

in the consent processes under the Resource Management Act 1991 and the Building Act 1991. The Council also considers that a co-ordinated approach between agencies is needed to monitor how the long term trends in land use practises and patterns may increase the vulnerability of communities to natural hazards. Emergency response plans are being continually refined to help the community in times of a disaster.

Education about the consequences of earthquakes, drought, and fire is considered the most practical means to mitigate these hazards. In addition, education about water use is also required. With respect to earthquakes and fire, the Building Code under the Building Act 1991, which the Council administers, sets standards so buildings will take into account the risk of buildings to earthquakes and fire. However, the Council will also ensure buildings and other structures are located away from or mitigate the effects of active faults that may rupture in the future.

### **River Flooding**

The large deltas of the Rees/Dart, Makarora, Hunter and Matukituki Rivers are locations which could be attractive for developments, but which are susceptible to flooding. In addition, the District's lake edges are also at risk from flooding, if the water entering the lakes from the surrounding rivers can not be carried away by the outlet. The floodplains of the Shotover River and Cardrona River are well defined, and because of this, development has been controlled in these areas.

The Council recognises that controls on the building or relocation of residential units are required to limit or control the nature of development in floodable areas. However, there may be situations where a number of assets may be reliant on protection works such as stopbanks or groynes. Where removal of these assets is unacceptable due to practical difficulties then establishment and maintenance of protection works, which would be financed either by the people concerned, or the Council, or the Otago Regional Council, depending on the circumstances.

### **Land Instability**

Large areas of the District are subject to problems in respect of land stability including landslides, rockslides, gully erosion and other land instability problems.

Past experience indicates that despite the construction of protective retaining walls, if a major storm or an earthquake occurs buildings will still be vulnerable to slope movement. The greater the value of the asset the greater the costs will be if damage occurs. Therefore limiting development or establishing the appropriate mitigation measures in these areas will limit the potential loss and damage to property.

Geological information shows a number of active faults in the District. In considering an application for a building the Council will require a site assessment showing how the building would mitigate or avoid the risk of being directly damaged due to a fault rupture.

## **4.8.4 Environmental Results Anticipated**

Implementation of the policies and methods relating to natural hazards will result in:

- (i) The collation and provision of clear information outlining the natural hazards risks to all sites with potential to be adversely affected by natural hazard occurrences in the District.
- (ii) The implementation of emergency response procedures, in conjunction with the Regional Council, whenever there is a significant risk to people and property from natural hazards in the District.
- (iii) The location of new subdivision and development away from areas at high risk from natural hazards.
- (iv) Reduce incidence and severity of localised flooding and land slip.

## **4.9 Urban Growth**

### **4.9.1 Introduction**

The manner and rate in which urban growth occurs has a major bearing on resource use, social and economic well being and environmental quality. The District has faced major changes in the past as a result of cyclical urban growth pressures.

The District is a desirable place to live and work in, as witnessed by continued population growth. The people and communities who make up the District are facing new and different challenges. The fundamental consideration is to ensure continued growth is managed in a way which sustains the District's resources, character and amenities.

## 4.9.2 Issues

The Council can play an important role in the sustainable management of growth as it relates to other important District wide issues, including protection and enhancement of the landscape and avoiding the adverse effects of development on the natural and physical resources of the District. It is not possible to be precise about the level of growth to be planned for, but increased growth is anticipated in:

- tourism and visitor numbers
- hotels and visitor accommodation
- housing demand
- increased range and scale of retail activity
- increased demand for educational and recreational facilities such as schools.

The District Plan anticipates that most of the growth will occur within the existing and proposed residential zoned areas. This growth will comprise both residential and visitor accommodation units. Urban growth will result in changes to the natural and built environment and has the potential to affect the character of the District in terms of its impact on landscape amenity, provision of infrastructure, and the social and economic well being of the community.

The principal issues identified are:

- the management of urban growth in order to protect water resources and ground water recharge, safeguard the life supporting capacity of soils, wetlands and air, avoid natural hazards including sheer slopes and flood plains and protect and enhance landscape values and visual amenity.
- the lifestyle preferences of the District's present and future population.

- the effects of urban growth on the identity, cohesion, and economic and social well being of the existing residential, farming and settlement communities.
- the effects of expanding visitor accommodation development on the retention of residential housing and neighbourhoods.
- the provision of efficient public transport services for the benefit of both residents and visitors.
- how best to accommodate urban growth.
- the effect on energy use.
- the effect on access to facilities and services, i.e. health, education and shops.
- the effect on the major infrastructure resources such as the airports, sewerage, treatment works, landfills, recreation facilities.
- the needs of the takata whenua. (Refer to Section 4.3)

## 4.9.3 Objectives and Policies

### 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 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.*

## Implementation Methods

Objective 1 and associated policies will be implemented through a number of methods:

### i District Plan

- (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.
- (c) Subdivision and development policies which safeguard the life supporting capacity of the District's soils and outstanding landscape areas.
- (d) Residential and urban zones which protect the existing urban areas.
- (e) To provide strong policy direction to ensure opportunities exist for new urban growth.

