QLDC Council
30 June 2022

Department: Planning & Development

Title | Taitara Te Pūtahi Ladies Mile Masterplan discussion document

PURPOSE OF THE REPORT | TE TAKE MŌ TE PŪRONGO

1 The purpose of this discussion document is to report back on a number of outstanding matters in regard to finalising the Te Pūtahi - Ladies Mile masterplan.

ANALYSIS AND ADVICE | TATĀRITANGA ME NGĀ TOHUTOHU

Development of the Masterplan

2 At the 28 October 2021 Council meeting, Council directed that a number of matters be further considered. This report identifies how those matters have been resolved through the final masterplan and is an attachment to the Full June 30th Council Report.

3 ***3*** ***Adopt*** *the masterplan, noting the following matters are yet to be resolved:*

a. The management and funding for stormwater across the site; and

b. The location of the high school and the primary school(s).

c. A further ecological plan to be proposed and analysed as part of the masterplan, which will consider an avifauna corridor habitat between the two water bodies of Lake Hayes and Shotover River.

4 ***4*** ***Note*** *that If Council continues with a Council led approach and adopts the masterplan, then the next steps would be to report back at the March 2022 Council meeting with:*

a. Completion of the outstanding matters identified in 3 a. and 3 b. above, any other climate mitigation, biodiversity and resilience matters, and the final masterplan.

b. The final draft planning provisions and supporting Section 32 assessment that would ensure delivery of the masterplan, including consideration of:

i. Restrictions on residential visitor accommodation; and

ii. Discourage cats because of endangered avifauna presence"

5 Work has been undertaken to be able to report back on matters 3 a. b. and c. and 4 a. b. (i)(ii) of the 28 October Council resolution. A fundamental change to the masterplan has been the removal of the centralised stormwater management areas, plus a number of other consequential amendments. This report discusses in more detail the substance and analysis of the changes to the masterplan as below:

a. Stormwater;

b. Location of the Schools;

c. Further consideration of avifauna habitat in the masterplan area;

d. Density; and

e. Other consequential amendments to the masterplan

Stormwater

6 The masterplan was adopted in October 2021 noting that management and funding for stormwater across the site was still to be resolved. After a number of meetings with the landowners, the centralised stormwater approach as indicated in the masterplan was not able to be agreed upon.

7 Subsequently, the stormwater has been removed from the masterplan and replaced by open space reserves. Stormwater will continue to be an ongoing but separate workstream that focuses on how the landowners intend to manage stormwater across their sites, but in a way that allows Council to deliver the masterplan for the area, employing an integrated stormwater approach for the area that gives effect to Te Mana o te Wai, protecting the health and well-being of the community and environment.

8 To facilitate the ongoing conversations, Council engaged stormwater expert Acton who has completed a review of the Candor3 stormwater report and feasibility level engineering design and undertaken consultation with the below groups to ensure there will be a suitable stormwater solution for the area that aligns with both the Te Pūtahi – Ladies Mile masterplan and QLDC's requirements:

a. QLDC Property and Infrastructure;

b. QLDC Planning and Development – Policy and Resource Management Engineering; and

c. Te Pūtahi Landowners (northern side of State Highway 6).

9 Within the initial discussions with landowners, Council provided a document that outlines QLDC's stormwater requirements for the area (Refer to Appendix A of this report – QLDC stormwater requirements for Te Pūtahi Ladies Mile). This outlines Council's Code of Practice, which is that post construction, there are to be no water flows leaving the sites that are greater than pre-development. Importantly, no flows in or towards Lake Hayes Lake will be accepted and there will need to be substantial work from the landowners around how they manage existing flows from Slope Hill. It has made clear that for Council to accept a suitable stormwater solution for future vesting that there will be no individual soak pits.

10 As a consequence of the stormwater areas being removed from the masterplan, the extent of zonings has been revisited along with consideration of the optimal location for the proposed open space areas. The final Te Pūtahi Ladies Mile masterplan shows these

changes and includes a centrally located Community Park of approximately 2 hectares, and two local parks of approximately 3000m^2 each. The three proposed parks are all deliberately located along the east-west collector road as part of ensuring they have a high degree of legibility in the neighbourhoods while also being connected by high quality walking and cycle networks. This approach will ensure that the design integrity of the masterplan is retained. The revised plan can be seen in Figure One below and on page A47 of the Te Pūtahi Final Draft Masterplan Report (Attachment A of the main 30 June Council Report).

