

QLDC Council
17 March 2022

Report for Agenda Item | Rīpoata moto e Rāraki take : 3

Department: Planning & Development

Title | Taitara Te Pūtahi Ladies Mile, consideration of Ministry of Education request to use 516 Frankton-Ladies Mile

PURPOSE OF THE REPORT | TE TAKE MŌ TE PŪRONGO

The purpose of this report is to consider whether Council should agree to sell and/or agree to co-location of facilities on 516 Frankton Ladies Mile with the Ministry of Education

RECOMMENDATION | NGĀ TŪTOHUNGA

That Council:

1. **Note** the contents of this report; and
2. **Decline** the request of the Ministry of Education to utilise part or all of 516 Frankton Ladies Mile for a future secondary school.

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16/02/2022

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24/02/2022

CONTEXT | HOROPAKI

516 Ladies Mile purchase and Community Services team assessment

- 1 The Council purchased 516 Frankton - Ladies Mile Highway (**516 Ladies Mile**) in July 2019 as a strategic investment that recognised the site's ability to meet demand for sports fields, recreational and community spaces as well as potential supporting uses such as a Park and Ride or a Transport hub. Once developed, the site would serve both the wider district, the existing communities of Ladies Mile, Lake Hayes Estate and Shotover Country as well as the future communities of the proposed Te Pūtahi masterplan.
- 2 The Community Services team has been exploring options for development of the site for the community such as developing a community hub. This acknowledges the shortage of facilities within the immediate area of Lake Hayes Estate and Shotover Country, but also that the Te Pūtahi – Ladies Mile masterplan was assessing the longer-term use of 516 Ladies Mile. Subsequently, as per the June 2021 Council meeting it was agreed that the conversion of the old Walker Residence into a community hub could proceed.
- 3 More recently as of February 2022, the Council approved the budget to begin retro-fitting the existing house on the property into a multi-purpose facility made up of spaces for meetings and other community uses. The new centre is expected to be available for use by October 2022 and is a temporary measure for the first 10+ years, until the Te Pūtahi – Ladies Mile masterplan area develops.

The Te Pūtahi masterplan assessment of 516 Ladies Mile

- 4 As part of determining the final purpose of 516 Ladies Mile, the Council has been developing the Te Pūtahi – Ladies Mile masterplan for the area, this seeks to develop a plan that incorporates a wide range of community, housing, recreation, transport, green space and infrastructure considerations for Te Pūtahi - Ladies Mile and the surrounding area. It should be noted that the Te Pūtahi - Ladies Mile, Lake Hayes Estate and Shotover Country catchment has the potential to accommodate 8000 residents.
- 5 Amongst the many considerations, the masterplan assessed the location of the community and sports hub on 516 Ladies Mile. This location is considered to be a central point between the proposed and existing communities, providing wider benefits by creating greater integration between the two communities. It is proposed that 516 Ladies Mile could contain multi use sports fields as well as a safe crossing point to the town centre and high school on the other side of State Highway 6. A multi-purpose community building is also proposed that could contain a play area, indoor sports facilities and shared use spaces. The masterplan proposal is consistent with, and supportive of, the Council's own plans for the use of 516 Ladies Mile.
- 6 In addition to 516 Ladies Mile, the masterplan identified preferred locations for schools, both on the northern side of SH6, identifying a primary school to the west and a high school to the east, both in close walking distance to the proposed town centre. The high school has a more centralised location and is located adjacent to the amenity of the sports and community hub on 516 Ladies Mile. The school field's location on the northern side,

will provide needed open space and character to the surrounding residential density, whilst also maintaining views through to Slope Hill.

- 7 Engagement with the Ministry of Education (MoE) has been a key component of the overall process. The MoE signalled early on that they were already part way through a process of considering sites for both a Primary School and a High School within the Ladies Mile area. While a primary school might be needed in the short to medium term, a high school would still be a number of years away and would be based on demand at the time.
- 8 Through the master planning process, it became clear that the future school sites are an important component of the masterplan as they provide an opportunity to reduce a significant amount of traffic that crosses the bridge. MoE data indicates that approximately 870 students reside east of Shotover Bridge, and all attend schools to the west.
- 9 From a masterplan perspective, the preferred locations for both schools are on the northern side of SH6, with the primary school to the west and a high school to the east. These locations offer close walking distance to the new proposed town centre from both the primary and high schools, with a maximum 5 – 10 min walk. The school fields provide open space and character which allows for views through to Slope Hill.