### Explanation and Principal Reasons for Adoption

The Council recognises the need for opportunities to be provided for urban growth, in a location and form which preserves the significant natural resource and amenity values of the District.

The various communities in the District have indicated they wish the Council to protect the environment. This is seen to include rivers and lakes, the sustainable management of land, and scenic and visual amenities.

The pattern of urban growth is important to sustainable management of the District's natural resources in terms of protecting or enhancing matters such as water and air quality, the life supporting capacity of soils and ecological values.

### 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 cluster growth of visitor accommodation in locations closest to town centres so as to preserve areas beyond this narrow ring for residential development.*
- 2.3 *To protect the living environments of existing low-density residential areas by limiting higher density development opportunities within these areas.*

### Implementation Methods

Objective 2 and associated policies will be implemented through a number of methods including:

### i District Plan

- (a) Identification of a rural-urban interface for larger towns and small settlements in order to enhance the character of urban areas.
- (b) Residential zones and visitor accommodation zones that protect the character and functioning of urban areas to include identification and protection of appropriate lower-density residential areas..
- (c) Zoning provision to provide for new urban growth so as to achieve a sustainable balance between residential and visitor accommodation activities.

### Explanation and Principal Reasons for Adoption

The character of urban areas is dependent on the relationship of those areas to the landscape and compact nature of settlement within the landscape. Proposals for new urban growth and development should seek to enhance

that relationship. Much of the mountain, hill and lakeshore areas have outstanding landscape value and are the key to the District's identity and its social and economic well being.

The policies focus on the social well being of the communities and in particular residential or "community cohesion". Within a management regime which focuses more on the physical effects of activities it is easy to overlook the importance of community well being and social effects. There are many factors which contribute to community well being including, commonality of aspirations, outlook, purpose and interests. Each of these interacts with the others to give rise to a sense of community at both a general level, or at a residential neighbourhood level.

One of the major issues to have impacted on the character and form and functioning of future urban growth is the protection of the current low-density and high-density residential living environs from displacement by visitor accommodation activities. It would seem feasible to accommodate a significant part of future urban growth within the current High Density Residential Zones, provided that a clear separation of residential neighbourhoods from visitor accommodation activities can be achieved in parts of those zones.

The vitality of town centres depends upon the presence of sufficient numbers of residents interacting with each other and with visitors. High density residential areas, close to town centres yet free of visitor accommodation activities, offer perhaps the best means to retaining our urban vitality.

The residential areas of the District in both large and small towns have developed a sense of well being through the cohesion of residential activity and the character of the living environments, particularly as they relate to the topography, residential density and outlook. The Council has determined that influencing the form and location of urban growth is a part of managing the effects of growth.

### **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, shopping.*
- 3.3 *To provide for high density residential development in appropriate areas from which visitor accommodation development may be excluded or restricted.*
- 3.4 *To provide for lower density residential development in appropriate areas and to ensure that controls generally maintain and enhance existing residential character in those areas.*

### **Implementation Methods**

Objective 3 and associated policies will be implemented through a number of methods:

#### **(i) Through the District Plan:**

- (a) The identification of a pattern of land uses supporting a strategy of urban consolidation and a compact urban form for the existing settlements, clustering visitor accommodation activities to preserve scarce urban land for residential neighbourhoods, with greater opportunities for a variety of living environments (e.g. residential densities) in existing and new settlement areas.
- (b) Ensuring opportunities for urban growth consistent with identified environmental outcomes for the District and individual communities.
- (c) Providing for a variety of residential densities within the urban areas.
- (d) Management of the location of new urban growth and residential development.

### **Explanation and Principal Reasons for Adoption**

It is important to the social and economic well being of the District that new growth is undertaken in a manner which sustains and enhances the natural resources, water, soil, air, amenity values, landscape, and aspirations of the community. The Council recognises the need for additional residential activity and has chosen to accommodate urban growth through policies of consolidation, because this is considered to be more cost effective and efficient in terms of infrastructure.

Consolidation can occur by peripheral expansion of the existing residential areas, increased density within the existing residential areas, or opportunities for new settlement. Consolidation is considered by the Council to be the most sustainable urban growth option as it enables the protection of landscape values, soil and water resources, low density living environments, the cohesion and character of existing towns and urban areas, the efficient use of energy and infrastructure and regard for major infrastructure such as airports and state highways.

