

X Plan Change 30 – Urban Boundary Framework

Proposed changes

The changes proposed by this Plan change are as follows. Additions are underlined and deletions are shown as ~~strikethrough~~.

1. *Add a new objective to 4.9.3 Objectives and Policies as follows:*

4 District Wide Issues

...

4.9 Urban Growth

...

4.9.3 Objectives and Policies

...

Objective 7 Sustainable Management of Development

The scale and distribution of urban growth is effectively managed to ensure a sustainable pattern of development is achieved.

Policies

...

7.1 *To establish a settlement hierarchy for the District as follows:*

Area Centres

- Queenstown (including Frankton, Kelvin Heights) and
- Wanaka (including Albert Town)

Local Centres

- Arrowtown
- Lake Hayes Estate
- Hawea (including Hawea Flat)
- Luggate
- Makarora
- Glenorchy
- Kingston
- Cardrona
- Arthurs Point

7.2 *To achieve 85% of the Districts urban growth within the defined Area Centres. This will include provision for meeting local and higher order/district wide needs for housing, employment opportunities, retail and community services and recreation facilities.*

7.3 *To enable the local economic, social and community needs of rural townships and communities to be met in the defined Local Centres.*

7.4 *To use Urban Boundaries to enable sustainable urban development that will meet the identified needs of the community over a twenty year time horizon to occur, and to ensure that a five year land supply is maintained to meet the short term urban growth needs of the community.*

7.5 *To use Urban Boundaries to define the spatial parameters of urban development, and indicate this on the Planning Maps. Where detailed Urban Boundaries have not been defined for those settlements within the settlement hierarchy, to use the outer extremity of the settlement's existing urban zones as the de-facto boundary.*

7.6 *To implement a sequential approach to land release for urban growth as follows:*

7.6.1 *Priority will be given to the utilisation of appropriately zoned and consented land within Urban Boundaries.*

7.6.2 *Where additional land, beyond the available capacity of current zoning and approved consents, is required for urban growth initial consideration will be given to further land release within the defined Urban Boundaries, taking into account the need to*

prioritise land within Inner Boundaries prior to Outer Boundaries (where they exist).

- 7.6.3 Only in exceptional circumstances, where there is an identified need for urban growth and there is insufficient capacity available within the Urban Boundary, or the land is unsuitable for the type of development required to meet the identified need, and no suitable opportunities exist within higher order settlements will consideration be given to land release beyond the identified Urban Boundary.
- 7.6.4 Where land is considered for urban growth outside an identified Urban Boundary priority shall be given to extending settlements with a defined Urban Boundary, subject to an assessment of the potential effects on the natural and physical resources related to the land adjacent to the Urban Boundary and the potential impact on the settlements character and identity.
- 7.6.5 Only when there is no suitable land within or adjacent to an Urban Boundary can consideration be given to other locations for urban growth.
- 7.6.6 In considering proposals for urban growth outside Urban Boundaries Council must be satisfied that all reasonable measures have been taken to evaluate and prioritise the use of previously developed land, unless this would conflict with other objectives and policies.
- 7.7 To use effective urban design to achieve successful integration of growth areas and new development with existing settlements and adjacent areas.
- 7.8 To avoid piecemeal development that could compromise the delivery of sustainable future urban areas within defined Urban Boundaries.
- 7.9 To achieve a scale and pattern of urban growth that maintains or enhances the character and amenity of individual settlements and reinforces local identity.
- 7.10 To avoid sporadic and/or ad hoc urban growth in the rural areas of the District.
- 7.11 To take account of the following matters when defining Urban Boundaries:
- 7.11.1 The character and scale of the existing urban area
- 7.11.2 The identified needs of the community
- 7.11.3 The need to optimise and enhance the use of urban resources, including infrastructure
- 7.11.4 The capacity of infrastructure (utility and social) networks to accommodate growth
- 7.11.5 The need to reduce energy consumption
- 7.11.6 The need to avoid urban sprawl
- 7.11.7 The need to safeguard sensitive resources
- 7.11.8 The need to achieve cohesive urban areas
- 7.11.9 The need to mitigate the effects of urban development
- 7.11.10 The need to contribute to achieving a sustainable pattern of development
- 7.11.11 The need to achieve a clear and logical alignment that will differentiate between urban and rural areas, and provide a robust defensible limit to urban growth.

Implementation Methods

Objective 7 and associated policies will be implemented through a number of methods:

i District Plan

- (a) Establishment of a settlement hierarchy.

