



**SUBMISSION ON QUEENSTOWN LAKES
DISTRICT COUNCIL draft QUEENSTOWN
LAKES SPATIAL PLAN**

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Shaping Our Future wishes to be heard

This is a submission on the Queenstown Lakes District Council (“the Council”) draft Queenstown Lakes Spatial Plan.

Shaping Our Future is an independent, apolitical, non-profit organisation created in 2011 to give the people of our community an opportunity to shape their future. We work with the community to create a long-term vision and roadmap for the future as our district continues to go through rapid change, even with the recent disruption of Covid-19. Shaping Our Future is governed by a volunteer Board.

The following submission is based on information gathered from the community in a number of community forums and community task force reports, most notably:

1. Shaping Our Future Wellbeing Forums 2021
2. Shaping Our Future Climate Challenge Forum 2019
3. Shaping Our Future Lake Hayes Estate/Shotover Country Community Forum 2019
4. Shaping Our Future Frankton Masterplan Forum 2018
5. [Shaping Our Future Upper Clutha Transport Report 2018](#)
6. [Shaping Our Future Queenstown Transport Report 2017](#)
7. Shaping Our Future Arrowtown Community Visioning Report 2017
8. Shaping Our Future Glenorchy Community Visioning Report 2016
9. [Shaping Our Future Visitor & Tourism Report 2016](#)
10. Shaping Our Future Energy Report 2014
11. [Shaping Our Future Economic Futures Report 2014](#)
12. Shaping Our Future Innovation Forum 2013

While some of the forums and reports are some years old, the Shaping Our Future process and long-term visioning means that the recommendations put forward by the community are enduring. Recent Wellbeing Forums have reconfirmed those long-term community visions and priorities but with a focus on economic recovery, diversity and tourism in the current Covid-19 climate. However other community priorities such as housing affordability (cost of living) climate and transport are still relevant with a

general view that the Covid-19 situation has given the region a chance to reset and do things better moving forward.

Shaping Our Future supports the development of a Spatial Plan for the Queenstown Lakes that supports the communities vision for Transport:

“The Queenstown Lakes District has a functional, integrated, multi-modal and sustainable transport system that supports a thriving, healthy community and enhances the visitor experience”

Shaping Our Future’s key community responses to the draft Spatial Plan are:

1. Ensure that there is true integration between land use and transport in the Spatial Plan and that the proposed scenarios are adequately tested as some of the proposed priority development areas, such as Ladies Mile, result in adverse transport outcomes.
2. Identify and protect future routes beyond the Spatial Plan, for example the Frankton to Queenstown corridor.
3. Analyse further metrics to understand the impact on transport of the draft Spatial Plan, for example trip length distributions, average trip lengths, and how this aids mode shift given that the Queenstown Lakes network is predominantly rural.
4. Consider climate change initiatives beyond mode shift.
5. Understand the link between growth, community facilities and community wellbeing as part of the Spatial Plan.
6. Align the Ten Year Plan 2021-31 with Priority 7 of the Spatial Plan where investment in public transport and active mode networks is prioritised, rather than traded off for investment in infrastructure that has limited impact on the wider district.

There is strong alignment between the community recommendations from the Upper Clutha and Queenstown Transport Reports and the Outcomes and Strategies from draft Spatial Plan.

A key recommendations from the Upper Clutha and Queenstown Transport Reports were:

1. Integrated Strategic Planning – future development, creative transport solutions, efficient connectivity and allowing for mixed land use to enable residents to live, work and access recreation in their community.
2. Spatial planning that shall include clean, convenient, safe (systems approach) and accessible solutions in all plans for future urban and rural development, including mixed-use zones and densification within existing urban boundaries.

