



Ladies Mile Te Putahi Masterplan Establishment Report

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Ladies Mile Te Putahi Masterplan Establishment Report

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Executive Summary

How will Queenstown grow over the next 30 years and beyond? How can QLDC ensure it grows in a way that provides the best possible community outcomes, delivers improved transport solutions, and offers a wide range of housing choices to current and future residents? These are not easy questions to answer, but part of the solution is likely found in the Ladies Mile Area.

Why Ladies Mile?

The Ladies Mile (Te Putahi) Corridor between Shotover River (Kimi-ākau) and Lake Hayes (Te Whaka-ata a Haki-te-kura) is an area of major strategic importance for Queenstown and the lakes district.

The Ladies Mile Corridor is located at a key point in the road, trail and river networks. It is largely flat, sunny and hazard free, it is close to the fast-growing centre of Frankton and Queenstown's largest residential area of Lake Hayes Estate and Shotover Country. It is also highly valued by some locals as the visual gateway into Queenstown.

Due to its unlimited desirability, a key narrative for the Queenstown Lakes District over the last five years and beyond has been high and ongoing levels of population growth. Population growth over this period has averaged 6.1% per annum, making it the fastest growing district in the country.

This rate of population growth has a range of flow on effects with increasing pressure on local infrastructure including three waters and transport, social infrastructure and increasing demand for housing (both to rent and to purchase).

Development of Ladies Mile is sensitive, there are many within the community who have concerns that increased development along Ladies Mile and the SH6 corridor will inevitably lead to more cars, more congestion and further erode the rural gateway to Queenstown. These fears are based on the strong and sustained growth rates in the District and realisation that producing car-centric housing estates does not provide great community or transport outcomes for those who live there or pass through.

However, this presents an opportunity. Development, if done correctly, can offer solutions to existing issues by using well planned land use to deliver enhanced Community Facilities, better connected communities, transport solutions and housing choices. In order for these benefits to be delivered, Council needs to take this opportunity to move quickly and develop a masterplan for the area that sets out what should go where, outline provisions for social infrastructure, and provide partners, stakeholders and the community surety over what the future looks like.

Development at Ladies Mile is highly likely. Some of the major landowners along Ladies Mile have signalled their intention to develop their land in the short to medium term. A number of these landowners have already applied to develop their land holdings through the now expired Housing Accords and Special Housing Areas legislation (HASHA). These parties are generally supportive of a masterplanning process and the outcomes QLDC is hoping to achieve. However, their preference is to move develop the area at pace.

QLDC have made their intentions clear through strategic land purchases, infrastructure funding arrangements and a Council resolution that states:

Agree that Ladies Mile may be developed for urban purposes in the medium to long term and that a proactive Council led planning approach should be undertaken, taking into account the wide range of community, housing, recreation, transport, green space and infrastructure considerations on Ladies Mile and the surrounding area.

What are we going to do?

A Masterplan for Ladies Mile, with an associated Variation to the District Plan (Plan Change) offers QLDC the opportunity to influence the future of Ladies Mile. By doing so it can set the direction for the area, ensuring the best possible outcomes for the community by integrating land use and transport in a way that has never been done in the District.

To arrive at the approach put forward in this document, the project team carried out a series of targeted workshops and meetings to better understand the issues at play and how they might be addressed. The results of these workshops have directly influenced the options and objectives developed in this Establishment Report.

Masterplan Objectives:

1. A land use solution is delivered in a timely, integrated and organised manner, avoiding individual applications
2. Increased liveability, wellbeing and community cohesion for existing and future residents of the Ladies Mile area.
3. Improved access to and from Ladies Mile with a transport network that can deliver its functions efficiently and effectively.
4. Supporting enhanced public transport and active travel provision and utilisation through land-use solutions.

Optioneering

To bring a complex range of elements together in a truly integrated way requires an innovative approach. Understanding how to best carry out a Masterplan that integrates land use and transport, while looking to develop a plan change process that ties into the Masterplan, has required considerable analysis and optioneering.

Through the development of this Establishment Report it has become clear that there are a range of options for QLDC in terms of Ladies Mile.

To help understand the options and decide which approach is the best fit for QLDC and the community, the project team have utilised investment management tools to assess the options and present them. These tools are more frequently used in the development of complex business cases, and include:

- Investment Logic Map (ILM)
- Longlist to Shortlist tool
- Activity Matrix
- Multi Criteria Analysis (MCA)

The Ladies Mile Masterplan

This report outlines a process for delivering a Masterplan and District Plan Change for Ladies Mile.

A Masterplan and associated Programme Business Case will seek to promote a set of future outcomes for Ladies Mile over the next 30 years and beyond. The Masterplan will inform a plan change that will rezone the Ladies Mile area and ensure housing is delivered at a density that creates improved housing choices, varying price-points for residents and with a variety of housing types. It will also look to seek to ensure high quality and reliable public transport outcomes that reduce reliance on single occupancy private vehicles.

The Masterplan will seek to set out a plan for the Ladies Mile area with the community at the centre of all thinking. The aim is to see Ladies Mile developed in a way that improves community outcomes. By integrating transport, community infrastructure, placemaking and design QLDC hopes to make Ladies Mile the most liveable area in Queenstown.

The Ladies Mile Masterplan will use a business case framework to identify gaps, to gather evidence through benchmarking, data analysis and community involvement, and to select the right projects to be implemented at the right time.

The preferred option for QLDC to approach the Masterplan would see QLDC develop a Masterplan and Plan Change in parallel, ensuring the Masterplan team and the RMA team can work together in a single integrated process. This would see QLDC develop and notify a Plan Change at the same time as the preferred the Ladies Mile Masterplan.

At the same time, QLDC will look to apply to the Minister for the Environment to have the plan change determined through a Streamlined Planning Process (SPP) which reduces cost as it removes the ability for challenges in the Environment Court and limits rights of appeal to judicial

reviews and appeals on points of law, which should ultimately reduce timeframes and provide more certainty.

How are we going to do it?

Workstreams

There are seven key workstreams which the project team will focus on integrating:

- Landscape and Urban Design
- Housing
- Social Infrastructure
- Education
- RMA/Planning process
- Transport
- Landowners

Community and stakeholder engagement

Community Engagement will be a critical element throughout the process and the Masterplan team will need to ensure the community has a number of opportunities to interact with and inform the process. The results of community engagement need to be a key piece of evidence in the process.

QLDC may seek to apply for a Streamlined Planning Process (SPP) , which will require high levels of community, stakeholder and partner engagement from the beginning of the process. This engagement, even if a conventional plan variation process under the 1st schedule of the RMA is preferred, will be critical in any masterplan and plan change process.

Process and Schedule

The Masterplan will be developed using workshops, facilitation, optioneering and analysis to evaluate a wide range of information and identify a preferred way forward. The proposed process is outlined in Section 9 of this document.

The programme will work through a process and schedule with key milestones and gateways, ensuring decision makers have oversight of the work being done and an ability to approve the work being undertaken at multiple points. This process will see a Masterplan approved by the end of March in 2021. At the same time a Plan Change will be notified (unless an SPP has already been approved by the Minister for the Environment).

Who will be responsible for delivery?

Programmes of this nature and complexity require clear and well-structured governance and decision-making arrangements. A proposed governance structure is outlined later in Section 10 of this document.

A project team will work closely with procured technical specialists. This team will produce material for the Programme Governance Group who will review it before recommending it be considered at the Political Governance level.

The ability for QLDC to deliver this project while dealing with competing workloads is a significant risk to the delivery of this project. This is of particular importance given that QLDC officers will be involved in progressing the rest of the district plan review and its associated appeals as well as developing the Long-Term Plan. Ensuring there is sufficient resources within QLDC to deliver the Masterplan and associated Plan Change is critical to the programme's success.

1 Introduction

1.1 What's the purpose of the Establishment Report?

The purpose of the Establishment Report is to set the direction for the proposed Ladies Mile Masterplan.

The Establishment Report ensures:

- Transparency
- Clarity of process
- A structure that delivers the best outcome for the community
- An approach that can move at pace to get ahead of and help shape private development
- Integration of land use and transport by understanding existing problems.

It will act as the guiding document, ensuring the Masterplan integrates transport, land use, housing, infrastructure and social infrastructure. It sets out the key elements required for the proposed Masterplan (which are outlined later in this document) and the process.

1.2 How this report was developed

This report was developed using a combination of early engagement workshops, research, analysis and optioneering.

Four workshops have been held with the following groups:

Workshop	Purpose
Ladies Mile Landowners	Engage with landowner representatives to better understand the current challenges and potential opportunities for the Ladies Mile area from a landowner perspective.
Ladies Mile Community	Engage with community representatives to better understand the current challenges and potential opportunities for the Ladies Mile area from a community perspective.
Partner agencies, stakeholder and Iwi	Engage with a wide range of interested agencies to understand how land use and transport can be integrated at Ladies Mile and what level of involvement each agency/partner expected.
Major Landowners	Engage with major landowners to understand what they require from a Masterplan process

Discussions have also been held with the Queenstown Lakes Community Housing Trust.

These workshops and discussions have helped inform and guide the Establishment Report process, leading to the development of an Investment Logic Map (ILM) and optioneering work, which are outlined later in this document.

Further analysis was then carried out in the form of a series of optioneering tools to better understand and outline the range of options available to QLDC in relation to Ladies Mile. These are described in Section 7.

It is important to note that the Establishment Report sets the foundation of a potential Masterplan / plan change process and indicates how such a document might be developed. It doesn't seek to identify solutions for Ladies Mile, which is the purpose of the Masterplan.

2 Background – what has already happened?

The process that led to this point has been complex and has evolved over a number of years.

When looking at the Ladies Mile area, it is important to take a wide view of what has happened across the Wakatipu Basin and the wider Queenstown Lakes District as a whole and why Ladies Mile has been identified as an area that would be suitable for development.

The approval of the Queenstown Country Club Special Housing Area (SHA), the Proposed District Plan (PDP) process and the recent decision by Council not to support three Ladies Mile SHA proposals has highlighted the need for the development of a proactive Council led planning approach for Ladies Mile.

2.1 Land Use

The Ladies Mile land use story gathered pace in 1998 when Lake Hayes Estate was zoned to allow a large low-density residential subdivision (approximately 617 residential units). Along with the later approval of Shotover Country (approximately 884 residential units) the southern side of SH6 has become the largest residential population centre in the Wakatipu Basin.

More recently the PDP process and the Housing Accords and Special Housing Areas Act 2013 (HASHA) and associated Special Housing Area (SHA) proposals have shaped the planning landscape. The process can be seen in *Figure 1: Ladies Mile planning history*.

This included the approval of the Bridesdale SHA (approximately 137 residential units), the Queenstown Country Club SHA (376 retirement units) and the Shotover Country SHA (101 residential units) which was an extension to the zoned area of Shotover Country. The change in zoning provided by the PDP also allows for an additional 119 residential units (under appeal).

Accordingly, the Ladies Mile area currently has capacity for approximately 2124 residential units which could result in around 5734 people living within the area.

This process is explained in further detail in in Appendix 1.

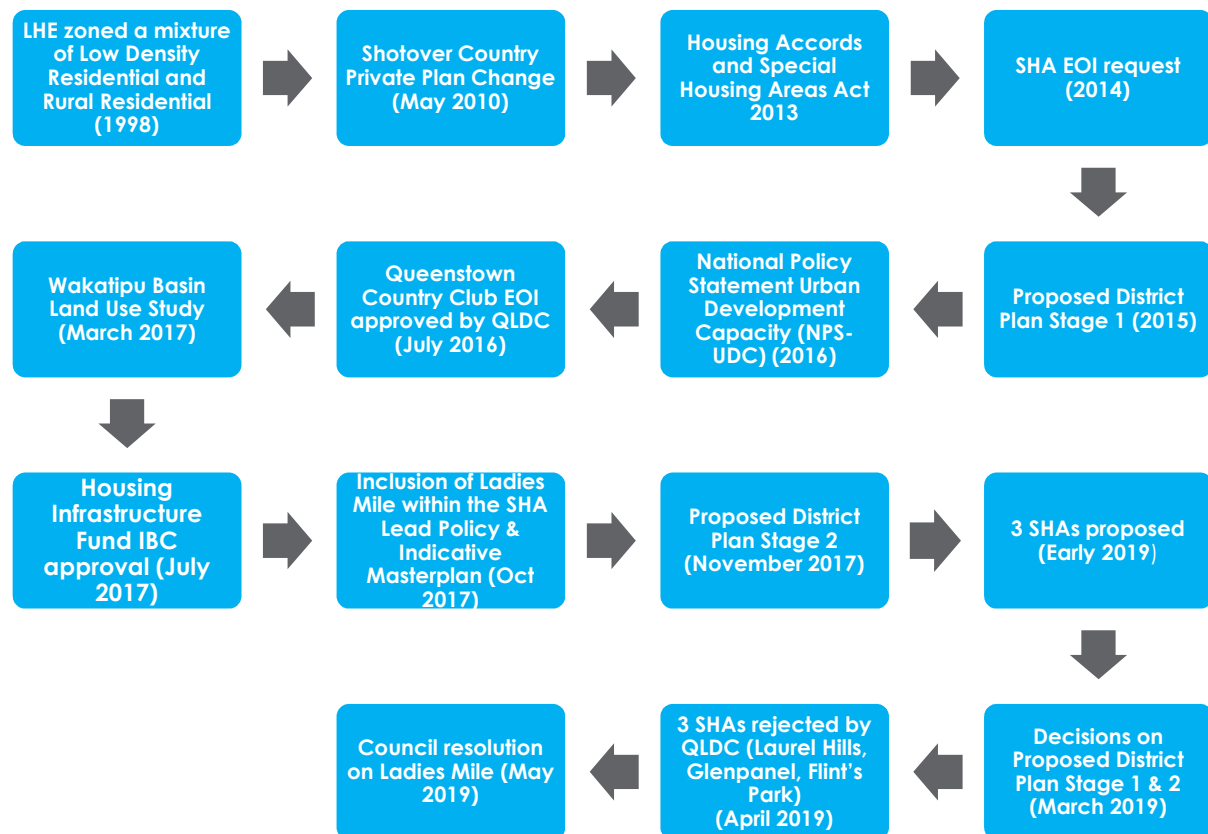


Figure 1: Ladies Mile planning history

2.2 Special Housing Areas

In October 2014 QLDC and Central government entered into the Queenstown-Lakes District Housing Accord (Housing Accord). The Housing Accord was intended to increase housing supply and improve housing affordability in the District by facilitating development of quality housing that meets the needs of the growing local population.

Following this, QLDC called for expressions of interest from landowners with proposals to develop SHAs on their land. The following were received in relation to the wider Ladies Mile area.

Bridesdale

In December 2014, QLDC approved the establishment of the Bridesdale SHA. This created 136 sections and has been completed.

Glenpanel

In July 2016, QLDC received an expression of interest for the establishment of a SHA known as the Glenpanel SHA which was to include a total of 207 lots. QLDC resolved not to recommend this SHA to the Minister due to stormwater and traffic concerns.

Shotover Country

In June 2016 the Shotover Country SHA was established. This allowed for residential development outside of the zoned Shotover Country Special Zone under the Operative District Plan. It allowed for the creation of 101 lots and has recently been completed.

Queenstown Country Club SHA

In April 2016, an SHA expression of interest regarding the proposed Queenstown Country Club was received by QLDC. On 26 May Council voted to accept the SHA – this was a major catalyst for change at Ladies Mile.

This approved the development of up to 332 residential dwellings (including villas and apartments), a hospital, 82 bed aged care and dementia care facility, clubhouse, bowling green and pavilion with ancillary community and recreation activities (medical centre, childcare facility and gym/pool), and ancillary commercial activities (including retail, café/restaurant) indirectly adjoining SH6.

At the 26 May meeting it was noted by Council officers that the approval of this application would change the area and open the potential for development of the Ladies Mile.¹

SHA Lead Policy

In October 2017 Council agreed to incorporate a portion of Ladies Mile within its SHA Lead Policy.²

The additions to the Lead Policy included:

1. An Indicative Masterplan (see Figure 2)
2. an Indicative Landscape Strategy³
3. the Ladies Mile Development Objectives⁴

The intention of the inclusion of the Ladies Mile area within the Lead Policy was to provide an integrated and comprehensive approach to the development of the area.

¹ <https://www.qldc.govt.nz/assets/Uploads/Council-Documents/Full-Council-Agendas/2016/30-June-2016/0-Confirmation-of-draft-minutes-26-May-2016.pdf>

² <https://www.qldc.govt.nz/assets/Uploads/Planning/SHA/LEAD-POLICY-as-updated-for-8-August-2019-Coneburn-SHA-Full-Council-meeting.pdf>

³ <http://www.qldc.govt.nz/assets/Uploads/Your-Views/Ladies-Mile/1c.-Indicative-Master-Plan.pdf> (p18)

⁴ <https://www.qldc.govt.nz/assets/Uploads/Planning/SHA/LEAD-POLICY-as-updated-for-8-August-2019-Coneburn-SHA-Full-Council-meeting.pdf> (p22)

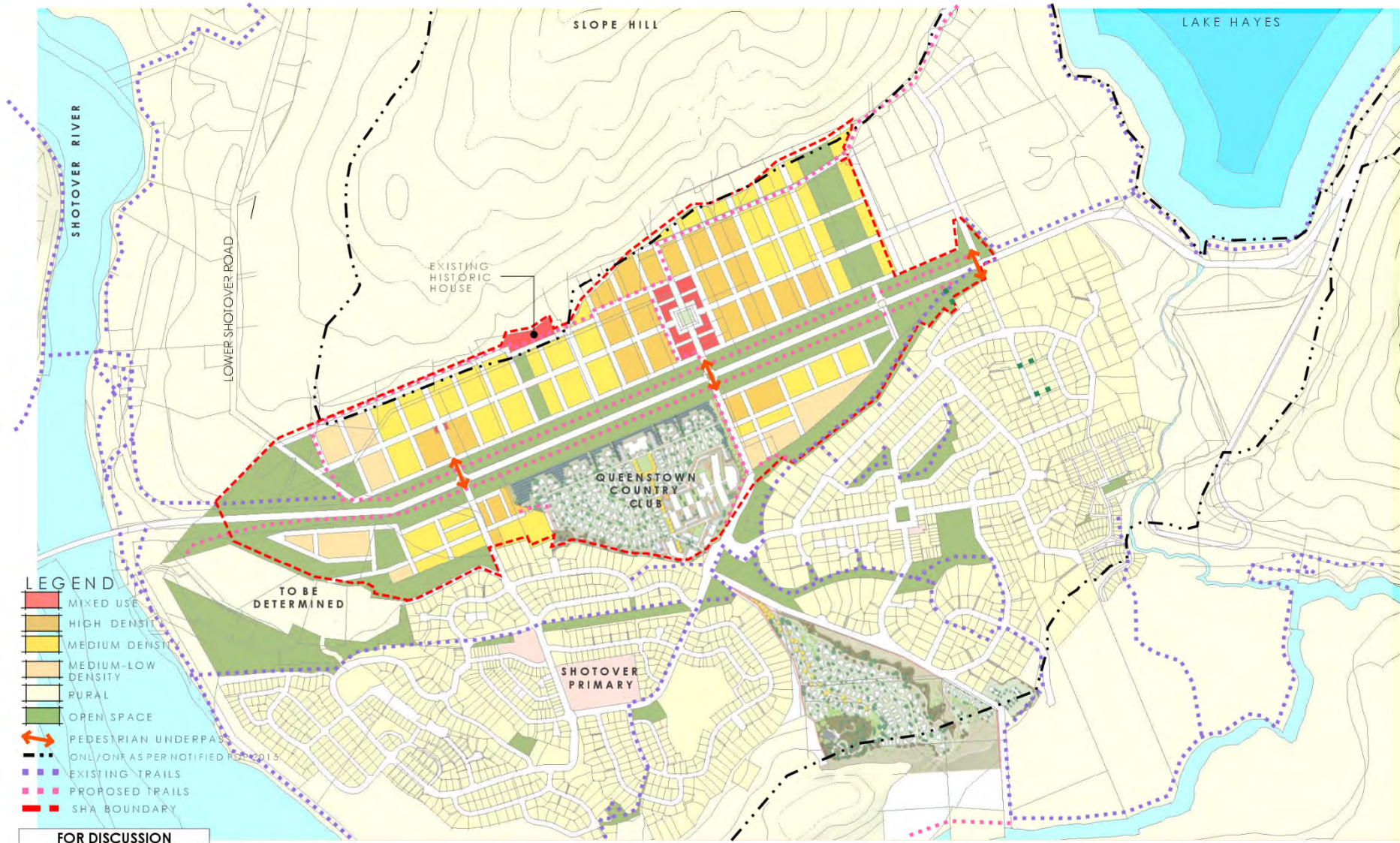


Figure 2: Ladies Mile Indicative Masterplan, SHA Lead Policy

Council's stated intention for the land was to provide for intensive residential development (with a small mixed-use area) to maximise the yield of the land in terms of housing density to provide for the projected population growth of Queenstown. It also hoped to understand the bigger picture around community infrastructure and what would be required in terms of open space, reserves, facilities etc.