Ministry of Educations Proposal

- 10 In June 2021, MoE met with Council to discuss co-location opportunities on 516 Ladies Mile. As part of its own processes, MoE had undertaken a comprehensive site identification and evaluation exercise to determine the optimal location of future primary and secondary school facilities, with the search area focused along Te Pūtahi - Ladies Mile, thereby providing a new secondary school servicing the catchment to the east of Frankton Flats. MoE undertook an evaluation process that involved a two stage multi-criteria analysis methodology, with several sites evaluated across Ladies Mile against a broad range of criteria, one of which relates to "opportunities for co-location or shared facilities with other parties".
- 11 Following that evaluation, the Ministry identified 516 Ladies Mile as their most preferred secondary school location. Their reasoning was that the site has:
 - a. multiple road frontages and excellent connectivity to the existing and immediate residential/student catchment of Lake Hayes Estate and Shotover Country.
 - b. future connectivity to the development to the north of SH6 (by way of the Howards Drive intersection and potential underpass).
 - c. It is well located taking into account the expected pace of development along Ladies Mile and the longer expected timeframe requirement for a secondary school (around 2030), and the potential opportunities associated with co-location or shared facility outcomes with QLDC.
- 12 MoE are aware of the Council's reasons for purchasing 516 Ladies Mile and of its plan for community use of the site. Further, that the masterplan discussions to date have strongly

supported its use for future community facilities and playing fields for 516 Ladies Mile. In order to determine the potential of the site to accommodate these land uses in conjunction with a secondary school, MoE commissioned a feasibility study from ASC Architects, an architectural firm that has a strong track record and experience in education, community and recreation projects.

- 13 The feasibility study prepared by ASC Architects accommodates the necessary scale of a secondary school facility, along with provision for a publicly accessible theatre, library, and gymnasium, with significant playing field provision (Attachment A shows an indicative layout from the study). In addition, a separate community pavilion / clubroom building with associated parking is able to be accommodated in the eastern portion of the site, with an interim park and ride facility also able to provide on the site.

ANALYSIS AND ADVICE | TATĀRITANGA ME NGĀ TOHUTOHU

Assessment of MoE's proposal

- 14 Council has considered the MoE's proposal and have concerns with either selling or co-location of 516 Ladies Mile. This is due to Council's own plans for 516, as well as past experience of co-location of schools alongside Council's recreation community facilities which often did not result in strong benefits or opportunities for the community.
- 15 However, Council did not want to fully dismiss the proposal and sought further information in respect of MoE's use of 516. These questions were as follows:
- a. Can it be confirmed that a High School would not be a public private partnership offering?
 - b. Could the development and availability of the high school be brought forward earlier than the intended ten years indicated? and
 - c. If co-location was agreed to, what mechanisms would be put in place to ensure that 516 Ladies Mile would continue to provide benefits to the wider community that wouldn't be wholly overtaken by the school's needs?
- 16 In response, MoE confirmed the following:
- a. A public private partnership could not be ruled out; however, it is not a funding model being used for new builds under the current government;
 - b. Development could be brought forward, but this would need to be prioritised nationally along with all other significant new build projects and then allocated an earlier than planned funding year; and
 - c. MoE responded that there are a number of agreements that could be put in place to secure terms and frequency of use that could be reviewed regularly to ensure the needs of the school and the wider community are being met. MoE also responded that it was possible that there could be a financial contribution to the

development of the community sports field that the school would use during school time.

- 17 The above records MoE views, but there is no certainty provided by MoE's response that the community's future needs would be prioritised over the needs of the High School or that the development of the school could be brought forward earlier than planned.
- 18 Whilst a financial contribution towards the development of the sports fields is desirable and would reduce future debt related to the sports field's development, co-location would likely result in Council's options being limited in the future in respect of meeting the community's needs as they change over time. Given the lack of available land and associated purchase costs within the immediate area, it is also unlikely that Council would be in a position to purchase additional community land in the area, should the need become apparent.
- 19 Council making a decision on the MoE proposal will enable the MoE to have some certainty and can look at alternative sites. This is important to do now as many Ladies Mile landowners are currently considering their development options as a result of the Masterplan process.

Options

- 20 It is considered that there are only two options available, one is to decline the MoE's proposal, in order to safeguard future use. Or secondly, to agree to co-location of 516 Ladies Mile with the MoE, noting that this option would reduce ownership and control of 516 Ladies Mile, thereby limiting future options of how 516 Ladies Mile should develop as community needs increase.
- 21 **Option 1 – Decline the request of the Ministry of Education to utilise part or all of 516 Frankton Ladies Mile for a future secondary school**

Advantages:

- 22 Council and the community retain control over how 516 Ladies Mile will develop for community use.
- 23 Future development of the site is not limited by the needs of the High School as the school grows.
- 24 Reduces the likelihood of Council needing to purchase additional land to meet future community needs in the area.
- 25 Council retains full control of the availability of the sports fields for public use.

Disadvantages:

- 26 As there is no joint partnership, Council will need to fund the development of the community sports fields and community hub from rates or development contributions.

- 27 Council is unlikely to provide a publicly accessible theatre, library, or gymnasium on 516 Ladies Mile as part of any future long-term development of a multi-purpose community building.
- 28 No ability to sell land to the MoE, which would provide capital towards purchasing additional community land, or the development of the community centre.

