

QLDC Council  
29 September 2016

Report for Agenda Item: 3

Department: Corporate Services

Stanley Street Opportunity

Purpose

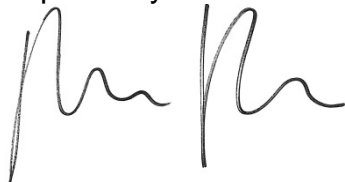
The Council has recently identified the need to address parking and public transport issues in the town centre, and separately indicated a preference for a new civic Council office to be on Council owned land in central Queenstown. In response to this some preliminary workshopping has been undertaken to scope the opportunity and possibility of how the land currently owned by Council could be utilised in the future. The Council has indicated a desire to also seek initial community ideas and feedback on the long term future utilisation of this land. The purpose of this report is to report back to Council on this early thinking around the sites potential utilisation and seek Council approval to go to the community to seek feedback.

Recommendation

That Council:

1. **Note** the contents of this report;
2. **Confirm** that the Council supports development of a masterplan to strategically develop the reserve blocks known as the Stanley Street holding.
3. **Agree** to enable an opportunity for community feedback on the intended and potential future use of the reserve blocks known as the Stanley Street holding.
4. **Direct** the Chief Executive to brief the newly appointed Council in relation to the feedback, after 8 October 2016.

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31/08/2016

Reviewed and Authorised by:



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Chief Executive

15/09/2016

## Background

### Stanley Street Site

- 1 The holding is broadly bounded by Shotover, Stanley, Beetham and Henry Streets. (see Site Map attachment A) The land in totality is vested in two separate landowners, the Council and the Crown. Any proposed use of Crown land would be subject to agreement with the Ministry of Education. The status of the lots differ ranging from local purpose reserve, fee simple land vested in the Council for 'roading purposes', fee simple land vested in the Crown for 'education purposes' and fee simple land vested in the Council for no stated purpose. legal advice attachment B.
- 2 The concepts, while spanning both land owned by Council and the Crown recognise that matter of ownership control and right to use, are discussions for the future. This work has taken a whole of block approach recognising that the current buildings and activities are not representative of the ultimate capacity for the site/s.
- 3 Table 1: Stanley Street site

Area (sq.m.) Status	Site	Owner/Administrator		Grand Total
		Crown	QLDC	
Local Purpose Reserve	a		7,454	7,454
	b		1,672	1,672
<b>Local Purpose Reserve Total</b>			<b>9,126</b>	<b>9,126</b>
Fee Simple	c		998	998
	d	1,724		1,724
	e		683	683
	f	861		861
<b>Fee Simple Total</b>		<b>2,586</b>	<b>1,680</b>	<b>4,266</b>
<b>Grand Total</b>		<b>2,586</b>	<b>10,806</b>	<b>13,392</b>

### Existing and Future Community Use

- 4 At present the education land is utilised for a play centre and parking. The remaining developed land on the site is utilised by the Queenstown Arts Society, the Queenstown Performing Arts Centre Trust and Wakatipu Abuse Prevention Network (Jigsaw), which hold leases with the Council and the bare land is utilised for car parking.
- 5 Historically the land has been identified as an arts and community precinct with the most notable proposal for wholesale use of the site and closure of lower Ballarat Street being that of the Remarkables Centre (Pokapu Kawarau), which was ultimately set to one side in 2007.
- 6 It should also be noted here that this paper is not in any way recommending any imminent change to existing lease arrangements with the community. As part of any future arrangements some ongoing community space or activity is likely to be part of the long term development solution for the site. The current Wakatipu High School site also contains a number of community and recreation space and

facilities which may provide a longer term home for a number of activities once the high school relocates to Frankton.

### **Strategic Value**

- 7 The area of land is strategically very significant for the District. It is a large area of land, which while utilised does not have a long term plan or vision for it. It is an area at the top of the town that straddles the key routes in, and also bounds the previously investigated Inner Links route. The site has the potential to anchor the top of the town, and the capacity to absorb a number of civic, transport, community and commercial activities. The site has been the subject of previous development proposals.

As a strategic site it is important that the medium and long term use of the land is carefully managed, and to ensure that short term decisions, particularly those involving significant capital, do not compromise the future long term opportunities for the site. Some of the key considerations for its utilisation need to address the following areas.