11 As a result, the key method for responding to stormwater management will be the ongoing workstream of direct engagement with the landowners as well as the planning provisions that are discussed in the 30 June 2022 report.

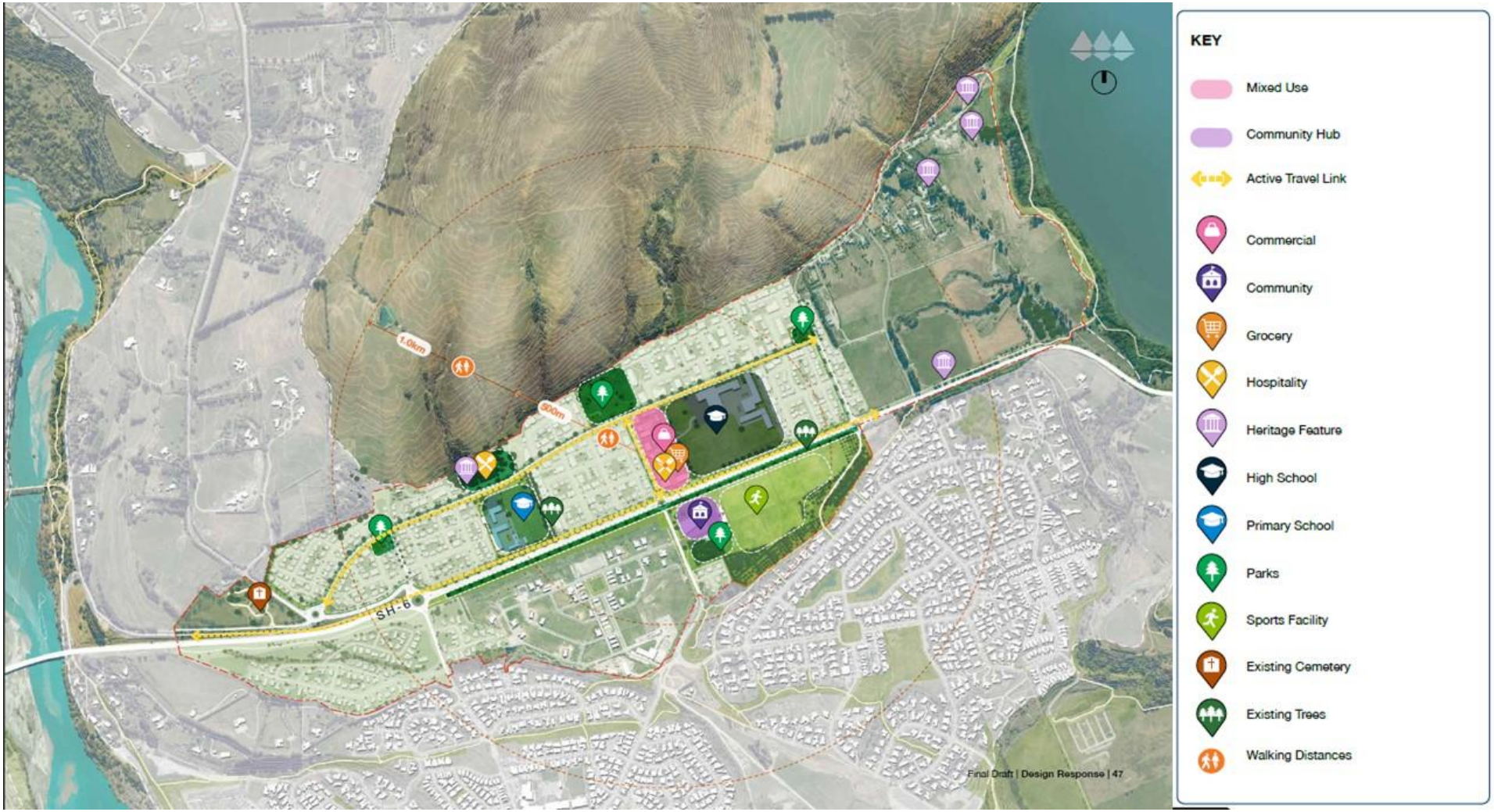

Figure One: Final Te Pūtahi – Ladies Mile Masterplan

Location of the Schools

12 The Masterplan has identified preferred locations for schools, with 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 Council's 516 Frankton Ladies Mile Highway (Councils 516 site). The school fields will provide needed open space and character to the surrounding residential density, whilst also maintaining views through to Slope Hill.

13 The Ministry of Education (MoE) feedback stated that whilst they support the general location of the primary school site and are in discussions with the relevant landowners, their preferred location for the High School was Councils 516 site.

14 Subsequently, a report was taken to Full Council on the 17 March 2022 for Council to consider whether Council should agree to sell and/or agree to co-location of facilities on 516 Frankton Ladies Mile with the MoE. The Council decision was then to decline the request of the MoE to utilise part or all of 516 Frankton Ladies Mile for a future secondary school as not to limit the future use of Councils 516 site for community use.

15 Post the March 2022 Council decision, the MoE have confirmed that they are still interested in a High School Site within the Te Pūtahi Ladies Mile area and are in discussions with interested landowners within the Te Pūtahi Ladies Mile masterplan area. MoE have stated that any decisions on the High School location could be 12 months away and subsequently no changes are proposed to the masterplan.

Further consideration of avifauna habitat in the masterplan area;

16 During the October 2021 Council meeting, it was requested to consider an avifauna corridor and the ability to discourage cats due to At-Risk and endangered braided river avifauna. In addition, Council has concerns with the original e3 Ecological Report that recommended off-site impact monitoring of the avifauna, but without any wider consideration of matters affecting the braider river avifauna.

17 Subsequently, Council engaged Natural Solutions to perform a peer review of the e3 Scientific report (refer to Attachment C of the 30 June Full Council Report for a full copy of the report – Natural Solutions for Nature Ltd - Ladies Mile Review – December 2021) (**NSN review**).

18 The NSN review identified a range of broad and cumulative threats facing braided river species and stated it would be difficult to determine from off-site impact monitoring whether any future changes in avifauna populations could be directly attributed to the incremental development of Te Pūtahi Ladies Mile[1]. The NSN review went on to provide a range of masterplan specific recommendations as well as broader recommendations that would benefit future planning processes. These recommendations

