

# Queenstown Town Centre Masterplan

Programme Business  
Case



Document Title:

Queenstown Town Centre Masterplan Programme Business Case

Prepared for:

QUEENSTOWN LAKES DISTRICT COUNCIL

**Quality Assurance Statement**

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## Glossary

Abbreviation	Term
CBD	Central Business District
FIT	Free Independent Travellers
ILM	Investment Logic Map
KPI	Key Performance Indicator
LTP	Long Term Plan
NZTA (or the Agency)	New Zealand Transport Agency
ORC	Otago Regional Council
P&PT	Public and Passenger Transport
IBC	Indicative Business Case
PBC	Programme Business Case
PC	Plan Change
QLDC	Queenstown Lakes District Council
RLTP	Regional Land Transport Plan
RMA	Resource Management Act
SH (#)	State Highway (number)
QITPBC	Queenstown Integrated Transport Programme Business Case
ITS	Intelligent Transport Systems
MCA	Multi Criteria Analysis
GFA	Gross Floor Area
PC50	Plan Change 50

## Document status and purpose

Business cases reflect the current state of our understanding to make decisions about proceeding in a certain direction.

This draft Queenstown Town Centre Masterplan Programme Business Case brings together a set of other business cases to describe an integrated investment story. These town centre business cases and frameworks are focused on:

- Town Centre Arterial Routes (Appendix 11)
- Parking (Appendix 12)
- Public and Passenger Transport Facilities (Appendix 13)
- A Spatial Framework for the town centre (to be completed by late 2017)
- Public Realm improvements
- Development of a Community Heart.

### **This programme does not cover, but is integrated with:**

- housing development and management
- other infrastructure, such as 3 waters management
- Project Connect (One Office) and the Lakeview development.

## Other clarifications

- This Masterplan programme will be supported by the development of a Spatial Framework to guide Queenstown Town Centre development over the next 30 years.
- This programme will also be supported by economic analysis being completed by QLDC and Martin Jenkins on the economic significance of Queenstown for the region and the nation.
- This programme and the supporting business cases are at an indicative stage.
- The Commercial, Financial and Management Cases include partnership components/elements that need to be further defined and agreed through discussions between QLDC, NZTA, ORC and Central Government.
- QLDC will keep engaging with stakeholders and the community as this programme progresses.
- The transport aspects of this programme (including parking) will be progressed into a detailed business case phase, which will cover off these elements:
  - advanced micro simulation to support integrated traffic and pedestrian movement analysis
  - ongoing incremental benefit cost analysis
  - a benefits allocation framework to inform funding decisions and agreements
  - further investigation into the Thompson Street to One Mile link
  - detailed analysis and planning around constructability, implementability and wider impact management that inform commercial, funding and management strategies
  - analysis and testing of operational expenditure and revenues
  - consideration of alternative investment opportunities.
- As a key catalyst for transforming the town centre, this programme recommends that the new arterial routes be delivered in their entirety to ensure the access, economic, social and cultural programme benefits can be realised.
- Much of the effort in the last three months has been focused on progressing the transport infrastructure planning to meet statutory deadlines. However, the cultural, civic and community aspects of this programme will be a key focus for the next phase. QLDC is intent on retaining the visionary aspect of the Masterplan and while transport is a key enabler, activation of the town centre and developing community pride are a critical part of this transition.

## Executive Summary

### Introduction

The Queenstown Lakes District Council is leading a multi-disciplinary team to identify and address the challenges facing the Town Centre through the development of a Masterplan that will coordinate a set of integrated projects to achieve this vision:

**“Supporting a thriving heart to Queenstown, now and into the future”.**

The vision is supported by four benefit statements that have guided the development of options to enhance the Town Centre.

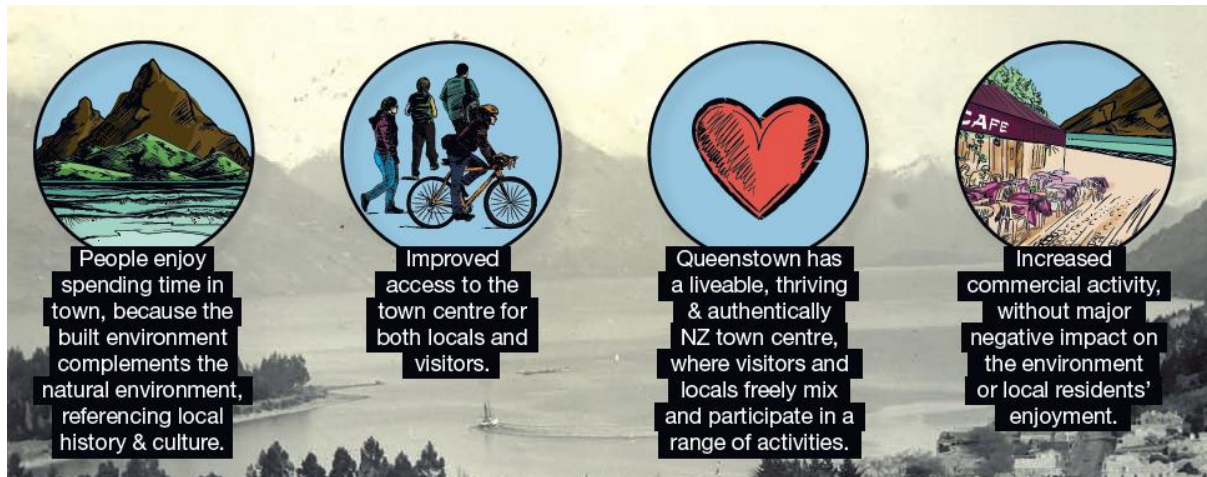


Figure 1: Queenstown Town Centre Masterplan Programme benefit statements

It's crucial that the Queenstown Town Centre delivers an attractive experience to locals and visitors. To do this, a collective and collaborative shift must be achieved through well considered planning.

At the heart of this situation is the need to ensure that the experience the Town Centre provides is attractive enough to bring locals back to town and keep the visitors coming to the region. The evidence outlined in this case demonstrates how this experience is becoming degraded in a way that threatens the cherished liveability, local resident appeal and rich visitor experience that people expect from Queenstown.

This experience ultimately stems from the ability of the Town Centre to be 'people-centric' in its composition and operation. In Queenstown's case, rapid and organic growth has created a situation where the needs of the private motor vehicle are taking priority over people and the much-needed balance of transport across public, passenger and active modes cannot occur at anywhere near the required level.

This Masterplan programme builds upon historical planning that has demonstrated what the Town Centre needs and the strategies that can deliver it. Unfortunately, investment in the town centre has not kept pace with growth and demand, leaving the Town Centre exposed to growing impacts today, and facing big challenges in the future.

Through the development of this Masterplan programme and its supporting projects, the historical evidence that informed the strategies has been re-tested with stakeholders, analysed at a high level and integrated through a spatial framework. The critical difference in the current planning is the way that people have been placed at the centre of the analysis, with the behaviour and needs of people driving the consideration of issues, opportunities and solutions.

This integrated process has been supported by thorough optioneering, proactive stakeholder and community engagement and rigorous application of the better business case framework.

This work has built new momentum and refined solutions that can provide the Town Centre with its best possible opportunity to identify and deliver the right solutions over a medium to long-term horizon.



## The Strategic Case - the case for change

The case for change in Queenstown Town Centre is compelling and reaching a level of urgency. After a period of under-investment, the Town Centre is facing multiple challenges that require well considered and integrated solutions to be delivered across a long-term horizon (through to 2050).

### A discussion built on evidence

This is a case built on evidence that has been gathering across the course of multiple studies and strategies. The breadth of this evidence is also considerable, with detailed qualitative and quantitative analysis demonstrating a need for investment, including (but not limited to):

- 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
- Multiple forms of public and active transport analysis demonstrating that the desired growth in modal split has not been achieved, with active and public transport accounting for less than 13% of inbound travel. We also know that less than 2 per cent of people use the bus to get to work in the district.
- Parking analysis demonstrating that town centre parking is at capacity and 30% of the Town Centre congestion comes from people searching for parking spaces.
- Economic analysis showing the significant and ongoing growth in tourism and the pressures this is bringing to the district's infrastructure, environment and social settings.
- Growth projections demonstrating that:
  - Queenstown is New Zealand's fastest growing district, with 7.1% rise in population in the last year alone
  - over the next 10 years, visitors are expected to increase by 10% per annum
  - over a million visitors came to Queenstown in 2016.
- Multiple forms of visitor and resident surveys demonstrating a 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.
- Visitor and resident movement analysis showing that residents are spending less time in the town centre.

## The Economic Case – the preferred way forward

QLDC has opted to take a masterplan approach to ensure that the solutions identified to address the problems facing the town are integrated and aspirational.

The preferred programme reflects this approach and the diagram below demonstrates how the transport aspects of the masterplan programme work together to deliver better Queenstown experiences.

Here is a brief summary of what the preferred programme can deliver:

- New town centre arterials from Melbourne Street to One Mile Roundabout, which enables the town centre to grow, public and passenger transport to have better access, improvement of parking supply and management and public realm enhancements to improve the liveability and experience for all.
- Improved parking supply and management through the introduction of new parking buildings on the town centre fringes, expansion of the town centre paid parking area, development of new park and ride facilities, introduction of parking management technology and demand management to optimise occupancy levels. This project supports greater uptake of public transport.

- A new 6-8 bay public transport hub on Stanley Street, which supports the growth in bus services and forecast passenger increases, while supporting improved arrangements for passenger transport (which includes coaches, tourist operations and taxis).
- Development of wharf facilities to support waterborne transport.
- Preservation of mass transit corridor options to enable future growth.
- An adaptable transport development programme that has the flexibility and adaptability to respond to disruption through changes in technology.
- A programme of public realm improvements that aim to enhance the visitor and local experience in the town centre through enhancing streets and lanes, improving connections between attractions and celebrating Queenstown’s unique heritage and culture.
- Introduction of technology to better manage and connect people with public transport and parking options.
- Improved walking and cycling routes and facilities in the town centre, supporting the uptake of active transport and integrating with wider networks.
- Marketing communications campaigns to better educate people on transport options.
- Increased mobility for all users in the town centre.

The diagram below shows how all of these projects integrate to re-shape the town centre.

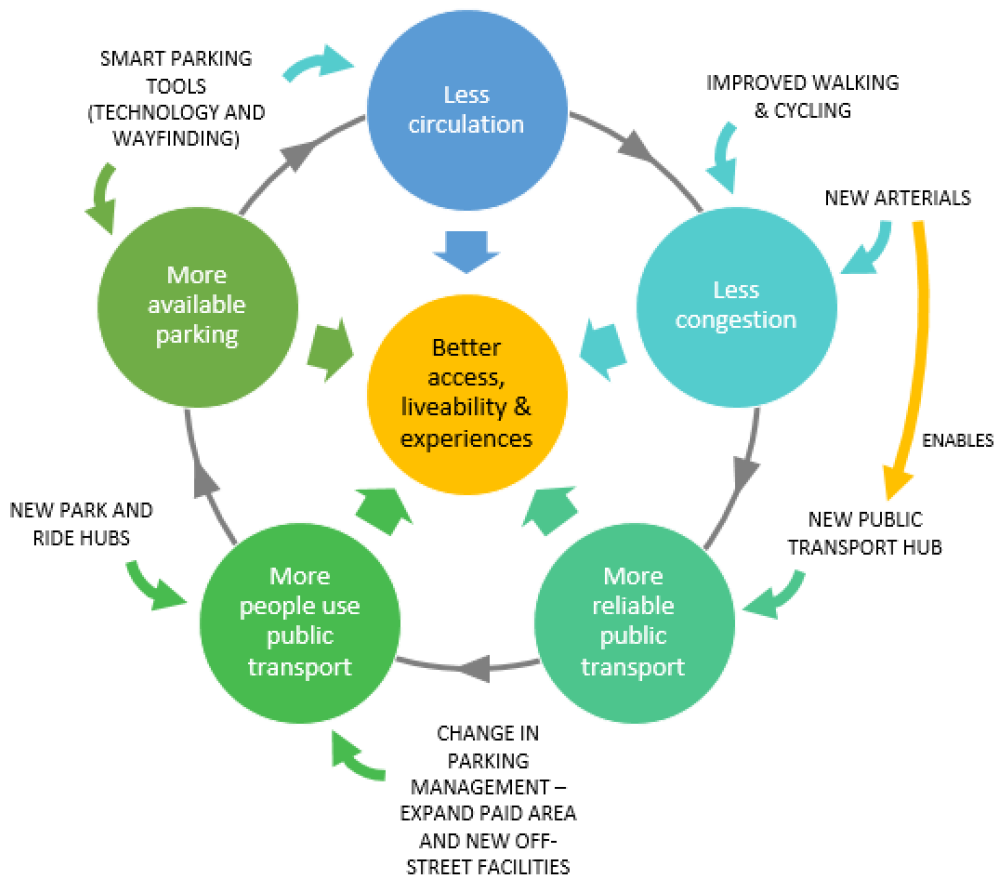


Figure 2: How the Masterplan transport projects integrate to improve experiences

## Value for money

This programme has been selected through a robust process, including performance against investment objectives and ratings against cost, delivery timeframes and expected risk levels. This programme has also been tested through an integrated transport Benefit Cost Analysis and it achieves a benefit cost ratio of 1.7.

When assessed against the 2018-2021 NZTA Investment Assessment Framework, the programme performs strongly against both the criteria for the “High” and “Very High” results alignment requirements.

## The Commercial Case

There is significant potential to shape highly attractive tenders within the Masterplan programme. The scale of development across all of the projects is not typical for Queenstown, so it is anticipated that there will be a strong level of interest once the full requirements are defined and shared with the market.

However, analysis to date suggests that there is suitable regional and national capability to deliver everything that is proposed to be developed. This will be tested through each project’s detailed business case and this phase will also confirm what should be procured and delivered at a programme level.

In each instance, the emphasis in the detailed planning phase will be on enabling the private sector to do everything possible to deliver high quality, affordable and integrated products and services while meeting the needs of QLDC and its investor/operator partners.

The following organisations will play a role in implementing the commercial aspects of this programme.

- A proposed Transport Alliance (see the Management Case) has been proposed and the final planning and delivery arrangement will have an influence on how the procurement is progressed.
- QLDC and partners will work with professional services providers as required to progress the programme, including technical, commercial, legal, planning, project management, business case and economic advisers.
- Development partners may be selected to deliver the required buildings, the technology supporting the parking and transport systems and supporting elements.

Property acquisition and land use changes to enable the programme delivery are underway and the ongoing strategies in this area will be informed through legal and planning advice in the next stage.

Similarly, the risk allocation and contract management strategies will be agreed during the detailed business case development through guidance from procurement and commercial advisers.

## The Financial Case

The programme cost is estimated to be \$385 million.

The cost breakdown is shown below using a funding lens. This breakdown demonstrates how QLDC needs to consider a range of funding options to make the programme affordable.

In recent Long-Term Plan (LTP) budgeting discussions, the following conclusions were made in relation to the overall capital requirements for QLDC.

- The draft LTP capital programme indicates a requirement for additional borrowing of around \$750 million.
- The limit of QLDC financial capacity shows a maximum additional borrowing of around \$330 million.
- The following steps are recommended:
  - reduce/defer elements of programme
  - make a case for bulk Crown funding
  - use PPP delivery for some capex projects (off balance sheet).

Based on the cost of the programme, the project team have been working through options to manage its affordability. This includes re-casting the staging to reduce the impact on the Council’s finances. Further work will be done in the development of the projects detailed business cases to consider how the preferred programme may be modified to make it more affordable. Alternative programmes are already being

considered and the points below represent some of the areas that may be changed if required to achieve affordability.

- Funding the Lakeview Carpark through the Lakeview development (and not this programme).
- Funding the parking app costs through another programme or party.
- Funding parking enforcement costs through parking revenue.
- Funding the parking strategy (proposed to be part of the DBC) through other QLDC budget.
- Changing the staging for the Ferry Wharves development.
- Prioritising the Gardens to Gondola axis, Beach St axis to PT Hub and cycle trails. The balance of streets and open spaces can be delivered from 2028/29 onwards.
- Further consideration of Memorial Hall value and redevelopment funding.

Table 1: Current programme cost breakdown

Costs by assumed funding breakdown	10 Yr Total
<b>PPP - 100%</b>	<b>\$46,163,000</b>
Parking	\$42,920,000
Travel Management	\$3,243,000
<b>QLDC - 100%</b>	<b>\$36,829,000</b>
Community Heart development	\$3,931,000
Parking	\$21,568,000
Public Realm Upgrades	\$750,000
QTC Pedestrianisation	\$10,580,000
<b>QLDC - 49% FAR - 51%</b>	<b>\$224,191,000</b>
Mobility as a Service	\$260,000
PT Improvements Stage 2 - PT Hubs	\$23,862,000
QTC Pedestrianisation	\$25,053,000
Queenstown Workplace Travel Plans	\$507,000
TC Arterials	\$139,684,000
Town Centre Masterplan	\$640,000
Travel Management	\$5,642,000
Wakatipu Active Travel Network	\$22,844,000
Water taxi / Ferry Infrastructure	\$5,699,000
<b>QLDC - 70% FAR - 30%</b>	<b>\$77,519,000</b>
QTC Pedestrianisation	\$77,519,000
<b>Grand Total</b>	<b>\$384,702,000</b>

## The Management Case

An alliance has been proposed with NZTA and ORC to oversee and potentially deliver agreed parts of this programme. This would be supported by a standard project management framework for managing and delivering the supporting elements.

Project Management, Benefits Management, Change Management and Risk Management requirements have been developed and they will be tested and refined as plans in the detailed business case phase.

In addition to discussing a planning and delivery model, QLDC and NZTA have progressed discussions around the scope and structure for the detailed business case phase.

This discussion will continue into 2018, but at this stage, the discussion is centred around integrating the town centre improvements where it makes sense, while ensuring connections with between planning for the town centre, the Frankton Flats area and the cultural strategy for Queenstown. The next step in this

discussion will be to agree the relevant activities and the resources required to deliver these and the supporting funding.

## Next steps

This programme business case seeks approval from decision-makers to take the programme and the project business cases into the detailed planning phase.

This Detailed Business Case (DBC) phase will build on the work done to date to confirm:

- strategic alignment
- value for money decisions
- robust commercial strategies
- agreed funding arrangements
- agreed management strategies that clearly outline how the programme will be delivered.

Given the indicative nature of the work done to date, the shortlisted options will be re-evaluated through the detailed business cases as more is known about the potential performance, costs and inter-dependencies.

Based on recent NZTA feedback, other elements that have been agreed to be a focus for the DBC are:

- better understanding of costs and benefits for stage 3 of the arterial alignment
- further testing of optimisation options for Stanley and Shotover Street traffic flows
- investigation of a public transport only programme in the masterplan programme
- an outline of how parking developments will be managed to ensure they play an integrated role in delivering the required transport outcomes
- an outline of how smart technology will be used to enhance transport experiences.

A key aspect of this next stage will be confirming the ways in which partnership arrangements can help deliver the best possible outcome through commercial, financial and management arrangements. The Alliance arrangements proposed to date need to be confirmed in a way that informs the detailed project business cases as part of the ongoing programme development. Just as the Masterplan aims to provide certainty to the community and stakeholders, certainty in these areas will allow QLDC and partners to move with sustained momentum through the detailed planning and implementation phases.

The next phase will also revisit and build on the community and cultural aspects of the programme that have been a big part of the story and aspiration for the masterplan. While recent efforts have been on moving at pace to meet the statutory deadlines required for the transport infrastructure components of the plan, the aspirational aspect of the town centre must now be reinvigorated to define a clear pathway to delivering the town centre vision.

Much has been done to outline the urban design principles that can be applied to transform the town centre. Through the development of the spatial framework, design guidelines and the community heart business case, the people-centric development of the town centre can progress to deliver the thriving heart that is captured in the masterplan vision, while continuing to curate the sense of community pride that the masterplan community discussions have delivered to date.

The following steps are planned to better inform this programme and the projects that support it:

- Installation of pedestrian cameras and a summer public life survey to better understand activity in the town centre.
- Completion of a second Public Life Survey in January 2018.
- Progression of an economic study being undertaken by Martin Jenkins that will identify the value of the Queenstown experience and the costs associated with allowing it to degrade through a lack of investment.

- Ongoing investigation of deferred or altered programme features and funding options to manage affordability.
- Progression of the design for the third stage of the arterial alignment to better capture the benefits associated with this stage. As noted in this case, the cost estimate for this stage has already dropped significantly through recent design updates.
- Discussion with industry experts regarding the value of walking and how this can be applied in Queenstown.
- Identification of the best form of transport modelling tool to understand people, cyclist, public transport and vehicle movements in the town centre.
- Completion of a town centre parking survey in March 2018.
- Monitoring of the first three months of the new Orbus service operations after its launch on November 2017.
- Discuss the performance of the Choice app with NZTA and ORC in relation to the benefits that it may bring to this programme.

### **Key dates**

In order to address the challenges facing the Queenstown Town Centre in a timely manner and to meet the timings outlined in the current schedule, the milestones below will need to be met.

- Completion of the Spatial Framework and Design Guidelines by February 2018.
- Completion of the Town Centre Arterials Detailed Business Cases by October 2018.
- Completion of the Parking Buildings and Public Realm (street upgrades) construction procurement documentation and associated financial feasibility by June 2018 (to meet the scheduled construction dates outlined in section 7.6).
- Completion of the Town Centre Arterial designation process by June 2020 (commencing July 2018).
- Commencement of Town Centre Arterial construction by July 2020 (to enable delivery of the related public and passenger transport improvements).

## 1 Introduction

### 1.1 Purpose of the Queenstown Town Centre Masterplan Programme Business Case

The programme business case will:

- confirm the strategic context and fit of the proposed investment
- confirm the case for change and the need for investment
- recommend a preferred programme and a preferred way forward for further development of the investment proposal
- identify the projects that will support the delivery of the programme, including proposed tranches
- seek the early approval of decision-makers to develop subsequent project-based strategic assessments and business cases.

### 1.2 Purpose of the Masterplan Programme

The Masterplan programme will:

- show how land use, development, Community opportunities and infrastructure are sequenced
- involve investors, partners, stakeholders and the community at key points
- provide a framework, which manages the tensions and interface issues
- deliver a suite of projects that deliver on the masterplan objectives.

### 1.3 Masterplan objectives

The objectives agreed for the masterplan are:

- understanding what the future holds for Queenstown's Town Centre
- integration of Queenstown Town Centre strategies, plans and projects
- ensuring we know what's needed, now we plan for it and get on with it.

### 1.4 Masterplan outputs

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 in the future function and amenity of the town. Currently, there is no document that brings all the previous plans into an agreed and integrated format.

As such, it is envisaged that the Masterplan will:

- have a clear vision
- identify distinctive precincts and what their future look and feel will be
- establish and outline how to manage an optimal level of transport activities in the Town Centre and appropriate supply to provide it
- address management of traffic – how it flows currently and how it will be accommodated in the future
- manage parking demand and where it is supplied
- enhance mobility for all abilities through walkable, cycle-friendly streets and public open spaces
- provide for arts and cultural facilities
- promote quality design and diverse activation of spaces.

### 1.5 Masterplan programme development process

The integrated and collaborative approach to developing the draft masterplan programme and the supporting project business cases is shown in the diagram below. Notably, the transport outputs will be used to inform the Queenstown Lakes District Long Term Plan and the National Land Transport Plan.

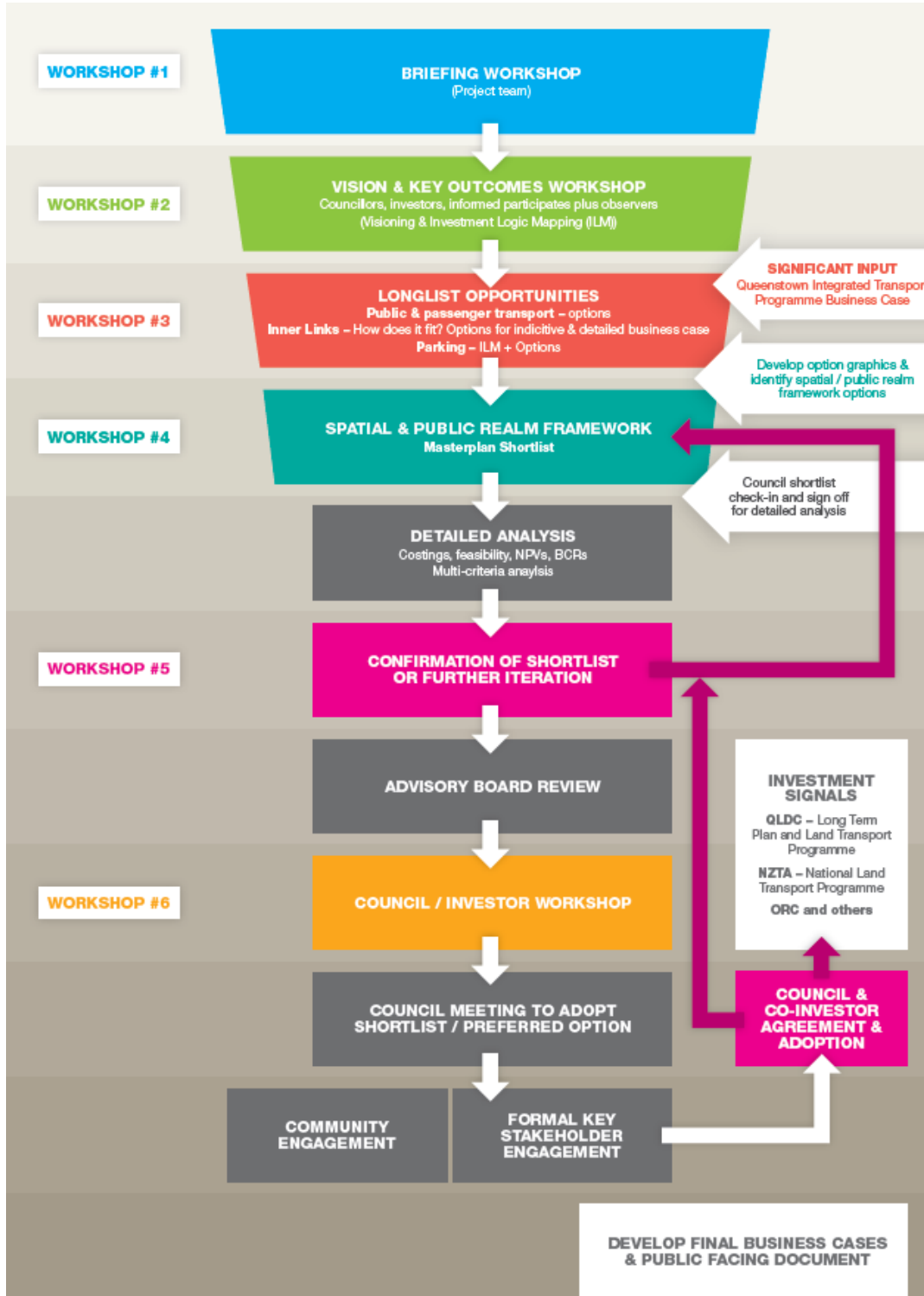


Figure 3: Queenstown Town Centre Masterplan Programme development process



## 2 Strategic context

### 2.1 The case for change by investment objective

Investment objectives have been used as a guide for comparing current and desired arrangements, the gaps that need to be filled and the required scope of actions. This analysis is summarised in the tables below.

Table 2: Case for change summary

Investment Objective One	People enjoy spending time in town, because the built environment complements the natural environment, referencing local history and culture.
Existing Arrangements	<p>Limited cultural and historic references, ad hoc development and poor maintenance undermines both the aesthetic appeal, and people’s experience of the Town Centre.</p> <ul style="list-style-type: none"> <li>• Much of the information about heritage buildings/previous historic uses, tourism history is contained either in Council documents, company funded books or within the archives of the Lakes District Museum. There is limited heritage interpretation demonstrated or readily available information in tools such as mobile applications.</li> <li>• Development of the built form within the town centre has been driven from booms within the firstly gold mining, farming and subsequently tourism. The rules have changed since the previous booms in the 1990’s and 2000’s which take into account the heritage context and urban design principles. Most large scale built form developments should be vetted by the urban design panel to assess and evaluate whether the proposal is appropriate and complies with the town centre design guidance.</li> <li>• The town centre maintenance is divided into town centre custodians employed by the Council and external contracts with Council suppliers like Veolia and Downer.</li> </ul>
Business Needs	<ul style="list-style-type: none"> <li>• A Town Centre that provides: <ul style="list-style-type: none"> <li>○ A highly walkable and cycle friendly environment.</li> <li>○ A sense of quality and security.</li> <li>○ A highly legible connection between the built and natural environment, including better activation and exposure of Horne Creek and enhancement of the town centre to lake/mountain connections</li> <li>○ More facilities and spaces to support cultural and creative activities.</li> <li>○ A showcase of local culture and heritage within key Town Centre locations and technology.</li> <li>○ A clear and appealing Community Heart which draws in the heritage of the past to redefine the future community and cultural activities and precinct.</li> <li>○ Improved transport options, including real choices that encourage public, passenger and active transport.</li> <li>○ Easily accessed information to develop informed customers.</li> </ul> </li> </ul>
Potential Scope	<ul style="list-style-type: none"> <li>• Development of an agreed spatial framework to show visually how the public and private spaces will be better connected, how the key transport interventions will integrate with the Town Centre and how the developments will better</li> </ul>

<b>Investment Objective One</b>	<b>People enjoy spending time in town, because the built environment complements the natural environment, referencing local history and culture.</b>
	<p>connect the built and natural environment while celebrating the heritage of the District.</p> <ul style="list-style-type: none"> <li>• A programme of public realm improvements that utilise a spatial framework to better connect the built and natural environment, while celebrating the heritage of the region.</li> <li>• Development of a Community Heart, stronger connections between the Town Centre and the lake, the mountains and greater exposure of Horne Creek and the life it supports.</li> <li>• Improving access through transport solutions.</li> </ul>
<b>Potential Benefits</b>	<ul style="list-style-type: none"> <li>• Bring the locals back to town.</li> <li>• Increased time spent for all visitors in the Town Centre.</li> <li>• Increased pride and connection to the town’s heritage.</li> <li>• Increased ownership, belonging and activation of community interests.</li> <li>• Clearer connection with the natural environment, local history and culture.</li> <li>• Improved liveability.</li> <li>• Improved experiences for visitors and locals (where they can actively mix).</li> </ul>
<b>Potential Risks</b>	<ul style="list-style-type: none"> <li>• Inability to deliver the scale of activities in an integrated and coordinated way.</li> <li>• Funding is not approved.</li> <li>• Lack of community support/ownership.</li> <li>• The masterplan programme doesn’t meet community, tourism sector or government expectations.</li> <li>• Community perception of what is affordable and what provides value for money.</li> </ul>
<b>Constraints and Dependencies</b>	<ul style="list-style-type: none"> <li>• Community support in connecting the environments and telling the local story.</li> <li>• Utilisation of a spatial framework to coordinate all required Town Centre improvements.</li> <li>• Delivery of a dedicated business case to capture and programme the proposed public realm improvements.</li> <li>• Realisation of improved Town Centre access through arterial, public transport and parking reforms.</li> <li>• The development activity in Frankton, which has the potential to detract from the significance of the Town Centre.</li> </ul>

<b>Investment Objective Two</b>	<b>Queenstown has a liveable, thriving and authentically NZ town centre, where visitors and locals freely mix.</b>
<b>Existing Arrangements</b>	<p>As the town rapidly grows, Town Centre amenities increasingly focus on visitors, undermining the feeling of authenticity, and locals’ sense of belonging.</p> <ul style="list-style-type: none"> <li>• Many of the town centre’s recent upgrades and programmes have focused on the tourist market such as the Fergburger and Skyline streetscape upgrades, a portion of the event programme and commercialisation of the town centre wharves.</li> <li>• Community facilities are often made up of reused crown and council buildings that may not be fit for purpose under the new use.</li> </ul>

<b>Investment Objective Two</b>	<b>Queenstown has a liveable, thriving and authentically NZ town centre, where visitors and locals freely mix.</b>
	<ul style="list-style-type: none"> <li>• Other community recreation infrastructure is in poor condition which is making attracting membership and volunteer support difficult and challenging.</li> </ul>
<b>Business Needs</b>	<ul style="list-style-type: none"> <li>• A Town Centre that provides:               <ul style="list-style-type: none"> <li>○ A thriving heart for Queenstown.</li> <li>○ A feeling of quality and security.</li> <li>○ More facilities and spaces to support cultural and creative activities.</li> <li>○ A showcase of local culture and heritage within key Town Centre.</li> <li>○ A clear and appealing Community Heart that supports and represents the local community, including a centrally located Council office.</li> <li>○ Improved transport options, including real choices that encourage public, passenger and active transport over car travel.</li> <li>○ Support for balanced growth (balancing local culture with the interests and needs of visitors)</li> </ul> </li> </ul>
<b>Potential Scope</b>	<ul style="list-style-type: none"> <li>• Improving access through transport solutions.</li> <li>• Encouraging businesses to remain in town and residents to live in or nearby the Town Centre.</li> <li>• A programme of public realm improvements that utilise a spatial framework to support activation of spaces and development of community facilities, embracing/showcasing the creative community.</li> <li>• Development of a single Council Office in the Town Centre.</li> <li>• Activating parts of the Town Centre to provide a diversity of offering.</li> <li>• Providing inspiring, affordable, safe and engaging spaces and activities to attract and retain the interest of youth, residents and visitors. This may best be delivered through providing ownership to community groups who take pride in what is created and maintained.</li> </ul>
<b>Potential Benefits</b>	<ul style="list-style-type: none"> <li>• Getting the locals back into town.</li> <li>• Increased youth engagement.</li> <li>• Increased time spent in the Town Centre.</li> <li>• Increased spend in town.</li> <li>• Increased liveability.</li> <li>• Improved experiences for visitors and locals (and they actively mix).</li> </ul>
<b>Potential Risks</b>	<ul style="list-style-type: none"> <li>• Inability to deliver the scale of activities in an integrated and coordinated way</li> <li>• Funding is not approved</li> <li>• The masterplan programme doesn't meet community, tourism sector or government expectations.</li> <li>• Community perception of what is affordable and what provides value for money.</li> <li>• Displacement of one activity for another.</li> </ul>
<b>Constraints and Dependencies</b>	<ul style="list-style-type: none"> <li>• The impact of land-use changes through the District Plan Review.</li> <li>• The impact of major new development, tourist attractions, accommodation, etc.</li> <li>• Cost and consequent funding approval.</li> </ul>

<b>Investment Objective Two</b>	<b>Queenstown has a liveable, thriving and authentically NZ town centre, where visitors and locals freely mix.</b>
	<ul style="list-style-type: none"> <li>• Community support in connecting the environments and telling the local story.</li> <li>• Utilisation of a spatial framework to coordinate all required Town Centre improvements.</li> </ul>

