

# QUEENSTOWN LAKES DISTRICT PLAN

## PLAN CHANGE 29 ARROWTOWN BOUNDARY

### SECTION 32 EVALUATION

#### SUMMARY

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

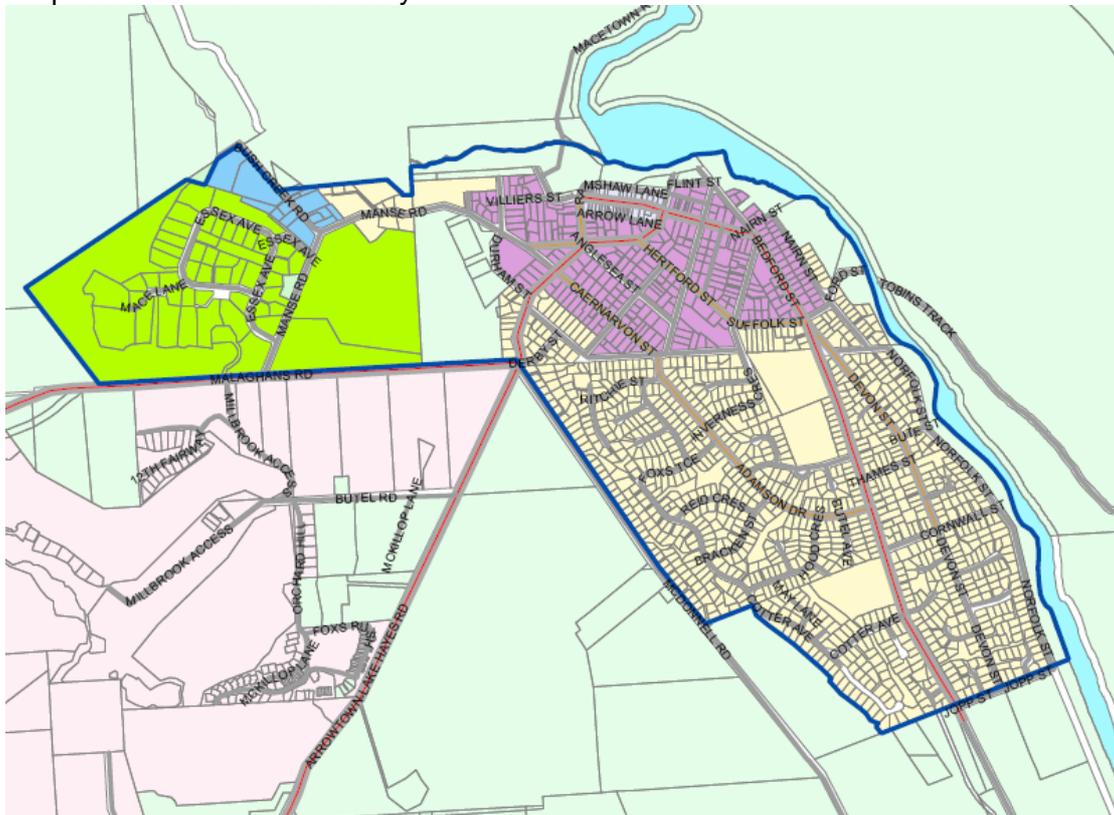
It examines the reasons for introducing a Plan Change and identifies the resource management issues related to defining an urban boundary for Arrowtown.

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 Plan Change 29 to introduce an Arrowtown Boundary to the District Plan is appropriate and consistent with the provisions of the Resource Management Act.

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#### Proposed Arrowtown Boundary



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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 an Urban Boundary for Arrowtown in 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 two 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 the purpose of the proposed Plan Change.

**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

### Evolving environment & reasons for considering a Plan Change

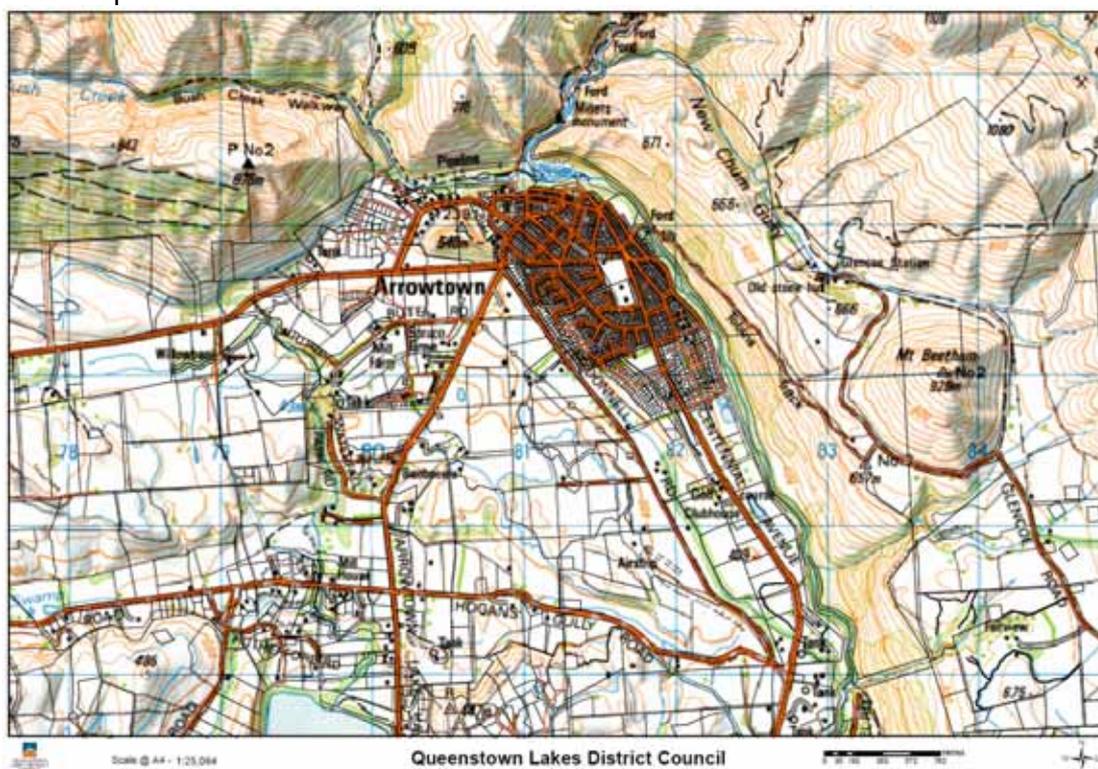
Description of area:

Arrowtown is a thriving small community situated within the Wakatipu Basin, approximately 17km north east of Queenstown. It has experienced growth in both its population and size since it was founded in the gold rush of the 1860's. It has for many years been a holiday destination for locals and more recently international tourists. There is a long history of the development and use of cribs for holiday accommodation.

The history of human occupation has resulted in a range of heritage features in and around Arrowtown. The Wakatipu basin is recognised for its landscape value, with areas of nationally important outstanding natural landscape extending over the adjacent mountain ranges to the north and east. The lower lying areas of the basin have been impacted by human activity and various forms of development including farms, resort complexes, housing and golf courses. Nevertheless, this area also possesses landscape qualities that in part are derived from some of these activities.

Whilst growth has brought prosperity and social benefits to the town it also has the potential to have a range of adverse effects on the character and amenity of the area. In recognition of these issues the Arrowtown Community Plan (2003) raised the issue of defining the town's boundaries in order to help manage where new development should take place.

Area Map:



Growth rates – past & projections:

At its peak during the gold rush era the population of Arrowtown rose to over 7,000. However, by the 1950's the population had dropped to below 200. The 2006 Census recorded a normally resident population of 2,151 and 1,254 dwellings. This represents a 27% increase in population from 2001. If this rate continued till 2026 the

population would reach 5,597 (approximately 2.5 times its current size), and an additional 1,378 dwellings would be required to accommodate them.

The Council's Growth Projections study provides more detailed local analysis of population data and trends. This indicates that Arrowtown's population will continue to increase, but at a slower rate than over the last few years. It estimates that about 600 additional people will be resident by 2026. This would require approximately 254 additional dwellings. A further 207 dwellings would be required for visitor accommodation, eg cribs and holiday homes.

Distribution of development:

The District's Dwelling Capacity Study shows that in January 2008 there was scope for an additional 312 dwellings within the current zoning provisions and from resources consents that have been granted, but not yet implemented. These are located in the following areas:

- Historic Area 29
- New town 200
- Meadow Park 83
- **Total 312**

In addition to growth within Arrowtown's urban zones there has been considerable pressure for residential development within the rural areas of the Wakatipu basin, an example being Hawthorne Estate, a 32 lot subdivision at Lower Shotover Road approximately 6km south west of Arrowtown.

Whilst the expectation is that urban/suburban forms of development should take place within settlements, experience shows that consents are being granted for residential subdivision, below the rural living lot sizes, in the rural general zone around the fringe of settlements.

Progress towards a Growth Boundary:

In 1994 an Arrowtown Charette was held. This considered the character of the settlement and included analysis of change and potential which resulted in proposals for the town to be managed.

The Wakatipu Environment Society lodged an appeal against the District Plan in 1998 that sought to define a boundary for Arrowtown.

In 2003 a Community Planning exercise produced the Arrowtown Plan. This reviewed the work undertaken in the 1994 Charette and identified various issues in respect of growth management. It indicated the potential for a town boundary.

