

## UFD - Urban Form and Development

The National Planning Standards 2019 requires an urban form and development chapter. This is mandatory as this is where future growth planning and information required by National Policy Statement for Urban Development Capacity (NPS-UDC) will be placed.

Urban form includes the physical characteristics that make up built-up areas such as their shape, size, density and the configuration of settlements on them. Urban development refers to the different aspects of urbanisation, including:

- a. physical (land-use change such as urban sprawl and increase in artificial surfaces)
- geographical (population and employment concentration)
- economic (markets, agglomeration economies and knowledge spill overs)
- societal (social and cultural change).

### Issues

<b>UFD-I1</b>	<b>Effects of urban growth</b>
Due to the density of urban development, the potential exists for urban growth to adversely affect the environment.	
<b>UFD-I2</b>	<b>Efficient use of physical infrastructure</b>
Existing physical infrastructure and energy will be used most efficiently where urban growth is located within existing urban areas or on the periphery of these areas provided that adverse effects on infrastructure are avoided.	
<b>UFD-I3</b>	<b>Growth and development of commercial activities</b>
Provision for the growth of commercial activities and associated development within the District, where this is appropriate.	
<b>UFD-I4</b>	<b>Kaikōura's character and townscape</b>
The potential effects of development, including tourism on the “small coastal village” character of Kaikōura.	

<b>UFD-I5</b>	<b>Economic significance of tourism</b>
The significance and contribution of tourism activities to the District and indirect flow-on benefits.	
<b>UFD-I6</b>	<b>Visitor accommodation activities</b>
The requirement to provide adequate visitor accommodation which does not result in adverse effects on the environment.	

## Objectives

<b>UFD-O1</b>	<b>Effects of urban growth</b>
To provide for urban growth where any adverse effects on natural and physical resources are mitigated, avoided, or remedied.	
<b>UFD-O2</b>	<b>Efficient use of existing infrastructure and energy</b>
To encourage an urban form where existing physical infrastructure and energy is used efficiently and where any adverse effects on natural and physical resources, including infrastructure, are mitigated, avoided, or remedied.	
<b>UFD-O3</b>	<b>Pattern of use between commercial and non-commercial activities</b>
To provide for a pattern of land use that promotes a close relationship between areas having different characteristics while recognising the distinction between commercial and non-commercial activities.	
<b>UFD-O4</b>	<b>Provide for sustainable development</b>
To provide for sustainable development, including tourism in a way which avoids or mitigates adverse effects on Kaikōura's amenity values and distinctive character.	
<b>UFD-O5</b>	<b>Sustainable tourism growth</b>

To recognise and enhance the significance of tourism to Kaikōura’s economy, and to provide for sustainable tourism growth and development while avoiding, remedying or mitigating adverse effects on the environment.	
<b>UFD-O6</b>	<b>Enable visitor accommodation</b>
To recognise the need to provide visitor accommodation for visitors to the District while avoiding or mitigating the impact of increased visitor numbers on the sustainable management of the District’s resources.	

## Policies

<b>UFD-P1</b>	<b>Urban development avoids natural hazards</b>
To accommodate additional urban development only where the risk from flooding, land instability and coastal erosion or inundation are low.	
<b>UFD-P2</b>	<b>Urban growth integrates with traffic safety and efficiency</b>
To ensure additional urban growth does not adversely affect traffic safety and efficiency of the State Highway.	
<b>UFD-P3</b>	<b>Urban growth has appropriate infrastructure</b>
To ensure that additional urban growth does not adversely impact on the ability of the drinking water supply and sewerage systems to protect public health.	
<b>UFD-P4</b>	<b>Provide for peripheral urban development</b>
To provide for peripheral urban development where the adverse effects on other activities are able to be avoided or mitigated.	
<b>UFD-P5</b>	<b>Urban growth accounts for Treaty of Waitangi obligations</b>
To ensure that any proposals for urban growth respect the obligations under the Treaty of Waitangi, and the needs of Te Rūnanga o Ngāi Tahu.	
<b>UFD-P6</b>	<b>Discourage unplanned urban growth</b>