### **Downtown Planning**

- 8 A number of matters influence any strategic or master planning of the Stanley Street Holding. Collectively the site is arguably the most important land-holding in the Queenstown Central Business District (CBD).
- 9 The site offers a natural boundary to the CBD and undoubtedly has the potential to establish a high quality entrance or gateway to Queenstown and promote movement to and from the lake activating the town centre.
- 10 The Council recognises that any development of the site must both contribute to better transport solutions and maintain a community legacy for future generations.

### **District Plan**

- 11 Under the Proposed District Plan the entire holding falls within the Queenstown Town Centre Zone, although as already outlined it forms a natural boundary or bookend to the town.

### **Traffic, Parking and Inner Links**

- 12 In terms of traffic the Queenstown town centre is geographically challenged with rapid growth now leading to regular congestion on arterial routes an issue exacerbated by parking availability with an estimated need for an additional 1000 to 1200 parks required within a ten year planning horizon. The QLDC Transport Strategy contains a number of solutions, including a 20% shift away from relying on private vehicles. The proposed Inner Links bypass and capacity utilise part of this site for a major 'entry' carpark facility which is a key part of Council's strategy.
- 13 Inner Links is a bypass that would see the main traffic flow shift away from Stanley and Shotover Streets enabling traffic 'quieting' of those routes with the

anticipated construction of a newly formed route between Frankton Road, Gorge Road and Man Street. Currently Stage one of Inner Links (Melbourne Street through Henry Street) was originally proposed to be completed by 2031. The Council is actively reviewing this timing for parts of the bypass, to support improved access to parking around Ballarat St, and to reduce vehicle congestion in the town centre.

- 14 Carparking is currently available on Ballarat Street and works well to capture vehicles entering the town. Development of the site would provide additional capacity, and improved utilisation of the land to address this growing parking demand. Initial thinking is that some form of street frontage buffering of any carparking facility should be included. The intention is to consult on the development of a parking facility through the 2017/18 Annual Plan.

### **Council Accommodation**

- 15 During the 2016/17 Annual Plan round the Council consulted the community on a proposal to investigate and design a new Council office on Council-owned land in Queenstown (Council decision December 2015). The Council has agreed the Gorge Road office is no longer 'fit for purpose' and to address public convenience and efficiency issues based on staff being currently accommodated in three different buildings in Queenstown. The Council's intention is to consult on funding and final location options for the new office accommodation in the 2017/18 Annual Plan.
- 16 The Council included the development of Frankton-based Library hub in the year 2020 in its 10 Year Plan, however this proposal has always anticipated the retention of some form of 'shop front' library presence in central Queenstown and this will also be part of the consideration of a new office, together with the potential to create engaging civic/community space.. This paper is designed to test an assumption that one corner of the Stanley Street holding could meet the requirements for this Council accommodation project.

### **Other Sites**

- 17 In all matters it is beholden on Council to always consider options; therefore Council considers it important to include Gorge Road options as part of the wider consideration of parking solutions and in particular: the existing Boundary Road Carpark and Council accommodation building site at 10 Gorge Road. The Council would like to encourage the community to bring 'other sites' into the discussion regarding the Stanley Street holding as part of a strategic approach to the future development of the area. As noted earlier, the Wakatipu High School site, while not directly part of the area is an example of one possible location that may provide for a range of activities some of which are currently provided on the current land. At this stage there are no confirmed options, and the process is predominantly around creating this dialogue with the Queenstown community.

### **Workshop**

- 18 With these matters in mind the Council workshopped the potential of the site in August utilising the services of an independent urban planning and design consultant, Ian Munro. The process of the exercise was not to lock down

activities, design locations, or timeframes, but to identify key components of the site potentially and to provide a context for how some of the key jigsaw pieces for the site could be located. The workshop deliberately did not try to fix anything but to explain the fundamental relationship of the range of possible activities on the site, in relationship to the adjoining land, transport network, key connections, and neighbours.

- 19 The workshop is summarised in the attached plan which will form the basis of an engagement process with the community. It endeavours to place the key elements; parking, transport, civic and community, commercial, office, into the site, and to recognize the key linkages between the block and the town centre below it. It is not intended to provide answers but to prompt ideas. The Town Centre Transport Strategy and the work on the new Council building will require these elements to quickly take shape over the immediate future, but the elements, their size, location and timing are all open too much for more detailed discussion going forward.

