

**BEFORE THE HEARINGS PANEL
FOR THE QUEENSTOWN LAKES PROPOSED DISTRICT PLAN**

IN THE MATTER of the Resource
Management Act 1991

AND

IN THE MATTER of Hearing Stream 1B -
Strategic Direction and
Urban Development

**STATEMENT OF EVIDENCE OF CLINTON ARTHUR BIRD
ON BEHALF OF QUEENSTOWN LAKES DISTRICT COUNCIL**

URBAN DESIGN

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1. INTRODUCTION

- 1.1 My full name is Clinton Arthur Bird. I hold the position of Director at Clinton Bird Urban Design Limited and am an Urban Designer and Architectural Consultant. I have been in this position since mid 2009. For the thirty years between 1979 and 2009 I was an Associate Professor of Architecture and Urban Design at the University of Auckland School of Architecture.
- 1.2 I hold a Bachelor of Architecture from the University of Auckland, a Post-graduate Diploma in Urban Design (with Distinction) and a Master of Arts degree in Urban Design, both from Oxford Brookes University in the United Kingdom. I have 36 years' experience in urban design and architectural design.
- 1.3 I was, until 2010, a New Zealand Institute of Architects' nominee appointed to the Auckland City Council Urban Design Panel since its inception in 2003. I am also a founding member of the Urban Issues Group of the Auckland Branch of the New Zealand Institute of Architects. Until 2011, I was, for six years, a member of the judging panel for the Property Council of New Zealand's National Awards.
- 1.4 Together with my University of Auckland colleague, Dr Diane Brand, I started the first, and still the only, post-graduate Masters course in Urban Design in New Zealand.
- 1.5 Of particular relevance to this hearing is my engagement as urban design consultant to the following parties for the following projects:
- (a) Queenstown Lakes District Council (**QLDC**) for providing an urban design peer review of Plan Change 50 (**PC50**);
 - (b) Viaduct Harbour Holdings Limited, Ryman Healthcare Limited, the Key Retailing Group (consisting of the National Trading Company, the Kiwi Income Property Trust, Scentre (formerly Westfield (New Zealand) Limited and Progressive Enterprises) and Wardour Investments Limited for the preparation of urban design evidence on urban intensification issues associated with the Proposed Auckland Unitary Plan (**PAUP**);

- (c) Auckland City Council for the preparation of the Viaduct Harbour Urban Design Guidelines;
- (d) Auckland City Council for Plan Change 2. This Plan Change introduced urban design criteria and residential amenity standards across the Auckland Central Area;
- (e) Viaduct Harbour Holdings Limited with regard to Auckland City Plan Change 4 for the Wynyard Quarter (previously known as the Western Reclamation and/or the Tank Farm);
- (f) Westfield (New Zealand) Limited for North Shore City Plan Change 30, which introduced a new urban design code to improve the quality and standard of all building alterations and developments within the small business clusters and town centres of the North Shore (including Albany Town Centre in particular);
- (g) Westfield (New Zealand) Limited for Auckland City Council Plan Change 50, to enable the future expansion of Westfield St Lukes in a planned and coordinated manner;
- (h) Cooper and Co. Limited for the private Plan Change 41 for the Britomart Precinct, Auckland. This Plan Change increased the maximum permitted height and floor area ratio, and introduced an extensive suite of assessment criteria for the Seafarers Site at 104-114 Quay Street and the Britomart Precinct;
- (i) Cooper and Co. Limited for Plan Change 35 for the Quay Park Precinct, Auckland. This Plan Change introduced provisions for accommodation and minor amendments to the Quay Park Precinct;
- (j) Ellerslie Racing Club for Plan Change 168. This Plan Change introduced a Structure Plan and associated design guidelines for land surplus to the requirements of the Ellerslie Racing Club;
- (k) Rodney District Council for the Silverdale North Structure Plan;
- (l) Rodney District Council for the Orewa West Structure Plan;
- (m) BBG Trust in opposing Plan Change 145 which sought to create character overlays for the suburban centre planning, and which were removed from the final version of the St Heliers Centre Plan; and
- (n) Infinity Group for Variation 25 to the partly operative Queenstown Lakes District Plan, to rezone land at Beacon Point (known as Peninsula Bay).

- 1.6** I have been engaged by QLDC to provide evidence in relation to urban design matters for the 'high/macro level' Strategic Direction and Urban Development chapters of the Proposed District Plan (**PDP**).
- 1.7** I have not been involved in the formulation/development of the PDP and have not undertaken any site visits specifically in relation to the PDP. However, from past personal visits, I am generally familiar with Arrowtown and Wanaka and have a reasonably detailed knowledge of Queenstown.
- 1.8** I was engaged by QLDC to contribute urban design expertise to PC50 and the associated Council hearings. I will also be involved in the upcoming PC50 Environment Court hearing.
- 1.9** I have some familiarity with the urban design approach of the Operative District Plan (**ODP**), through the work undertaken on PC50.
- 1.10** I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note 2014 and that I agree to comply with it. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I express, and that this evidence is within my area of expertise, except where I state that I am relying on the evidence of another person.
- 1.11** The key documents I have used, or referred to, in forming my view while preparing this brief of evidence are:
- (a) The Council's Hearing Report (**Report**);
 - (b) The Section 32 Evaluation Report: Strategic Direction Chapter;
 - (c) PDP Chapter 3: Strategic Direction;
 - (d) The Section 32 Evaluation Report: Urban Development; and
 - (e) PDP Chapter 4: Urban Development.

2. EXECUTIVE SUMMARY

2.1 The key findings in my evidence are that:

- (a) QLDC's PDP will provide a clear indication of the Council's high level strategic direction for managing the District's urban growth pressures. This will provide certainty for developers.
- (b) Future urban growth will be directed on to available land within the Urban Growth Boundaries (**UGBs**) of the District's existing major urban settlements, with the objective of achieving a compact urban form.
- (c) The combination of the UGBs and the enabled increase in intensification of development in or near town centres and/or transportation networks, public open space, community and education facilities, will protect the outstanding natural landscapes of the District from the adverse effects of urban sprawl.
- (d) Compact towns will make the most effective and cost-efficient use of existing infrastructure networks.
- (e) The intensification of residential development within the UGBs will provide a wider variety and increased choice of housing types, such as detached houses, row houses, and apartments. This will respond to the accommodation requirements of both permanent residents and visitors alike.
- (f) Increased development intensity will support more efficient and effective public transport networks and services.
- (g) Provided new, more intensive, development is respectful of and responsive to the unique character and identity of the District's settlements' buildings, public spaces and natural landscape settings, it will result in more vibrant and attractive places to live, work, visit, shop and play.
- (h) If the potentially adverse environmental effects (such as visual dominance, over-shadowing, overlooking and loss of privacy, and noise) of increased development intensification are to be appropriately managed, the quality of any associated architectural design and/or urban design controls will be important.
- (i) Council's high level strategy, as expressed in Chapters 3 and 4 of the PDP is, in my opinion, consistent with contemporary urban design theory and best practice.

3. BACKGROUND

3.1 In my experience, 'urban design' is becoming an increasingly complex and multi-faceted discipline. At its simplest level, it has been defined as the study of human settlement patterns.¹

3.2 At a more detailed and, in my experience, a more generally accepted level today, urban design has been described as:

'The process of designing and shaping cities, towns and villages. In contrast to architecture, which focuses on the design of individual buildings, urban design deals with the larger scale of groups of buildings, streets and public space, whole neighbourhoods and districts, and entire towns or cities, with the goal of making urban areas functional, attractive, and sustainable.

...

Urban design is about making connections between people and places, movement and urban form, nature and the built fabric. Urban design draws together the many strands of place-making, environmental stewardship, social equity and economic viability into the creation of places with distinct beauty and identity. Urban design draws these and other strands together creating a vision for an area and then deploying the resources and skills needed to bring the vision to life.

Urban design theory deals primarily with the design and management of public space (i.e. the 'public environment', 'public realm' or 'public domain'), and the way public places are experienced and used.²

3.3 Based upon the description of urban design above, it is important to note that the term 'urban' (as in 'urban design') is not used as an *adjective* to describe a particular character or 'style' of design (e.g. the antithesis of 'sub-urban' design); rather it refers to the concept of 'urbis' as meaning 'of the city', at all of its scales (macro to micro) and with all of its various natural, constructed, physical and spatial ingredients.