2.3 Three Ladies Mile SHA Proposals

In early 2019 Council received three SHA proposals located in the Ladies Mile area:

- Laurel Hills – 156 dwellings
- Glenpanel – 207 dwellings
- Flint's Park – 151 dwellings

These applications created a large amount of public interest due in part to the already congested SH6 corridor and Shotover Bridge and the timing of the application process coinciding with major road works at Quail Rise, and concerns regarding continued growth east of the Shotover River. More than 300 submissions on the Laurel Hills proposal were made during the call for public feedback, with just three submissions predominantly in support of the proposals.

Despite the SHAs being recommended for approval by QLDC Officers, in April 2019 Council resolved not to recommend them to the Minister, with strong concerns expressed over transport and infrastructure issues.

2.4 Proposed District Plan

Under the PDP, the land along Ladies Mile has been zoned a mixture of Large Lot Residential A, Rural Lifestyle, Rural and Wakatipu Basin Rural Amenity Zone which will allow limited further development at a range of densities (enabling 119 dwellings) but will not significantly affect housing supply or progress the integration of community facilities, transport and housing for the area.

The PDP for Ladies Mile is currently under appeal, however the appeals do not provide scope to affect significant changes across the Ladies Mile area.

2.5 Housing Infrastructure Fund

The Housing Infrastructure Fund is a one-off fund designed to enable housing construction in areas constrained by inadequate transport and water infrastructure. This fund was established so that more housing could be constructed, more quickly than would otherwise be possible.

The eligibility criteria for access to the Housing Infrastructure Fund, was limited to areas with high growth – defined as 5%, which included Queenstown Lakes District Council (QLDC).

In 2017 and 2018 QLDC applied for HIF funding⁵ via an Indicative Business Case (IBC) and subsequent Detailed Business Case (DBC) to enable the development of key infrastructure for Ladies Mile.

A Loan & Funding Agreement was signed between The Crown and QLDC on 30 Sept 2018 for \$17.5m HIF funding, and \$6.5m NZTA funding. The QLDC share for HIF infrastructure is ~\$6m, recognising that the scope of HIF works is limited to infrastructure described within the DBC, and is based on the development of 1,100 homes.

The IBC/DBC identified that the Special Housing Areas (SHA's) were the likely mechanism for commercial delivery of the proposed housing – however, HIF funding was not dependent on SHA approval. After the SHA's were denied, QLDC submitted a request to The Crown that HIF 'funding' should still be made available if QLDC could enable the delivery of housing via another

⁵ <https://www.qldc.govt.nz/assets/News/HIF/Ladies-Mile-HIF-Summary.PDF>

mechanism (i.e. The Masterplan). The Crown agreed, and a revised programme schedule was agreed, and appended to the existing Loan & Funding Agreement on 12 Nov 2019.

2.6 Council Resolution on the future of Ladies Mile

Following the decision not to support the Ladies Mile SHA proposals in May, Council was presented with a report that identified four potential options for the future of Ladies Mile at the 30 May 2019 Council Meeting⁶:

1. Implement the PDP zones as they stand enabling rural lifestyle and large lot residential housing.
2. Allow private plan changes to proceed to enable individual urban developments.
3. **Develop a Council led plan variation and Masterplan to achieve an integrated plan for development of the area (recommended).**
4. Seek to promote the development of the area as an Urban Development Authority specified development project.

It was noted by Councillors that development was contingent upon a modal shift and the introduction of direct public transport from Lake Hayes Estate - Queenstown was essential for this to occur. Further, establishment of community facilities and a 'village hub' would also address traffic volumes on State Highway 6.

At this meeting Council amended the recommended option and made the following resolution:⁷

“Agree that Ladies Mile may be developed for urban purposes in the medium to long term and that a proactive Council led planning approach should be undertaken, taking into account the wide range of community, housing, recreation, transport, green space and infrastructure considerations on Ladies Mile and the surrounding area.”

This resolution on the future of Ladies Mile explicitly sets out Council's desire to drive development at Ladies Mile in an integrated manner that provides the best possible outcomes for the community.

⁶ <https://www.qldc.govt.nz/assets/Uploads/Council-Documents/Full-Council-Meetings/2019/30-May-2019/1.-Ladies-Mile-Future-Options.pdf>

⁷ Minutes of the 30 May 2019 Full Council Meeting - Planning for Future Use and Development of Ladies Mile.

3 Why is Ladies Mile important – what did we know early in the process?

3.1 Suitable area for future development

- It is a sunny, flat, easily serviceable part of the Wakatipu Basin that is not prone to significant natural hazards.
- Directly adjacent to existing urban development in the form of Lake Hayes Estate, Shotover Country and the Queenstown Country Club.
- Physically close to the major employment area of the Frankton Flats and its industrial, retail and mixed-use zones, employment centres and airport.

The area can readily be serviced with infrastructure, due to the proximity of the Council's wastewater treatment plant and bore field, and the existing reticulated networks in Lake Hayes Estate / Shotover Country. HIF funding to facilitate the development of this infrastructure has been approved by Government provided certain conditions are met.

As part of the PDP process, the Wakatipu Basin Land Use Planning Study 2018 recommended that Ladies Mile was highly suitable for more urban development⁸, however this recommendation did not form part of the variation to the zoning of the wider Wakatipu Basin in the PDP. Consequently, under the PDP, some of the land along Ladies Mile was rezoned as a result of submissions on the PDP, however this zoning only allows for the provision of a limited number of additional residential units (approximately 119).

A number of major landowners along Ladies Mile have made it clear, through SHA applications and subsequent discussions, that they are willing to develop their land and intend to do so in the near term.

It is highly likely Ladies Mile will begin to be developed in some form in the medium term (the next 3-10 years).

QLDC acknowledges that their thinking with regards to Ladies Mile has matured since the PDP, and they believe that more development of the same lower density 'detached dwellings', as have been built in the surrounding area, will not be an efficient use of land and will not result in better outcomes for Ladies Mile.

This presents a risk in that it could be developed ad hoc and in a manner that doesn't deliver what's needed for the community.

As such, QLDC is keen to proactively plan for this in an integrated way, to ensure the best possible outcomes for the community.

3.2 Existing issues around development

- It is an area of significance to many locals.
- It is considered by some to be part of the 'rural gateway' into Queenstown, and an area that demarks the rural and urban areas of the Wakatipu Basin.
- There are currently capacity issues around the State Highway corridor and Shotover Bridge that runs through Ladies Mile.
- Land ownership is fragmented.
- There are existing issues around parking, community severance and a lack of community facilities.
- The current residential areas lack a sense of being a cohesive village, there are few facilities and services, so external trips need to be made to carry out everyday tasks.
- Some of the Ladies Mile area is classed as highly productive land and consideration of the use of this land in the context of the District needs to be undertaken.

⁸ Wakatipu Basin Land Use Study, 2017

The Shotover Bridge is at capacity at peak times in the morning and evening, meaning that it is performing at reduced efficiency and levels of service. These capacity issues are already causing significant congestion for those living in Lake Hayes Estate and Shotover Country at times. Understandably, these people are also concerned that increased development will worsen existing congestion issues at Stalker Road and Hawthorne Drive roundabout.

Land ownership within the Ladies Mile Masterplan area is fragmented, with 16 separate land holdings. While the majority of the land is held by five landowners, this fragmented ownership creates complexities when looking at future options for the area.

Ladies Mile has a land use classification of category 2 within the National Policy Statement for Highly Productive Land (NPS-HPL). This land use classification has implications for the timing and implementation of the Ladies Mile Masterplan

There are also many within the community who feel challenged by ongoing growth. This sector of the community has been vocal in the past, and their concerns must be taken into account. An integrated approach to engagement with both local and wider Queenstown communities will be critical as part of any Masterplanning process.

3.3 Housing density

If done well, increased housing density:

- Allows for more sustainable communities.
- Encourages more effective and efficient use of land.
- Creates more housing choice, price points, typologies and tenure of options such as rentals.
- Helps to build justification for community services, facilities and transport options.

Housing density is a significant component of ensuring a successful, sustainable and well-serviced community. Simply put, the more people that live in an area, the more justification and incentives there are to invest in things like parks, schools, community facilities and the active travel and public transport network.

Planning for housing density must recognise the need for quality open space, good street design and community facilities, particularly as house section sizes reduce.

Population density also provides commercial viability for local private enterprises such as shops, services, restaurants, bars and offices – all things that help make a community sustainable and reduce the need to make external vehicle journeys.

3.4 The importance of moving quickly

- It is highly likely that the Ladies Mile area will continue to experience pressure to be developed in the short to medium term.
- A number of major landowners have expressed their desire to continue with development plans communicated through the SHA proposals.
- Once this land begins to be developed privately, the opportunity to develop it in a holistic way is compromised and easily lost.

A key requirement of a Masterplan is to move fast enough to ensure current landowners are comfortable that real progress is being made. It offers QLDC an opportunity to ensure the area is developed in a truly integrated way that keeps community outcomes at the front and centre of all thinking, as opposed to an ad hoc series of private plan changes and low-density subdivisions.

At the same time, an integrated Masterplan and plan change process would look to help alleviate issues that are already being encountered on the State Highway 6 corridor and in the suburbs of Lake Hayes Estate and Shotover Country in a timely way.

3.5 Community facilities and social infrastructure

- The wider Ladies Mile area, including Lake Hayes Estate and Shotover Country currently has a low provision of community facilities, social infrastructure and quality open space.
- Increased provision of community facilities along Ladies Mile would benefit the wider District.
- Development has largely centred around low/medium density standalone residential housing.
- Currently there is a large local population base separated from key community facilities and services.

While development at Lake Hayes Estate and Shotover Country has provided a much-needed source of residential housing stock for the wider Wakatipu Basin and basic parks and reserves, the way in which it has been designed has seen a large population base develop that is largely separated from key community facilities and services.

Open space in both Lakes Hayes and Shotover Country is predominantly linear and under power lines or in a flood plain, with access only through narrow residential streets.

Attendees to all initial workshops lamented the extent to which local residents have to rely on their private car to buy the groceries, take kids to school / afterschool activities, and socialise. While Shotover Country has a primary school and there are daycare facilities in both Lake Hayes Estate and Shotover Country, there are very few community orientated opportunities for people without young children.

Two QLDC documents, the Parks & Open Spaces Strategy and Regional Sports Facility Strategy, identify a shortfall in open space, sport and recreation facilities, particularly at a local/neighbourhood level. Any future development must recognise this lack of provision for the existing community already as well as providing for growth.

4 What is driving change?

4.1 Population growth

Due to its desirability as a picturesque physical setting, the key story for the Queenstown Lakes District over the last five years and beyond has been high and ongoing levels of population growth which has created a range of impacts for the community.

Population growth over the past five years have averaged 6.1% per annum, making it the fastest growing district in the country over this period.⁹

While growth has slowed somewhat over the past year¹⁰ (3.7%), it is still much higher than the national average, and places growth in the Queenstown Lakes District as the third fastest in the country behind Selwyn and Central Otago.

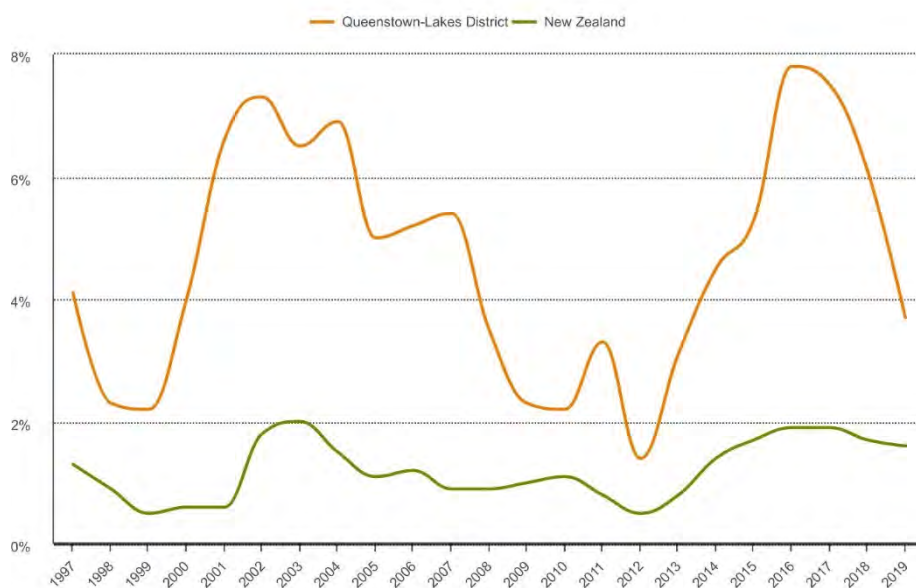


Figure 3: Queenstown Lakes Population Growth 1997 – 2019, Source: Infometrics

This rate of population growth has a range of flow on effects with increasing pressure on local infrastructure including three waters and transport, social infrastructure and increasing demand for housing (both to rent and to purchase).

At the same time, the number of visitors to the region has continued to increase, which creates compounding pressure.

QLDC's latest growth projections (2018) estimate that by 2048 there will be 50,100 residents and 23,110 dwellings in the Wakatipu Ward, with a total of 74,400 residents which translates to 37,770 dwellings across the District. This means the Wakatipu ward alone will need around 10,000 new homes in the next thirty years.¹¹

⁹ Statistics New Zealand subnational population estimates 2019.

¹⁰ <https://ecoprofile.infometrics.co.nz/queenstown-lakes%2bdistrict/Population>

¹¹ <https://www.qldc.govt.nz/assets/Uploads/Our-Community/Population-Projections/QLDC-Growth-Projections-2018-to-2048-summary-table.pdf>

Variable	2018	2028	2038	2048	2018 to 2028			2018 to 2048		
					Change	Annual change	% Change	Change	Annual change	% Change
District										
Residents	39,500	56,400	65,900	74,400	16,900	1,690	3.6%	34,900	1,163	2.1%
Total Houses	20,840	28,500	33,290	37,770	7,660	766	3.2%	16,930	564	2.0%
Total Visitors (Average Day)	24,860	31,490	35,550	39,040	6,630	663	2.4%	14,180	473	1.5%
Total Visitors (Peak Day)	79,300	99,750	113,810	126,370	20,450	2,045	2.3%	47,070	1,569	1.6%
Average day population*	64,360	87,890	101,450	113,440	23,530	2,353	3.2%	49,080	1,636	1.9%
Total Rating Units	26,020	35,300	39,830	45,280	9,280	928	3.1%	19,260	642	1.9%
Wakatipu Ward										
Residents	27,180	38,100	44,440	50,100	10,920	1,092	3.4%	22,920	764	2.1%
Total Houses	13,060	17,630	20,460	23,110	4,570	457	3.0%	10,050	335	1.9%
Total Visitors (Average Day)	16,920	21,360	24,440	27,230	4,440	444	2.4%	10,310	344	1.6%
Total Visitors (Peak Day)	44,850	56,760	65,650	73,950	11,910	1,191	2.4%	29,100	970	1.7%
Average day population*	44,100	59,460	68,880	77,330	15,360	1,536	3.0%	33,230	1,108	1.9%
Total Rating Units	16,850	22,430	25,270	28,580	5,580	558	2.9%	11,730	391	1.8%

Figure 4: Queenstown Lakes District Population Projections (December 2018)

4.2 NPS-UDC

In 2016, the government adopted the National Policy Statement (NPS) on Urban Development Capacity. Queenstown was identified as a high growth area which creates requirements to ensure that there is sufficient residential land in plans, and the district plan in particular, to cater for projected population growth.

QLDC has undertaken detailed analysis of its housing capacity through the PDP process and has identified that the objectives of the NPS are being satisfied. However there are a number of constraints upon the delivery of residential lots within the Queenstown market, such as the zoned land being in a limited number of ownerships, the demand for visitor accommodation, the cost of building in the District and the lack of diversity in housing stock being developed.

4.3 Housing affordability

Queenstown's population growth, land supply and low wages has seen it become the most expensive and unaffordable place to live in New Zealand. Queenstown's house prices are over 20 times higher than the average annual income earned in the District.

Over the last two decades, the population has more than doubled to approximately 39,500. Housing choice and housing affordability have not kept up and as a result many residents struggle to find suitable, affordable, secure homes.¹²

At the same time, Queenstown has seen its rental market significantly impacted by Airbnb and other short term letting platforms, with many landowners choosing to rent their houses out for short stays and higher yields, than long term rentals. This, along with increasing house prices has seen rents skyrocket in recent years, with significant impact on affordability for Queenstown's worker population.