In 2007 the Queenstown Lakes District Growth Management Strategy set out the policy context for using Urban Growth Boundaries as a formal management tool. This recognises the need to manage, rather than stop growth. Principle 1 seeks to ensure that growth is located in the right place. The main strategies to implement this include:

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

1c) Settlements in Wakatipu basin (Arthurs Point, Arrowtown, Lake Hayes Estate and Jacks Point) are not expected 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.

Consultation on the Urban Growth Boundary Discussion Document in August/September 2008 showed support for introducing the concept of urban boundaries into the District Plan. Arrowtown generated the highest level of response. In October 2008 Council agreed to progress changes to the District Plan, including defining a boundary for Arrowtown.

More specific consultation on an Arrowtown Growth Boundary was undertaken during the summer 2008/9.

#### Community Outcomes:

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.

The Arrowtown Plan refers 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 Plans and Outcomes. However, the Growth Management Strategy is not a statutory planning document and therefore its ability to influence planning decisions is limited.

#### **Current Plan Provisions**

At present Arrowtown (like all other settlements within the District) does not have any defined urban boundaries. It currently relies on the zoning provisions of the District Plan. However, 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, piecemeal development.

#### **Scope of Plan Change**

To define an urban boundary for Arrowtown.

This will incorporate land that will provide for the full range of activities needed to support the settlements urban population over a twenty year time horizon. Including land for reserves, schools, health care facilities and emergency services as well as residential, commercial and employment based development.

In order to achieve effective integration with other relevant plans and strategies it will utilise a time horizon of approximately 20 years.

Policies will provide specific provisions relevant to the local context and implementation of the Arrowtown boundary.

This Plan Change does not include any provision for rezoning land, either within or outside of the Arrowtown Boundary.

### 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 Arrowtown’s 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*
- 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*

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 3 – Duties and Restrictions**

Section 17 imposes a duty to avoid, remedy or mitigate adverse on the environment. Environment includes Amenity Values.

*Amenity values means those natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes.*

### **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** – It is considered that the proposed Plan Change is consistent with the provisions of the RMA. Furthermore, it has been prepared in accordance with Schedule 1 of the Act.

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 management of resources.

### **3.1.1 PLANS & POLICIES**

A number of Plans and Policy Statements have been prepared under the RMA the relevant issues, objectives, policies and rules are explored below:

#### **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 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 providing for the identified needs of the community. It seeks to protect heritage and landscape value, and addresses the amenity aspects associated with built development and the activities that this supports. The purpose of the proposed Plan Change is consistent with the provisions of the RPS.

## **REGIONAL PLAN**

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

**Comment** – The Air Plan has the most relevance in that Arrowtown is identified as having problems with its air quality. However, Plan Change 2 seeks to address this issue. The other Regional Plans are not considered to be of direct relevance to this Plan Change.

## **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 Arrowtown are as follows:

### District Wide

#### *4.1 – Natural Environment*

##### **Objective 2: Air Quality**

*Maintenance and improvement of air quality.*

**Comment** – Air quality problems have been identified within the Arrowtown airshed. This issue is now being addressed through Plan Change 2 to the Regional Air Plan. This will ensure that new development does not contribute further to the identified problem.

#### *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** – The Arrowtown Boundary 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.

### 3. *Outstanding Natural Landscapes (Wakatipu Basin)*

- (a) *To avoid subdivision and development on the outstanding natural landscapes and features of the Wakatipu Basin unless the subdivision and/or development will not result in adverse effects which will be more than minor on:*
  - (i) *Landscape values and natural character; and*
  - (ii) *Visual amenity values*

*- recognising and providing for:*

  - (iii) *The desirability of ensuring that buildings and structures and associated roading plans and boundary developments have a visual impact which will be no more than minor, which in the context of the landscapes of the Wakatipu basin means reasonably difficult to see;*
  - (iv) *The need to avoid further cumulative deterioration of the Wakatipu basin's outstanding natural landscapes;*
  - (v) *The importance of protecting the naturalness and enhancing the amenity values of views from public places and public roads.*
  - (vi) *The essential importance in this area of protecting and enhancing the naturalness of the landscape.*
- (b) *To maintain the openness of those outstanding natural landscapes and features which have an open character at present.*
- (c) *To remedy or mitigate the continuing effects of past inappropriate subdivision and/or development.*

### 4. *Visual Amenity Landscapes*

- (a) *To avoid, remedy or mitigate the adverse effects of subdivision and development on the visual amenity landscapes which are:*
  - *highly visible from public places and other places which are frequented by members of the public generally; and*
  - *visible from public roads.*
- (b) *To mitigate loss of or enhance natural character by appropriate planting and landscaping.*
- (c) *To discourage linear tree planting along roads as a method of achieving (a) or (b) above.*

## 5. Outstanding Natural Features

To avoid subdivision and/or development on and in the vicinity of distinctive landforms and landscape features, including:

(a) *in Wakatipu; the Kawarau, Arrow and Shotover Gorges; Peninsula, Queenstown, Ferry, Morven and Slope hills; Lake Hayes; Hillocks; Camp Hill; Mt Alfred; Pig, Pigeon and Tree Islands;*

- *unless the subdivision and/or development will not result in adverse effects which will be more than minor on:*

- (i) *Landscape values and natural character; and*
- (ii) *Visual amenity values*

- *recognising and providing for:*

- (iii) *The desirability of ensuring that buildings and structures and associated roading plans and boundary developments have a visual impact which will be no more than minor in the context of the outstanding natural feature, that is, the building etc is reasonably difficult to see;*
- (iv) *The need to avoid further cumulative deterioration of the outstanding natural features;*
- (v) *The importance of protecting the naturalness and enhancing the amenity values of views from public places and public roads;*
- (vi) *The essential importance in this area of protecting and enhancing the naturalness of the landscape.*

**Comment** – There are areas of recognised landscape value surrounding Arrowtown. The landscape classification varies from ONL and ONF (which are of national importance) to the east and north, to VAL on the southern and western side.

The areas that are the primary focus for urban growth are located to the south and west of Arrowtown.

Landscape issues around the urban fringe of Arrowtown need to be considered when determining the alignment of an Urban Boundary. However, they may not necessarily prevent managed growth and expansion into the adjacent rural areas.

## 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** – The Arrowtown Boundary can be used to steer growth and urban development away from the District’s most sensitive landscapes. It 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** – The Arrowtown Boundary can help to delineate the transition between urban and rural areas, and contain urban development. It will provide certainty as to where urban development should take place, including future growth and expansion. It 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** – The Arrowtown Boundary can help to focus development into those areas capable of absorbing growth. It 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. The Arrowtown Boundary can contribute to defining the extent of the urban area and achieve a compact urban form. It will promote multi modal travel choice 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** – The Arrowtown Boundary 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** – The Arrowtown Boundary is a means to implement these provisions and to secure the anticipated environmental outcomes. It 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.

## Residential Areas

## Arrowtown Residential Areas:

### 7.4.3 Residential Arrowtown Historic Management Zone

#### *Objectives:*

- *Development undertaken in the historic residential area to retain or enhance the present character and avoid any adverse effects on the amenity values of the area.*
- *Residential development characterised by low density and low height.*
- *Consolidation of the residential area of the town.*

*Policy 7.4.3 – 8: To limit the expansion of the residential area outside of the identified zone boundaries.*

## 7.5 Standards – Residential Activities

### 7.5.5.1 Site Standards – Residential Activities and Visitor Accommodation in the High Density Residential Zone

#### *ix Arrowtown Scenic Protection Area*

## 7.7 Assessment Matters

### *xx Arrowtown Scenic Protection Area*

- a) The extent to which any departure from the standards will detract from the views of Arrowtown*
- b) The extent to which any departure would impinge on the visual outlook and open space provisions of the surrounding rural areas*
- c) The extent to which any mitigation measures are available to maintain and enhance the purpose of the Arrowtown Scenic Protection Area.*

### *xxi Additional Matters – Arrowtown*

- a) Building Form*
- b) Roofs*
- c) Location*
- d) External Materials and finishes*
- e) Details*
- f) Proportions*
- g) Colour*
- h) Ancillary Buildings*

**Comment** – These provisions recognise the special character of the historic residential area. They promote consolidation of residential areas whilst indicating a need to carefully control further development and achieve good design. It will be possible to take these factors into account when defining the alignment of an Arrowtown Boundary.

## Special Zones – Meadow Park Zone

### *12.6.3 Objective 1*

*Comprehensively designed and integrated development that:*

- a) Enhances the western entrance to Arrowtown; and*
- b) Becomes an integral part of Arrowtown’s urban fabric:*

*Whilst having regard to:*

- *Surrounding landscape values including the landscape values of Feehly’s Hill;*
- *Arrowtown’s heritage resources and character;*

- *Indigenous ecology of surrounding mountains and Feehly's Hill;*
- *Air quality.*

Policies:

- 1 *To ensure that development of the zone is comprehensively designed and integrated through the adoption of a structure plan which in conjunction with zone rules:*
  - *Enables limited and geographically contained residential development; and*
  - *Retains significant open space adjoining Malaghan Road; and*
  - *Prohibits additional accesses onto Malaghans Road; and*
  - *Improved amenity of existing access onto Malaghan Road; and*
  - *Retains control over the interface between residential activities and open space through Designed Urban Edge; and*
  - *Retains the openness and restores the ecology of the upper slopes of the zone (which is recognised as forming part of the wider Outstanding Natural Landscape); and*
  - *Adequately deals with reverse sensitivity issues between existing residential and industrial activities.*
- 2 *To discourage development inconsistent with the structure plan for the zone.*
- 3 *To retain control over the external appearance, design and colour of all buildings within the Meadow Park zone.*
4. *To recognise the sensitivity of the zone on the eastern side of Manse Road and avoid any development that compromises the foreground to Feehly's Hill or the entrance to Arrowtown.*

**Comment** – These provisions recognise that careful design is required to accommodate development on the fringe of Arrowtown and to ensure that it is successfully integrated with the town. The alignment of an Arrowtown Boundary can ensure that it responds to and makes provision for these issues.

