be appropriate to consider protecting the principal entrances and approach routes into Queenstown.

This approach could:

- maintain open breaks between settlements to stop them merging.
- protect the character and appearance of principal approach routes – maintaining views to the surrounding rural landscapes.
- preserve or enhance the character and setting of settlements – achieving sympathetic design.



Have your Say - Feedback Form

If you run out of room on the form, please attach additional sheets to your submission.

Name:
 Address:
 Telephone: E mail:

Please indicate which approach you think is most appropriate for the Queenstown area:

- Limit capacity (Current zoning)
- Manage modest growth (Tomorrow's Queenstown concept)
- Enable significant growth (joining settlements)
- Other (please explain)

Please indicate which of the following areas should be included within the Queenstown Urban Boundary and which should have their own separate Urban Boundary :

	Included	Separate
Arthur's Point	<input type="checkbox"/>	<input type="checkbox"/>
Lake Hayes Estate	<input type="checkbox"/>	<input type="checkbox"/>
Quail Rise	<input type="checkbox"/>	<input type="checkbox"/>
Jack's Point	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>

(please specify)

Reason:

What additional facilities/activities/developments are needed within the Queenstown/Wakatipu Urban Boundary?:

Where should these be located?

Are there any areas that you consider should be **included** within the boundary to enable urban growth? Please state where:

Reason for inclusion and type of use:

Are there any areas that you consider should be **excluded** from the urban boundary?
 Please state where:
 Reason for exclusion:

Map

Please indicate on the map overleaf where you think the boundary should go.

Please indicate which of the principal entrances/approach routes to Queenstown should be considered for protection:

- Shotover Bridge: Frankton – Lake Hayes
- Kawarau Falls: Frankton – Jack's Point
- The Gorge: Queenstown – Arthur's Point
- Other (please specify) None

Reason:

What provisions should be included within the District Plan to guide future growth within the Urban Boundary?

Are there any other issues that you feel should be considered when defining the Queenstown/Wakatipu Urban Boundaries?

Further Information

If you would like further information on the Queenstown/Wakatipu urban boundaries you can visit the Council website www.qldc.govt.nz, come to the Drop in session at Queenstown Memorial Hall on 4 November from 12.30 pm or call senior policy analyst Mark Rushworth, on 03 450 0442.

Please return this form to:

Queenstown/Wakatipu Urban Boundaries, QLDC, Private Bag 50072, Freepost 191078, Queenstown 9348 or email to services@qldc.govt.nz.
 Feedback must be received by **13 November 2009**.

Where should we draw the line? Draw your idea of an acceptable growth boundary for Queenstown/Wakatipu on this map and return it to the Council.