<b>Investment Objective Three</b>	<b>Improved access to the Town Centre for all.</b>
<b>Existing Arrangements</b>	Limited options to easily access the Town Centre across a range of transport modes is creating congestion and frustration for visitors and stopping residents coming to town. The key roads that provide access to the Town Centre are at capacity in peak periods.
<b>Business Needs</b>	<ul style="list-style-type: none"> <li>• Access to the Town Centre that provides for:             <ul style="list-style-type: none"> <li>○ A thriving heart for Queenstown.</li> <li>○ A feeling of quality and security.</li> <li>○ Improved access roads, making it easier to get through and around town.</li> <li>○ Improved public and passenger transport that creates a real alternative to private car travel.</li> <li>○ Improved parking provision and management to improve access and reduce congestion.</li> <li>○ Technology products that support the understanding of and engagement with transport and parking choices.</li> <li>○ Less pedestrian, car and bus conflicts on Shotover Street.</li> <li>○ Less impact on spaces that could be better used for public enjoyment, such as the esplanade between Steamer Wharf and One Mile.</li> </ul> </li> </ul>
<b>Potential Scope</b>	<ul style="list-style-type: none"> <li>• An alternative arterial route, making it easier to get through and around town.</li> <li>• Improved public and passenger transport services and facilities that support a range of transport choices (and a real alternative to private car travel).</li> <li>• A programme that delivers improved management of parking inventory</li> <li>• Improving mobility for all abilities, including enhanced walking and cycling options.</li> <li>• Technology products that support the understanding of and engagement with transport and parking choices.</li> </ul>
<b>Potential Benefits</b>	<ul style="list-style-type: none"> <li>• Improved access is an enabler for all the social, public realm and environmental goals for the programme.</li> <li>• Reduced congestion.</li> <li>• Reduced emissions.</li> <li>• Increased visitation to and time spent in the Town Centre.</li> <li>• Improved experiences for visitors and locals.</li> <li>• Getting the locals back into town.</li> </ul>
<b>Potential Risks</b>	<ul style="list-style-type: none"> <li>• Inability to deliver the scale of activities in an integrated and coordinated way.</li> <li>• Funding is not approved.</li> </ul>

<b>Investment Objective Three</b> Improved access to the Town Centre for all.	
	<ul style="list-style-type: none"> <li>• The masterplan programme doesn't meet community, tourism sector or government expectations.</li> <li>• Community perception of what is affordable and what provides value for money.</li> </ul>
<b>Constraints and Dependencies</b>	<ul style="list-style-type: none"> <li>• The impact of land-use changes through the District Plan Review.</li> <li>• The impact of major new development, tourist attractions, accommodation, etc.</li> <li>• Cost and consequent funding approval.</li> <li>• Community support in connecting the environments and telling the local story.</li> <li>• Utilisation of a spatial framework to coordinate all required Town Centre improvements.</li> </ul>

<b>Investment Objective Four</b> Increased commercial activity, without major negative impact on the environment or residents' enjoyment.	
<b>Existing Arrangements</b>	Unconstrained growth in visitor numbers is placing demands on town infrastructure, with negative flow-on impacts on locals and the environment.
<b>Business Needs</b>	<ul style="list-style-type: none"> <li>• A Town Centre that provides:               <ul style="list-style-type: none"> <li>○ A thriving heart for Queenstown.</li> <li>○ A feeling of quality and security.</li> <li>○ Efficient commercial access.</li> <li>○ More facilities and spaces to support cultural and creative activities.</li> <li>○ A showcase of local culture and heritage.</li> <li>○ People spending more.</li> <li>○ Greater visitation.</li> <li>○ More jobs.</li> <li>○ Increased commercial visitor accommodation and residential development.</li> <li>○ A clear and appealing Community Heart that supports and represents the local community.</li> <li>○ Improved access for each user type through better transport options, including real choices that encourage public, passenger and active transport over car travel.</li> <li>○ Support for balanced growth (balancing local culture with the interests and needs of visitors).</li> </ul> </li> </ul>
<b>Potential Scope</b>	<ul style="list-style-type: none"> <li>• A programme of public realm improvements that utilise a spatial framework to better connect the built and natural environment while celebrating the heritage of the region.</li> <li>• Activation of the Town Centre fringes.</li> <li>• Greater density.</li> <li>• Economic diversity.</li> </ul>

Investment Objective Four	Increased commercial activity, without major negative impact on the environment or residents' enjoyment.
	<ul style="list-style-type: none"> <li>• Activation of PC50 through Lakeview Development.</li> <li>• Improved access through transport solutions.</li> <li>• Better coordination of developments through a spatial framework and stronger community and community presence.</li> <li>• Retention of council offices in the Town Centre and in a single, well leveraged location with supporting community facilities.</li> </ul>
Potential Benefits	<ul style="list-style-type: none"> <li>• GFA growth.</li> <li>• Increased visitation to and time spent in the Town Centre.</li> <li>• Improved experiences for visitors and locals.</li> </ul>
Potential Risks	<ul style="list-style-type: none"> <li>• Inability to deliver the scale of activities in an integrated and coordinated way.</li> <li>• Funding is not approved.</li> <li>• The masterplan programme doesn't meet community, tourism sector or government expectations.</li> <li>• Community perception of what is affordable and what provides value for money.</li> </ul>
Constraints and Dependencies	<ul style="list-style-type: none"> <li>• The impact of land-use changes through the District Plan Review.</li> <li>• The impact of major new development, tourist attractions, accommodation, etc.</li> <li>• Cost and consequent funding approval.</li> <li>• Community support in connecting the environments and telling the local story.</li> <li>• Utilisation of a spatial framework to coordinate all required Town Centre improvements.</li> </ul>

## 2.2 The situation

These elements are at the core of stakeholder and community conversations that have been used to develop the masterplan programme structure and the improvement options. With a view to the best possible Queenstown Town Centre in 2050, the community have been asked to imagine an ideal future and help develop a programme of improvements to achieve this, as shown in the image below.

**IMAGINE OUR FUTURE**

**Imagine...** Easily getting into town via a variety of transport choices to enjoy a local community event with your family.

**Imagine...** Safely walking around the town centre and not feeling second best to cars.

**Imagine...** A town centre full of happy, relaxed people taking in the views and enjoying the vibrancy and energy that only New Zealand's premier alpine destination can offer.

**Imagine...** Locals and visitors mixing together to create a truly authentic NZ town experience.

We don't have to imagine, we can make this happen. But we need your help to get it right.

Figure 4: Queenstown Town Centre aspiration statements

### 2.2.1 Why does Queenstown Town Centre need a Masterplan?

Queenstown is a town in transition that has been prompted by significant challenges to define its future path and put an integrated plan in place to confirm this direction.

Long-regarded as the jewel in the crown of the New Zealand tourism industry, Queenstown has reached a stage where proactive planning and infrastructure investment is required to meet today's demands and support tomorrow's aspirations. For a district of just 35,000 people, Queenstown is playing a critical role. During a peak day, Queenstown is already the 8th largest centre in New Zealand. Looking ahead to 2050, it could be the size of Tauranga today.

This demand is resulting in consistent problems around congestion, access, liveability, loss of heritage and culture and reduced quality of local and visitor experiences in the Town Centre. This growth, if not managed well, may create a flow-on effect to the district, region and the nation. As an area that has more opportunity to influence the visitor experience than most other parts of New Zealand, this ripple effect may be significant. In an export-focused economy, tourism plays a huge role in the economic health of the nation.

Queenstown is a gateway to the lower South Island and a critical introduction to the region. The type of experience people have when they come to Queenstown and enter the town centre will be one that determines whether they come back again. The growth of the airport as a key means of access to the area needs to be matched by transport and community infrastructure that can help shape the right first impression.

As shown in the visitor surveys, the transport aspect of this experience is not rating well today. Therefore, a key part of this masterplan is considering integrated transport solutions that can provide better access to and through the town centre and beyond. Equally important is the economic benefit that comes from an efficient transport system to support the movement of people, goods and services. Freight is an important part of this equation and it requires specific planning and allocation as Queenstown's GDP experiences strong growth (almost 10% in the last year alone).

As outlined by Queenstown Lakes District Mayor Jim Boulton, in a recent engagement document, the Town Centre needs to find a way to address its challenges while continuing to strive towards its aspirations.

***"We're facing a lot of growth related challenges and we need to maintain vitality for locals and visitors. We don't want to lose Queenstown's incredible appeal and vibe. We want our local people to feel a sense of pride and our visitors to have an authentic New Zealand experience.***

***We want public and passenger transport facilities that are efficient and flexible enough to provide for whatever the future might bring. We want to easily get into and around town, whether we're shopping, coming in for work or enjoying an event. We want to make the most of our history, stunning scenery and waterfront location, and we want to consider how to build on our arts and cultural offering because it's so important to our identity and community character.***

***The work we're doing to plan for a future Queenstown Town Centre is bold. But it's a vital piece of work to ensure our downtown area remains authentic and copes with the pressures of growth. This Masterplan programme contains a range of options for how we do that as we look ahead to 2050".***

### 2.2.2 Shaping experiences

It's crucial that the Queenstown Town Centre delivers an attractive experience to locals and visitors. To do this, a collective and collaborative shift must be achieved through well considered planning.

At the heart of this situation is the need to ensure that the experience the Town Centre provides is attractive enough to bring locals back to town and keep the visitors coming to the district. The evidence outlined in this case demonstrates how this experience is becoming degraded in a way that threatens the cherished liveability, local resident appeal and rich visitor experience that people expect from Queenstown.

This experience ultimately stems from the ability of the Town Centre to be 'people-centric' in its composition and operation. In Queenstown's case, rapid and organic growth has created a situation where the needs of the private motor vehicle are taking priority over people and the much-needed balance of transport across public, passenger and active modes cannot occur at anywhere near the required level.

### 2.2.3 Supporting economic growth

On top of shaping experiences to support sustainable growth of tourism, Queenstown needs to grow as a place for business in a way that integrates with transport improvements. This means ensuring the town centre, in addition to the surrounding business centres (like Frankton) can develop in a way that supports growth in business activity, more jobs and increased productivity.

The gross floor area (GFA) for the town centre has remained fairly static in the recent decade and recent developments, including Plan Change 50, will allow the town centre to grow to take up a wider area. This allows for more business activity and more diverse opportunities. The transport aspects of this plan will consider how the town centre can grow through moving arterial roads away from the town centre and shifting parking facilities out to the fringes to provide more space for people and business.

Another important consideration for Queenstown is developing resilience. While tourism is the primary economic driver for the town, other industries are developing and they need to be supported to provide resilience in the case of a tourism downturn. Education is an example of an industry that can help develop the local economy to reduce the dependence on tourism. The district is already an area that supports a number of varied educational institutions and their diverse offerings align with the multicultural composition of the Town Centre. In the context of the Town Centre, it makes sense to look at how these institutions can contribute to the fabric of the area and help to develop the modern and unique cultural setting now evident in Queenstown. This type of initiative is already captured and progressing through the 2015 QLDC Economic Development Strategy, as shown through this excerpt:

*“There may be further opportunities to grow the education industry, for example, more tertiary institutions should be encouraged to set up satellites, block courses and summer programmes, to expand their offerings to domestic and international students. An Aspen Institute-like entity should be encouraged to establish, to make Queenstown a place for learning and thought leadership. Also, the development of an international boarding school or expanding the range of entrepreneurship and executive short courses, agriculture and elite sport programmes, or a full MBA programme, in partnership with internationally recognised tertiary institutions. Given the outstanding natural attractions, Queenstown Lakes’ brand recognition, and the concentration of successful entrepreneurs and business people who can be exemplars for others, the District has some advantages on which it can grow executive training”.*

### 2.2.4 Bringing the locals back to town

There is a strong desire in the Council to identify what can be done to bring the locals back to town. The input and the effect of the local community in enriching the Town Centre is critical for developing the authenticity of the Town Centre. “Restoring a sense of community pride” is a phrase commonly discussed amongst community leaders in Queenstown during discussions around what a masterplan should contain.

It is recognised that the high level of growth and the significant presence of tourists in the Town Centre (38 visitors to one local), the cultural setting of Queenstown is changing, and this can be off-putting to locals. The makeup of the Town Centre plays a huge role in attracting visitors and locals to town and supporting the development of a hybrid culture that celebrates the local community while embracing the global culture that the changing dynamic of the Town Centre brings. Therefore, the masterplan will play a role in providing opportunities for this hybrid culture to develop and flourish over the longer term.

Keeping the Council offices in the Town Centre also ensures that the area retains an authentic connection with the Community Heart and an economic driver for the professional community that it supports. Many of the locals have business dealings with the Council that can be enhanced if the QLDC office presence supports and connects to an increased demonstration of community pride.

### 2.2.5 Staying flexible and adaptable

The masterplan needs to provide the foundation for a flexible and adaptable development of the town centre to manage likely disruption. There are two key elements here. The first is the adaptability of the transport infrastructure to cater for driverless cars and movement as a service – including more use of transport services on demand as opposed to private use. The second is the ability of the town centre to adapt to different uses and support a range of different experiences through a general shift towards places for people,



as opposed to cars, in addition to supporting diverse commercial activities. Within this element is the need to keep meeting the requirements of all users through ensuring that the right safeguards are in place. For example, while a shift towards more shared spaces can be a positive thing, some visually impaired people and children may not always recognise the delineation between the walking and driving areas, creating a safety risk. Similarly, as more density is encouraged and developed, QLDC will need to work with the community to cater for and educate people around the changes they may experience. The important thing here is to stay open and collaborative as the programme develops further and as the town centre transitions.

**2.2.6 Honing the masterpiece**

There is a significant community desire to play a big role in shaping an improved Town Centre and the masterplan discussion has invigorated this movement. In a recent public forum on the future of the Town Centre, which took the form of a “Pecha Kuccha” evening, multiple local community leaders and representatives spoke of their desires for the area. While many perspectives were given, the common desires can be summarised as:

- To make the Town Centre more accessible, affordable and safe for all.
- To provide better transport choices that shift away from the dominance of the private car.
- To make the Town Centre a place for people.
- To create a sense of place that celebrates heritage, culture and creativity.
- To celebrate the district’s multicultural status.
- A greener space with better connection to the natural environment.
- A healthy space with active transport encouraged through better provision of walking and cycling access.
- To activate the spaces, big and small, including making good use of the Town Centre fringes.

These desires have informed the urban design approach to the masterplan which has identified 10 guiding liveability themes to be applied through a spatial framework to consider and coordinate the various Town Centre improvement projects. These themes are shown below.



Figure 5: Town Centre liveability themes

**2.2.7 An integrated approach**

It is critical to take an integrated approach to addressing the challenges that are affecting Queenstown’s Town Centre.

This masterplan approach uses a place-based spatial framework to give each programme context and to help coordinate and evaluate the interventions proposed across arterials, parking, public realm, public and passenger transport facilities. This approach also provides an opportunity to celebrate and enhance the heritage and cultural aspects of the Town Centre, with a focus on enhancing the experience of locals and visitors as they enjoy their time in this area.

The result will be a balanced 35-year investment pathway that is informed by a set of well-tested and highly-integrated work programmes. This 35-year horizon recognises the needs of a rapidly growing Town Centre that will develop into a small city while still playing hugely significant role in the national economy through its leadership in the tourism sector. The challenge is to consider that by 2050, the Town Centre is projected to have double the people, double the households, double the cars (without intervention) and an extra 35,000 visitors.



Figure 6: Queenstown Lakes District growth forecast snapshot

With this challenge in mind, the masterplan approach outlined in this business case aims to integrate many streams of work to best address a complex situation with a lot of moving parts and external influences. Primarily, it aims to define what the Town Centre as a place should be and how it can provide the necessary infrastructure to support a robust local economy. Or, more simply put, how it can improve the experiences of the people who live and visit Queenstown.

There are also some external Business Cases being developed that will form part of the planning process:

- New Zealand Transport Agency is currently leading a Queenstown Integrated Transport Business Case which sets the high-level implementation programme over the whole of Queenstown.
- Otago Regional Council are leading a Wakatipu Public Transport Review Business Case which should see a new bus system introduced by late 2017.

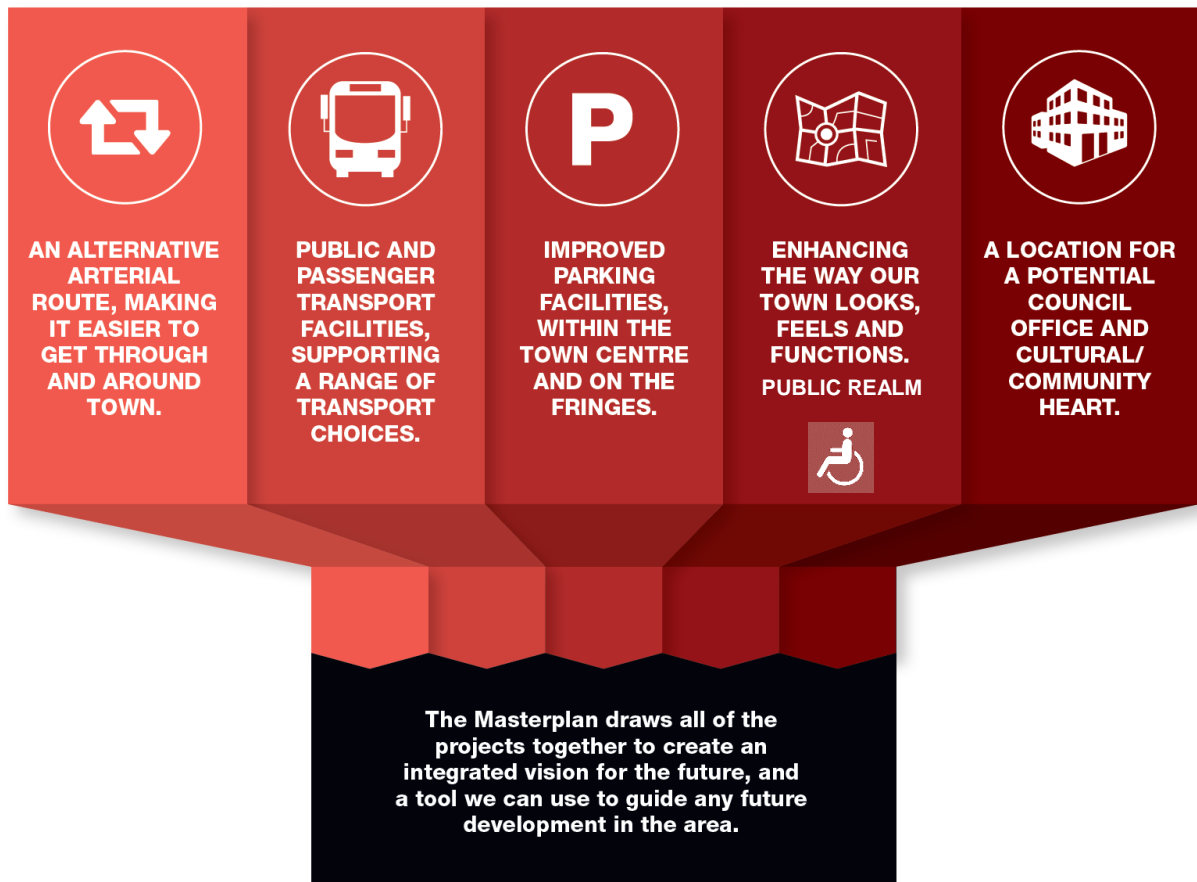


Figure 7: How the masterplan projects come together

### 2.2.8 Continuing the conversation

The Masterplan conversation is well progressed in Queenstown and this is helping the ideas and options to build momentum. The economic case for the Masterplan and each of the supporting business cases will demonstrate the wide-ranging options considered and the rigorous approach used to develop programmes, evaluate options and identify a preferred direction.

As the options are refined, it will be important to keep the conversation focused on the future and make use of prompting questions that can help inform the vision and the future state for the Town Centre. In addition to the vision and the objectives already established, the Queenstown community needs to keep posing constructive questions that can further inform the improvements that this masterplan programme can bring. These questions include:

***What towns or cities provide a benchmark to aim for?***

It will be useful to consider how towns in similar geographical arrangements and with similar economic drivers have made bold decisions that have delivered big benefits in terms of transport, culture and economic stimulus.

Early examples include Calgary, Aspen, Bergen, Alesund and even Vancouver. These places include similar geographical/topographical constraints as Queenstown and they also have faced serious challenges around keeping pace with their infrastructure and meeting the needs of tourists while preserving their natural environment and culture to retain an authentic town centre.

It is also worth noting and understanding the challenges that some Spanish cities, such as Barcelona, San Sebastian have around locals protesting against tourism growth due to the perceived negative impact it is having on their lives. These impacts include rising living costs, congestion and over-crowding.

These comparisons will be discussed further in the detailed project business cases, including learnings and how they can be applied in the Queenstown context.

### ***What type of visitor and community member does Queenstown aim to bring?***

A conversation is emerging around the type of visitor the Queenstown wants to target to come to the city. While it does not make sense to pick and choose visitors or community members, taking a conscious view of supporting economic growth while supporting the development of the cultural setting will help guide integrated planning and define the current and future culture. This will also play a role in helping create and maintain experiences that are unique to Queenstown.

## **2.3 Investment and planning partners**

### **2.3.1 Queenstown Lakes District Council (QLDC)**

The Queenstown Lakes District Council formulates the strategic direction for the District including transport planning, land development and managing the effects of land use in the District. The Council is responsible for fully managing the local road network that along with the state highway, forms the land transport network serving the Queenstown Lakes District.

Provision and management of public transport infrastructure such as bus shelters and information panels at bus stops is the Council's responsibility, along with on-street parking and publicly available off-street parking. QLDC also regulate the use of elements of the transport system through its parking enforcement and harbourmaster functions.

QLDC is the integrator in this programme and takes responsibility for the collaborative creation, coordination and delivery of the Masterplan programme.

### **3.1.3 Otago Regional Council (ORC)**

The ORC is responsible for the strategic planning of an affordable, integrated, safe, responsive, and sustainable land transport system in the Otago region. ORC also contracts and subsidises the provision of passenger transport services in urban areas where commercial services fail to meet community needs. ORC is working closely with QLDC to introduce cheaper fares (\$2) and higher frequency services in the Wakitupu Basin in late 2017. This is anticipated to encourage greater use of bus services that have previously been criticised for being too expensive and too infrequent to be considered a real alternative to private car travel.

This close linkage means public transport improvement initiatives, parking management, and arterial road projects must align and complement each other to address existing transport inefficiencies.

ORC also plays a lead role in environmental management for the region. Their role is to ensure that Otago's unique resources, such as rivers and lakes, are used wisely in a way that preserves them for future generations. The environmental elements of this programme will be aligned to and coordinated with ORC.

### **2.3.2 NZ Transport Agency (NZTA)**

NZTA have been an integral part of the Queenstown Town Centre Masterplan and they have played a significant role in the development of the recent Queenstown Integrated Transport Programme Business Case. As a potential funding partner for this programme, NZTA's involvement in the development of and support for the proposed solutions in the Masterplan programme is critical.

State Highway 6A is also owned and operated by NZTA. As a key access arterial to the Town Centre, this element of the masterplan will be a significant catalyst for change.

### **2.3.3 Ministry for Business, Innovation and Employment (MBIE)**

The Ministry of Business, Innovation and Employment (MBIE) is the government's lead business-facing agency. Their purpose is to grow the New Zealand economy to provide a better standard of living for all New

Zealanders. QLDC have engaged MBIE to be part of the masterplan process as it develops to ensure strong alignment between the programme outputs and the departmental priorities. They do this by working with others to help businesses to be more competitive, improving job opportunities for all and by ensuring good quality housing is more affordable. This Masterplan programme supports a number of the objectives and outcomes targeted by MBIE (see figure below), including:

- competitive business
- more productive and prosperous sectors, regions and people
- the built environment better supports a well-functioning economy.

## Grow NZ for all

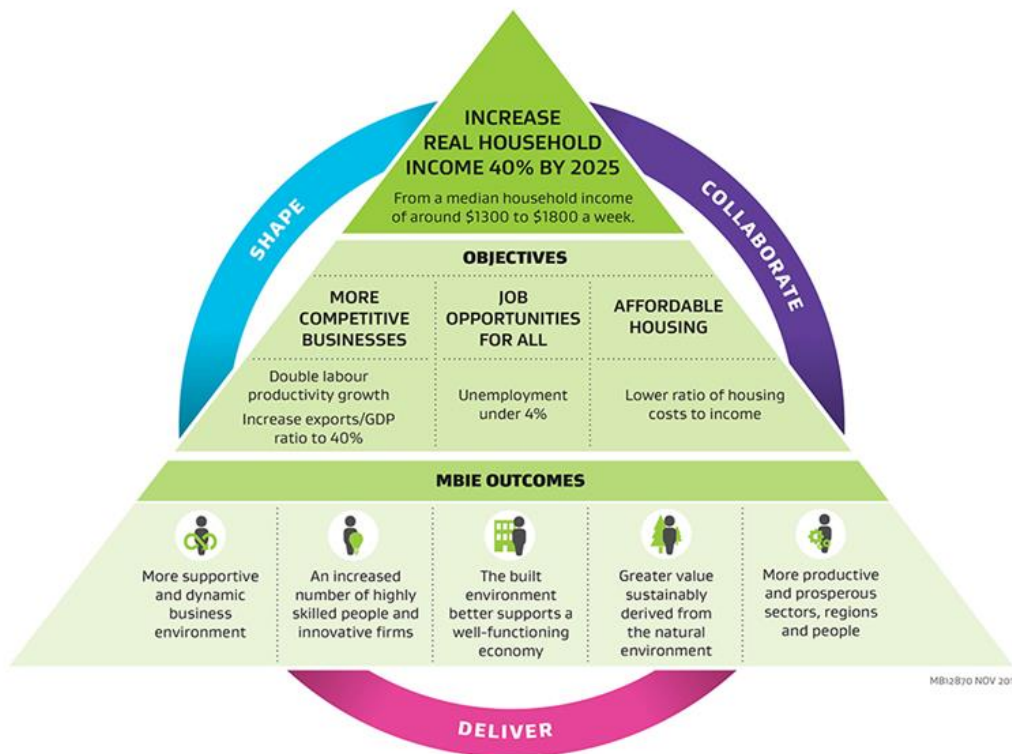


Figure 8: MBIE objectives and outcomes

### 2.3.4 New Zealand Treasury

The Treasury is New Zealand's lead advisor to the Government on economic, financial and regulatory policy. They are committed to helping achieve higher living standards for New Zealanders by providing expert advice and sound management of the financial affairs of the Crown.

In relation to this programme, New Zealand Treasury controls and coordinates investments aimed at ensuring the nation's infrastructure can permanently lift the sustainable growth rate of the economy, through increased productivity and improved management of Crown assets.

New Zealand Treasury have been engaged to outline the early formation of the Masterplan programme and will be engaged consistently as the projects and the proposed investments are defined. Treasury also provide support around the financial and economic model to demonstrate the regional and national economic importance of Queenstown.

### **2.3.5 Key stakeholders**

Given the scope of the Queenstown Masterplan project, a wide range of stakeholders and investment partners have been engaged formally since January 2017. The project team has sought to proactively engage with these individuals and groups at key times to test and challenge the project options for future development of the Town Centre, including potential public and passenger transport changes. A stakeholder matrix has been developed and it is included as Appendix 2.

Representative groups have also played a significant role in identifying the problems and potential solutions for the problems the Town Centre is facing. These groups are outlined in Appendix 3.

A full contact database has also been created and will be further populated as people and groups register an interest in the project. A stakeholder matrix that assesses the partner investors, external stakeholders and government ministers has been created for the Masterplan programme as a tool to inform engagement during the future stages of the business case. Completed and planned public engagement the Masterplan programme can be found in Appendix 8.

This stakeholder approach is also supported by a project governance structure that ensures engagements and relationships are managed through constant sharing of learnings and through the best mix of informal and formal engagements that leverage new and existing relationships (see Appendix 3).

### **2.3.6 Advisory Group**

The QLDC have set up an independent Advisory Group to challenge our thinking as we develop the Queenstown Town Centre Masterplan. This group of highly skilled people bring local and national perspective to a challenging project. Collectively the Advisory Group have a strong interest in the future of the Queenstown and enhancing the vibrancy of the Town Centre. They bring a diverse range of experience to the table in areas such as urban design, tourism, transportation, place making, environment community and commercial.

The group meets monthly, providing impartial advice to help guide the Masterplan programme, and assurance that what's being proposed will meet the needs of our partners, stakeholders and wider community. The Advisory Group members are listed in Appendix 7.

## **2.4 Geographical context**

### **2.4.1 Areas of focus and influence**

The area focus of this PBC is the Queenstown Town Centre. However, the full extent of public and passenger transport provisions that service the Town Centre are considered. Other provisions that impact public and passenger transport such as park and ride locations and public transport connections, typically located outside the Town Centre, are also considered to enable a complete assessment of potential demand and future options. It is acknowledged that this programme also has an interest and influence in transport allocation across the whole district.

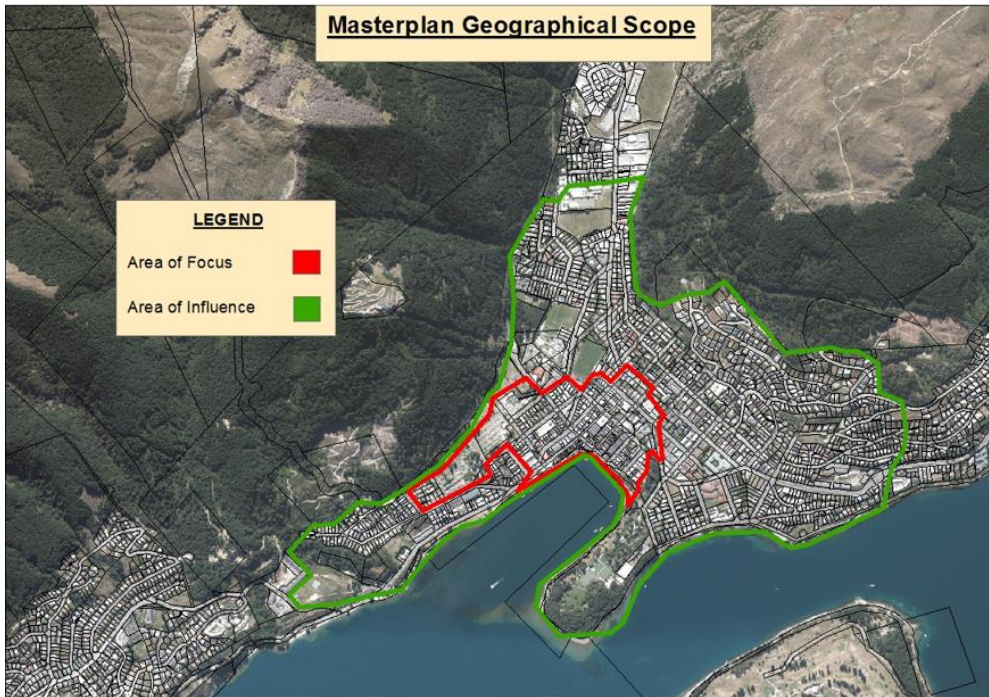


Figure 9: Masterplan Geographical Scope

### 2.4.2 Spatial Framework

As part of the Masterplan, a spatial framework is being created that will show the significant spatial moves and the integration of key projects. The spatial framework is the 35-year plan and design guidelines that will coordinate the development of the town centre. This framework will contain a masterplan summary and a set of design guidelines to inform town centre development in a consistent way. This is due to be completed in early 2018.

### 2.4.3 Constrained transport corridors

Queenstown’s transport corridors are constrained by the topographical makeup of the district. As noted in the QITPBC, *the topographical constraints of the Wakatipu Basin limit the land available for development to accommodate the predicted growth, placing pressure on Queenstown’s transport system.*

*State Highway 6A (Frankton Road), is a critical corridor for key journeys in Queenstown for residents and visitors alike. A high level of service on this corridor is also fundamental for businesses and services that rely on road-based activities to function. Like many roads in the area, SH6A is severely constrained by the local topography. Traversing a narrow corridor between Lake Wakatipu on the southern side and steep terrain on the north, road space is very limited, restricting the opportunity for capacity improvements such as road widening.*

The map shown below demonstrates the topography of the area and how it relates to the main transport corridors.

Figure 10: Queenstown topography map sourced from [www.topomap.co.nz/NZTopoMap/nz17896/Queenstown/](http://www.topomap.co.nz/NZTopoMap/nz17896/Queenstown/)



## 2.5 Social Context

The 2017 Queenstown Integrated Programme Business Case provided a good social snapshot of the Queenstown area that is relevant to this programme.

*“Queenstown is one of New Zealand’s premier tourist destinations offering a diverse mix of commercial, community, cultural, entertainment and sporting activities to both international and domestic visitors. The residential and tourism growth in Queenstown is placing strain on existing infrastructure, particularly housing”.*

Source: 2017 Queenstown Integrated Programme Business Case.

Statistics New Zealand apply a scale of 1 to 10 to depict levels of social-economic deprivation. A value of 10 indicates that the meshblock is in the most deprived 10 percent of areas in New Zealand, according to the NZDep2013 scores. The diagram below illustrates the level of deprivation in the Queenstown area by census meshblock, with a small area of high deprivation in the south west of Queenstown, while most of the study area has a deprivation level between 2 and 6. The deprivation scores are based on nine different dimensions as outlined in the diagram below.



Figure 11: Level of Deprivation in Queenstown



The median income for people in this district has not kept pace with the local price of living, which creates growing social pressures. Despite the growing wealth in the area, the district has a significant proportion of people on wages that are lower than the national average. The table below shows the latest display of this comparison from the Infometrics economic profile for the district (sourced from the QLDC website).

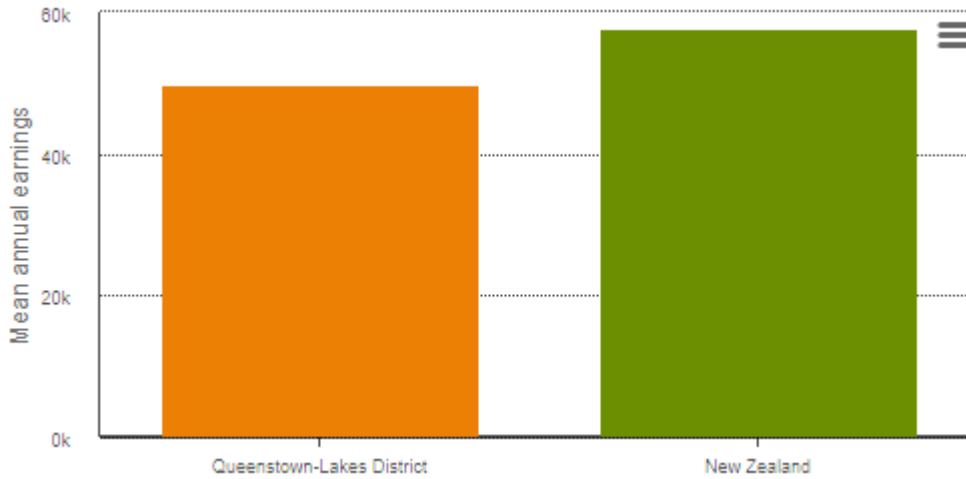


Figure 12: Mean annual earnings in Queenstown Lakes  
(source – Queenstown Lakes District Economic Profile: <https://ecoprofile.infometrics.co.nz/queenstown-lakes+district>)

This imbalance needs to be considered in the context of living costs derived from residential properties. Notably, the proportion of income dedicated to residential property costs (renting or purchasing) for people in this district far exceed the national average due to climbing property prices and a potential lack of adequate supply. The table below demonstrates the rental affordability index for the region as collated by Infometrics. This index presents the ratio of the average weekly rent to average weekly earnings. A higher ratio, therefore, suggests that average rents cost a greater multiple of typical incomes, which indicates lower rental affordability.