#### **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.*

#### **Implementation Methods**

Objective 4 and associated policies will be implemented through a number of methods:

##### **(i) District Plan**

- (a) Identification of a land use pattern, existing and future, supporting a pattern of urban consolidation.

- (b) The location of town centres convenient to living environments.
- (c) Encouraging and providing opportunities for activities that are able to co-exist.
- (d) Zoning for new consolidated urban areas.
- (e) Zoning to distinguish high density residential from visitor accommodation development adjacent to town centres and to existing and probable public transportation routes.

##### **(ii) Other Methods**

- (a) Provision of works and services in the existing town centre areas, e.g. roading improvements.
- (b) Protection and enhancement of existing urban heritage features and areas to retain the amenity and attractiveness of the existing town centre.

#### **Explanation and Principal Reasons for Adoption**

One of the important factors in managing urban growth is the interrelationship between the work place, living environments and leisure activities. While the Council does not expect all people to use the facilities nearest to their residence, there are valid resource management reasons why the opportunities should be available. These include ease of access between home and facilities (shopping) for those who have limited access to transport, providing for a range of transport options.

The District contains a range of compact commercial centres, which are the focus for much economic activity, and their well being is an essential part of the consolidation strategy. These centres must remain accessible and vibrant.

In addition to the above, the Council recognises the longer term retail needs of the community as well as the need to protect and enhance the amenity values the Queenstown Town Centre.

## Objective 5 - Visitor Accommodation Activities

*To enable visitor accommodation activities to occur while ensuring any adverse effects are avoided, remedied or mitigated.*

### Policy:

- 5.1 *To manage visitor accommodation to avoid any adverse effects on the environment.*
- 5.2 *To locate visitor accommodation to avoid disruption of existing residential neighbourhoods and to preserve urban land for future higher-density residential neighbourhoods.*

### Implementation Methods

Objective 5 and the associated policy will be implemented through a number of methods:

#### (i) District Plan

- (a) Provision for visitor accommodation sub-zones.
- (b) Provisions controlling visitor accommodation activity.

### Explanation and Principal Reasons for Adoption

The value of the visitor industry to the District is recognised and is a major factor in generating urban growth in terms of the demand it places on infrastructure, the need for housing and the extent of retail expenditure.

The Act requires the Council to ensure that the adverse effects of any such increase in visitor accommodation are avoided, remedied or mitigated.

## Objective 6 – Frankton

*Integrated and attractive development of the Frankton Flats locality providing for airport operations, in association with residential, recreation, retail and industrial activity while retaining and*

*enhancing the natural landscape approach to Frankton along State Highway No. 6.*

### Policies:

- 6.1 *To provide for the efficient operation of the Queenstown airport and related activities in the Airport Mixed Use Zone.*
- 6.2 *To provide for expansion of the Industrial Zone at Frankton, away from State Highway No. 6 so protecting and enhancing the open space and rural landscape approach to Frankton and Queenstown.*

### Implementation Methods

Objective 6 and associated policies will be implemented through a number of methods:

#### (i) District Plan

- (a) Provision for the airport designation and related activities.
- (b) Retention of open space and rural zoning along the greater part of the State Highway 6 approach to Frankton and Queenstown.

### Explanation and Principal Reasons for Adoption

The Frankton Flats is an important area in terms of providing for the growth necessary to ensure the social and economic well being of present and future generations.

Extensive research into alternative options for the airport operation has been completed and these demonstrate unequivocally that the airport should remain on its current site.

Frankton is a preferred location for new school facilities. Reviews by the Ministry of Education conclude that a new primary school is needed in the area. A secondary school is also anticipated for the area.

Expansion of industrial activity at Frankton is possible in a manner which does not detract from the amenities of other uses or the surrounding natural and physical resources.

It is recognised that Frankton is located at a central point in terms of the arterial road network and as such development can take place in a manner which can be efficiently accessed.

#### **4.9.4 Environmental Results Anticipated**

Implementation of the policies and methods for management relating to urban growth will result in:

- (i) Urban growth and residential growth provided in a form which recognises the social and economic well being of the residential community.
- (ii) Avoidance of development in locations that will adversely affect the landscape values of the District.
- (iii) A primary emphasis on urban consolidation.
- (iv) Avoidance of costly extensions to, or the duplication of public services or infrastructure.
- (v) Improved and sustainable use of urban facilities including shops, recreation and community facilities.
- (vi) Safeguarding the life-supporting capacity of the soils.
- (vii) Protection of the amenity of the residential areas.
- (viii) Commercial and community development which reflects and takes advantage of the outstanding natural setting.