PLAN CHANGE 30 – URBAN BOUNDARY FRAMEWORK

X

- (b) Identification of Urban Boundaries.
 - (c) Sequential approach to land release for urban growth.
 - (d) Assessment criteria for urban growth proposals in rural areas
 - ii **Other Methods**
 - (a) The use of Growth Management Strategies to guide and align policy and project development.
 - (b) Provision of works and services in settlements through the LTCCP process and external agency funding.
 - (c) Monitoring of land availability, development trends and projecting future growth needs.
 - (d) The use of Structure Plans to establish development potential in growth areas.
 - (e) Community Plans to identify local characteristics and aspirations.
- Explanation and Principal Reasons for Adoption**
- The spatial distribution of activities is an integral factor in achieving the sustainable management of natural and physical resources. A sustainable pattern of development is one that:
- i Meets local needs – enabling communities to meet their social, economic and cultural needs locally. Recognising that there is a hierarchy to the delivery of services and facilities. Ensuring that a balanced mix of land uses and activities is achieved.
 - ii Reduces energy consumption – reducing the need to travel by enabling communities to have convenient access to a range of local services and facilities that they require to meet their daily needs. Improving the ability to undertake multi-purpose trips to destination nodes. Supporting a choice of travel modes that prioritises walking, cycling and public transport. Utilise solar access to buildings.
- iii Optimises the use of urban resources – promoting the efficient use of physical resources and services, including developable land and infrastructure, within established settlement areas by concentrating growth whilst avoiding town cramming. Using a staged approach to land release.
 - iv Avoids urban sprawl – achieving a compact urban form that maintains the character and setting of settlements and promotes accessible communities. Containing urban development, providing a clear distinction between urban and rural areas. Safeguarding the character of rural areas by avoiding ad hoc urban development and the cumulative effects of urbanisation.
 - v Safeguards sensitive resources – recognising the value of natural resources (soil, minerals, air and water), landscapes, ecological habitats, heritage and cultural features and reserves.
 - vi Achieves cohesive urban areas – co-ordinating and integrating new development and activities in a way that reflects local circumstances, promotes social capital and improves the efficiency of service delivery and transport through effective urban design.
 - vii Mitigates the effects of activities and development – prioritising the use of previously developed land or sites with the lowest productive soil classification. Avoiding sensitive landscapes whilst achieving integration into the landscape. Preserving or enhancing ecological habitats and features of heritage and cultural significance. Avoiding natural hazards. Avoiding giving rise to reverse sensitivity issues. Providing safe access and avoiding a reduction in the level of service of the transportation network in the vicinity. Contributes to the delivery of an efficient, effective and integrated infrastructure network.
 - viii Takes a holistic view – considering strategic as well as local issues.
 - ix Facilitates community outcomes – through an integrated approach with the LTCCP, the Growth Management Strategy and Community Plans.

A hierarchical network of settlements based on functionality will help to achieve a co-ordinated and integrated approach to urban growth throughout

PLAN CHANGE 30 – URBAN BOUNDARY FRAMEWORK

X

the District, improving efficiency and accessibility to services. It will enable urban development to strengthen the role, vitality and viability of existing centres, and make a positive contribution to the sustainability of the communities and environment.

Area Centres are the main service centres for the District. They should be highly accessible and will accommodate the majority of urban growth. It is important that they achieve a mix of land use activities that supports their role and allows for a high degree of self sufficiency. This will include housing, employment, retail, commerce, visitor accommodation, entertainment, recreation, open space, community facilities (such as education and health care) and infrastructure. Higher order services and facilities aimed at meeting wider district or sub regional needs will be provided in these centres.

Local Centres will accommodate a smaller proportion of development and a more limited range of activities primarily focused on meeting the day to day needs of the local community.

Below this level the focus of centres is primarily on providing visitor facilities. These can have different locational requirements and characteristics compared to traditional settlements. Kinloch township and the Rural Visitor zones are generally remote and largely undeveloped at present. The Resort zones of Millbrook, Jacks Point and Waterfall Creek cater for specific types of development. Whilst there is potential for urban forms of development to occur in these areas, there are specific provisions, including Structure Plans, to manage their growth and development. It is therefore not currently considered necessary to include them within the settlement hierarchy.