### **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 proposed plan change is Plan Change 30 – Urban Boundary Framework. This seeks to achieve a sustainable pattern of development and identifies Arrowtown as a Local Centre where policies seek to enable the identified local economic, social and community needs of rural townships and communities to be met.

**Comment** – Proposed Plan Changes 29 & 30 have been developed in parallel. PC 29 seeks to give effect to PC 30.

### **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 are no Statutory Acknowledgements for Arrowtown.

**Comment** – The Management Plan does not have any direct relevance to this Plan Change. However, an Arrowtown Boundary will be able to provide more certainty over issues such as land use intensification and subdivision. It can focus development away from areas of identified cultural value if this is considered necessary. Kai Tahu has been consulted on the proposed Plan Change, but no feedback has been received. This indicates that the introduction of an Arrowtown Boundary raises no significant cultural concerns.

### **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 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:

<b>Community Outcome</b>	<b>How the provision of the partially operative District Plan contribute</b>
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 issues identified in community plans.
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 LTCCP anticipates further policy development and refinement of the District Plan to improve the ability to achieve these outcomes. Details of non statutory documents developed in response to this are set out below in Section 4.

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. This will enable a more integrated approach between the LTCCP and the District Plan that provides for both sustainable development and management of resources.

### **3.3 TRANSPORTATION:**

#### **Land Transport Management Act (2003)**

The purpose of this Act is to contribute to the aim of achieving an affordable, integrated, safe, responsive, and sustainable land transport system.

**Comment** – It is considered that the Arrowtown Boundary can help to achieve integration between land use and transportation. This will assist in achieving the purpose of the Act at the local level.

### **The National Transportation Strategy (2008)**

The NTS 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.

**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 modes of transport to provide a more efficient transport system. The Arrowtown Boundary can provide a more focused approach to development that will contribute to effective management of land uses that will enhance accessibility to transportation services.

### **Otago Regional Land Transport Strategy (2005)**

The Vision for the Otago RLTS 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, Environmental, Social and Cultural).

**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.

### **3.4 HERITAGE:**

#### **Historic Places Act (1993)**

The purpose of the Historic Places Act (1993) is to promote the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand

The Historic Places Trust Register contains 45 records of items within Arrowtown.

The District Plan's inventory of protected features has 80 recorded sites in the Arrowtown area.

**Comment** – Arrowtown has the largest concentration of recorded heritage items and features within the District. Heritage issues are therefore a relevant consideration to the development of an Arrowtown Boundary. Any growth areas will need to ensure that they do not compromise the town's heritage values.

### **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.*

**Comment** – There are a wide range of recreational assets and natural resources in and around Arrowtown. This Act provides for the protection of certain resources and access for locals and visitors. The Arrowtown Boundary needs to recognise these features and respond positively to them in order to safeguard their value.

### **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** – DOC is responsible for managing a range of resources in and around Arrowtown. The Arrowtown Boundary needs to recognise these features and respond positively to them in order to safeguard their value.

#### 4. RELEVANT NON-STATUTORY DOCUMENTS

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

##### **Community Plan – The Arrowsmith Plan (2003)**

The Arrowsmith Plan was developed by the local community and involved a number of charettes and public workshops. It identifies Arrowsmith's role as a working heritage town, not as a museum. It is primarily a place for tourists alongside being a place to live. Roles as service town and dormitory are minimal, and diminishing. The town's edges and surroundings are addressed, with reference to the backdrop of trees and access to this area, and town entrances including designed urban edges. The Workshop reconfirmed that a green belt or buffer area around Arrowsmith, and along the entrances, needs to be identified and retained through objectives, policies and methods within the District Plan. It specifically noted:

*That the boundary of Arrowsmith be retained within the current zone boundaries, with the following exceptions:*

- (a) Extension of low density residential along Manse Road, with a designed urban edge opposite that determined for the Meadow Park Zone.*
- (b) The possibility of a mixed use zone at the end of Jopp Street (former sewage treatment site) - residential/community facilities.*

*The possibility of extending the residential zone along McDonnell Road so that it meets the LDR zone boundary existing on Centennial Road has the following disadvantages:*

- reinforcing the adverse effects resulting from the development along McDonnell Road;*
- allowing ribbon development;*
- Adverse effects of further development along the escarpment; and,*
- Expanding the development that does not relate to the town itself.*

*Advantages:*

- Consistency with past development*
- Providing further areas for growth of residential areas.*

*On the whole, it was determined that the adverse effects of extending the residential zone would be inappropriate. Whilst there was a variety of community opinion on this boundary, the majority agreed that the town should not continue to spread along on or below this iceshorn lip. It is noted that by maintaining the current rural general zoning, it can enable development of residences below the scarp when that is consistent with the rural context.*

*That a building line restriction apply to the following land:*

- (a) Malaghan Road (Butel Park side)- 160m building line restriction*
- (b) Malaghan Road (Millbrook side)- confirmation of 100m building line restriction (buildings within this line are currently discretionary activity)*
- (c) McDonnell Road- 100m building line restriction to edge of residential zone.*
- (d) Escarpment above McDonnell Road- Building Restriction, land between escarpment and road retained as Rural General Zone.*

*Purpose: To retain the element of surprise as one enters Arrowtown through the retention of a buffer of green space. To avoid urban sprawl and ribbon development, while acknowledging the developments at Millbrook and Meadowpark. This relates to the role of Arrowtown as a town distinct from the surrounding Basin.*

Four key land uses are identified – town centre, historic residential, New Town (low density residential) and LDR Manse Road extension. It notes that the Rural General zone should be retained around the town. Specific comment is provided on the mixed use potential of land at Jopp Street.

*The Council-owned enclave at the end of Jopp Street (the former sewage treatment site) is seen as potential area for a mixed use zone. There are a number of options:*

*(1) Residential Development and community facilities.*

*(2) Community facilities; possibly recycling, recreation, and/or camping.*

*Residential development depends on a number of factors, particularly:*

- the potential effects of the development on the southern town limit on Centennial Road,*
- whether such a development would be considered a precedent for further development towards Arrow Junction,*
- whether the development can be assured to be comprehensively designed by Council and built to plan,*
- recognition of opportunity for provision of a diversity in housing stock for the town, such as affordable housing,*
- provision for public pedestrian linkages through between the Golf Course and River lands, and,*
- compatibility with inclusion of community facilities.*

The green network of reserves is recognised as an important asset that contributes to the character of Arrowtown. 100m greenbelt bands are sought either side of the approach roads.

Infrastructure is identified as an issue. The Plan regards the capacity as limited and considers that the sewerage line has capacity only for the development currently allowed for in the proposed District Plan, along with peak season visitor numbers. It states that the appropriateness of any expansion therefore needs to be considered.

**Comment** – This identifies the aspirations of the local community and provides a steer as to what local issues should be considered in terms of development and growth. It identifies possible areas where future expansion should be considered. The development of an Arrowtown Boundary can utilise this information and help to deliver some of the Plans objectives. However, it will need to be tested against up to date information and considered in the light of the RMA.

### **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. It recognises that it is not able to stop growth completely, but neither is it desirable for growth to be left unchecked. 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:

- that growth is located in the right places
- the type and mix of growth meets current and future needs
- high quality development is demanded

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.*

*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.*

*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).*

*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.*

*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.*

*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.*

- **Transportation Strategies:**  
Wakatipu Transportation Strategy (2007).  
This consist of a combination of complementary measures that focus on promoting Travel Demand Management (improving modal choice including walking and cycling), Public Transport (improved network coverage), Parking management (achieving an appropriate balance through supply, location and management measures) and Roothing (efficient movement and access, enabling multi modal use).
- **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** – Together these strategies provide a context for integrated planning and management of resources throughout the District. Amongst other things they promote compact urban areas, 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, and travel demand management which

promotes alternatives to the car. Introducing an Arrowtown Boundary is not only compatible with these objectives, it is a key tool to assist their delivery.

**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** – Council undertakes these studies to help monitor and interpret 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 in recent years and that the pressures for growth will continue into the future. They reveal that whilst there is some capacity for growth within Arrowtown over the short to medium term, this is likely to be used up by around 2020. A shortfall of about 149 dwellings is identified over the longer term time horizon of the Growth Management Strategy out to 2026. The Arrowtown Boundary can be used to address how this shortfall can be met.