¹² <https://www.qldc.govt.nz/assets/Uploads/Council-Documents/Full-Council-Meetings/2019/12-September-2019/4.-Taskforce-Council-report.pdf>

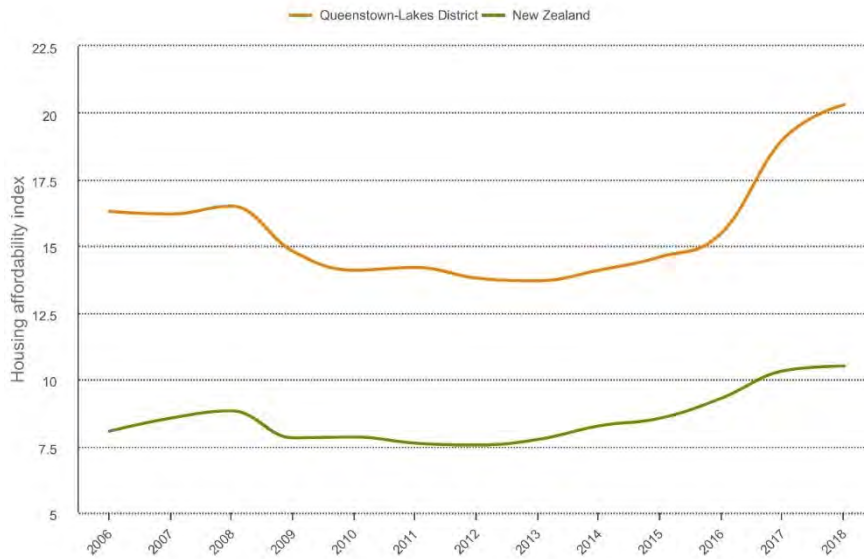


Figure 5: Queenstown Lakes District Housing Affordability 2006 - 2018, Source: Infometrics

In response, the Mayoral Housing Affordability Taskforce was established in April 2017 to explore methods for tackling housing affordability and availability in the district. The Taskforce released a report in October 2017 outlining six recommendations and actions, including;

1. Invest in scaling up the Queenstown Lakes Community Housing Trust (QLCHT).
2. Build a range of affordable market offerings.
3. Provide more land, intensification and inclusionary zoning.
4. Adjust the Visitor Accommodation settings.
5. Address household income support.
6. Build a strategy for long term community support.

In discussions with QLCHT, as part of the development of this Establishment report, the organisation's key concerns regarding housing affordability in relation to Ladies Mile were around the lack of housing choices in the Wakatipu, the cost of housing, and ensuring there was provision for inclusionary zoning or affordable housing in any development in Ladies Mile.

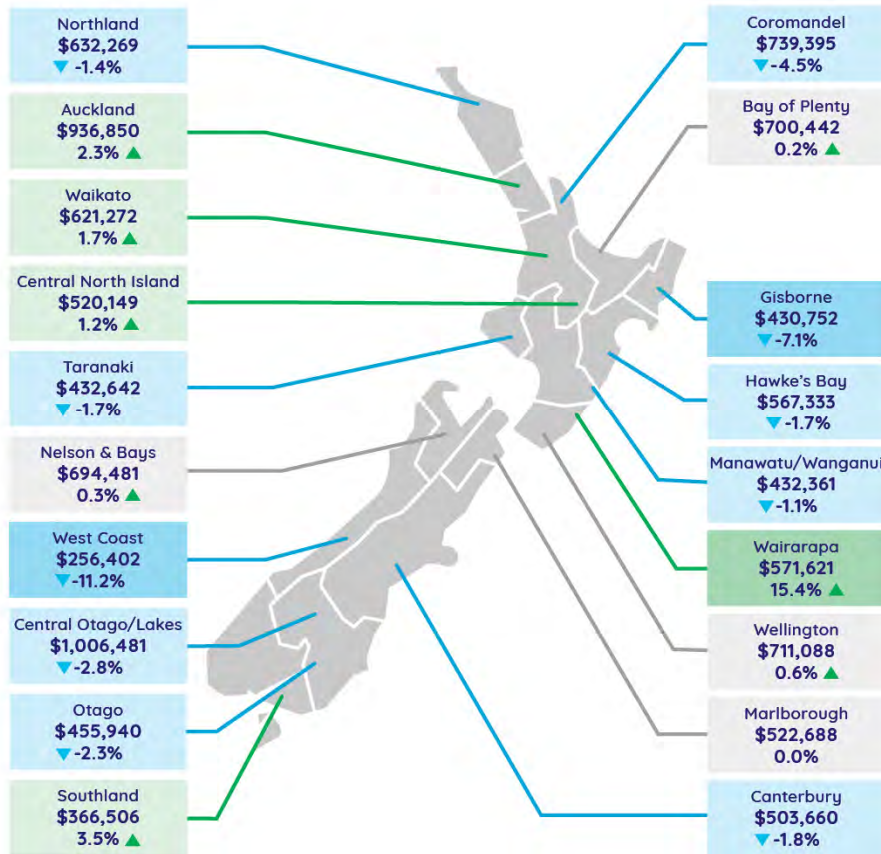
Property asking price

Property asking price for October 2019

\$687,159

Compared to September 2019

+0.2%



The average asking price is calculated by taking every residential listing's indicated asking price and dividing it by the total number of properties.

Asking prices for new listing calculated as seasonally adjusted prices using X13 ARIMA methodology.

Figure 6: New Zealand housing asking price changes Sep-Oct 2019, realestate.co.nz

4.4 Grow Well | Whaiora - The QLDC Spatial Plan

QLDC, government and Kāi Tahu are working together in partnership to produce a joint spatial plan to address the population and visitor growth challenges facing the region. The overarching goal of the Queenstown Partnership and the Queenstown Lakes Spatial Plan is to 'Grow Well' or 'Whaiora' in Te Reo Māori which translates to "in the pursuit of wellness".

The plan will set out the principles and outcomes that will guide sustainable growth across the Queenstown Lakes area and will respond directly to the statements articulated in *Vision Beyond 2050 – A unique place. An aspiring future. He Wāhi Tūtāhā. He Āmua Whakaohooho.*

What is a spatial plan?

A spatial plan is about coordination and integration. It is a collaborative exercise to produce an evidence-based, future-focussed (30-year plus) strategy that outlines an agreed vision and direction for an area, considering social, cultural, environmental and economic dimensions.

The Queenstown Lakes Spatial Plan will:

- Provide one picture of where the Queenstown Lakes is heading and highlighting significant and areas of growth and change
- Guide investment decisions at local, regional and central government level
- Identify the key issues facing the area and the priorities that need to be advanced to address these

The spatial plan presents information visually, and identifies

- the existing and future structure of urban areas – such as where people may live, work and how they get around
- existing and future infrastructure needs
- priority areas for investment and action
- areas to protect and enhance (e.g. ecologically significant areas, outstanding natural landscapes, culturally important sites)
- areas subject to constraints (e.g. at high risk from natural hazards)
- other strategically significant priorities

The National Policy Statement for Urban Development Capacity requires high-growth urban areas in New Zealand to prepare a Future Development Strategy to show how it will provide sufficient development capacity (housing and business) over the next 30 years to meet the needs of growing communities. This spatial plan is the Future Development Strategy for the Queenstown Lakes District.

How does it fit in with a potential Masterplan for Ladies Mile?

The Spatial Plan and the Ladies Mile Establishment Report are evolving concurrently together. It is important when considering the potential for future development on the Ladies Mile that the Spatial Plan principles and outcomes are at the forefront of any proposal.

Grow Well or **Whaiora** (pursuit of wellness) is at the heart of all spatial plan work. It is underpinned by three key principles which will be echoed throughout all future QLDC strategies, policies and plans, including the Ladies Establishment Report. The key principles are:

Wellbeing | Hauora

Taking a wellbeing approach to decisions about how the area grows that recognises social, economic, environmental and cultural considerations.

Resilience | Aumangea

Ensuring our communities and visitors are resilient to the shocks and stresses of the future.

Resilience thinking underpins a range of complex problems, including economic diversification, emergency management and climate change adaptation.

Sustainability | Whakauka

Ensuring that all programmes and activities are delivered according to sustainable development principles and work in support of climate change mitigation activities.

These are supported by the following five key outcomes:

1. Consolidated growth and more housing choices
2. Public transport, walking and cycling are everyone's first travel choice
3. Businesses and industries with space to thrive
4. Well-designed neighbourhoods that provide for everyday needs

5. Sustainable tourism that improves community wellbeing

The draft spatial plan is due later in the year and it will provide the strategic direction for the future development of the Ladies Mile, including the extent and type of growth anticipated, and outline any infrastructure constraints and triggers required. The master plan will complete a detailed analysis of these constraints and triggers and will provide the specific detail required.

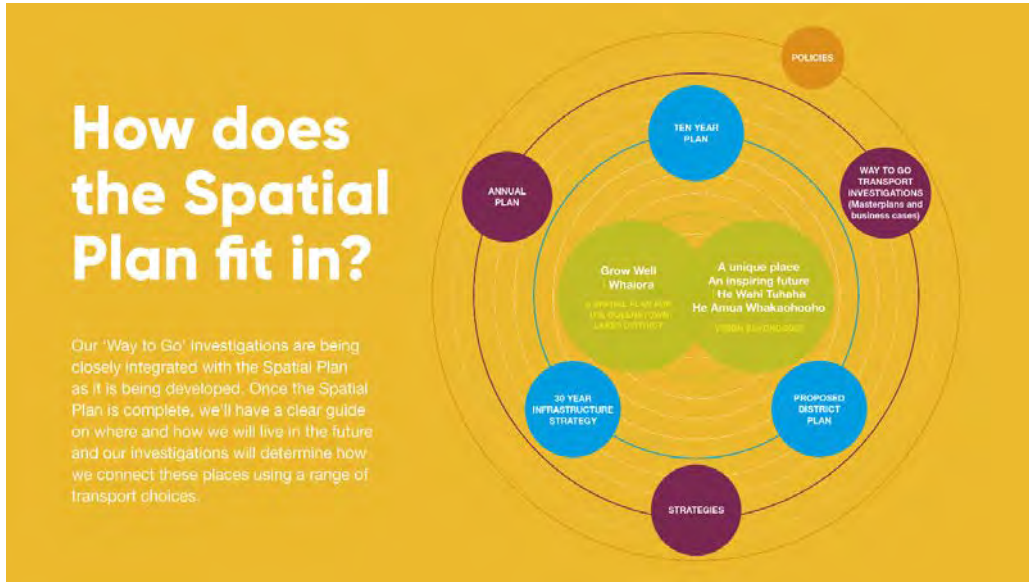


Figure 7: W2G Masterplans/transport investigations in relation to the Spatial, QLDC

4.5 Way to Go

In December 2018, QLDC signed a Memorandum of Understanding with NZTA and ORC to work together to provide integrated forward-thinking solutions to create a safe, connected and accessible transport network for the Queenstown Lakes District. The 'Way to Go' (W2G) partnership recognises that all three agencies have an important role to play in driving and delivering change.

The government has recently announced a \$90m commitment to Queenstown transport projects under the New Zealand Upgrade Programme. This investment is allocated to projects that have been identified through W2G such as improvements along Ladies Mile and State Highway 6 and 6a.

W2G projects will need to be closely integrated with the transport component of the Masterplan.

4.6 Arataki (NZTA 2019)

Arataki is NZTA's 10-year view of what is needed to deliver on the government's current priorities and long-term objectives for the land transport system¹³. It lists a number of key drivers, step changes and levers and interventions that the Transport Agency will pursue. Of particular note regarding Ladies Mile are the first two of their five step changes:

1. Improve urban form - use transport to improve connections between people, product and places.

2. Transform urban mobility - shift from our reliance on single occupancy vehicles to more sustainable transport solutions for the movement of people and freight.

¹³ <https://www.nzta.govt.nz/planning-and-investment/planning/arataki/>

5 What did QLDC's stakeholders tell us?

Engagement undertaken throughout the development of the Ladies Mile Establishment Report has directly influenced the direction and work done to crystallise the thinking of the project team.

Workshop	Purpose
Ladies Mile Landowners	Engage with community landowner representatives to better understand the current challenges and potential opportunities for the Ladies Mile area from a landowner perspective.
Ladies Mile Community	Engage with community representatives to better understand the current challenges and potential opportunities for the Ladies Mile area from a community perspective.
Partner agencies, stakeholder and Iwi	Engage with a wide range of interested agencies to understand how land use and transport can be integrated at Ladies Mile and what level of involvement each agency/partner expected.
Major Landowners	Engage with major landowners to understand what they require from a Masterplan process

A key output that has been developed as a direct result of the project engagement is the Ladies Mile Development Investment Logic Map (ILM), which is outlined below. It also helped shape the optioneering process outlined in Section 7.

5.1 Ladies Mile ILM

To arrive at the approach put forward in this document, the project team carried out a series of targeted workshops and meetings to better understand the issues and how they might be addressed.

The ILM brings together all the engagement done throughout the development of this Establishment report and synthesises it so it can be used to understand the issues and the investment objectives.

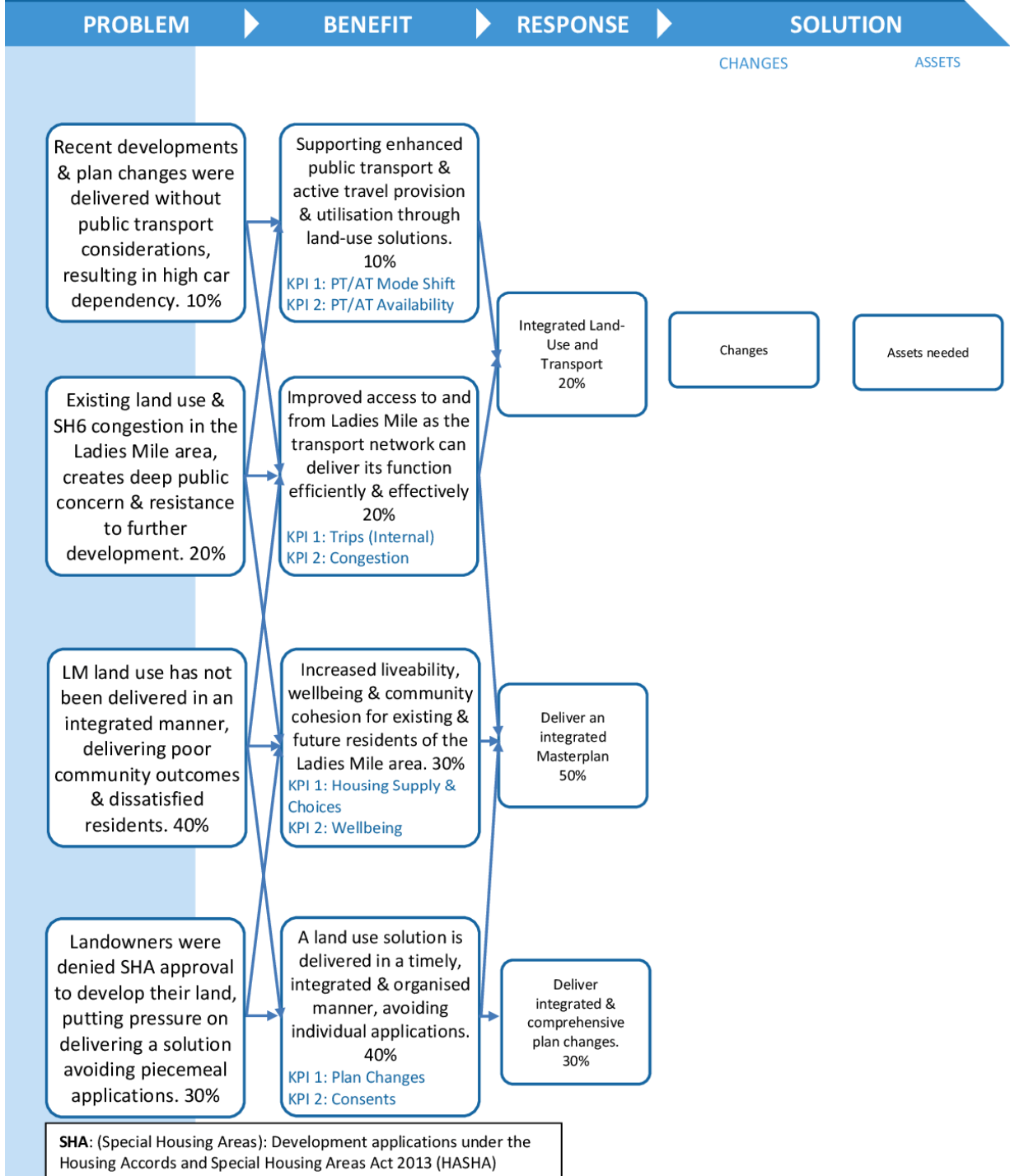
The ILM has set the investment objectives for the Ladies Mile Masterplan, which are:

1. A land use solution is delivered in a timely, integrated and organised manner, avoiding individual applications (40%)
2. Increased liveability, wellbeing and community cohesion for existing and future residents of the Ladies Mile area. (30%)
3. Improved access to and from Ladies Mile as the transport network can deliver its function efficiently and effectively. (20%)
4. Supporting enhanced public transport and active travel provision and utilisation through land-use solutions. (10%)

LADIES MILE DEVELOPMENT

Establishing a way forward -

INVESTMENT LOGIC MAP
Initiative



Investor: QLDC/Rationale
Facilitator: Edward Guy
Accredited Facilitator: No

Version no: 2.0
Initial Workshop: Multiple Dates
Last modified by: Edward Guy 02/02/2020
Template version: 6.0

Figure 8: Ladies Mile ILM

5.2 Partner and stakeholder workshops

Landowners workshop (1 November 2019)

Major Landowners along the Ladies Mile area have indicated they are keen to develop their landholdings. At the same time, there are a number of smaller landowners who are less keen to see the land developed. These mixed opinions were aired at a landowners' workshop held on 1 November 2019 and somewhat mirror those that were heard at the Community Workshop.

Key learnings:

- All landowners wanted to see the landscapes and aesthetics of Ladies Mile protected.
- The state of Ladies Mile transport infrastructure is already in a bad way – solutions need to be looked at now, regardless of further development.
- There is a lack of community facilities Lake Hayes Estate / Shotover Country – any solution for Ladies Mile needs to offer more.
- Existing residential development at Lake Hayes Estate /SC needs to be integrated into Ladies Mile.

A full summary from the community workshop is available in Appendix 2.

Community workshop (4 November 2019)

Community is at the heart of the whole concept of a Masterplan for Ladies Mile. A specific community workshop was held on 4 November 2019 in the early stages of the development of this Establishment Report to understand high level community hopes, concerns and issues in relation to their current situation and potential development at Ladies Mile.

Key learnings:

- There are existing issues around transport infrastructure that won't be solved without innovate public transport / active travel solutions.
- There is a developing sense of community in Shotover Country that is centred around the schools and daycare, however community facilities are lacking
- A lack of housing choices has seen some properties being used by multiple families in order to afford the rent.
- Young people are interested in sustainability, good community spaces and inclusive areas.
- A lack of extracurricular after school activities in the area sees a lot of unnecessary car trips at peak times.

A full summary from the community workshop is available in Appendix 3.

Transport and Land Use integration Workshop

On 13 November 2019, a Transport and Land Use Integration Workshop was held with a range of public sector stakeholders and iwi representatives to set the direction of the Masterplan by agreeing on the key elements to be included within the project's Establishment Report and a structure for organisational collaboration.

It was hoped that by bringing the key parties together agreement could be reached on a collaborative structure that would guide the development of the Masterplan.

Key learnings:

- All parties that were able to attend were supportive of the integrated approach to land use and transport suggested for Ladies Mile, however due to a range of organisational constraints most were happy to remain informed of progress rather than directly contributing to the process.
- While an agreement wasn't reached on the details of a collaborative process, the work carried out as part of this work directly informed the ILM (Figure 10) and optioneering (Appendices 4-7) that has produced the suggested approach to delivering a Masterplan.

The organisations involved, along with their challenges and opportunities with relation to Ladies Mile, are outlined in Appendix 4.

Major landowners meeting

A subsequent meeting was held with four of the five major landowners along Ladies Mile to understand their support for a Masterplan for Ladies Mile.

