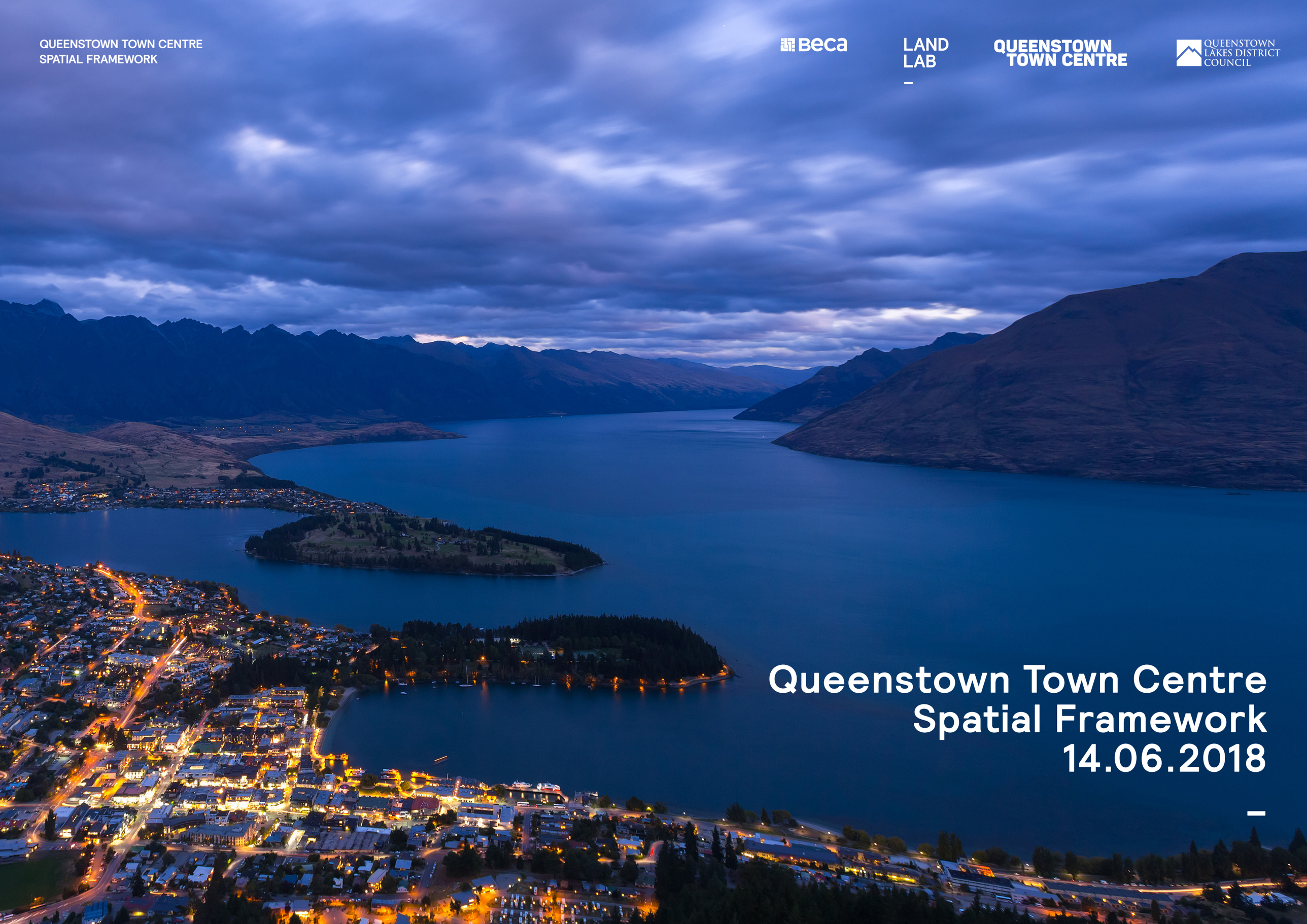
Beca

LAND LAB

QUEENSTOWN TOWN CENTRE

QUEENSTOWN LAKES DISTRICT COUNCIL



Queenstown Town Centre Spatial Framework 14.06.2018

LandLAB is a design-led, studio based practice creating sustainable, innovative and creative outcomes across a range of landscape, urbanism and place making projects in **Auckland, Christchurch, Queenstown, Tauranga** and **Wellington**. As our name suggests our philosophy integrates a site specific approach (**'Land'**) with a creative and rigorous design process (**'LAB'**). Our work reflects our interrogation of the inter-relationships between the ecologies and systems of **landscape, urbanism** and **place.**

Document Control_					
Rev_	**Date_**	**Purpose_**	**Prepared by_**	**Checked_**	**Authorised_**
001	12.01.18	50% Draft	CM	HC	HC
002	31.01.18	75% Draft	CM	HC	HC
003	23.02.18	95% Draft	CM	HC	HC
004	21.03.18	95% Draft	CM	HC	HC
005	09.04.18	95% Draft	CM	HC	HC
006	20.04.18	100% Draft	CM	HC	HC
007	14.06.18	100% Final Issue	CM	HC	HC

Disclaimer This document has been prepared by **LandLAB** solely for **Queenstown Lakes District Council.** The use of and reliance upon information or opinions contained in this document by others without prior consent from LandLAB will be at such person's sole risk. LandLAB accepts no responsibility or liability for the consequences of the unauthorised use of this document.
LandLAB Project Team; Henry Crothers, Scott Greenhalgh, Cory Manson. **QLDC Project Team;** Gabrielle Tabron, Peter Hansby

QUEENSTOWN TOWN CENTRE
SPATIAL FRAMEWORK
CONTENTS
_

QUEENSTOWN
TOWN CENTRE

Part 001
Introduction
_

001 1.1 Executive Summary
002 1.2 Introduction
002 1.3 Why a Masterplan?
003 1.4 Framework Structure
004 1.5 Masterplan Context
006 1.6 Historic Context
007 1.7 Cultural Context
008 1.8 Urban Context
010 1.9 Town Centre Investment Logic Mapping
013 1.10 Spatial Framework Approach
014 1.11 Community Engagement and Feedback

Part 002
Vision & Key Moves
_

016 2.1 Vision
017 2.2 Key Moves
019 001 - A Blue Green Lakefront
021 002 - The Civic Axis and Community Heart Precinct
023 003 - Gardens to Gondola Connection
025 004 - A Fine Grain Laneway Network
027 005 - The Horne Creek Corridor
029 006 - An Expanded Open Space Network
031 007 - North South Streets
033 008 - East West Streets
035 009 - Town Centre Arterials as a Catalyst
037 010 - A Network of Places
039 011 - Integrated Public Transport and Active Travel Network
041 012 - Human Scale Built Form

Part 003
Town Centre Design Strategies
_

044 3.1 Design Response
045 3.2 Precinct Strategy
047 3.3 Streetscape Strategy
052 3.4 Movement Strategy
054 3.5 Stanley Street Interchange
056 3.6 Open Space Strategy
064 3.7 Built Form Strategy
066 3.8 Community Heart Precinct

Part 004
The Masterplan
_

069 4.1 The Masterplan
070 4.2 Preferred Programme
071 4.3 The Town Centre Masterplan
072 4.4 The Masterplan - Historic Core
073 4.5 Masterplan illustrations

Part 005
Implementation Strategy
_

095 5.1 Implementation Plan
097 5.2 Existing Plan
098 5.3 Staging Plan
099 5.4 10 x Priority Projects
105 5.5 Summary

Appendices & Supporting Information
_

106 Appendix A
Queenstown Town Centre
Pubic Realm Design Guidelines

1.1
Executive Summary

–

The vision for the Queenstown Town Centre Spatial Framework is to 're-connect the Town Centre of Queenstown with the spirit of the place and community'

–

The purpose of the Queenstown Town Centre Spatial Framework is to present a compelling vision for the future of the town centre of Queenstown that reflects and enhances the Queenstown identity through sound planning, design and place making principles.