¹ The Greek term 'Ekistics' was used by Professor Konstantinos Opostolos Doxiadis in 1942 as the name for his university course in what was very similar to many in 'urban design'. The term translates as 'the science of human settlement patterns.' It includes regional, city, community planning and dwelling design.

² Boeing; et al. (2014). "LEED-ND and Livability Revisited". *Berkeley Planning Journal* 27: 31–55. Retrieved 2015-04-15.

3.4 It is from this perspective, and based upon this understanding of the term 'urban design', that my comments in this evidence on the PDP's high level strategy are made.

4. GOOD URBAN DESIGN OUTCOMES

4.1 In this section of my evidence I will:

- (a) explain the high-level strategic direction the Council is taking to achieve good urban design outcomes and why they are needed; and
- (b) identify factors specific to the District that make these outcomes particularly important.

Council's high level strategic direction

4.2 The Queenstown Lakes District (**District**) is experiencing some of the strongest pressures for urban growth within New Zealand.³ It is one of the fastest growing areas in New Zealand.⁴ Currently, the District is home to an estimated permanent resident population of 30,900 people and a destination for around 3 million visitors per year.⁵

4.3 In response to these growth pressures, QLDC's PDP is seeking to achieve good urban design outcomes by adopting a multi-faceted approach to the management of urban growth within the District.⁶

4.4 The Council's strategic approach involves putting in place UGBs and enabling increased development intensity and population density within these boundaries, with the view to achieving a more compact urban form. This will, in turn, minimise the impacts of development on the landscape and natural character and visual amenity of the District. The PDP prioritises and directs development to locations that are less sensitive to landscape impacts – either urban areas or areas within the countryside that are less sensitive to

³ Issue 2: Growth pressures impacting on the functionality and sustainability of (sic) urban areas, and risking detracting from rural landscapes (Goal 2: the Strategic and Integrated management of urban growth), Section 32 Evaluation Report: Strategic Direction, pages 6, 7 and 8.

⁴ Issue 2 on page 6 of the PDP Chapter 3 Section 32 Evaluation Report: Strategic Direction.

⁵ Shaping Our Futures 'Visitor Industry Task Force' Report, 2014.

⁶ I understand that while the ODP provides a policy framework for managing urban growth, it does not apply sufficient regulatory methods to realise the policy framework. For example, with the exception of Arrowtown, no UGBs have been applied, and in other cases the rules are so restrictive as to put up significant barriers to the realization of objectives and policies supporting intensification as a means of achieving compact urban forms.

development. The approach also provides a greater degree of clarity and certainty to land development interests.

Factors specific to the District that make good urban design outcomes particularly important

4.5 The District is recognised as containing some of New Zealand's most outstandingly scenic and dramatically beautiful natural landscapes. To the best of my knowledge, the District is recognised both nationally and internationally as a highly attractive, not-to-be-missed tourist destination. It is also home to a number of permanent residents.

4.6 Chapter 3 of the PDP sets out the over-arching strategy for managing growth, land use and development in a manner that ensures sustainable management of the District's special qualities:⁷

- (a) Dramatic alpine landscapes free of inappropriate development;
- (b) Clean air and pristine water;
- (c) Vibrant and compact town centres;
- (d) Compact and connected settlements that encourage public transport, biking and walking;
- (e) Diverse, resilient, inclusive and connected communities;
- (f) A District providing a variety of lifestyle choices;
- (g) An innovative and diversifying economy based around a strong visitor industry;
- (h) A unique and distinctive heritage; and
- (i) Distinctive Ngāi Tahu values, rights and interests.

4.7 Without Council's adopted urban growth management approach, it is my view that the District's outstandingly scenic landscapes, together with the highly attractive and characterful towns of Queenstown, Wanaka and Arrowtown⁸ in particular, would be vulnerable to the typically adverse visual effects associated with urban sprawl. This would erode the unique identities of both the towns and their highly scenic landscape settings. Urban sprawl would also reduce the level of visual and environmental amenity currently enjoyed by both permanent residents and tourists alike.

⁷ Chapter 3 of the PDP, Clause 3.1: Purpose.
⁸ Arrowtown had a UGB put in place on 21 May, 2015.

- 4.8** Although Queenstown, Wanaka and, to a lesser extent Arrowtown, may not have the notable individual buildings possessed by other New Zealand towns or international cities, there is, nonetheless, a certain unique collective charm and place-specific distinctiveness to some of the buildings in the District's town centres. This is particularly the case when these town centre buildings are compared to the more universally generic character of many of the relatively recent residential subdivisions on the expanding peripheries of these towns.
- 4.9** In my opinion, it is vital that the Council protects and enhances the unique identity or *genius loci*⁹ of towns within the District.
- 4.10** In the case of towns and cities on flat land within undistinguished landscape settings (such as Paris or New York), buildings and/or public spaces tend to become the key determinants of their genius loci; hence the importance attached to the Eiffel Tower, L'Arc de Triomphe, the Louvre, the Tuileries Gardens, the Place Vendome, and the Place de la Concorde in Paris, and the Empire State Building, the Gridiron Building, the Chrysler Building, Broadway, Fifth Avenue and Central Park in New York.
- 4.11** In the cases of Queenstown and Wanaka, which are located in quite outstanding and highly scenic natural landscape settings, comprising awe-inspiring mountains and lakes, it is the natural landscape that largely establishes the genius loci of these places. In my opinion, protecting the genius loci of these towns requires, among other things, protecting their respective landscapes, natural character and visual amenity from the adverse effects of unmanaged urban sprawl.
- 4.12** In the case of Arrowtown, it is my view that its genius loci derives in part from its attractive rural landscape and riverside setting, in part from its compact urban form, and in part from the historic character of many of its buildings. For these reasons, it too requires protection from the adverse effects of urban sprawl.
- 4.13** Council's management of urban growth is to be achieved through a set of Strategic Goals, Objectives and Policies which seek to manage urban growth through the deployment of UGBs, up-zoning in intensification areas and the adoption of a compact city, anti-urban sprawl model that will provide the

⁹ *Genius loci* is a Latin phrase term used by Christian Norberg-Schulz to refer to the distinctive atmosphere or pervading spirit of a particular place.

direction for the more detailed provisions related to zones and specific topics contained elsewhere in the PDP.

4.14 I therefore fully support the strategic growth management direction the Council is taking to achieve good urban design outcomes.

5. STRATEGIC DIRECTIONS – MACRO URBAN DESIGN IMPLICATIONS

5.1 In this section of my evidence I will:

- (a) explain the macro-urban design implications of Council's strategic directions; and
- (b) explain the extent to which Council's approach is consistent with good urban design practice and identify literature which supports Council's strategic direction, in particular the use of urban growth boundaries and intensification.

Macro-urban design implications of Council's strategic directions

5.2 In my opinion, the macro-urban design implications of Council's strategic direction will, in addition to the outcomes identified in paragraph 5.11, be as follows:

- (a) an increase in the pressure to develop land within the UGBs;
- (b) an increase in development intensity on land which is subject to up-zoning;
- (c) a greater and more dramatic distinction in the visual character of 'urban' (town) and 'rural' (landscape), wherein one complements the other and where the blending effects of urban sprawl are better managed;
- (d) a greater degree of choice of house type, deriving from more intensive types typically associated with highly 'urban' settings (e.g. row houses and apartments);
- (e) increases in development pressures and intensity, and in population density, will bring with them the need for urban design vigilance and techniques to manage the potentially adverse environmental effects of these increases (as outlined in paragraph 5.15); and

- (f) managed well, increases in development intensity and population density will create more sustainable towns which exhibit increased levels of vibrancy and vitality.

5.3 Overall, I consider that the urban design implications arising as a result of Council's strategic directions will be positive.

The extent to which Council's approach is consistent with good urban design practice

5.4 Faced with having to manage significant urban growth pressures within a District comprising some of New Zealand's finest and most highly valued natural landscapes, I consider that the Council's approach is not only appropriate but also necessary. Without such an approach, the outstanding scenic landscapes characterising the District would, in my opinion, be at risk of being degraded by urban sprawl.