To discourage unplanned urban growth between the coastal settlements to protect the amenity of coastal areas as viewed from the State Highway.	
<b>UFD-P7</b>	<b>Provide for a comprehensive living environment</b>
To provide for a comprehensive living environment just west of Kaikōura Township.	
<b>UFD-P8</b>	<b>Existing infrastructure is used efficiently</b>
To ensure that existing physical infrastructure is used efficiently by accommodating additional urban development within the existing urban areas or on the periphery of these areas.	
<b>UFD-P9</b>	<b>Reduce energy needs and consumption</b>
To reduce the need for the use of fossil fuels by accommodating additional urban development within existing urban areas or on the periphery of these areas.	
<b>UFD-P10</b>	<b>Provide public facilities</b>
To provide adequate public facilities, such as ablution facilities and litter receptacles, to meet the demands of locals and visitors.	
<b>UFD-P11</b>	<b>Growth is within infrastructure capacity</b>
To ensure that population and visitor growth does not place undue demand on existing infrastructure and services.	
<b>UFD-P12</b>	<b>Provide for commercial areas</b>
To recognise and provide for principal retail / commercial areas through the use of zoning.	
<b>UFD-P13</b>	<b>Limit mobile vendor locations</b>
<p>To limit mobile vendors to the following strategic areas around the Peninsula in accordance with the recommendations of the Kaikōura 1998 Coastal Management Strategy:</p> <ul style="list-style-type: none"> <li>a. The Esplanade end of Margate Street, adjacent to the playground.</li> </ul> <p>Jimmy Armers Beach.</p>	

<p>South Bay Recreation Reserve (eastern end of South Bay Parade). Corner of South Bay Parade and SH1, opposite the racecourse.</p>	
<b>UFD-P14</b>	<b>Encourage development in line with Kaikōura's character</b>
<p>To encourage developers and tourist operators to undertake activities in a manner which recognises and enhances Kaikōura's "small coastal village" character.</p>	
<b>UFD-P15</b>	<b>Provide for tourist activities where appropriate</b>
<p>To provide for certain types of tourist activities in specific areas, such as the airport, the Kaikōura Peninsula Tourism Development Area and the Whaleway Station, where higher noise levels are appropriate.</p>	
<b>UFD-P16</b>	<b>Building design and tourist facilities</b>
<p>To promote and encourage building design and tourist facilities which reflect and incorporate elements of a small coastal village.</p>	
<b>UFD-P17</b>	<b>Design guidelines</b>
<p>To encourage development to proceed in accordance with the design guidelines in Appendix 1.</p>	
<b>UFD-P18</b>	<b>Tourism development</b>
<p>To encourage appropriate development in the District in recognition of the changing role of Kaikōura as a tourist destination.</p>	
<b>UFD-P19</b>	<b>New tourist and non-tourist activities</b>
<p>To recognise and encourage the opportunities for new tourist and non-tourist activities throughout the District.</p>	
<b>UFD-P20</b>	<b>Sustainable tourist activities</b>
<p>To provide for new tourist activities provided the District's resources are managed sustainably.</p>	
<b>UFD-P21</b>	<b>Operation and expansion of tourist activities</b>

To permit, through appropriate zoning, the continued operation and expansion of existing tourist activities such that adverse effects are avoided, remedied or mitigated.	
<b>UFD-P22</b>	<b>Balance tourism and growth with existing character</b>
To balance the economic importance of tourism and associated growth opportunities with the needs of the community and the desire to retain Kaikōura's small coastal village character.	
<b>UFD-P23</b>	<b>Visitor accommodation and affordable housing</b>
To provide for existing and proposed visitor accommodation activities as well as additional affordable housing.	
<b>UFD-P24</b>	<b>Control effects of visitor accommodation</b>
To control the effects of visitor accommodation activities through rules in the Plan and to assess effects of activities which do not comply through the resource consent process.	
<b>UFD-P25</b>	<b>Effects of visitor accommodation</b>
To balance the need to accommodate visitors with the need to avoid over-demand on the District's resources and adverse effects on the environment.	