–

People are a town's biggest attraction. We naturally gravitate to those that have appeal, unique and strong identity as well as those with energy and vibrancy. Such places resonate authenticity - they cant be manufactured - but, their foundations can be revealed and nurtured.

Queenstown is growing. The existing population is expected to grow to **70,000** by 2035. This **100%** increase assumes a doubling of residents, dwellings, and also crucially, of vehicles on Queenstown's roads. Based on current rates of growth this presents a fundamental change in the overall pattern and morphology of the district and if not managed appropriately is likely to have negative impacts on the economy, liveability and amenity of the town centre.

Although the wider Wakatipu Basin supports approximately **28,000** residents. However on a typical day the districts visitor population expands to approx. **70,000** persons. During peak seasons – summer and winter holiday seasons – the population swells further to approximately **110,000.** This makes Queenstown the 8th largest urban centre in New Zealand.

The Queenstown Town Centre Masterplan provides the opportunity for Queenstown to re-consider and re-imagine itself not just as a town but as 'New Zealand's coolest small city'. This is an exciting proposition that includes retention of its key landscape character, dense and human scaled historic centre, a wider range of housing choices, sustainable transport options, internationally recognised events and celebrations, and; authentic community and cultural experiences. A Queenstown town centre that remains a vibrant and successful place and the economic, social, cultural and visitor focus for the wider district.

This masterplan document includes a set of **Key Moves** that establish a site, place and design-led response to the landscape, infrastructural and social context of the town centre. These moves inform **5 town centre Strategies** organised thematically – streets, movement, open space, built form and precincts - that provide the strategic direction of the masterplan. The moves and strategies inform the **Masterplan** and vision for the town centre in 2035. A supporting **Implementation Plan** explains how the strategy and actions should be coordinated and delivered over the next 15 - 20 years.

The masterplan development and process reflects a synthesis of feedback provided from the community, collaborative stakeholder engagement and a place-based design-led process.

QUEENSTOWN TOWN CENTRE

1.2 Introduction

–

This section introduces the project background, the study area and the teams approach to ensuring a holistic and integrated solution to revitalising the Queenstown Town Centre.

–

The community is looking to the Queenstown Lakes District Council and its investor partners to provide certainty around the town's future direction to ensure confidence both in the future function and amenity of the town and to give certainty around future investment. Currently, there is no document that brings all the implementation plans into an agreed vision showing how they will be integrated.

A business as usual approach will not produce the significant investment that is needed to tackle Queenstown town centre's problems and unlock potential opportunities. A new approach is needed that integrates all transport, public realm, living, civic and commercial projects into one comprehensive plan with integrated implementation plans.

This prevents the silo approach of individual project stories not telling an integrated outcome, which investors struggle to buy into and which limits progress to piecemeal outputs.

1.3 Why a Masterplan?

–

A new masterplan for the town centre will bring together various project work streams and aim to show, in a visual and evidence-based way, how and why they are intended to be implemented.

–

The Spatial Framework provides a design and place-led understanding of the historical development, sense of place and identity of the town centre. This is captured in a series of 'key moves' intended to provide context to, and inform the development of, future public and private projects.

The spatial framework will guide interventions designed to enrich the town centre in the following ways:

- Present a compelling vision for the future of the town centre of Queenstown that reflects and enhances the Queenstown identity through sound place making principles;
- Engage and inspire community and stakeholders to be involved with the formulation of the vision and strategies;
- Recognising and celebrating the distinctive town centre landscape and urban characteristics of places and precincts;
- Promoting quality design and diverse activation of spaces through and understanding of these ideas and narratives;
- Incorporate contemporary urban design principles and practices, that address key urban design issues and opportunities;

The Masterplan is informed by the 5 'design strategies' that establish design intent for the town centres precincts, movement network, street hierarchy, open space network and built form.

The purpose of the Queenstown Town Centre Masterplan is to guide the implementation of the vision and design intent in the following ways;

- Reviews and synthesizes the relevant goals and objectives of existing projects, plans, technical studies and background materials;
- Tests and selects options which result in a suite of projects that deliver on the master plan objectives;
- Provides a framework, which manages the tensions and interface issues between intensification, infrastructure investment, public transport provision and public open space;
- Identifies an integrated, multi-modal movement network that manages traffic flows, public transport and active mobility;
- Enables a more accessible, walkable and cycle-friendly network of streets and public open spaces;
- Considers the requirements, potential and catalytic effect of cultural and community facilities on the town centre;
- Includes a robust staged implementation plan with governance and funding recommendations;
- Show show land use, development, civic opportunities and infrastructure are sequenced for implementation;
- Provide a suite of actions and catalyst projects that will achieve the vision in an innovative, affordable and practical manner.

The spatial framework, design strategies and masterplan are supported by a suite of public realm 'design guidelines'.

The purpose of the Queenstown Town Centre Public Realm Guidelines is to provide the design intent and direction for future public realm and infrastructural projects. The guidelines include;

- Definition and vision for each of the town centre precincts
- Definition of the function and aspiration for all streets and open spaces within the town centre
- Identification of the look and feel and kit-of-parts that supports the wider vision for a more cohesive and pedestrian orientated town centre.

QUEENSTOWN TOWN CENTRE

>

>

1.4
Framework Structure

_

This document is organised into 5 sections describing the evolution, design and delivery of the Spatial Framework and how this will achieve the vision for the Queenstown Town Centre

_

001_ Introduction_

The introduction section outlines the context, scope and purpose of the Spatial Framework document.

002_ Vision & Key Moves_

The spatial framework includes a series of **12** 'key moves' which establish a site, place and design led response to the landscape, infrastructural and social context of the Queenstown town centre. Each move is reinforced with a series of design principles which communicate its design intent. A list of 'key interventions' identifies the project/ site specific design projects that will deliver on the design intent over time.

003_ Town Centre Strategies_

The key moves inform **5** key town centre strategies organised thematically which provide the strategic direction of the master plan. These include;

001 Precinct Strategy_ The key aim of the Precinct Strategy is to reconnect locals and visitors to the town centre and reinforce it as the social and cultural capital of the district. This is achieved by developing 4 recognisable, interconnected and complimentary town centre precincts.

002 Streetscape Strategy_ The key aim of the streetscape strategy is to redirect traffic away from the centre and introduce traffic calming measures that support a more pedestrian friendly atmosphere within the town centre. This is achieved by developing a more functional and legible hierarchy of streets throughout the town centre.

003 Movement Strategy_ The key aim of the movement strategy is to redirect traffic away from the centre and introduce traffic calming measures that support a more accessible and pedestrian friendly atmosphere within the town centre. This is achieved by developing a multi-modal movement network that integrates walking, cycling and public transport and managing the impact of private vehicle parking and movements on the town centre.

004 Open Space Strategy_

The key aim of the open space strategy is to support the recreational, event and place making and environmental aspirations of the town centre. This is achieved by developing a more connected, diverse and adaptable open space network that better connects existing and new lakefront and town centre spaces.