5.5 In a situation where outstanding natural landscapes are subject to intense urban growth pressures, I consider that urban design techniques such as establishing UGBs and enabling increased intensification within those boundaries, with the view to achieving a compact urban form, are well established and generally accepted as appropriate and desirable.

5.6 For the reasons that follow and in my opinion and experience, Council's approach is entirely consistent with good urban design practice.

Urban growth boundaries

5.7 In summary, QLDC's growth management strategy is based upon a 'compact city'¹⁰ model, whereby UGBs are put in place to limit the sprawl of urban development within the District generally and within Queenstown, Wanaka and Arrowtown in particular. To accommodate growth on land within these UGBs, provision is made within the PDP for more intensive use of that land.

5.8 In this context, it is important to note that the UGBs are not intended to limit growth per se; rather they are intended as a mechanism to *manage* growth in a

¹⁰ Refers to an *urban form* that contributes to sustainable development and avoids the unsustainability of urban sprawl.

manner that will prevent sprawl and protect the outstanding landscapes for which the District is renowned.

- 5.9** UGBs help prevent development patterns from blurring the boundaries between, and distinctiveness of, the 'urban' and the 'rural', and/or from leapfrogging beyond the edges of a town city or metropolitan region. Infill development and new buildings that complement and fill gaps in existing centres and neighbourhoods offer significant ecological, social and economic advantages.
- 5.10** Unlike what I understand to be the case with the ODP, the proposed UGBs contained within the PDP will provide a clear indication and a high level of certainty as to where QLDC considers growth should take place and where it considers it should not. The clear delineation of the UGBs is anticipated to avoid contentious, time consuming and costly private plan changes and subdivision applications which can often result in uncoordinated, unintegrated, piecemeal and ad hoc urban sprawl.

Up-zoning of intensification areas

- 5.11** Provided the potentially adverse effects on the amenity of the public realm are avoided or satisfactorily mitigated, the up-zoning of intensification areas will give rise to the following generally accepted good urban design outcomes:
- (a) increasing site coverage and building height makes more efficient use of land;
 - (b) taller buildings are likely to result in a greater mix of land uses on any given site (e.g. retail/commercial on the ground floor with offices and/or residential above);
 - (c) more residential accommodation in town centres increases housing choice;
 - (d) mixed land uses create 24/7 environments which, as a result of passive surveillance, tend to be safer because there are more people in the area at any given time of the day and/or night;
 - (e) mixed land uses create more vibrant, attractive and walkable/cyclable urban environments and reduce the number of vehicle trips;
 - (f) an emerging body of research appears to suggest that more walkable/cyclable environments may contribute to improved health and a reduced load on public health services;

- (g) a reduction in the number of vehicle trips results in less air and noise pollution and less use of non-renewable energy resources;
- (h) more intensive use of land results in more efficient use of costly infrastructure and public services; and
- (i) the higher densities associated with more intensive use of land, is more supportive of efficient and effective public transportation services.

5.12 For these reasons, I support Council's strategy of up-zoning intensification areas within the UGBs and consider that, provided the potentially adverse effects of intensive development on the public realm are avoided or satisfactorily mitigated, the proposed strategy will have good urban design outcomes.

The compact city

5.13 While there is no fixed or universally agreed definition of a compact city, the following definitions have been proposed:

*"... in general (the term compact city) is taken to mean a relatively high density, mixed use city based on an efficient public transport system and dimensions that encourage walking and cycling."*¹¹

*"An urban development model that focuses on intensification, creating limits to urban growth, encouraging mixed use development and placing a greater focus on the role of public transportation and quality urban design."*¹²

5.14 Within the body of urban design theory, compact cities, towns and villages¹³ are generally considered to offer the following urban design advantages and positive outcomes:¹⁴

- (a) less car dependency, thus lower consumption of non-renewable energy resources and lower emissions;

¹¹ Bruton, 2000.

¹² Arbury, J.

¹³ Organisations and urban design practitioners whose work is based upon 'Compact' cities, towns and villages include the Congress for New Urbanism, Peter Calthorpe, Patrick Condon, Andres Duany and Elizabeth Plater-Zyberk, and Smart Growth BC. The Auckland Council's Proposed Auckland Unitary Plan (**PAUP**) is underpinned by the strategy for Auckland to become a high quality 'compact city' with a clearly defined Rural-Urban Boundary (**RUB**), and with 60% of the growth occurring within that boundary and 40% in defined locations outside it.

¹⁴ Frey, 1999 et al.

- (b) reduced energy consumption associated with heating attached (rather than detached) houses;
- (c) more efficient and less expensive infrastructure, utilities, and public services;
- (d) more efficient and effective public transport services;
- (e) increased overall accessibility;
- (f) more walkable;
- (g) pedestrian-friendly, mixed use neighbourhoods;
- (h) rejuvenation of existing urban areas;
- (i) the preservation of green space;
- (j) increased urban vitality, providing a multitude of experiences;
- (k) increased housing choice from a more diverse range of housing types;
- (l) increased safety as a result of increased passive surveillance (more 'eyes on the street'); and
- (m) mixed uses enable enhanced business and trading activities.

5.15 At the same time, compact cities, towns and villages are considered by some urban design commentators to have the following disadvantages:

- (a) contrary to the traditional popular preference for suburban living;
- (b) cause congestion, loss of amenity space and reduction of privacy;
- (c) lack of social integration – high cost of accommodation in the city centre and in the more privileged suburbs;
- (d) the availability of an efficient and effective public transport service does not necessarily reduce traffic congestion and pollution because many people, continue to prefer the convenience of using private motor vehicles¹⁵; and
- (e) increasing building densities may not necessarily reduce travel in towns and cities.¹⁶

5.16 The academic debate around the "*sustainability*" of the compact city is still going on, largely because it has tended to focus on the urban forms of compactness and the increased population densities typically associated with compact cities.

¹⁵ Evidence in a report by the US Environmental Protection Agency showed a strong relationship between high population densities, traffic and pollution – cited by Oliver Hartwich, New Zealand Initiative Executive Director, in a report entitled '*Up or Out?*'.

¹⁶ Breheny, M. et al. 1998, 4.

Michael Neuman, in his paper '*The Compact City Fallacy*'¹⁷ argues that the question that should be asked is whether the *processes* of building cities and the *processes* of living, consuming and producing cities are sustainable.

5.17 However, from my review of the relevant literature there appears to be general agreement that as towns sprawl into the countryside, it becomes more expensive and less equitable to provide services to the outlying suburbs. As congestion increases, scenic natural landscapes and productive rural land are lost, and the stability of surrounding rural and scenic recreational areas is threatened. The liveability of both town and countryside is greatly reduced. In general, I support this view.

6. PROPOSED DISTRICT PLAN PROVISIONS – STRATEGIC DIRECTION CHAPTER

6.1 In this section I outline my views as to whether QLDC's "macro" approach in the Strategic Direction chapter is appropriate.

6.2 I have reviewed Revised Chapter 3 of the PDP (attached to Mr Paetz' section 42A report) which outlines QLDC's Strategic Direction for the management of growth, land use and development in a manner that ensures sustainable management of the District's special qualities.

6.3 In my opinion, QLDC's high level urban growth management strategy, based upon the twin pronged 'compact city' concept comprising the delineation of UGBs and enablement of more intensive use of land within those boundaries, is highly appropriate and can be reasonably expected to achieve a good urban design outcome. From an urban design perspective, I support this approach.

6.4 Goals 3.2.2, 3.2.3 and 3.2.6 are the relevant objectives/provisions relating to the 'macro' approach, and I consider them below from an urban design perspective. The revised provisions are set out in full in Mr Paetz' evidence in Appendix 2.

¹⁷ Journal of Planning Education and Research 25:11-26, DOI:10.1177/0739456X04270466, Association of Collegiate Schools of Planning, 2005.

Goal 3.2.2

- 6.5** Goal 3.2.2 is *"The strategic and integrated management of urban growth."*
- 6.6** This Goal is supported by Objective 3.2.2.1 which seeks to achieve urban development that promotes a compact, well designed and integrated urban form, manages infrastructure costs and protects the District's rural landscapes from sporadic and sprawling development.
- 6.7** Objective 3.2.2.2 seeks to manage development in areas affected by natural hazards.
- 6.8** These Objectives are supported by Policy 3.2.2.2.1 which seeks to achieve a balanced approach between enabling higher density development within the District's scarce urban land resource and addressing the risks posed by natural hazards to life and property.