**Arrowtown Design Guidelines (June 2006)**

These have been developed to provide assistance to the community, landowners, developers, designers, planners, Council and decision makers where restoration, alteration, development or redevelopment is proposed within Arrowtown. It recognises and analyses the special qualities and historic character of the town. The guidelines cover the whole of Arrowtown with a focus on the historic core, but also include recommendations for the ‘new’ town. It indicates ways to achieve cohesiveness throughout the town including the Arrow River which is regarded as an integral part of Arrowtown.

**Comment** – The guideline recognises that with sensitive design it is possible for new development to be compatible with the character and appearance of Arrowtown.

**Specific Research & Analysis:**

**Arrowtown Urban Boundary Resource Evaluation** – considered six key areas:

1. Landscape
2. Culture & Heritage
3. Geotech
4. Infrastructure
5. Community Facilities
6. Land Supply and Demand

**Comment** – The analysis indicates that there are a variety of resources available within the Arrowtown area. No fatal flaws have been identified that would prevent modest growth of Arrowtown’s urban area. However, it recognises that careful consideration will be required to determine the potential effects of any development and the ability of the environment to accommodate this in a way that is consistent with the sustainable management principles of the RMA. It indicates that areas on

the southern fringe of town have the greatest potential to accommodate further growth.

**Growth Scenario Assessment** – This considers possible development scenarios for five areas on the fringe of Arrowtown, derived from feedback to the Discussion Document. It provides site specific information and details of potential development yield. It also undertakes an Urban Design evaluation of these areas.

**Comment** – The analysis of these areas indicates that the existing boundary and two other areas (McDonnell Road – east and Jopp Street) perform well in terms of urban design criteria.

## 5. ISSUES

The key issues in relation to defining a boundary for Arrowtown are:

- WESI appeal – delivering on the commitment to define a boundary
- Growth Strategy – implementing urban containment and avoiding ad hoc development in the Wakatipu basin.
- Role of Arrowtown – defining the scale and function of the Local Centre
- Growth drivers – addressing demographic change, housing choice & affordability, second homes/visitor accommodation, economic growth & diversity, access to community facilities. Private Plan Change being prepared to enable growth.
- Land supply – addressing a potential shortfall of zoned and consented land.
- Infrastructure – identifying opportunities to utilise capacity and address constraints and needs.
- Character – protecting Arrowtown’s character and identity (particularly landscape setting and heritage) whilst meeting growth needs.
- Integration – promoting coherent growth and compatible activities.
- Community outcomes – implementing the Arrowtown Plan.

### 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). Arrowtown has been one of the fastest growing communities, experiencing a 27% population increase between 2001 and 2006.

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 around Arrowtown that are acknowledge to be of local, regional and even national significance. Arrowtown is an iconic tourist destination, attracting visitors from throughout the country and overseas.

### 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 there is a connection between land use planning and other plans, strategies and programmes for the District, and recognises the need for co-ordination.

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**

A range of consultation techniques and processes have been used in the preparation of this proposed Plan Change. The main methods are discussed below.

### **Discussion Document**

Two Discussion Documents have been prepared and made available to the community:

- Urban Growth Boundaries July 2008 – addressing the general concept and purpose of growth boundaries.
- Arrowtown Growth Boundary November 2008 – providing localised information and identifying potential issues and implications for the community.

For the Arrowtown Boundary, copies of the Discussion Document were available at the Arrowtown Library, the Lakes District Museum and other locations within the town. An extended consultation period was provided from the end of November through till mid February. This gave residents an opportunity to participate prior to Christmas and also enabled crib and second-home owners visiting during the holiday period to engage in the process.

### **Media**

A summary leaflet was circulated in the Mirror newspaper to all properties in Arrowtown. There has been extensive media coverage in the local press and on the radio. An item was also included in 'Scuttlebutt', the Council's newsletter, which is widely circulated throughout the District. Direct mailing was used to contact all out of town property owners.

### **Open Days**

Two drop in sessions were held at the Athenaeum Hall in Arrowtown on 18 December 2008 and 14 January 2009. Approximately 100 people attended (c55 Dec & c45 Jan).

### **Meetings**

Meetings have been held with a number of interested parties, including the Arrowtown Village Association. A Stakeholders Workshop took place on 19 January 2009 with representatives from five local groups.

### **Statutory Consultation**

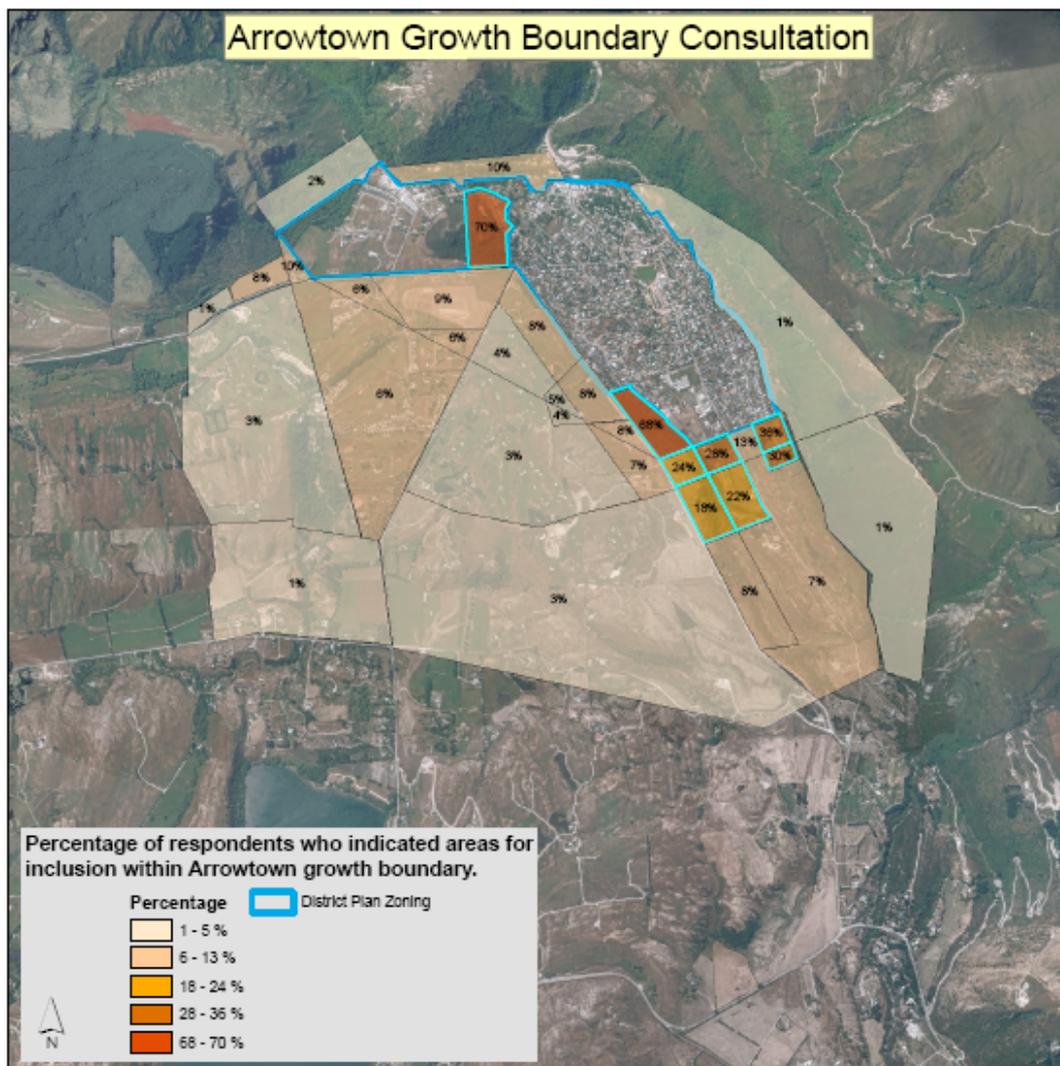
Consultation with the appropriate statutory consultees, as set out in Schedule 1(3) of the RMA, was undertaken alongside the Discussion Document process.

### **Feedback**

Through the above processes opportunity has been provided for feedback to be made to Council.

A total of 445 responses were received on the district wide Urban Growth Boundary Discussion Document in July 2008. Of these 419 related to Arrowtown, with 400 responses including a survey form undertaken by 'concerned Arrowtown residents' which indicated that the vast majority of respondents do not want Arrowtown to expand beyond its current residential boundary. Whilst the 'residents' survey provided an indication of public attitudes to further residential development, it was conducted on a different basis to the Discussion Document and in the absence of local information relevant to Arrowtown.

266 responses were received in response to the Arrowtown Growth Boundary Discussion Document. This indicated a conservative approach to growth with 43% supporting a 'no growth' option. However, there was not a consensus within the Arrowtown community on how to address growth. Key themes that were identified included the unique/special character of Arrowtown, the village atmosphere, its history and attraction to visitors, the size and its walkability, and that the golf courses provided a buffer around the town. Some concern was expressed over the state and capacity of the infrastructure networks. A range of growth needs were identified. Residential was the most significant category, with some more specific references to housing for the elderly. Other categories included community facilities and tourist facilities. Whilst the majority wanted to focus growth within the current boundaries, almost two thirds of respondents provided maps, many of which included areas outside existing urban zones. Spatial analysis of the maps indicates a strong preference for any expansion to be on the southern side of Arrowtown.