Key Learnings

- Major landowners are supportive of the process and the aims of providing for the community through the provision of social infrastructure and improved transport/public transport options.
- They also made it clear that they are intending to develop their land holdings and if the Masterplan process and associated plan change take too long, they will look to undertake development independently of QLDC.
- This meeting reinforced the need for a solution that can be delivered in a timely, integrated and organised manner, avoiding individual applications.

6 Geographic Scope

6.1 Area of focus and influence

The Area of Focus identifies where the primary focus for most of the initiatives, projects and key activities that will be as part of the Masterplan. This is largely the undeveloped area of Ladies Mile to the north and south of SH6. Queenstown Country Club has been excluded from the area of focus for the purposes of the Masterplan as a time constrained SHA development is being implemented on this site.

The Area of Influence identifies the area that will have a direct influence on the masterplanning process. Any development within the Ladies Mile Area of Focus will have to keep the Area of Interest front of mind throughout the process. A Masterplan that doesn't adequately consider the relationship between the areas of influence and focus will struggle to gain community buy-in.



 Area of influence
 Area of focus



Date: 5/03/2020

Figure 9: Ladies Mile Area of Focus and Influence

6.2 Area of interest

The wider Wakatipu Basin to the west of Ladies Mile has been identified as an Area of Interest to the Ladies Mile Masterplan. Feedback received at the Transport and Land Use integration workshop clarified the implications development at Ladies Mile may have on transport, housing and the provision/location of community facilities such as schools, sporting facilities etc. across the wider Wakatipu Basin.



Figure 10: Ladies Mile Area of Interest

7 Understanding Council's role – programme integration

7.1 Why carry out optioneering?

Understanding how to best carry out a Masterplan that integrates Land Use and Transport, existing communities and aspirations for a liveable community, while looking to develop a Plan Change process that ties into it, has required considerable analysis and optioneering.

Throughout the development of this Establishment Report it has become increasingly clear that there are a range of options open to QLDC in terms of Ladies Mile. There are many parts to the story, and they all interact together. They include:

- QLDC's role
- How to deliver a Masterplan
- How to deliver a Plan Change
- How to integrate a Masterplan and Plan Change together
- Engagement with Landowners
- How development might be enabled
- Relationships with partners and stakeholders

There are many different ways that the land could be developed and QLDC's role in this process needs carefully thought through and analysed. Care has been taken throughout the optioneering process to outline the options open to QLDC and the implications their level of involvement will have on the process.

To help understand the options and decide which approach is the best fit, the project team have utilised investment management tools to assess the options and present them. These tools are more frequently used in the development of complex business cases, and include:

- Investment Logic Map (ILM)
- Longlist to Shortlist tool
- Activity Matrix
- Multi Criteria Analysis (MCA)

The optioneering process ensures that decision making is transparent, informed by evidence and considers the option that best delivers on the Masterplan's objectives. The process undertaken is outlined below.

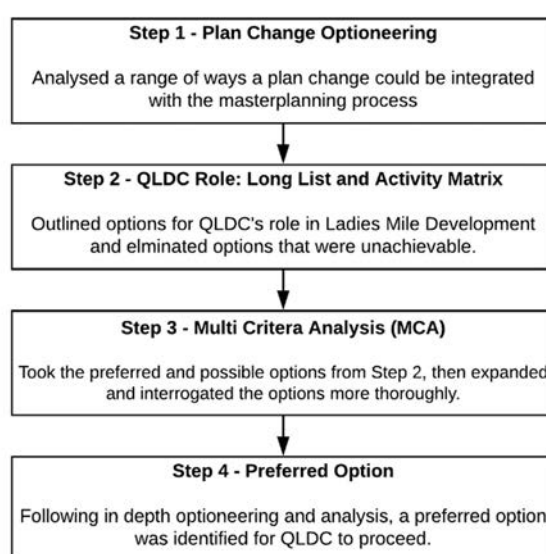


Figure 11: Ladies Mile Optioneering Process

7.2 Step One: Plan Change optioneering

There are a number of ways that a plan change could be approached and integrated with the Masterplanning process. The project team used an optioneering process to identify a shortlist of potential ways to approach a plan change for Ladies Mile.

This optioneering analysed a range of options for approaching a plan change against the ILM investment criteria. A full description of each plan change option can be seen in Appendix 5.

Two preferred options were identified which can be carried out at the same time, these are outlined below:

Option 3: Concurrent: Masterplan and Plan Change developed in parallel. Evidence gathered will inform both processes and the plan change will be notified once the preferred option has been approved by Council

Option 4: Streamlined – Apply to the Minister to make the decision through a Streamlined Planning Process (SPP)

Both of these options will see the required material for a plan change gathered as part of the Masterplanning process, with RMA experts embedded in the project team ensuring all the work done has a plan change lens over it. This will ensure a plan change can be notified as soon as the preferred Masterplan options are agreed by Council.

At the same time, Council will look to apply to the Minister for the Environment to have the decision made under the SPP. This allows for much faster resolution of the plan change process and more certainty about potential outcomes. If an SPP is approved by the Minister, it removes the ability for appeals in the Environment Court which effectively start over in terms of decision making. The first part of the process is unchanged and participants can appeal on points of law and undertake a judicial review of the process but it should ultimately significantly reduce costs to Council and the ratepayer.

The SPP requires significant upfront engagement with the community, stakeholders, partners and Iwi. In order for QLDC to realistically entertain this option they will need to ensure community engagement is carried out as a priority from the start of the process and continued throughout.

While the Streamlined Planning Process option does carry some risk and a level of uncertainty in that it hands over much decision making to the Minister for the Environment, it also offers a process that is potentially much faster if approved by the Minister.

If the Minister does not agree to have the decision made through a SPP, QLDC would continue with the concurrent approach under the standard RMA plan change process.

Any Schedule One Plan Change process (such as is suggested in Option 3) would be subject to a statutory time limit of two years from notification to final decision of the Council. However, it generally takes around 12 months from notification to get a decision with a standard process.

If appeals are lodged to the Environment Court, this timeframe will be extended. It is likely that a plan change for Ladies Mile would encounter appeals, given its significance to a range of parties with different objectives for the area.

A more detailed description of each plan change option is listed in Appendix 11.

7.3 Step Two - Longlist and Activity Matrix – QLDC's role in Ladies Mile

A range of options exist for QLDC's role regarding the development of Ladies Mile, so a longlist and activity matrix has been developed to outline these. The options were arranged by scale of ambition, achievability and risk, and for each option the matrix lists the activities that would be carried out by QLDC. The Longlist can be viewed in Appendix 6.

It is also important to carefully consider the option of not facilitating urban development in the Ladies Mile area at all and to consider managing the area as a rural node use for rural lifestyle and rural residential purposes.

While some of the options may seem unpalatable, it is important that all options are assessed so QLDC can be sure that an impartial and transparent approach has been taken, ensuring all options have been looked at and unsuitable ones discounted.

Key outcomes

- Using the Longlist tool, the project team was able to eliminate the options that were not acceptable when assessed against the investment objectives and other criteria.
- The below shortlist options identified (Figure 12) were taken forward for further analysis using the MCA
- Eliminated options where QLDC participates with a high degree of commercial involvement and risk.

SC-2	SC-3	SC-4	SC-5
Masterplan Only - Do Minimum	Masterplan + Landowner Advisory, Collaboration & Coordination	Masterplan + Council Initiated Comprehensive Plan Change(s) - Notified Plan Change	QLDC/Public Entity participates in Commercial Property Transactions
QLDC Masterplan	QLDC Masterplan	QLDC Masterplan	QLDC Masterplan
QLDC Continue to accept consents and plan changes delivered by landowners which may or may not be in line with Masterplan.	QLDC works collaboratively with landowners to facilitate private plan changes & consents in line with the Masterplan.	QLDC progress plan change(s) QLDC accept consent applications	QLDC progress Plan Change(s) Public entity(s) acquires land and progresses consents

Figure 12: Shortlist options taken forward for analysis in the MCA update figure

7.4 Step Three - Multi Criteria Analysis – Role, Deliverables and Implementation

To further analyse the four preferred shortlisted options above the project team utilised a Multi Criteria Analysis (MCA) tool. This was used to take the analysis a step further, exploring the shortlist and analyse it against a range of further criteria, including:

- Investment objectives
- Estimated cost
- Timing
- Detailed business needs
- Risks

It also sought to investigate options around how QLDC could deliver a Masterplan and associated Plan Change, and how the outcomes of the Masterplan might be implemented. The MCA can be viewed in Appendix 7.

The preferred option from this analysis is '**Parallel: Masterplan + Council Initiated Comprehensive Plan Change(s) - Notified Plan Change**' - this outlined below in Section 7.6

7.5 Shortlist options evaluation – pros, cons and risks

Option	Staged: Masterplan + Council Initiated Comprehensive Plan Change(s) - Notified Plan Change	Parallel: Masterplan + Council Initiated Comprehensive Plan Change(s) - Notified Plan Change	Accelerated: Masterplan + Council Initiated Comprehensive Plan Change(s) - Notified Plan Change
Pros	<p>Council can inform their Plan Change using the finalised Masterplan, ensuring it sets out to achieve the Masterplan outcomes.</p> <p>There is no added pressure on timelines and QLDC resources due to extended timeframes.</p>	<p>The process can move at pace, ensuring the information and engagement carried out during the Masterplan helps inform the early stages of a plan change. The Plan change will be prepared alongside the Masterplan and notified when Council had adopted a preferred Masterplan option.</p> <p>Applying to the Minister for the SPP can be considered through the Masterplan Process.</p>	<p>The process can move at an accelerated pace, ensuring outcomes can be implemented as soon as possible, ensuring the process can keep ahead of / inform potential private development.</p> <p>Applying to the Minister for the SPP can be considered through the Masterplan Process. same comments SPP</p>
Cons	<p>The extended timeframes required means it is unlikely that private developers will be willing to wait before notifying their own private plan changes.</p>	<p>The pace required will put increased pressure on QLDC resources. This will either drive up costs as external resources are brought on, or the project will slow.</p> <p>Integrating such a large scale and complex project will require specialist skills.</p>	<p>With increased pace comes increased risk, particularly with a programme as complex as Ladies Mile.</p> <p>This is an innovative approach and is untested in the Queenstown environment.</p>
Risks	<p>Masterplan outcomes are not realised due to the long timeframes, private development gets ahead of QLDC.</p> <p>Council has no mechanism to ensure Masterplan/Plan Change outcomes are delivered through by private developers. However Council could partner with Kainga Ora to achieve desired outcomes.</p>	<p>Due to already increased workloads around the preparation of the LTP, QLDC won't have the internal resources required to deliver.</p> <p>Council has no mechanism to ensure Masterplan/Plan Change outcomes are delivered through by private developers. However Council could partner with Kainga Ora to achieve desired outcomes.</p>	<p>Due to already increased workloads around the preparation of the LTP, QLDC won't have the internal resources required to deliver.</p> <p>Council has no mechanism to ensure Masterplan/Plan Change outcomes are delivered by private developers. However Council could partner with Kainga Ora to achieve desired outcomes.</p>

7.6 The Preferred Option

The optioneering identified the following as the preferred approach for QLDC to deliver and implement a Masterplan and associated Plan Change for Ladies Mile.

Parallel: Masterplan + Council Initiated Comprehensive Plan Change(s) - Notified Plan Change

This would see QLDC develop a Masterplan and Plan Change in parallel. Evidence and information gathered will inform both processes and the plan change will be notified once the preferred Masterplan option has been approved by Council.

At the same time, effort will be made up front to apply to the Minister for the Environment for a Streamlined Planning Process (SPP). This would streamline the process, making it much faster, however there is a large degree of uncertainty as to whether this would be approved, and, if so, what conditions the Minister would make.

8 Masterplan Workstreams – The ‘How’

In order to be able to develop a Masterplan that is achievable and delivers good results for both existing and potential communities along Ladies Mile and within the wider Wakatipu Basin, the issues of transport and land use need to be intricately woven together.

The workstreams diagram below lays out how the various elements will be brought together, while some of the major elements are explained further in this section.

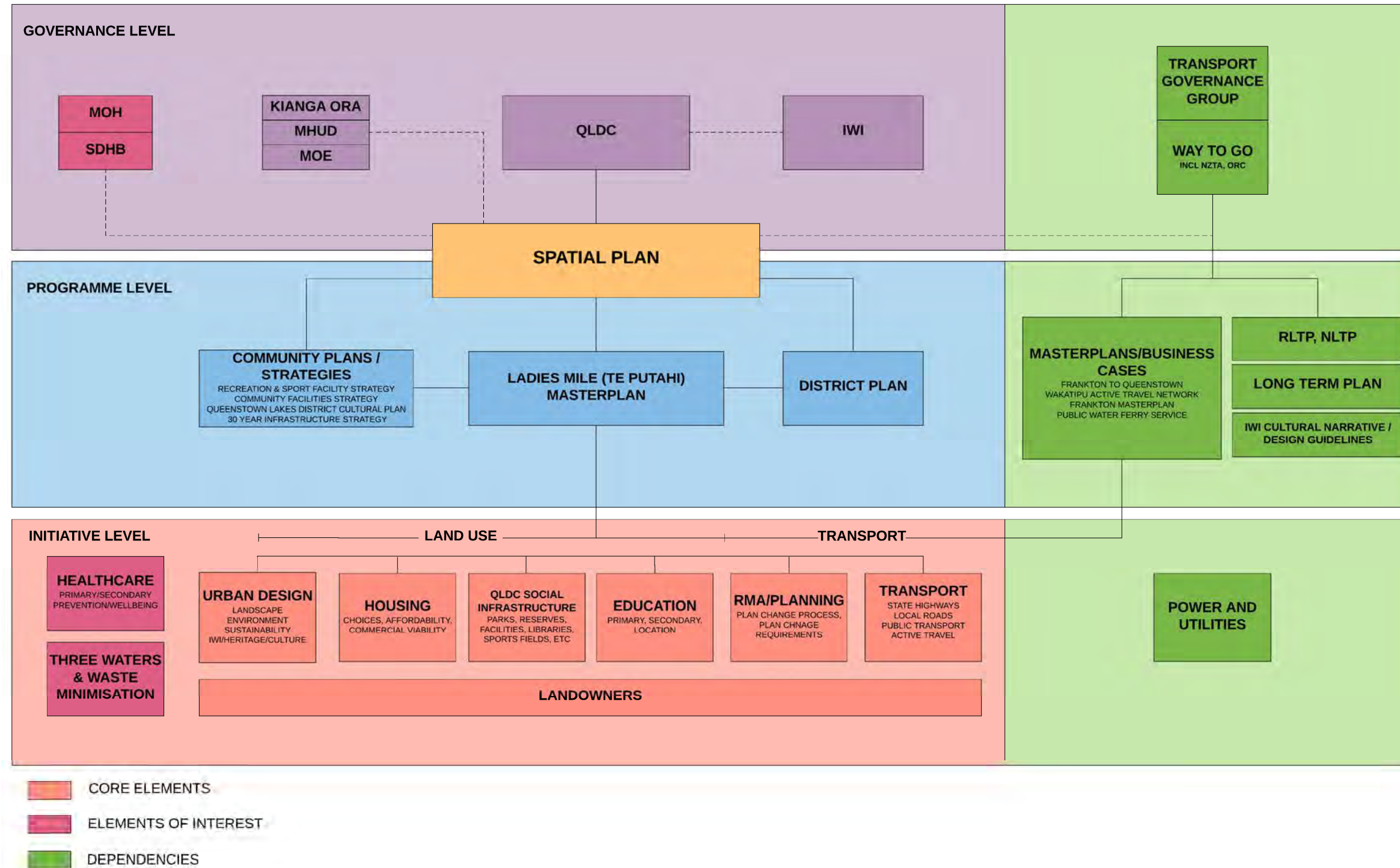


Figure 13: Ladies Mile Masterplan Workstreams Diagram

8.1 Core elements and outcomes

Landscape and Urban Design

A Masterplan for Ladies Mile would need to take great care to ensure that any development is done in a way that is in keeping with the nature of the area, while ensuring urban design elements create a place with people at the centre. This would include:

- Urban Design
- Placemaking
- Landscape
- Environment/sustainability
- Iwi / Heritage / Culture

Housing

Provision of healthy, affordable and varied housing choices that facilitates strong and inclusive communities should be considered as central to any Masterplan. This workstream will include:

- Housing choices
- Affordable housing
- Sustainable/healthy design
- Commercial viability
- Future housing choices – how will people live in the future?

Social Infrastructure

QLDC is approaching a Masterplan for Ladies Mile as a key vehicle for delivering facilities for the community while building an active and vibrant community. As such, the provision and location of social infrastructure is a key component of a potential Masterplan. This includes:

- Community spaces – commercial and public spaces including a community hub
- Well-designed recreation spaces, reserves and quality formal/informal open space
- Local services – schools, shops, library, workspaces
- Well-connected neighbourhoods
- The provisions for 516 Frankton-Ladies Mile Highway

Education

The ministry of Education is already looking at where to site a new primary and secondary school. This workstream would include:

- Potential sites for schools
- Facilities required
- Transport implications
- Shared service delivery options with QLDC

The Process - RMA/Planning

In order to create a result that can holistically plan for and deliver optimal community outcomes, it is suggested that QLDC prepare a plan change in tandem with a potential Masterplan.

There are several ways this could be approached, each with a different process and associated pros and cons. The optioneering process used to identify the preferred approach is outlined in Section 8. A full description of the pros and cons for each potential process is listed in Appendix 10.

The RMA workstream would work alongside the masterplanning team, ensuring all research and evidence gathering to support a plan change was collected as part of the process, ensuring a plan change could be delivered as efficiently as possible.

Transport

Transport is a critical enabler of further development along Ladies Mile, and measures such as Travel Demand Management may assist with mitigation of the existing effects. For any

development to be achievable, it needs to be integrated with a range of transport options, ensuring current and future residents can move freely around both the Ladies Mile area and the wider Wakatipu Basin.

With that in mind, it is proposed that a transport advisor is part of the technical specialist team, to ensure all land use investigations and analysis have a transportation lens over them and are integrated with existing W2G projects. This analysis would likely include:

- A Network Operating Framework
- Optimisation of land use to ensure public transport and active travel options are available that encourage and deliver higher levels of participation and mode shift.
- The impact of internalised journeys within the Ladies Mile Plan Change process
- Integration with Public transport solutions proposed by W2G
- Future capacity (local roads) and integration with State Highway network proposed by W2G and the Spatial Plan
- Integration with Mode shift options and expectations proposed by W2G

This workstream requires integration with the following W2G business cases or projects currently in progress:

- Queenstown to Frankton Single Stage Business Case (includes Public Transport and network optimisation on the Ladies Mile State Highway corridor)
- Mode Shift Plan – reducing reliance on private vehicles
- Park & Ride Single Stage Business Case
- Wakatipu Active Travel Network (connections required internally and to the proposed network)

Landowners

Ensuring Landowners are engaged in the process will be a workstream of significance. Making sure the current property owners who have expressed a willingness to develop their land holdings are satisfied the process is making progress is critical, otherwise they will look to develop their land through private plan changes or resource consent applications.