005 Built Form Strategy_

The key aim of the built form strategy is to encourage a culture of design that respects the existing scale, form and character of development whilst delivering the quality, identity and innovation of expected of a nationally significant destination.

006_ Town Centre Master Plan_

This section illustrates and explains how the key moves and strategies informs the town centre master plan. Plans and images of potential master plan outcomes are provided.

007_ Implementation Plan_

This section explains how the strategy and actions should be coordinated and delivered over the next 15 - 20 years. The Implementation Plan overviews the planning and project priorities for delivery within the short term, initiating the realisation of the Queenstown Town Centre's key moves, strategies and Spatial Framework principles.

These priorities reflect a synthesis of feedback from the community as well as the team's professional inputs. It should be noted that the priorities, both long and short term, are subject to change as the master plan evolves. This is one of the key benefits of this master planning process, it has the flexibility to respond and adapt to the changing needs of the community.

Note_ All images are provided as illustrative only to supplement the information contained within the Spatial Framework. These do not represent the precise and final design solutions but describe landscape and open space concepts, indicative bulk and form of buildings.

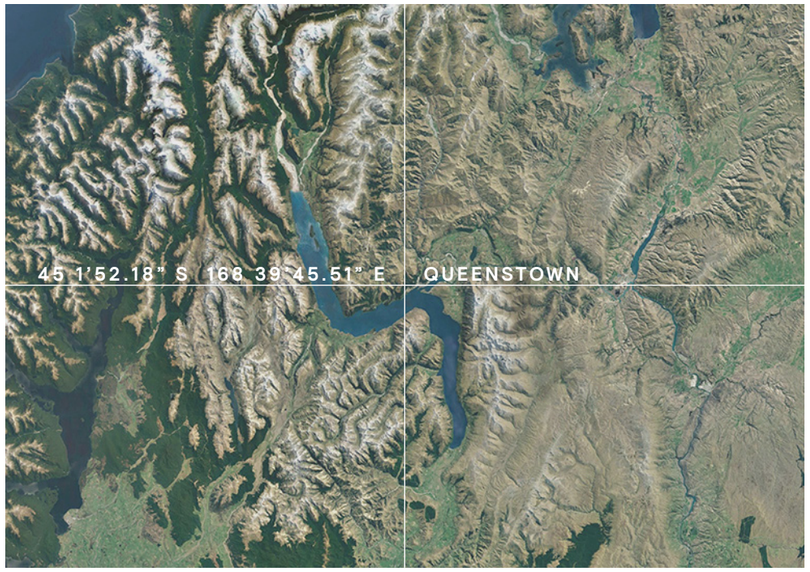
QUEENSTOWN TOWN CENTRE

1.5 Masterplan Context

_

The Masterplan builds upon the existing research, vision and objectives of the Queenstown Town Centre Strategy (December 2009) and incorporates the goals / initiatives of the Queenstown Town Centre Transport Strategy (January 2015) to create a holistic and unified vision. It also incorporates and tests many of the initiatives discussed in the DowntownQT Downtown Commercial Strategy, which has recently been updated

_



District scale

Basin scale

The Masterplan will consider the town centre both as a major tourist destination, a commercial centre and a place for the local community to gather and interact, while recognising and demonstrating how the issues associated with the rapid growth of Queenstown can be responded to, in alignment with the strategic vision.

The Masterplan will have a focus on the physical interventions, fed by the business case projects (see 3.1). This will reveal opportunities to improve the public realm (via a Public Realm Framework) and unlock the potential of key projects that will contribute to the overall vision.

The master planning process will investigate contextual, historical, heritage, cultural and development overlays and how these will inform the current and further potential civic, land use, streetscape, transportation and development opportunities. The masterplan will provide a strong visual story (supported by the various business cases), illustrating why the various projects are a priority, how they are prioritised and sequenced for implementation.

The geographical scope of the town centre, shown below, has been expanded since the 2009 town centre strategy scope to account for the Plan Change 50 town centre extension.

The geographical scope locates the primary core focus for most of the initiatives, projects and key moves. Specific projects such as the Town Centre Arterials stretches outside these boundaries. In recognition of this, a wider area of study has been shown that considers areas that will influence the town centre and where further commercial development is likely to occur.

The following projects are classed as core dependencies as they form the key work that has informed the master plan. A summary of these projects is provided below.

Town Centre Arterials_ One of the most significant projects recommended within the Queenstown Integrated Transport Programme Business Case, is the Revised Inner Links Project Business Case. The Inner Links business case was completed in 2014 and brought forward to retest. "The project proposes the construction of a new urban arterial around the periphery of the Town Centre and intersecting the Town Centre extension (Plan Change 50), as a means of reducing congestion on Central Business District (CBD) streets (by enabling through traffic to bypass the town centre) and improving access to the town centre (by providing additional entry points close to town centre carparks)".

Queenstown Town Centre Public and Passenger Transport Facilities_ As part of the initiation phase of the Inner Links project, it was recognised that to update the Inner Links Strategic Case, a better understanding was needed of how to prioritise public and passenger transport facilities and routes into and out of the town centre as viable and attractive alternatives. Together with the Wakatipu Basin Public Transport Network Review, which Otago Regional Council are currently undertaking, this business case seeks to understand the future public transport scope options around high occupancy routes.

Queenstown Town Centre Parking_ In September 2016, QLDC released a report entitled 'The Stanley Street Opportunity'. Within this report, there was an idea to explore the possibility of car parking facilities in some of the land available in the Stanley Street blocks. There is also an aspiration within the Queenstown Town Centre Transport Strategy for several of the CBD streets to be converted to shared space or to be pedestrianised. An existing parking management tool is being updated with the demand and supply required for public and private developments. This is being balanced alongside other planning levers such as the review of the parking charging scheme outside the CBD.

1. AREA OF INFLUENCE

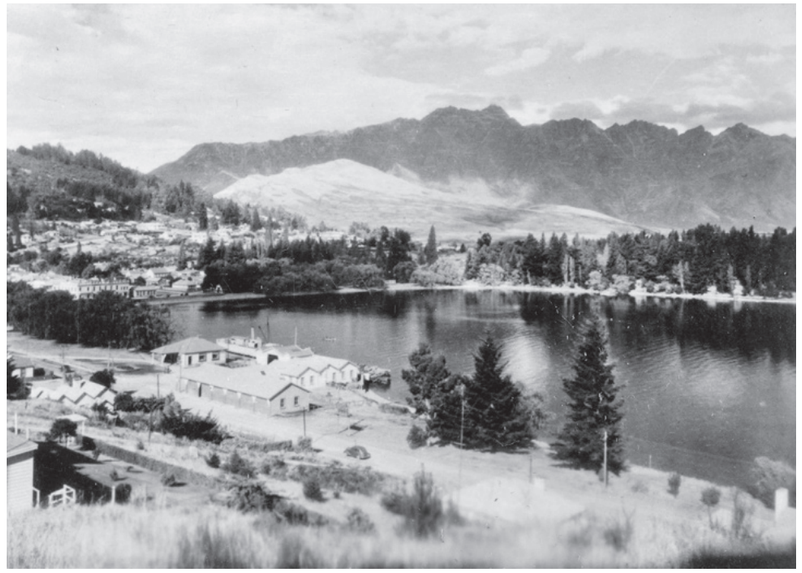
2. AREA OF FOCUS

1.6
Historic Context

–

Queenstown's town centre has a distinct character which is formed through interrelationships of complex qualities: the scale and form of many of the buildings, the pattern and rhythm of the buildings in the streetscape, the layout of the streets and pedestrian linkages, the relationship with the lake and the mountains, and the comfort of the town centre as a "people" place for workers, residents, visitors, diners, and shoppers.