[1] Refer to Section 4 – Threats of the NSN Review

are summarised within Section 6 – Recommendations of the NSN review, and include the following:

a. Development of a District Biodiversity Strategy

b. A Joint District wide monitoring programme (off-site impact monitoring)

c. Predator control (already occurring through several community groups)

d. Invasive weed management and reinstatement of indigenous vegetation to support foraging

e. Management of Open Space and Soils (within the masterplan and outside) as opposed to an avifauna corridor

19 Whilst invasive weed management and reinstatement of indigenous vegetation to support foraging are matters that can be dealt with under the planning provisions. The planning provisions have been unable to place restrictions on domestic cats as they are not considered a pest under ORC's Pest Management Plan, or its pest management programmes.

20 In respect of the remaining recommendations, they are wider in scope than the masterplan area and what localised planning provisions could provide for. Other methods would be more appropriate, and as Council is currently developing a draft Climate and Biodiversity Plan, it is recommended that the Climate and Biodiversity Plan includes the broader recommendations made by the NSN review.

Densities

21 Feedback received from the landowners' raised concerns with the commercial feasibility of the high-density requirements (70 units per hectare). Whilst the landowners, are supportive of mixed housing typologies such as terraced housing and walk-ups which would equate to around 40 – 50 units per hectare. The landowners were less supportive of the 70 units per hectare which would require multiple apartment buildings of 4 – 6 storeys, concerns around this type of construction consisted of:

a. Less affordable to build - four or more storeys, starts to move into heavy weight construction and lifts (for vertical transport) requirements.

b. Pool of willing developers reduces – this type of build requires a different skill set, not currently available in Queenstown.

c. Capital requirements increase - funding becomes harder to come by.

d. Failure of local existing examples – due to high build costs and lack of market for apartment living

22 In considering whether the 70 units per hectare density could be reduced it was important to consider the minimum densities required to achieve modal shift as well as the minimum densities to ensure the viability of the town centre. This was also required to be balanced

against what is commercially feasible for the developers but still bearing in mind that the masterplan is a long-term plan and what may not be commercially feasible now, may well be the future.