Goal 3.2.3

- 6.9** Goal 3.2.3 is *"A quality built environment taking into account the character of individual communities."*
- 6.10** This Goal is supported by Objective 3.2.3.1 which seeks to achieve urban areas that are desirable and safe places to live, work, and play.
- 6.11** The Objective is supported by Policies 3.2.3.1.1 to 3.2.3.1.3. By way of a summary, these policies provide for increased density and scale of development that is comprehensively designed and responds to character, infrastructure and sustainability concerns.

Goal 3.2.6

- 6.12** Goal 3.2.6 is to *"Enable a safe and healthy community that is strong, diverse and inclusive for all people."* There are four objectives underneath this overarching objective (3.2.6.1-.4) which seek to :
- (a) Enable access to more affordable housing;
 - (b) Ensure a mix of housing opportunities;

- (c) Provide a high quality network of open spaces and community facilities; and
- (d) Ensure subdivisions and building designs maximise opportunities for safe and healthy communities.

6.13 The relevant policies to give effect to these sub-objectives can be summarised as follows:

- (a) Providing for low and moderate income accommodation, consideration of housing affordability for plan provisions that control size, density, height, building coverage and other building aspects, and encouraging innovative approaches to housing affordability (3.2.6.1.1-.2 and 3.2.6.2.3);
- (b) Promoting density mix in new and existing urban communities and high density in areas close to large commercial centres (3.2.6.2.1-.2); and
- (c) Ensuring accessibility, desirability and safeness of open spaces and facilities, including through adopting "Crime Prevention Through Environmental Design" and maximising walking and cycling (3.2.6.3.1-.2, and 3.2.6.4.1-.2).

Analysis of provisions

6.14 From an urban design perspective, it is my opinion that these goals and objectives, together with the policies that underpin them, are well aligned with the urban design outcomes sought by QLDC. These alignments are generally supported by that branch of contemporary urban design theory and practice that focuses on the compact cities and their up-zoned intensification areas within UGBs, as a vehicle for managing urban growth.

6.15 However, I would like to note that the increased development intensity and population density that will result from the policies related to the up-zoning of areas for intensification will, in my opinion, require careful management of proposed development designs at the resource consent application stage. This management would need to address the potentially adverse environmental effects of visual dominance, over-shadowing, overlooking and lack of privacy and generally low levels of residential and/or streetscape amenity, and seek to ensure that such effects are able to be satisfactorily managed.

7. PROPOSED DISTRICT PLAN PROVISIONS – URBAN DEVELOPMENT CHAPTER

7.1 In this section of my evidence I:

- (a) review Chapter 4 (Urban development) to identify key urban design themes/issues (at the macro level); and
- (b) analyse the appropriateness of QLDC's high-level approach regarding UGBs and associated urban form/character provisions for Queenstown, Wanaka and Arrowtown.

Review of Chapter 4 (Urban Development)

7.2 Chapter 4 of the PDP sets out QLDC's objectives and policies for managing the spatial location and layout of urban development within the District. It forms part of the strategic direction of the PDP and will guide planning and decision making for the District's major urban settlements and smaller urban townships. The Chapter does not address site or location specific physical aspects of development (such as built form). For these matters, reference to the zone and District-wide chapters is required, which will be heard in a later hearing.

7.3 From an urban design perspective, I consider objectives 4.2.1, 4.2.2, 4.2.3, 4.2.4, 4.2.5 and 4.2.6 to be particularly relevant. The revised version of these provisions, as amended through responding to submissions, is attached to Mr Paetz' section 42A report in Appendix 2.

7.4 In my opinion, QLDC's objectives and policies for managing the spatial location and layout of urban development within the District are sound.

7.5 By way of a summary, Objective 4.2.1 and its underpinning policies (at the macro level) state that urban development is to:

- (a) be within existing major urban settlements;
- (b) be coordinated with existing infrastructure and services including public transport, cycleways and community/education/recreation facilities; and
- (c) protect natural landscape/environment and rural amenity/land.

7.6 In my opinion, these objectives and policies in 4.2.1 acknowledge and emphasise the positive urban design themes/issues of:

- (a) development coordination;
- (b) environmental protection;
- (c) proximity;
- (d) public transportation integration;
- (e) connectivity;
- (f) settlement concentration and intensification; and
- (g) avoiding adverse environmental effects.

7.7 By way of a summary, Objective 4.2.2 and its underpinning policies (at the macro level) state that urban development is to:

- (a) be contained within the growth limits defined by UGBs, which are of a scale and form that is appropriate to the land and the anticipated demand for growth during the life of the Plan; and
- (b) recognise that not all land within UGBs, such as that with ecological, heritage or landscape significance or that subject to natural hazards, will be suited to development.

7.8 In my opinion, these objectives and policies in 4.2.2 acknowledge and emphasise the positive urban design themes/issues of:

- (a) managing urban growth; and
- (b) being respectful of and responsive to special landscape qualities.

7.9 By way of a summary, Objective 4.2.3 and its underpinning policies (at the macro level) state that urban development is to:

- (a) limit urban spread through compact, efficient and integrated urban form that enhances the amenity and vibrancy of urban areas;
- (b) ensure efficient, integrated, connected and sustainable use of infrastructure and connectivity to recreational and community facilities;
- (c) rely on new infrastructure networks being provided exclusively in urban centres where UGB's apply;

- (d) ensure housing does not compromise commercial and community opportunities in close proximity to centres, whilst increasing residential density close to centres, transport, and community/education facilities; and
- (e) create a sensitive transition to rural areas through the management of Urban Growth Boundaries.

7.10 In my opinion, these objectives and policies in 4.2.3 acknowledge and emphasise the positive urban design themes/issues of:

- (a) compact and integrated urban form;
- (b) the benefits of UGBs in limiting urban sprawl;
- (c) maximising infrastructure efficiency and sustainability;
- (d) efficient and sustainable land uses;
- (e) urban development connectivity and integration;
- (f) convenient public transport links;
- (g) increased residential densities in close proximity to centres;
- (h) public transport routes and community facilities;
- (i) limiting the provision of new infrastructure to within UGBs; and
- (j) the importance of amenity and vibrancy in urban areas.

Queenstown

7.11 Objective 4.2.4 and its underpinning policies (at the macro level) state that the scale and location of urban growth and development within the Queenstown Urban Growth Boundary is to be managed and spatially limited so that:

- (a) the natural environment and significant landscape features are protected from urban development encroachment;
- (b) residential settlement sprawl into rural areas is avoided;
- (c) residential settlements become better connected through the integrated and sequenced delivery of infrastructure and community facilities including public transport;
- (d) the role of the Queenstown Town Centre as a key tourism hub is strengthened;
- (e) the role of Frankton in providing local commercial and industrial services is strengthened;

- (f) there is a diverse supply of residential development to cater for both residents and visitors and the foreseeable needs of the community;
- (g) increased density is provided in locations close to key public transport routes and with convenient access to the Queenstown Town Centre;
- (h) future increases in housing demand is provided for in the form of infill development;
- (i) the efficiency of the existing infrastructure networks is maximized;
- (j) the expansion of infrastructure networks before they are needed for urban development is avoided; and
- (k) development supports the coordinated planning for transport, public open space, walkways, and cycleways and community facilities.

7.12 In my opinion, these objectives and policies acknowledge and emphasise the positive urban design themes/issues of:

- (a) protecting the Queenstown natural environment from the adverse effects of urban development and residential sprawl beyond its Urban Growth Boundary;
- (b) neighbourhood connectivity and integration;
- (c) public transport integration and viability;
- (d) town centre roles and identities;
- (e) variety and choice of house types;
- (f) increased densities in close proximity to public transport networks, town centres and community facilities;
- (g) urban form being respectful of, responsive to and enhancing of its natural setting and significant landscape features;
- (h) urban growth being accommodated in the form of infill development;
- (i) a range of (mixed) land uses; and
- (j) maximizing the use of existing infrastructure networks.