**Comment** – There is clearly a significant level of interest in growth issues within Arrowtown, and a desire to see effective management to preserve the identified qualities and characteristics of the area. Feedback from the consultation processes can be taken into account in the preparation of the proposed Plan Change. An Urban Boundary can help to address many of the issues identified by the community and provided more certainty as to the scale, nature and location of growth.

## **7. PURPOSE OF THE PLAN CHANGE**

The proposed Plan Change is intended to define an Urban Boundary for Arrowtown. It aims to establish a context that will promote sustainable management by:

- Managing the scale and location of growth – to generally achieve the outcomes of the Arrowtown Plan and other plans and strategies such as the LTCCP and the Growth Management Strategy.
- Achieving a cohesive urban area – co-ordinating and integrating new development in a way that reflects local circumstances, including the areas heritage values, 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 Arrowtown and promoting an accessible community that enhances social capital and the sense of community ownership.
- Achieving urban containment – safeguarding rural land resource, including landscapes, by preventing urban sprawl and preserving the setting of Arrowtown within the landscape.
- 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 Arrowtown within the wider landscape.

The Plan Change will introduce details to the planning maps that will enable District Plan objectives, policies and rules to be implemented, and specific policies related to the implementation of the Arrowtown Boundary.

Applications for resource consents and Plan Changes that promote urban growth in and around Arrowtown will need to have regard to the Arrowtown Boundary 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 to address the range of additional issues identified in Section A5 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 change to the planning maps or policy

<b>Benefits:</b> No additional costs for a Plan Change to define the urban boundary and establish any principles for growth around Arrowtown.	<b>Costs:</b> There would be increased compliance cost interpreting the policy framework (PC 30) and applying the sequential approach in the Arrowtown context.  There is considerable potential for inconsistent interpretation of the policy framework (PC 30) and resultant decisions.
<b>Efficiency:</b> In the face of known growth requirements, it would be less efficient for development proposals to go through the sequential approach to land release in an abstract/generic way, rather than responding to a defined boundary and clearly specified approach to future growth for the locality.	
<b>Effectiveness:</b> This approach would not respond to those issues now identified for Arrowtown, including those identified in the Arrowtown Plan. This would not be an effective way to sustainably manage the identified resources. It is highly likely that this approach would fail to provide an effective means of ensuring consistent administration of the District Plan, or co-ordination and integration with other plans and strategies.	
<b>Risk of acting or not acting:</b> Given that there is evidence of future growth requirements, there is a risk that failing to provide the right context for growth may result in the needs not being adequately met. Conversely growth may occur, but in a random and haphazard way with sub optimal outcomes.	
<b>Appropriateness in meeting purpose:</b> This approach lacks the necessary clarity and certainty required to administer sustainable growth for Arrowtown. It is therefore an inappropriate approach.	

**Option 2: Plan Change to introduce an Urban Boundary and Policies for Arrowtown**

<p><b>Benefits:</b> Provides clarity as to where growth will occur and what the guiding principles for development will be.</p> <p>Provides a means to implement aspects of the Arrowtown Plan.</p> <p>Is likely to add value to land included within the boundary, due to the potential increase in the range of anticipated activities.</p>	<p><b>Costs:</b> A Plan Change process is required. This will incur administrative cost for Council and any submitters. Further Plan Changes would be required at a later date to rezone any new growth areas included within the boundary.</p> <p>This approach could restrict certain activities and forms of development within future growth areas. It would also restrain urban development proposals beyond the defined boundary.</p>
<p><b>Efficiency:</b> Providing a context for future development and growth related investment will enhance the ability to make efficient decisions.</p>	
<p><b>Effectiveness:</b> Defining a boundary is an effective way of focusing growth.</p> <p>It is more effective to provide a context and principles to guide future growth, rather than attempting to prejudge future circumstances by making detailed decisions now as to the specific form of development that may be required in the longer term.</p> <p>It will enable more effective integration between the District Plan and other plans and strategies for the area.</p>	
<p><b>Risk of acting or not acting:</b> If additional growth areas are included within the boundary, the absence of more detailed provisions could provide some uncertainty as to how future growth will be implemented. However, this is balanced by the need to rezone growth areas or to obtain resource consent.</p>	
<p><b>Appropriateness in meeting purpose:</b> This approach strikes a reasonable balance between identifying future growth needs and planning for eventual development. It is therefore considered an appropriate means of achieving the Plan’s objectives and policies for managing a sustainable pattern of growth and the purpose of RMA.</p>	

**Option 3: Alternative scope for Plan Change to include Rezoning and Rule changes in addition to defining a boundary**

<p><b>Benefits:</b> Only one Plan Change would be required to make provision for growth over the next twenty years.</p> <p>It would increase the value of rezoned land included within the boundary.</p>	<p><b>Costs:</b> A complex Plan Change process would be required. This will incur significant administrative cost for Council and any submitters. It may also cause delays in making the provisions operative.</p> <p>This may reduce the productive use of agricultural land in the short term as it gives an impression that development is imminent, hence investment in farming could be reduced.</p>
<p><b>Efficiency:</b> If it is possible to accurately define all the planning provisions at this stage there could be efficiencies in doing a single plan change process. However, if the provisions prove to be inappropriate over time this will generate a need for amendments or further land release which would be less efficient.</p>	
<p><b>Effectiveness:</b> Prejudging the specific details of longer term development needs is inherently difficult to do with a high degree of accuracy. It is therefore likely to be less effective to provide fine grain planning provisions now, compared to closer to the time that the development is required.</p>	
<p><b>Risk of acting or not acting:</b> The community's needs and the form of development required to meet these needs may change over time. Rezoning now could encourage development sooner than is required, and this may not be what is needed over the longer term. It may also produce rules and standards that are inappropriate for the end use that is ultimately needed.</p>	
<p><b>Appropriateness in meeting purpose:</b> Given the existing land supply within Arrowtown, it is considered premature to rezone and release additional land for development at this stage. 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. This approach is therefore not considered appropriate.</p>	

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

<p><b>Benefits:</b> 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><b>Costs:</b> 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><b>Efficiency:</b> The use of multiple regulatory mechanisms would be less efficient than a single planning based regime.</p>	
<p><b>Effectiveness:</b> 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><b>Risk of acting or not acting:</b> 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><b>Appropriateness in meeting purpose:</b> 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 2 has been identified as the most appropriate and preferred approach along which to progress a proposed Plan Change.

Specific provisions have been drafted in line with this option. These are evaluated in the following sections.

## 9. PLAN PROVISIONS (A) – APPROPRIATENESS OF OBJECTIVES

Section A3 above identifies the relevant current objectives for managing urban growth. However, since these became operative new research has identified a number of further issues (Section A5). Given the change of circumstances a new Objective has been identified and is being progressed through Plan Change 30. The appropriateness in terms of meeting the purpose of the RMA in the context of this Plan Change is examined below:

<p><b>Objective: Sustainable Management of Development</b>  PC 30 – <i>The scale and distribution of urban growth is effectively managed to ensure a sustainable pattern of development is achieved.</i></p>	
<p><b>Purpose of Act:</b>  To promote the sustainable management of natural and physical resources.</p> <p>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:</p> <p>(a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and</p> <p>(b) Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and</p> <p>(c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment.</p>	<p><b>Appropriateness of Objective:</b>  The proposed Objective set out in Plan Change 30 is consistent with the provisions of the RMA.</p> <p>It provides a policy framework that supports more detailed work to establish site specific boundaries for individual settlements. This enables the needs and characteristics of communities to be considered on an individual basis.</p> <p>The objective supports an integrated approach to sustainable management of resources, and enables Council to carry out its functions efficiently and effectively</p>