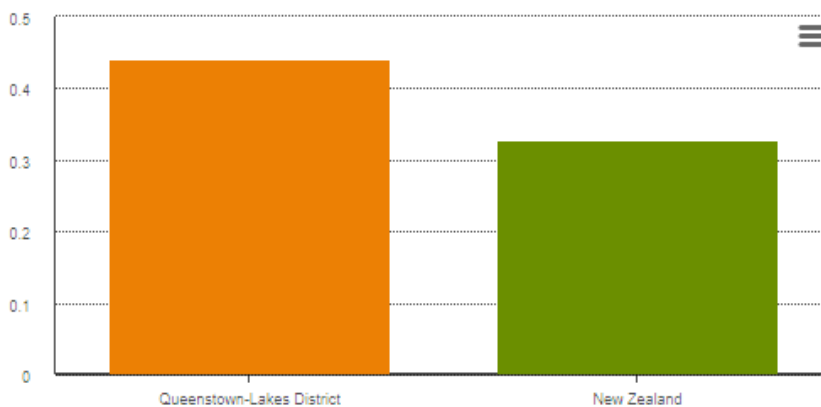


Figure 13: Rental affordability index for the district  
(Source – Queenstown Lakes District Economic Profile: <https://ecoprofile.infometrics.co.nz/queenstown-lakes+district>).

## population

### Total population

34,700

Usually resident persons

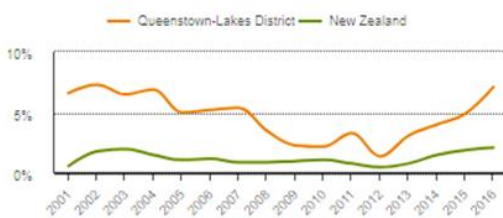
0.7%

of national total

### Population growth Annual average % change

	2016	Last 10 years
QUEENSTOWN-LAKES DISTRICT	7.1%	3.7%
NEW ZEALAND	2.1%	1.2%

### Population growth:



## standard of living

### Mean annual earnings 2016

\$49,780

Queenstown-Lakes District

\$57,780

New Zealand

### Annual earnings growth Annual average % change

	2016	Last 10 years
QUEENSTOWN-LAKES DISTRICT	4.9%	3.3%
NEW ZEALAND	3.1%	3.4%

### Housing affordability (higher is less affordable)

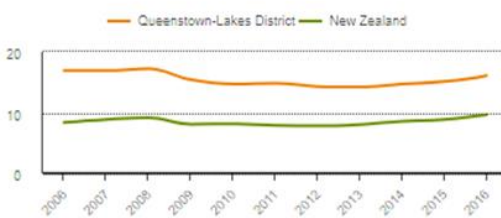


Figure 14: Population growth and standard of living in Queenstown Lakes District

(Source – Queenstown Lakes District Economic Profile: <https://ecoprofile.infometrics.co.nz/queenstown-lakes+district>).

This affordability situation also needs to be considered in the context of growth in the district, the pressure this puts on infrastructure and services and what this means for local infrastructure funding. In addition to having a disproportionate level of residents to visitors (1 to 38), much of the resident base and local workforce have low levels of disposable income (demonstrated through a standard of living index shown above).

This situation manifests in other areas, such as transport choices. Due to the lack of attractive and competitive transport options (as shown in the evidence), the private vehicle is the main form of transport for all, including the low-income earners in the services industry. This reliance causes congestion at peak times and the parking search circulation as this workforce looks for cheap and free public parking.

An improved public and passenger transport programme stands to provide significant social benefit in Queenstown. As shown in the ILM discussions, much of the investment value stems from improving access to the Town Centre and reducing the impacts of the private vehicle as part of a wider collection of strategic interventions in the Queenstown Town Centre Masterplan.

## 2.6 Economic context

The Queenstown Town Centre includes a host of attractions that bring many people in and that form a gateway to their planned journeys and experiences through the region and beyond. Therefore, the ability for the Town Centre operations and experience to shape first and formative impressions for visitors is immense.

Queenstown is a significant player in the New Zealand Tourism industry due to its ability to attract a significant proportion of the nations' tourist expenditure. QLDC is currently working with the consultancy Martin Jenkins to quantify the role that Queenstown plays in this space and what the flow on effect of this role is. The focus point for this work is to help understand the benefit of the experience Queenstown provides for tourists and the economic impact that this has for the district, the region and the nation. This body of work specifically looks at this subject from an investment perspective and when it is completed it will provide a useful supplement to the current case evidence.

The Ministry of Business Innovation and Employment (MBIE) monthly regional tourism estimates found that the annual tourism expenditure exceeded \$2 billion in Queenstown in the year to October 2016. Queenstown is third to Christchurch and Auckland for international visitor value and represents 13% of the national total.

The table below illustrates Queenstown’s relative importance as a tourist destination from both a domestic and international perspective. The strong performance in international numbers demonstrates the value that Queenstown holds as a gateway to other regions and the rest of the country.

Table 3: Queenstown’s relative importance as a tourist destination (source – <http://www.mbie.govt.nz/info-services/sectors-industries/tourism/documents-image-library/key-tourism-statistics.pdf>).

RTO (\$millions)	Domestic	International	Total	Market Share
Auckland	3,498	3,987	7,485	29%
Christchurch	1,255	918	2,173	8%
Queenstown	681	1,434	2,115	8%
Wellington	1,344	692	2,026	8%
Waikato	1,060	336	1,396	5%

Economic performance (measured by GDP) in Queenstown and Wakatipu Basin is growing at a significantly higher rate than the New Zealand average as shown in figure 16. GDP in Queenstown and Wakatipu Basin measured \$1.3b in the year to March 2016, up 9.9% from a year earlier. New Zealand's GDP increased by 2.5% over the same period. Economic growth in Queenstown and Wakatipu Basin averaged 4.4% pa over the last 10 years compared with an average of 1.8% pa in the national economy.

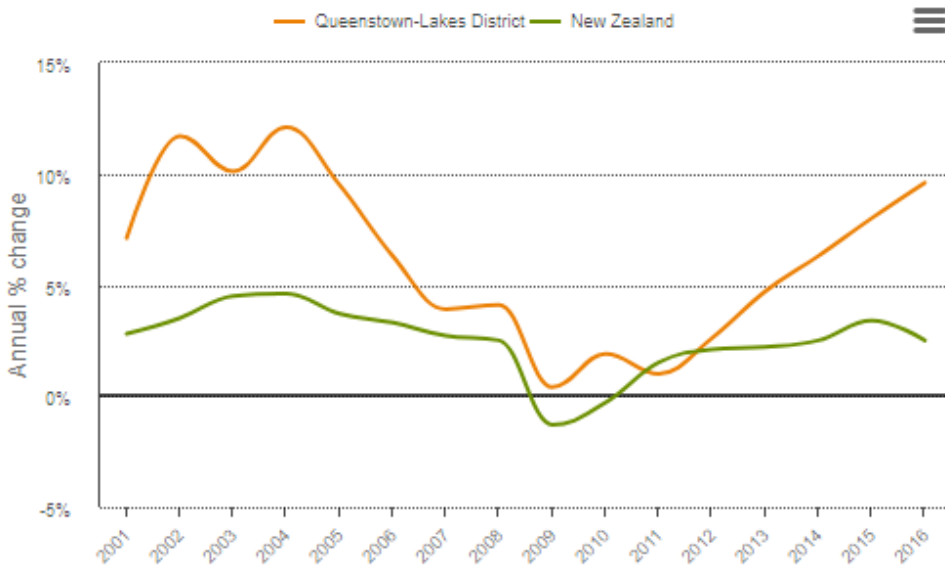


Figure 15: Economic Performance of the district compared to New Zealand (Source - <https://ecoprofile.infometrics.co.nz/queenstown-lakes%2bdistrict/Gdp>)

### 2.6.1 The impact of congestion

The analysis completed in the Queenstown Integrated Transport Programme Business Case demonstrates that the cost of congestion in Queenstown is significant and forecast to grow considerably. This calculation has been completed using the Queenstown-Lakes District Transportation Model. Like this programme – it includes future forecast years of 2025 and 2045.

*“Analysis of two key model outputs has been undertaken being vehicle operating costs and the value of time using the NZ Transport Agency Economic Evaluation Manual procedures. Costs have been*

calculated by estimating the travel time and vehicle operating costs when there is no congestion present and comparing this to the base model congestion taking into account the traffic demand by time of day and network operating conditions.

The resultant annualised total costs of congestion are shown in Figure 5 and demonstrate that the base year economic cost of congestion of \$35 million is expected to more than double in the next 30 years”.

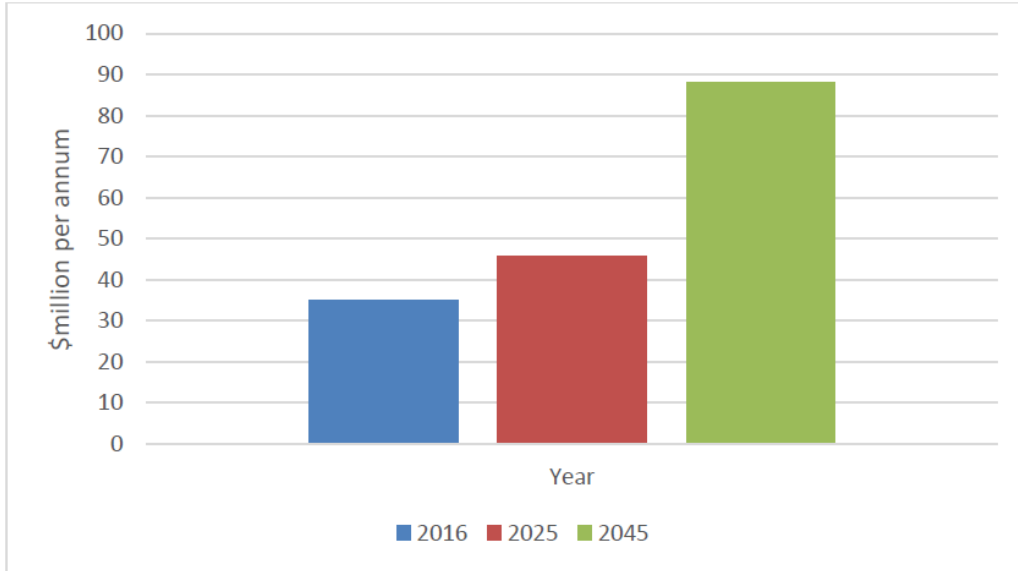


Figure 16: The cost of congestion in Queenstown Lakes District – sourced from QITPBC 2017.

### 3 Alignment to existing strategies / organisational goals

#### 3.1 Supporting business cases

##### 3.1.1 General

There are numerous related business cases, strategies and projects being developed concurrently with the Queenstown Town Centre Masterplan PBC, including the following:

- **Core Dependencies**
  - Queenstown Town Centre Arterials Detailed Business Case (previously Inner Links)
  - Queenstown Town Centre Public and Passenger Transport Facilities IBC
  - Queenstown Town Centre Parking IBC
  - Queenstown Town Centre Spatial Framework (due to be completed in early 2018)
  - District Plan transport chapter review.

Note: a business case around Smart Cities Technology may be developed to support the Masterplan programme once the preferred direction is endorsed and the requirements are clearer.

*Table 4: Scope for the Masterplan projects*

Business Case	Scope
Queenstown Town Centre Masterplan Programme Business Case	<p>The Masterplan programme will:</p> <ul style="list-style-type: none"> <li>• show how land use, development, community opportunities and infrastructure are sequenced</li> <li>• involve investors, partners, stakeholders and the community at key points</li> <li>• provide a framework, which manages the tensions and interface issues</li> <li>• coordinate a suite of projects that deliver against the vision for the Town Centre.</li> </ul>
Queenstown Town Centre Indicative Arterials Business Case	Identification of a new arterial route that can provide improved access to the Town Centre and enable several other masterplan improvements.
Queenstown Town Centre Public and Passenger Transport Facilities Indicative Business Case	Determine what is required in the Queenstown Town Centre, to deliver quality public transport that is the first transport choice for residents and visitors.
Queenstown Town Centre Parking Indicative Business Case	Understand the Queenstown Town Centre parking needs, where parking should be delivered and what the outcomes of this are.
Queenstown Town Centre Spatial Framework	Development of a spatial framework to show visually how the public and private spaces will be better connected, how the key transport interventions will integrate with the Town Centre and how the developments will better connect the built and natural environment while celebrating the heritage of the region. This Spatial Framework will include a Masterplan Summary document that includes a set of design guidelines to inform the town centre’s development in a consistent way.
Town Centre Community Heart Business Case	This case will progress the requirements for a community heart and outline what needs to be done to deliver it.

Business Case	Scope
Queenstown Town Centre Smart Cities Technology Indicative Business Case	Identify how technology can support and enhance the Masterplan vision, with focus on optimising the transport systems and their interaction with customers.

- **Significant dependencies:**

- Lakeview development including a hot pool and accommodation proposals.
- Community opportunities including Project Connect (QLDC new offices), a potential Town Centre library and other community facilities.
- Queenstown Integrated Transport PBC
- Wakatipu Public Transport PBC
- Private development interface.

The Masterplan PBC has been developed in an integrated manner with these other projects.

### 3.1.2 Queenstown Integrated Transport PBC (2017)

NZTA is working with QLDC and ORC to develop a programme business case that aims to deliver an integrated package of transport projects (QITPBC).

The QITPBC has identified the following key problems:

- The significant growth in visitors, residents and vehicles, leads to increasing trip unreliability and worsening customer experience across the network.
- Car dominance and associated congestion is affecting the liveability and attractiveness of the area.

There is significant alignment between the Town Centre Masterplan Programme Business Case and the QITPBC.

The programme of activities selected for the QITPBC share a common focus on balanced public transport and active modes, in addition to recognising the significant role that effective transport to the Town Centre has on visitor and resident experiences. The outcomes targeted by the preferred programme provide guidance to and support of the ambitions around access for the Masterplan programme.

These outcomes include:

- 30% alternative mode share (by 2045 up from 15%)
- 329 public transport patrons per hour by 2045 (Frankton to Queenstown)
- 225 fewer vehicles per hour by 2045 (Frankton to Queenstown)
- 16-minute reduction in travel time by 2045 (between Frankton and Queenstown)
- 3-minute travel time variability by 2045 (difference between the 15%ile and 85%ile AM peak period travel time).

The QITPBC also draws upon common market research that demonstrates the impact that poor public transport offerings, congestion and car domination are having on the visitor and resident experiences. This includes the visitor and resident surveys completed by QLDC, Downtown QT and ThinkPlace.

The table below also demonstrates the alignment between the investment objectives of the Masterplan and the QITPBC.

Table 5: Alignment of objectives/benefits between the programme business cases

Town Centre Master Plan PBC Investment Objective/ Benefits	Queenstown Integrated Transport PBC Investment Objective
<ul style="list-style-type: none"> <li>• People enjoy spending time in town, because the built environment complements the natural environment, referencing local history &amp; culture</li> <li>• Queenstown has a liveable, thriving &amp; authentically NZ town centre, where visitors and locals freely mix</li> <li>• Improved access to the town centre for all</li> <li>• Increased commercial activity, without major negative impact on the environment or residents' enjoyment</li> </ul>	<ul style="list-style-type: none"> <li>• To improve network performance for private vehicles, public transport and cycling.</li> <li>• Improved liveability and visitor experience.</li> </ul>

The Masterplan projects also aligns with the current thinking around when transport solutions need to be put in place to support the needs of the Town Centre and the District. The draft implementation schedule for the QITPBC is shown below.

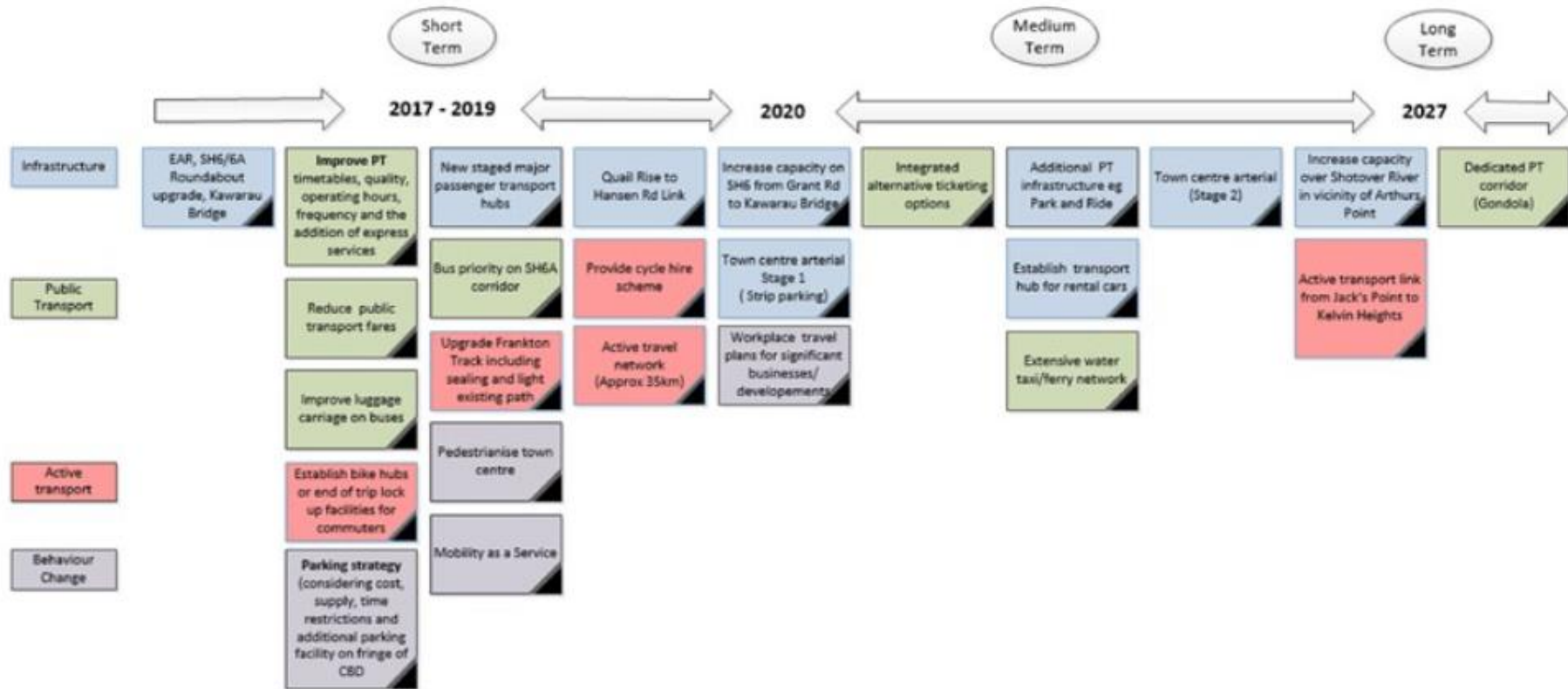


Figure 17: Draft Queenstown Integrated Transport Implementation Programme (Source: NZTA)



### 3.2 Related strategies and policies

In addition to the alignment with the QITPBC, the Masterplan Programme takes guidance from many current and developing strategies and plans. Through building on and integrating many varied interest and aspirations, this programme seeks to successfully identify and coordinate the best possible solutions through supporting projects delivered over a 30-year horizon. The full list of related strategies is shown below.

Table 6: Related strategies and policies

Strategy / Policy	Relevance / Discussion
<p><b>Government Policy Statement on Land Transport (2018/19 – 2027/28)</b></p>	<p>The Government Policy Statement on land transport (the GPS) outlines the Government’s strategy to guide land transport investment over the next 10 years. It also provides guidance to decision-makers about where the Government will focus resources.</p> <p>This PBC and its supporting projects align strongly with the following GPS objectives:</p> <ul style="list-style-type: none"> <li>• A land transport system that addresses current and future demand for access to economic and social opportunities, <i>including these result areas</i>:               <ul style="list-style-type: none"> <li>○ Support economic growth of regional New Zealand through the provision of better access to markets and tourist destinations.</li> <li>○ Support economic growth and productivity through the provision of better access to markets, employment, business areas and housing development.</li> </ul> </li> <li>• A land transport system that is resilient, <i>including these result areas</i>:               <ul style="list-style-type: none"> <li>○ Improved network resilience at the most critical points.</li> <li>○ Reduction in deaths and serious injuries.</li> </ul> </li> <li>• A land transport system that delivers the right infrastructure and services to the right level at the best cost, <i>including these result areas</i>:               <ul style="list-style-type: none"> <li>○ Delivery of the right infrastructure and services to the right level.</li> <li>○ Innovation and technology are used to increase the net benefits from land transport investment and use.</li> <li>○ Improved returns from investments across the land transport system.</li> </ul> </li> <li>• A land transport system that provides appropriate transport choices, <i>including these result areas</i>:               <ul style="list-style-type: none"> <li>○ Provide an appropriate and accessible travel choices, particularly for people with limited access to a private vehicle.</li> <li>○ Increased safe cycling through improvement of cycle networks.</li> </ul> </li> </ul>

Strategy / Policy	Relevance / Discussion
	<ul style="list-style-type: none"> <li>• A land transport system that increasingly mitigates the effects of land transport on the environment, <i>including this result area</i>:               <ul style="list-style-type: none"> <li>○ Mitigation of adverse environmental effects, including reduced CO2 emissions.</li> </ul> </li> </ul>
<p><b>QLDC Long Term Plan</b></p>	<p>This plan sets the Council’s vision and objectives as well as identifying infrastructure projects and their funding streams.</p> <p>The community outcomes for this plan are:</p> <ul style="list-style-type: none"> <li>• <i>Sustainable growth management</i></li> <li>• <i>Quality landscapes and natural environment with enhanced public access</i></li> <li>• <i>A safe and healthy community that is strong, diverse and inclusive for people of all age groups and incomes</i></li> <li>• <i>Effective and efficient infrastructure that meets the needs of growth</i></li> <li>• <i>High quality urban environments, respectful of the character of individual communities</i></li> <li>• <i>A strong and diverse economy Preservation and celebration of the district’s local cultural heritage.</i></li> </ul> <p>For Infrastructure, QLDC’s outcome is:</p> <p><i>High performing infrastructure and services that:</i></p> <ul style="list-style-type: none"> <li>• <i>meet current and future user needs and are fit for purpose</i></li> <li>• <i>are cost effective and efficiently managed on a full life-cycle basis</i></li> <li>• <i>are affordable for the District.</i></li> </ul> <p>Specific to transport, QLDC is planning:</p> <ul style="list-style-type: none"> <li>• <i>Enhanced provision of public transport services in the Wakatipu</i></li> <li>• <i>Aim to reduce growth in vehicle use by promoting greater use of other transport modes – public transport (buses and ferries), walking and cycling.</i></li> </ul> <p>Council’s Infrastructure Strategy also recognises that ‘<i>Public Transport Solutions are required to minimise delays and congestion</i>’.</p>
<p><b>QLDC Parks and Open Space Strategy</b></p>	<p>This strategy demonstrates how QLDC will develop and manage parks and open spaces for the benefit of the district. The vision for this strategy is:</p> <p><i>To provide a rich and diverse network of open spaces that are valued by the community and are protected and enhanced for future generations.</i></p> <p>The objectives for this strategy are:</p>

Strategy / Policy	Relevance / Discussion
	<ul style="list-style-type: none"> <li>• Our parks and reserves are diverse, multipurpose and provide for communities and visitors.</li> <li>• Open spaces are well designed, connected, accessible and valued.</li> <li>• We are able to plan for and accommodate growth.</li> <li>• Open Spaces are treasured and protected.</li> </ul> <p>A focus for this strategy is the intent to enhance the available parks and open spaces as opposed to continually developing more. This aligns with the ability of the masterplan to open existing spaces for wider use and to support a wide range of experiences. In particular, the potential for the arterial route to be moved away from Shotover Street can play a key role in allowing the open spaces along the esplanade to be better used for recreational purposes. This is an example of one area that has lost its appeal due to the high level of traffic through the area and the lack of pedestrian-friendly access. This is a common discussion within the town centre and one that the programme intends to address through delivering a more people-centric town centre.</p>
<b>QLDC District Plan</b>	<p>A review of the District Plan commenced in 2015 with an overall strategy of ‘setting the overall direction for the management of growth, land use and development in a way that ensures sound management of our district’s special qualities’. The Town Centre residential and business zones plan changes are currently in the council right of reply stage awaiting a decision from the commissioners. The transport chapter is under review with a notification likely in mid-late 2017. Much of the policy direction required from the transport business cases will be required to be captured in this chapter review.</p>
<b>Queenstown Town Centre Strategy 2009</b>	<p>This Strategy recognised the previous 1992 Queenstown Town Centre Study which guided beautification projects and protection of many ‘character elements’ of the Town Centre.</p> <p>However, by 2009, growth was already exceeding that predicted in 1992. The Strategy identified increased community concerns about the ‘role of the Town Centre’ in relation to competition with other developing centres, rising costs and growing concerns about access and parking.</p> <p>Setting a Vision and objectives, a number of project areas and initiatives were developed, some of which have been implemented and many of which are still relevant. The action plan recommended 5-year review of the Town Centre Strategy which was scheduled to occur in 2014. The masterplan process is effectively this review.</p>
<b>Queenstown Town Centre Transport Strategy – The Next Steps (2016)</b>	<p>This strategy includes a series of initiatives towards reducing congestion and reliance on private cars, such as parking initiatives and traffic demand management measures. All the transport business cases being pursued within the Masterplan programme are part of the implementation of this strategy.</p>

Strategy / Policy	Relevance / Discussion
<p><b>Queenstown Lakes District Plan - Plan Change 50 (PC50)</b></p>	<p>PC50 provides for the expansion of the existing Queenstown Town Centre Zone (QTCZ) through the rezoning of approximately 14.5 hectares of high density residential land, with the plan change initiated to address the following:</p> <ul style="list-style-type: none"> <li>• The long-term future of the Lakeview site.</li> <li>• An identified need to expand the Queenstown Town Centre Zone to provide for and facilitate economic growth.</li> </ul> <p>PC50 became operative in July 2016. Several pieces of land have been sold and there are several significant resource consents currently in train.</p>
<p><b>Gorge Road Special Housing Area</b></p>	<p>The Council resolved in December to consider designating some of the land in Gorge Road a Special Housing Area (SHA), which would make it easier for landowners to build houses or apartment buildings there. This is part of the Council's strategic aim of encouraging the provision of affordable housing in our community. The Gorge Road SHA is currently being recommended to the Minister of Housing for SHA designation.</p>
<p><b>Downtown Queenstown Commercial Strategy (Downtown QT Association 2015)</b></p>	<p>Through a stakeholder-led initiative, this strategy aims to ensure that the downtown area develops strategically in alignment with the region's wider economic, social and tourism strategies.</p> <p>Summary actions key to this Strategy:</p> <ul style="list-style-type: none"> <li>• <b>Curating the Town Centre</b> - Developing the optimum mix of retail, hospitality and tourism businesses through understanding and shaping the marketplace strategically.</li> <li>• <b>Accessibility, Transport and Parking</b> - Making the Downtown area a more pleasant environment to work, relax, shop and dine by reducing congestion and encouraging the use of alternative transport options</li> <li>• <b>Look, Feel and Place</b> - An urban environment that adopts the principles of shared spaces where pedestrians and vehicles co-exist successfully</li> <li>• <b>Local Relevance</b> - An urban environment that adopts the principles of shared spaces where pedestrians and vehicles co-exist successfully</li> <li>• <b>Future Developments</b> - Ensuring the Town Centre develops strategically through buildings that respect the environment, spaces that enable commercial success and provide the diversity necessary to create unique shopping and dining environments</li> </ul>
<p><b>Queenstown Transport Taskforce Report – Shaping our Future (Sep 2016)</b></p>	<p>Shaping our Future is a community collaboration that attempts to bring together community, council and commerce around some of the deep problems being faced. It has produced the Queenstown Transport Report with many of the recommendations being considered and tested within the Masterplan process.</p>

Strategy / Policy	Relevance / Discussion
<p><b>Urban Design Strategy (Nov 2009) and Queenstown Town Centre Character Guidelines (Oct 2007).</b></p>	<p>These two important design strategies that have guided the Town Centre urban design and character. The six goals that underpin the community’s aspiration for urban design in the District include;</p> <ol style="list-style-type: none"> <li>1. Distinct built form</li> <li>2. High quality public places</li> <li>3. Consolidated growth</li> <li>4. Connected urban form</li> <li>5. Sustainable urban environments</li> <li>6. Cohesive communities</li> </ol>
<p><b>Wakatipu Transportation Strategy (2007)</b></p>	<p>QLDC, NZTA and ORC developed the Wakatipu Strategy to deliver a “fully integrated transport system that meets the growth in travel demand in the Wakatipu Basin”. Overall strategy for passenger transport:</p> <ul style="list-style-type: none"> <li>• Wide network coverage within Wakatipu.</li> <li>• High frequency bus service (every 6 minutes) combined with ferry, and park and ride.</li> </ul>
<p><b>Otago-Southland Regional Land Transport Plan 2015-2021</b></p>	<p>Provision for Public Transport Services and Infrastructure and the forecast implementation programme.</p> <p>Objective 4.6 - <i>Public transport use and infrastructure in Dunedin and the Wakatipu Basin grows steadily - providing a fully accessible public transport service, easing congestion where needed, reducing car dependency in urban areas, and ensuring resilience</i></p>
<p><b>Wakatipu Basin Public Transport Programme Business Case (2016)</b></p>	<p>This PBC aims to deliver an integrated package of public transport projects.</p> <p>Problem statements for the Wakatipu Basin were identified as:</p> <ol style="list-style-type: none"> <li>1. <i>Public transport’s current inability to compete with the car is contributing to traffic congestion in the Wakatipu Basin.</i></li> <li>2. <i>The absence of a common vision, and how to achieve it, is leading to fragmented service delivery.</i></li> <li>3. <i>Our limited understanding of the market and necessary level of service makes it difficult to establish clear priorities for investment.</i></li> </ol> <p>Core activities identified through the PBC include:</p> <ul style="list-style-type: none"> <li>• Public transport service improvements – enhanced transfers, increased frequency, different/more routes, improved service quality (ORC).</li> <li>• Parking restrictions, prices and enforcement (QLDC).</li> </ul>

Strategy / Policy	Relevance / Discussion
	<ul style="list-style-type: none"> <li>• Fare structure and pricing.</li> <li>• Marketing.</li> </ul>
<p><b>Wakatipu Basin Public Transport – Detailed Business Case (May 2017)</b></p>	<p>This business case outlines the case for investing in improvements to the public transport choices of the Wakatipu Basin’s community and visitors.</p> <p>This DBC focuses on public transport service provision (routes, frequencies and fares) and includes patronage estimates. The supporting infrastructure such as bus priority measures and improved interchange facilities will be progressed through separate business cases.</p>
<p><b>QLDC Future Links Transport &amp; Parking Strategy (2005)</b></p>	<p>Key considerations and strategies identified specific to public transport included:</p> <ul style="list-style-type: none"> <li>• Development of a public transport network within the Wakatipu Basin to encourage less vehicle use.</li> <li>• Promotion of Inner Links (upgraded Town Centre arterials) to improve access.</li> <li>• The need for pedestrianisation as the conflicts between the private car and pedestrians increased.</li> <li>• A public transport link should include the Queenstown CBD, Fernhill, SH6A, the airport and Remarkables Park.</li> <li>• Council to focus on land based public transport in the first instance to make these services operate effectively and efficiently.</li> <li>• To be successful it will be necessary to provide junctions, intersections, termini, hubs and public transport infrastructure.</li> <li>• Changes to Town Centre parking (charges, extent of facilities, etc.) to encourage alternative use to the private car.</li> <li>• Park and ride facilities.</li> <li>• Community awareness, education and participation.</li> </ul> <p>It is important to note that the lack of investment following this Strategy’s recommendations has contributed to turning locals away from the Town Centre. Similarly, visitors have been found (through studies completed by Downtown Queenstown) to be less satisfied with their Queenstown experience through the impact traffic issues have on their entry to and departure from the Town Centre (as shown in section 5 of this document).</p>
<p><b>QLDC Issues and Opportunities Scoping Report</b></p> <p><b>Passenger Ferry Service (2008)</b></p>	<p>Scoping report outlining the potential issues and opportunities of operating a commercial passenger ferry service between Queenstown Steamer Wharf and various locations on Frankton Arm.</p> <p>The report concluded that there are several existing and potential jetty options that could be explored for a waterborne ferry service with only minor improvements required. Further research is required on whether additional consents would be required.</p> <p>A consultation workshop indicated that there was general community support for a ferry service with the congestion experienced on SH6/6A.</p>

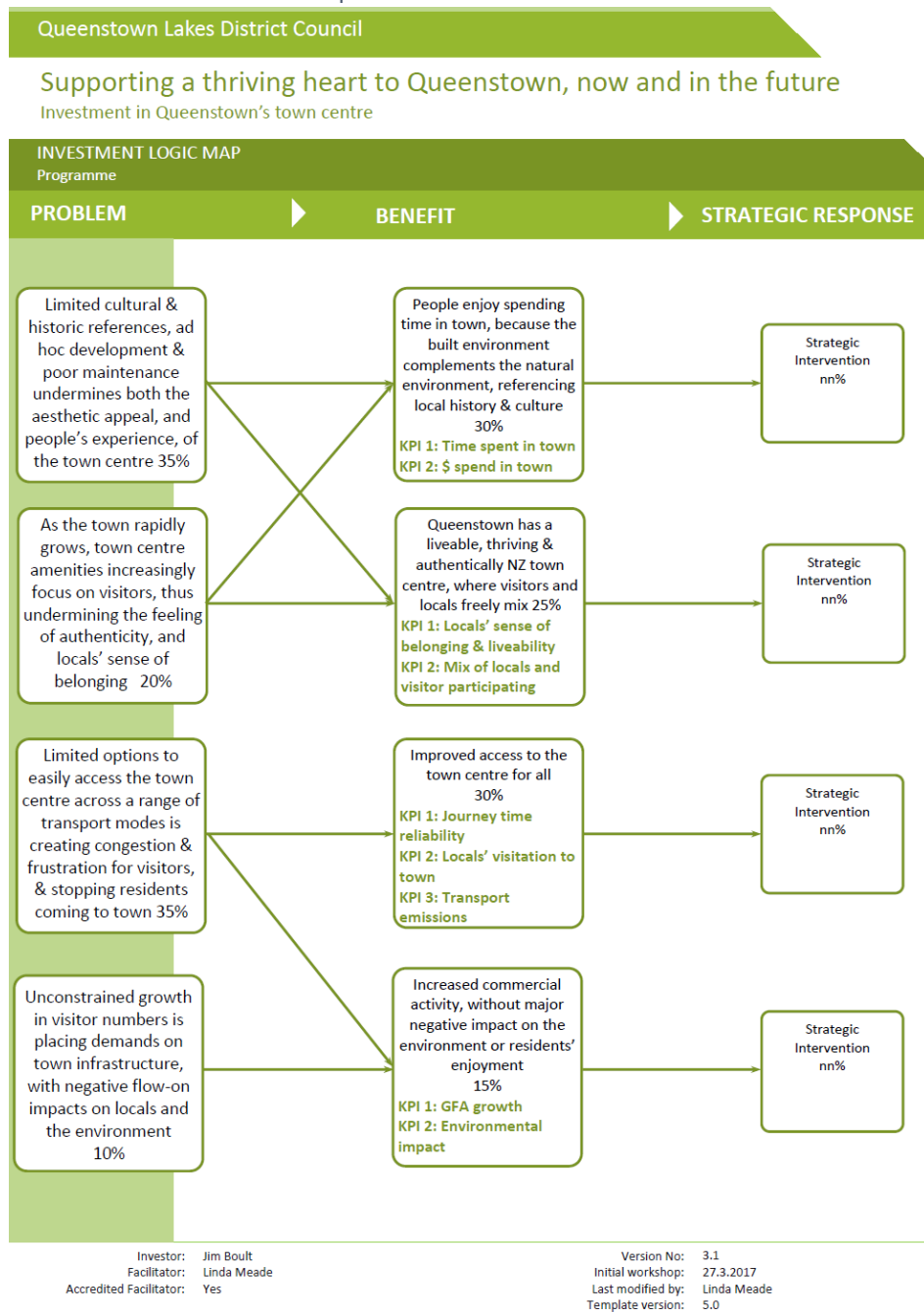
Strategy / Policy	Relevance / Discussion
<p><b>Queenstown Integrated Transport IBC (2017)</b></p>	<p>NZTA is developing a programme business case that aims to deliver an integrated package of transport projects (QITPBC).</p> <p>The QITPBC has identified the following key problems:</p> <ul style="list-style-type: none"> <li>• The significant growth in visitors, residents and vehicles, leads to increasing trip unreliability and worsening customer experience across the network.</li> <li>• Car dominance and associated congestion is affecting the liveability and attractiveness of the area.</li> </ul>
<p><b>QLDC Economic Development Strategy (Feb 2015)</b></p>	<p>The QLDC Economic Development Strategy includes focuses on the following priorities that are relevant to the Masterplan, including:</p> <ul style="list-style-type: none"> <li>• Enhance the quality of our natural, living and business environment.</li> <li>• Future proofing our infrastructure.</li> </ul> <p>This strategy also notes the challenges facing the town around infrastructure provision required to meet visitor needs as shown in the excerpt below.</p> <p><i>“Although the local population is forecast to grow relatively strongly, visitor numbers are forecast to grow strongly too and the proportion of residents to visitors may decline over time. Hence parts of the rating base will continue to get stretched to cover infrastructure costs for the combined resident and visitor population.</i></p> <p><i>In addition, there are perceptions that some parts of Queenstown do not offer the upmarket ambience often experienced in other resort towns. There have been concerns from landlords and retailers that there is insufficient building maintenance, an increasing number of low-end-of-spectrum retail shops and restaurants, and non-optimal traffic routes in the town centre”.</i></p>
<p><b>Queenstown Bay Foreshore Reserves Management Plan</b></p>	<p>This plan demonstrates an alignment through its intent to better define the use of the lakefront while ensuring the natural character and ecological qualities of the lake are preserved.</p> <p>In summary, the Management Plan provides the following:</p> <ul style="list-style-type: none"> <li>• Protection or enhancement of amenity values of Queenstown Bay’s key reserve areas</li> <li>• Promotion of the principle purpose of the foreshore reserve areas which is non-commercial recreation</li> <li>• Consideration of commercial activities in defined areas provided they do not give rise to inappropriate adverse effects</li> <li>• Preservation of natural character of the transition between the reserve areas and Lake Wakatipu</li> <li>• Protection of natural and ecological properties of the Lake from inappropriate activities on reserves</li> </ul>

## 4 Investment objectives, existing arrangements and business needs

### 4.1 The problems to be solved

The problems to be solved were captured in an Investment Logic Map (ILM) which was developed through a facilitated Investment Logic Mapping workshop between QLDC staff, QLDC elected members, NZTA staff, Queenstown Town Centre Advisory Group, ORC staff and other stakeholders (see figure 19 below). The issues captured as part of this process were collated and grouped into common problem statements to allow for connection and alignment to agreed benefits and defining key performance indicators. The issue statements captured as part of this process are included as Appendix 5.