8.2 Dependencies

Masterplan dependencies are elements that will need to be considered as the Masterplan progresses, they include:

- Queenstown Lakes Spatial Plan
- QLDC's partnership with ORC and NZTA (Way to Go)
- Related business cases and Masterplans - see Appendix 9.
- Iwi cultural narrative and design guidelines
- District Plan appeals – transport chapter

8.3 Elements of Interest

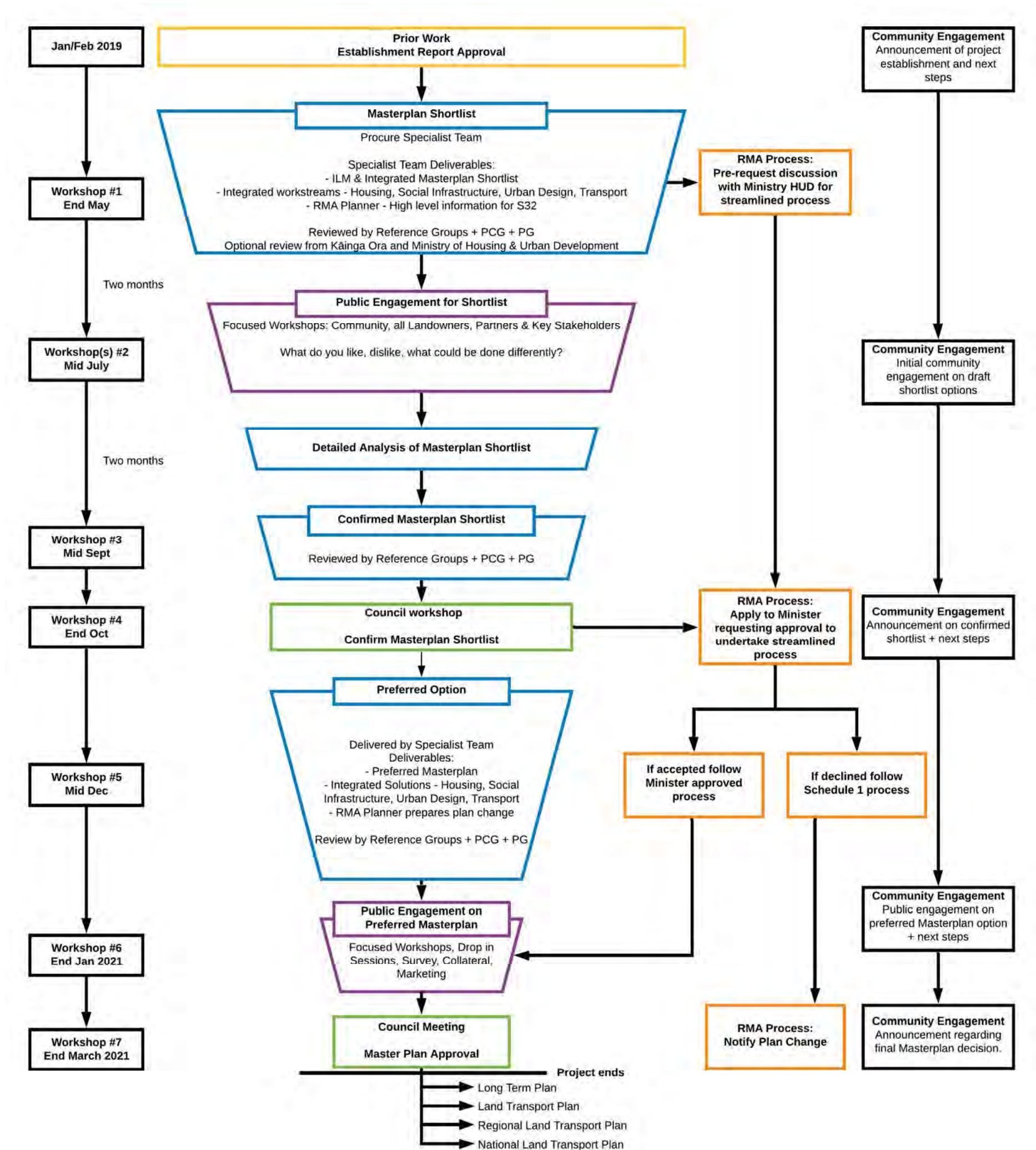
Elements of Interest are things that will not impact the development of the Masterplan, but should be kept in mind by the Masterplan project team as the programme progresses, they include:

- Three waters infrastructure (this can be scaled up or down accordingly)
- Waste Minimisation
- Healthcare

9 Proposed Process and Schedule – the ‘when’

The Ladies Mile Masterplan will use the Better Business Case (BBC) framework to identify gaps, to gather evidence through benchmarking, data analysis and community involvement, and to select the right projects to be created at the right time.

QLDC will look to procure a team to deliver the Ladies Mile Masterplan and will likely expect any RFP responses to outline how they might deliver a Masterplan within the timeframe required. It is expected that the timelines outlined below will be advanced as the procurement progresses.



10 Proposed Governance and Decision-making structure – the ‘who’

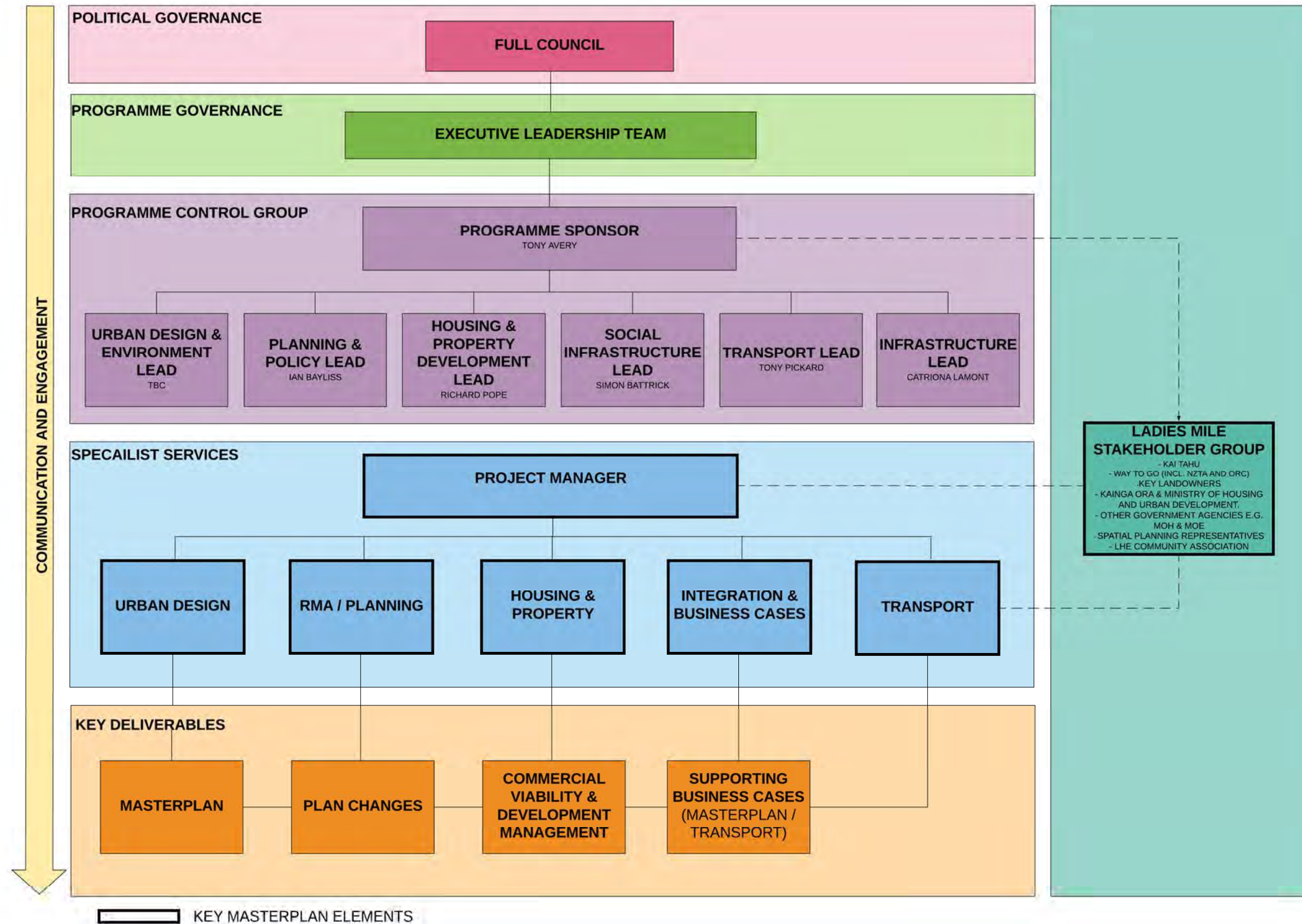


Figure 14: Ladies Mile Governance and Decisionmaking Structure

10.1 Key Governance and Decision-Making Elements

The above governance and decision-making diagram outlines the structure proposed to bring the various elements of the Masterplan together.

To deliver the programme successfully the following elements need to be considered:

- The specialist team need to have strong support from QLDC. The work must be delivered in a collaborative manner with the specialist team. A project of this nature, complexity and importance cannot be delivered at arm's length.
- Managing landowner expectation throughout the process is critical to ensuring masterplan outcomes can be delivered. As such, Landowners have been allocated their own workstream and it is expected that resources will be made available to liaise regularly with landowners.
- There are a wide range of interested partners and stakeholders. Ensuring all can participate meaningfully in the process will be important to ensuring all can buy into the Masterplan outcomes. This will be a key output of the engagement and project management components.
- Ladies Mile is a political issue. Ensuring elected members are informed throughout the process and their expectations are managed closely will be important.
- In many ways QLDC need to put themselves in the position of a developer, while also wearing the hat of a regulator. How this is managed within QLDC will have a significant bearing on the process and ultimately the success of the work undertaken.

QLDC Programme Control Group.

Contribution of these people will be critical to the success of the programme. This will be difficult, given their seniority within QLDC and their time commitments. It will be equally important to specify the terms of reference and roles of the PCG as this programme of work will require strong leadership to ensure it stays on track and delivers the outcomes expected.

Ladies Mile Stakeholder Group

This is a group of key stakeholders who will act as a filter throughout the Masterplan to test ideas and challenge assumptions. This group will contribute to the process offering advice, expertise and alternate views through the process.

Specialist Technical Services

It is proposed that the following technical services are procured for the Masterplan:

Urban Design / placemaking

- Key output is the Masterplan
- Responsible for ensuring all aspects of urban design and placemaking are understood and considered

RMA / planning specialists

- Key output is a notified plan change
- Ensure the plan change process is adequately resourced and the information required is obtained through the masterplanning process

Housing & Property

- Key output is a detailed understanding of the commercial viability and how development could be staged
- Will ensure the work done has a commercial lens put across it so it is attractive and can be delivered by the market

Integration Manager and Business Case Lead

- Key outputs are workshop facilitation and supporting business case development
- Will ensure all pieces of the Masterplan can be integrated together
- Responsible for optioneering and analysis

Transport

- Key output is a stand-alone Transport Business Case to support transport investment with QLDC, NZTA and ORC
- This is a critical role, ensuring all forms of transport are considered throughout the process and all workstreams have transport 'tensioning' across them
- This position will need to liaise closely with QLDC Transport Strategy Manager, Tony Pickard to gain a detailed understanding of the current and emerging transport programme and to ensure the outputs are integrated

Way to Go (NZTA/ORC/QLDC)

The W2G partnership will be closely involved throughout the process through its involvement in the Ladies Mile Stakeholder Group. It is also expected that the Transport Advisor and QLDC Transport Lead will be in close communication with W2G partners to ensure all other transport work being undertaken in the Wakatipu is integrated, informing the Masterplan.

11 Procurement approach

A suite of technical resources is required to assist with developing the Ladies Mile Masterplan and associated Plan change. There are two options for the procurement of these technical resources described below. .

Option 1. Procurement of Multiple Consultants

QLDC would individually procure services for each of the technical services required:

- Urban Design / placemaking
- RMA / planning specialists
- Housing & Property
- Integration Manager and Business Case Lead
- Transport Advisor

This approach could attract true market leaders in their specialisations but there are also risks relating to the time, cost and effort required to procure and manage five individual consultants.

Option 2. Procurement of a Single Lead Consultant

QLDC would procure one organisation to carry out the Masterplan and Plan Change work. This would involve one large multi-disciplinary organisation or a partnership or consortium approach, but with only one contracted entity to QLDC.

This approach provides efficiencies in both procurement and management of the project deliverables but may not result in obtaining true specialists in each of the disciplines.

Recommendation

Due to the need to move at pace to deliver the Masterplan and Plan Change; the need to optimise the activity output within the limited delivery timeframe and to work within budget, it is recommended to proceed with Option 2 in order to achieve a more cost effective, coordinated and time efficient process.

12 Community and stakeholder engagement

Community and stakeholder engagement are critical to the success of any potential Masterplan.

The above proposed process and schedule outlines the opportunities for community engagement. There are many different methods and channels for community engagement, and the project team will need to work closely with QLDC communications team to ensure the community engagement component of this Masterplan is complementary to the range of other engagement work currently underway in the District.

There is a real risk of 'engagement fatigue' within local communities with several masterplans and business cases having just been completed or currently underway – all of which have had significant engagement components. The key issues from the community and stakeholders are already well understood, as outlined within this report, and do not need to be re-hashed again.

The key part of the engagement process for Ladies Mile is to create ways of engaging with the community on their terms. It is expected that a detailed engagement plan be developed using the principles from the International Association for Public Participation (IAP2) Design, Plan and Manage Model.

Stakeholder engagement will be carried out as part of the governance and decision-making structure

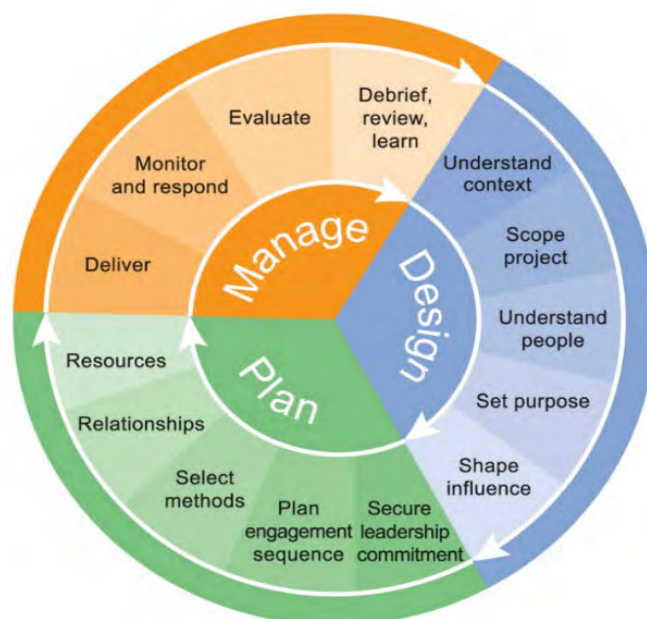


Figure 15: Engagement Design, Plan and Manage Model - IAP2 Engagement Design

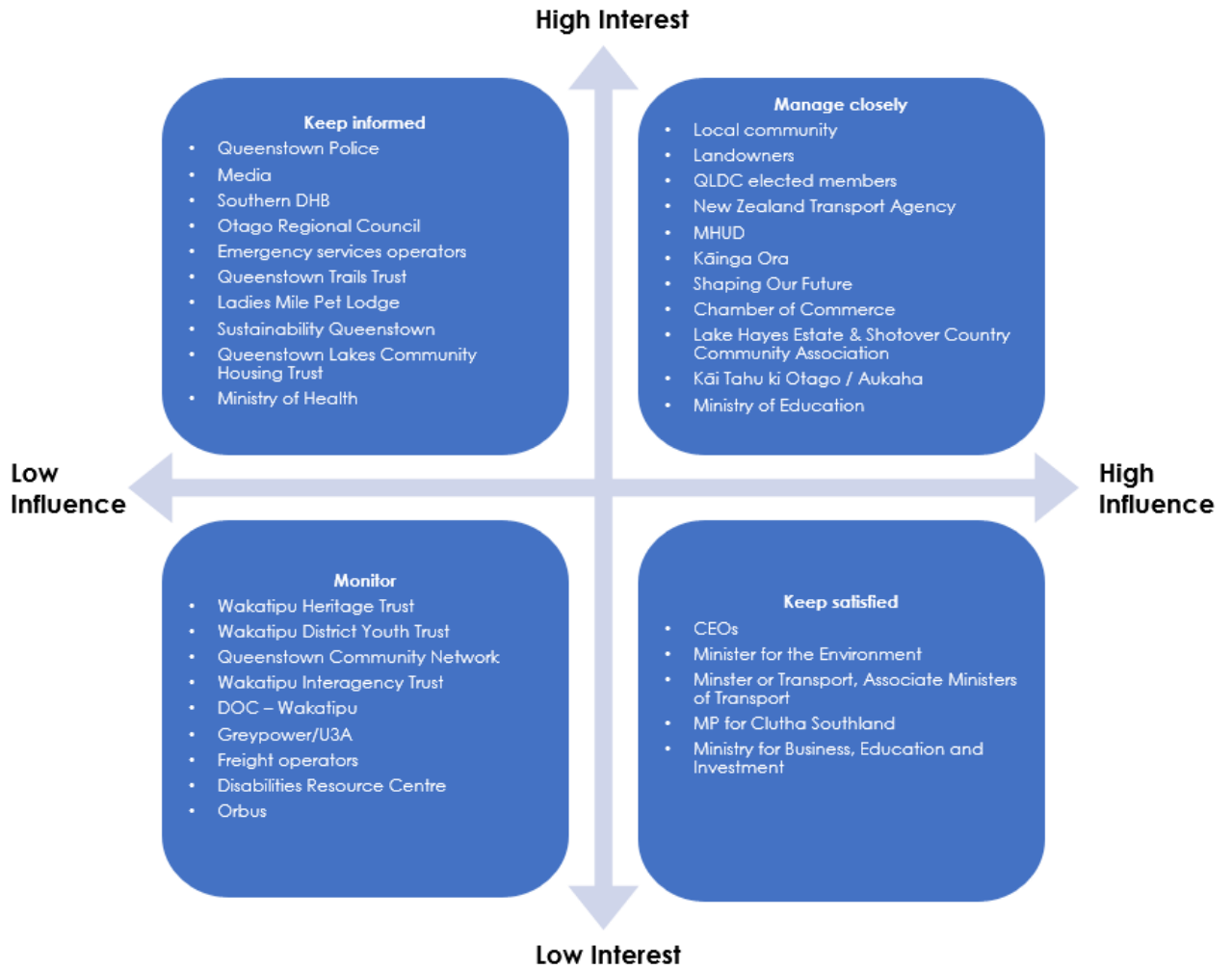


Figure 16: Ladies Mile stakeholder matrix

13 Programme Risks

Some of the risks that might affect the achievement of the investment objectives are identified below. A Risk Management Strategy & Framework and a Risk Register should be developed and progressively updated as more detailed analysis is undertaken.

The ability for QLDC to deliver this project while dealing with competing workloads is a significant risk to the delivery of this project. This is particularly poignant given that QLDC officers will be already nearing capacity with the development of the Long-Term Plan. Ensuring there is sufficient resources within QLDC to deliver the Masterplan and associated Plan Change is critical to the programme's success.

A full assessment of risks will be undertaken during the Business Case phase.