## Methods Other Than Rules

<b>UFD-M1</b>	<b>Zoning</b>
Provision of General Residential, Settlement, General Rural, and Commercial Zones both Development Areas, and rules to control the effects of the use, development and subdivision of land in these zones.	
<b>UFD-M2</b>	<b>Rules and standards for infrastructure and natural hazards</b>
<p>Provision of rules and performance standards relating to the following:</p> <ul style="list-style-type: none"> <li>a. Connection to reticulated potable water supply and sewage treatment and disposal systems within urban areas where such systems exist</li> </ul> <p>Development within areas prone to flooding and land instability.</p>	

<b>UFD-M3</b>	<b>Annual planning process for planting and place names</b>
Through the Council's annual planning process, encourage the planting of native species and where applicable the use of Māori place names.	
<b>UFD-M4</b>	<b>Regional rules for hazards</b>
Reliance on Regional rules concerning urban development in areas prone to coastal erosion or inundation.	
<b>UFD-M5</b>	<b>Tourism management strategy</b>
Creation of a Tourism Management Strategy to manage effects of tourist activities on infrastructure.	
<b>UFD-M6</b>	<b>Financial contributions</b>
Financial Contribution provisions to require contributions for upgrades from new development.	
<b>UFD-M7</b>	<b>Annual planning process for infrastructure</b>
Provision in the Annual Plan for the continuous upgrading of infrastructure, including public facilities, to meet anticipated demand.	
<b>UFD-M8</b>	<b>Commercial zone</b>
The use of Commercial zones to identify principal retail / commercial areas	
<b>UFD-M9</b>	<b>Co-location of compatible activities</b>
Encouraging and providing opportunities for activities that are able to co-locate.	
<b>UFD-M10</b>	<b>Resource consents</b>
Allowing small scale food and eco-tourism mobile vendors to operate via the resource consent process.	
<b>UFD-M11</b>	<b>Manage effects of development and tourism</b>

Methods to manage the effects of development and tourism on the character of Kaikōura:

- a. Creation of a Tourism Management Strategy to manage effects of tourist activities.

Financial Contribution provisions to require contributions for upgrades from new development.

Provision in the Annual Plan for the continuous upgrading of infrastructure, including public facilities, to meet anticipated demand.

<b>UFD-M12</b>	<b>Sustainable tourism growth</b>
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Methods to provide for sustainable tourism growth while managing adverse effects on the environment:

- a. Financial and development contributions.
- b. Creation of a Tourism Management Strategy.
- c. Conditions on resource consents.
- d. Provision in the Annual Plan for the continuous upgrading of infrastructure, including public facilities, to meet anticipated demand.

<b>UFD-M13</b>	<b>Provide for visitors and visitor accommodation</b>
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Methods to provide for visitors and visitor accommodation while managing adverse effects on the environment:

- a. Rules in the District Plan to allow appropriate visitor accommodation activities in the appropriate zones.
- b. Resource consents to assess the effects of visitor accommodation on the environment on a site-specific basis, including the effects of servicing on existing public infrastructure.
- c. Financial and development contributions to require any new visitor accommodation development to pay for the effects on critical infrastructure including sewerage, water, roading and reserves.
- d. Preparation of the Tourism Management Strategy.

## Principal Reasons

<b>UFD-PR1</b>	<b>Infrastructure and natural effects on the environment</b>
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On-site sewage treatment and disposal has the potential to adversely affect groundwater quality. Wherever possible, it is preferable for urban developments to be serviced with a



reticulated sewage treatment and disposal system, as such systems reduce the likelihood of sewage treatment and disposal adversely affecting ground water quality. Urban water supplies should also be serviced by a reticulated potable water supply that is adequate and reliable.

Parts of Kaikōura township and surrounding land have a high probability of being flooded from the Kowhai River and other streams in the Kaikōura Plains catchment. Other natural hazards prevalent in the District include the threat of coastal erosion or inundation in coastal areas, and seismic hazards. In order to reduce risks to life and property, it is important that urban development does not take place in areas at high risk of being affected by natural hazards. For flood hazard and inundation, low flood risk generally means land which is outside the risk areas as indicated on the flood hazard maps, or for areas not included in these maps, where the probability of a flood event is less than a 10% chance in 50 years (0.2% Annual Exceedance Probability). The risk from coastal erosion is low on land outside the Coastal Hazard Lines, as shown in the Regional Council's Proposed Regional Coastal Environment Plan.

To maintain the safety and efficiency of State Highway 1, urban development should be contained within defined settlements.

Any future growth of urban areas must take into account potential conflicts with nearby activities. The perceptions of people to the effects of surrounding land uses can vary considerably. For example, there may be concern regarding the potential for conflicts between residential activities in the rural area and traditional farming activities. The need to protect the amenities of existing and future residential areas from the potential adverse effects of some rural activities must be balanced against the need to enable farmers and other rural landowners to use their land.