Historic Image of Ballarat Street down to the lakefront



Historic Image of Steamer Wharf and the lakefront

In 1992, QLDC produced the Queenstown Town Centre Study. In this 1992 document, an analysis described 10 key character attributes of the town centre that make it successful:

Setting in an outstanding landscape_ The overwhelming grandeur of the natural landscape provides a unique relationship between the mountains and Lake Wakatipu with the existing built environment. The vivid contrast of the town to its landscape setting, and its comparative insignificance in terms of the scale, bulk and spatial definition of the natural environment.

The Lakefront_ The town centre interfaces with the lake and the expansive views across the lake. This relationship is heightened by the existence of a series of nodal points along the water's edge, at Steamer wharf, Queenstown wharf, and the Marine Parade beach and the Ngāi Tahu wharf opposite Lake Street.

The Built Environment_ The small, intimate scale of streets and buildings in the central core contrasts with larger buildings in the peripheral areas of the town centre. The progression in development intensity is achieved by virtue of existing zoning patterns, historic site sizes based on original tent sites, the location of QLDC holdings, and open space areas. These characteristics combine as a series of "special character" areas which provide a distinctive basis for urban design concepts. At a more intimate level, the distinction between buildings expresses a richness in the built environment.

Historic characteristics_ Examined in evolutionary form the built environment reflects the town's development from waterfront outwards, and its various early 'colonial' associations. Remaining heritage buildings are significant in that they contribute to people's awareness of Queenstown's history, and they establish the primary scale and form of the built environment of the town centre. Within the heritage precincts façades largely recognise the heritage values.

Open Space_ Open space areas to the east and west of the town, and within it, including Horne Creek and the waterfront, provide relief from the built environment and contribute to the amenity of the town centre.

Built Form_ a generally low built form (1 – 4 stories) arises from building heights based on the existing and historic scale and form of buildings within precincts. The roofscape of the town centre, as viewed from higher vantage points, surrounding residential areas and tourist attractions such as the Skyline gondola, form a varied skyline image.

Streetscape_ the grid layout of the streets provides view corridors to the mountains and lake. Within the town centre there is a variety of streetscapes, reflective of the pedestrian and traffic environments. Balconies and verandahs overhanging street footpaths aid in pedestrian comfort and weather protection. Street furniture, street plantings, and outdoor dining areas contribute to the attraction

Pedestrian linkages_ the small scale and size of the town centre makes it an accessible environment for pedestrians. Pedestrian permeability has been historically achieved through small allotment sizes. The historic pattern of pedestrian linkages has been retained and enhanced and forms an important means of promoting pedestrian permeability throughout the town centre. The pattern of arcades also contributes to the character of the town centre.

Road and transport network_ The three principal road entry points provide a strong sense of arrival in the Queenstown town centre. The street grid pattern with in the town centre is orientated towards Lake Wakatipu. Underground car parking areas have been or are being established. Public bus transport nodes, currently located on Camp and Athol Streets, provide links with other commercial and residential areas. Water based transport provides an important opportunity to utilise the lake (the blue highway) to connect the town centre with Kelvin Heights, Frankton and the airport.

Variety and intensity of land use_ There are numerous businesses within an area of approximately 12 hectares. Retail premises, together with visitor and residential accommodation, restaurants, bars and recreation create considerable diversity and intensity of activity. Future development in and change to the town centre – whether major urban design projects or small scale modifications to existing buildings – need to capture these character attributes; accordingly, these character attributes are recognised .

1.7
Cultural Context

–

The Queenstown Lakes District is an area dominated by a beautiful landscape of mountains, lakes, rivers and ice, despite 130 years of European settlement and the growth of a thriving international tourist centre. There are two theories regarding Queenstown's name. One was because it was a town fit for Queen Victoria, and the other is that it is named after Queenstown, now Cobh, in Ireland.

Early Marori Chief source_ Queenstown.com/discover/maori-history

Historic Image of central Queenstown 1878 source_ Queenstown.com/discover/history

Human History

The first people to roam Queenstown its surrounds were Polynesians who hunted in the area around 1200AD. Later, Maori people travelled overland to Queenstown in search of food, stone and fibre. Many came from the West Coast and used the area as a resting place. They hunted moa; large, flightless birds that were hunted to extinction, possibly as early as 1300AD. Maoris set up a camp in the area now occupied by the Queenstown Gardens, though this was uninhabited by the time the first Europeans arrived.

At the head of the lake, near modern-day Glenorchy, Maori travellers found pounamu (greenstone). Pounamu was important to the early Maori people, who used it to create tools, weapons and ornaments. Carved pounamu pendants are still popular today; it's often presented as a gift on a special occasion, or as a symbolic keepsake for a traveller. The Maori name for Queenstown is Tâhuna, meaning shallow bay. The land surrounding Queenstown and Arrowtown was regularly visited by Māori during their seasonal trips to the area. Kāti Mâmoe, Waitaha and Ngâi Tahu travelled from their permanent settlements to hunt native birds such as moa and weka. They would carefully preserve the meat in hinu (fat) and store it in pôhâ (kelp bags) for the journey home. These seasonal hunting trips were valuable to supplement the seafood diet of southern coastal Māori.

Māori would also visit the area to extract pounamu (greenstone or nephrite jade) which is an extremely hard stone that can be found in the mountains to the west of Queenstown. It was carved into ornaments such as tiki (a pendant worn around the neck). Pounamu was also uses to make mere (club-like weapons) and toki (adzes).

The Crown Range route between Wanaka and Queenstown via the Cardrona Valley was one of the principal tracks used by goldminers and early pastoralists. Rising to 1,120 metres it is the highest sealed road in New Zealand. This was the route which pioneer runholder William Gilbert Rees and fellow explorer, Nicholas Paul Baltasar von Tunzlemann followed in 1859 to mark the first successful approach to the Wakatipu basin from the east. Other individuals and groups had arrived at the lake before them but Rees in particular is regarded as the pioneer of Queenstown because he established his homestead on the town's present site, facing Queenstown Bay.

After applying for land to farm, Rees took the Queenstown side and had two years of peaceful settlement before miners poured in for the gold rush that overtook Queenstown, erecting a canvas and shanty town on their doorstep. Ree's property was declared a goldfield and he was paid £10,000 to vacate the land. Across the lake Von Tunzlemann suffered stock deaths and a lack of money that finally forced him off the land.

Gold Rush

Large quantities of alluvial gold were discovered in the Arrow River in late 1862 by Jack Tewa, one of Ree's shepherds, William Fox, John O'Callaghan and others. This sparked off an invasion that attracted miners from the Australia and Californian goldfields, joined by other nationalities with little or no experience. Makeshift towns of tents, stores and bars sprang up almost overnight establishing Queenstown and Arrowtown.

Fox's, as Arrowtown was first called, became a hive of industry with more than 1,100 prospectors, trying their luck in the Arrow Gorge, and with more than 500 working the river in its upper reaches between the Eight Mile and Twelve Mile Creeks. The settlement at the Twelve Mile was named Macetown where groups worked all the tributaries and creeks until much of the alluvial gold was worked out.

In November 1862 discoveries were made at Arthurs Point on the Shotover River, at Skippers and beyond. The Shotover River became the second richest gold bearing river in the world.