Main risks	Likelihood	Consequence	Comments and risk management strategies
QLDC is under resourced to deliver the Masterplan	H	H	The development of a Masterplan is a resource intensive process. Careful consideration needs to be given to how internal resources within QLDC are going to be able to manage their time, particularly given that they are also preparing for the 2021 Long Term Plan over the same time period.
The programme does not meet community, political and stakeholder expectations	M	H	There are strong interests on all side of the Ladies Mile debate. Ensuring in-depth engagement with all parties will be critical to helping tell the story and set expectations Mitigation and management will require a substantial effort from QLDC
Funding for the programme is not approved	L	H	Ensuring elected members understand all the options and are made aware of the pros and cons of each approach is critical to funding approval Councillors need to be able to weigh up all the factors and make a decision regarding the best way forward. Without funding the process will not move forward.

Main risks	Likelihood	Consequence	Comments and risk management strategies
Land use is not delivered in line with the Masterplan outcomes	M	H	<p>Council can use the masterplanning process and associated plan change to clearly signal their intention for Ladies Mile. However, without either purchasing the land, taking a strong financial interest in it (which has been excluded through the optioneering process), or setting minimum density levels Council has a limited ability to ensure that the outcomes outlined in the Masterplan are actually achieved and enacted by private developers.</p> <p>QLDC will need to take a collaborative approach with landowners and developers to help ensure Masterplan outcomes are realised.</p>
Timelines are not achievable	M	M	<p>With large complex programmes of this nature, there is always the chance of the project taking longer than expected. This is of particular importance to this project as landowners have made it clear that they will proceed individually if the process takes too long.</p> <p>At the same time, there is a very high possibility that the plan change process will be held up in the Environment Court (unless an SPP is approved). Ensuring the programme has a strong project manager and regular progress reporting may mitigate this, but it is difficult to entirely eliminate.</p>
The Plan cannot adapt to changing external influences	M	M	<p>A plan is only current when it is produced, it has to be a 'living document' and able to be updated and revised as the world changes. It is difficult to know what disruptive technologies, changes in demographics or other external factors may influence the Masterplan, but this will need to be considered as part of its development.</p>
Failure to coordinate and integrate workstreams.	M	H	<p>The Ladies Mile Masterplan and Plan Change is a large and highly complex programme of work, in order to ensure all the work and is integrated.</p>

Main risks	Likelihood	Consequence	Comments and risk management strategies
Supplier availability – ability to procure specialist services that are available in the timeframes required	L	M	Ensuring the procurement process is initiated as soon as possible will go a long way to ensuring suppliers are able to organise themselves and respond to QLDC's RFP. Making sure as many suppliers are able to bid on the programme will be critical to ensuring QLDC is able to attract high quality professional services.

14 Recommendations

It is recommended that Queenstown Lakes District Council endorse this report, which includes the following arrangement:

1. QLDC develop a Masterplan and plan change in parallel. Evidence gathered will inform both processes and the plan change will be notified once the preferred masterplan option has been approved by Council. Effort will also be made to apply to the Minister for a Streamlined Plan Change.
2. Establish the Masterplan and Plan Change procurement process.

Appendix 1 – Ladies Mile timeline and key dates

What	Date	Action / deliverable
Lake Hayes Estate	1998	Lake Hayes Estate land was rezoned a combination of LDRES and Rural Residential Zone as part of the submission process for the now Operative District Plan.
Shotover Country Plan Change	May 2010	Shotover Country occurred as a private plan change to the Operative District Plan. The plan change was accepted on 25 May 2010 and was made fully operative on 27 August 2013. Titles for sections started to get released early 2013.
Housing Accords and Special Housing Areas Act 2013 (HASHAA)	2014	In October 2014 the Council and Government entered into the Queenstown-Lakes District Housing Accord (Housing Accord). The Housing Accord was intended to increase housing supply and improve housing affordability in the District by facilitating development of quality housing that meets the needs of the growing local population.
SHA EOI request	Nov 2014	QLDC called for expressions of interest for Special Housing Areas.
Bridesdale SHA approved	Dec 2014	The Bridesdale SHA was approved. This allowed for 136 lots.
Proposed District Plan (Stage 1)	Aug 2015	Notified in August 2015, the Ladies Mile area was proposed to be zoned Rural (with the exception of some areas retained as Shotover Country Special Zone). Multiple submissions were received from Ladies Mile landowners seeking Rural Lifestyle or Rural Residential zoning.
NPS UDC	2016	The National Policy Statement on Urban Development Capacity (NPS UDC) is designed to provide direction to local councils and to help make informed decisions about planning for growth in urban environments. Ensuring that there are sufficient opportunities for development to operate in an efficient land market means that there are a range of opportunities for businesses and households to be accommodated in appropriate locations without undue constraint over the short (three years), medium (ten years) and long terms (30 years). Note: This is expected to be superseded by the National Policy Statement on Urban Development (NPS UD) in 2020.
Glenpanel EOI rejected	July 2016	QLDC received an EOI for an SHA for the north side of Ladies Mile to allow for the creation of 207 lots. This EOI was not recommended by QLDC to the Minister due to stormwater and traffic concerns.
Queenstown Country Club EOI approved by QLDC	July 2016	An expression of interest was received regarding the Queenstown Country Club on 12 April 2016. QLDC at its meeting of 26 May 2016 voted to accept the SHA. This approved the development of up to 332 residential dwellings (including villas and apartments), a hospital, 82 bed aged care and dementia care facility, clubhouse, bowling green and pavilion with ancillary community and recreation activities

		<p>(medical centre, childcare facility and gym/pool), and ancillary commercial activities (including retail, café and boatshed café/restaurant).</p> <p>Meeting minutes noted:</p> <ul style="list-style-type: none"> • if this application was approved that it would change the area and opens the potential for development of the Ladies Mile area. • Several submissions to the PDP had been received asking to rezone in Ladies Mile. • A Master Plan of the area could provide more of an overview with a better long-term outcome rather than ad hoc development.
Shotover Country EOI approved	July 2016	QLDC recommended an EOI from Shotover Country Ltd to establish a SHA on land located adjacent to Shotover Country Special Zone to the Minister. This provided for 101 additional lots.
Wakatipu Basin Land Use Study	March 2017	<p>Completed in March 2017 in response to a minute on 1 July 2016 from the PDP Hearing Chair:</p> <p>https://www.qldc.govt.nz/planning/district-plan/proposed-district-plan-stage-1/wakatipu-basin-land-use-study/</p> <ul style="list-style-type: none"> • In the WBLUPS, Ladies Mile was identified as Landscape Character Unit 10 and as a Ladies Mile Gateway Precinct with a 'high' absorption capacity. This was largely due to the approval of the QCC SHA. • The study recommended lot sizes of 1/250m² and/or 1/450m² consistent with low and medium density subject to a 75m building setback from SH6 and providing it has an 'urban parkland' type development character. <p>It concludes that a Structure Plan process will be required to address amenity, landscape and infrastructure issues to maximise densities of the area and ensure that it is developed sympathetically in acknowledgement of the area being a key gateway into Queenstown.</p> <p>Overall, it was concluded that the Ladies Mile LCU has a high capacity to absorb increased levels of development that should be prioritised for development given its strategic location.</p>
Housing Infrastructure Fund IBC approval	July 2017	<p>Council was successful in gaining HIF approval for three areas, one of them being Ladies Mile.</p> <p>Council received approval from the Government based on an indicative business plan to construct three waters and roading infrastructure for 1100 medium density homes on the Ladies Mile. The HIF is a ten-year interest free loan facility.</p> <p>Why the pause at 1100 homes?</p> <p>At present, NZTA are in opposition to the full extent of development enabled under the initial Indicative Master Plan (2,185 residential units).</p> <p>Their primary concern is the total residential yield would impact upon the ability of the Shotover Bridge to cope with the additional demand created.</p> <p>To address the concerns of the NZTA a 'pause' was included in the Lead Policy so that no new expressions of interest will be considered for SHAs once applications for qualifying</p>

		developments exceed 1,100 residential units. This will allow time for further assessment to be undertaken of the impact of additional housing on the Ladies Mile beyond the 1,100 residential units that the NZTA were able to support through the HIF application.
Inclusion of Ladies Mile within the SHA Lead Policy	October 2017	<p>Council agreed to incorporate a portion of Ladies Mile within the SHA Lead Policy.</p> <p>The additions to the Lead Policy included:</p> <ol style="list-style-type: none"> 4. an Indicative Master Plan 5. an Indicative Landscape Strategy 6. the Ladies Mile Development Objectives <p>The intention of the inclusion of the Ladies Mile area within the Lead Policy was to provide an integrated and comprehensive approach to the development of the area. This is important given multiple landowners exist across the land area and the constraints, such as limited access to SH6 and stormwater management, which need to be addressed in a strategic manner across the landholdings.</p> <p>Council's stated intention for the land was to provide for intensive residential development (with a small mixed use area) to maximise the yield of the land in terms of housing density to provide for the projected population growth of Queenstown.</p> <p>QLDC officers considered Ladies Mile is best placed to accommodate urban development given:</p> <ul style="list-style-type: none"> • it is directly adjacent to existing urban development in the form of Lake Hayes Estate, Shotover Country and the QCC. • It is physically close to the major employment area of the Frankton Flats and its industrial zones. • The area can also be serviced with infrastructure more readily, due to the proximity of the Council's wastewater treatment plant and bore field, and the existing reticulated networks in Lake Hayes Estate / Shotover Country. <p>Generally speaking there are few natural hazards other than known alluvial fans which can be managed.</p>
Proposed District Plan zoning decision	March 2019	<p>Council notified its decisions on Stage 2 of the PDP which included decisions on the zoning of the land along Ladies Mile. The area has been zoned a mixture of Large Lot Residential, Rural, Rural Lifestyle and Wakatipu Basin Rural Amenity Zone.</p> <p>Appeals have been lodged to the Environment Court however their scope in relation to Ladies Mile is limited (building restriction line and landscape lines).</p>
3 SHAs not recommended to Minister as SHA	April 2019	<p>Purpose: seek approval for three SHA proposals along Ladies Mile</p> <p>Three proposals received by QLDC under the HASHAA legislation for Ladies Mile were rejected by Council:</p> <ul style="list-style-type: none"> • Laurel Hills • Glenpanel • Flint's Park

		<p>Despite these being recommended for approval by Council Officers, Council resolved to reject the proposals and not recommend them to the Minister.</p> <p>Strong concerns were expressed by QLDC councillors over transport and infrastructure issues. Mayor Jim Boulton believed the council could not approve any further development on Ladies Mile until they were addressed.</p> <p>More than 300 submissions on the Laurel Hills proposal were made during public consultation, with just three predominantly in favour of the development. There was significant public backlash to the proposal to build more houses on Ladies Mile without fixing traffic issues first.</p>
<p>Planning for Future Use and Development of Ladies Mile (Ian Bayliss report)</p>	<p>May 2019</p>	<p>Purpose: to present information regarding options for rural residential use or urban development at Ladies Mile following the decision to not recommend three SHAs.</p> <p>The report outlines that Ladies Mile area has obvious attributes that make it an important consideration in planning future development in the district. The development of a sustainable community east of the Shotover River is a unique opportunity that comes with a number of significant challenges as well as great potential.</p> <p>Council's decisions to reject the three SHAs reflect concerns about the potential impacts of urban development in this area in light of current limitations of the transport system. They also potentially reflect some uncertainty about the efficacy, timing and funding of planned future transport initiatives intended to reduce these impacts to acceptable levels.</p> <p>This report assesses four options:</p> <ol style="list-style-type: none"> 1. implementing the PDP zones as they stand enabling rural residential and low-density housing. 2. allowing private plan changes to proceed to enable individual urban developments. 3. developing a Council led plan variation to try to achieve an integrated plan for development of the area (recommended). 4. seeking to promote the development of the area as an Urban Development Authority specified development project. <p>The Ladies Mile is a sunny, easily serviceable part of the Wakatipu Basin that is not prone to significant hazards. It is also adjacent to an existing developed area, and not far from Frankton Flats and its industrial, retail and mixed use zones, employment centres and airport. It is one of the few undeveloped areas remaining near Queenstown and can be connected up to major infrastructure relatively easily. It also lies on the main transport corridor into Queenstown, which is highly conducive to connection by public transport. It is also an area of significance to many locals who value it as a visual gateway to Queenstown.</p> <p>As part of the PDP process, the Wakatipu Basin Land Use Planning Study 2018 recommended that Ladies Mile was highly suitable for more urban development. Due to the narrow scope of submissions and evidence on the lack of capacity of the Shotover</p>

		<p>Bridge, decisions on the PDP were to zone the area as Rural Lifestyle and Large Lot Residential.</p> <p>It is a shared view amongst officials in Council that Ladies Mile will begin to be substantially developed in the medium term (the next 3-10 years) and it makes sense to plan for this proactively in an integrated manner.</p> <p>The resolution was as follows:</p> <ol style="list-style-type: none"> 1. <i>Agree that Ladies Mile may be developed for urban purposes in the medium to long term and that a proactive Council led planning approach should be undertaken, taking into account the wide range of community, housing, recreation, transport, green space and infrastructure considerations on Ladies Mile and the surrounding area;</i> 2. <i>Agree to instruct the General Manager Planning and Development to:</i> <ol style="list-style-type: none"> a) <i>Undertake an investigation into notifying a Council led variation to the Proposed District Plan to provide for an integrated approach to developing Ladies Mile and its surrounding environment; and</i> b) <i>Report back at the conclusion of the investigation on:</i> <ol style="list-style-type: none"> i. <i>The consultation undertaken and community views on the future development options for Ladies Mile;</i> ii. <i>Options for planning for the integrated management of Ladies Mile</i> iii. <i>Funding issues and options for resolving;</i> 3. <i>Agree to instruct the General Manager Planning and Development to:</i> <ol style="list-style-type: none"> a. <i>Consult with the Ministry for Housing Urban Development and Ministry For the Environment to explore ways to progress planning and potential development at Ladies Mile.</i> b. <i>Report back on options to facilitate a possible plan change and/or development approach taking account of this advice.</i>
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Appendix 2 – Landowners Workshop summary

1 November 2019 – St Margaret's Church Hall, Frankton

Land Use

We need to protect aesthetics and environment.

- Need to involve designers to ensure continuity.
- Suggest independent urban design board to review and have developers answerable to. But still needs to be commercially viable.
- Set the bar high then good development will happen.

The planned setbacks from the road need to be reduced.

Planning of greenfields is easy – but life is more dynamic and growth happens sooner and faster than you think. If private developments are tabled, they often go through (Queenstown, Wanaka, Auckland, Tauranga).

Queenstown is reactive to growth.

There is an element of confusion about the current status of the land and its zoning by some.

Pet lodge – wants a rural setting so they can continue to look after their animals in the manner they do now. Don't want to have neighbours complaining, currently have convents in place to prevent this from occurring. Proposed roundabout location is right at their entrance. The proposed dog park is not safe.

Where is the entrance to Queenstown? Does this move?

Transport

It isn't safe for children to ride to school.

There are already issues at Quail Rise, both in terms of council planning and the development of active travel.

Currently in Queenstown there are lots of areas with little amenity, forcing a car centric culture, where everyone travels to one location (Frankton).

The cycling trails are awesome – one of the best things in the district.

State of Ladies Mile transport is already bad – solutions need to be looked at now, regardless of further development.

Highest priority is sorting out transport infrastructure. Need to take a network-wide approach so one solution does not produce bottlenecks elsewhere.

LADIES MILE is a funnel, catching traffic from everywhere (Arrowtown, Cromwell, Lake Hayes Estate, Shotover Country, Wanaka) and everyone joins on the state highway

What is the view of NZTA/ORC/QLDC of transport? When is NZTA going to do something?

Important to integrate transport with land use.

Roundabout – Stalkers road/state highway/Lower Shotover, only one lane, no free left-hand turn. It isn't big enough now, let alone with any further development.

This isn't just a Ladies Mile issue – it affects the whole of Queenstown. It's the entrance to town, changes will affect local businesses.

Needs/wants

- State highway underpass
- Walking/cycling
- Restriction of cars per household

Parking is a huge issue – homeowners should provide sufficient off-street parking on their individual lots.

Put tolls on the roads coming out of Arrowtown, Jacks Point, Kelvin Heights etc. as everyone is going to Frankton.

No petrol stations on Ladies Mile.

Low cost/free public transport or small buses within the subdivisions – must be frequent and able to walk to stop. Currently buses are empty, so effectively they are free.

We need to increase parking costs in town so it isn't affordable for people to drive and more people will use Public Transport.

Comment put to council staff – in Scandinavia, they use software to ensure infrastructure is put in place before they get development.

- Why don't we look at them for best practice?
- NZ can't always build ahead of development due to financial viability.
- Mind set in Scandinavian Countries is different – people are prepared to live differently and pay more taxes.
- Designate infrastructure at the start – don't have to build it, but it's there when it is required
- Democracy in NZ is different there are many layers of decision makers.

General feeling that that infrastructure is being done ad hoc, however it is being planned for.

Park and ride isn't a good solution – where are the people coming from? Why will they get out of their cars?

Need a better solution than a roundabout for Lake Hayes Estate.

Bring services into developments to reduce reliance on cars.

Speed zones need to be changed.

Community

A community is lacking, what can we do to prevent this happening further?

We need to Make Queenstown more exclusive rather than catering for the lowest common denominator.

Thought that a school is the lynchpin of the development, get MOE to decide to put a school on Ladies Mile and then build around it.

Developers need to provide for community needs within the subdivision. (for example requirements per numbers of houses).

- Schools.
- Cafes.
- Bars.
- Shops.
- Swimming pools.
- Sports fields.
- Community Facilities for dancing, judo, gym, sports.

Where is the heart of the Ladies Mile area? How do we make this a place for people?

Any development of Ladies Mile needs to be integrated into Lake Hayes Estate and Shotover Country.

Should the arts and cultural centre be smaller and distributed throughout developments rather than in town?

- Need lots of little community centres.
- Arrowtown Rugby Club is a good example.

Is the 516 property within the scope of the establishment report?

- Yes – and could be used for community purposes

It's sad that no one goes into the centre of town, locals aren't encouraged to go there, all the shops are filling up with tourist shops.

- Lots of talk of never going into town.
- Can't get parking.
- Would want to go if there was arts and cultural centre.
- Don't want to see locals driven out of town.

Queenstown is a young people's destination – hamburgers, bars, \$2 shops. There is a need to accommodate for pensioners better.

Get developers to pay for parks and hospitals.

Does council have the ability to stipulate a sustainable "green" development?

Existing issues – Lake Hayes Estate and Shotover Country

The number of people and vehicles projected for Shotover Country has been far surpassed. All these people come through the Ladies Mile pipeline.

Presumption that the development will follow the same Lake Hayes Estate / Shotover Country style.

- People are concerned about numbers of rentals, maintenance, parking.
- Needs to be developed so that it works.
- Off street parking
- Public Transport that works independently of the highway

Housing

Do we need more houses?

Do we need more people?

Do residents want this?

Whether we want it or not, people want to come live in Queenstown. We need to manage it, and Spatial planning is a central point of this.

- We can't stop growth

Affordability issues.

- People who can't afford to buy need to be able to rent.
- Homeownership rates are dropping internationally.

Spatial Plan integration

How does the Spatial Plan and Ladies Mile Masterplan Establishment Report work together?

- Who is informing who?
- How do reporting lines work?
- Will they align at the end of the day?