23 Therefore, the masterplan has revised the 70 units per hectare in the high-density precinct down to 60 units per hectare, this effectively reduces the number of units by approximately 200 and the amount of apartment buildings required to meet the density requirements. Noting that in respect of typologies, single standalone dwellings are still a non-complying activity, and the zone still requires a mixture of other housing typologies, sizes and affordability that would support public transport, commercial activity and community facilities for the area

24 In respect of the planning provisions, the provisions are now based upon a minimum of 60 units per hectare but have an allowance for +20% density for when that level of density becomes commercially feasible, this will allow the lowest density to be approximately 2,013 units but as high as 2,438, this was viewed as important as not to limit the densities when the Transport Strategy work identifies that 2400 can be supported. (Refer Attachment E in the Full Council Report – LMC Ladies Mile Masterplan Transport Strategy). An Illustrative yield study example of 60 units per hectare is shown below in Figure Two.

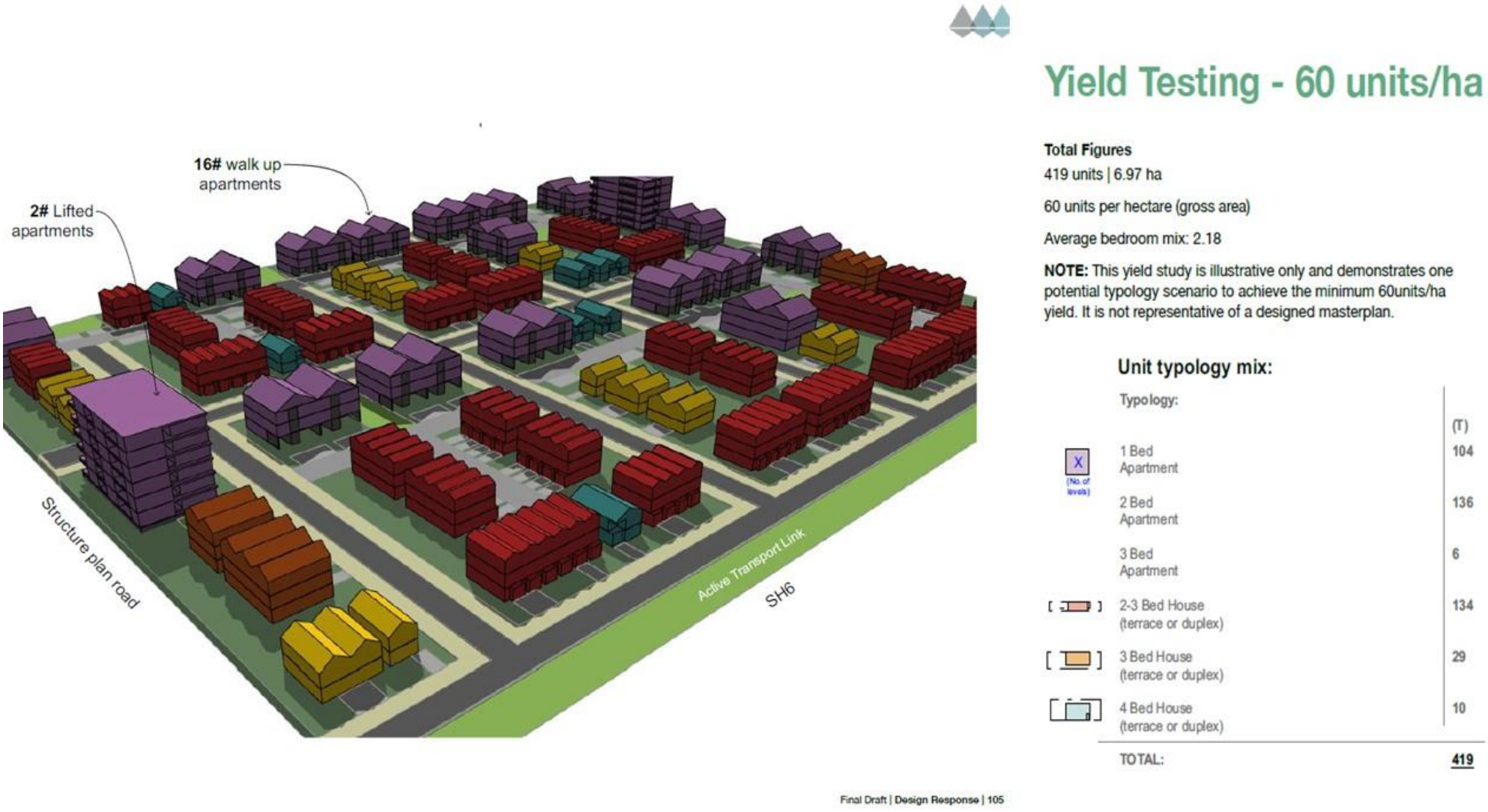

Figure Two: Illustrative yield study example of 60 units per hectare

Other consequential changes to the masterplan

25 The north side of State Highway includes a 20m amenity access area within a 25m building restriction setback. This setback ensures there are no buildings hard against State Highway 6 and allows for a significant layering of tree planting and landscaping opportunities to filter views of development. The 20m amenity access area also accommodates active travel access, intended to connect to the proposed bus stops along State Highway 6.

26 Initially, The Te Pūtahi Ladies Mile masterplan proposed an eastbound bus lane on State Highway 6 to ensure the corridor is future proofed in the long term, however there is no funding or agreement with Waka Kotahi for an east bound bus lane and so the 2.2m suggested 'NZTA widening' on the northern side of State Highway 6 proposed cross section has been removed. The indicative cross section within the existing SH6 road reserve is capable of containing both a westbound bus lane (funded by NZTA) and any future eastbound bus lane in the future with ample opportunity for a layering of landscape treatments as discussed above.