Chinese miners didn't come to mine in the Wakatipu until after the initial gold rush. When gold was discovered on the West Coast of the South Island in 1864 many gold miners at the Arrow packed up and followed the rush. The wider Otago province was faced with losing its main source of wealth – income from taxes on gold. The Otago provincial government had a solution, they invited the Chinese to come and work on the Otago goldfields. By the 1870's more than 5000 Chinese were working throughout Otago, mostly at goldmines, though many assisted with local building, market gardening and whatever was offered.

*** source_** Queenstown Museum.

1.8
Urban Context

–

The existing Queenstown population is expected to grow from 30,000 to 70,000 by 2035. This represents a 100% increase in the quantum of residents, dwellings, and also crucially, of vehicles on Queenstown's roads. Based on current rates of growth this presents a fundamental change in the overall pattern and morphology of the district and if not managed appropriately is likely to negative impacts on the economy, liveability and amenity of the town centre.

Queenstown in the context of the wider District

Queenstown in the context of the Frankton Arm

A key consideration of the Town Centre Masterplan is the existing and future roles of Frankton and the Queenstown Town Centre There is substantially more economic activity in and around QTC compared with Frankton. It is more compact physically, though, and retailing there relies heavily on foot traffic originating either in carparks on the edge or in local visitor accommodation. QTC is more diversified in terms of commercial activities, and more reliant on the visitor facilities and services which underpin Queenstown's growth. QTC is also the centre of high order business and community services.

QTC accounted for 52% of business services in 2013 and the balance of the central area for 24%, compared with Frankton's 13% share. Business services in Frankton tend to be oriented towards industrial uses or general administrative services. QTC is marked by professional (legal and accounting), financial, and employment services, IT, and communications activities.

It is concluded that the centres fulfill different functions. Frankton remains the focus of light industry and is developing as a significant shopping centre in its own right with an emphasis on goods and services for households. QTC and the rest of central Queenstown still dominate total retail figures, but with a greater emphasis on sales of goods and services to individuals and on service employment which is more likely to have a district-wide orientation.

The different roles of Frankton and QTC and their contrasting physical character mean that Plan Change 50 has integrity regardless of the current state of commercial land supply in Frankton.

Frankton Centre as defined includes the airport, Remarkables Park Centre, the adjacent Landing centre, and Five Mile currently under development adjacent to Shotover Park on SH6.

The current QTC contains a compact core characterised by its lakeside location, narrow streets, connecting alleyways and, in many cases, buildings of some character. This gives it a strong sense of identity which is reflected in the diverse origins of people on the street and the mix of retail outlets and café, bar, and restaurant offerings. The core is surrounded by a precinct of office and shop-front services, including those serving tourism activity, blending into accommodation on its edges.

The rezoned area will create an additional further central precinct. It is set up primarily to accommodate larger scale visitor-related developments and housing. The only retail activities likely to be located there will be ancillary or complementary to the visitor facilities and perhaps local housing.

7. Increasing this sort of commercial capacity in QTC by adopting Plan Change 50 should lift confidence and investment in tourism and provide a platform for continuing income growth. It should boost rather than threaten activity in the traditional core which will remain the principle draw-card for visitors, including those accommodated in or visiting the new commercially zoned precinct. I also expect that by contributing to tourism investment, employment, income in this way the rezoning will help to sustain the residential growth in Queenstown that in turn will sustain the expansion of retailing and associated commercial activity in Frankton.

4. Physically and functionally the contrasts between the QTC and the Frankton centres (both individually and jointly) are stark. The distinctive role of the former as an international visitor centre is evident both in the people on the street and in the nature, quality and diversity of the food and beverage mix and retail stores in a distinctive and, in the New Zealand context, a unique situation. By contrast, the current and anticipated retail and service offering at the Frankton centres is oriented largely towards the permanent population and local and subregional households in an attractive but conventional suburban centre (the Remarkables backdrop notwithstanding) accommodating mainly local branches of national chains

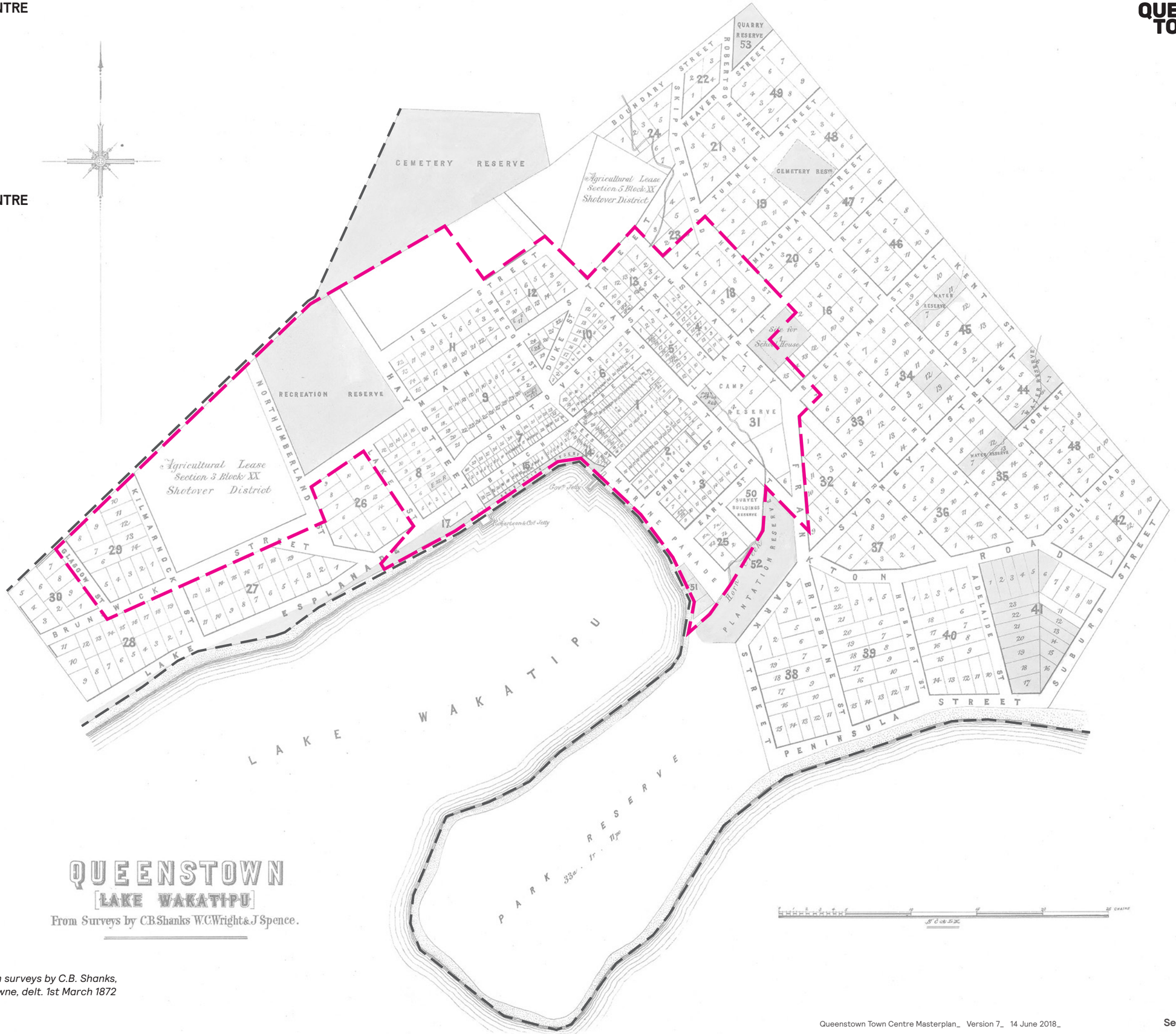
Tourism-oriented services and commercial accommodation are also located around the central core. The Lakeview site will provide continuity to the extent that it will be characterised by visitor-oriented activity, but generally of a different nature from that in the existing centre. For example, it provides for a convention centre, commercial accommodation, and recreational facilities, together with dwellings and attendant retail and service activities