Figure 18: Queenstown Town Centre Masterplan ILM





## 4.2 Investment objectives

The investment objectives for the Masterplan utilise the benefit statements and the supporting KPIs to provide tangible details around measurement and management of the benefits.

This approach aligns with the SMART approach to goal setting and as the programme is developed and refined, more detail will be added around the benchmarks and the targets being pursued. As shown in the benefits map for this programme (Appendix 4), the objectives and benefits are supported by a number of KPI types.

Each supporting masterplan project is producing its own benefits and objectives, supported by tangible KPIs and benefits maps. This structure provides a depth of analysis that helps the masterplan programme objectives to be well informed and highly measurable.

From a transport perspective, there is considerable alignment with the QITPBC objectives, measures and targets and for this reason, the relevant elements have been included below. As the programme is still being developed and tested, further work will be done to identify, test and inform the benchmarks and targets as the programme is progressed. This can be done through a workshop to develop the benefits management plan as part of the detailed business case development.

*Table 7: Investment objectives for the Masterplan programme*

Investment objective/benefit	KPI	Measures	Baseline	Target
People enjoy spending time in town, because the built environment complements the natural environment, referencing local history & culture	Town centre spend per annum	Spend per annum	Baseline spending has been supplied by Market View in October 2017. The 2017 baseline spend for the year is \$400 million.	To be confirmed in the benefits management plan as part of the detailed business case.
	Visitors per day	Average visitors per day	18,000 per day (annual average)	Target to be confirmed in the benefits management plan as part of the detailed business case.
Queenstown has a liveable, thriving & authentically NZ town centre, where visitors and locals freely mix	Locals' sense of belonging and liveability	Local survey, sense of belonging and liveability	Community survey – tool and method to be confirmed.	A material improvement in local's sense of belonging and liveability. The specific targets are to be confirmed in the benefits management plan.

Investment objective/benefit	KPI	Measures	Baseline	Target
	Mix of locals and visitor participating	Visitor feedback on interactions with locals.	To be confirmed using survey tool feedback	A material improvement in this area. To be confirmed in the benefits management plan as part of the detailed business case.
		Participation by locals in community events in/near town.	To be confirmed using survey tool feedback	A material improvement in this area. To be confirmed in the benefits management plan as part of the detailed business case.
Improved access to the town centre for all	Journey time reliability	Variation on trip times on key routes.	PM peak 15%ile to 85%ile travel time range in December 2016 is 7 minutes in SH6 (Beach St to SH6A) and 13 minutes (Lucas Place to SH6) (source: Tomtom GPS data).	<b>Align with QITPBC target:</b> Improve the travel time reliability for general traffic by 2025/2045 with 15th to 85th percentile PM peak travel time being no worse than 5 minutes for key journeys on State Highway 6 and 6a.
	Improved transport experiences	Survey responses for visitors and residents.	46% and 33% of respondent's availability of parking and traffic flow experience (respectively) were worse or much worse than expected (source: 2016 Visitor Insights Programme).	<b>Align with QITPBC target:</b> Improve/maintain visitor experience with at least 75% satisfied with their transport experience in Queenstown by 2025/2045.
	Locals' visitation to town	Trips per day to town by residents.	5,000	To be confirmed in the benefits management plan.

Investment objective/benefit	KPI	Measures	Baseline	Target
	Improved transport choices	Public transport travel time reliability	77% of morning peak and 46% of evening peak services between CBD and the Remarkables Town Centre are within 5 minutes of scheduled departure times (source: ORC).	<b>Align with QITPBC target:</b> Improve travel time reliability for public transport with at least 80% of peak period bus services in the Wakatipu Basin operating within 5 minutes of scheduled departure times by 2025.
	Reduced reliance on the private vehicle	The proportion of single occupant vehicles into the Queenstown Town Centre	In 2016, between 7-11am 54% of trips into the town centre were made by private vehicle drivers (source MWH May 2016 survey).	<b>Align with QITPBC target:</b> Reduce the proportion of single occupant vehicles into the Queenstown Town Centre by 20% by 2025/2045.
	Improved liveability as it relates to access	Survey responses for visitors and residents	Over 90% of respondents consider roading, parking and transport as services that need to be improved (source QLDC Rate Payers and Residents survey 2016).	<b>Align with QITPBC target:</b> Improve/maintain residents' liveability with at least 75% satisfied with their transport experience in Queenstown by 2025/2045.
	Transport emissions	Air quality (daily) relating to vehicle emissions	Continue to meet the NESAQ standards.	To be confirmed in the benefits management plan. Should include mention of proportion of electric cars and uptake of autonomous vehicles.

Investment objective/benefit	KPI	Measures	Baseline	Target
Increased commercial activity, without major negative impact on the environment or residents' enjoyment	Increased town Centre Gross Floor Area	Let GFA in the Town Centre	40,000 square metres.	The Town Centre GFA demonstrates material growth that aligns with the growth for the district. The exact target needs to be agreed through the development of the Benefits Management Plan.
	Environmental impact	Air and water quality	Continue to meet the NESAQ and water quality standards.	To be confirmed in the benefits management plan.

### 4.3 Existing arrangements and future business needs

For each of the benefit statements, a snapshot is outlined below of what the current state is relative to the area of benefit, and what the business gap is between the existing arrangements and the desired future state.

The Queenstown Town Centre is a gateway to a raft of experiences that are highly cherished by visitors and locals alike. In recent years, these experiences have been recognised as diminishing due to many pressures arising from strong growth and the pressures this is creating in the district. These pressures have caused:

- visitor and resident population to grow significantly, creating more demand for transport infrastructure, local property and services
- traffic levels to rise, creating congestion and access challenges, in addition to increased environmental impacts
- an increase in tourist-focused services that have left the residents 'shut out' of the commercial opportunities and detached from the culture of the area
- a notable separation from the cultural heritage of the area and connection with the local environment
- a shortage of facilities to support cultural activities and support local events
- a shortage of usable green space to support Town Centre experiences.

While the Town Centre has been able to accommodate substantial growth in visitor numbers, it is seen to be at the expense of other equally important elements. The table below demonstrates how this looks today, what is required in the future and the gaps to be addressed. The core business needs identified for the masterplan programme are listed below and objective-specific notes are listed in the table below to inform each scenario.

#### 4.3.1 Core business needs

The core business needs developed to support the evaluation of options include:

- contributing to the masterplan vision
- integrated transport - connectivity with other transport options
- promoting travel demand management measures
- accessibility for commercial activity
- promoting accessibility for each user type
- enhanced environment
- quality and security
- meeting the needs of growth.

Table 8: Existing arrangements, business needs and gaps

Objective	Existing arrangements	Business needs	Gaps
<p><b>People enjoy spending time in town, because the built environment complements the natural environment, referencing local history and culture.</b></p>	<p>Limited cultural and historic references, ad hoc development and poor maintenance undermines both the aesthetic appeal, and people’s experience of the Town Centre.</p> <p>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. While there is opportunity to engage with the waterfront, Horne Creek and some limited green spaces, the rich heritage and offering the area has is not being promoted through access or prominence in this area.</p> <p>The various streetscape upgrades over time have made the aesthetic effect like a patchwork quilt in the Town Centre. There is a streetscape programme implied with the Town Centre Transport Strategy, with some initial upgrades to Beach Street and Duke Street.</p> <p>As the town rapidly grows, Town Centre amenities increasingly focus on visitors, undermining the feeling of authenticity, and locals’ sense of belonging.</p> <p>Some issues that have been identified in the Town Centre include but are not limited to:</p> <ul style="list-style-type: none"> <li>• There is no significant tangible recognition of Nga Tahu cultural reference in the Town Centre.</li> <li>• The waterfront is not utilised as well as it could be and its connections into the Town Centre are not legible and attractive.</li> <li>• 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.</li> <li>• 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</li> </ul>	<p>A Town Centre that provides:</p> <ul style="list-style-type: none"> <li>• A thriving heart for Queenstown.</li> <li>• A sense of quality and security.</li> <li>• A highly legible connection between the built and natural environment, including better activation and exposure of Horne Creek, enhancement of the town centre to lake/mountain connections and enhancement of the Lake edge.</li> <li>• More facilities and spaces to support cultural and creative activities.</li> <li>• A showcase of local culture and heritage within key Town Centre.</li> <li>• A clear and appealing Community Heart.</li> </ul>	<p>One of the key requirements of the Masterplan is to show visually how the public and private spaces will be better connected, how the key transport interventions will integrate with the Town Centre and demonstrate how the built form developments are continuing to shape the townscape.</p> <p>The masterplan will use this spatial framework to identify and develop opportunities to better connect the built and natural environment while celebrating the heritage of the region.</p> <p>In addition to the use of a spatial framework to inform and coordinate the masterplan projects, it is proposed that a business case be developed to fully capture the extent of potential public realm improvements.</p>

Objective	Existing arrangements	Business needs	Gaps
	<p>occupation and visitation, gold mining, high country farming and the birth of adventure and tourism.</p> <ul style="list-style-type: none"> <li>The District’s Museum is based in Arrowtown and the heritage for the district is captured and celebrated here and not in Queenstown.</li> <li>There is a lack of quality green spaces in the Town Centre for visitors and locals to enjoy.</li> <li>The Recreation Ground and Memorial Hall have a limited amount of community events and have the potential to lose their community relevance.</li> <li>Some facilities for recreation and arts within the Town Centre such as the squash courts and arts centre need considerable investment to meet the changing user requirements.</li> <li>Signage clutter and ad hoc elements on the street are affecting the appearance of the area.</li> </ul> <p>It is also worth recognising the transition Queenstown will face moving from a town to a small city and the changing demographics of its residents. With a changing population base comes changing needs and desires. This is promoting questions around what a small city should expect to have in terms of community amenities for residents and visitors like.</p> <p>Current public development proposed for the Queenstown Town Centre includes but is not limited to:</p> <ul style="list-style-type: none"> <li>New office accommodation for QLDC (which is coordinated through this Masterplan Programme)</li> <li>Queenstown Gardens and Queenstown Bay Development Plan are proposing upgrades including improved waterfront access and a destination playground on Marine Parade and edge of Queenstown Gardens.</li> </ul>	<ul style="list-style-type: none"> <li>Improved transport options, including real choices that encourage public, passenger and active transport over car travel.</li> </ul>	

Objective	Existing arrangements	Business needs	Gaps
<p><b>Queenstown has a liveable, thriving and authentically NZ Town Centre, where visitors and locals freely mix and participate in a range of activities</b></p>	<p>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:</p> <ul style="list-style-type: none"> <li>• 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.</li> <li>• 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.</li> <li>• Several community facilities in the Town Centre need investment to be fit for purpose for both the Wakatipu and wider district.</li> <li>• There is a growing number of newcomers to the area that desire cultural events and at scale that the Town Centre cannot currently support.</li> <li>• A significant amount of traditional housing dwellings near the Town Centre have been converted to either visitor accommodation or Air BnB accommodation. This has reduced the number of residents living within walking and cycling distance to the Town Centre.</li> <li>• Affordable housing schemes in Bowen Street and Gorge Road have not been able to be developed due to financial viability and consenting issues.</li> <li>• In the past 10 years, significant community infrastructure has been constructed in Frankton. This includes the Queenstown Events Centre (swimming pool and recreation centre) and the Wakatipu High School. A new library is being considered for Frankton following the establishment of the new High School.</li> </ul>	<p>There is a growing demand for Town Centre spaces and activities that are:</p> <ul style="list-style-type: none"> <li>• Accessible</li> <li>• Affordable</li> <li>• Inspiring</li> <li>• Safe</li> <li>• Inclusive</li> </ul> <p>Therefore, the business need is to develop a Town Centre that provides:</p> <ul style="list-style-type: none"> <li>• A thriving heart for Queenstown.</li> <li>• A feeling of quality and security.</li> <li>• More facilities and spaces to support cultural and creative activities.</li> <li>• A showcase of local culture and heritage within key Town Centre.</li> <li>• A clear and appealing Community Heart that supports and represents the local community.</li> <li>• Improved transport options, including real choices that encourage</li> </ul>	<p>Business cases are required to enable the following:</p> <ul style="list-style-type: none"> <li>• A programme of public realm improvements that leverage a spatial framework (through a subsequent business case).</li> <li>• Demonstration of enhanced mobility for all abilities through improved walking and cycling access.</li> <li>• A new arterial route to improve access and strengthen the existing roading network.</li> <li>• Bus and ferry public transport as priority with prioritised access into and out of the Town Centre.</li> <li>• Better organisation of parking options and management to encourage greater use of public transport, more walking into the Town Centre from the town fringes and better uptake of park and ride services.</li> </ul> <p>The regeneration of large tracts of brownfields land in Gorge Road will also be a key catalyst for enabling more local people to live and work close to the town centre. The need for an integrated smart, affordable mixed use development plan would assist to</p>



Objective	Existing arrangements	Business needs	Gaps
	<ul style="list-style-type: none"> <li>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.</li> </ul>	<p>public, passenger and active transport over car travel.</p> <ul style="list-style-type: none"> <li>Support for balanced growth (balancing local culture with the interests and needs of visitors).</li> <li>Incentives to bring youth into town.</li> </ul>	<p>align the town centre masterplan aspirations and ensure that the opportunities are delivered for both areas.</p>
<p><b>Improved access to the Town Centre for all</b></p>	<p>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.</p> <p><b>Arterials</b></p> <p>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. With high growth predicted to continue now is a good time to invest in our future.</p> <p><b>Parking</b></p> <p>There is currently limited supply and limited options for people wanting to come into town.</p> <p>People are driving around the Town Centre searching for parks, adding to the congestion and we have cheap parking fines leading to drivers flouting the rules.</p>	<p>Provision of transport options to enable alternatives to the private car, including:</p> <ul style="list-style-type: none"> <li>improved arterial route and roadway</li> <li>improved public and passenger transport facilities, priority access, technology utilisation and customer engagement</li> <li>improved parking options and product management</li> <li>improved connectivity and facilitation of active transport modes including walking and cycling trails in the town and connecting to those around the town.</li> </ul>	<p>Business cases are required to enable the following:</p> <ul style="list-style-type: none"> <li>A new arterial route.</li> <li>Bus and ferry public transport as priority and preferred modes into and out of the Town Centre utilising the existing roading network.</li> <li>Better organisation of parking options and management to encourage greater use of public transport, more walking into the Town Centre from the town fringes and better uptake of park and ride services.</li> <li>A programme of public realm improvements that leverage a spatial framework (through a later business case).</li> </ul>

Objective	Existing arrangements	Business needs	Gaps
	<p>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.</p> <p><b>Public and Passenger Transport</b></p> <p>Currently, fewer than 2% of residents travel to work by bus. The existing public transport system can be difficult to access and inconvenient. Town Centre congestion affects the reliability of the service and fares are considered too expensive. This is set to change in late 2017 when a revamped public transport system is launched and the \$2 bus fares come into play. As it stands, public transport simply cannot compete with the private car, which is a major contributor to traffic congestion in the Wakatipu Basin.</p> <p>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.</p> <p>In late 2017 there is 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.</p> <p><b>Active Transport</b></p> <p>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.</p> <p>There is no designated safe cycle route through the Town Centre with a legible connection to the existing Wakatipu Trails Network.</p>		<ul style="list-style-type: none"> <li>• Demonstration of improved walking and cycling access through these cases.</li> <li>• Integrated and enabling technology can be used to enhance transport offerings through better customer engagement and information alongside optimised service management.</li> </ul> <p>All of these activities need to be understood to a level that can inform the long-term plan and land transport plan.</p>

Objective	Existing arrangements	Business needs	Gaps
<p><b>Increased commercial activity, without major negative impact on the environment or local residents' peaceful enjoyment.</b></p>	<p>Unconstrained growth in visitor numbers is placing demands on town infrastructure, with negative flow-on impacts on locals and the environment.</p> <p>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 storm water networks.</p> <p>Equally important is the management of noise associated with both construction activities in addition to the ongoing effects of proposed transport solutions.</p> <p>As shown in the evidence section of this document, 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 the Town Centre needs to support the suggested focus on maintaining character through development controls.</p> <p>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 and Outlook 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.</p> <p>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.</p>	<p>A Town Centre that provides:</p> <ul style="list-style-type: none"> <li>• A thriving heart for Queenstown.</li> <li>• A feeling of quality and security.</li> <li>• Efficient commercial access.</li> <li>• More facilities and spaces to support cultural and creative activities.</li> <li>• A showcase of local culture and heritage within key Town Centre.</li> <li>• A clear and appealing Community Heart that supports and represents the local community.</li> <li>• Improved access for each user type through better transport options, including real choices that encourage public, passenger and active transport over car travel.</li> <li>• Support for balanced growth (balancing local culture with the interests and needs of visitors).</li> </ul>	<p>Baseline environmental impact levels should be established and recognised as part of the business case process to inform the measurement and monitoring of the agreed KPIs.</p> <p>A spatial framework is required to show visually how the public and private spaces will be better connected, how the key transport interventions will integrate with the Town Centre and demonstrate how the built form developments are continuing to shape the townscape.</p> <p>In addition to the use of a spatial framework to inform and coordinate the masterplan projects, it is proposed that a business case be developed to fully capture the extent of potential public realm improvements.</p> <p>There is a need for the Town Centre to grow or diversify to accommodate the current and future levels of commercial activity. However, this growth must be well managed to minimise negative impacts on the environment or local resident's experiences.</p> <p>The development of commercial activity should also recognise the opportunity to support and celebrate local culture and heritage in the Town Centre.</p>

## 5 The Evidence

### 5.1 Lack of integration

Queenstown Town Centre strategic documents, including the Town Centre Strategy (2009), Transport Strategy (2016) and the Inner Links project (2014), have in the past generally been developed as stand-alone documents and have not fully considered land use development and wider strategic goals. The benefits of potential multiple integrated strategic benefits have not previously been investigated.

This has led to Queenstown potentially missing out on investment opportunities. Public investors including New Zealand Transport Agency (NZTA), Ministry of Business, Innovation and Employment (MBIE) and Queenstown Lakes District Council (QLDC) are not confident that these discrete solutions are the best fit.

Consequently, the strategies have not been implemented which has led to the community becoming increasingly frustrated as problems, such as traffic congestion and finding parking spaces in the Town Centre become a common theme in public surveys.

Over the past 10+ years, QLDC and its partner investors have produced a collection of strategic documentation that has explained different strategies for Queenstown Town Centre's land use, design, transport and commercial activity. With no integration between the strategic documents to fully demonstrate the benefits of investing, many of the significant infrastructure projects have yet to be implemented as investors are not confident that the proposed solutions are integrated or that they ultimately address the core problems.

For example, The QLDC Town Centre Strategy (2009) has limited direction on the transport projects required to enable a key objective of "... prioritising towards pedestrians, creating more permeable and versatile spaces that balance vehicle and pedestrian movement, improved amenity and social spaces". Likewise, the Queenstown Transport Programme Business Case, which sets out the transport programme well, does not discuss the implications of proposed changes to the District Plan, including intensification of existing Town Centre zoning & extension, residential land supply pressures and Frankton's commercial growth

This has caused stakeholders, residents and customers to become increasingly frustrated as problems such as traffic congestion and parking are perceived to have become progressively worse. The transport problems become particularly acute when the visitor season reaches peak capacity. This has resulted in the perception, by some, of a reduction in the quality of the Queenstown Town Centre experience.

### 5.2 Resident and visitor surveys

#### 5.2.1 2016 QLDC Annual Ratepayers and Residents Survey

While it should be noted that the current survey poses questions about the district, the feedback is highly relevant to the Town Centre. The survey identified roading, parking and transport as being the top priority in terms of areas requiring improvement as shown in the graph below. It also included strong feedback on the management of development in relation to the environment and trying to find a balance between development to support tourism and maintaining spaces and activities to preserve and celebrate local culture and heritage.

Below is a list of the survey report statements from these areas:

#### ***Growth and development***

*'The majority of comments about growth/development are concerned with 'urban sprawl' and the large number of new properties that are detracting from the appeal of the Queenstown and Wanaka areas for both tourists and residents. There is the perception that the current rate of growth is not sustainable and will eventually come at a cost to the environment, to residents and to tourism. There is a desire for the Council to develop a plan/strategy to balance competing interests to enable growth without negative consequences over the long run'.*

#### ***Town Planning***

‘Town planning comments were largely about preserving the resident and visitor experience by curbing the amount of development and having a long-term plan for the region. Residents of all ages are concerned about the impact of tourism on how Queenstown and Wanaka will look and feel in ten years’ time, and whether the appeal of these towns will be negatively impacted if development is allowed to ‘run unbridled’ and if the town plan is not strict enough to preserve the alpine town and lakes ‘feeling’.

**Transport**

‘Transport, roading and parking comments featured strongly. These three categories seemed to link to a high-level concern about the region’s ability to cope with the high volume of visitors, short-term workers and residents who all need to move about in vehicles and park somewhere. Transport comments were largely focused on public transport (e.g. buses/shuttles) and park ‘n’ ride options given limited parking space for private residents’ in Queenstown and Wanaka. There were also a handful of requests to resume domestic flights into Wanaka.’

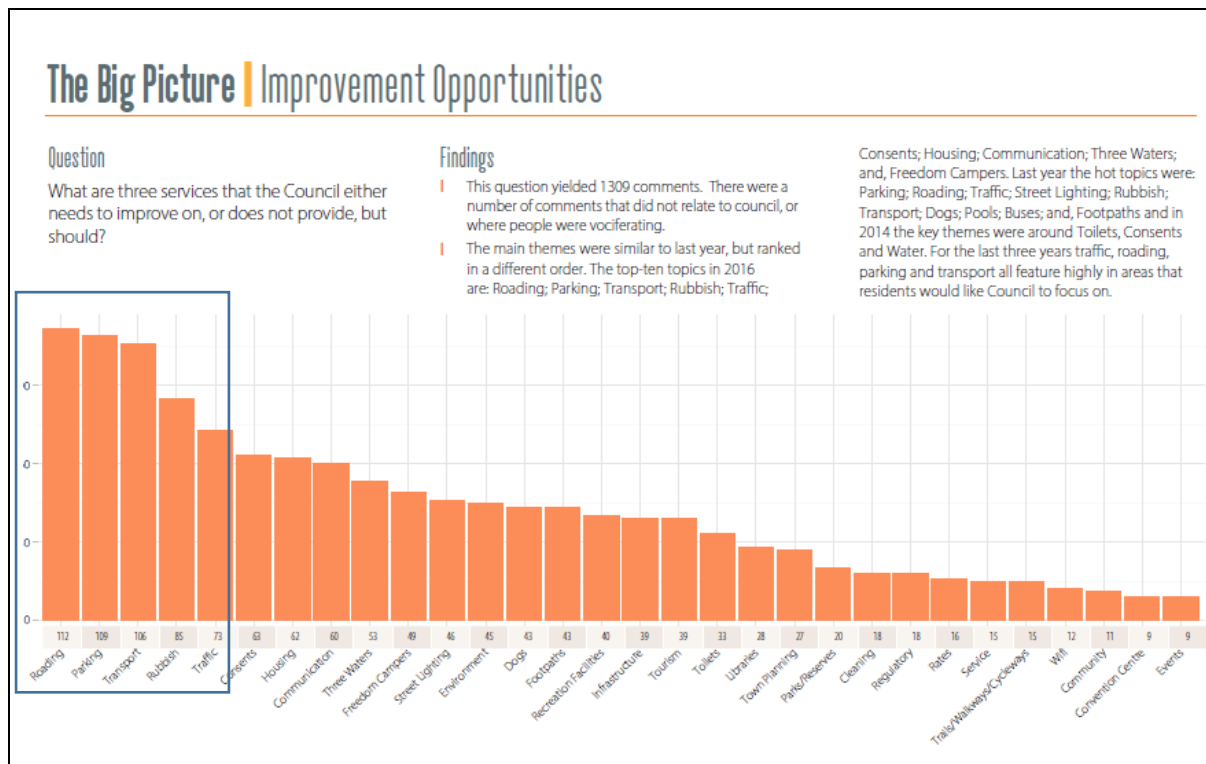


Figure 19: The Big Picture – Improvement Opportunities – ‘Queenstown Lakes District Ratepayers and Residents Survey 2016’

**5.2.2 Customer insight study**

ThinkPlace has completed a customer insight study (initially for the QITPBC but then reassessed specific to the Town Centre) through in-depth conversations with residents and businesses. Quotes from the conversations were broken into broad topic areas such as parking, traffic flow, pedestrians, precincts, multi-modal options, cultural and community facilities, activation of spaces and futuristic innovations.

Some of the key issues identified were:

- **Growth** – Some locals feel that Queenstown Town Centre is increasingly becoming a tourist-only zone and that unchecked growth will eventually make the town a victim of its own success as locals move away and tourists stay away due to congestion and overcrowding. However, some residents celebrate Queenstown’s busy-ness and ‘amazing vibe’ and residents want Queenstown’s ‘charm to be protected’.

- **Congestion** - resignation and frustration that the Council has spent many years talking about innovative solutions to transport and congestion problems but has not got to the point of implementing them in the face of worsening traffic conditions.
- **Parking** - insufficient parking, perceived expensive parking costs, time-restrictive parking options, and campervan parking were all listed as frustrations with parking in the Town Centre. Increasing numbers of cars in Queenstown means the quest to find free parking leaves residential areas near town clogged up and parking buildings at full capacity for large parts of the peak tourist seasons.
- **Facilities** - Queenstown children missing out on activities that are still located in town as their parents do not want to deal with congestion and perceived parking problems, preferring to use facilities located in out-of-town hubs.
- **Traffic Flow** - mixed views regarding whether traffic lights facilitate better flow of traffic into town than did roundabouts or not.
- **Pedestrians** - Motorists feel that the inappropriate placement of pedestrian crossings and pedestrians' misunderstanding of the workings of courtesy crossing creates avoidable hazards and worsens congestion in town
- **Public Transport** - Many commuters find that using their cars to travel into the Town Centre is cheaper and more convenient, and only tend to use water taxis, buses and taxis sporadically and on special occasions. No incentive to use public transport – expensive, inconsistent, disorganised and not convenient. Park and ride options may be good idea but may not change mode choice due to convenience of car.
- **Innovative Options** - monorail system, a gondola, high speed jet ferries and a Town Centre bypass are some of the innovations residents and business operators propose to reduce congestion and parking pressures in the city centre and give both tourists and locals a pleasant journey experience.

### 5.2.3 Initial Masterplan engagement results

In March 2017, QLDC conducted several community engagement events and encouraged feedback across a wide variety of mediums including an online survey.

136 people responded to the survey on peoples' perceptions of what they liked about the Town Centre and what they think could be better.

The most common themes for what could be better were more parking options for long-term and short-term stays, reduced congestion and more efficient public transport options. Closely following this feedback was a preference for measures to address traffic congestion, a Town Centre that prioritises people over vehicles and comments around improved streetscaping and better active transport facilities.

It is also worth noting the feedback on the mix of retail stores and a venue for performing arts, both of which form part of the conversation around the authenticity of the Town Centre and the desire for improved facilities and spaces to celebrate the town's unique culture.

Below is a snapshot of the improvements suggested in the online survey feedback.



Figure 20: Masterplan Initial Engagement Online Survey feedback

#### 5.2.4 Masterplan concepts community engagement results

In July 2017, QLDC used a multi-pronged engagement campaign to engage the district around masterplan options. The activities within this engagement programme are shown in detail in Appendix 8. The engagement programme asked the community to provide feedback on the preferred options for each Masterplan programme. A snapshot of the feedback received during the engagement phase is shown below.

# A NEW ARTERIAL ROAD

**60.82% AGREE**

THAT THE PREFERRED ARTERIAL ROUTE WILL HELP ACHIEVE A MORE PEOPLE FOCUS TOWN CENTRE

(23.9% DISAGREE | 15.75% NEUTRAL)

**63.03% AGREE**

THAT THE PROPOSED ON AND OFF STREET CYCLE ROUTES ARE APPROPRIATE

(9.70% DISAGREE | 27.27% NEUTRAL)

**43.9% AGREE**

THAT APPROPRIATE PEDESTRIAN CONNECTIONS HAVE BEEN ALLOWED FOR RESIDENTS LIVING IN THE SUBURBS ABOVE TOWN

(18.9% DISAGREE | 37.2% NEUTRAL)

**73.94% AGREE**

THAT IT'S IMPORTANT TO HAVE EASY ACCESS TO CARPARKING DIRECTLY OFF THE ARTERIAL ROUTE

(11.52% DISAGREE | 14.55% NEUTRAL)

**56.02% SUPPORT**

A PROPOSAL TO DEMOLISH THE MEMORIAL CENTRE ON THE PROVISO THAT A NEW FACILITY IS BUILT

(33.73% DISAGREE | 10.24% NEUTRAL)

## KEY THEMES:

- A RANGE OF COMMENTS FOR AND AGAINST DEMOLISHING THE MEMORIAL CENTRE
- A LOT OF SUPPORT FOR AN ARTERIAL ROUTE IN GENERAL
- ALTERNATIVE ROUTES PROPOSED
- CONCERNS ABOUT ACCESS TO VARIOUS BUILDINGS/FACILITIES

# PARKING

**77.22% SUPPORT**

A SHIFT FROM ON-STREET TO MORE OFF-STREET PARKING FACILITIES.

(12.66% DISAGREE | 10.13% NEUTRAL)

**59.87% AGREE**

THAT THE PARKING INITIATIVES PROPOSED WILL HELP ACHIEVE A MORE PEOPLE FOCUSED TOWN CENTRE.

(22.29% DISAGREE | 17.83% NEUTRAL)

**42.14%**

WOULD BE HAPPY TO PAY MORE TO PARK CLOSER TO TOWN.

(37.11% DISAGREE | 20.75% NEUTRAL)

**38.61%**

WOULD USE A PARK AND RIDE FACILITY IN THE PROPOSED LOCATIONS.