27 The Te Pūtahi Ladies Mile Masterplan is a high-level design guidance document that will ensure the development of Ladies Mile is undertaken in an integrated way that incorporates land use and transport activities to create one of the most liveable areas in Queenstown. The high-level nature of the masterplan does not delve into detailed design matters, and it is considered that further packages of work be undertaken to complement the Te Pūtahi Ladies Mile Masterplan. The following additional detailed design guidance is recommended:

a. Landscape Design Guidelines for SH6 Amenity Access Area and the Collector Roads, including street tree species, palette of underplanting and materials for the walking and cycling elements to ensure a coherent outcome across multiple landownerships in the Ladies Mile area

b. Develop high density residential design guidelines that are appropriate for High Density precinct including apartments up to 6 storeys

c. Undertake a detailed masterplan for the Council's 516 Ladies Mile site including the spatial layout and activities proposed, landscaping, access, parking, and walking & cycling connections to wider neighbourhoods

QUEENSTOWN LAKES DISTRICT COUNCIL

Private Bag 50072, Queenstown 9348, New Zealand
QUEENSTOWN, 10 Gorge Road | P: +64 3 441 0499
WĀNAKA, 47 Ardmore Street | P: +64 3 443 0024
www.qldc.govt.nz

Appendix A -– QLDC stormwater requirements for Te Pūtahi – Ladies Mile

28 March 2022

Dear Landowners,

Ladies Mile Stormwater and other Infrastructure

The following outlines information and key matters to consider relating to Stormwater management in the Ladies Mile Masterplan area and potential ways to move forward successfully.

Current Situation

As discussed at the Ladies Mile Stormwater meeting on Monday 28th March, the masterplan is no longer pursuing the centralised stormwater system as this centralised approach is not well supported by all the landowners. This gives rise to queries regarding how infrastructure may be developed in a logical holistic way to service future intensive residential development in the area.