3. Development of an integrated district wide long-term transport strategy that provides for transport within and between Frankton, the Queenstown CBD, and the Wakatipu Basin's major residential areas, as well as catering to commuters from the wider Central Otago Region, e.g. Wanaka, Cromwell, Alexandra, Glenorchy, and Kingston. The plan to include but not limited to
 - a. A Master Plan for the Wakatipu basin area following the principles of recommendations 1 and 2, identifying key public transport, walking and cycling corridors within and connecting to the Frankton Flats area
 - b. Identification, protection and development of key public transport corridors and transport hubs needed now and into the future.
 - c. A fundamental transformation from the use of private/rental cars and campervans to public transport and innovative forms of transport, e.g. automated shared vehicles, e-bikes, water taxis, gondolas, monorail, etc.
 - d. Provision of safe and efficient commuter cycling and walking corridors between key destinations and major residential areas, linking with the trails network in the Wakatipu basin.
4. Proposed Upper Clutha specific short – medium term recommendations for land transport:
 - a. Integrated Strategic Planning - main arterial routes, future transport needs, maintenance/upgrade planning for current network, Wanaka lakefront and CBD.
 - b. Public Transport - future provision for transport hubs.
 - c. Walking/Cycling "active transport modes"- safe and attractive tracks, including commuter trails, with infrastructure that is fit for purpose connecting our communities residential, recreational, retail and business areas.
 - d. Community Culture – co-ordination promotion and information available to the residents and visitors to the Upper Clutha. Long-term behavioural change.
 - e. Parking – long term parking strategy for the CBD, lakefront, retail and business centres.

Commented [GR1]: I'm not sure that we need all of this???

There is also strong alignment with the previous Shaping Our Future community reports, e.g. the 2014 Visitor and Tourism Industry Report that recommended a Destination Management, which then might have been about volume, but with recent community feedback should turn its focus to value, and the 2012 Economic Futures Report which recommended diversity of the Queenstown Lakes economy.

To fully appreciate whether the land use and transport (and other infrastructure) planning in the spatial plan is integrated further information and/or assessment appears to be necessary as current problems expressed by the community do not appear to have been addressed.

For example, there is a recommendation to unlock the development of Ladies Mile, however there is an existing (pre-Covid-19) transport problem with Ladies Mile as a result of prior land use planning, which is not easily solved without providing more vehicle capacity, which is contrary to the current Government Policy Statement on Transport, and just shifts the problem to another part of the transport network.

This also raises questions around other proposed densifications of land use and integration with the transport network, e.g. 5 Mile Urban Corridor and the Southern Corridor.

The Frankton to Queenstown corridor has limited capacity as the current road capacity cannot be easily increased, even for public transport, without significant cost and social impact (property impacts). Increasing the people carrying capacity of the Frankton to Queenstown link with higher capacity road based public transport only has limited capacity. The Queenstown Transport Report recommended that future routes should be protected and it's highly likely that the Frankton to Queenstown corridor will require a second route in the future, which should be protected.

Further to the above the Spatial Plan should assess the capacity of transport links to understand whether the proposed transport links have the required people carrying capacity without significant infrastructure capacity increases being required, at significant future cost and impact, especially if built out.

The Queenstown Lakes District is predominantly rural as is access by air (30-40% trips pre-Covid-19) and by road (60-70%) therefore there is still likely to be significant length trips in the network for visitors and commuters (from Cromwell, Alexandra, etc) especially if there is continued community resistance to expanding airport capacities. However, we are still likely to require road capacity and/or transfer points to public transport. Therefore, it is important to understand the trip distribution in the network and the impact on trip lengths by the proposed Spatial Plan.

Climate change initiatives seem to be tied to getting people on buses and active transport (which is fine, and all vehicles will be electric in the next few decades anyway) but the growth scenarios, built environment and infrastructure don't seem to feature too much in the climate change story, or address the Climate Emergency that Council declared in June 2019.

Prior to COVID-19, growth was having a significant impact on community wellbeing with the sheer number of visitors and effects such as airport noise, and congestion resulting in community resentment towards visitors. The draft Spatial Plan (and draft Ten Year Plan 2021-31) appear to do little to address wellbeing issues surrounding growth.

The other aspect of wellbeing from a Spatial Plan perspective is providing community facilities and spaces that the community can meet at and enjoy sport and recreation. With competing demand for land and iterative development, community facilities are often squeezed out, e.g. Lake Hayes Estate. Ensuring that there is an adequate mix of community facilities is a key component of the Spatial Plan.

Priority 7 is to prioritise investment in public transport and active mode networks, however this is in conflict with the *Big Issue 2* of the Council's proposed Ten Year Plan, out to consultation at the same time as this Spatial Plan, where the community is being asked as part of to trade off investment in public transport over active travel, while high cost projects that have limited impact on the wider district are prioritised.