Unplanned urban development between existing coastal settlements of the District has the potential to adversely affect the amenity of this environment as viewed from the State Highway.

Recognition of the Council's obligations in terms of the Treaty of Waitangi and the needs of Te Rūnanga o Ngāi Tahu is important in respect of urban growth. Te Rūnanga o Ngāi Tahu would like to see consideration of Te Rūnanga o Ngāi Tahu values in any future urban developments, through the adoption of Māori place names, planting of native species and provision of services which meet high water quality and waste disposal standards.

Provision has been made for a comprehensive residential living environment on 135 hectares of rolling hill country just west of Kaikōura Township between State Highway 1 and Green Lane/Ludstone Road. Unlike the General Residential Zone, the Ocean Ridge Comprehensive Development Area has specific controls on the number and location of

houses, which are to be developed in a setting of open space and native restoration plantings.

The Ocean Ridge Comprehensive Development Area is connected with Kaikōura Township, being reliant on the town’s services including being connected to the town’s reticulated sewerage system. While also reliant to a greater extent on the town’s businesses, the zone provides the opportunity for some visitor accommodation and other small-scale business such as a convenience store to establish within the zone. The establishment of such small-scale business will be convenient for residents, will reduce the frequency that residents may need to travel into the township and will assist in fostering a sense of community.

A high degree of transport connectivity is also to be provided between the Ocean Ridge Development Area and the existing township, including that of alternative transport to private motor vehicles. In time the Ocean Ridge Development Area will form a natural outer extent for Kaikōura Township in this direction with the Kaikōura Golf Course and the Kowhai River forming the western barrier.

<b>UFD-PR2</b>	<b>Efficient use and development of physical resources</b>
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Section 7(b) of the Resource Management Act requires the Council to have particular regard to the efficient use and development of physical resources. Further urban development must therefore take into account the efficient use of physical infrastructure. The Council seeks the efficient long-term utilisation of existing service infrastructure, and the future economic expansion of this infrastructure.

Consolidation of development within existing urban areas, as far as can be achieved without upgrading of public services, is considered a sustainable use of the land resource and existing infrastructure. Consolidation of urban areas also has potential benefits for fossil fuel usage. It is preferable for urban areas to be developed as self-contained areas, so that people’s homes are close to workplaces and social services. However, servicing for development outside the urban areas can be provided by a range of options, including alternatives to conventional options, provided that it is an efficient use of resources and so that any adverse effects are mitigated or avoided.

Kaikōura’s reticulated water, sewerage systems and stormwater will require progressive upgrading over the next ten years. The sewerage system in particular is near capacity, and upgrading is required to meet present demand on the system. Continued growth and increased visitor numbers will place additional demand on all infrastructure and services, and this must be factored into any upgrades. However, this should not be a barrier to development which is appropriate for the district and which has only minor adverse environmental effects (“appropriate development”). For example, the Ocean Ridge Development Area, which is to connect to the Kaikōura sewerage system, will contribute towards this upgrading.

<b>UFD-PR3</b>	<b>Integration between residential and commercial areas</b>
<p>One of the most important factors in managing growth is the interrelationship between residential/ living areas and business areas where commercial activities occur. It is an efficient use of resources, and will minimise adverse effects, if commercial activities can co-locate in the same general area, where practicable, particularly where this provides easy access and convenience for residents.</p> <p>The 1998 Kaikōura Coastal Management Strategy identifies a number of sites on the coastal fringe of the peninsula where mobile vendors may be appropriate. Mobile vendors include mobile tourist operators, equipment hire and food and beverage sales. Rather than permit these areas activities as of right, it is considered that appropriate mobile vendors should be allowed to operate via the resource consent process. This enables effects on the environment to be assessed and allows Council to impose conditions if necessary.</p>	
<b>UFD-PR4</b>	<b>Character of Kaikōura</b>
<p>Kaikōura has a character that has been frequently described by visitors as reminiscent of a “small coastal village”. Some of the more important elements of this character type are wide streets; low traffic volumes; low noise emissions; ample parking; no traffic lights; low rise and small-scale buildings; low density development; building orientation to take in expansive sea views; non-intrusive colours and; retention and enhancement of historic buildings. The resources of the District are attracting an increasing number of domestic and international visitors, most of whom visit because of its uniqueness.</p> <p>It is therefore important to ensure that future development is undertaken in a manner which recognises, maintains and enhances the existing character and amenity values of Kaikōura township, and which avoids or mitigates adverse effects. Any development which fails to achieve this is potentially undermining Kaikōura’s profile both internationally and nationally, and the opportunity for the District to be a “showcase” as a sensitively developed tourist destination.</p> <p>The tourism and visitor related activities and buildings proposed for the Kaikōura Peninsula Development Area is an important example of "showcasing" Kaikōura as a tourist destination. Although the style and scale of the development is not typical of the township, the location of buildings, building height and design are to be controlled to ensure the development is in sympathy with the peninsula’s landform. Although a self-contained development, it is closely linked to the township.</p>	
<b>UFD-PR5</b>	<b>Kaikōura economy</b>