Stormwater and how associated potential impacts are managed for the area is a key matter that requires resolution and understanding. As there is no comprehensive proposal or concept for a communal or expandable vested stormwater system, Council will struggle to support development at Ladies Mile.

Stormwater Asset Ownership Structure

Up to this point Council has not been approached to discuss or agree in principle any proposal for overall Stormwater Management in the area. Council is making significant endeavours District Wide to ensure a proliferation of multiple Stormwater systems is not accepted for vesting where a large area-wide system would be more appropriate.

If no agreements are reached regarding the development of a communal or expandable system on common land that can be vested to cater for Stormwater from future development in the area it is unlikely that multiple alternative systems would be vested or maintained by QLDC.

Without a comprehensive agreement/proposal regarding overall stormwater management, supported for vesting and ongoing QLDC maintenance, it is assumed the applicant will be proposing privately owned and operated stormwater systems on their development land thereby reducing capacity for residential development on the landowner's property. This would not generally be considered as an efficient use of land in a large potential development area nor is it likely to be attractive to future purchasers

whose involvement in, and financial contributions to, a management entity would likely be required to manage and maintain the infrastructure in perpetuity.

We strongly recommend further consideration of an expandable or communal system that considers the efficient and effective management of stormwater in the area.

Stormwater System Design Requirements

When considering the design of any Stormwater Management infrastructure the following matters should be noted / further considered.

The Drainage Act

Under the provisions of the Drainage Act and in accordance with common law's 'Natural Servitude' it is understood that no stormwater may be diverted unnaturally from your site to another without meeting the requirements of the relevant legislation including gaining affected landowners' agreement. We urge you to consider the requirements of the Drainage Act and stormwater related common law to ensure any proposal is not in breach of that.

With regard to discharge type, much of the stormwater leaving land in this area currently will be through sheet flow and if a landowner wants to change that (e.g., Change to a point source discharge) you need the affected landowner's consent.

Council's Land Development and Subdivision Code of Practice (CoP)

The CoP is Councils current set of minimum standards relating to infrastructure development including Stormwater infrastructure. If these standards are not met with any proposal, then specific approval of any deviations is required by QLDC. I also note that the CoP requires specific consultation with the Property and Infrastructure Department at Council regarding any proposed system design and operation and maintenance requirements prior to applications being made for resource consent.

The version of the CoP in force at the time of resource consent represents the standards required to be met.

How to move forward with Stormwater design

Ultimately you need to use suitably qualified and experienced stormwater professionals to refer to the requirements in the CoP to determine what and how stormwater is to be managed. The first step to move forward is determining the current hydrological regime – that is, what volume of water is entering and leaving your site / land and at what rate for different storm events, and how does that stormwater leave the site (sheet flow, point source discharge etc). If you are relying on soakage for a solution, then formal tests undertaken in accordance with best practice should be undertaken and results provided from suitably qualified professionals if used to inform a design proposal. If you are relying

on a piped infrastructure solution you will need to outline an alignment and what is proposed in that regard.

Simply put the CoP currently requires that the hydrological regime in the area is replicated such that the maximum rate of discharge and peak flood levels post-construction are no greater than pre-development. Further if it is proposed to change the way water leaves a site / land parcel from pre-development situation then that needs to be carefully considered and approvals from adjoining landowners sought if stormwater is proposed to leave the site differently to what is permissible.

Generally acceptable Stormwater Solutions promoted for future vesting in QLDC should:

- Be designed to NZ best practice design and maintenance and operation guidelines
- Not allow for overland flow from attenuation systems or soak pits for 1% AEP events or less unless there is a defined and acceptable overland flow path
- Ensure maximum 24-hour drain-down for any attenuation systems basins/soak pits for 1% AEP events or less
- No change in discharge volume, rate or type across property boundaries without affected party approvals.
- No individual lot soak pits.

Other Infrastructure Matters

It is worth outlining that QLDC is not in favour of private water supplies and that low pressure sewer systems as wastewater solutions are generally only considered when other options are not available.

Yours sincerely,

Tony Avery | General Manager
Planning & Development
Queenstown Lakes District Council