(36.71% DISAGREE | 24.68% NEUTRAL)

## KEY THEMES:

- A RANGE OF COMMENTS FOR AND AGAINST PARK AND RIDE FACILITIES.
- THE PLAN IS TOO CAR FOCUSED.
- NEW \$2 BUSES WILL HELP PARKING PROBLEMS
- LOCALS NEED MORE CONSIDERATION



# PUBLIC REALM

87.83%

SUPPORT A MORE PEOPLE  
FOCUSSED TOWN CENTRE.

(3.70% DISAGREE | 8.74% NEUTRAL)

## WE ASKED: HOW WOULD YOU LIKE TO SEE THE STREETS FUNCTION IN THE FUTURE?

- MORE PEDESTRIANISATION / A CAR FREE TOWN CENTRE**
- MORE SHARED SPACES / BALANCE**
- LESS TRAFFIC IN TOWN**
- CLEAN AND BETTER URBAN DESIGN**
- MORE PLACES FOR PEOPLE TO CONGREGATE**
- CYCLE FRIENDLY**
- LESS PARKING CLUTTER**
- MORE LANEWAY CULTURE**
- SAFE**
- CLEARER SIGNAGE**
- ACCESSIBLE FOR EVERYONE**
- FOOTPATH UPGRADES**

# PUBLIC TRANSPORT

## FUTURE USE

- 72.05% WOULD USE A BUS
- 45.58% WOULD USE A FERRY
- 23.60% WOULD USE A GONDOLA

OTHER IDEAS  
ALSO CAME  
THROUGH  
STRONGLY

## INCLUDING:

- ELECTRIC BUSES
- LIGHT RAIL / MONORAIL
- WALKING AND CYCLING FACILITIES
- DRIVERLESS CARS
- SUBSIDISED WATER TAXI

## TRANSPORT HUB

HIGHEST RANKED SUPPORTING  
FACILITIES INCLUDE:

- PUBLIC TOILETS
- FREE WIFI
- CYCLE FACILITIES

OTHER IDEAS  
ALSO CAME  
THROUGH  
STRONGLY

## INCLUDING:

- TRANSPORT ADVICE
- ELECTRIC CAR/BIKE CHARGING STATIONS
- FAMILY ROOM / BABY CHANGING
- WARM/INSIDE SEATING

# COMMUNITY HEART

*We asked: What does a community heart mean to you? What facility mix would you expect to see on the Stanley Street site, alongside the Council office?*



Figure 21: Snapshots of community feedback on Masterplan options in July 2017

## 5.2.5 Visitor Insights Programme, Visitor Experience, Queenstown Q3 2016

A recent report ‘*Visitor Insights Programme, Visitor Experience, Queenstown Q3 2016*’ produced by Angus and Associates for Destination Queenstown includes information on criteria such as reasons for travel, destinations and activities undertaken as well as visitor ratings/feedback. While the comments are generally positive, some negative ratings have been captured around parking, traffic and transport options.

The survey states ‘*Visitors are disappointed however with the availability of parking and the traffic flow around Queenstown. There are opportunities to boost visitor satisfaction with improvements to both traffic and carparking and also local transport options and services*’.

As shown in the table below, other than traffic and parking, ‘local transport options and services’ has the lowest satisfaction rating for all aspects of their experience.

**SATISFACTION**

On a scale of 1 (not at all satisfied) to 10 (extremely satisfied), how satisfied are you with these aspects of your current experience in the Queenstown region?

<b>New Zealand</b>	<b>Q3 2014</b>	<b>Q3 2015</b>	<b>Q3 2016</b>
Accommodation	8.5	8.7	8.5
Transport to Queenstown	8.3	8.8	8.5
Local transport options and services	7.4	7.8	7.9
<b>Traffic and car parking</b>	<b>5.9*</b>	<b>6.6*</b>	<b>6.6</b>
Public facilities (parks, toilets)			8.5
Natural environment	-	-	9.3
Cleanliness/presentation of town/region	8.7	8.8	8.9
Activities and attractions	9.0	8.9	9.1
Restaurants, cafes and bars in Queenstown	8.5	8.5	8.6
Overall experience in the Queenstown region	9.0	9.1	9.1
<b>Australia</b>	<b>Q3 2014</b>	<b>Q3 2015</b>	<b>Q3 2016</b>
Accommodation	8.1	8.3	8.8
Transport to Queenstown	8.3	8.1	8.6
Local transport options and services	7.7	7.6	8.1
<b>Traffic and car parking</b>	<b>6.2*</b>	<b>6*</b>	<b>6.2</b>
Public facilities (parks, toilets)			8.8
Natural environment	-	-	9.7
Cleanliness/presentation of town/region	8.8	8.9	9.4
Activities and attractions	8.9	8.9	9.4
Restaurants, cafes and bars in Queenstown	8.5	8.6	9.0
Overall experience in the Queenstown region	9.0	8.9	9.4
<b>Other International</b>	<b>Q3 2014</b>	<b>Q3 2015</b>	<b>Q3 2016</b>
Accommodation	7.9	7.4	8.0
Transport to Queenstown	8.2	7.7	8.3
Local transport options and services	7.4	6.8	7.4
<b>Traffic and car parking</b>	<b>6.8*</b>	<b>6.6*</b>	<b>7.3</b>
Public facilities (parks, toilets)			8.7
Natural environment	-	-	9.6
Cleanliness/presentation of town/region	9.1	8.4	9.1
Activities and attractions	9.1	8	9.0
Restaurants, cafes and bars in Queenstown	8.5	8	8.5
Overall experience in the Queenstown region	9.0	8.7	9.0

\*Previously 'Parking and other public facilities'

Figure 22: Visitor insights/experiences results for Queenstown in Q3 2016

**5.2.6 Qrious**

Using cell phone information, Qrious can track the movement of people to provide an insight of the behaviour of visitors and locals visiting Queenstown and to profile those visitors. They were commissioned to analyse the attendance of the Queenstown CBD for the two years from March 2015.

Some of the key findings are shown below:

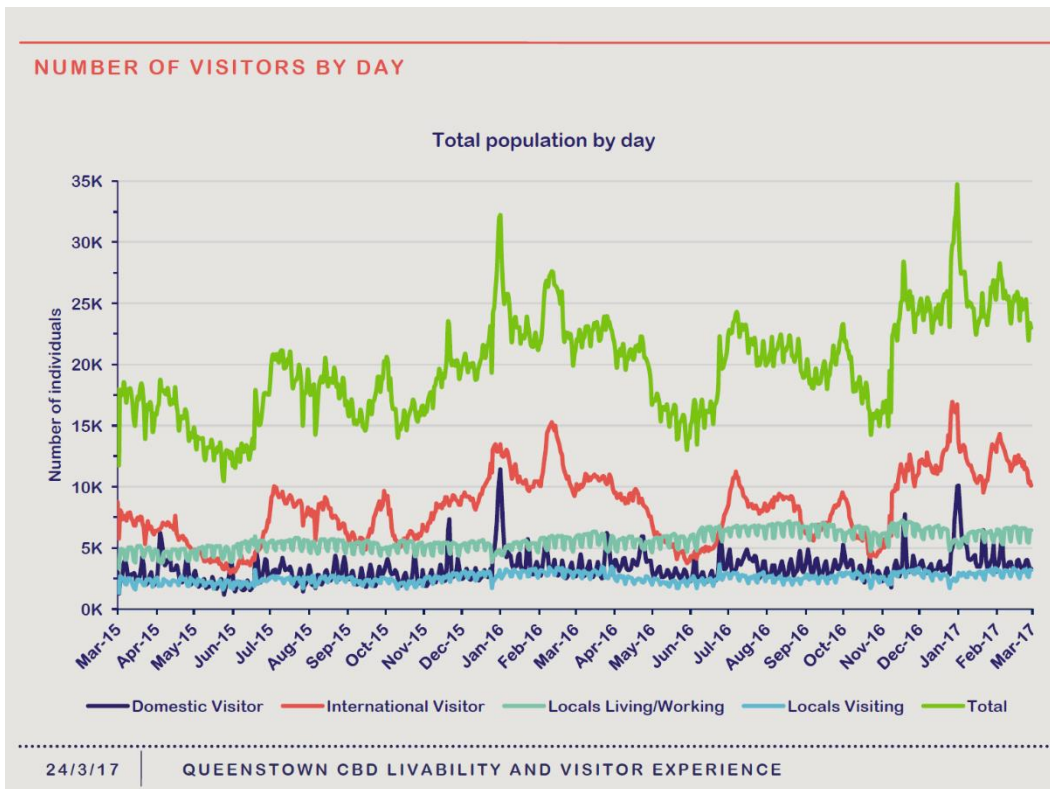


Figure 23: Qrious data for visitors and locals visiting Queenstown March 2015 to March 2017

- Total visitor numbers are increasing for regional and international visitors but are remaining static for locals visiting. With an increasing population, this means that, as a proportion, less locals are visiting the Town Centre.
- More international visitors travelled to Queenstown than domestic.
- International visitors are more seasonal than domestic visitors.
- The number of people living and working in the CBD has increased since June 2016.
- Locals that don't work or live in the area visit it more in summer compared to winter.
- International visitors spend more time in the CBD than domestic visitors.
- More than 60% of locals visit the CBD more than three times per month with approx. 10% visiting less than twice per month.
- Around 60% of locals living or working in the CBD spend at least six hours in the CBD per stay with approximately 20% spending less than two hours.

These figures suggest that:

- Locals are spending less time in the Town Centre
- traffic will increase with consequent increased congestion if alternative modes, including public and passenger transport patronage levels are not improved.

### 5.2.7 Park and Ride Survey 2016

QLDC undertook a Park and Ride Survey in 2016 to which there were 428 respondents from across the district. The aim of the survey was primarily to determine the need for a park and ride facility.

Key points taken from the feedback are as follows:

- Appropriate locations for facilities needs to be analysed to best address potential demand and to service access to other transport links (such as passenger and public transport, cycle/walking trails).

- A wide range of operating hours and high frequency of shuttles for a park and ride would be needed to accommodate the mix of employment/enjoyment hours.
- Price range needs to be low. Public transport is seen as expensive, and parking (although limited in Queenstown) is still cheap or free.
- Recently QLDC has been referring to Park and Ride stops as transport hubs, given they service those who wish to walk or ride to that location and then catch the bus.

### 5.3 Growth

#### 5.3.1 Population

Rationale produced a report in December 2015 entitled 'QLDC Growth Projections 2015-2055' to review and develop growth projections for QLDC. The report considered resident population, visitors, dwellings and rating units.

The following graph and table shows the population change occurring in the Queenstown Lakes District and the change in projections from 2004. During the Global Financial Crisis (2007-2012) the projections were downgraded (shown purple). However, since that time, there has been a considerable spike in both visitor numbers and residential growth partly driven from larger than expected immigration numbers.

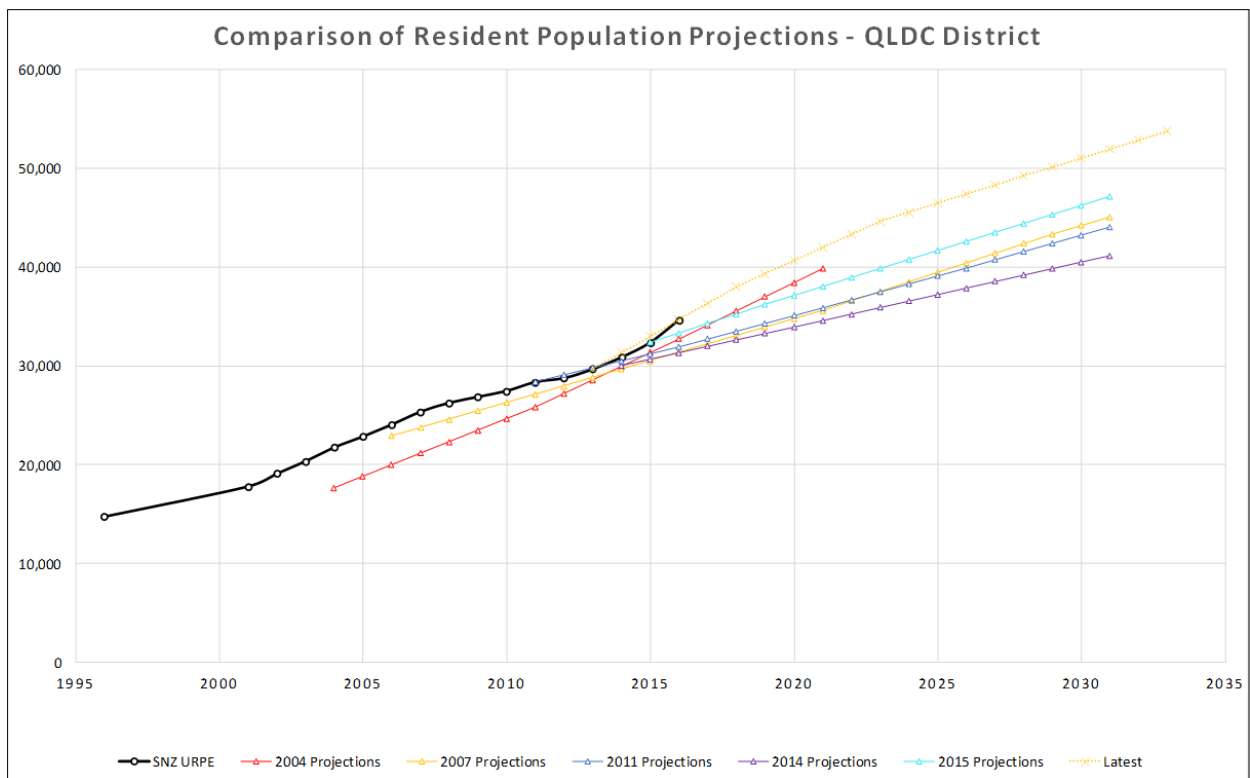


Figure 24: Comparison of Resident Population Projections - QLDC District 2004-2016

Table 9: QLDC Residential and Visitor Growth Predictions 2018-2048

Growth Variable	2018	2028	2048	Average annual growth (10 years)	Average annual growth (30 years)
Usually Resident Population	38,050	49,280	66,350	1,120	945
Residential Dwellings	19,720	24,670	31,600	500	400
Total Visitors (Peak)	79,300	99,750	126,375	2,045	1,570
Total Visitors (Average)	24,860	31,490	39,040	665	475
Total Rating Units	26,025	30,900	38,780	490	425

The table below, from the same report, shows the acute difference between the 2014 and 2015 predictions.

Table 10: Previous projections (2014) versus 2015 projections district-wide.

Output	2015 LTP Projections (Apr 2014)			2015 Projections (Dec 2015)		
	2015	2025	Change (2015-2025)	2015	2025	Change (2015-2025)
Usually Resident Population	30,700	37,300	6,600	32,400	41,700	9,300
Total Visitors (average day)	17,100	19,700	2,600	20,900	26,100	5,200
Total Visitors (peak day)	65,800	78,200	12,400	66,900	83,900	17,000
Total Dwellings	16,300	19,300	3,000	17,000	21,100	4,100
Total Rating Units	22,400	26,500	4,100	22,500	27,800	5,300

Current projections show that the following changes are expected over the next 10 years:

- A resident population increase of 29%.
- A total visitor increase of 25%.
- A 24% increase in the number of dwellings and rating units.

Population continues to grow (both resident and visitor) at a higher rate than that predicted in 2014 and in earlier years. Increased population generally means an increase in traffic without initiatives to reduce the reliance on private car use to access the Town Centre.

## 5.4 Land Transport challenges

The current land transport system is struggling to keep pace with growth, both resident and visitor, in Queenstown. The system is unable to respond quickly to the changing demands of surrounding land use, and to the growing pressures that are facing the network now and into the future.

The Queenstown Lakes District, and the wider South Island, is a desirable place for tourists. As Queenstown is the 'gateway' to the wider region it has become New Zealand's second largest vehicle hire port. With the continued increase of visitors and their use of rental vehicles and the growth of Queenstown Airport, including evening flights, this issue is expected to place further strain on the network, particularly within key seasonal peak periods.

As noted in the QITPBC: "congestion is widespread and travel time reliability for private and public transport on key journeys is poor during peak periods. The transport system has not been able to keep up with the growth that has been experienced and only limited improvements in infrastructure and services have been made since 2006".

The modelled growth in traffic volumes for State Highway 6A (Frankton Road) through to 2045 is shown below. With a theoretical carrying capacity of 28,500 vehicles per day, this corridor will have reached its capacity limit by 2025.

### Modelled Traffic Volumes: State Highway 6A (Frankton Road)

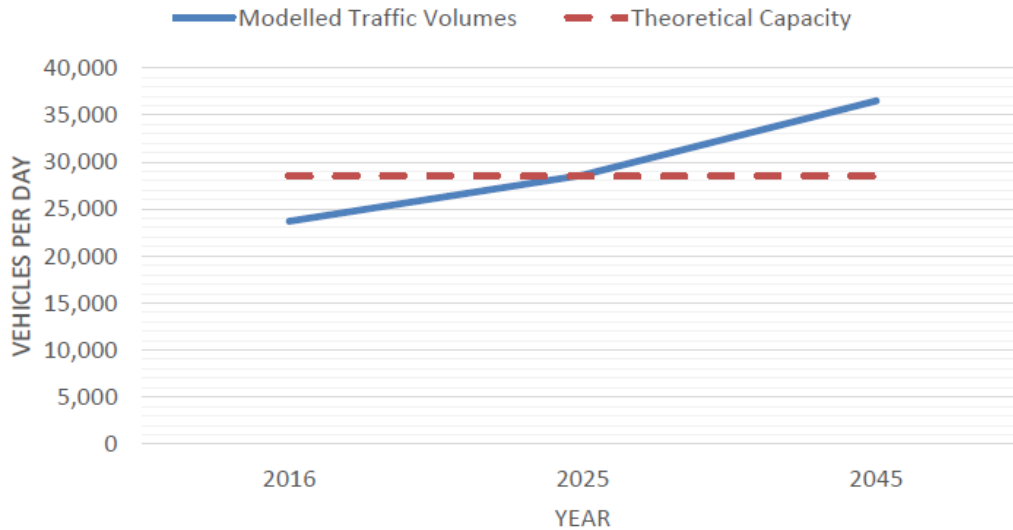


Figure 25: Modelled growth in traffic volumes for State Highway 6A. Source – QITPBC.

The QITPBC also correctly observes the pressure that the changing dynamic of visitor is bring to the district and its transport infrastructure:

*“Further compounding these local pressures is the growth in tourism with visitor numbers through Queenstown Airport increasing by 250% since 2005 to 1.5 million passengers. The way visitors travel has also changed with a shift to Free and Independent Travellers (FITs) utilising self-driving opportunities rather than the more traditional tour coaches as their main mode. This has now made Queenstown the second largest vehicle hire port in New Zealand with over 2,000 rental vehicles currently available. The impact on the transport network is significant, due to the total number of vehicle movements that may be generated, and the length of the peak tourist seasons”.*

Source: The Queenstown Integrated Transport Programme Business Case

#### 5.4.1 Traffic volumes

The latest modelling results (Abley, Oct 2017) show continued predicted traffic growth with significant increased traffic volumes through to 2045. The images below show a predicted increase in traffic volumes under a do-minimum scenario.

Key to Levels of Service:

- A  free-flow operations at average travel speeds
- B  reasonably unimpeded operations at average travel speeds.
- C  stable operations; ability to manoeuvre and change lanes may be more restricted than at LoS B
- D  small increases in flow may cause substantial increases in delay and decreases in travel speed.
- E  significant delays caused by a combination of adverse progression, high volumes and extensive delays at critical intersections.
- F  extremely low flow speeds. Intersection congestion is likely at critical locations, with high delays, high volumes, and extensive queuing.

2016 PM Peak Level of Service Plot



Figure 26: 2016 Level of service PM Peak

The 2017 Abley modelling showed significant degradation of levels of service through modelling a 'do minimum' scenario with no new arterials.

2025 PM Peak Level of Service Plot (Do Minimum no arterials)

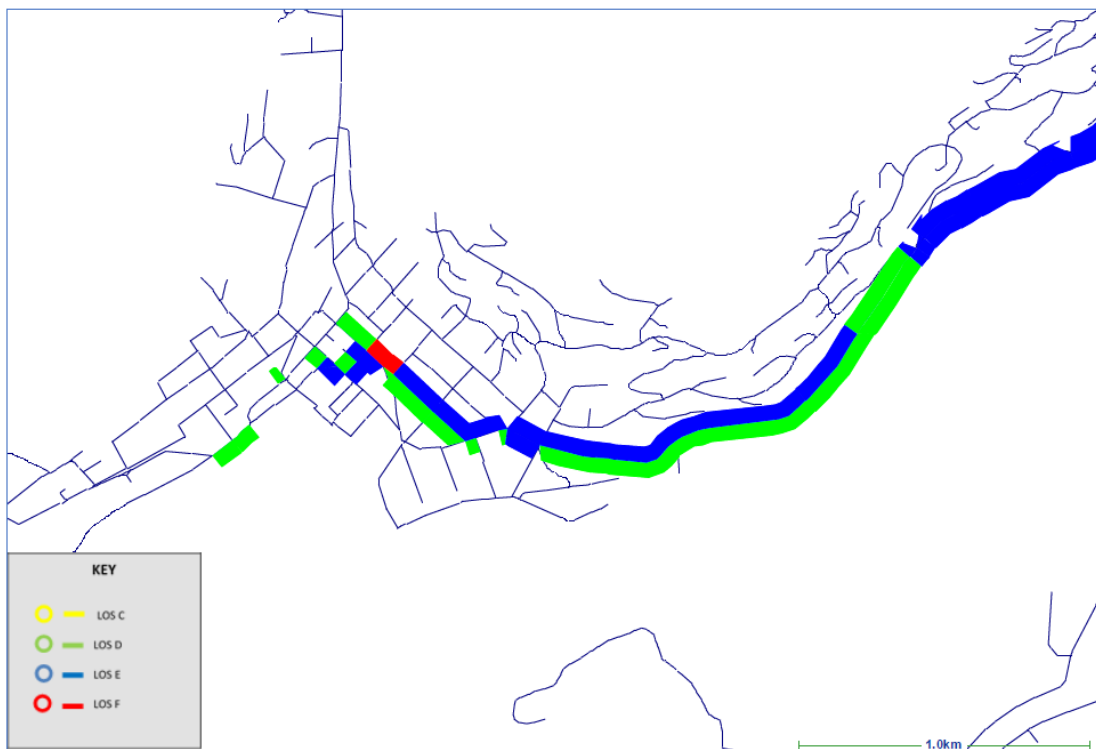


Figure 27: 2025 PM Peak Level of service – do minimum (no arterials)



2045 PM Peak Level of Service Plot (Do Minimum no arterials)

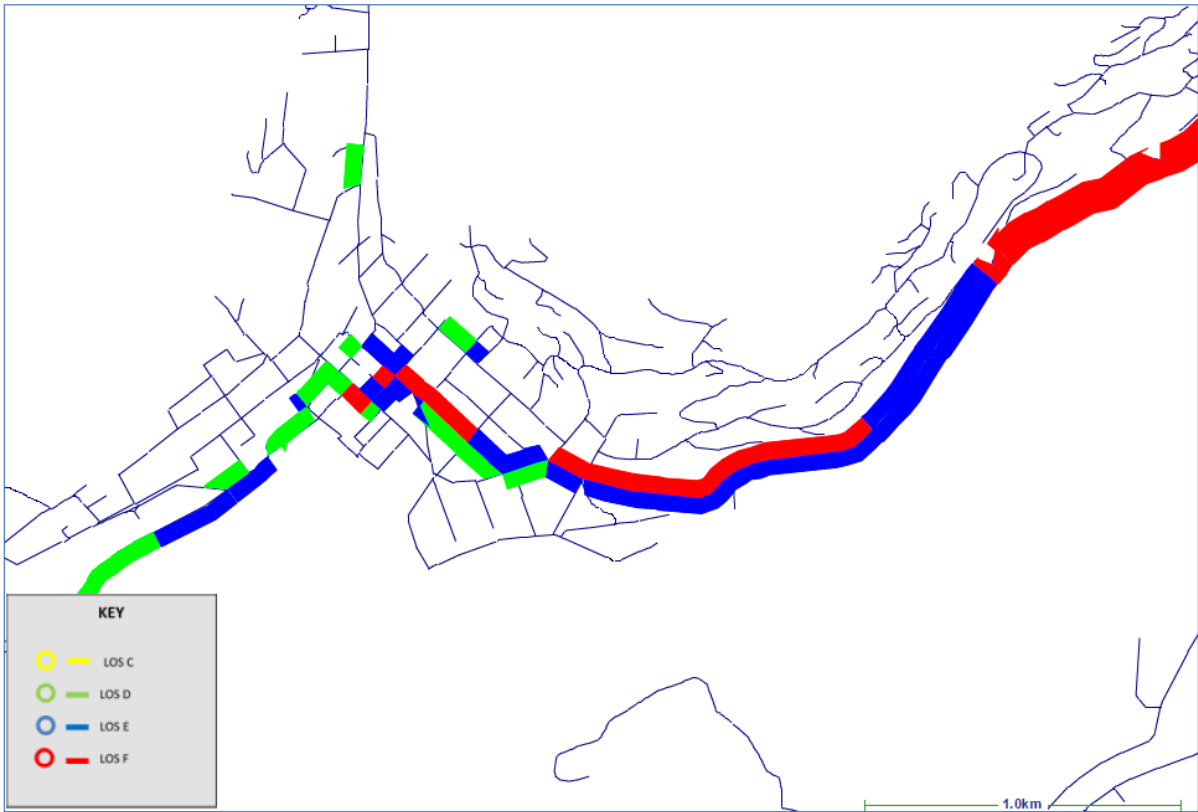


Figure 28: 2045 level of service plots under a do minimum scenario (no new arterials) - PM peak

### 5.4.2 Google Traffic

Google Traffic is a feature on Google Maps that displays traffic conditions in real time on major roads and highways. Google Traffic works by analysing the GPS-determined locations transmitted to Google by a large number of mobile phone users. By calculating the speed of users along a length of road, Google is able to generate a *live traffic map*. Google processes the incoming raw data about mobile phone device locations, and then excludes anomalies such as a postal vehicle that makes frequent stops. When a threshold of users in a particular area is noted, the overlay along roads and highways on the Google map changes colour. Google traffic can be used to demonstrate the level of traffic typically experienced on Queenstown’s key access roads. The red lines demonstrate a very slow-moving section, with orange showing medium pace and green as relatively free flowing.



Figure 30: Google Traffic Key

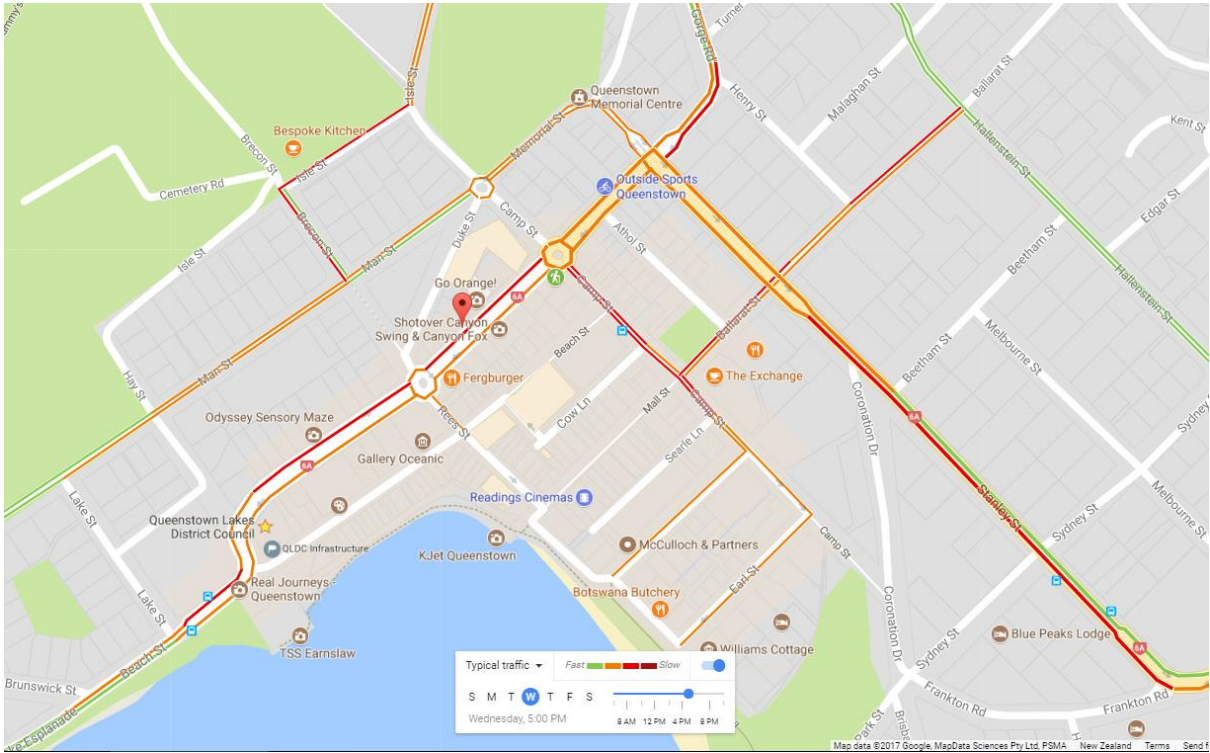


Figure 29: Google Traffic snapshot of typical town centre Monday traffic at 8.30 am

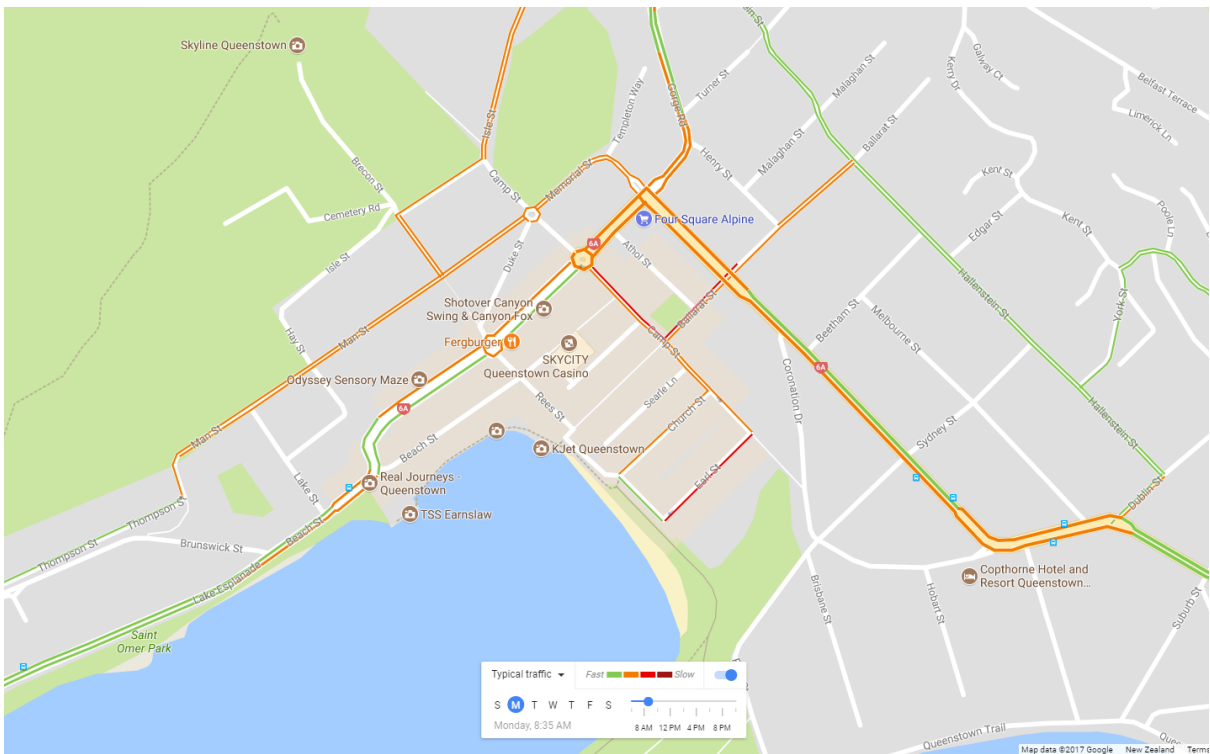


Figure 30: Google Traffic indication of typical traffic on an afternoon weekday peak (Wednesday 5 pm)

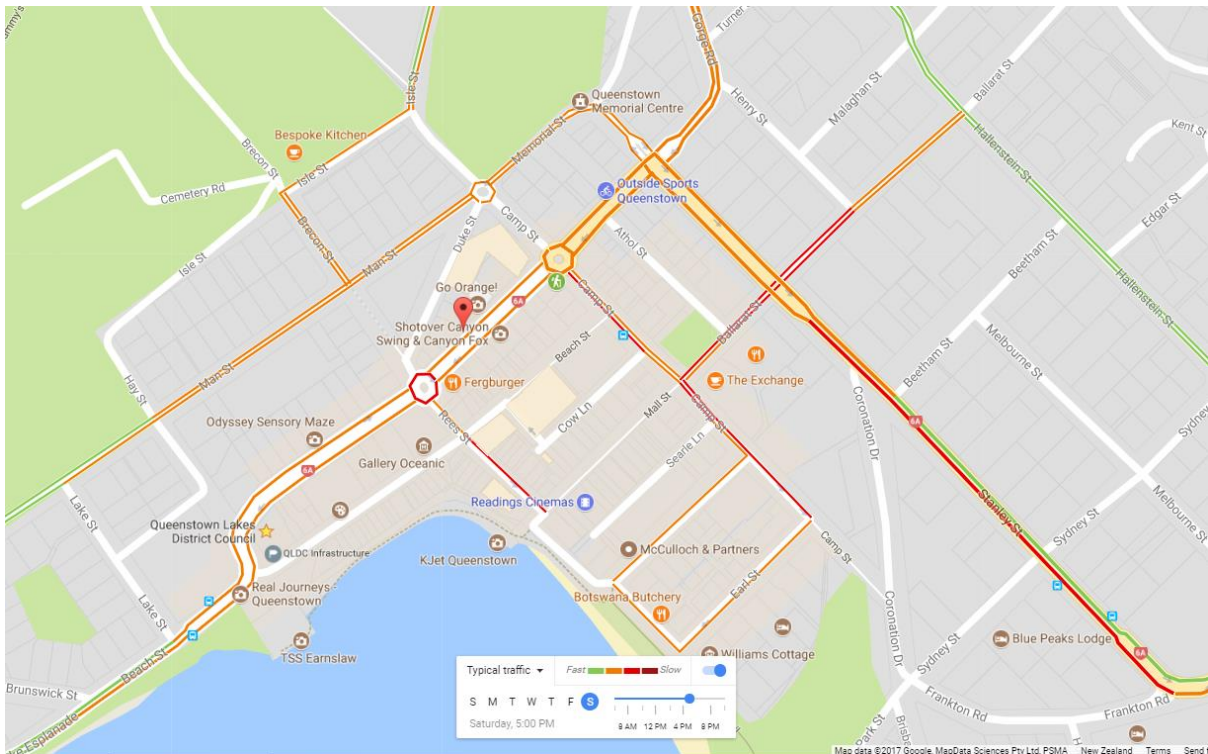


Figure 31: Google Traffic snapshot of town centre traffic at 5 pm on Saturday

### 5.4.3 Trip predictability and variability

Travel time survey data collected between December 2016 and July 2017 by Richard Young from Blip track demonstrates the variability and predictability of Queenstown travel routes by month as shown below. The key routes in the context of the Town Centre Masterplan work are the Stanley Street to Esplanade (orange) and Esplanade to Stanley Street (light blue) corridors.