Submission ends, below for background info, to be removed for submission

draft Spatial Plan Outcomes:

1. Consolidated growth and more housing choice
2. Public transport, walking and cycling are everyone's first choice
3. A sustainable tourism system
4. Well-designed neighbourhoods that provide for everyday needs
5. A diverse economy where everyone can thrive

draft Spatial Plan Strategies:

1. Increase density in appropriate locations
2. Deliver responsive and cost-effective infrastructure
3. Improve housing diversity and choice
4. Provide more affordable housing options
5. Ensure land use is concentrated, mixed and integrated with transport
6. Coordinate a programme of travel demand management initiatives
7. Prioritise investment in public transport and active mode networks
8. Improve coordination across the tourism system
9. Ensure infrastructure supports a great visitor experience
10. Promote car free destination
11. Create well-connected neighbourhoods for healthy communities
12. Design to grow well
13. Enhance and protect the Blue-Green Network
14. Diversify the economy
15. Make spaces for business success
16. Establish efficient and resilient connections

Priority initiatives:

Whaiora Grow Well Partnership: Joint Work Programme				
Consolidated growth and more housing choice	Public transport, walking and cycling are everyone's first travel choice	A sustainable tourism system	Well-designed neighbourhoods that provide for everyday needs	A diverse economy where everyone can thrive
<p>1. Review zoning and other levers to enable higher densities and more flexible use of land within the existing and new urban areas in appropriate locations identified in the Spatial Plan.</p> <p>2. Use the Grow Well Whaiora Urban Growth Partnership to improve alignment and coordination to unlock joint priority development areas, including:</p> <ul style="list-style-type: none"> > Ladies Mile > Five Mile Urban Corridor > Queenstown Town Centre to Frankton Corridor > Southern Corridor > Wānaka Town Centre to Three Parks Corridor > Hāwea <p>3. Undertake structure plans for future urban areas identified in the Spatial Plan, including identifying infrastructure triggers needed to enable and sequence new growth areas. Ensure the development of future urban areas prioritise the delivery of affordable housing options.</p> <p>4. Investigate the use of alternative funding and financing tools to accelerate infrastructure delivery</p> <p>5. Establish a coordinated programme that draws together central government, community providers, iwi and council projects and initiatives to improve affordable housing outcomes</p>	<p>6. Complete and implement the Queenstown Transport Business Cases including the delivery of the Frequent Transit Network</p> <p>7. Complete and implement a mode shift plan for Queenstown including travel demand management measures</p> <p>8. Investigate and protect the extension of the Frequent Transit Network to Remarkables Park and the Southern Corridor</p> <p>9. Complete the Wakatipu and Upper Clutha Active Travel Networks</p> <p>10. Investigate establishing Upper Clutha and Sub-Regional public transport networks</p>	<p>11. Develop and implement a Destination Management Strategy to align decision making and development with sustainable development principles</p> <p>12. Implement a levy on visitor accommodation across the Queenstown Lakes</p> <p>13. Develop and implement a Tourism Travel Demand Strategy to encourage the use of public and active modes by visitors</p> <p>14. Investigate establishing a sub-regional public transport network that provides for both local residents and visitor needs</p>	<p>15. Develop open space network plans to deliver the Blue-Green Networks.</p> <p>16. Complete, update and implement QLDC Community Facilities, Parks and Reserves and Community Wellbeing strategies and plans</p> <p>17. Develop a <i>Grow-well Design Guide</i> to improve the quality of built form and embrace Kai Tahu cultural values.</p>	<p>18. Develop an Economic Diversification Plan</p> <p>19. Support the Otago Regional Economic Development Network to continue to deliver regionally connected initiatives</p> <p>20. Review and update the zoning of centres and major employment locations in the District Plan to be consistent with the Spatial Plan</p> <p>21. Establish a Queenstown Lakes utility infrastructure providers forum to improve coordination with Spatial Plan outcomes and resilience of the networks</p> <p>22. Identify and ensure the efficient operation of main freight routes by developing a Network Operating Plan</p>