7.13 **Figure 1** is extracted from Chapter 4 of the PDP. It illustrates the UGB (in red) and (in grey) the areas within that boundary where development in response to future urban growth pressures is to be prioritised in response to the macro level objectives and policies for Queenstown.

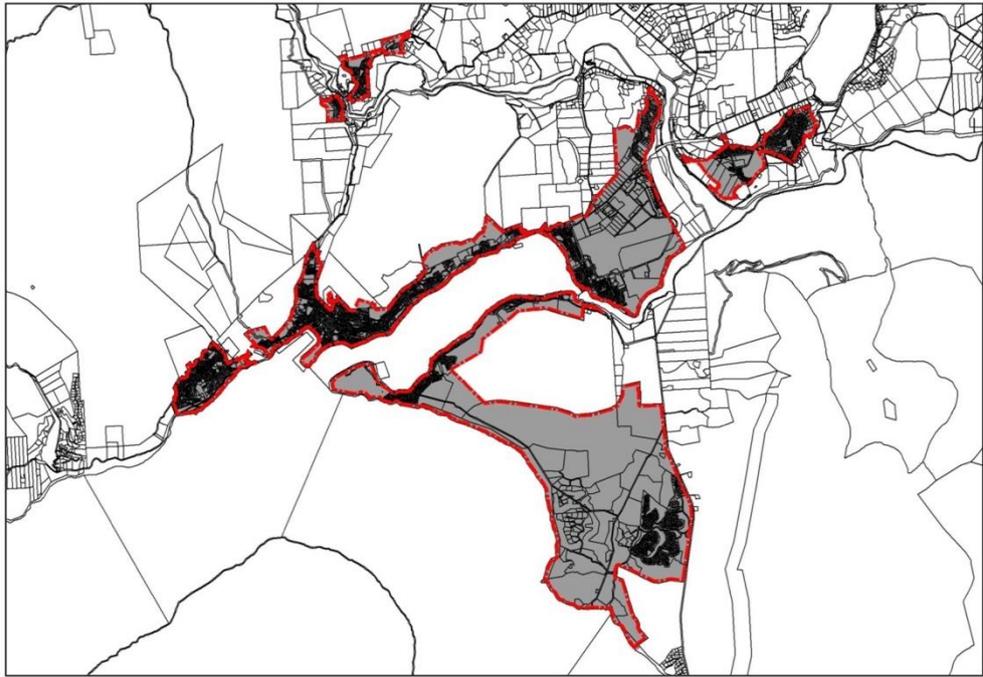


Figure 1: The Queenstown Urban Growth Boundary (shown in red). The areas shaded grey indicate land available for prioritised future urban development within the UGB.



Figure 2: A Google Earth aerial photograph of Queenstown in its immediate context

7.14 I appreciate that the location of the UGBs on the planning maps (shown on these Figures) is not within the scope of this hearing, rather the policy approach to using UGBs is. However, for the purpose of this hearing a comparative analysis of **Figures 1 and 2** demonstrates that the proposed UGB generally follows the edges of the existing urbanised areas of Queenstown, the edges of the lake and the bases of the mountains. The areas of land within the UGB that

are identified as available for future urban development are contiguous with the existing urbanised area. They will help to intensify the already existing urban area in a manner that will deliver a compact urban form, albeit in an embrace of a Lake Wakatipu 'inlet', which forms an essential ingredient in Queenstown's unique sense of place. At the same time the significant natural features of its outstanding natural landscape setting will be protected from encroachment by urban development. In my opinion, a comparative analysis of **Figures 1 and 2** demonstrates that, at the macro-level, the objectives and policies of Section 4.2.4 (Queenstown) of the PDP outlined above will be achieved. In my experience, this outcome is not only appropriate, but also consistent with contemporary urban design theory and best practice.

Arrowtown

7.15 Objective 4.2.5 and its underpinning policies (at the macro level) state that the scale and location of urban growth and development within the Arrowtown Urban Growth Boundary is to be managed and spatially limited so that:

- (a) the adverse effects of development outside the Urban Growth Boundary are avoided;
- (b) the character of Arrowtown (including its scale, density, layout and legibility in accordance with the Arrowtown Design Guidelines 2006) and identity of the settlement and its setting within the landscape is preserved and enhanced;
- (c) opportunities are taken for sensitively designed medium density infill in a contained area close to the town centre;
- (d) where development abuts the Arrowtown UGB, the containment of the town is promoted or enhanced by a designed urban edge with landscape gateways;
- (e) Feehley's Hill and land along the margins of Bush Creek and the Arrow River is retained as reserve areas to form part of Arrowtown's recreation and amenity resource; and
- (f) the importance of the open space pattern that is created by the inter-connections between the golf courses and other Rural General land is recognized.

7.16 In my opinion, these objectives and policies acknowledge and emphasise the positive urban design themes/issues of:

- (a) protecting Arrowtown from the adverse effects of urban development and residential sprawl outside its UGB;
- (b) the need to preserve and enhance the character and identity (*genius loci*) of the settlement within the landscape;
- (c) the need for development to provide an urban form which is respectful of, responsive to and enhancing of the character of the town - its scale, density, layout and legibility as identified in the Arrowtown Design Guidelines 2006;
- (d) the provision of more diversity and choice of house types through medium density, character-responsive, infill development near to the town centre and within the UGB;
- (e) the enhancement of the town containment through a designed urban edge;
- (f) the retention of reserve areas as part of Arrowtown's recreation and amenity resource; and
- (g) the recognition of important local open space patterns.

7.17 **Figure 3** is extracted from Chapter 4 of the PDP. It illustrates the Urban Growth Boundary (in red) and (in grey) the areas within that boundary where development in response to future urban growth pressures is to be prioritised in response to the macro level objectives and policies for Arrowtown.

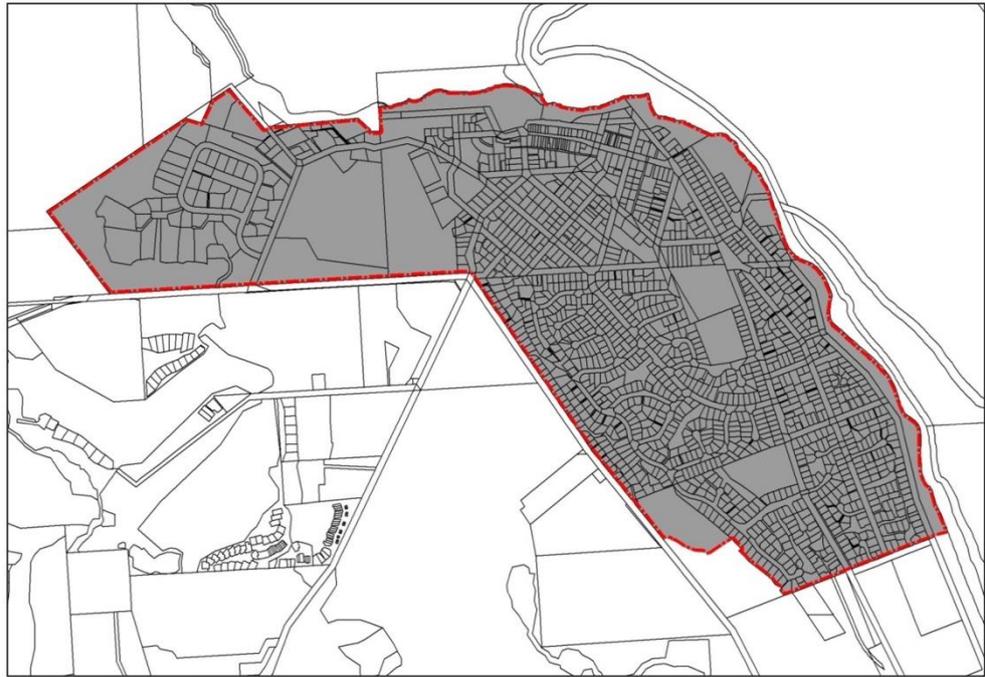


Figure 3: The Arrowtown Urban Growth Boundary (shown in red). The areas shaded grey indicate land available for prioritized future urban development within the UGB.



Figure 4: A Google Earth aerial photograph of Arrowtown in its regional context.