### Assessment –

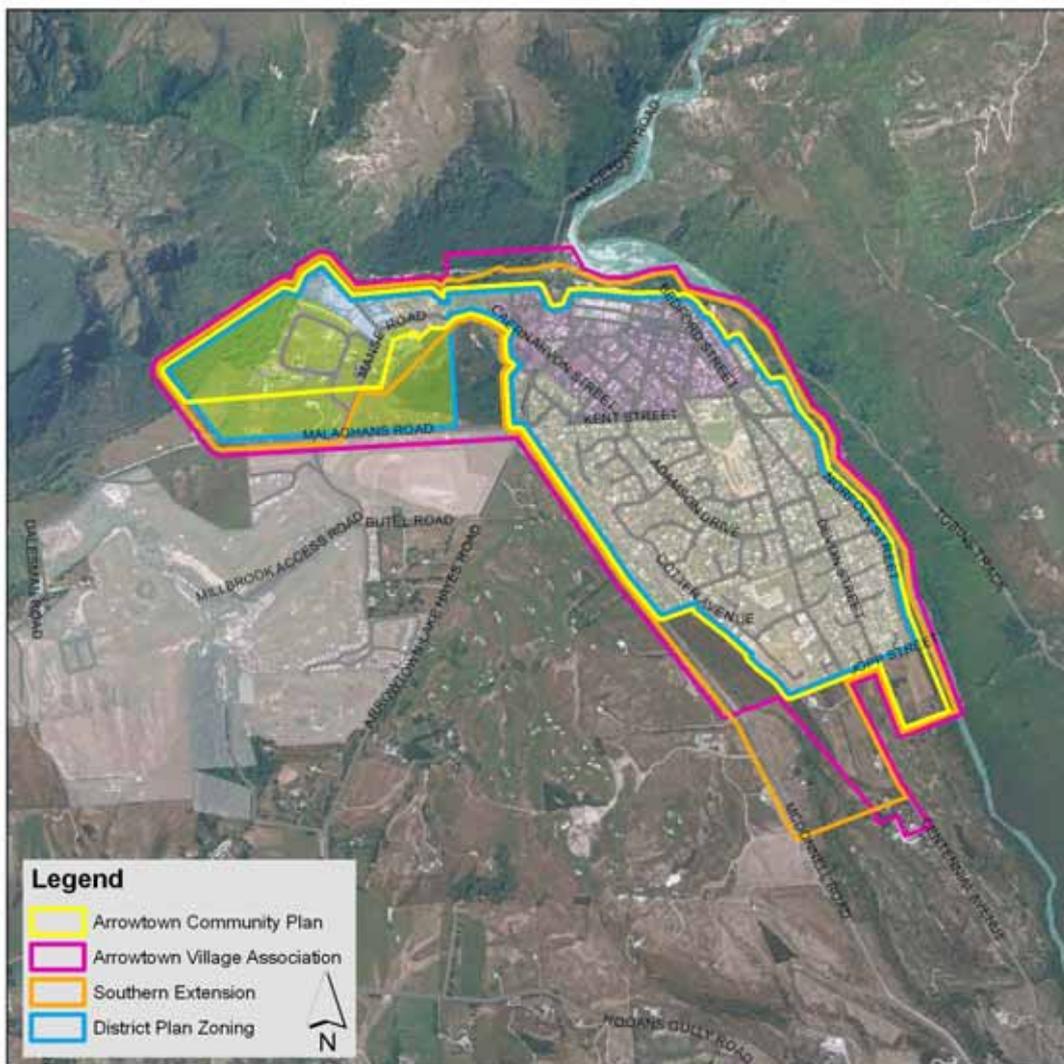
This Objective provides an appropriate policy framework within which Urban Boundaries can be established and defined. It represents an appropriate way of achieving the purpose of the RMA. It is therefore considered appropriate for PC 29 Arrowtown Boundary.

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

Four alternative approaches to defining an Urban Boundary for Arrowtown are covered by this section. These are:

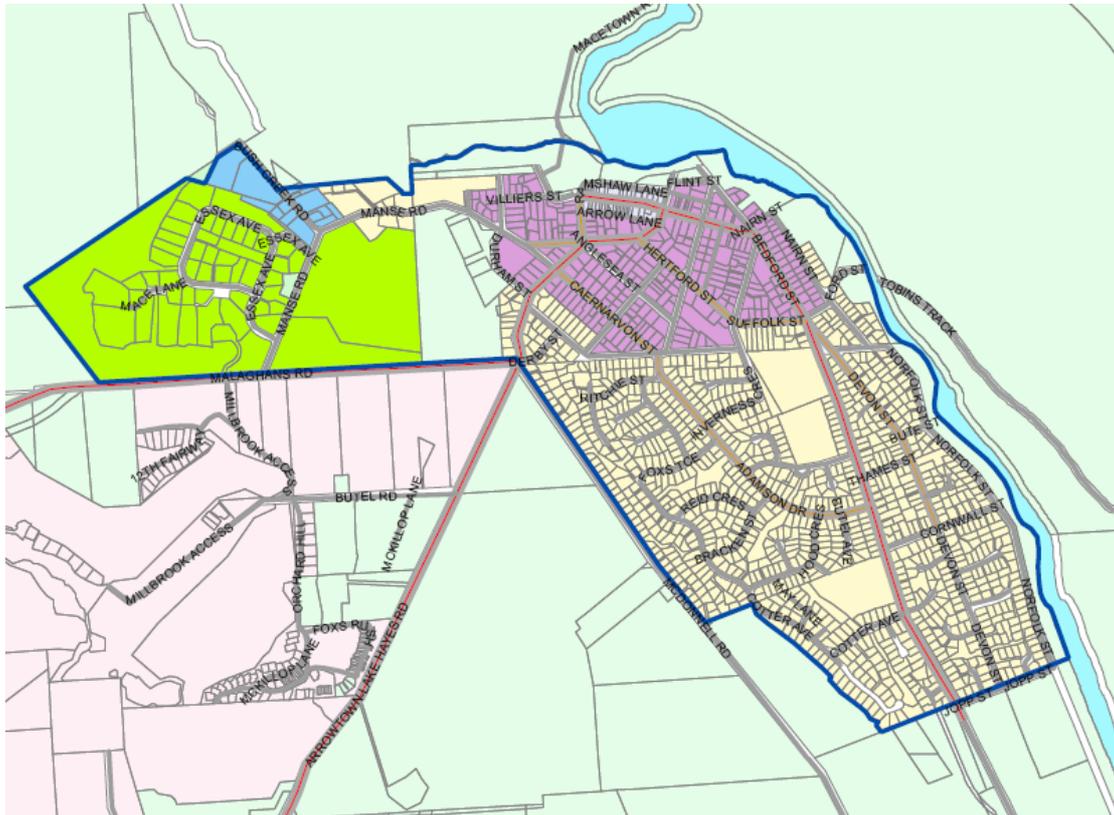
1. Introduction of a tight Urban Boundary that supports internal growth
2. Introduction of an Urban Boundary that enables modest growth
3. Introduction of a looser Urban Boundary
4. Introduction of an alternative Urban Boundary

The Discussion Document identified a number of possible approaches to defining Arrowtown's Boundary. These have been used in the evaluation of options below.



## Alternative 1: Introduction of a tight Urban Boundary that supports internal growth

This option broadly reflects the boundary alignment indicated in the Arrows Town Plan, primarily utilising the outside edge of the District Plan's urban zones. It also includes some reserve areas on the urban fringe that are part of the town's recreational and amenity resource. Policy provisions provide a local context to guide future land use proposals.



<p><b>Benefits:</b></p> <p>This approach will help to contain the physical size of the settlement. This will support an accessible/walkable community.</p> <p>A tight boundary will help to maintain the setting of the settlement within the landscape.</p> <p>It will help to focus growth and promote effective utilisation of existing urban resources.</p> <p>This approach may contribute to redevelopment of some existing properties, enabling standards to be upgraded. This can help to improve energy efficiency and create a healthier</p>	<p><b>Costs:</b></p> <p>It is unlikely that the identified growth projections for the community will be able to be adequately met, leading to a housing shortage sometime after 2020.</p> <p>Restricting the supply of development land whilst demand remains high is likely to result in an increase in land and property values which could further exacerbate problems of affordability for local households. This can have a wide range of social implications as well as impacts on local service provision due to certain sectors of the community not being able to live locally.</p> <p>This will increase pressure to use holiday homes and cribs for permanent year</p>
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<p>living environment. It may also provide opportunities to secure urban design enhancements.</p> <p>It establishes the principles to guide future urban development and land use.</p> <p>It is broadly consistent with the Arrowtown Plan and provides a means to give aspects of it statutory weight.</p> <p>It recognises that the contribution that the riverside reserves and Feehly's hill make to the recreational and amenity value of the town.</p> <p>It reflects the general community view on restricting urban growth.</p>	<p>round accommodation. This will reduce the supply of visitor accommodation, which could have an adverse effect on the local economy. Reducing the seasonality of occupation may also have an adverse effect on the character of Arrowtown.</p> <p>It will increase intensification within the existing urban area, which could pose a threat to the recognised character and amenity values.</p> <p>Restricting land supply may displace growth to another area.</p>
<p><b>Efficiency:</b> This approach will promote more efficient use of existing urban resources to meet the predicted growth.</p> <p>However, restricting land supply to less than that required to meet the future needs of the community is not an efficient way of managing resources as it can result in a build up of latent demand.</p>	
<p><b>Effectiveness:</b> Whilst this approach may be effective in managing the size of Arrowtown, it would be less effective in meeting the needs of the community, especially residential accommodation.</p> <p>This is an effective way to limit urban expansion in the short to medium term, but it would not provide effective guidance for where any longer term growth beyond the boundary should occur, if this is proved necessary.</p> <p>It will be an effective way to encourage utilisation of existing urban resources.</p>	
<p><b>Risk of acting or not acting:</b> Given the data on growth projections there is a reasonable risk that restricting land supply for growth may result in the future needs of the community not being met.</p> <p>If demand for development remains high it is likely that there will be increased pressure to meet this through intensifying the use of land within the urban boundary. Whilst it would be uncertain as to how this would manifest itself, it could result in ad hoc developments. This may erode the current density and have an adverse effect on the character and amenity of the urban area.</p> <p>The unsatisfied development needs could be displaced to other locations. It is unclear where this may be or what the impacts of this could be. This could impose pressure on other communities. It may also encourage other forms of development to occur in the general area eg increasing rural living around the urban fringe.</p> <p>However, this risk can be managed through monitoring development rates, land supply and growth projections. This can be used to inform future decisions on</p>	