In order to ensure that the needs of the community continue to be met as it grows, it is appropriate to ensure that sufficient land remains available for development and that future land releases occur in a timely and co-ordinated manner. Urban Boundaries are intended to provide for the general growth needs of the community over a twenty year period. They will provide for the full range of activities needed to support the urban population of the District. This will enable integration with other plans and strategies, including infrastructure delivery. Maintaining a minimum land supply to cater for five years growth will ensure that the short term needs of the community can be met. Where the land supply falls below this level this will be an indicator that a boundary review may be required.

In addition to assessing the likely levels of growth (demand) it is also important to understand the ability of the area to accommodate additional development (supply).

Although land may be zoned for urban purposes within the Urban Boundary there is no certainty that it will all be released for development. There are various reasons for this, including: personal attachment, land banking, covenants and developability.

Whilst achieving a consolidated urban form has a number of benefits, it is important to ensure that focusing development into a finite area does not result in town cramming – increasing the density of development to such an extent that it would compromise cultural, historic and environmental resources or amenity values. It is also important to ensure that regard is given to the capacity of infrastructure, utilities and community facilities, such as schools and health care.

Monitoring of development rates and land availability, together with assessments of future growth needs are required in order to ensure that provisions for development remain relevant and up to date. The district's dwelling capacity study and other research on growth and development requirements will indicate whether there is a need to identify additional land to accommodate the longer term development needs of the community. However, the supply of land is not uniform across the District and the needs of individual communities need to be considered when assessing proposals for urban growth.

Whilst it is prudent to plan for longer term development requirements, not all the land identified as being suitable for growth needs to be developed at once. The staged release of land will allow development to be paced according to need and enable infrastructure and utility service provision to be co-ordinated with planned growth. This will also help to ensure that available land within currently zoned areas is effectively utilised prior to rezoning additional land, and it will assist in maintaining a five year supply of land to meet short term needs.

In some circumstances (larger settlements with higher levels of growth) a sequential approach to land release, using Inner and Outer boundaries, can help to co-ordinate development and achieve a cohesive approach with the existing urban environment.

Land resources are finite and the extent to which development may occur is subject to a number of constraints. A sustainable pattern of development must therefore contribute to achieving an efficient use of land. Accordingly, development proposals should not sterilise the potential of other land and buildings to be developed. A structured approach to land release and development will help to avoid the risk of ad hoc or piece meal development.

Urban growth should be highly connected with existing settlements and the community, in particular it should support successful integration with the social and infrastructure networks.

2. Amend 4.9.4 Environmental Results Anticipated as follows:

4.9.4 Environmental Results Anticipated

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

...

- ix Compact urban settlements.
- x A development pattern that responds positively to the character and identity of the area.
- xi Efficient use of urban land and infrastructure.
- xii Successful assimilation of new development with existing settlements and rural areas.
- xiii Integrated delivery of development and infrastructure. Achieving co-ordination between growth strategies and service provision – District Plan (RMA), LTCCP (LGA), Transport (LTMA).
- xiv Incremental release of land for development.
- xv Sufficient land of a suitable quality in appropriate locations is identified to meet medium – long term development needs of the community for housing, industrial, retail and commercial development, and for community (health & education), leisure and recreation facilities.

- xvi Improved access to housing, jobs, health, education, shops, leisure and community facilities, open space, sport and recreation.
- xvii Developments that attract a large number of people, especially retail, leisure and office development, are focused in existing settlements to promote their vitality and viability, social inclusion and more sustainable patterns of development.
- xviii More efficient use of urban land through higher density, mixed use development and the use of vacant and underused or previously developed land and buildings.
- xix The character of rural areas is not eroded by the cumulative effects of urban growth and development.

3. Add the following to the Definitions section:

Definitions

URBAN GROWTH	<p>Means development of a type, scale or intensity that is not consistent with rural activities or characteristics, and is intended to serve as a focus for residential, commercial, business, industrial or community activities.</p> <p>It will normally have one or more of the following characteristics:</p> <ul style="list-style-type: none"> - A density of development > 2.5 dwellings or sections per hectare (sections of less than 4,000m²) - Building coverage of the site or lots in excess of 15% - A concentration of over 10 adjacent dwellings, VA units, building platforms or sections with common access/servicing arrangements, including reticulated infrastructure - Generates in excess of 100 vehicle trips per day <p>Urban growth includes clusters of built development within a more extensive landscaped/open area.</p>
URBAN ZONES	<p>Means the following zones:</p> <ul style="list-style-type: none"> - Township - Business - Industrial - Wanaka Town Centre - Queenstown Town Centre - Town Centre Transition Sub Zone - Arrowtown Town Centre - Corner Shopping Centre - Low Density Residential - High Density Residential - Residential Arrowtown Historic Management - Queenstown Airport Mixed Use - Special Zones (Remarkables Park, Penrith Park, Meadow Park, Quail Rise, Frankton Flats, Mount Cardrona Station, Ballantyne Road Mixed Use, Three Parks, Kingston Village only) - Rural Visitor Zone (Cardrona & Arthurs Point only).