Findings for Dublin St to Stanley St (the yellow plot) in the image below include:

- Dec/Jan average trips measured across each hour varied in time by up to 6 times slower than free flow (this meant the travel time varied significantly along that route).
- May trips varied in length by up to 2 times (twice as long as free flow).
- February and July trips vary by up to 4 times.
- Across the whole period the Predictability was that 9 out of 10 trips would be completed with a delay above the expected travel time by 65% -85%.

Findings for One Mile Roundabout to Stanley St (the light blue plot):

- Dec/Jan average trips measured across each hour varied in time by up to 3 times slower than free flow.
- February to July trips varied in length by up to 2 times (twice as long as free flow).
- Across the whole period the Predictability was that 9 out of 10 trips would be completed with a delay above the expected travel time of 75% -95%.

Findings summary:

- All routes into and out of Queenstown show low predictability – the travel time journeys at any time compared to what would be expected at that time.
- The Two key routes into Queenstown show high variability as well with travel time variability across the day exceeding 6 times longer than free flow from Dublin Street.
- Within the hour, travel time can vary by up to 90 percent longer than predicted.

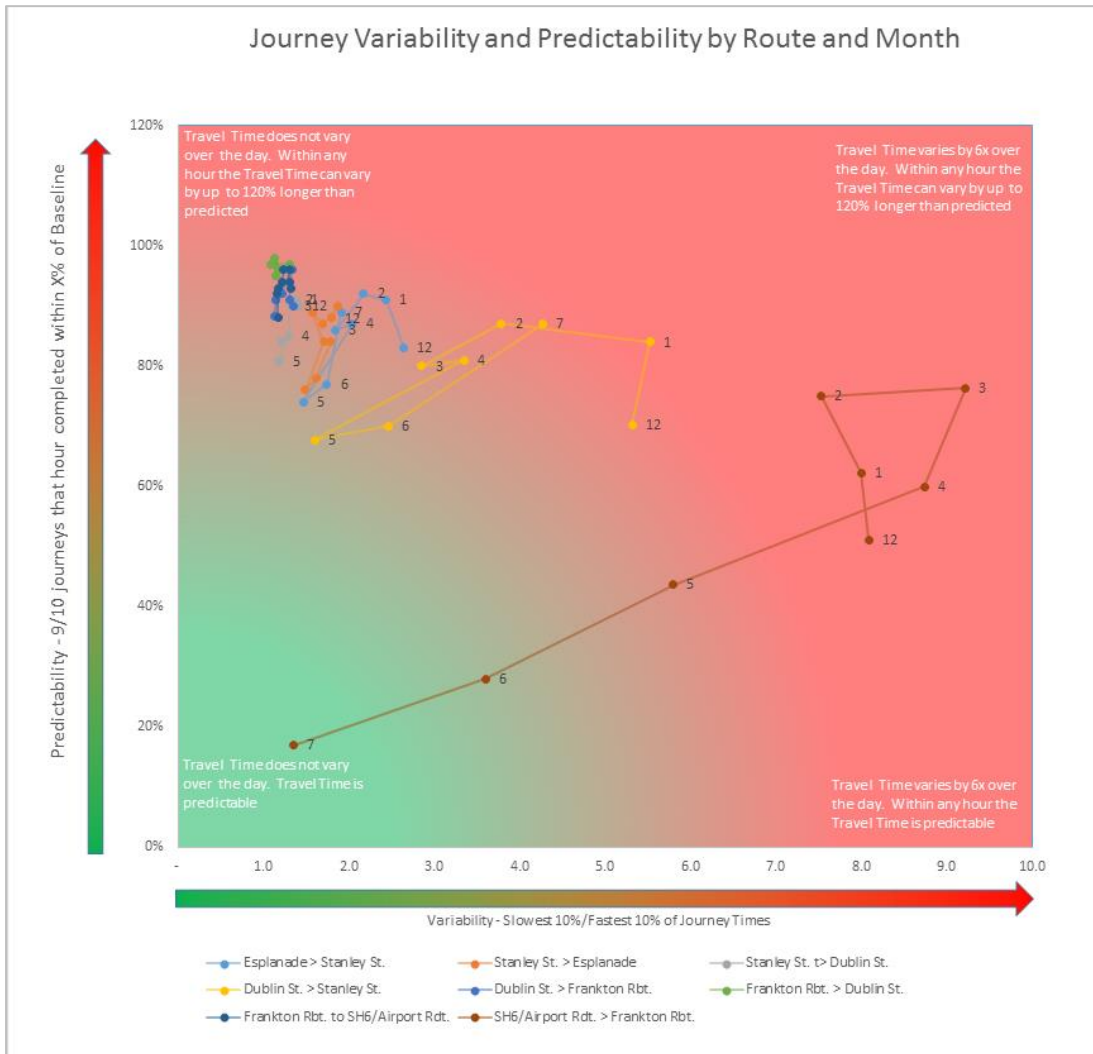


Figure 32: Journey variability and predictability by route and month

#### 5.4.4 Current travel time reliability

Commercial GPS data is a valuable data source to monitor network performance on the Queenstown network. Evidence of travel time reliability was analysed using TomTom data sourced from the NZ Transport Agency historical data portal in the development of the Queenstown Integrated Transport Programme Business Case (QITPBC).

The 15th, 50th and 85th percentile travel times for evening peak week day trips between Lake Esplanade and State Highway 6/6A in March and December 2016 are presented below for each direction. These figures demonstrate the range of travel times during the 4pm - 6pm evening peak which is extensive (5-7-minute range) in both directions and worsens between the March 2016 and December 2016 surveys.

### Travel Time - Lake Esplanade to SH6/SH6A

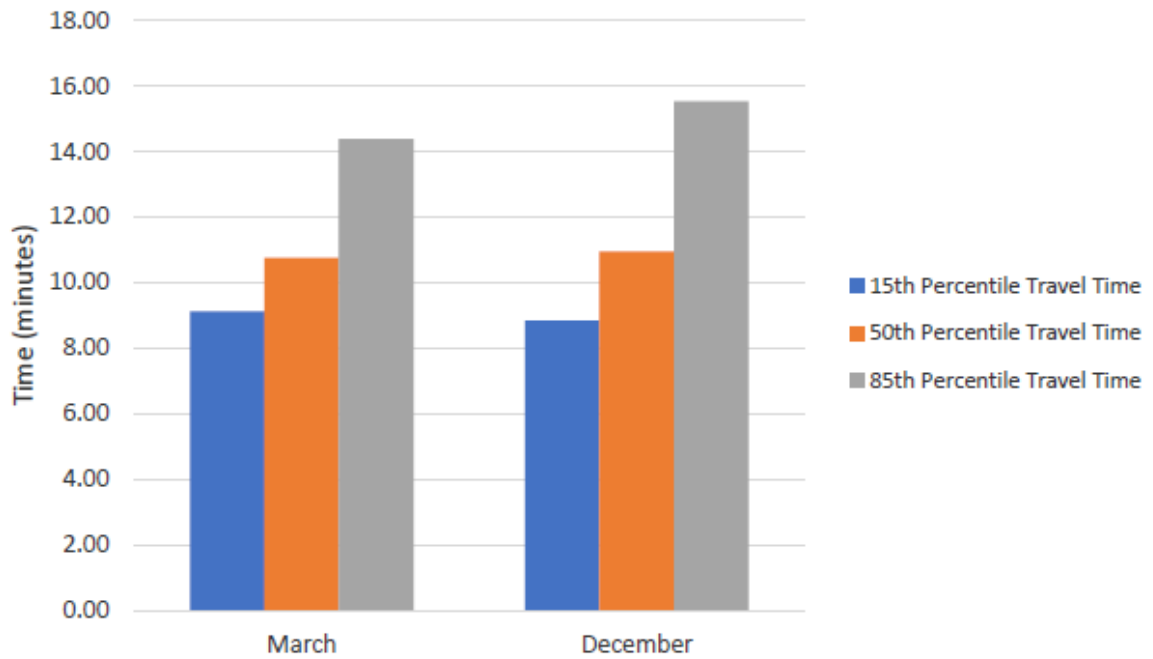


Figure 33: 2016 observed travel times from Lake Esplanade to SH6/SH6A

### Travel Time - SH6/SH6A to Lake Esplanade

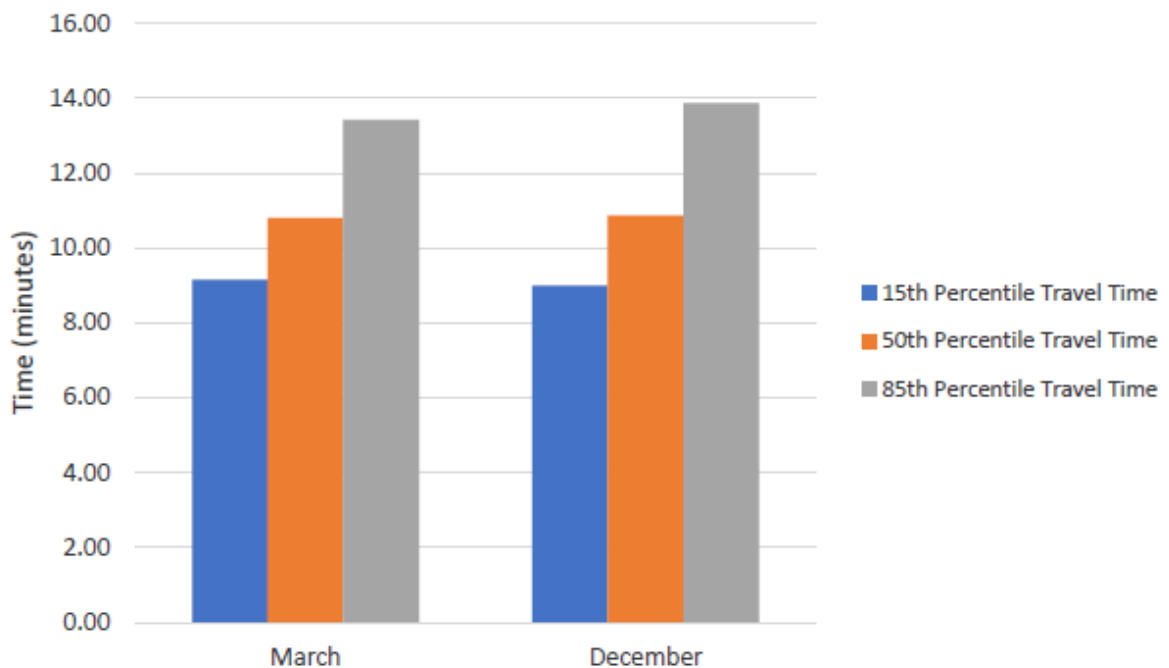


Figure 34: 2016 observed travel times from SH6/SH6A to Lake Esplanade

### 5.4.5 Bus Patronage

The patronage forecast model that AECOM developed from the Wakatipu Public Transport Detailed Business Case shows a predicted significant increase in patronage over the next five years, with numbers more than doubling in the first two years and then a slower but continued increase as the services become more reliable, efficient, convenient and affordable in relation to private car use.

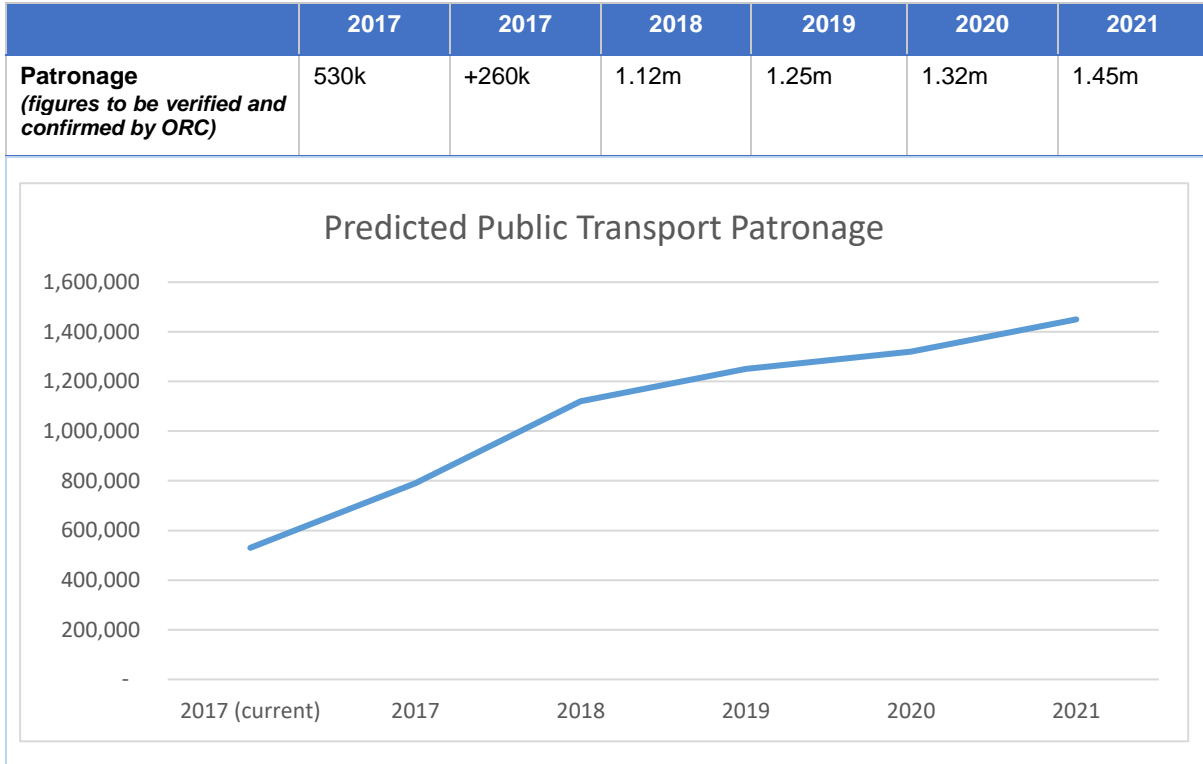


Figure 35: Wakatipu Public Transport predicted Public Transport patronage

## 5.5 Modal split

The goal of 20% diversion from private vehicle to alternative modes (public transport, walking, cycling) has not been achieved to date.

### 5.5.1 General

There is minimal evidence to show that initiatives to encourage the use of alternative modes of transport to the car have been successful. The goal of 20% diversion from private vehicle to alternative modes (public transport, walking, cycling) has not been achieved to date. The chart below shows the current modal split for travel to work in Queenstown.

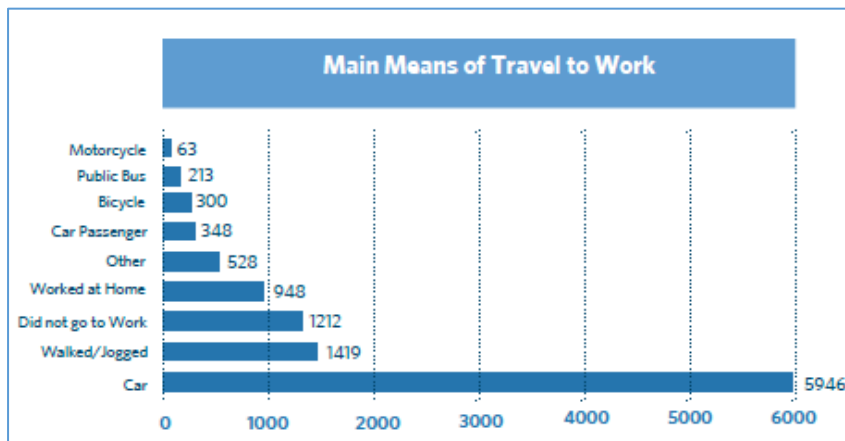


Figure 36: Current mode split for travel to work in Queenstown (Source: QITPBC Summary Document, May 2017)

**5.5.2 Annual modal split survey**

MWH undertakes an annual survey on modal split. The 2017 report concluded that “...the overall proportions of the differing modes of travel remains consistent, with only minor variations from previous years”.<sup>1</sup>

Key findings from the report:

- There is a 12% increase in inbound traffic across all modes when compared with the previous three years, which is in line with the traffic data trend since the survey began in 2009.
- Cyclist volume dropped by 30% when compared with the previous three years, with a proportional modal decrease of 7%.
- Pedestrian traffic dropped by 4% when compared with the previous 3 years.
- The report is evidence that travel demand management initiatives have not delivered the desired results.

The information in the table below is taken from the MWH report and shows the variation in mode for each year (over the same four-hour period). It includes all inbound survey locations (Gorge Road, Frankton Road and Lake Esplanade).

Table 11: Queenstown Traffic Survey – Modal Split, Overall Proportion of Vehicles by Year

Location	Time Period	Car	Heavy Vehicle	Taxi	Coach	Bus	Pedestrian	Cyclist
All in-bound	2017	80%	3%	2%	3%	0.6%	11%	0.6%
	Time Period	Car			Bus		Pedestrian	Cyclist
	2016	83%			2%		14%	1%
	2015	84%			2%		13%	1%
	2014	86%			2%		11%	1%
	2013	84%			2%		13%	1%
	2012	86%			2%		11%	1%
	2011	90%			2%		8%	1%
	2010	84%			2%		13%	1%
	2009	84%			3%		12%	2%

**5.5.3 Wakatipu Basin Public Transport Programme Business Case – Residents & Visitor Surveys 2015<sup>2</sup>**

Survey results imply that public transport services are not up to the standard required, either in terms of reliability or journey time. In addition, the results support the problem of congestion being an issue, and the majority of residents, commuters and visitors would use public transport if the services were improved which would help reduce congestion.

72 percent of residents and 35 percent of visitors surveyed strongly agreed or agreed that they would use public transport if it was cheaper. These results support the perception that fares are too expensive, higher than the average person is willing to pay.

<sup>1</sup> Section 2.1.1 Summary of Results - 'Queenstown Modal Split Traffic Surveys 2017, MWH Stantec April 2017

<sup>2</sup> ORC Wakatipu Basin Public Transport Network PBC Appendix E March 2016

Over 80% of respondents use private car as the mode of travel to work, to school, for recreation and for general errands.

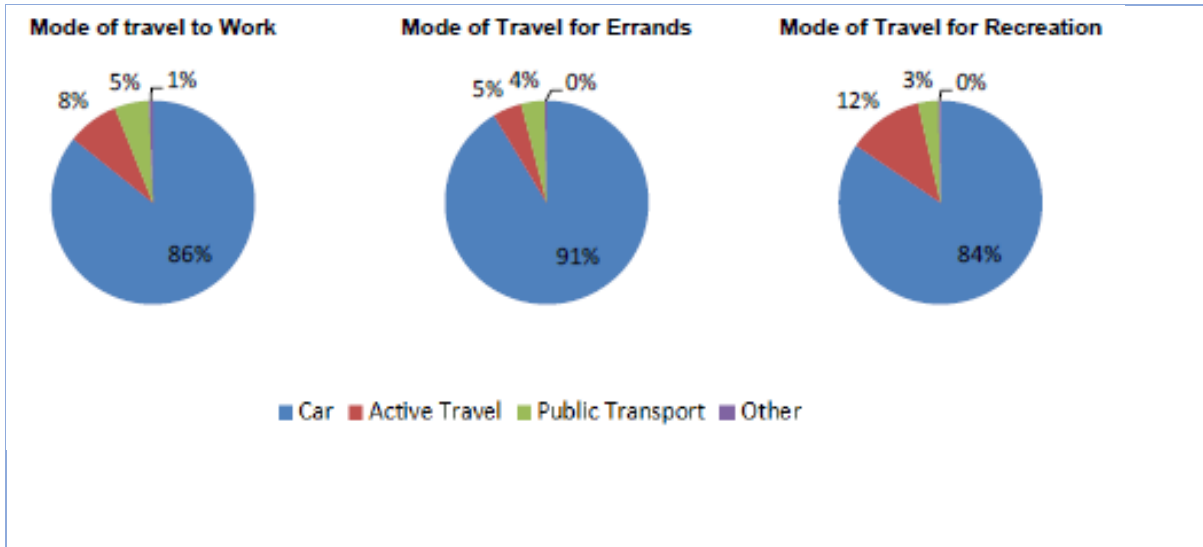


Figure 37: Mode of travel breakdown. Source: Appendix E Wakatipu Basin Public Transport Network PBC 2016

76% of residents surveyed said they did not use public transport regularly. Respondents who do not use public transport were asked (from a range of responses), what would make them use public transport. Respondents stated that they would use public transport:

- 72% if it was cheaper
- 66% if it was more reliable
- 66% if it helped improve traffic congestion
- 53% if the journey was quicker
- 55% if it helped the environment (liveability)
- 51% if it had priority over cars.

Visitor results included:

- 63% of those surveyed did not use public transport while in Queenstown – the two key reasons being:
  - it did not get them where they need to go
  - would use more public transport in the Queenstown area if it cost less.
- 41% of visitors arrived by plane
- 40% of visitors used their own transport.

## 5.6 Projected future demand by mode

A number of short-term, intermediate and long-term proposals to improve regional public transport in the SH6A corridor have been developed. These are shown in Appendix A and cover, in stages, the period to and beyond 2035. The main proposals are summarized in this chapter.

Forecasts of future demand by mode has been undertaken for the SH6A corridor to inform the proposals for regional transport. The forecasts have been prepared using a transportation model which includes land use growth forecasts for the two modelled years of 2025 and 2045 developed by Rationale consultants and approved by QLDC for planning purposes. The future road network for these future years includes current infrastructure which is under construction within the District such as the Kawarau Falls Bridge replacement but includes no improvements within the town centre other than local roading connections to provide access to the Lakeview site.



Public transport provision includes the changes recently proposed as part of the Wakatipu Basin Public Transport Detailed Business Case (DBC), and includes changes in routes, service frequency and the introduction of a \$2 (or \$5 for cash) flat fare.

The projected trend in demand shown below has informed the timescales suggested for the proposed improvements. The graphic below demonstrates this demand and highlights that a mass rapid transit solution may be required from around 2040.

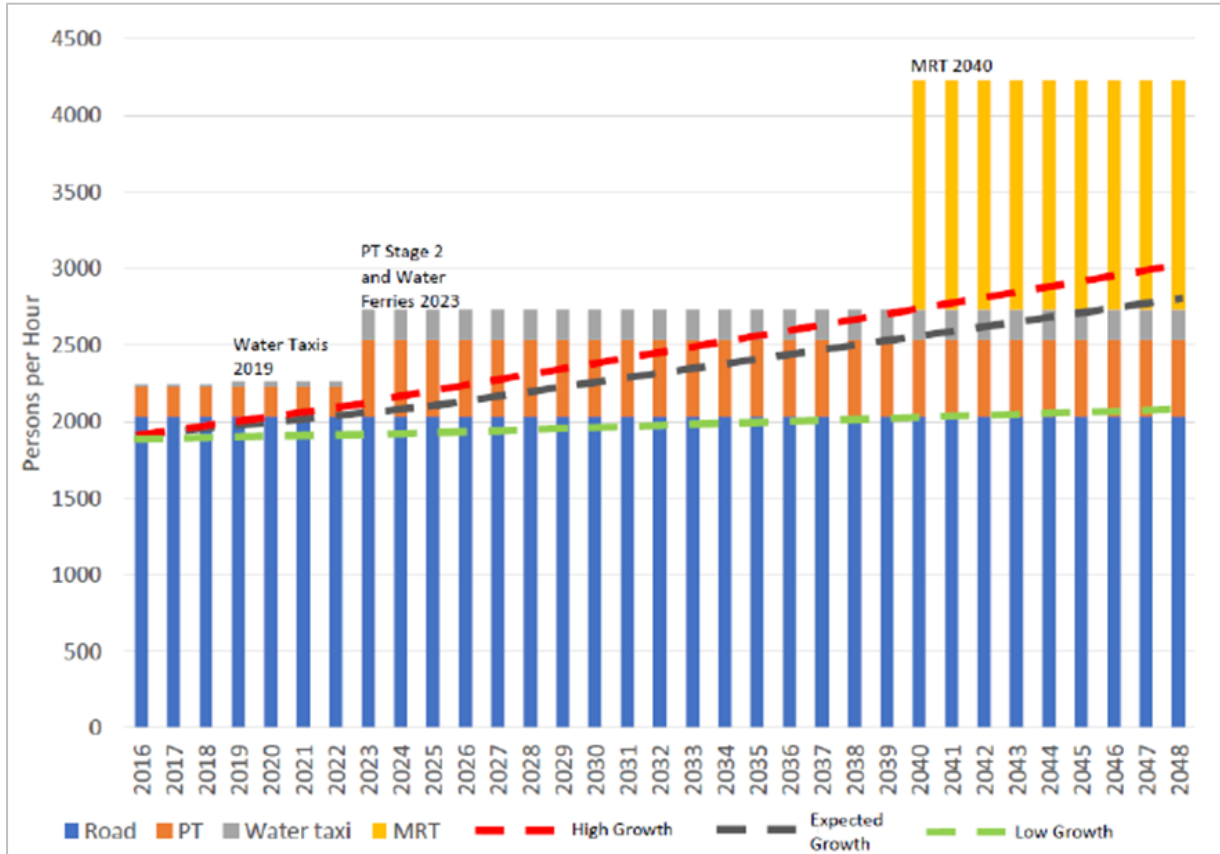


Figure 38: Projected Future Demand by Mode (Sourced from the Queenstown Masterplan Public and Passenger Transport Requirements report produced by Beca)

### 5.6.1 People movements by corridor

The delivery of the QITPBC recommended programme focuses on increasing the throughput of people on key corridors into and out of Queenstown town centre. The impact of programme implementation on mode share over future years and is shown graphically below. This demonstrates the total car occupants are held relatively constant while growth in person movement demand is expected to be met by increased uptake of alternative modes.

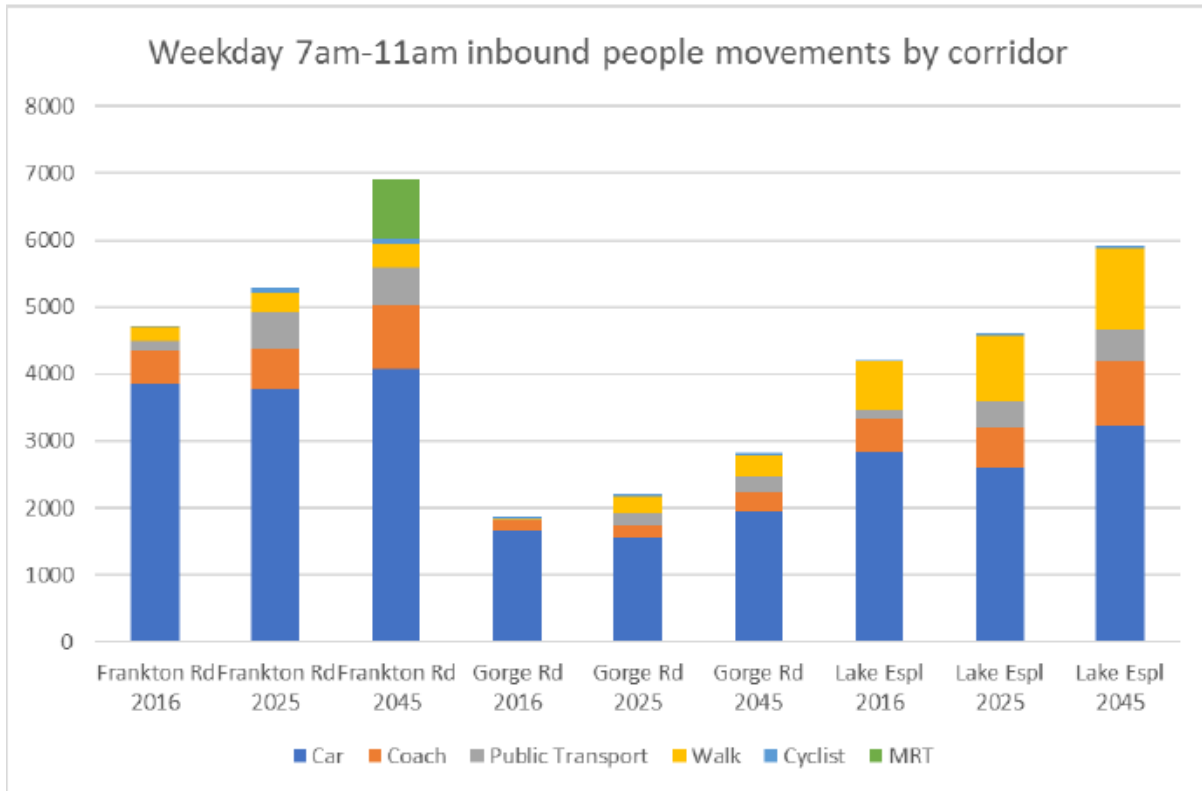


Figure 39: Morning peak people movements by corridor and mode in 2016, 2025 and 2045

### 5.7 Queenstown Parking Survey 2017

The objective of the annual parking survey is to allow QLDC to report on the availability of short-stay parking in the town centre. This annual survey has been expanded in 2017 to allow for free on-street and off-street parking as part of the integrated business cases development.

No private parking facilities are captured in the survey.

The area covered in the 2017 parking survey is shown below:

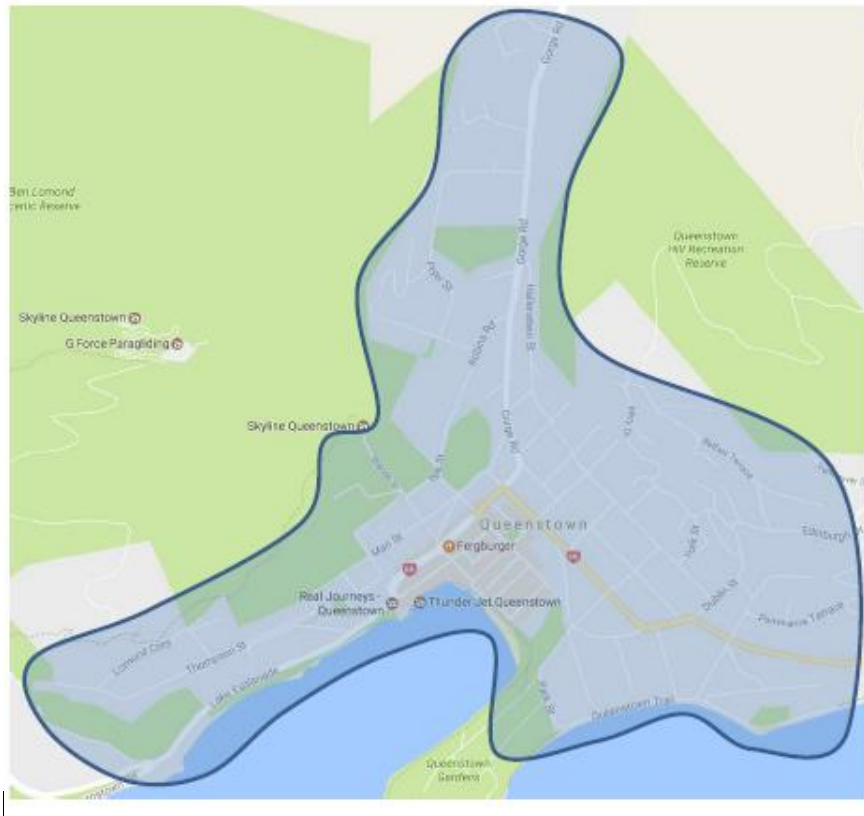


Figure 40: Map of Parking Survey Extents  
(Source – ‘Queenstown Parking Surveys 2017’ MWH Stantec 2017)

Key findings from the survey include:

- Higher availability of spaces in dedicated parking facilities such as the Man Street, Church Road and Boundary Street carparks shows the preference for cheaper/on-street parking, consistent with the 2016 survey.
- Parking spaces are generally full or nearly full between 10 am and 4 pm (80% to 90% occupied).
- The results generally consistent with previous years (7 am time period not included in previous studies), although the number of available parks for all the surveyed time slots is lower than 2016.
- Few sections of on-street parking have availability.
- Parking on grass verges is not captured but it is significant in some areas.
- Availability in suburban areas is estimated to reduce by 30% during the day, which is likely to be commuters seeking free all-day parking.
- Parking availability is still higher in the surrounding suburbs than in the town centre.