Iterative process that is collaborative. How does the District Plan within the Spatial Plan and Ladies Mile Masterplan Establishment Report?

- The Masterplan will identify and test options for plan changes.

The Masterplan falls under the Spatial Plan, it will offer more detail on Ladies Mile. The Masterplan will discuss the look and feel for the specific area. The Spatial Plan will provide the growth framework and look/feel for the whole district. Answering questions such as:

- How do we grow?
- What infrastructure.
- And provide guidelines for individual MPs

The Masterplan and the Spatial Plan have to align and work together, along with other statutory and non-statutory documents and plans.

The Masterplan needs to meet the needs of infrastructure investment but also plan changes.

Timeline

What is the time line for plan changes?

- There are lots of moving parts e.g. hearings, appeals, government, funders.
- Consents can be applied for on a notified plan change.
- Best case scenario might be 2021 – Only if a lot of the appeals are sorted prior to/during the plan change process.

How long to do a Masterplan?

- This will be identified as part of the Establishment Report, likely to be one year.

Establishment report timeline – draft will be ready in December and will go to Council in early 2020.

Can we speed the process up? A lot of development is already occurring, concerned that the length of time will take might be a waste. Developers will get in front of it.

- Don't hold too many workshops
- Prioritise the key things and move on and get things done



Figure 18: Issues and Opportunities post-it board #1 - Landowners workshop



Figure 17: Issues and Opportunities post-it board #2 - Landowners workshop

Appendix 3 – Community Workshop summary

Transport

Important that we create a walkable/cyclable/active environment that connects Lake Hayes Estate / Shotover Country / Ladies Mile to each other and Frankton/Queenstown and the wider active travel network.

How do we get commuters to transition out of their cars (locals, Wanaka, Cromwell, airport traffic)?

- We need 'uber duber' Public Transport options and solutions.
- How do we incentivise PT/dis-incentivise the use of private cars (toll bridge/roads)?
- A gondola is great as a solution, but where do commuters park to use it? What comes first?
- Need for truly integrated approach.

Parking density in Lake Hayes Estate / Shotover Country is making roads unsafe as it is hard to pull out.

The use of Public Transport is increasing – this will increase as routes and timetables are improved.

Only one road into Shotover Country – inevitable that problems will arise.

Congestions is already bad and going to get worse with increasing growth in resident population and tourism.

There are big questions that need to be answered around transportation as a community.

- Toll on Shotover Bridge – an option but we need to have an alternative in place beforehand.
- Park and ride – how do we incentivise P&R use and dis-incentivise car use?
- Needs to align with planning (transport + other) underway at present.
- Use the river – high speed jet boat?

Carbon Zero legislation – this will take into account emissions created by the roads in our District.

- Emissions are considered in the NZTA planning process.

Land Use

How do we ensure the provisions in the Masterplan (community facilities, green space, wastewater etc) actually get enabled when land gets developed?

- How do we make it a reality as land gets developed by private landowners?
- Is our DCs policy robust enough to provide for the requirements of Ladies Mile? (no?)
- The Plan Change process will provide a guarantee as to what has to happen to the land to enable/allow development.

Has there been any thought to not developing the land and keeping it as green space for things such as agricultural resilience or other green spaces?

- This is what the Spatial Plan is looking at – future use of land District wide.
- Environmental impact assessment – key workstream of a Masterplan for Ladies Mile?
- A segment of the community will favour the no development / do nothing approach.

There is a lot happening in QCC which is likely to change how people view the aesthetics of Ladies Mile.

- Healthcare, daycare, café, hospital.
- Two, three and four-story buildings.
- This will change the perceptions of the area and what's possible.
- Difference of opinion between newcomers and those who have lived here longer.

Community

Need to think about community needs in two ways:

- What does the wider Ladies Mile community need?
- What does the Wakatipu Basin community need?

The Business community's needs mirror the community's needs – the people who work in Queenstown are our community.

- The relationship of Ladies Mile to Frankton and Queenstown is critical.
- How we move around the Basin is a key piece of the Ladies Mile puzzle.

Affordable housing demographics – who do we expect to be housed in Ladies Mile?

Existing issues – Lake Hayes Estate and Shotover Country

There are a number of issues already being experienced within Shotover Country and Lake Hayes Estate – Ladies Mile may offer an opportunity to alleviate these issues, as opposed to exacerbate them.

Shotover Country is seeing a significantly different demographic emerging as opposed to Lake Hayes Estate which is more established.

- Significant number of families with English as a second language (55-60 families at preschool).
- More mixed family tenancies (up to 15 in one residential section) – a direct result of allowing residential dwelling with detached unit?
- This is likely to increase (currently estimated at 10% of Shotover Country).
- A lot of vehicles on the roads on some streets.

There appears to be more financial pressure in Shotover Country as opposed to Lake Hayes Estate (pushback on daycare increase in prices)

There's a strong sense of community in Shotover Country and it is developing rapidly

- This is particularly true for families as daycare/school provides a central point of connection
- Less so for those without children – no key community point of contact. E.g. no 'book club'

Otara in South Auckland looked much the same way Shotover Country / Lake Hayes Estate does today, now it is full of retirees and grandparents. Is this the future here as well?

- Not at present as there is a lack of facilities for the 80+ demographic, however this is likely to change

Housing

Housing choices across Queenstown are lacking.

- It's 'almost impossible' for a single or couple to find somewhere to live in Queenstown unless they are willing to enter into a flatting arrangement.
- While there are apartment style and medium/high density housing choices, they are largely geared towards visitor accommodation.

Can we create an energy efficient sustainable community at Ladies Mile?

- Better ways of building (materials/techniques).
- Small scale power generation.
- Innovative approaches to stormwater/greywater/sewerage.
- Household rainwater tanks.
- Minimal impact housing.
- These all impact housing affordability – push prices up.

Education

After school extra-curricular activities create significant traffic issues.

- Timeframes don't work with PT – so parents have to use cars.
- In general, after school activities aren't based in Lake Hayes Estate / Shotover Country.
- Parents are rushing home from work to pick up kids and take them to activities – need to use cars.

SC primary school role is growing rapidly – in 2015 it had 85 students, in 2019 it has 600, tabled for 900.

- It will be the biggest primary school in the South Island.
- When it rains, parking/drop off issues are 'horrendous'.
- There is a lack of safe crossing points.

Youth

Youth have three main areas of concern/interest:

- Environment/sustainability.
- Good community spaces.
- Inclusive and diverse multicultural areas.

Plant trees, repair the environment fix up the degradation and improve for future generations.

Keen to see spaces developed that the whole community can use.

- Covered and uncovered.
- Good food options.

A considerable shift towards using the bus since the \$2 fare began.

Important for areas to have unstructured, undeveloped areas where kids/youth can build huts, bike, play independently.

- This approach is taken by daycare – unstructured outdoor education

Increasing number of young people needs to be considered – Shotover Country and Lake Hayes Estate are nursery suburbs.

- The south-east corner of Lake Hayes Estate by the river is an area with great recreational opportunities, but also a well-known area of teenage 'hanky-panky'.
- There will be a large number of teens in Lake Hayes Estate / Shotover Country in the next 5-10 years.
- Do they need to be provided for in the area, or will they prefer to go elsewhere?
- 'They don't want to hang out near home as they're likely to see parents.'

Masterplan process

Need to ensure there is clarity around the geographic scope (area of focus/area of influence).

Important to ensure people are at the centre of the Masterplan conversation.

It needs to be a truly integrated plan that incorporates the other planning work underway in Queenstown and across the District.

Appendix 4 - Transport and Land Use integration Workshop Opportunities and Challenges

Organisation	Opportunities	Challenges
Aukaha (Kai Tahu)	<ul style="list-style-type: none"> As a treaty partner, Kai Tahu have a special relationship with QLDC Supportive of process, want to ensure any Masterplan takes into account the mana of the tribe and uncovers layers of whakapapa. 	<ul style="list-style-type: none"> No major challenges noted, keen to be involved.
Kāinga Ora	<ul style="list-style-type: none"> See Ladies Mile as an opportunity to approach development holistically, with wellbeing at centre of thinking. New agency with new legislative powers – could be a chance to bring govt agencies together to deliver community outcomes. Keen to see a mix of housing options and choices. 	<ul style="list-style-type: none"> New powers have been approved by cabinet yet, unclear exactly what these will be. National agency – will Ladies Mile be seen as a priority?
Ministry of Housing and Urban Development	<ul style="list-style-type: none"> Look at development in a way that improves wellbeing of communities Ensure integration across government agencies Ensure work done as part of the Spatial Plan is reflected in any Masterplan 	<ul style="list-style-type: none"> Need to be sure that Ladies Mile is where Queenstown should grow Need to ensure any risks associated with the site can be mitigated (transport/infrastructure)
Ministry of Education	<ul style="list-style-type: none"> Interest in Ladies Mile as a future population centre Looking into sites for both primary and secondary schools Investment ready 	<ul style="list-style-type: none"> Major challenge is understanding where growth will occur and the timing Transport assessment and solutions to school impacts
NZTA	<ul style="list-style-type: none"> Look at ways to incentivise mode shift away from private vehicles 	<ul style="list-style-type: none"> Capacity issues around SH6 corridor and investment required for Shotover Bridge. Lack of capacity within NZTA. Funding process is inflexible. Inability to move at pace due to organisational constraints. Co-funding projects is difficult
Southern District Health Board	<ul style="list-style-type: none"> Sustainable housing/community wellbeing Prevention begins at home – health homes & communities make for healthy people Provision of primary healthcare facilities 	<ul style="list-style-type: none"> Keeping up with the speed of growth Demographic changes and understanding what the future needs will be Ladies Mile is significant, but SDHB takes a wider view of healthcare provision.

Appendix 5 – Plan Change Options Longlist Assessment

	Option 1	Option 2	Option 3	Option 4	Option 5	Option 6	Option 7
What	Do Nothing	Schedule 42	Concurrent	Streamlined	Dual Process	Kainga Ora/ Or a UDA is implemented	Collaborative
How	Developer Led Consents OR various plan changes no plan change from QDC	Standard plan change process begins following the masterplan process.	Masterplan and plan change developed in parallel. Evidence gathered will inform both processes and the plan change will be notified once the preferred option has been approved by Council	Apply to Minister for Environment. Upfront work + high engagement No time frame Minister makes call	Plan change + Consents at same time	Kainga Ora or a UDA deliever the plan change	Collaborative process ebtween QLDC + Community + interestes - How does it fit our needs?
Investment Objectives							
Improved access to and from Ladies Mile as the transport network can deliver its function efficiently & effectively (20%)	No	Partial	Partial	Partial	Partial	Partial	Yes
Supporting enhanced public transport & active travel provision & utilisation through land-use solutions. (10%)	No	Partial	Partial	Partial	Partial	Partial	Yes
A land use solution is delivered in a timely, integrated & organised manner, avoiding individual applications. (40%)	Yes	Partial	Partial	Yes	Yes	No	No
Increased liveability, wellbeing & community cohesion for existing & future residents of the Ladies Mile area. (30%)	No	Partial	Partial	Yes	No	No	No
Critical Success Factors (as these CSFs are crucial (not desirable) any options that score a 'no' are automatically discounted from further analysis							
Strategic fit and business needs	No	Partial	Yes	Yes	Partial	Yes	Partial
Potential value for money - right solution, right time at the right price	No	Partial	Partial	Yes	No	Partial	No
Supplier capacity and capability - is it a sustainable arrangement (external)	Yes	Yes	Partial	Partial	Partial	Partial	Partial
Potential affordability - are there no funding constraints	Yes	Partial	Partial	Partial	Partial	Partial	No
Potential achievability - ability and skills to deliver (internal)	Partial	Yes	Yes	Partial	Partial	Partial	No
Summary of Advantages and Disadvantages:							
Overall Assessment:	Discount	Possible	Preferred	Preferred	Discount	Possible	Discount

Appendix 6 - QLDC's Role in Ladies Mile – Longlist Tool

	Scope Options (WHAT) - QLDC ROLE					
	SC-1	SC-2	SC-3	SC-4	SC-5	SC-6
Role Description:	Status Quo - Regulatory	Masterplan Only - Do Minimum	Masterplan + Landowner Advisory, Collaboration & Coordination	Masterplan + Council Initiated Comprehensive Plan Change(s) - Notified Plan Change	QLDC/Public Entity participates in Commercial Property Transactions	End to End Property Development Company
Role Definition:	No Masterplan. QLDC Continue to accept consents and plan changes delivered by landowners.	QLDC Masterplan QLDC Continue to accept consents and plan changes delivered by landowners which may or may not be in line with Masterplan.	QLDC Masterplan QLDC works collaboratively with landowners to facilitate private plan changes & consents in line with the Masterplan.	QLDC Masterplan QLDC progress plan change(s) QLDC accept consent applications	QLDC Masterplan QLDC progress Plan Change(s) Public entity(s) acquires land and progresses consents	QLDC Masterplan Public Private Partnership acquires land and progresses private plan changes and consents
Role/Outcome/Deliverable						
Regulatory and Planning						
Consent Applications Processing	✓	✓	✓	✓	✗	✗
Private Plan Change Processing	✓	✓	✓	✓	✗	✗
Spatial Plan Input	✓	✓	✓	✓	✗	✗
Masterplanning						
Land Use - Urban Design - Landscape		✓	✓	✓	✓	✓
Transport		✓	✓	✓	✓	✓
Social Infrastructure		✓	✓	✓	✓	✓
Property		✓	✓	✓	✓	✓
Housing		✓	✓	✓	✓	✓
Business Case Components						
ILM		✓	✓	✓	✓	✗
Optioneering		✓	✓	✓	✓	✗
Evidence		✓	✓	✓	✓	✗
Detailed Financial & Economic Analysis		✓	✓	✓	✓	✗
Masterplan Business Case		✗	✗	✗	✗	✗
Transport Business Case		✗	✗	✗	✗	✗
Public Engagement/Consultation						
Short List Options		✓	✓	✓	✗	✗
Final Preferred Option		✓	✓	✓	✗	✗
Landowner Advisory						
RMA Planning Assistance			✓	✓	✓	✓
Property Transaction Assistance			✓	✓	✓	✓
Planning RMA						
Admin/PM - Plan Change				✓	✓	✓
Analysis - Plan Change				✓	✓	✓
Drafting - Plan Change				✓	✓	✓
Notification - Plan Change				✓	✓	✓
Plan Change Delivery - Re-zoning Land						
Hearings					✓	✓
Environment Court					✓	✓
Property Transactions						
Sale & Purchase Agreements					✓	✓
Underwriting Property Transactions					✓	✓
Equity Positions on Land Deals					✓	✓
Transaction Agent						
Transaction Manager to find a buyer(s)						
Property Development						
Land Development Investment						✓
Housing Development						✓
Property Sales						✓
Investment Objectives						
A land use solution is delivered in timely, integrated & organised manner, avoiding individual applications. 40%	No	No	Partial	Yes	Yes	Yes
Increased liveability, wellbeing & community cohesion for existing & future residents of the Ladies Mile area. 30%	No	Partial	Partial	Yes	Yes	Partial
Improved access to and from Ladies Mile as the transport network can deliver its function efficiently & effectively. 20%	No	Partial	Partial	Yes	Yes	Yes
Supporting enhanced public transport & active travel provision & utilisation through land-use solutions. 10%	No	Partial	Partial	Partial	Partial	Partial
Strategic fit and business needs - Alignment with current QLDC direction for Ladies Mile						
Potential value for money - right solution, right time at the right price	No	Partial	Yes	Yes	Yes	No
Supplier capacity and capability - is it a sustainable arrangement that is deliverable both internally and externally to QLDC.	Yes	Yes	Partial	Partial	Partial	No
Potential affordability - are there no funding constraints	Yes	Yes	Yes	Yes	Yes	Partial
Potential achievability - the solution is acceptable by all parties both internal and external to QLDC.	No	Partial	Yes	Yes	Partial	No
Summary of Advantages and Disadvantages:						
Overall Assessment:	Discount	Possible	Possible	Preferred	Possible	Discount

Appendix 7 - QLDC's Role, Deliverables and Implementation Multi Criteria Analysis

		Option 1	Option 2	Option 3	Option 4	Option 5	Option 6	Option 7
		Status Quo	Masterplan Only - Do Minimum	Masterplan + Landowner Advisory & Coordination	Staged: Masterplan + Council Initiated Comprehensive Plan Change(s) - Notified Plan Change	Parallel: Masterplan + Council Initiated Comprehensive Plan Change(s) - Notified Plan Change	Accelerated: Masterplan + Council Initiated Comprehensive Plan Change(s) - Notified Plan Change	QLDC/Public Entity participates in Commercial Property Transactions
		No Masterplan. QLDC Continue to accept consents and plan changes delivered by landowners.	QLDC Masterplan QLDC Continue to accept consents and plan changes delivered by landowners which may or may not be in line with Masterplan.	QLDC Masterplan QLDC works collaboratively with landowners to facilitate private plan changes & consents in line with the Masterplan.	QLDC Masterplan QLDC progress plan change(s) QLDC accept consent applications	QLDC develop a Masterplan and plan change in parallel. Evidence gathered will inform both processes and the plan change will be notified once the preferred masterplan option has been approved by Council. Effort to apply to Minister for Streamlined Plan Change. Continuous Project Team.	QLDC Deliver an innovative accelerated Masterplan process with notified plan changes proceeding in parallel, including the pursuit of a Streamlined Plan Change Process. Design sprints are used in the process, where partners, stakeholders and contracted specialists engage in structured workshops to deliver specified and tested outputs. Continuous Project Team.	QLDC Masterplan QLDC progress Plan Change(s) Public entity(s) acquires land and progresses consents
Overall Ranking		7	6	5	3	1	2	4
Investment Objectives	35%	7	6	5	4	1	2	3
		0	30	44	60	84	74	78
A land use solution is delivered in timely, integrated & organised manner, avoiding individual applications. 40%	40%	0	30	50	60	90	90	90
Increased liveability, wellbeing & community cohesion for existing & future residents of the Ladies Mile area. 30%	30%	0	30	50	70	90	80	70
Improved access to and from Ladies Mile as the transport network can deliver its function efficiently & effectively. 20%	20%	0	30	30	50	70	70	70
Supporting enhanced public transport & active travel provision & utilisation through land-use solutions. 10%	10%	0	30	30	50	60	70	70
Cost	0%	0	\$0.75M	\$0.85m	\$1.15m	1.05m	\$950k	\$
Masterplan - Cost Range	Net Cost	\$	\$500k - \$1M	\$700k - \$1M	\$500k - \$1M	\$500k - \$1M	\$500k - \$800k	
Notified Plan Change - Cost	Net Cost	\$	\$	\$	\$200k - \$500k	\$200k - \$400k	\$200k - \$400k	
Delivering Plan Change	Net Cost	\$	\$	\$	\$	\$	\$	No Net Cost
Timing	0%		2yrs	2yrs	3Yrs	1.5Yrs	1yr	1.5Yrs
Masterplan - Time Range	Years	N/A	1Yr	1Yr	1Yr	1-2Yrs	0.5Yr	
Notified Plan Changes - Time	Years	N/A	1Yr	1Yr	1Yr	1-2Yrs	0.5Yr	
Business Needs	Detail	40%	7	6	5	3	1	2
			41	54	67	85	95	92
Timeliness	A development solution is found in a timely manner.	100%	L	L	L	L	H	M
QLDC Team	QLDC can deliver the required work internally.	100%	H	H	H	H	M	L
Landowner Acceptance	Landowners are happy to work with QLDC	100%	L	L	M	M	H	M
Consents/Plan Changes	Comprehensive development supported by integrated planning and land re-zoning	100%	L	L	M	H	H	H
Enhanced Community	Ladies Mile Community wellbeing is strengthened.	100%	L	M	M	M	H	M
Places for people	Exceptional Urban Design is Delivered.	100%	L	M	M	H	H	M
Landscape Effects	Visual Effects are minimised.	100%	L	M	M	H	H	M
Transportation	Development Can Deliver Transport Outcomes	100%	L	L	M	M	H	H
Travel Demand	Reduced travel demand - alternatives, internal trips.	100%	L	L	M	H	H	M
Public Transport	Development supports public transport	100%	L	M	M	H	H	M
Infrastructure	Infrastructure can be delivered.	100%	M	H	H	H	H	H
Public Acceptance	Public, developers and other investors.	100%	L	L	L	M	M	M
RMA	Plan changes can be delivered.	100%	L	L	M	H	H	H
Risks	Detail	25%	4	4	3	1	1	4
			56	56	67	72	72	56
PESTEL								
Political	Unacceptable Political/Reputational risk for QLDC	100%	H	H	H	M	M	H
Economic	Growth, Housing Availability/Affordability/Crisis	100%	H	H	H	M	M	M
Social	Diminished Community Wellbeing	100%	H	H	M	M	M	M
Technological	The programme is technically difficult to deliver.	100%	L	L	L	M	M	H
Environmental	Unsustainable Environmental Outcomes	100%	H	H	M	M	L	L
Legal	Legal Challenge - RMA, Civil, Procedural	100%	L	L	L	L	M	H
Overall Ranking		7	6	5	3	1	2	4
Overall Score		30	46	59	73	85	79	72

Appendix 8 – Related Masterplans and Business Cases

There is a considerable amount of planning activity underway around the Wakatipu Basin, with a number of Masterplan and Business Cases in development that need to be taken into account when looking at a potential Masterplan for Ladies Mile.