HISTORIC PLAN OF QUEENSTOWN TOWN CENTRE

–

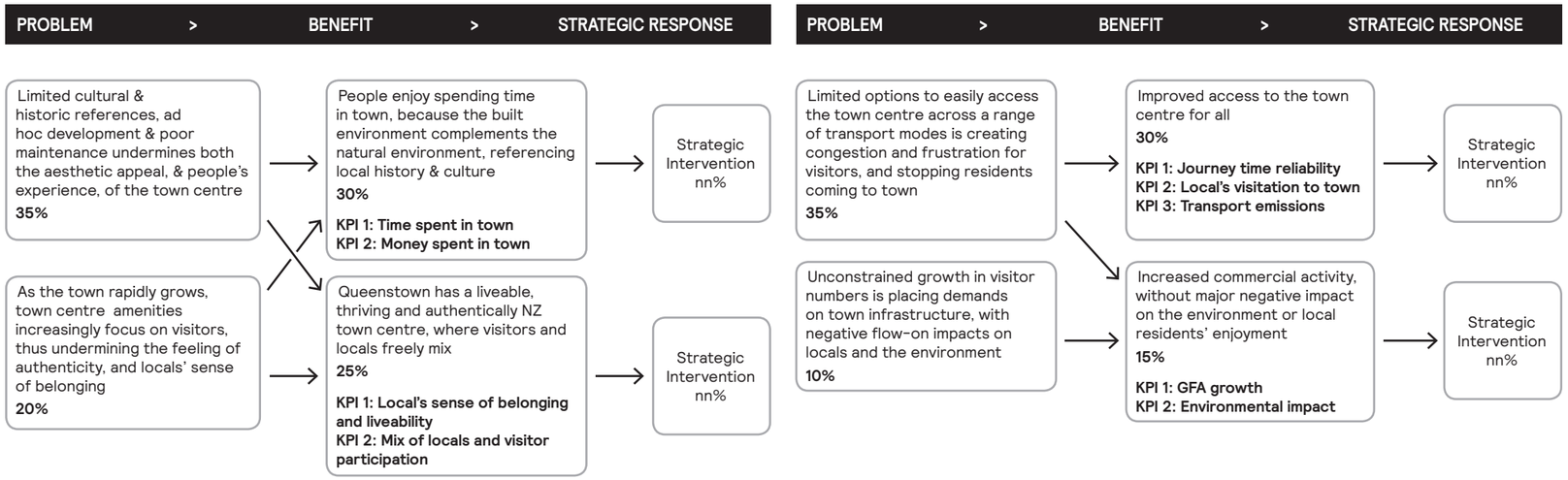
1. AREA OF INFLUENCE

2. AREA OF FOCUS



Queenstown (Lake Wakatipu) from surveys by C.B. Shanks, W.C. Wright & J. Spence ; W.F. Browne, delt. 1st March 1872

QUEENSTOWN TOWN CENTRE



1.9
Town Centre Investment Logic Map

The Queenstown Town Centre Masterplan Investment Logic Map (ILM) is the backbone to the Masterplan investment business case. The following problems and benefits were used as part of the key criteria when testing all the projects in the spatial framework. The design principles that are summarised in the following pages are based around the benefits achieved if the problems are addressed.

The only reason an organisation makes an investment is to obtain some benefit – either by solving a problem or taking a new opportunity. Business case documents often focus on the solution that is planned to be delivered.

People decide that something might be worth investing in (such as building some infrastructure). To validate the idea, they then make a case for investing by defining the benefits the planned investment could deliver. However, they often fail to adequately describe the problem, explore the strategic options or specify the benefits that the investment will produce.

What are the Town Centre problems that we are attempting to solve?

Without a clear understanding of a problems facing an area (or a project) it is difficult to know whether the interventions being proposed are going to resolve or address these problems.

QLDC chose to utilise a facilitated **Investment Logic Map (ILM**) vision workshop to bring together QLDC, NZTA & ORC staff, QLDC elected members, Queenstown Town Centre Advisory Group, and other stakeholders such as Downtown QT to capture all the town centre's issues. The issues captured as part of this process were grouped into common problem statements to allow for connection and alignment to corresponding benefits and defining key performance indicators.

The **Queenstown Town Centre Masterplan ILM** shown above in a single page investment story aims to show how the Masterplan programme options and solutions will continuously return to the benefits to ensure delivery of the right things. Each project assessment criteria (i.e. Parking) were assessed against not only the individual project investment objectives but what percentage did each project option address the Town Centre's ILM problems and benefits.

What are the benefits being chased?

Benefit 1. People enjoy spending time in town, because the built environment complements the natural environment, referencing local history and culture.

Key Performance Indicator
KPI 1: Time spent in town
KPI 2: Dollars spend in town

Benefit 2. Queenstown has a liveable, thriving and authentically NZ town centre, where visitors and locals freely mix.

Key Performance Indicator
KPI 1: Locals' sense of belonging and liveability
KPI 2: Mix of locals and visitor participating

Benefit 3. Improved access to the town centre for all.

Key Performance Indicator
KPI 1: Journey time reliability
KPI 2: Locals' visitation to town
KPI 3: Transport emissions

Benefit 4. Increased commercial activity, without major negative impact on the environment or local residents' enjoyment.

Key Performance Indicator
KPI 1: GFA growth
KPI 2: Environmental impact

What is the evidence surrounding the four problem statements?

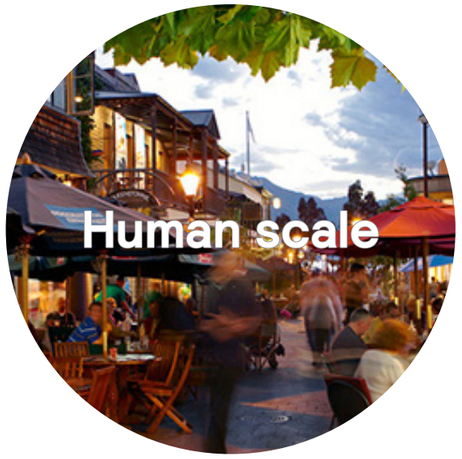
The evidence that backs up the problem statements identified in the vision workshop were captured from a variety of sources. These included Destination Queenstown quarterly visitor surveys, QLDC annual residents survey, data and inception surveys, engagement events, passenger transport survey, other agencies evidence gathering and the Queenstown Airport Corporation Masterplan.

The evidence is summarised on the following pages:

Intensification
Reinforcing the town centre as the community and cultural heart of the district

Improving walking and cycling as ways to move to and around the town centre

Maintaining/enhancing the diversity of the town centres retail, entertainment and cultural experience



Encouraging built form that provides diversity, afford ability, intensification whilst maintaining the low rise (3-4 level) human scale of the town centre

Improving local and visitor experiences through world leading technology and information

Problem 1_ Today the Town Centre does not provide a good connection with the natural environment and the local history and culture take a back seat to more mainstream commercial activities.