7.18 A comparative analysis of Figures 3 and 4 demonstrates that the proposed UGB generally follows the edges of the existing urbanised areas of Arrowtown, the edges of the creek, rivers, bush and the Rural General land. The areas of land within the UGB that are identified as available for future urban development are contiguous with the existing urbanised area. They will help to intensify the

already existing urban area in a manner that will deliver a compact urban form, which (through the use of the Arrowtown Design Guidelines 2006) will be respectful of and responsive to Arrowtown's unique sense of place.

- 7.19** At the same time, the significant features of its natural landscape setting will be protected from encroachment by urban development. The areas shaded grey will be able to respond to future urban growth pressures by accommodating additional medium density "infill" residential development. This will make more efficient use of the existing infrastructure network. In my opinion, a comparative analysis of Figures 3 and 4 demonstrates that, at the macro-level, the objectives and policies of Section 4.2.5 (Arrowtown) of the PDP outlined above will be achieved. In my experience, this outcome is not only appropriate, but also consistent with contemporary urban design theory and best practice.

Wanaka

- 7.20** Objective 4.2.6 and its underpinning policies (at the macro level) state that the scale and location of urban growth and development within the Wanaka Urban Growth Boundary is to be managed and spatially limited so that:
- (a) the rural character of key entrances to the town and distinction between urban and rural areas is retained and protected;
 - (b) ad hoc development of rural land is avoided;
 - (c) Outstanding Natural Landscapes and Outstanding Natural Features are protected from encroachment by urban development;
 - (d) sprawl into rural areas is avoided through increased density with greenfield and infill development, in appropriate locations;
 - (e) there is a sensitive transition to rural land in the edge of the UGB;
 - (f) a diversity of housing supply will provide for future growth in the number of permanent residents and visitors;
 - (g) the efficiency of the existing infrastructure networks is maximized with coordinated planning for transport, public open space walkways and cycleways and community facilities;
 - (h) the need to expand the existing infrastructure before it is needed for urban development is avoided;
 - (i) the qualities of significant landscape features are not diminished; and
 - (j) rural land outside the UGB is not developed until further investigations indicated that more land is needed to meet demand.

7.21 In my opinion, these objectives and policies acknowledge and emphasise the positive urban design themes/issues of:

- (a) protecting the (genius loci-based) rural character of the entrances to Wanaka;
- (b) maintaining a legible distinction between urban and rural landscape character and amenity;
- (c) avoiding sporadic and ad hoc sprawl across rural land;
- (d) protecting Outstanding Natural Landscapes from encroachment by urban development;
- (e) increased density through infill of land available within the UGB;
- (f) providing a sensitive transition between urban and rural landscape character and built form;
- (g) maximizing the efficiency of infrastructure networks;
- (h) coordinated planning for transport, public open space, walkways and cycleways and community facilities;
- (i) protecting significant landscape features; and
- (j) not releasing land for development outside the UGB until there is a demonstrable need for it.

7.22 **Figure 5** is also extracted from Chapter 4 of the PDP. It illustrates the Urban Growth Boundary (in red) and (in grey) the areas within that boundary where development in response to future urban growth pressures is to be prioritized in response to the macro level objectives and policies for Wanaka.

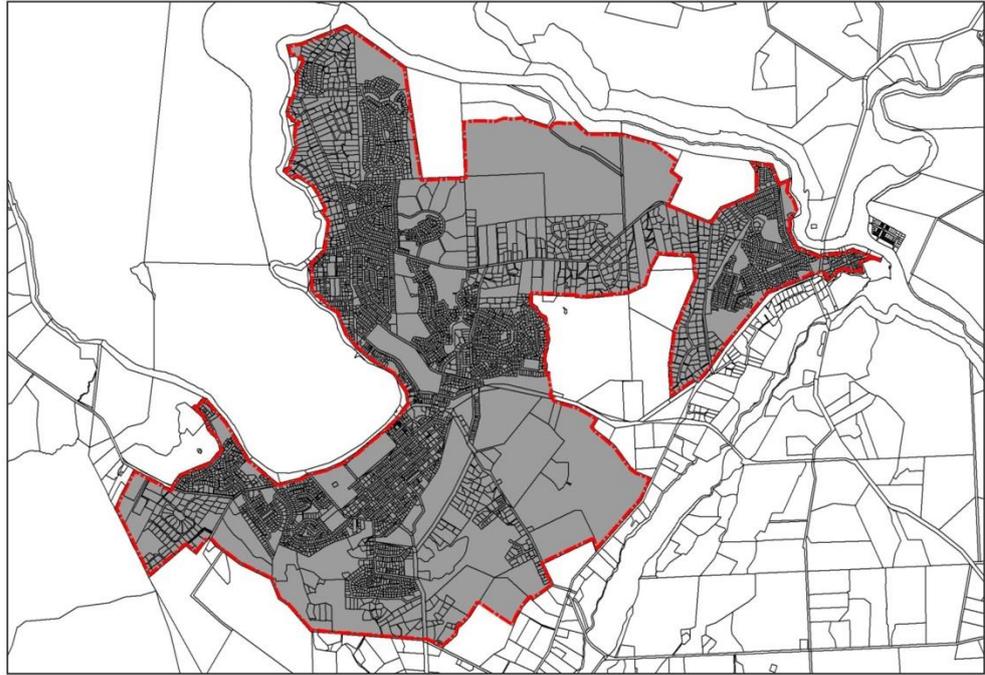


Figure 5: The Wanaka Urban Growth Boundary (shown in red). The areas shaded grey indicate land available for prioritized future urban development within the UGB.

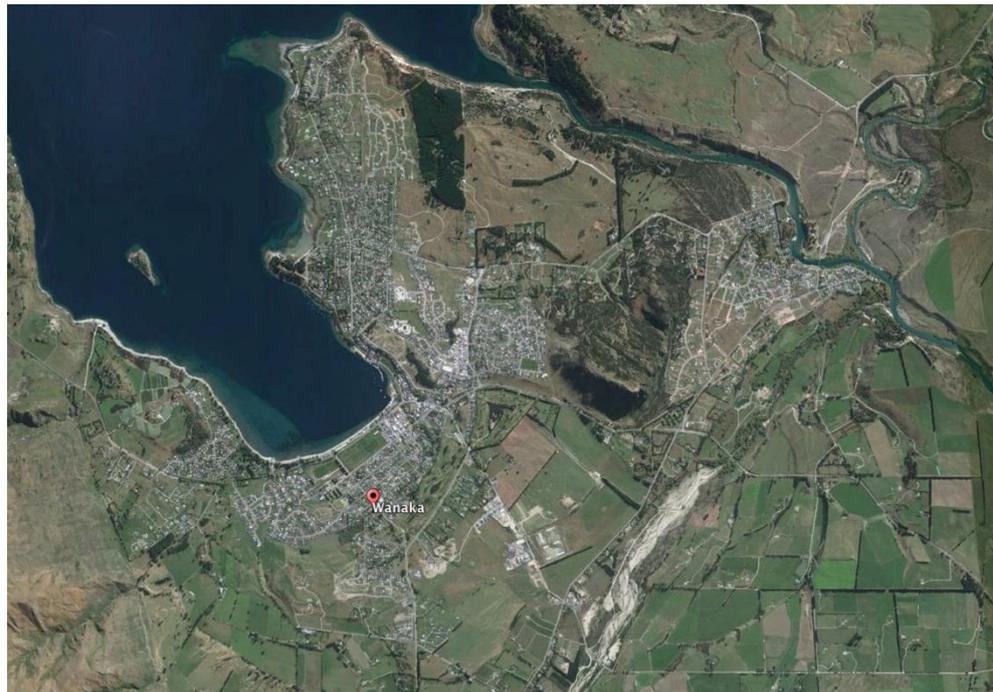


Figure 6: A Google Earth aerial photograph of Wanaka in its regional context

7.23 A comparative analysis of Figures 5 and 6 demonstrates that the proposed UGB generally follows the lakeside edges of the existing urbanized areas of Wanaka, the edges of the river and the base of the mountains to the west. The areas of land within the UGB that are identified as available for future urban development are contiguous with the existing urbanized area. They will help to intensify the

already existing urban area in a manner that will deliver a compact urban form, which 'clamps onto' the southern end of Lake Wanaka that forms an essential ingredient in Wanaka's unique sense of place. At the same time the significant natural features of its outstanding natural landscape setting will be protected from encroachment by urban development. So too will be the relatively rural character of the farmland to the south of the town. In my opinion, a comparative analysis of **Figures 5 and 6** demonstrates that, at the macro-level, the objectives and policies of Section 4.2.6 (Wanaka) of the PDP outlined above will be achieved. In my experience, this outcome is not only appropriate, but also consistent with contemporary urban design theory and best practice.