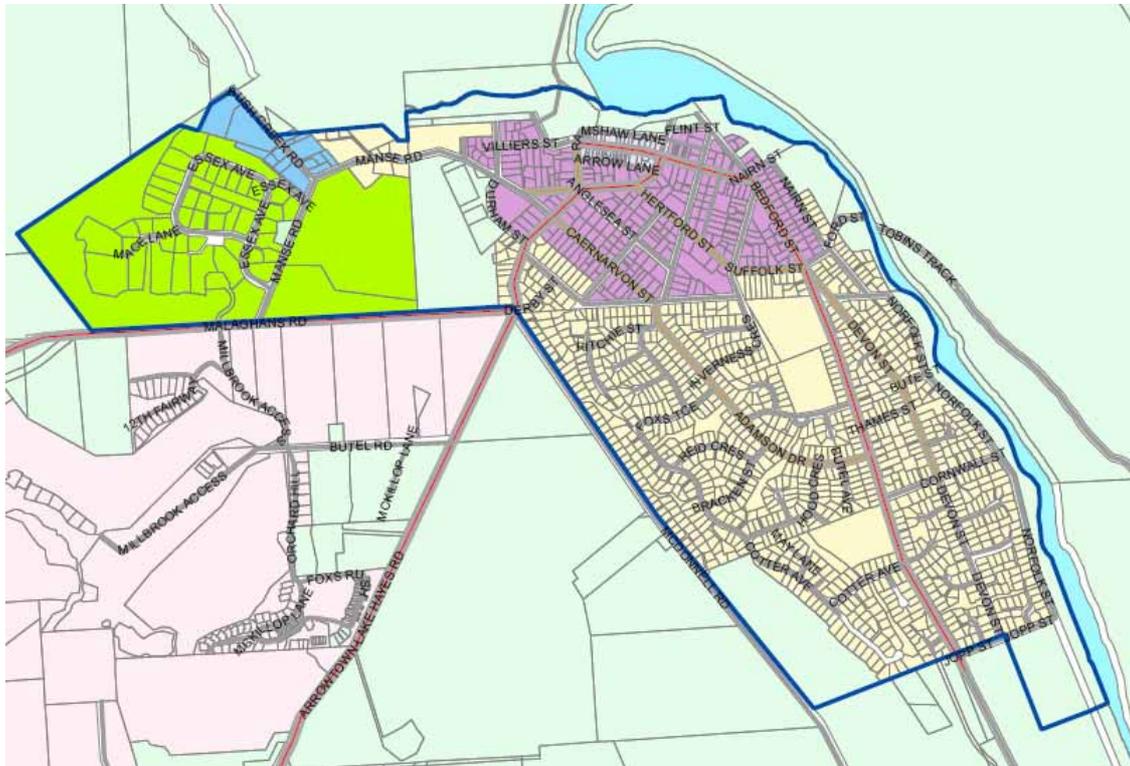
whether there is a need to review the boundary.

**Appropriateness in meeting objectives:**

This approach may not address all aspects of the quadruple bottom line for Arrowtown. In particular it might be difficult to provide for the community's social wellbeing due to an inadequate supply of local housing. However, meeting the reasonably foreseeable needs of future generations needs to be balanced against the cultural identity of the area and its landscape setting, both of which are important factors in attracting tourists – a significant economic issue for the town and the District. Consideration also needs to be given to the broader strategic situation. Monitoring of the District's dwelling capacity indicates that there is sufficient residential land available to meet the District's overall growth projections. Furthermore, this approach reflects the community's conservative approach to growth, and is consistent with the Growth Management Strategy. It is therefore considered that this is an appropriate way of meeting the objective.

## Alternative 2: Introduction of an Urban Boundary that enables modest growth

This option allows for additional land to be included within the boundary compared to Alternative 1. Two growth areas are included at McDonnell Road and Jopp Street on the south side of Arrowtown, outside but adjacent to the current urban zones. Policy provisions would be provided to guide future development and land use.



### Benefits:

This approach will enable the majority (79%) of the identified growth needs of the community to be met.

It provides a degree of choice and flexibility for future growth.

Growth areas are contained within the landscape.

It utilises previously developed land at Jopp Street and could assist with remediation of a contaminated site.

The inclusion of publicly owned land provides opportunity to consider different approaches to development.

This approach may contribute to redevelopment of some existing properties, enabling standards to be upgraded. This can help to improve energy efficiency and create a healthier

### Costs:

Based on the development scenarios for the growth areas included within the boundary there would still be a shortfall of about 32 dwellings over the period to 2026.

This approach will increase the urban footprint of Arrowtown and enable a modest amount of urban development to encroach on the Wakatipu basin, contrary to provision 1c of the Growth Management Strategy.

<p>living environment. It may also provide opportunities to secure urban design enhancements.</p> <p>It provides a degree of certainty for the market and infrastructure and service providers.</p> <p>It is broadly consistent with the Arrowtown Plan and provides a means to give aspects of it statutory weight.</p> <p>It establishes the principles to guide rezoning and development in future growth areas.</p> <p>It recognises that the contribution that the riverside reserves and Feehly's hill make to the recreational and amenity value of the town, and that the landscape setting is an important part of the town's character and identity.</p> <p>It reflects the preferred growth areas identified from public consultation.</p> <p>Including land within the proposed boundary will generally increase the potential range of activities that can take place on it. This is likely to increase the land's value.</p>	
<p><b>Efficiency:</b> This is an efficient way to plan for development and service delivery. It enables infrastructure and utility operators and other service providers to understand where development will occur and plan for its delivery in a co-ordinated manner.</p>	
<p><b>Effectiveness:</b> Whilst this option does not fully address the identified shortfall in residential units, it provides an effective balance between meeting the projected growth demands and preserving the character, setting, amenity and heritage values of Arrowtown.</p>	
<p><b>Risk of acting or not acting:</b> It is unclear how significant the impact of not fully meeting the shortfall in housing need will be. However, this is not irreversible and the situation can be monitored. This would enable the boundary to be reviewed as and when it may become necessary. There is also sufficient land supply available elsewhere in the District to cater for growth needs at a strategic level.</p> <p>The effects of increasing development densities within this boundary in order to meet the projected growth needs are uncertain, but could cause adverse effects on the town's character and amenity values.</p>	
<p><b>Appropriateness in meeting objectives:</b></p>	

Whilst this provides a reasonably balanced approach to supply and demand it would not be consistent with the District's Growth Management Strategy (1c).

There is also a risk that further urban growth could undermine the character of Arrowtown and have an adverse effect on tourism and the local economy.

As such, this approach is not considered to be the most appropriate way of meeting the Plan's objectives and the purpose of the RMA.

### Alternative 3: Introduction of a looser Urban Boundary

This option reflects the Southern Extension/Arrowtown Village Association concepts and would include more land within the boundary than Alternatives 1& 2. It provides scope for lower density development to mitigate landscape effects.

<p><b>Benefits:</b> This approach provides potential for the identified needs of the community to be met.</p> <p>Incorporating more land within the growth boundary will provide increased flexibility when considering the form of development, including the overall density and the ability to provide more extensive areas of landscaping and open space.</p> <p>The inclusion of publicly owned land provides opportunity to consider different approaches to development.</p> <p>Provides a proactive approach to managing development in areas perceived to be at high risk from development on the urban fringe.</p> <p>It recognises that the contribution that the riverside reserves and Feehly's hill make to the recreational and amenity value of the town.</p> <p>It reflects the general view that growth should be retained within the golf courses.</p> <p>Including land within the proposed boundary will generally increase the potential range of activities that can take place on it. This is likely to increase the land's value.</p> <p>This approach recognises that certain reserve areas on the urban fringe contribute to meeting the needs of Arrowtown's urban community and are important to the setting of the town.</p>	<p><b>Costs:</b> Runs the risk of ribbon development extending along prominent approach roads to the town's southern gateway.</p> <p>Could result in more land being taken out of agricultural use than is necessary.</p> <p>A lower density form of development, aimed at reducing landscape impact, would result in larger section sizes with higher values. Whilst this would contribute to the range of housing stock in the area it would be unlikely to address the needs for more affordable housing.</p> <p>This approach would enable development in more prominent locations that are less well contained within the landscape. It is also more reliant on the adjacent golf courses defining the boundary and acting as buffers.</p> <p>Lower density development could be more expensive to service with infrastructure.</p> <p>This would result in an increased amount of urbanisation that is more remote from the centre of Arrowtown and existing community facilities, thus increasing the need to travel.</p>
<p><b>Efficiency:</b> Potential over supply of development land can reduce the efficiency of service delivery as outcomes could be more variable.</p> <p>An over supply of land may not encourage or result in the efficient use of urban resources.</p>	

Development at lower densities will result in less efficient use of urban resources.

**Effectiveness:**

There is already a range of 'lifestyle' blocks and rural residential property available within the Wakatipu basin. Such development is aimed at a different market than sub urban residential development. It is therefore unlikely to meet the needs of the urban based population of Arrowtown.

The northern boundary of Bush Creek Reserve is difficult to define on the ground. This reduces the clarity and effectiveness of the boundary.

Alternative/additional methods have been identified in PC 30 to protect land in the rural areas outside growth boundaries. It is not therefore necessary to include areas such as Centennial Ave in order to achieve effective control over urban growth.

**Risk of acting or not acting:**

There is a risk that rather than providing a wider range of amenity benefits such as open space, future development may seek to utilise higher densities than required to meet the projected growth requirements. This could result in unnecessary urbanisation with adverse effects on the landscape and increase the amount of travel to access facilities within the town centre.

Uncertainty over the final form of development could create difficulties with designing appropriate forms of infrastructure to service the area.

There is a risk that large scale urban growth would undermine the character of Arrowtown and have an adverse effect on its attraction to tourists which could compromise its main economic strength.