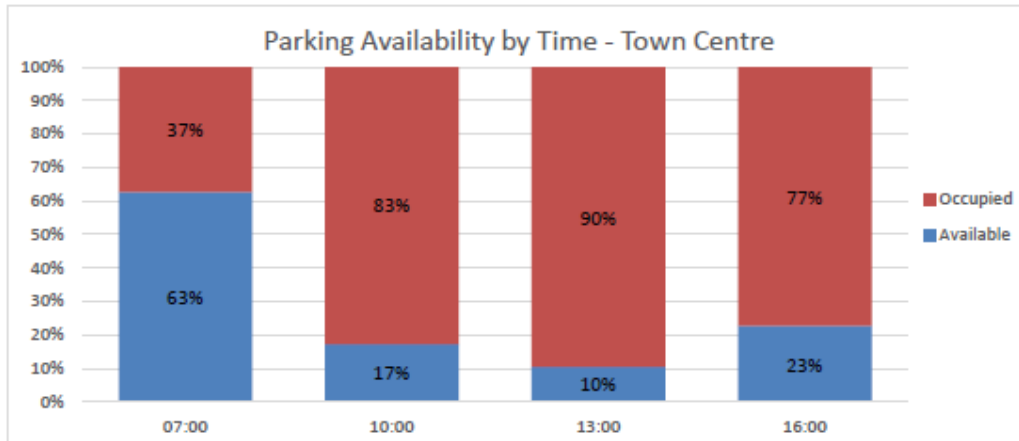


Figure 41: Parking Availability by Time – Queenstown Town Centre  
(Source – ‘Queenstown Parking Surveys 2017’ MWH Stantec May 2017)

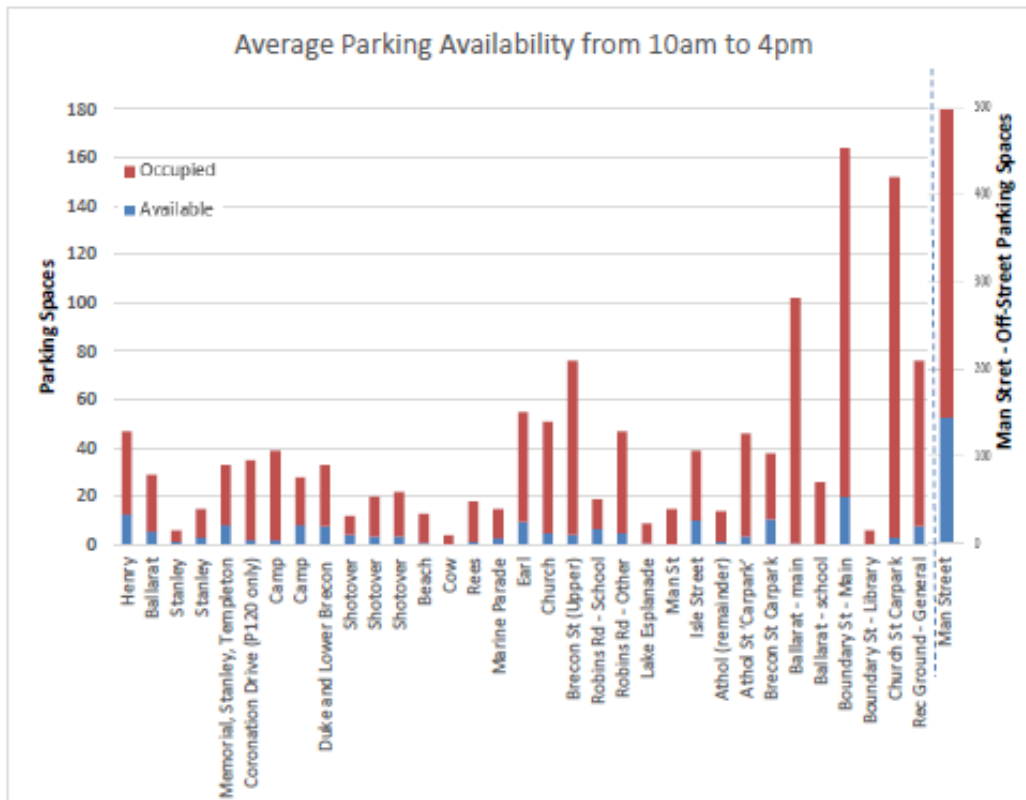


Figure 42: Average Parking Availability 10am to 4pm – Queenstown Town Centre  
(Source – ‘Queenstown Parking Surveys 2017’ MWH Stantec May 2017)

An optimal ‘peak’ parking occupancy is 85%<sup>3</sup>. When parking occupancy exceeds this level, traffic congestion increases because drivers circulate ‘hunting’ for a park. Other consequences include drivers parking illegally, or not completing trips as no parks are available. Queenstown town centre consistently shows this behaviour.

<sup>3</sup> Parking Management Strategies, Evaluation and Planning” T. Litman, Victoria Transport Policy Institute, (2012)

## 5.8 Land use change

The proposed masterplan will allow growth as well as diversity of activities within the Town Centre.

Any growth and consequent change in land-use will have an impact on the transport network and the need to provide for public and passenger transport.

Plan Change 50 (PC50) is already providing for growth in the Town Centre and potential projects such as the Gorge Road Special Housing area, hotel development, proposed new convention centre, Skyline Enterprises expansion, further development of ski fields and walking tracks, as well as capacity increases of the airport all need to be considered.

QLDC owns a considerable amount of land within this plan change area. Redevelopment options are being considered with elected members at present, with a decision to proceed with land development options likely in the third quarter of 2017. There are several private developments planned for the Town Centre which, if they occur, will have a significant impact on the Town Centre in terms of attractions, accommodation and on the transport network.

This includes the following:

- Several hotel developments that are at different stages of planning and construction.
- Expansion of the Skyline gondola facilities including extending the upper and lower terminals, and restaurant.
- Future land sale / lease of part of the Lakeview for accommodation and mixed-use development.
- Proposed hot pools attraction on part of the Lakeview site.
- Project Connect and community facilities.
- Future private and public car parking facilities.

In response to existing housing shortages and affordability, the Gorge Road Special Housing Area provides for development of predominantly seasonal workers' accommodation units. It is anticipated that approximately 2,000 units will be built comprising 1, 2 and 3-bedroom units.

QLDC, as part of being compliant with the new National Policy Statement on Urban Development Capacity (2016), is required to undertake a **Future Development Strategy** to guide the next 20 years of growth in the district. This will be an update to the 2007 Growth Management Strategy and must be adopted by December 2018. This strategy could emphasise further the importance of intensifying around the existing growth nodes that are well supported by existing and future public transport service and facilities.

### 5.8.1 Modelling of future growth

Further modelling should be undertaken to allow for a range of likely scenarios and levels of development and consequent bottlenecks in the transportation network. The potential effects of other, largely private, development should be considered as a sensitivity exercise in terms of effects on traffic demand. Through PC50 and other initiatives, there is significant future growth planned in Queenstown. All such development will put additional pressure on infrastructure including the roading network. The level of current and predicted development provides confidence for investment in public and private development and infrastructure.

### 5.9 Queenstown Airport Masterplan

Queenstown Airport Corporation has recently released a Masterplan options document outlining plans for the future and expected growth levels. As the major gateway to the lower South Island and the key access to one New Zealand’s most marketed regions, the airport plays a very significant role. In line with the ongoing visitor growth expected for the district, QAC is expecting consistent growth in passenger movements, as shown below.

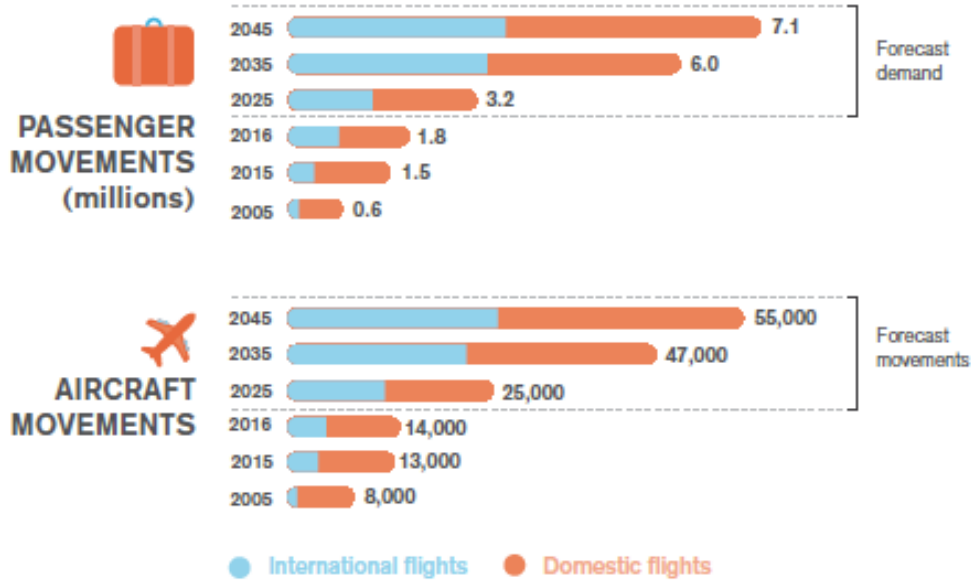


Figure 43: Passenger and aircraft movement forecasts for Queenstown Airport  
(Source – Queenstown Airport Masterplan Options, August 2017)

The Masterplan options document also recognises the need for infrastructure growth in the district to help accommodate the level of growth expected, as shown below. The need for a wider Masterplan has been discussed in a briefing with QAC staff and should be investigated further in the Detailed Business Case.

**DESTINATION INFRASTRUCTURE**

- Current visitor and worker accommodation and transport issues need to be addressed.
- Regional infrastructure needs to keep pace with forecast population and visitor growth.
- A long-term master plan for the district is a critical success factor and needs to be developed in a collaborative way.

Figure 44: A snapshot of the regional infrastructure requirements as noted by QAC in the Masterplan Options document  
(Source – Queenstown Airport Masterplan Options, August 2017)

#### 5.9.1 What this means for parking in Queenstown Town Centre

Queenstown Airport is home to a large and dynamic rental car operation that is responding to growing demand from visitors. Whereas many international groups used to have a preference for coach travel around New Zealand, there has been a recent trend towards fly and drive holidays.

This has resulted in **one third of arriving passengers using rental cars to explore the region**. Many of these visitors want to visit Queenstown town centre and that means they need parking. Today many visitors cannot find a park when they go to the town centre as they have been filled by commuters earlier in the day (see the evidence and modelling sections). This has a negative effect on their experience and impression of the town centre and this may impact their flow on tourism activities across the region. While it is encouraging to see a park and ride service introduced recently near the airport, changes need to be made to provide available parking for visitors and to encourage use of public or passenger services to access the town centre.

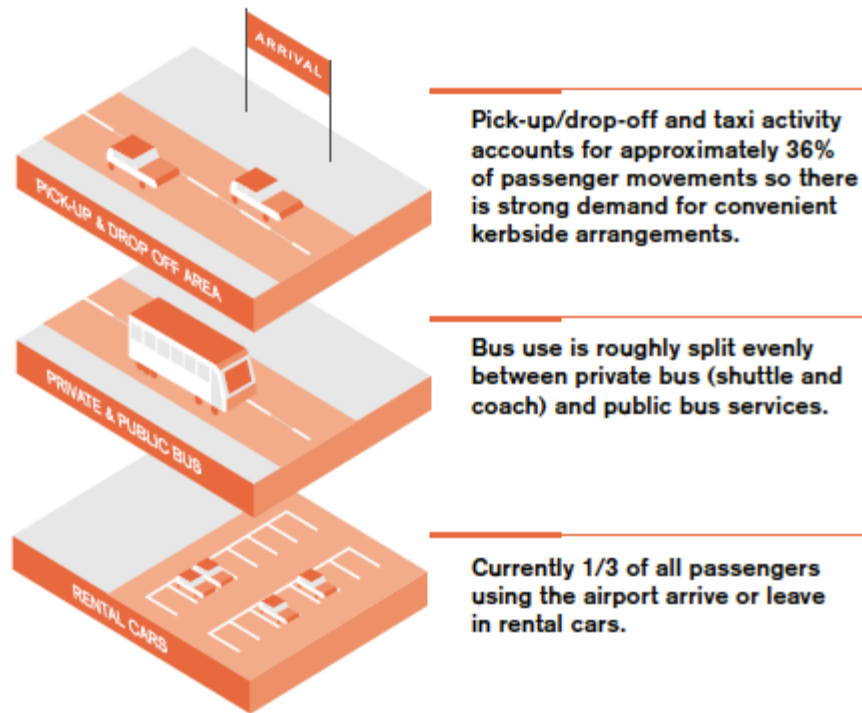


Figure 45: A snapshot of ground transport use for visitors at Queenstown Airport  
(Source – Queenstown Airport Masterplan Options, August 2017)

## 5.10 Environmental impacts and monitoring

There is a growing concern around the level of environmental impact in the Wakitupu Basin as a result of ongoing development in the area. As a major gateway to the waterfront, the mountains and Horne Creek, the Town Centre shares a critical connection with environmental and ecological features that must be proactively managed.

The water quality of the Southern Lakes is high, according to Land, Air, Water Aotearoa data. However, as noted in a recent Radio New Zealand feature article, a number of industry and government leaders are highlighting the emerging risks for the district, such as<sup>4</sup>:

- *Freshwater Sciences Society president Dr Marc Schallenberg said the district's rapid population growth was placing pressure on storm water networks. If large volumes of storm water contaminants entered the lakes untreated, it could harm human and ecological health, he said.*
- *Otago Fish and Game chief executive Niall Watson said silt discharges from open land developments such as subdivisions was entering small streams during heavy rainfall, and was settling on the lake beds. Mr Watson encouraged the Queenstown Lakes District Council needed to enforce more comprehensive storm water management.*

<sup>4</sup> <http://www.radionz.co.nz/programmes/water-fools/story/201840884/water-fools-southern-lakes-a-changing-landscape>

- *Otago Regional Council's director of policy planning and resource management, Fraser McRae, said the council was upgrading the urban provisions of its water plan. The upgrade would include a review of provisions governing industrial runoff from service stations, as well as roads, and the strategy would be completed by the end of this financial year.*
- *Queenstown District Lakes Council's chief engineer Ulrich Glasner said the council would review its storm water management plan, to tie in with the ORC's upgrade.*
- *Resource consents team leader Quinn McIntyre said it was "absolutely" time to act to preserve the lakes' high water quality.*
- *The QLDC would overhaul environmental management on new building developments this year, which would put the onus on site operators, instead of developers, to make sure sediment runoff and dust from their site was contained during storm events, he said.*
- *The council had already adopted a low impact design subdivision storm water code of practice in 2015, which made sure water was stored onsite for a period of time so it could be cleared of pollutants, he said.*

There is a great deal to include around environmental impacts and a suitable baseline has not yet been established to cover off areas such as:

- emissions levels
- water quality benchmarks
- ecological and biodiversity standards and requirements.

As the Masterplan programme is developed, it will be critical to establish a full picture of evidence in this area in relation to the Town Centre and the role it plays in direct and indirect connection with the natural environment.

The project team have liaised with ORC regarding their benchmarks and strategies for the Queenstown Lakes District. The key area of focus is ensuring that the town centre development does not bring significant environmental impacts to the area and this plan will look to continually align with the plans and targets of the regional council. Through these conversations, ORC have clarified the following historical actions around Queenstown. In relation to air quality:

- Performed PM10 monitoring on the Queenstown wharf in 2006 in response to concern about localised air pollution.
- Spatial PM10 studies were carried out in Queenstown in 2012
- These studies identified the spatial distribution and relative magnitude of PM10 on winter nights in these towns. Results of these studies showed that while there may be times and places in each of these towns where air quality is degraded, they likely met the NESAQ (National Environmental Standards for Air Quality) target at the time.

In relation to water quality, there are three monitoring programs underway that are relevant.

- 1) The LAWA (Land Air water Aotearoa) program monitors bacterial water quality (as *E. coli*) once a week over the summer months. The site is located on the Frankton Arm near the Kawarau River outflow. The results are posted to the LAWA website.
- 2) Otago Regional Council have a long-term 'State of Environment' (SoE) monitoring site at the Lake Wakatipu dam outflow. <https://www.lawa.org.nz/explore-data/otago-region/lakes/lake-wakatipu/> . The site is monitored monthly year-round for bacteria and nutrients.
- 3) We currently have a 'Trophic Lake Sampling Program' that is taking monthly samples by boat from Queenstown Bay, Frankton Arm and in the middle of the lake. This is providing information on the nutrient and productivity ('trophic') status of the lake.

ORC is currently working on an Urban Water Quality strategy to support a plan change dealing with urban storm water.



## 5.11 Public Life Survey

In July 2017, QLDC commissioned a Public Life Survey for the town centre. The purpose of this survey was to provide a baseline for public life in the town centre to inform strategies and initiatives within the Masterplan. This report provides measurable and quantifiable baseline data regarding the current quality of the public spaces and public life in central Queenstown allowing the above objectives to be evaluated, measured and delivered.

The initial survey was completed during a very cold day, so it is proposed to be supported by another survey in the same (and potentially expanded) areas summer.

The images below show key snapshots from the study.

## 2.2 Pedestrian Traffic.

Total pedestrians per day at each survey spot

Total pedestrians  
**Weekday: 85,116**  
**Weekend: 84,518**

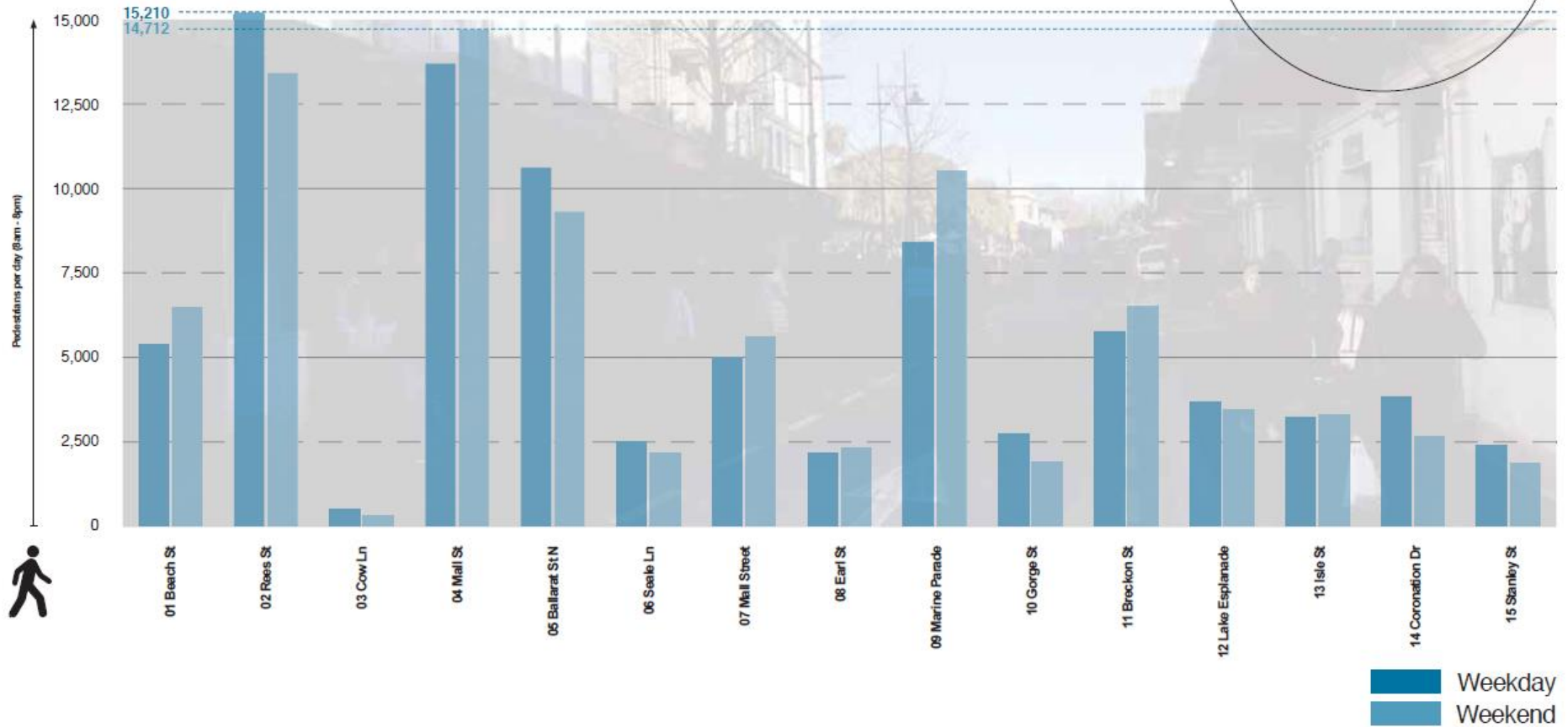


Figure 46: Pedestrian Traffic summary from the recent public life survey



**Stationary Activities | Weekday**

In total, 1,259 stationary activities were recorded during the weekday survey, an incredibly high number given the size and scale of the town centre (New Zealand's largest city centre, Auckland, recorded 1,850 stationary activities during a summer count in 2015).

The greater number of these activities were concentrated around the lake side, which offers a range of primary and secondary seating opportunities and importantly space to simply wander about. In stark contrast, spaces removed from the lake side, such as the Village Green, recognised as a popular summer destination, remained almost empty with only 1% of the total recorded counts.

The greater majority of activities were standing and/or walking leisurely, despite at times inclement weather and freezing temperatures. In fact unlike many town centres, leisurely walking does not appear to be less desirable in cold, winter conditions.

The highest level of activity was recorded at Beach Rd/Lakeside - with 31% of all counts, however a high level of stationary activities were recorded at all lake-side counting locations.

Evening and early morning activities were significantly lower across the centre, receiving approximately 15% of total recorded activities. Of these numbers 97% were recorded on either The Mall or the lake-front, acknowledging these areas as important hospitality destinations.



**Pedestrian Traffic | Weekday**

The total number of weekday pedestrian movements recorded across the weekday survey area totalled 14,186, many of which were recorded either at the lake front, primary retail streets or the feeder streets leading to them. At a glance, pedestrian activity peaks close to midday and remains fairly constant throughout the survey time.

The Rees St survey location experienced the highest levels of recorded pedestrian activity, with 2,535 pedestrian movement recorded over the course of the day, closely followed by The Mall that counted 2,283 pedestrian movements.

Counting spots on 'feeder' routes leading into the town centre, such as Gorge Rd and Coronation Dr, counts for 7 out of 15 survey locations and recorded a total 4,503 pedestrian movements, making up 32% of total counts. Typically (and largely reflecting existing car parking locations) all feeder streets have an even spread of foot traffic, averaging between 3% and 7% of the total foot traffic.

Cow Lane experienced the lowest of all foot traffic in the centre with less than 1% of all pedestrian movements.



**Stationary Activities | Saturday**

Weekend stationary activity counts totalled a 2,260 - an 80% increase from Wednesday. The presence of the Queenstown Craft Market accounts for much of this increase however the majority of recorded sites experienced increased activities. The Mall was the only location that experienced a decrease (approximately 36% less than Wednesday), which likely reflects fewer workers in the centre and possibly 'retail competition' from the markets.

Unsurprisingly then, the highest level of stationary activity recorded was at lakeside, during the market times, where 1,253 activities were recorded throughout the day. This number accounts for approximately 55% of all stationary activity recorded in the centre. Beyond 2pm (whereby the market begins to wind down), activity along lakeside reduces significantly and better reflects weekday activity levels.

The clear majority of stationary activities recorded after the close of the market (89%) can be found on The Mall or Lake front - the primary centre for retail and hospitality.



**Pedestrian Traffic | Saturday**

The number of pedestrian movements recorded across the survey area on Saturday totalled 14,086; approximately the same as weekday foot traffic, with a very similar trend pattern across the day, however peaking slightly later at 2pm. This reflects the towns focus as a tourist hub - differing from many towns and cities that by and large experience a noticeable drop in weekend foot traffic (Auckland City Centre sees a reduction of 14%, while Manukau Town Centre reduces by 40%).

Of the total foot traffic recorded, approximately 69% was located in the core, with the highest number of pedestrians recorded on The Mall (2,452).

Cow Lane remained largely underutilised with a total of 51 counts across the day (less than 0.5% of the total number).

Like weekday traffic, streets that work as feeder routes to the town centre experience roughly 31% of all pedestrian traffic with fairly constant counts from mid-morning on.

\*

Figure 47: A summary of survey findings

### 5.11.1 Public life survey recommendations

The public life survey report included the following recommendations:

- Detune vehicle movement in and around the town centre and lake front. Private motor vehicles dominate the landscape and the priority of movement afforded to these vehicles is at the expense of continuous and enjoyable walking links.
- The ability to walk with minimal interruptions is critical to accessibility and walkability. On high volume pedestrian streets, this is often restricted due to intense pedestrian traffic and limited physical space. Widening footpaths where possible, possibly through 'road diets' could dramatically improve this situation.
- Improve pedestrian accessibility and priority along 'feeder' routes such as Gorge Rd, Coronation Dr and upper Camp St. These 'feeder' routes account for 36% of all recorded pedestrian activity however many of these routes are poor quality, characterised by inconvenient crossings and/or long waiting times at intersections.
- Improve the pedestrian experience on high volume vehicle routes that are currently very car-biased (Rees St, Ballarat St North, Beach St, Church St). These are well utilised by pedestrians however little attention has been given to the pedestrian experience.
- Cycling - either from a commuting or recreational standpoint, cycling in Queenstown could become a viable mode of transport for moving to and around the town centre. Invitations to cycle are currently limited with an incomplete cycle network and little provision for cycle parking in the centre.
- Explore potential to accommodate more kerb side public seating. There is currently a lack of resting options in terms of public seating. While pedestrianised spaces such as The Mall and Queenstown Bay provide generous levels of public seating, much of the public space and subsequent public life occurs on the streets thus it is important to consider these for recreation, not simply movement.
- While the recorded temperature during the survey was cool there is still opportunity to encourage more kerbside dining with cafe tables and chairs. In areas that do accommodate these have been provided, such as near the lake front, were and outdoor cafe table/seating opportunities (road diets/footpath widening).
- Establish footpath zoning to reduce conflicts between street furniture and pedestrian movement, particularly on high pedestrian volume streets.

## 6 Business scope and key service requirements

The Queenstown Town Centre Masterplan Programme Business Case brings together a set of other business cases to describe an integrated investment story. These business cases and frameworks are focused on:

- Public and Passenger Facilities Transport
- Parking
- Town Centre Arterial Routes (Inner Links)
- A Spatial Framework and design guidelines
- Community and Civic Facilities, which includes:
  - Investigating development of a Community Heart
  - One Council Office – Project Connect.

As shown in the diagram below, each of these projects/frameworks provide preferred activities that come together to shape the Masterplan programme.

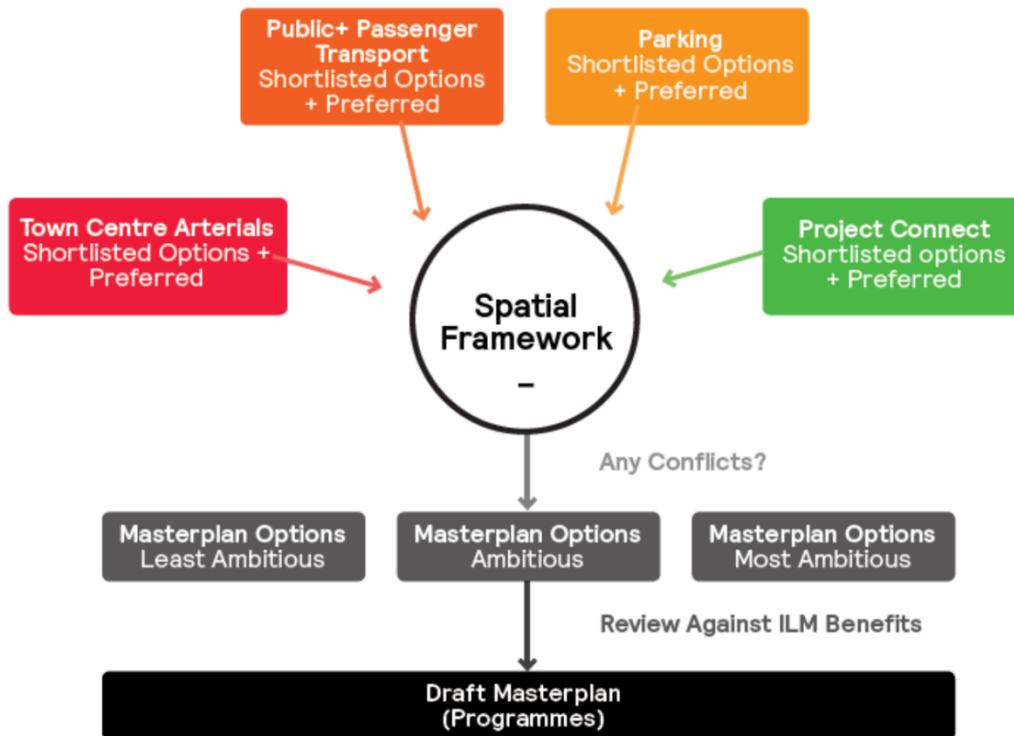


Figure 48: How the Masterplan activities come together

It also must be recognised that the Masterplan Programme Business Case is developing in parallel alongside its supporting projects and the Queenstown Integrated Transport Programme Business Case. As shown in the ‘planning to delivery’ business case diagram below, the Masterplan programme has taken guidance from the QITPBC and previous strategies/cases developed that consider the future of the Town Centre and the district.

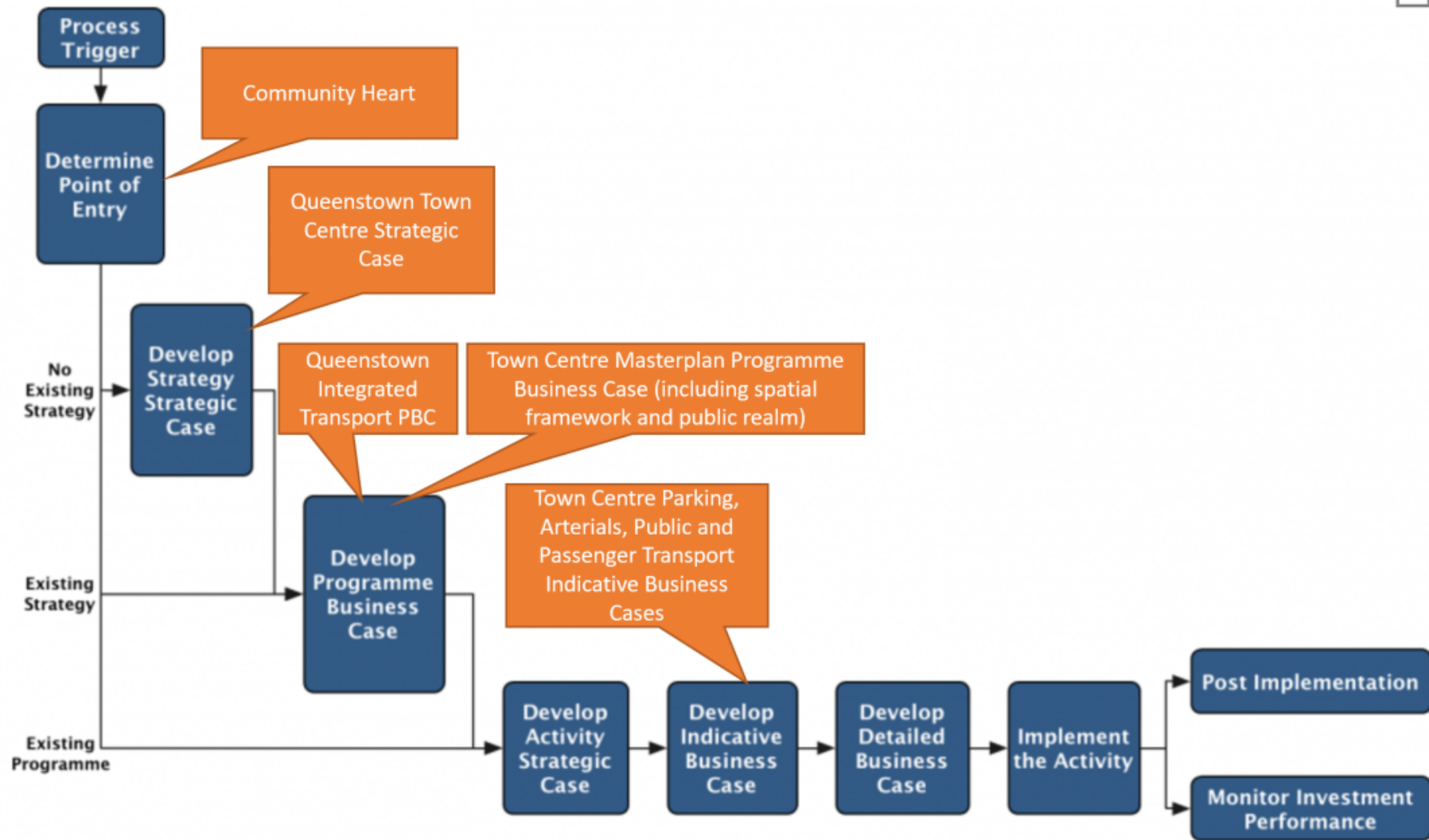


Figure 49: The business case development path for the Masterplan Programme and supporting project business cases

## 6.1 Main benefits

The potential benefits of successfully investing in the development of the Town Centre were identified through the investment logic mapping exercise. The potential benefits and potential associated Key Performance Indicators (KPIs) are listed in the table below. A benefits map was also developed to demonstrate how these would be measured and managed. This map can be found in Appendix 4.

*Table 12: programme benefits and supporting KPIs*

Benefit number	Benefit description	Key Performance Indicators (KPIs)
<b>Benefit 1:</b> 30%	People enjoy spending time in town, because the built environment complements the natural environment, referencing local history and culture.	KPI 1: Spend in town KPI 2: Time spent in town
<b>Benefit 2:</b> 25%	Queenstown has a liveable, thriving and authentically NZ Town Centre, where visitors and locals freely mix and participate in a range of activities.	KPI 1: Locals' sense of belonging and liveability KPI 2: Mix of locals and visitors participating
<b>Benefit 3:</b> 30%	Improved access to the Town Centre for all.	KPI 1: Journey Time Reliability KPI 2: Locals' visitation KPI 3: Transport emissions
<b>Benefit 4:</b> 15%	Increased commercial activity, without major negative impact on the environment or local residents' peaceful enjoyment.	KPI 1: Increased Town Centre Gross Floor Area (GFA) KPI 2: Impact in the environment and locals

*The percentages refer to the expected benefit weighting, relative to the weightings of the problem statements – that being Benefit 2 will address 25% of the Problem Statements by weighting*

**6.1.1 Project-specific benefit contributions**

It is also worth considering the merits of each of the proposed projects supporting the masterplan programme. This table outlines the role of each project in addressing specific parts of the program problem statements and the targeted benefits each will provide. This table demonstrates how the proposed projects have been discussed with programme stakeholders to date.