7.24 Overall, I consider that the objectives and policies in Chapter 4: Urban Development are appropriate to the District. In my opinion, they are clear and will be effective in managing urban growth in a manner that will protect the outstanding natural landscapes of the region by preventing urban sprawl, up-zoning development intensity within appropriately drawn UGBs and delivering compact urban form outcomes. Of particular assistance in this regard is the manner in which the objectives and policies of Chapters 3 and 4 have been lifted out of the other sections of the PDP containing rules and elevated to a high level in the hierarchy of Chapters within the PDP. I also consider that the objective and policies outlined in Chapter 4 are respectful of and responsive to the unique sense of place character sought. In my opinion, the objectives and policies used to achieve these outcomes are generally consistent with contemporary urban design theory and best practice.

8. CONCLUSIONS

8.1 Having read Revised Chapters 3 and 4 of the PDP together with their respective Section 32 reports, having read the QLDC's Hearing Report and having considered the submissions related to urban design issues/matters, for all of the reasons outlined above, I fully support the high level strategic directions, goals, objectives and policies of the PDP.

8.2 However, in so doing, I note the critical role that architectural and urban design guidelines, and other administrative and assessment techniques, will play in ensuring that more intensive development is respectful of and responsive to, in a contemporary manner, the unique and highly valued character of the District's buildings, settlements and outstanding natural landscapes.

A handwritten signature in black ink that reads "Clinton Arthur Bird". The signature is written in a cursive style with a large, prominent "B" at the end.

Clinton Arthur Bird

19 February 2016

ANNEXURE 1

Key urban design-related Objectives and Policies from the QLDC Proposed District Plan:

Chapter 4: Urban Development

Section 4.2.1

- 1.1 Objective 4.2.1 states "Urban development is coordinated with infrastructure and services and is undertaken in a manner that protects the environment, rural amenity and outstanding natural landscapes and features."
- 1.2 This objective is given effect to by the following policies:
 - 4.2.1.1 Land within and adjacent to major urban settlements will provide the focus for urban development, with a lesser extent accommodated within smaller rural townships.
 - 4.2.1.2 Urban development is integrated with existing public infrastructure, and is designed and located in a manner consistent with the capacity of existing networks.
 - 4.2.1.3 Encourage a higher density of residential development in locations that have convenient access to public transport routes, cycleways (sic) or are in close proximity to community and educational facilities.
 - 4.2.1.4 Development enhances connections to public recreation facilities, reserves, open spaces and active transport networks.
 - 4.2.1.5 Urban development is contained within or immediately adjacent to existing settlements.
 - 4.2.1.6 Avoid sporadic urban development that would adversely affect the natural environment, rural amenity or landscape values; or compromise the viability of a nearby township.
 - 4.2.1.7 Urban development maintains the productive potential and soil resource of rural land.

Section 4.2.3

1.3 Objective 4.2.3 states "*Within Urban Growth Boundaries, provide for a compact and integrated urban form that limits the lateral spread of urban areas, and maximizes the efficiency of infrastructure operation and provision.*"

1.4 This objective is given effect to by the following policies:

4.2.3.1 Provide for a compact urban form that utilizes land and infrastructure in an efficient and sustainable manner ensuring:

- (i) connectivity and integration; the sustainable use of public infrastructure;
- (ii) convenient linkages to the public and active transport network; and
- (iii) housing development does not compromise opportunities for commercial or community facilities in close proximity to centres.

4.2.3.2 Enable an increased density of residential development in close proximity to town centres, public transport routes, community and education facilities. (To this I would add major public recreational open spaces, such as parks and sports grounds).

4.2.3.3 Low density development does not compromise opportunities for future urban development.

4.2.3.4 Urban development occurs in locations that are adequately serviced by existing public transport infrastructure, or where infrastructure can be efficiently upgraded.

4.2.3.5 For urban centres where Urban Growth Boundaries apply, new public infrastructure networks are limited exclusively to land within defined Urban Growth Boundaries.

- 4.2.3.6 Development improves connections to recreational and community facilities, and enhances the amenity and vibrancy of urban areas.
- 4.2.3.7 The edges of Urban Growth Boundaries are managed to provide a sensitive transition to rural areas.
- 4.2.3.8 Land use within the Air Noises Boundary or Outer Control Boundary of the Queenstown Airport is managed to prohibit or limit the establishment of Activities Sensitive to Aircraft Noise.

Queenstown

1.5 Objective 4.2.4 states "Manage the scale and location of urban growth in the Queenstown Urban Growth Boundary."

1.6 This objective is given effect to by the following policies:

4.2.4.1 Limit the spatial growth of Queenstown so that:

- the natural environment is protected from encroachment by urban development.
- sprawling of residential settlements into rural areas is avoided.
- residential settlements become better connected through the coordinated delivery of infrastructure and community facilities.
- transport networks are integrated and the viability of public and active transport is improved.
- the provision of infrastructure occurs in a logical and sequence manner.
- the role of the Queenstown Town Centre as a key tourism and employment hub is strengthened.
- the role of Frankton in providing local commercial and industrial services is strengthened.

4.2.4.2 Ensure that development within the Queenstown Urban Growth Boundary:

- provides a diverse supply of residential development to cater for the needs of residents and visitors.
- provides increase density in locations close by key public transport routes and with convenient access to the Queenstown Town Centre.
- provides an urban form that is sympathetic to the natural setting.
- provides infill development as a means to address future housing demand.
- provides a range of urban land uses that cater for the foreseeable need of the community.
- maximizes the efficiency of existing infrastructure networks and avoids expansion of networks before it is needed for urban development.
- supports the coordinated planning for public transport, public open space, walkways and cycleways and community facilities.
- does not diminish the qualities of significant landscape features.

4.2.4.3 Protect the Queenstown airport from reverse sensitivity effects, and maintain residential amenity, through managing the effects of Aircraft Noises within critical listening environments of new or altered buildings within the Air Noise Boundary or Outer Control Boundary.

4.2.4.4 Manage the adverse effects of noise from Queenstown Airport by conditions in Designation 2 including a requirement for a Noise Management Plan and a Queenstown Airport Liaison Committee.

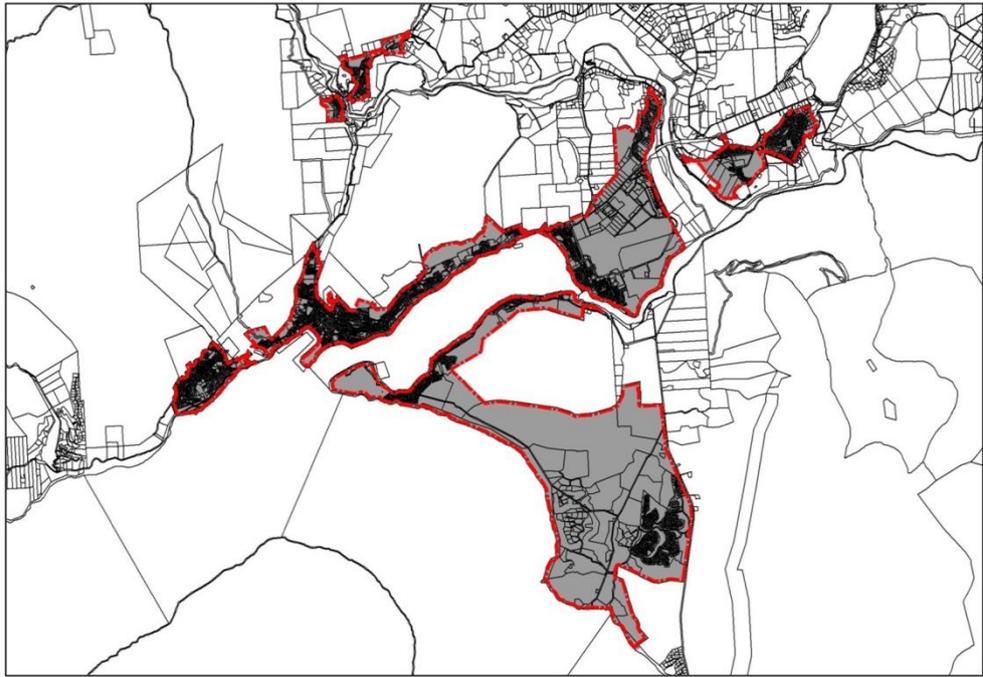


Figure 1: The Queenstown Urban Growth Boundary (shown in red). The areas shaded grey indicate land available for prioritized future urban development within the UGB.