29 **Option 2 Accept the request of the Ministry of Education to utilise part or all of 516 Frankton Ladies Mile for a future secondary school**

Advantages:

- 30 Co-locating with MoE, could result in a financial contribution to the development of the community sports field.
- 31 The MoE proposal includes provision for a publicly accessible theatre, library, and gymnasium.
- 32 Selling would require MoE to pay for the land at market rates, providing capital that would not need to be debt funded to purchase land elsewhere, and/or contribute to the construction of a new community centre.
- 33 MoE may be able to bring forward the construction of the High School earlier than planned, this would provide an opportunity to reduce a significant amount of traffic that crosses the bridge.

Disadvantages:

- 34 Council may need to consider purchasing additional land, should the area on 516 Ladies Mile be insufficient to meet future community needs. This would result in the Council facing the same issue that MoE are trying to overcome; aggregation of the land and the spiralling cost of the land.
 - 35 The Council and the community will have reduced control over how 516 Ladies Mile can develop for community use.
 - 36 The needs of the school may be prioritised over community use, which could result in limitations and availability of the sports fields for public use.
- 37 This report recommends **Option 1** to decline the request of the Ministry of Education to utilise part or all of 516 Frankton Ladies Mile for a future secondary school as it will allow the Council to retain control over the development and use of the land for the benefit of the community and reduce the potential need for Council to purchase additional land, at increased prices, in the future. This option does not necessarily prevent the future development of a High School within Ladies Mile, the MoE will instead have to negotiate with one or more landowners to purchase or acquire the land.

CONSULTATION PROCESS | HĀTEPE MATAPAKI:

> SIGNIFICANCE AND ENGAGEMENT | TE WHAKAMAHI I KĀ WHAKAARO HIRAKA

- 38 This matter is of medium significance, as determined by reference to the Council's Significance and Engagement Policy because of the social, economic and environmental importance the plan has locally.
- 39 The persons who are affected by or interested in this matter are residents/ratepayers of the Queenstown Lakes district community, central government agencies, other local and central government agencies, Council staff and local residents
- 40 The Council has completed non statutory consultation as part of the broader masterplan process. There is no requirement to use the Special Consultative Procedure, and should the final masterplan and planning documentation be approved by Council in April 2022; a formal RMA process would then be undertaken in respect of the masterplan and plan variation documentation.

> MĀORI CONSULTATION | IWI RŪNANGA

- 41 The Council has not consulted with iwi directly in regard to request of the Ministry of Education to use part or all of 516 Frankton Ladies Mile for a future secondary school. However, Council has consulted with iwi as part of the broader masterplan process, both Aukaha and Te Ao Marama have been included as part of the broader consultation on the masterplan and plan variation documentation.

RISK AND MITIGATIONS | NGĀ RARU TŪPONO ME NGĀ WHAKAMAURUTANGA

- 42 This matter relates to the Community & Wellbeing risk category. It is associated with RISK00056: Ineffective provision for the future planning and development needs of the district within the QLDC Risk Register. This risk has been assessed as having a moderate inherent risk rating.

FINANCIAL IMPLICATIONS | NGĀ RITENGA Ā-PŪTEA

- 43 There are no budget, cost implications or resource requirements that would result from this decision.

COUNCIL EFFECTS AND VIEWS | NGĀ WHAKAAWEAWE ME NGĀ TIROHANGA A TE KAUNIHERA

- 44 The following Council policies, strategies and bylaws were considered:
- The Operative and Proposed District Plan;
 - Housing Our People in our Environment Strategy 2007;
 - Wakatipu Basin Land Use Strategy 2017;
 - 2020/2021 Annual Plan Mahere ā-Tau;
 - Ten Year Plan 2021-2031;
 - Significance and Engagement Policy 2017;

- The Draft Spatial Plan 2021; and
- Open Space and Reserves Strategy 2020.

45 The recommended option is consistent with the principles set out in the named policy/policies.

46 This matter is included in the draft 2021-2031 Ten Year Plan/Annual Plan.

LEGAL CONSIDERATIONS AND STATUTORY RESPONSIBILITIES | KA TURE WHAIWHAKAARO, ME KĀ TAKOHAKA WAETURE

47 There are no legal considerations or statutory responsibilities associated with this decision.

LOCAL GOVERNMENT ACT 2002 PURPOSE PROVISIONS | TE WHAKATURETURE 2002 O TE KĀWANATAKA Ā-KĀIKA

48 Section 10 of the Local Government Act 2002 states the purpose of local government is (a) to enable democratic local decision-making and action by, and on behalf of, communities; and (b) to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future. The recommended option provides for management of future growth.

49 The recommended option:

- Can be implemented through current funding under the Ten-Year Plan and Annual Plan; and
- Is consistent with the Council's plans and policies.

ATTACHMENTS | NGĀ TĀPIRIHANGA

A	ASC Architects Feasibility Study – Pages 7 and 11
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