**Appropriateness in meeting objectives:**

Whilst this approach could meet the identified growth needs of the community and it may be possible to mitigate some of the effects of development through the use of lower densities of development, this would not be an appropriate way of achieving a sustainable pattern of development to meet the urban growth needs of Arrowtown. In particular it would have adverse effects on the landscape and setting of Arrowtown, and result in less efficient utilisation of resources.

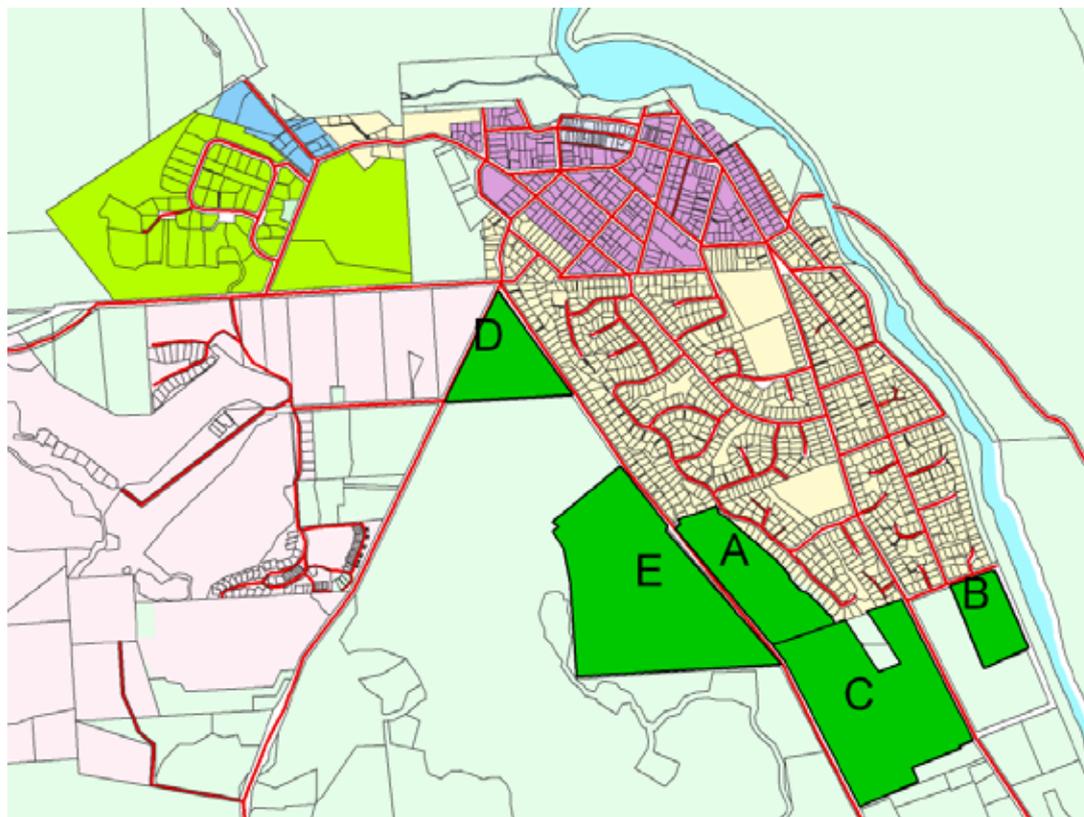
It is also not consistent with the District's Growth Management Strategy.

As such, it is not considered an appropriate way of meeting the Plan's objectives.

## Alternative 4: Introduction of an alternative Urban Boundary

This option would include different areas within the growth boundary compared to Alternative 1, 2 & 3.

Based on the responses to the Discussion Document five potential areas have been identified and considered. These are set out below:



- A) McDonnell Road (east)
- B) Jopp Street
- C) McDonnell Road – Centennial Avenue
- D) McDonnell Road/Lake Hayes Triangle
- E) McDonnell Road (west)

<p><b>Benefits:</b></p> <p>The use of alternative sites will enable the projected growth demands to be met – providing opportunity to meet the community’s needs locally.</p> <p>This approach could increase flexibility and choice within the housing market, including potential for more affordable housing.</p> <p>Including alternative sites within the boundary will generally increase the</p>	<p><b>Costs:</b></p> <p>Analysis of sites C &amp; E indicates that there is potential for development to exceed the identified needs of Arrowtown. This would result in unnecessary urbanisation.</p> <p>Cumulatively these sites could result in more land being taken out of agricultural use than is necessary.</p> <p>Sites C, D &amp; E will have a greater impact on the landscape and setting of</p>
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<p>potential range of activities that can take place on the land. This is likely to increase its value.</p>	<p>Arrowtown. It is also more reliant on the adjacent golf courses defining the boundary and acting as buffers.</p> <p>Lower density forms of development, aimed at reducing landscape impact would result in larger section sizes with higher values. Whilst this would contribute to the range of housing stock in the area it would be unlikely to address the needs for more affordable housing.</p> <p>Lower density development could be more expensive to service with infrastructure.</p> <p>Areas C and E would result in an increased amount of urban development in areas that are more remote from the centre of Arrowtown and existing community facilities, thus increasing the need to travel.</p> <p>Increasing the potential for greenfield development can result in new investment being directed away from regeneration and enhancement schemes.</p>
<p><b>Efficiency:</b> Development occurring at multiple locations can be more complex to co-ordinate and may reduce the efficiency of infrastructure, utility and service planning for the area.</p> <p>An over supply of land may not encourage or result in the efficient use of urban resources.</p>	
<p><b>Effectiveness:</b> Urban design analysis indicates that areas A &amp; B perform better than C, D &amp; E.</p> <p>Sites C, D &amp; E would broach clearly defined existing urban edges, extending development into more open rural areas. This would not be an effective way of achieving urban containment, or safeguarding the setting of the Arrowtown.</p> <p>Sites C &amp; D are more remote from the town centre and existing community facilities than the other sites. They are also less well related to the existing urban area. Accordingly they would be less effective at achieving cohesive urban areas and reducing the need to travel.</p> <p>An over supply of land for future growth would not be an effective way of achieving the Objective of Plan Change 30 or the District's Growth Management Strategy.</p>	
<p><b>Risk of acting or not acting:</b> There is a risk that future development may seek to utilise higher densities than required to meet the projected growth requirements. This could result in unnecessary</p>	

urbanisation with adverse effects on the landscape and increase the amount of travel to access facilities within the town centre.

Uncertainty over the final form of development could create difficulties with designing appropriate forms of infrastructure to service the area.

Providing an over supply of land may reduce the certainty as to where or when development will occur.

Breaching established urban edges, particularly in sites C, D & E could weaken the case for urban containment, and may set an undesirable precedent. These areas are also more reliant on the adjacent golf courses defining the boundary and acting as buffers.

There is a risk that large scale urban growth would undermine the character of Arrowtown and have an adverse effect on its attraction to tourists which could compromise its main economic strength.

**Appropriateness in meeting objectives:**

Whilst alternative sites can provide for some or all of the identified growth needs of Arrowtown, they would not perform as well as other options. In particular they would have adverse effects on the landscape and setting of Arrowtown, and result in less efficient utilisation of resources. Overall the alternative sites C, D & E would not provide an appropriate means of delivering a sustainable pattern of development as set out in PC 30.

### **Assessment of Alternatives**

Alternatives 3 & 4 would have the most significant effects on the environment and character of Arrowtown. For the reasons stated in assessing these individually, neither is considered the most appropriate option for the proposed Arrowtown Boundary.

Alternatives 1 & 2 have various merits. They are both broadly consistent with the Arrowtown Plan and reflect a conservative approach to growth. They have easily recognisable boundaries that integrate well with the existing settlement pattern and landscape. The range of environmental effects is limited.

Whilst option 2 would be better able to meet the projected growth needs of the community, it is not consistent with the Growth Management Strategy (1c).

Option 1 on the other hand meets the expectations of the Growth Management Strategy and is most closely aligned with the general community view on urban growth. Due to the significant environmental sensitivities that exist in and around Arrowtown, including its landscape and historic values, and its iconic status as a tourist destination it is considered that a precautionary approach to growth is appropriate.

Conclusion – On balance Alternative 1 is considered to represent the most appropriate way of achieving the Plan's objectives, and is therefore the preferred option for the proposed Arrowtown Boundary.

## 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 29 is considered to promote the purpose of the RMA, as set out in Part 2 of the Act.

In particular PC 29 will achieve sustainable management of Arrowtown's natural and physical resources by addresses the following parts of the RMA:

- The proposed Arrowtown Boundary 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 the Arrowtown Boundary 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 29 is considered necessary in order to respond to the growth pressures in and around Arrowtown, 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 Arrowtown'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.

It takes account the community's aspirations for Arrowtown, whilst striking a reasonable balance between land supply and growth demand.

## **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.
- 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
- Arrowtown Growth Boundary Discussion Document – QLDC, November 2008
- Arrowtown Plan – Arrowtown Workshop Project Team, March 2003
- Arrowtown Urban Boundary Resource Evaluation – QLDC, 2009
- Arrowtown Growth Scenario Assessment – QLDC, 2009
- Wakatipu Transportation Strategy – QLDC, 2007
- Asset Management Plans – QLDC, 2006
- Arrowtown Design Guidelines – QLDC/Arrowtown Heritage Trust, June 2006