## **Comment**

- 20 Through a strategic and master planning approach to the Stanley Street Holding there is an opportunity to create an exciting community precinct that integrates, enhances and complements the Queenstown Town Centre. The Annual Plan currently includes funding for investigation for both accommodation and parking and it is intended that this work will inform further funding in the Annual Plan 2017/18.
- 21 The Council's intention is to initiate some early discussion about the potential for the community and the next Council (elected 8 October 2016) to take a strategic approach to the integration of these projects into a 'big picture' approach. Although the detail is formative, it is important that these initial considerations of the site remain at a subjective and high level and include the community in the early discussion.
- 22 Therefore this paper seeks agreement from this Council to initiate an informal discussion with the community that will enable the new Council to consider community feedback about this concept.
- 23 It is proposed to publish an interactive map and forum on the Council's website that will enable feedback that will remain open throughout the month of October 2016.

## **Options**

- 24 This report identifies and assesses the following reasonably practicable options for assessing the matter as required by section 77 of the Local Government Act 2002.
- 25 The first step is to identify all "reasonably practicable" options. If an option is not reasonably practicable, then it will not require consultation. One option that should always be considered is the option of doing nothing – the status quo.

26 Option 1 Enable community discussion about the potential to formulate a master plan to develop a community precinct on the Stanley Street holding.

*Advantages:*

27 Early engagement enables people to express their views and add ideas, without needing to be too detailed or fixed in their views

28 The new Council will have the opportunity to consider informal feedback on the concept as it begins to shape its thinking around the key issues for the 2017/18 Annual Plan

*Disadvantages:*

29 The community may consider that the Council's engagement is too early and unstructured and therefore feel disinclined to participate.

30 This concept may be at odds with the future direction of any new Council, however this informal process can be weighted as the new Council sees fit.

31 Option 2 Do not proceed to seek informal feedback.

*Advantages:*

32 The new Council will not be presented with an informal community engagement 'legacy' on this matter and can formulate its own direction.

*Disadvantages:*

33 The new Council will be under some time constraints as it must consider key Annual Plan matters within a short few months of the election.

34 Option 3 Undertake more detailed site and development analysis for proceeding to any public engagement.

*Advantages:*

35 The community will have more information, and explicit ideas to comment on, and the potential 'fit' of different uses will be more clearly anticipated.

*Disadvantages:*

36 The community may perceive that Council has formed a fixed view of the outcomes, and that the information required to provide more detailed feedback may commit Council to a limited range of development options.

37 This report recommends Option 1. This option provides a relatively unstructured opportunity for groups and individuals to express their views about the future use for the land without needing to feel constrained to responding too detailed on individual proposals. The process allows for early community input which can inform and stimulate more detailed analysis and planning.

### ***Significance and Engagement***

- 38 This matter is of low significance, as determined by reference to the Council's Significance and Engagement Policy because the decision is to undertake informal consultation.
- 39 Engagement would take the form of material on the Council's website and in Scuttlebutt, seeking ideas and input from the public. The material would seek to explain the significance of the site, and the range of possible uses, and how they might fit together while providing the possible enough scope for people to operate their own ideas, and this will be the focus of the design wok should Council resolve to go out for public input.

### ***Risk***

- 40 This matter does not have significant risk. As the engagement process is exploratory and does not commit the Council or community in any way. The outcome will provide valuable input for Council as it continues to explore the possible development options.

### **Financial Implications**

- 41 There are no financial implications.

### **Council Policies, Strategies and Bylaws**

- 42 The following Council policies, strategies and bylaws were considered:

- Queenstown Town Centre Transport Strategy, January 2016
- Queenstown Town Centre Transport Strategy, June 2016
- Economic Development Strategy, 2015
- Growth Management Strategy, 2007
- Urban Design Strategy, 2009
- 2015-2045 Infrastructure Strategy, March 2015
- Queenstown Town Centre Strategy, 2009
- Tomorrows Queenstown, 2002
- Social Wellbeing Strategy for the Queenstown Lakes District, October 2006
- Proposed District Plan, 2015
- Property Sale and Acquisition Policy, 2014
- Arts
- Arts and Cultural Policy, 1993
- Community Facility Funding Policy, 2011
- Vesting of Roads and Reserves Policy, July 2016

### **Local Government Act 2002 Purpose Provisions**

- 43 The recommended option:

- Will help meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses

by undertaking an informal process that could inform master planning of a strategic site;

- Can be implemented through current funding under the 10-Year Plan and Annual Plan;
- Is consistent with the Council's plans and policies; and
- Would not alter significantly the intended level of service provision for any significant activity undertaken by or on behalf of the Council, or transfer the ownership or control of a strategic asset to or from the Council.

### **Consultation: Community Views and Preferences**

44 The proposal is to seek informal feedback on a high level proposed master plan.

- A Site map
- B Legal Advice
- C Preliminary plan