The rich heritage and offering the area has is not being promoted through access or prominence. The Town Centre has some heritage interpretation on buildings and signage but there is no substantial heritage story being told for visitors to the Town Centre. This includes Pre-European occupation and visitation, gold mining, high country farming and the birth of adventure and tourism.

As the town rapidly grows, Town Centre amenities increasingly focus on visitors, undermining the feeling of authenticity, and locals' sense of belonging. The waterfront for example is not utilised as well as it could be and its connections into the Town Centre are not legible and attractive.

There is no significant tangible recognition of mana whenua and the Ngāi Tahu cultural reference in the Town Centre.

Horne Creek is not surfaced and celebrated to the extent that it could be given, it contains a life of its own and it represents a healthy connection with the natural environment.

Problem 2_ The Town Centre is seen as becoming more and more about the visitor and less connected to the needs or experiences of the local resident.

This situation is demonstrated through the following scenarios:

- Many of the attractions in the Town Centre are seen as unaffordable for the locals and key groups. School aged young people do not see the Town Centre as containing anything they can partake in or benefit from.
- QLDC funds the tourism promotion organisation Destination Queenstown to promote the town for national and international visitors. There is no specific organisation (outside council events scheme) who tailors promotion and events for the local community.
- Several community facilities in the Town Centre need investment to be fit for purpose for both the Wakatipu and wider district.
- Living close to town has become difficult with affordable housing schemes in Bowen Street and Gorge Road having not been able to be developed due to financial viability and many existing dwellings close to the town centre having been converted into Air B & B or visitor accommodation lodgings.
- In the past 10 years, significant community infrastructure has been constructed in Frankton. Retaining the council offices in the town centre is seen as a priority to retain authenticity for the area, improve operational efficiency and maintain commercial activity that council drives.

Problem 3_ The significant growth in visitors, residents and vehicles, has led to increasing trip unreliability and worsening customer experience across the network.

The Town Centre is also approaching its limit in terms of traffic. State Highway 6A, between Frankton and Queenstown town centre is operating at 88% of its theoretical capacity of 28,500 vehicles per day, a figure that is expected to reach 100% by 2026

Arterials_ The existing Town Centre arterial (Stanley / Shotover Street) is at capacity during peak periods and can no longer perform its required function. Congestion is reducing our enjoyment of the Town Centre, restricting access and degrading the visitor experience.

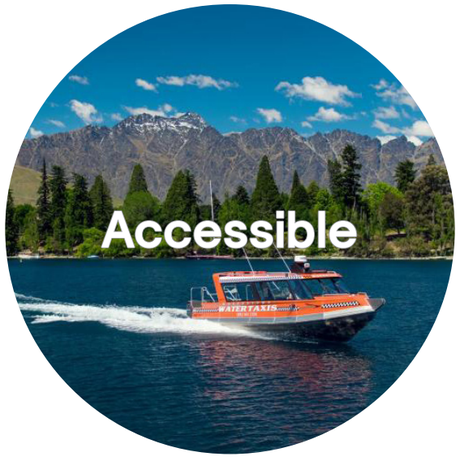
Parking_ Parking analysis demonstrating that town centre parking is at capacity and 30% of the traffic congestion comes from people searching for parking spaces. Locals are consistently telling the Council that they avoid town because they can't get a park. This affects authenticity and creates uncertainty for businesses.

Public and Passenger Transport_ Before the two dollar bus fare fewer than 2% of residents travelled to work by bus. The existing public transport system can be difficult to access and inconvenient. Traffic congestion affects the reliability of the service. As it stands, public transport simply cannot compete with the private car, which is a major contributor to traffic congestion in the Wakatipu Basin.

The supply and the convenience of passenger transport is very limited at this stage and it needs to be enhanced and better integrated to effectively compete with the car. From 2018 there has been an increase in bus service numbers that need to be catered for. It is anticipated that the extra services and more affordable fares will drive a greater uptake of public transport that will need to be supported by adequate capacity, priority and facilities.

Enhancing/maintaining the unique landscape and cultural heritage of the town centre

Protecting and enhancing the town centres experience, quality and landscape setting as a visitor draw card



Improving access to and around the town centre via other modes (bus, walk, cycle, water)

Enhancing the sustainability and environmental quality of the town centre

Curation and management of the town centre, efficient functionality and a cohesive look and feel

Active Transport_ Whilst there are some pedestrianised areas and shared spaces, there are a lot of areas where footpaths are not on both sides of the road, limiting visible walking connectivity. Additionally, steep hills and narrow footpaths that are not to modern engineering standard which limits mobility friendly features. There is no designated safe cycle route through the Town Centre with a legible connection to the existing Wakatipu Trails Network.

Problem 4_ Unconstrained growth in visitor numbers is placing demands on town infrastructure, with negative flow-on impacts on locals and the environment.

Queenstown is New Zealand's fastest growing district, with 7.1% rise in population in the last year. Over the next 10 years, visitors are expected to increase by 10% per annum. Visitor and resident movement analysis showing that residents are spending less time in the town centre.

Noise, air and water quality are becoming strong focus areas as the pressure of growth brings a higher level of activity, emissions, urban runoff and recreational activities that have the potential to impact the quality of life in the area. The water quality of the Southern Lakes is high, according to Land, Air, Water Aotearoa data. However, the district's rapid population growth is placing pressure on air quality, water quality and stormwater networks.

The 2016 Wakatipu Basin Land Use Planning Study considers the effect of development on the unique character of the district. It flags considerable challenges for the district and has suggested that the Town Centre needs to be maintaining its character through development controls.

It also must be noted that there is a shortage of property available for commercial purposes in the Town Centre, which puts pressure on the current stock and its use. The Colliers 2017 Market Report notes the lack of vacancies in CBD retail and commercial properties, which is putting upward pressure on rental levels, while supporting a growing interest in similar opportunities in Frankton.

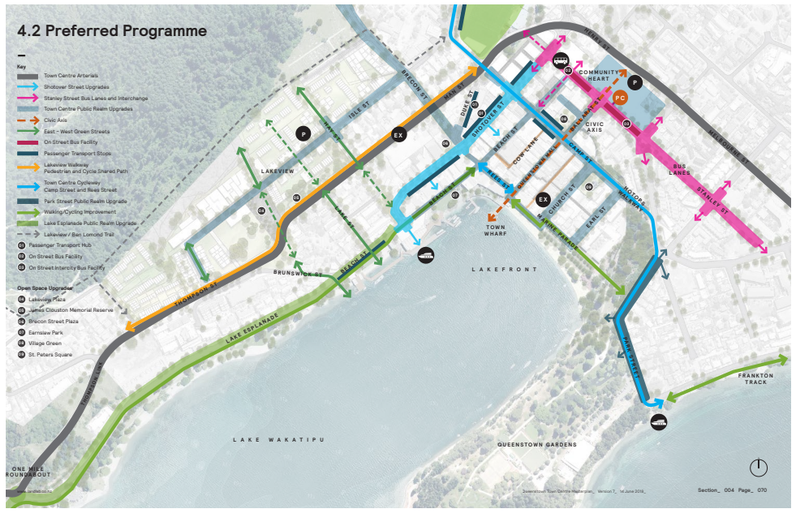
There is also a level of concern around the type of commercial activity, with the Town Centre needing to support ever-growing numbers of tourists while the locals are seeking the protection of their way of life and their own entrepreneurial opportunities.