These are outlined in the table below.

Document	Purpose
Queenstown to Frankton Single Stage Business Case	<p>Frankton to Queenstown Town Centre is made up of three investigations: The Queenstown Town Centre, Frankton to Queenstown and Grant Road to Kawarau Falls Bridge.</p> <p>These investigations are being conducted together because analysis shows that the performance of the Town Centre transport network and Frankton Road are interconnected and need to be considered as a whole to achieve positive solutions for both.</p> <p>The aim is to make it easier for people and goods to travel between Frankton and Queenstown, and into and around the Town Centre. It will also aim to identify what needs to happen to support the ongoing success of an authentic and vibrant Queenstown Town Centre for local residents as well as tourists.</p> <p>The Grant Road to Kawarau Falls Bridge investigation is considering improvements on SH6 between 5 Mile and the new Kawarau Falls Bridge. Including:</p> <ul style="list-style-type: none"> • public transport and links between different modes of transport including walking, cycling, bus and private vehicles • walking and cycling connections including separated off road cycle facilities • movement of traffic around Frankton • access to key destinations including Queenstown Events Centre, Queenstown Airport and Remarkables Park <p>Note: This Business Case has recently been updated to include public transport and network optimisation on the Ladies Mile State Highway Corridor.</p>
Frankton Masterplan & Integrated Transport Programme Business Case	<p>The Frankton Masterplan and Integrated Transport Programme Business Case sets a framework to respond to the future needs of Frankton, as a hub for the Wakatipu Basin.</p> <p>The Masterplan establishes a 30-year vision, out to 2048. Alongside the Masterplan, the business case will identify a preferred programme of transport improvements, aligned and integrated with land use.</p>
Wakatipu Active Travel Network	<p>An integrated network for walking and cycling that connects to public transport would help provide a genuine alternative to our reliance on private vehicles. It would also help combat growing congestion.</p> <p>NZTA has recently endorsed stage one of the programme, committing \$14m of funding to develop includes routes from Jack’s Point to Frankton and from Lake Hayes Estate North through Frankton to Frankton Track. Detailed design is about to get underway for a raft of routes including from Lake Hayes Estate South across the Kawarau River to Wakatipu High School and Remarkables Park.</p>
Lake Wakatipu Public Water Ferry Service (detailed business case)	<p>This work will present options for how ferry services may be used and determine the viability of increasing the current ferry service.</p> <p>The business case looks at both the supporting infrastructure and public intervention into the provision of additional services.</p> <p>Utilising Lake Wakatipu as a public ferry route seems an obvious choice to provide more efficient and better-connected public transport options for residents and visitors.</p>

Appendix 9 – Relevant planning documents

Document	Relevance
<p>National Policy Statement on Urban Development Capacity (NPS-UDC) 2016</p>	<p>The NPS-UDC directs local authorities to provide development capacity in their resource management plans to meet demand for housing and business space over the short (three years), medium (ten years) and long terms (30 years).</p> <p>Queenstown is identified as a high growth area and therefore is required to comply with the provisions in the NPS-UDC for high growth areas.</p> <p>The Council's Housing and Business Development Capacity Assessment and the Dwelling Capacity Model find that there is sufficient feasible development housing capacity enabled by the PDP in the short, medium and long terms. This inclusion applies to both the urban environment and the total demand for the district generally.</p> <p>This is to be superseded by the NPS-UD – see below.</p>
<p>Proposed National Policy Statement on Urban Development (NPS-UD) 2019</p>	<p>Government has consulted on a proposed NPS-UD. This is intended to come into effect in the first half of 2020 and is to replace the NPS-UDC.</p> <p>The intention is that the NPS-UD will work alongside other government initiatives that will see central government working more closely with major cities to respond to growth pressures. It aims to enable growth by requiring councils to provide development capacity to meet the diverse demands of communities, address unnecessary regulatory.</p> <p>Once this comes into effect, QLDC will be required to comply with its requirements including preparation of a Future Development Strategy – see Spatial Plan below.</p>
<p>Proposed National Policy Statement for Highly Productive Land (NPS-HPL)</p>	<p>Government has consulted on a proposed NPS-HPL.</p> <p>The purpose of the proposed NPS-HPL is to improve the way highly-productive land is managed under the Resource Management Act 1991 to:</p> <ul style="list-style-type: none"> • recognise the range of values and benefits associated with its use for primary production • maintain its availability for primary production for future generations • protect it from inappropriate subdivision, use, and development. <p>Ladies Mile is classified as Class 2 arable land with only slight limitations, suitable for cropping, viticulture and forestry according to Landcare.</p> <p>The NPS-HPL has a proposed default definition of highly productive land as being any land with a classification of Class 1, 2 or 3. It is then proposed that regional councils will be required to identify highly productive land based on a range of considerations, to exclude some of this land, or to identify other highly productive land. This is to occur in consultation with the community, within three years of the proposed NPS coming into effect.</p>

	Loss of Class 2 productive land will need to be addressed by any potential plan change.
Operative Regional Policy Statement for Otago (Operative RPS)	<p>The Otago Regional Policy Statement provides an overview of the resource management issues of the Otago region and the ways of achieving the integrated management of its natural and physical resources. It provides a framework within which the regional coastal plan, any regional plan, and any district plan sit. District plans must give effect to the provisions of the Otago Regional Policy Statement and cannot be inconsistent with it.</p> <p>The Otago Regional Council has undertaken a review of the RPS and this has resulted in the Partially Operative RPS (see below). Provisions which have outstanding appeals are confined to a small number of matters relating to mining and ONL's.</p> <p>Any potential plan change will need to be consistent with the requirements of the Operative RPS (if still applicable at the time of a decision).</p> <p>Minister of Environment David Parker has directed ORC to notify a new RPS by November 2020.</p>
Partially Operative Regional Policy Statement (Partially Operative RPS)	<p>The intent of the Partially Operative RPS is as per the Operative RPS above.</p> <p>Any potential plan change will need to be consistent with the requirements of the Partially Operative RPS.</p> <p>Any new proposed ORPS will have to be carefully considered keeping in mind the need for district plans to give effect to the RPS once it is operative.</p>
Queenstown Lakes Operative District Plan (ODP)	<p>Under the ODP, the majority of Ladies Mile is zoned Rural General and is within a Visual Amenity Landscape and adjacent to an Outstanding Natural Feature (Slope Hill).</p> <p>Under this zoning, all subdivision and the construction of buildings are discretionary activities and there is no minimum lot size. Proposals however have to be designed taking into account the values of the Visual Amenity Landscape.</p> <p>QLDC has undertaken a review of its District Plan – see below.</p>
Queenstown Lakes Proposed District Plan (PDP) - Including appeals	<p>Under decisions on the PDP the land along Ladies Mile has been zoned a mixture of Large Lot Residential A, Rural Lifestyle, Rural and Wakatipu Basin Rural Amenity Zone.</p> <p>Appeals have been lodged in relation to the PDP decisions, however these are limited in scope such that the PDP zoning of the land is largely confirmed.</p> <p>The above zoning allows for subdivision or development of the land along Ladies Mile for lots ranging in size from to 2000m² for Large Lot Residential to 80 hectares¹⁴ for the land zoned Wakatipu Basin Rural Amenity Zone.</p>
Draft Queenstown Lakes Spatial Plan	QLDC has formed a partnership with Central Government and Kāi Tahu to deliver a joint Queenstown Lakes Spatial Plan. It is a project

¹⁴ Minimum lot size is subject to appeal

	<p>QLDC is delivering with its partners to lead the community conversation on growth.</p> <p>The Spatial Plan will also serve as the Future Development Strategy required by the NPS-UDC.</p> <p>The Spatial Plan is under development and initial consultation has been undertaken. It is anticipated that public consultation on the draft Spatial Plan will occur in April 2020.</p> <p>The Ladies Mile Establishment Plan and Master Plan will inform the Spatial Plan and vice versa.</p>
Proposed District Plan Dwelling Capacity Model	The findings of the DCM were superseded by the Housing Development Capacity Assessment detailed below.
Wakatipu Basin Land Use Planning Study (WBLUPS)	<p>QLDC undertook an integrated landscape and land use planning study of the land in the Wakatipu Basin in response to a Minute from the Independent Hearing Panel commenting that the proposed provisions (modelled after those in the ODP) were unlikely to address cumulative effects and the plans objectives.. This study included an analysis of the capacity of Ladies Mile. The study was used as the basis for a set of plan changes for the rural areas of the Wakatipu Basin.</p> <p>In the WBLUPS, Ladies Mile was identified as Landscape Character Unit 10 and as a Ladies Mile Gateway Precinct with a 'high' absorption capacity. The study recommended lot sizes of 1/250m² and/or 1/450m² consistent with low and medium density subject to a 75m building setback from SH6 and providing it has an 'urban parkland' type development character.</p>
Housing and Business Development Capacity Assessment 2017 (dated 8 November 2018)	<p>The aim of this report is to provide a detailed analysis of the capacity of the district plan to provide sufficient for expected demand for urban housing and business growth anticipated in the short, medium and long-term as required by the NPS-UDC. The report only relates to the urban environment and therefore Ladies Mile is not included.</p> <p>The report finds that the district plan provides sufficient feasible dwelling capacity to cater for total projected urban dwelling growth for the short medium and long term.</p> <p>The report also predicts a significant shortfall in the current and projected future dwelling supply in lower price bands (particularly below \$580,000(2016)) and that a significant portion of the capacity is tied up with a small number of land owners.</p> <p>The report recommends that Council continue efforts to promote affordable housing supply as well as closely monitor the up-take of residential zoned land for development.</p>

Appendix 10 – Plan change processes to implement the future Masterplan

Description	Summary of process	Timeframe	Costs	Pros	Cons
Schedule 1 plan change process	<p>Following completion of the Masterplan and its associated consultation, a variation will be prepared to implement the intent of the Masterplan.</p> <p>The plan change will be the subject of public notification, submissions and contested hearings and appeals.</p> <p>An assessment of the proposed zoning and provisions will be undertaken. This will also take into consideration any submissions received.</p> <p>The plan change will be considered at a hearing and will be decided by Independent Commissioners (which is then ratified by Council).</p> <p>Following release of the Council's decision, submitters have the ability to appeal the decision to the Environment Court.</p>	<p>This process commences upon completion of the Masterplan.</p> <p>There is a statutory time limit of two years from notification to final decision of the Council. However it generally takes around 12 months to get a decision.</p> <p>If appeals are lodged to the Environment Court then this timeframe will be extended.</p>	<p>Costs associated with preparing the plan change documentation.</p> <p>Costs associated with notification, processing and analysing submissions.</p> <p>Costs of the hearing process and any Environment Court appeals including mediations and hearings.</p>	<p>QLDC will make the decision on the plan change guided by professional RMA commissioners (subject to appeals).</p> <p>Standard plan change process that everyone is familiar with.</p> <p>Process provides for extensive formal public involvement throughout the process and opportunities for elected members to input into the preparation of the variation.</p>	<p>Lengthy process.</p> <p>Allows broad possibilities for appeal. If appeals are lodged, the timeframe for the provisions to become operative will be extended.</p> <p>Elected members and the public in general are excluded from the process once the appeals are underway.</p>
Concurrent Process Masterplan + Schedule 1 Process	<p>As above with the Schedule 1 Process commencing part way through the Masterplan process; or</p> <p>As below with the Streamlined Planning Process commencing part way through the Masterplan process.</p>	<p>The Masterplan can be commenced and then the Schedule 1 / Streamlined planning process initiated at an agreed point in the preparation of the Master Plan.</p>	<p>As above or below</p> <p>Could involve additional costs if the Masterplan Process substantially changes the preferred proposals after notification.</p>	<p>Same pros as above as well as the below.</p> <p>Speed up the process.</p>	<p>Same cons as above as well as the below.</p> <p>Will be difficult to determine the outcome of the Masterplan to incorporate provisions into the plan change</p>

Description	Summary of process	Timeframe	Costs	Pros	Cons
					<p>documentation. This may lead to inconsistency between the Masterplan and the plan change. This may also lead to community mis-trust in the engagement process.</p> <p>Risk of needing plan change to be re-notified should changes to the Masterplan occur during the process which need to be incorporated into the plan change. This extends the timeframe and associated costs.</p>
<p>Streamlined Planning Process (SPP)</p>	<p>An application is made to the Minister for the Environment to use the SPP this includes a detail of the Council's processes process and timeframes, identification of affected parties and summary of the consultation already undertaken.</p> <p>The Minister consults with other relevant Ministers of the Crown and any other relevant parties and determines request.</p>	<p>The timeframe is set by the Minister.</p> <p>No appeals will potentially reduce timeframes compared to the Schedule 1 process.</p>	<p>Costs associated with preparing the plan change documentation.</p> <p>Costs associated with consultation, notification and processing of submissions.</p>	<p>The consultation process (community and other stakeholders) for the Masterplan can be used to inform the plan change process.</p> <p>Potentially a faster process than the</p>	<p>Relatively new process and therefore people unfamiliar which may lead to delays and confusion.</p> <p>The Minister is the decision maker rather than the Council.</p> <p>Minister will be reluctant to approve</p>

Description	Summary of process	Timeframe	Costs	Pros	Cons
	<p>If the Minister approves the request he/she sets out the process to be followed. This includes consultation, full or limited notification.</p> <p>The Council follows that direction and submits the proposed plan change to the Minister once the process has been undertaken.</p> <p>The Minister approves or declines to approve the plan change. If approved, it is made operative.</p>		<p>Reduced costs of any Environment Court appeals and litigation compared to Schedule 1 process.</p>	<p>standard Schedule 1 process.</p> <p>No appeal process for plan change which will mean that the plan change will be able to be implemented quicker.</p>	<p>the SPP request if relevant agencies oppose key aspects of the proposals.</p>
<p>Dual Process Masterplan then undertaking Streamline or Schedule 1 process whilst resource consents are also considered</p>	<p>See the above regarding the Schedule 1 and Streamlined processes.</p> <p>Whilst these processes are occurring landowners could lodge resource consent applications for Council to consider and determine while the plan change process is also proceeding.</p>	<p>Wait outcome of the Masterplan (12 months approximately) and then commence the plan change process. Once notified (approximately 3 months following lodgement of the plan change), resource consent applications could be lodged.</p>	<p>Various</p>	<p>Allows for developers to proceed with applications.</p>	<p>Resource consents may be inconsistent with the final plan change provisions which may lead to application issues in the future.</p> <p>The resource consent applications will still require assessment against the current District Plan provisions and would likely be non-complying. This will lead to a complicated resource consenting process which will likely be slow and expensive compared to waiting until a plan</p>

Description	Summary of process	Timeframe	Costs	Pros	Cons
					change is completed.
Kainga Ora / Urban Development Authority	<p>Processes are currently not determined.</p> <p>An SDP is a development project in a defined location with clear strategic objectives approved by Cabinet. The SDP pathway will mean that planning, infrastructure and funding can come together in a way that allows for more streamlined delivery, enabling complex urban development projects that would otherwise be constrained under current disconnected regulatory arrangements.</p> <p>The SDP process allows Kāinga Ora and its partners access to specific development powers to facilitate and lead transformational change. These powers are currently available under different pieces of legislation, but the SDP process will bring them together in one place, and consolidate the processes associated with using them so that planning is streamlined. The development powers Kāinga Ora and its partners will have access to under an SDP are:</p> <ul style="list-style-type: none"> • shortened planning and consenting processes • building and changing infrastructure • funding for infrastructure and development activities 	<p>Unknown at this time. Urban Development Bill due to be released in 2019 calendar year.</p>	<p>Unknown at this time. Urban Development Bill due to be released in 2019 calendar year.</p>	<p>Unknown at this time. Urban Development Bill due to be released in 2019 calendar year.</p>	<p>The timeframe for these to be implemented and the process which are to be followed are currently not determined and therefore there is no certainty at this point. Following the outcome of the Masterplan this option could be further considered should the above be finalised.</p>

Description	Summary of process	Timeframe	Costs	Pros	Cons
	<ul style="list-style-type: none"> bringing together parcels of land re-configuring reserves. 				
Collaborative Planning Process (CPP)	<p>Council establishes a collaborative community group to provide consensus recommendations which are to be given effect to in the District Plan.</p> <p>The collaborative group's report is notified and the proposed plan change is prepared.</p> <p>The plan change is notified for submissions.</p> <p>A review panel is established to hold hearings and issue recommendations. Council considers the recommendations and makes a decision on the plan change.</p>	<p>There is no statutory timeframe for the establishment of the collaborative groups, preparation of the group's report and drafting of the plan change.</p> <p>There is a statutory timeframe of two years from notification of the plan change proposal to a final decision.</p>	<p>Members of the collaborative group will need to invest significant time in the process.</p> <p>Costs associated with the review panel and notification processes.</p> <p>Reduced costs of litigation to Council and submitters through reduced appeals.</p>	<p>Process encourages greater front end public participation to ensure alignment with community values and outcomes.</p> <p>Limited appeal possibilities which will allow provisions to become operative sooner.</p>	<p>The process is lengthy and requires a lot of time and resources from those involved.</p> <p>Once a CPP is initiated, the Council cannot withdraw from the process except for under special circumstances.</p> <p>New process and therefore people unfamiliar which may lead to delays and confusion.</p>