4. Add the following Assessment Criteria on Urban Growth outside Urban Boundaries to the end of the following sections (the numbering of the Assessment criteria currently shown as 'xxx' will be different in each section):

- 5.4.2.3 Assessment Matters General
- 5.8.2 Assessment Matters
- 8.3.2 Assessment Matters

xxx **Urban Growth outside Urban Boundaries:**

In considering proposals for urban growth outside Urban Boundaries the following guiding principles shall apply:

- A. Urban growth should only occur outside Urban Boundaries in exceptional circumstances.
- B. Urban growth should contribute to achieving a sustainable pattern of development.

In considering proposals for urban growth outside Urban Boundaries Council shall have regard to:

- (a) The extent to which the proposal helps to meet the identified local needs of established settlements/townships.

In considering whether the potential effects of proposals for urban growth are minor Council should be satisfied that the proposal will:

- (i) enable communities to meet their social, economic, environmental and cultural needs locally
- (ii) be proportionate to the needs of the local community, recognising that there is a hierarchy to the delivery of services and facilities
- (iii) contribute to achieving an appropriate mix and balance of land uses and activities

- (b) The extent to which the proposal reduces energy consumption.

In considering whether the potential effects of proposals for urban growth are minor Council should be satisfied that the proposal will:

- (i) reduce the need to travel by enabling communities to have convenient access to a range of local services and facilities that they require to meet their daily needs
- (ii) improve the ability to undertake multi-purpose trips to destination nodes
- (iii) support a choice of travel modes that prioritises walking, cycling and public transport
- (iv) utilise solar access to buildings

- (c) Whether opportunities exist to utilise existing urban resources.

In considering whether the potential effects of proposals for urban growth are minor Council should be satisfied that the proposal will:

- (i) promote the efficient use of identified and committed physical resources, particularly zoned and consented land, infrastructure networks and other services within Urban Boundaries
- (ii) be necessary to avoid the adverse effects of town cramming

- (d) The extent to which the proposal avoids urban sprawl.

In considering whether the potential effects of proposals for urban growth are minor Council should be satisfied that the proposal will:

- (i) achieve a compact urban form
- (ii) contain urban development by concentrating growth on established settlement areas

- (iii) promote accessible communities

- (iv) avoid cumulative effects that result in the urbanisation of rural areas

- (e) The extent to which the proposal safeguards sensitive resources.

In considering whether the potential effects of proposals for urban growth are minor Council should be satisfied that the proposal will:

- (i) preserve or enhance natural resources (soil, minerals, air and water), landscapes, ecological habitats, heritage and cultural features that are identified for their intrinsic value, and reserves.

- (f) The extent to which the proposal achieves cohesive urban areas.

In considering whether the potential effects of proposals for urban growth are minor Council should be satisfied that the proposal will:

- (i) provide effective urban design that successfully integrates activities
- (ii) co-ordinate the delivery of activities and infrastructure
- (iii) preserve or enhance the character and identity of an adjacent settlement and the surrounding area
- (iv) preserve or enhance the social capital of the local community
- (v) be compatible with the scale of existing urban development
- (vi) safeguard the amenity values of adjacent activities

- (g) The extent to which the proposed site will help to mitigate the effects of urban development.

In considering whether the potential effects of proposals for urban growth are minor Council should be satisfied that the proposal will:

- (i) maximise opportunities to re use previously developed land, other than where this conflicts with other criteria
- (ii) utilise land with the least productive soil classification
- (iii) avoid sensitive landscapes, and can be successfully assimilated into the landscape
- (iv) preserve or enhance ecological habitats, particularly significant indigenous vegetation and fauna
- (v) preserve or enhance heritage and cultural features
- (vi) avoid giving rise to reverse sensitivity issues
- (vii) provide safe vehicular access and avoid a reduction in the level of service of the transportation network
- (viii) contribute to the delivery of an integrated infrastructure network
- (ix) avoid areas of identified natural hazards.