QUEENSTOWN TOWN CENTRE

1.10
Spatial Framework Approach

–

A business as usual approach will not produce the significant investment that is needed to tackle Queenstown town centre's problems and unlock potential opportunities. A new approach is needed that integrates all transport, public realm, living, civic and commercial projects into one comprehensive plan with integrated implementation plans.



Spatial Framework

The spatial framework aims to show how the benefits being chased within the Masterplan mirror the design principles_

These design principles align well with the community aspirations for their town centre that have been demonstrated through multiple forms of visitor and resident surveys and the Masterplan community conversations. They summarised a clear desire for:

- Better integration of planning and increased strategic investment in infrastructure
- Improved parking options
- Reduced congestion and more efficient public transport options
- A Town Centre that prioritises people over vehicles
- Better active transport facilities
- Improved Community facilities and spaces to celebrate the town's unique culture and heritage.
- Accessibility for all.

This complex and challenging piece of work needs to be undertaken to give investors, in both the public and private sector, strong evidence and justification that the options being recommended are well-considered across a wide range of criteria not just focused on the lowest cost_

It is intended that the Masterplan and associated projects be developed using the New Zealand Treasury Better Business Case (BBC) framework. The BBC framework is gaining wide acceptance as the preferred funding justification framework to enable local government to produce evidence-based and transparent decision making for delivery management and performance monitoring of any scheme.

The Masterplan and associated project business cases will be endorsed in May 2018 and have now been included in both the QLDC Long Term Plan and the Otago Regional Land Transport Plan (transportation projects).

This is a challenging timeframe within which a highly integrated and compelling investment story must be achieved.

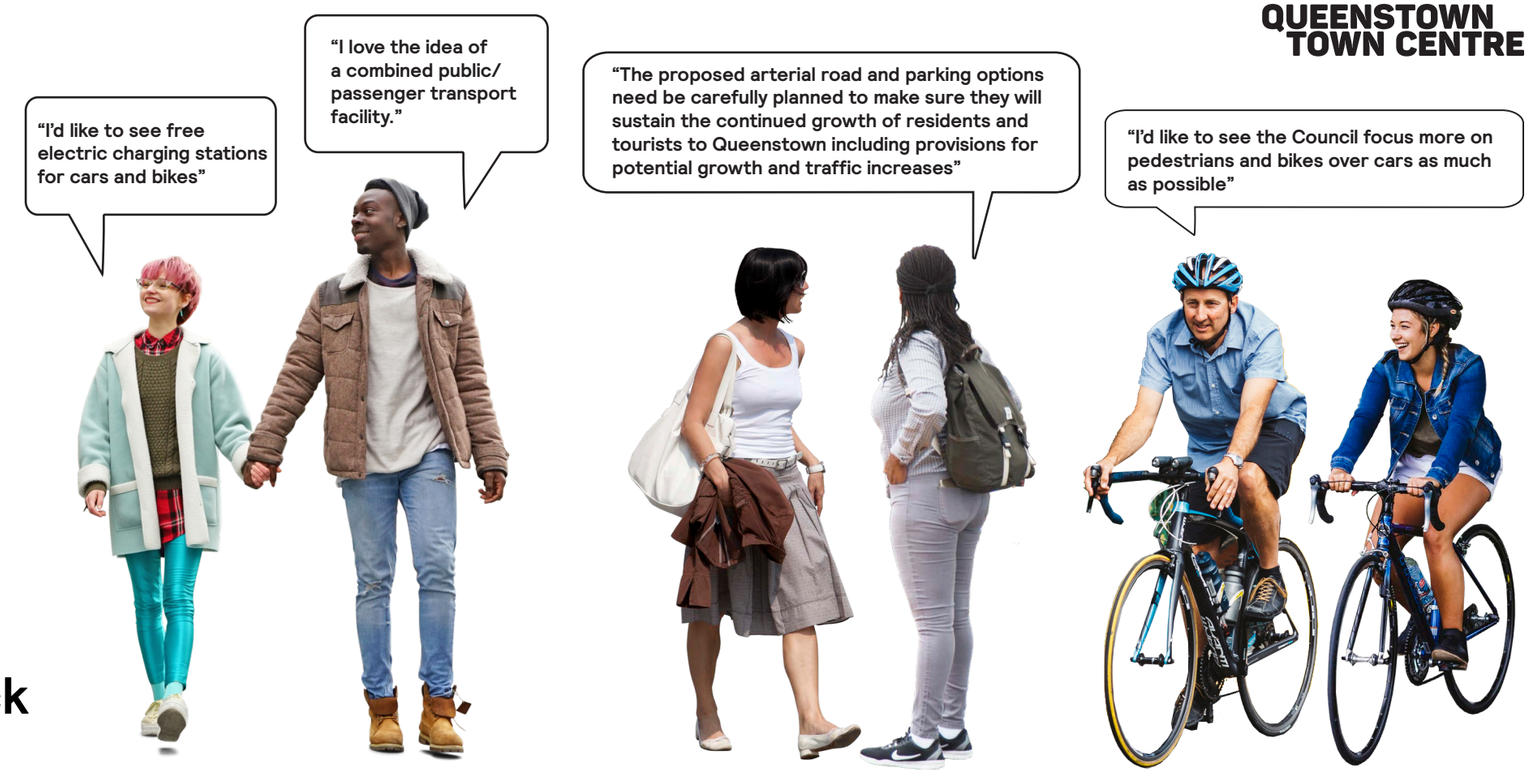
Place based and Design led_

The authenticity and uniqueness of Queenstown will be maintained and enhanced through our site responsive, place -based and design led project methodology. Placemaking enables the community led activation of urban environments tailored to local communities and context.

A Design led Process_

Our absolute commitment to a design-led process has informed our Team Structure and underpins our approach to delivering innovation, sustainability and design excellence. Our team understand that a design-led process is;

- Open, inclusive and collaborative
- Where design moves beyond aesthetics and is utilised as a process to explore, test, create and materialise a project
- Embeds design thinking into a projects DNA to inform a projects aspiration, process and decision making
- Utilises design thinking and processes to engage the imagination, aspirations and creativity of a projects participants, including other consultants, project stakeholders and the community
- Enables creative interactions between a projects environmental considerations, economic drivers and cultural aspirations Gives priority to people and public life, not to buildings or roads.
- Facilitated by effective design thinking and leadership.



1.11
Community Engagement and Feedback
_

Community and stakeholder engagement has been a key component of the Queenstown Town Centre Masterplan process and will continue to be as projects progress.

Back in March 2017, the Council kick started engagement with an 'Ideas and Insights' campaign to get a feel for what people cherished and their expectations for a future Queenstown Town Centre.

The direction from the community was clear. Parking and access to and around the town centre were the key concerns, but this needed to be supported by increased vibrancy and a better cultural identity.

Further community engagement on the Queenstown Town Centre Masterplan ran from 10 July 2017 until 4 August 2017. This was an informal process where we asked for ideas and general comments on a range of project options designed to address the challenges being faced in the town centre. The goal was to have an open community conversation and ensure that any plans for the future reflected the needs of a town which is rapidly growing into a small city.

Over the month long engagement period the Council held a range of events, including a community PechaKucha night, pop up info stands, one-on-one meetings and presentations to a wide range of community and stakeholder groups. Through these forums, we heard a wide range of views.

289 responses were received in total with feedback generally supportive of the preferred options. Some concerns were highlighted about the alignment of a proposed arterial road and the Community Heart Precinct proposal.

These concerns are being addressed as we move through the design and planning process. All of the feedback can be read on the Council website.

Engagement stand at Remarkables Market.

Youth Engagement session at Wakatipu High School.