Arrowtown

1.7 Objective 4.2.5 states "Manage the scale and location of urban growth in the Arrowtown Urban Growth Boundary."

1.8 This objective is given effect to by the following policies:

4.2.5.1 Limit the spatial growth of Arrowtown so that:

- adverse effects of development outside the Arrowtown Urban Growth Boundary are avoided.
- the character and identity of the settlement, and its setting within the landscape is preserved or enhanced.

4.2.5.2 Ensure that development within the Arrowtown Urban Growth Boundary provides:

- an urban form that is sympathetic to the character of Arrowtown, including its scale, density, layout and legibility in accordance with the Arrowtown Design Guidelines 2006 (and any adopted updates).

- opportunity for sensitively designed medium density infill development in a contained area closer to the town centre, so as to provide more housing diversity and choice and to help reduce future pressure for urban development adjacent or close to Arrowtown's Urban growth Boundary.
- a designed urban edge with landscaped gateways that promote or enhance the containment of the town within the landscape, where the development abuts the Urban Boundary for Arrowtown.
- for Feehley's Hill and land along the margins of Bush Creek and the Arrow River to be retained as reserve areas as part of Arrowtown's recreation and amenity resource.
- to recognize the importance of the open space pattern that is created by the inter-connections between the golf course and other Rural General land.

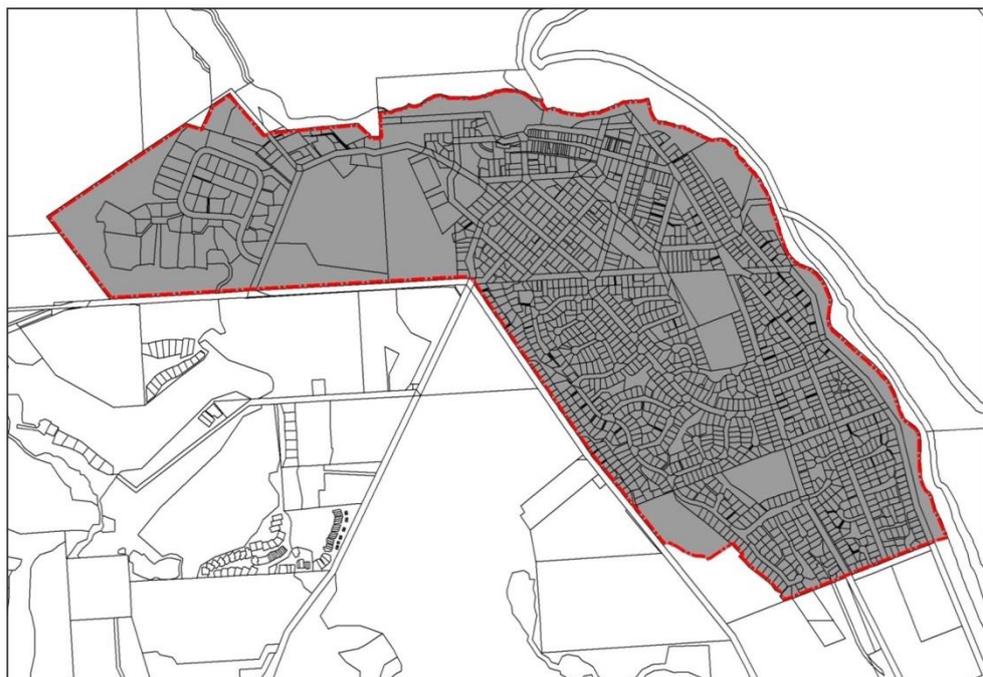


Figure 2: The Arrowtown Urban Growth Boundary (shown in red). The areas shaded grey indicate land available for prioritized future urban development within the UGB.

Wanaka

- 1.9 Objective 4.2.6 states "Manage the scale and location of urban growth in the Wanaka Urban Growth Boundary."

1.10 This objective is given effect to by the following policies:

4.2.6.1 Limit the spatial growth of Wanaka so that:

- the rural character of key entrances to the town is retained and protected, as provided by the natural boundaries of the Clutha River and Cardrona River.
- a distinction between urban and rural areas is maintained to protect the quality and character of the environment and visual amenity.
- ad hoc development of rural land is avoided.
- Outstanding Natural landscapes and Outstanding Natural Features are protected from encroachment by urban development.

4.2.6.2 Ensure that development within the Wanaka Urban Growth Boundary:

- supports increased density through greenfield and infill development, in appropriate locations, to avoid sprawling into surrounding rural areas.
- provides a sensitive transition to rural land at the edge of the Urban Growth Boundaries through the use of: appropriate zoning and density controls; setbacks to maintain amenity and open space; and design standards that limit the visual prominence of buildings.
- facilitates a diversity of housing supply to accommodate future growth in permanent residents and visitors.
- maximizes the efficiency of existing infrastructure networks and avoids expansion of networks before it is needed for urban development.
- supports the coordinated planning for transport, public open space, walkways and cycleways and community facilities.
- does not diminish the qualities of significant landscape features.
- rural land outside the Urban Growth Boundary is not developed until further investigations indicate that more land is needed to meet demand.

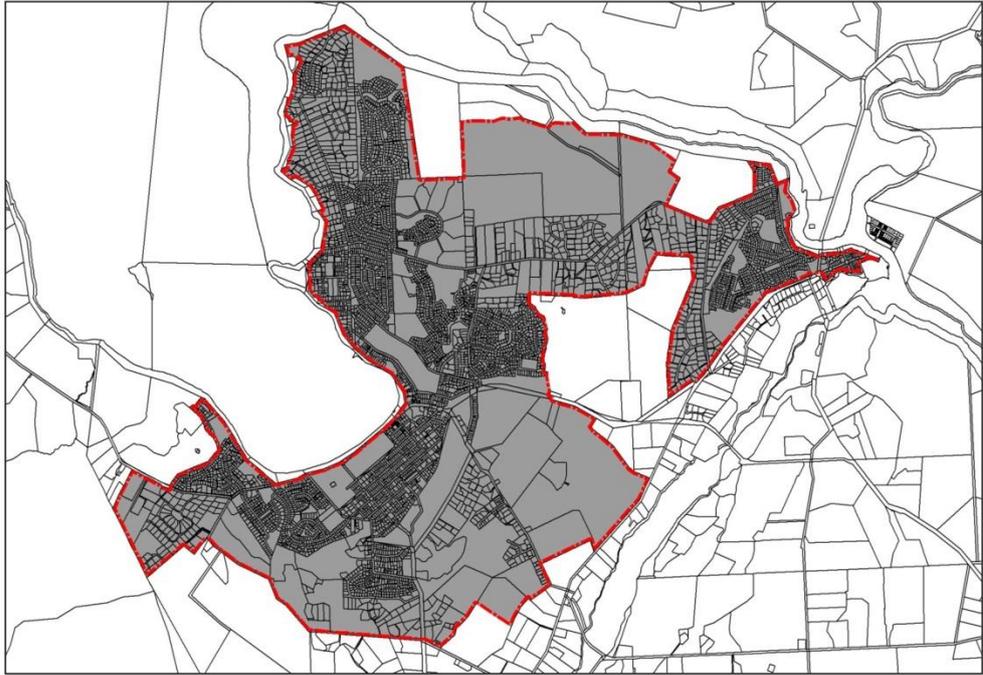


Figure 3: The Wanaka Urban Growth Boundary (shown in red). The areas shaded grey indicate land available for prioritized future urban development within the UGB.