The economic base of the Kaikōura District has diversified from the traditional farming and fishing industries into tourism activities. Tourism now employs approximately 30% of the District’s workforce.

The Council recognises the growing profile of New Zealand and Kaikōura in the international arena, and the opportunities which this provides. The Council also recognises that opportunities exist for further diversification within the tourist sector and flow-on effects into other related industries and businesses. Such diversification will assist in balancing the present summer seasonality and consequential peak loads on infrastructure.

While recognising these opportunities, the Council is aware of the need to control effects of a potential “gold rush” mindset of developers. This will be achieved by controlling adverse effects of new activities through rules in the plan.

The Kaikōura Peninsula Tourism Development Area covers a large part of the Kaikōura Peninsula. It is an example of the way in which tourism, research, recreational, and commercial activities (including visitor accommodation) can be provided for whilst providing adequate controls to ensure that the adverse effects of new activities are controlled.

<b>UFD-PR6</b>	<b>Tourism and accommodation</b>
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Visitor accommodation is an inherent part of any tourism industry. Tourism can only be successful if there is enough accommodation available to cater for all different needs. Providing an increase in the range of facilities may encourage visitors throughout the year, reducing dependence on seasonal peaks. This has economic benefits for the District. However, accommodation activities can also attract additional visitors, with consequential effects on traffic, infrastructure and amenity. Visitor accommodation activities need to be undertaken in a manner which ensures these effects are avoided, remedied or mitigated. Of particular concern is the effect of increased short-term populations on services. The plan defines visitor accommodation as a “Commercial Activity” for the purposes of the plan, to ensure that adverse effects can be managed.

There is also a risk of accommodation oversupply through internal factors, such as expectations which are too high, or through external factors, such as a change in exchange rates. While Council does have a role to play in the provision of information, determining the economic risk of a new venture should be left to entrepreneurs.

## Anticipated Environmental Results

<b>UFD-A1</b>	<b>Compact and coherent urban form</b>
<p>A compact and coherent urban form which recognises the need to achieve:</p> <ul style="list-style-type: none"> <li>a. a well-defined boundary between urban and rural activities ;</li> <li>b. residential accommodation close to employment and social services;</li> <li>c. energy efficiency;</li> <li>d. protection of property and lives from the effects of natural hazards;</li> <li>e. efficiency in the provision and use of public infrastructure.</li> <li>f. recognition of the Treaty of Waitangi and the needs of Te Rūnanga o Ngāi Tahu.</li> <li>g. the maintenance and enhancement of the amenity value of coastal areas as viewed from the State Highway.</li> <li>h. the safety and efficiency of State Highway 1.</li> </ul>	
<b>UFD-A2</b>	<b>Consolidation of urban growth</b>
<p>Consolidation of urban growth to:</p> <ul style="list-style-type: none"> <li>a. avoid conflict between urban and rural uses</li> <li>b. consolidate access to properties in promoting the safe and efficient functioning of local roads</li> <li>c. maintain the quality of ground water.</li> </ul>	
<b>UFD-A3</b>	<b>Sustainable growth and development</b>
<p>Sustainable growth and development which:</p> <ul style="list-style-type: none"> <li>a. retains Kaikōura’s small coastal village character</li> <li>b. enhances the architectural style of the township</li> <li>c. avoids over-demand on the District’s resources</li> <li>d. contributes to and expands the District’s economic wellbeing</li> <li>e. avoids or mitigates adverse effects on the environment</li> <li>f. provides opportunities for the development of tourism and recreation related activities</li> <li>g. provides for a comprehensive living environment just west of Kaikōura</li> </ul>	

h. increases the range of available visitor accommodation.