*Table 13: Project specific issues and benefits*

Town Centre Project	Current state	What it aims to deliver
New Arterial Route	<ul style="list-style-type: none"> <li>The existing Town Centre arterial (Stanley / Shotover Street) is highly unreliable and can't operate as an arterial anymore.</li> <li>Congestion is reducing our enjoyment of the Town Centre, restricting access and degrading the visitor experience.</li> <li>With high growth predicted to continue now is a good time to invest in our future.</li> </ul>	<ul style="list-style-type: none"> <li>Easier access to and through the Town Centre via a range of transport choices.</li> <li>Easier access to parking options on the fringes of town.</li> <li>Bus prioritisation and new public transport facilities.</li> <li>A new on-street public and passenger transport facility, flexible enough to provide for whatever the future might bring.</li> <li>A solution that will provide value in the case of future disruption, including the use of autonomous cars.</li> <li>More opportunities for development within the Town Centre (on the fringes and Plan Change 50 site) to bring more diversity and boutique retail offerings.</li> <li>Improved experience for pedestrians, including slower speed roads, shared spaces, and better connections to other areas of town.</li> <li>Better access for tourist operators providing passenger transport.</li> <li>Better integration with cycle networks.</li> <li>Improved tourism operations and improved pedestrian connections along shotover Street.</li> <li>Better activation and use of the water front from Steamer Wharf along the Esplanade.</li> <li>Improved pedestrian connections between the waterfront, the town centre and the Mountain via the 'gardens to gondola" route.</li> <li>Improved safety.</li> </ul>
Parking improvements	<ul style="list-style-type: none"> <li>There have been several trials to improve the parking situation, but the fundamental issue is that there is currently limited supply and limited options for people wanting to come into town.</li> <li>We have people driving around the Town Centre searching for parks, adding to the congestion and we</li> </ul>	<ul style="list-style-type: none"> <li>Easier access to parking – the right number of carparks in the right places.</li> <li>More space for people within the heart of town.</li> <li>Better access to parking information, both for locals and visitors.</li> <li>New park and ride and improved public transport provides viable alternatives to get into town.</li> <li>Less clutter and better-looking streets.</li> <li>Increased bike parking coverage to support mode change.</li> </ul>



Town Centre Project	Current state	What it aims to deliver
	<p>have cheap parking fines leading to drivers flouting the rules.</p> <ul style="list-style-type: none"> <li>Locals are consistently telling us that they avoid town because they can't get a park. This affects our authenticity and creates uncertainty for businesses.</li> <li>We need to provide more options like public transport or park and ride to make it easy to get into town.</li> </ul>	<ul style="list-style-type: none"> <li>Town Centre parking occupancy below 85 per cent.</li> <li>Increased options for short and long-term parking.</li> </ul>
Public and Passenger Transport	<ul style="list-style-type: none"> <li>Currently, fewer than 2% of residents' travel to work by bus. The existing public transport system can be difficult to access and inconvenient.</li> <li>Town Centre congestion affects the reliability of the service and fares are considered too expensive.</li> <li>This is set to change in October when a revamped public transport system is launched and the \$2 bus fares come into play.</li> <li>As it stands, public transport simply cannot compete with the private car, which is a major contributor to traffic congestion in the Wakatipu Basin.</li> </ul>	<ul style="list-style-type: none"> <li>Reduced congestion.</li> <li>A dedicated public transport corridor, allowing flexibility to future proof public transport facilities. For example: easy access to the lake for potential water-based transport or a potential gondola link.</li> <li>Easy walking distance into the Town Centre.</li> <li>It will provide a better experience for pedestrians and cyclists.</li> <li>Improved liveability and visitor experience.</li> <li>Improved allocation for passenger transport services, taxis, freight vehicles and coaches.</li> <li>Provide resilience and value during transport disruptions.</li> </ul>
Public Realm improvements	<ul style="list-style-type: none"> <li>An ad hoc approach to development is providing a mixed approach to the public realm in the Town Centre.</li> <li>The prioritisation of the car over walking and activity space is degrading the public realm.</li> <li>The legibility between the Town Centre and the natural attractions is low.</li> <li>There is a lack of useable green spaces in the Town Centre.</li> <li>This situation is not encouraging people to spend time in and engage with the Town Centre.</li> </ul>	<p>A programme of public realm improvements that leverage a spatial framework, including:</p> <ul style="list-style-type: none"> <li>A set of key moves to unlock the potential of the Town Centre.</li> <li>Identification and development of a Community Heart.</li> <li>A new civic access between the Community Heart and the lakefront.</li> <li>Activation and enhancement of the lakefront.</li> <li>Enhancement of the lanes and streets, including pedestrianisation.</li> <li>Improved mobility to cater for the needs of all abilities.</li> <li>Attract the locals back to town.</li> <li>Maintained air quality.</li> </ul>

Town Centre Project	Current state	What it aims to deliver
<p>Smart Town Centre Technology Business Case (when required)</p>	<p>There is no integrated technology to help customers understand and engagement transport choices, nor is there any current software helping Council to manage and optimise parking products.</p> <p>While there are a number of applications in place that help visitors engage with services around town, there is no central coordination of this and no clear and informed connection to public and passenger transport services.</p> <p>There is also an opportunity for technology to connect with the cultural aspirations and events within the town.</p>	<p>There is work to be done to define the full scope of this project, which will be informed by the success of the mobility as a service work being undertaken by ORC. At this stage, this case will look to answer a set of defining questions, as defined below.</p> <p><b>Questions to be answered by a technology business case include:</b></p> <ul style="list-style-type: none"> <li>• How can we leverage the data and information that others have to improve the local and visitor experience of the Town Centre? How can technology help people link what they do in the Town Centre with ski fields, the airport, etc. What technology can QLDC invest in to get the most out of MaaS (mobility as a service)?</li> <li>• What is the most cost-effective way to leverage technology to provide enhanced safety and security for everyone using the Town Centre.</li> <li>• What technology investment can QLDC make to provide efficient information to drivers, then charge for, analyse and manage car parking?</li> <li>• How can we use technology to improve the Town Centre experiences of the young, the older, those with limited English, limited mobility, and other diverse demographics?</li> <li>• How can we enhance the <b>vibrancy</b> and commercial activity in the Town Centre through technology? How can we use technology to “scale up” for growing visitor numbers?</li> <li>• What technology approaches would enable better monitoring and response to environmental quality issues (air, water, waste) to protect and manage the ‘clean green’ Queenstown experience?</li> <li>• How can technology reduce the strain on QLDC resources for regulatory and engagement tasks? Are there technologies that can reduce / delay investment in the infrastructure servicing the Town Centre?</li> </ul>

## 6.2 Main risks

A workshop was held on 4 April 2017 with the wider project team to work through the major risks presented by the entire Masterplan Programme. This workshop produced an agreed risk assessment that will transfer into each project’s risk management and forms part of the ongoing reporting for the Masterplan programme (shown below). This risk register has been updated each month and the most current version is shown in Appendix 6.

## 6.3 Key constraints and dependencies

The following potential key economic, social, environmental, transport, stakeholder and other issues and constraints that could affect the programme outcomes and outputs.

*Table 14: Key constraints and dependencies*

<b>Constraint</b>	<b>Discussion</b>
<b>Approval to proceed with supporting business cases</b>	The integration of business cases under the umbrella of the masterplan is using a place-based spatial framework to give each programme context and help coordinate and evaluate the interventions proposed across arterials, parking, public realm and public and passenger transport facilities.  Approval of each individual business case will consequently impact on others.
<b>The outcomes of the QITPBC and the ORC public transport business cases</b>	This Public and Passenger Transport Facilities PBC must be informed by the overarching ‘wider’ business cases being developed by NZTA and ORC.  Programmes of works should not be in conflict.
<b>The impact of land-use changes through the District Plan Review</b>	District Plan currently under review; need to be aware of likely land use changes to enable appropriate service provisions to be developed to encourage the use of P&PT.
<b>The impact of major new development, tourist attractions, accommodation, etc.</b>	These elements will have an impact on the service provisions required.
<b>Cost and consequent funding approval</b>	Investment needed to allow programmes to proceed.

## 7 The Economic Case – exploring the preferred programme

The purpose of the economic case is to identify the preferred programme that optimises value for money. Having determined the strategic context for the investment proposal and established a robust case for change, this part of the economic case:

- identifies and assesses the programme options for delivering the service needs
- outlines the approach to and results of a programme value for money assessment
- identifies a preferred way forward based on the preferred programme
- identifies a proposed implementation schedule for the preferred programme.

### 7.1 Programme options identification

The Masterplan programme has been informed by the development of each of the supporting projects. The option identification, optioneering and evaluation completed for each of the projects has captured a wide range of alternatives and identified the value for money solutions in each area. The process for each project has included a number of workshops and meetings to achieve the following:

- Completion of a strategic assessment and a case for change, including agreed problems, benefits and KPIs through investment logic and benefits mapping.
- Confirmation of investment objectives and business needs.
- Development of programme development and evaluation tools.
- Identification of a wide range of potential interventions and options.
- Evaluation and appraisal of the options to identify the value for money solutions.
- Completion of numerous stakeholder group briefings and a community engagement campaign to get feedback on the preferred project options.
- Profiling and testing of the preferred options through Commercial (supply side capability), Financial (affordability) and Management (achievability) cases.

All of this activity has been coordinated through the guidance of the masterplan programme objectives and in turn, each project has provided a set of options that have fed up to form the potential masterplan solutions.

For this reason, the formation and evaluation of the masterplan options has occurred after the projects had completed their detailed analysis and produced a shortlist and a preferred option. In some cases, such as the Town Centre Arterials, this selection process involved significant complexity and required a number of months to provide a recommended approach to feed into the masterplan option long list.

Several workshops were held to develop a logical mix of project elements to provide a range of programme options for evaluation. This process ran through late August into early September, culminating in an evaluation workshop held on 12 September that included representatives from Rationale, QLDC and LandLAB. The table included as Appendix 10 shows how the evaluated options from each project were fed into a Masterplan programme development spreadsheet and then used to develop a long list of programme options.

This is reflected by the diagram below through the following steps:

- **Step 1: Alignment:** Alignment with key existing transportation programmes.
- **Step 2: Preferred Option for Each Project:** Assess preferred option for each project – Arterials, parking, public/passenger transport, public realm and council office.
- **Step 3: Preferred Masterplan Programme:** Bring together the Masterplan programme using the preferred options for step 2.

- **Step 4: Derive Masterplan Options:** Remove or substitute project components with other options to deliver viable alternative Masterplan options. Enables other options to be assessed for value for money.

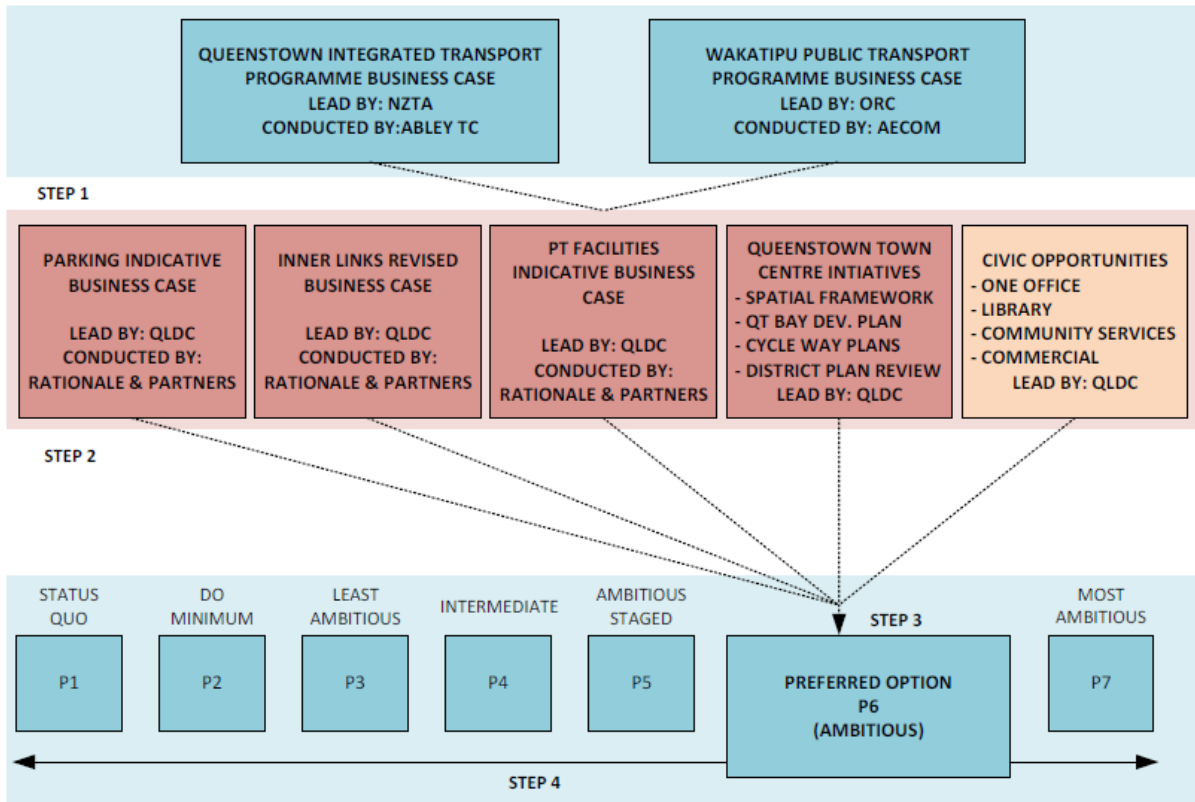


Figure 50: Programme development process

The table below demonstrates the set of options that was agreed and then evaluated. Appendix 10 also provides a detailed view of how the project evaluation outputs were used to develop the programme options.

Table 15: Masterplan programme development

Status Quo	Do Minimum		Least Ambitious		Intermediate		Ambitious - Staged		Ambitious		Most Ambitious	
Programme 1	Programme 2		Programme 3		Programme 4		Programme 5		Programme 6		Programme 7	
Business as usual – no change to what is already planned	Technology to Enhance Asset Utilisation + Minimal Town Centre Improvements		Stage 1&2 Arterials + Off-street PT & Parking Focus + Beach & Stanley St Improvements		Stage 1&3 Arterials + On-street PT Facility + Stanley & Shotover St Improvements		Staged New Arterials + On-street PT Facility + Appropriate Parking Supply + Town Centre Improvements		New Arterials + On-street PT Facility + Appropriate Parking Supply + Town Centre Improvements		Programme 6 + Community Heart	
What is currently planned and achievable, including: <ul style="list-style-type: none"> <li>Public transport network and pricing upgrades</li> <li>Incremental changes to parking management.</li> </ul>	Using technology to improve the utilisation of existing assets and services, deliver what is practical and achievable in terms of town centre improvements, while maximising the benefits/outcomes.		Stanley St relief to improve the access to the historic town centre and PC50. Off-street focus for passenger transport facilities and one key parking facility.		Stanley St & Shotover St relief to enable the historic town centre to expand. On-street focus for passenger transport facilities and minor upgrades to existing parking facilities.		Preferred programme staged to minimise cost but enable the historic town centre to expand on a 'just in time' basis. On-street focus for passenger transport facilities and appropriate parking supply.		Preferred programme from each of the individual business cases. New arterials are developed, Stanley and Shotover St's are repurposed, all streets redevelopment within the Stanley/Shotover cordon; enhanced parking, public/passenger transport and control of vehicles entering the town centre.		Programme 6 plus the creation of a Community Heart, which may include performing and visual arts, library, conference facilities, a hall etc.	
Project Elements	Option	Rank	Option	Rank	Option	Rank	Option	Rank	Option	Rank	Option	Rank
Arterials	Option 1		Option 2		Option 3	3	Option 5	2	Option 4	1	Option 4	1
P&PT	Option 2		Option 6	2	Option 4	3	Option 5	1	Option 5	1	Option 5	1
Parking	Option 2		Option 7	3	Option 3		Option 5	2	Option 6	1	Option 6	1
Street Improvements	Upper Beach St Park St – Cycle Ln		Programme 2 + Lower Beach St Mall Stanley St Camp St – Cycle		Programme 3 + Ballarat St Shotover St Brecon St Lake Esplanade		Programme 4 + Marine Pde Searle Ln Cow Ln Church St Earl St		Programme 5		Programme 5 + Athol St	
Open Space			Earnslaw Park Recreation Ground		Earnslaw Park Village Green		Earnslaw Park Village Green Recreation Ground Brecon St St Peters		Programme 5		Programme 5	
Community Heart	Project Connect		Project Connect Town Hall		Project Connect		Project Connect Town Hall		Project Connect Town Hall		Programme 6 + Visual Arts Museum	

## 7.2 Option evaluation

To identify the best value for money solution, each of these options was tested against the investment objectives, estimated costs, time to deliver and risk ratings through an MCA tool. The results are shown below. The relative scoring for each option is shown at the top of each column for each category. The operational costs for each option are not yet confirmed, so they were not included.

Figure 51: Multi-criteria analysis of the masterplan programme options

### 7.2.1 Evaluation summary

This evaluation exercise demonstrates that the projects included in the wider programme are not mutually exclusive, as critical interdependencies connect them all. The most critical of all projects to all other parts is the arterials. The arterials provide the opportunity to deliver each other project successfully through enabling:

- the town centre to expand and enhance the public realm
- P&PT to have space and priority
- parking to develop new parking building sites directly off the arterial – keeping more traffic out of town
- walking and cycling connections to be upgraded and less impacted by cars
- reduced traffic emissions due to support of public and passenger transport as an attractive alternative.

The MCA evaluation tells us that option rates the highest, but there is inadequate detail around the Community Heart element of this programme at this stage. For this reason, we believe it is logical to proceed with Option 6 as the preferred while further detail is gathered to inform option 7. It also makes sense to preserve land and space to provide for our cultural, heritage and community needs (Community Heart). A detailed business case is suggested to capture and understand this.

Queenstown Lakes District Council Town Centre Masterplan			Masterplan Programme Options							
			1	2	3	4	5	6	7	
			Status Quo	Do Min	Least Ambitious	Intermediate	Ambitious - Staged	Ambitious	Most Ambitious	
<b>Outcome: Network Performance &amp; Capability</b>			Status Quo	Technology to Enhance Asset Utilisation + Minimal Town Centre Improvements	Stage 1&2 Arterials + Off-street PT & Parking Focus + Beach & Stanley St Improvements	Stage 1&3 Arterials + On-street PT Facility + Stanley & Shotover St Improvements	Staged New Arterials + On-street PT Facility + Appropriate Parking Supply + Town Centre Improvements	New Arterials + On-street PT Facility + Appropriate Parking Supply + Town Centre Improvements	Programme 6 + Community Heart	
What is currently planned and achievable.			Using technology to improve the utilisation of existing assets and services, deliver what is practical and achievable in terms of town centre improvements, while maximising the benefits/outcomes.	Stanley St relief to improve the access to the historic town centre and PC50. Off-street focus for passenger transport facilities and one key parking facility.	Stanley St & Shotover St relief to enable the historic town centre to expand. On-street focus for passenger transport facilities and minor upgrades to existing parking facilities.	Preferred programme staged to minimise cost but enable the historic town centre to expand on a 'just in time' basis. On-street focus for passenger transport facilities and appropriate parking supply.	Preferred programme from each of the individual business cases. New arterials are developed, Stanley and Shotover St's are repurposed, all streets redevelopment within the Stanley/Shotover cordon; enhanced parking, public/passenger transport and control of vehicles entering the town centre.	Programme 6 plus the creation of a Community Heart, which may include performing and visual arts, library, conference facilities, a hall etc.		
Relative Importance of objective			33%	0.00	0.71	1.40	1.73	2.39	2.39	2.87
Investment Objective 1	People enjoy spending time in town, because the built environment complements the natural environment, referencing local history & culture.	30%	0%	10%	35%	50%	75%	75%	100%	
Investment Objective 2	Queenstown has a liveable, thriving & authentically NZ town centre, where visitors and locals freely mix.	25%	0%	10%	25%	50%	75%	75%	100%	
Investment Objective 3	Improved access to the town centre for all.	30%	0%	50%	75%	75%	90%	90%	90%	
Investment Objective 4	Increased commercial activity, without major negative impact on the environment or local residents' enjoyment	15%	0%	20%	50%	50%	75%	75%	90%	
<b>Cost</b>			33%	2.99	2.81	1.66	1.86	1.27	1.24	0.84
Total Investment Cost				\$ 2 m	\$ 26 - 35 m	\$ 185 - 243 m	\$ 158 - 254 m	\$ 240 - 350 m	\$ 243 - 355 m	\$ 299 - 415 m
Arterials Investment Cost				\$ 1 m	\$ 1 m	\$ 94 - 133 m	\$ 86 - 149 m	\$ 143 - 215 m	\$ 143 - 215 m	\$ 143 - 215 m
Public and Passenger Transport Investment Cost				\$ 1 m	\$ 7 - 10 m	\$ 41 - 48 m	\$ 26 - 37 m	\$ 26 - 37 m	\$ 26 - 37 m	\$ 26 - 37 m
Parking Investment Cost				\$ 1 m	\$ 10 - 12 m	\$ 54 - 60 m	\$ 10 - 13 m	\$ 50 - 56 m	\$ 50 - 56 m	\$ 50 - 56 m
Public Realm Investment Cost				\$ - m	\$ 9 - 12 m	\$ 16 - 24 m	\$ 36 - 56 m	\$ 41 - 64 m	\$ 44 - 69 m	\$ 44 - 69 m
Community Heart Investment Cost				\$ 1 m	\$ 1 m	\$ 10 - 11 m	\$ 1 m	\$ 10 - 11 m	\$ 10 - 11 m	\$ 71 m
Operational costs if significant (Range)				0 years	1 - 6 years	1 - 5 years	1 - 6 years	1 - 20 years	1 - 10 years	1 - 10 years
<b>Risks</b>			34%	-2.33	-2.17	-2.00	-2.00	-1.50	-1.17	-0.83
Political	vh - Widespread community outrage - Almost Certain		vh - High-profile community concerns raised - Almost Certain	h - Adverse local media coverage - Likely	h - Adverse local media coverage - Likely	m - Some community complaints - Moderate	l - Some community complaints - Unlikely	l - Some community complaints - Unlikely		
Economic	vh - Loss > \$5 - Almost Certain		vh - Loss > \$5 - Almost Certain	vh - Loss > \$5 - Likely	vh - Loss > \$5 - Moderate	vh - Loss > \$5 - Moderate	h - Loss > \$5 - Unlikely	h - Loss > \$5 - Unlikely		
Social	vh - Significant loss (>50%) of community support - Almost Certain		vh - Significant loss (>50%) of community support - Almost Certain	vh - Significant loss (>50%) of community support - Likely	vh - Significant loss (>50%) of community support - Likely	vh - Significant loss (>50%) of community support - Likely	vh - Significant loss (>50%) of community support - Moderate	h - Significant loss (>50%) of community support - Unlikely		
Technical	vh - Successive failures - Almost Certain		vh - Successive failures - Almost Certain	h - Some failure to achieve - Moderate	h - Some failure to achieve - Likely	m - Some reduction - Moderate	m - Minor breach - Moderate	m - Minor breach - Moderate		
Legal	l - Moderate legal impact or breach - Rare		i - Moderate legal impact or breach - Unlikely	m - Technical legal challenge or breach	m - Technical legal challenge or breach	m - Technical legal challenge or breach	m - Technical legal challenge or breach	m - Technical legal challenge or breach		
Environment	vh - Major environmental harm - Almost Certain		h - Measurable environmental harm - Likely	m - Medium term but immaterial effect on environment or community - Likely	m - Medium term but immaterial effect on environment or community - Likely	l - Short term transient environmental or community impact - Likely	l - Short term transient environmental or community impact - Likely	l - Short term transient environmental or community impact - Rare		
<b>Dis-benefits</b>										
<b>Indicative Activity Profile:</b>				<insert profile>	<insert profile>	<insert profile>	<insert profile>	<insert profile>	<insert profile>	
<b>Ranking</b>				0.19	0.42	0.33	0.50	0.69	0.80	0.94
1-3				7	5	6	4	3	2	1

### 7.2.2 The status quo or do-nothing option

The Status quo option is used as a baseline for comparing costs and benefits of alternative investment options or courses of action. It provides the benchmark for determining the relative marginal value for money added by the other programme options under consideration. The status quo for this programme is described below.

This option includes only the business as usual activities that have been planned for delivery in the coming years. This includes the changed bus fares and network upgrade to be rolled out by ORC, the incremental changes to parking management. No public realm improvements are included in this programme.

#### Advantages

The main advantages are:

- The low level of funding required.
- This option requires no new resourcing and no transition to new arrangements.

#### Disadvantages

The main disadvantages are:

- This option does not address the problems identified in the ILM and does not deliver any value against the investment objectives.
- It also generates the highest negative risk rating, with all bar one criteria being rated as 'almost certain' to occur. Much of this risk is driven by a failure to address the problems and the expected community and stakeholder backlash that would result from not following through on the expectation that has been built through the process to date.

#### Conclusion

This option was shown through the MCA tool to fail in delivering against the investment objectives, while creating significant risks through not addressing the problems facing the town centre. Progressing this option would do significant damage to the reputation of QLDC, while constraining the town centre's development.

### 7.2.3 Preferred Programme (6)

The MCA shows Programme 7 being preferred, however with the additional work required to understand the elements that may make up the Community Heart it is considered appropriate to progress Programme 6, without all the Community Heart elements at this stage.

#### Description

Programme 6 provides a strong mix of interventions that have been proven through detailed project analysis and programme evaluation. This programme is an amalgamation of the preferred options from the individual projects and includes:

- New town centre arterials from Melbourne Street to One Mile Roundabout, which enables the town centre to grow, public and passenger transport to have better access and town centre parking to be developed around the town centre fringes.
- Improved parking supply and management through the introduction of new parking buildings on the town centre fringes, expansion of the town centre paid parking area, development of new park and ride facilities, introduction of enabling technology and demand management to optimise occupancy levels. This project supports greater uptake of public transport.
- A new 6-8 bay public transport hub on Stanley Street, which supports the growth in bus services and forecast passenger increases, while supporting improved arrangements for passenger transport (which includes coaches and tourist operations).
- Development of wharf facilities to support waterborne transport.
- A programme of public realm improvements that aim to enhance the visitor and local experience in the town centre through enhancing streets and lanes, improving connections between attractions



and celebrating Queenstown's unique heritage and culture. See the programme description diagrams for a full list of inclusions. This is set to occur in Marine Parade, Park Street, Searle Lane, Ballarat Street, Cow Lane, Athol Street, Earnslaw park, Village Green, St Peters, Brecon Street, Beach Street, Church Street, Earl Street, Shotover Street, Rees Street and Stanley Street. See the programme description diagrams for a full list of inclusions.

- Introduction of technology to better manage and connect people with public transport and parking options.
- Improved walking and cycling routes and facilities in the town centre, supporting the uptake of active transport and integrating with wider networks.
- Marketing communications campaigns to better educate people on transport options.

### **Advantages**

The main advantages are:

- It delivers strongly on the key transport objective.
- It delivers well on the key masterplan objectives relating to people's enjoyment, liveability and commercial activation of the town centre.
- It is delivered in a timeframe that enables the maximum enjoyment of the benefits i.e. the benefits are realised as early as possible.
- Key political and technical risks are mitigated as far as practicable.

### **Disadvantages**

The main disadvantages are:

- the size of the investment
- the complexity of the programme
- the level of change to be managed.

## **7.2.4 Programme 7 – Most ambitious**

### **Description**

Effectively the 'do everything option', programme 7 captures an optimal mix of interventions that have been proven through detailed project analysis and programme evaluation, in addition to the development of a Community Heart. Given there is more work to do around the Community Heart, this programme is an amalgamation of the preferred options from the individual projects and includes:

- New town centre arterials from Melbourne Street to One Mile Roundabout, which enables the town centre to grow, public and passenger transport to have better access and town centre parking to be developed around the town centre fringes.
- Improved parking supply and management through the introduction of new parking buildings on the town centre fringes, expansion of the town centre paid parking area, development of new park and ride facilities, introduction of enabling technology and demand management to optimise occupancy levels. This project supports greater uptake of public transport.
- A new 6-8 bay public transport hub on Stanley Street, which supports the growth in bus services and forecast passenger increases, while supporting improved arrangements for passenger transport. (which includes coaches, tourist operations)
- Development of wharf facilities to support waterborne transport.
- A programme of public realm and active transport improvements that aim to improve the visitor and local experience in the town centre through enhancing streets and lanes while improving connections between attractions and celebrating Queenstown's unique heritage and culture. This is set to occur in Marine Parade, Park Street, Searle Lane, Ballarat Street, Cow Lane, Athol Street, Earnslaw park, Village Green, St Peters, Brecon Street, Beach Street, Church Street, Earl Street,

Shotover Street, Rees Street and Stanley Street. See the programme description diagrams for a full list of inclusions.

- Introduction of technology to better manage and connect people with public transport and parking options.
- Development of a Community Heart, which may include performing and visual arts, library, conference facilities and a hall.
- Improved walking and cycling routes and facilities in the town centre, supporting the uptake of active transport and integrating with wider networks.
- Marketing communications campaigns to better educate people on transport options.

### **Advantages**

The main advantages are:

- It delivers strongly on the key transport objective.
- It delivers well on the key masterplan objectives relating to people's enjoyment, liveability and commercial activation of the town centre.
- It is delivered in a timeframe that enables the maximum enjoyment of the benefits i.e. the benefits are realised as early as possible.
- Key political and technical risks are mitigated as far as practicable.

### **Disadvantages**

The main disadvantages are:

- the size of the investment
- the complexity of the programme
- the level of change to be managed.

### **7.2.5 Programme 5 – Ambitious (staged)**

Working back from the preferred programme 6 it was considered necessary to develop other more affordable programmes to test whether they can deliver better value for money outcomes on balance. Programme 5 was the first programme developed which is basically programme 6 delivered over a longer timeframe, around 20 years, with the key projects being deferred linked to Stage 3 of the New Arterials project.

### **Advantages**

The main advantages are:

- Highest trafficked routes are addressed first relieving much of the congestion and realising most of the transport related benefits.
- Significant expenditure linked to Stage 3 of the New Arterials project is delayed as long as possible.

### **Disadvantages**

The main disadvantages are:

- This option does not deliver in a timely fashion against the masterplan investment objectives meaning that significant economic benefits to the district, region and New Zealand may be lost.
- It also generates a higher negative risk rating than the preferred programme. Much of this risk is driven by a failure to address the problems in a timely manner and the expected community and stakeholder backlash that would result.
- Initial stages without Stage 3 of the New Arterials project would leave Shotover Street congested, unsafe and unattractive.

## Conclusion

This option may deliver a better BCR from a transport perspective but is unlikely to do so from a wider economic impact assessment. To put this in context a deferral of the Stage 3 New Arterials project at \$112m is only 5% of the annual visitor spend in the Queenstown town centre, i.e. if the activation of Shotover St attracted 5% more visitors to Queenstown it would cover the investment in Stage 3.

### 7.2.6 Programme 4 - Intermediate

This intermediate option provides partial solutions aimed at testing how a lower level of investment would meet the masterplan objectives. With the delivery of stages 1 and 3 of the arterials, the PT Hub can be developed on Stanley Street and Shotover Street can better accommodate the tourism activities it supports. Traffic flow is expected to improve to an extent, but the lack of a higher capacity intersection will constrain the new arterials. Parking is improved only through minor on-street upgrades to existing facilities. Public realm improvements are proposed on Stanley, Shotover, Beach, Rees and Brecon Streets, alongside some cycling improvements.

### Advantages

The main advantages are:

- Highest trafficked routes are addressed first relieving some of the congestion and realising some of the transport related benefits.
- Moving arterial traffic off Stanley Street allows the PT Hub to be developed.
- The historic town centre can grow through up and out.
- Shotover Street can be better activated.
- Lower cost.
- Shorter delivery time frame.

### Disadvantages

The main disadvantages are:

- This option does not deliver against the masterplan investment objectives meaning that significant economic benefits to the district, region and New Zealand may be lost.
- Significant expenditure linked to Stage 3 of the New Arterials project is invested without the benefits that would come from completing the connection (stage 2).
- It also generates medium to very high risks due to only delivering part of the solutions discussed with the community.
- Without the full arterial alignment in place, there may be impacts on the ability of the PT hub to operate effectively and congestion may build up around the town centre fringes due to residual bottlenecks.
- While Shotover Street experiences reduced traffic, there may be a build-up of town centre traffic that could impact on the passenger transport and pedestrian activities in that street.
- Initial stages without Stage 3 of the New Arterials project would leave Shotover Street congested, unsafe and unattractive.

## Conclusion

This option may include a smaller outlay than 5, but it may struggle to realise the required project benefits without the critical arterial connection (stage 2) and the improved parking arrangements and facilities. To put this in context a deferral of the Stage 2 New Arterials project is only 3% of the annual visitor spend in the Queenstown RTO, therefore, if the improved efficiency of the full arterial alignment helped to attract 3% more visitors to Queenstown it would cover the investment in stage 2.

### 7.2.7 Programme 3 – Least ambitious

This ‘least ambitious’ option progressively delivers only stages 1 and 2 of the arterials while focusing on the development of off-street facilities for P&PT and one key parking facility. From a public realm perspective, this option includes Beach and Stanley Street improvements and some minor cycling connections.

#### Advantages

The main advantages are:

- This option spreads the investment in the arterials to create a lesser financial impact.
- The historic town centre can grow up and out to an extent.
- Lower cost.
- Off-street development of the PT Hub does not require a move in the arterials, so it can proceed quickly.
- One single car park building development simplifies the development process and reduces the level of land purchase of change required.

#### Disadvantages

The main disadvantages are:

- This option does not deliver against the masterplan investment objectives meaning that significant economic benefits to the district, region and New Zealand may be lost.
- Reliance on a single parking building instead of multiple sites, potentially creating congestion around the area.
- Significant expenditure linked to Stage 3 of the New Arterials project is invested without the benefits that would come from completing the connection (stage 2).
- It also generates medium to very high risks due to only delivering part of the solutions discussed with the community.
- Without the full arterial alignment in place, there may be impacts on the ability of the PT hub to operate effectively and congestion may build up around the town centre fringes due to residual bottlenecks.
- While Shotover Street experiences reduced traffic, there may be a build-up of town centre traffic that could impact on the passenger transport and pedestrian activities in that street.

#### Conclusion

Like option 4, this option may include a smaller outlay but it may struggle to realise the required project benefits. This option also generates high risks and does not do enough from a network perspective to get the required masterplan benefits.

### 7.2.8 Programme 2 – Do Minimum

This option uses technology to improve the utilisation of existing assets and services, deliver what is practical and achievable in terms of town centre improvements, while maximising the benefits/outcomes. This option includes minimal town centre improvements at Beech and Park Streets.

#### Advantages

The main advantages are:

- Lower cost.
- Less change to manage.
- Quick to implement.

#### Disadvantages

The main disadvantages are:

- This option does not deliver against the masterplan investment objectives meaning that significant economic benefits to the district, region and New Zealand may be lost.
- Without the arterial changes, P&PT cannot be enhanced to operate efficiently.
- Without the parking changes, there will be no incentive for people to get out of their cars.
- Access challenges will not be addressed and high levels of congestion will be experienced around the town centre.
- The town centre will remain full of cars and the public realm will not be improved.
- The level of stakeholder, community and political backlash will be significant, particularly after expectations have been built during the masterplan engagement to date.

**Conclusion**

This option may be low cost and easy to implement but it ranks very poorly against the investment objectives, attracts unacceptable levels of risk.

### 7.3 Preferred programme explanation

As shown in the evaluation, programme 6 was selected as the preferred. This programme includes a strong mix of interventions that have been proven through detailed project analysis and programme evaluation. This programme is an amalgamation of the preferred options from the individual projects and includes:

- New town centre arterials from Melbourne Street to One Mile Roundabout, which enables the town centre to grow, public and passenger transport to have better access and town centre parking to be developed around the town centre fringes.
- Improved parking supply and management through the introduction of new parking buildings on the town centre fringes, expansion of the town centre paid parking area, development of new park and ride facilities, introduction of enabling technology and demand management to optimise occupancy levels. This project supports greater uptake of public transport.
- A new 6-8 bay public transport hub on Stanley Street, which supports the growth in bus services and forecast passenger increases, while supporting improved arrangements for passenger transport. (which includes coaches, tourist operations)
- Development of wharf facilities to support waterborne transport.
- A programme of public realm improvements that aim to enhance the visitor and local experience in the town centre through enhancing streets and lanes, improving connections between attractions and celebrating Queenstown's unique heritage and culture. See the programme description diagrams for a full list of inclusions. This is set to occur in Marine Parade, Park Street, Searle Lane, Ballarat Street, Cow Lane, Athol Street, Earnslaw park, Village Green, St Peters, Brecon Street, Beach Street, Church Street, Earl Street, Shotover Street, Rees Street and Stanley Street. See the programme description diagrams for a full list of inclusions.
- Introduction of technology to better manage and connect people with public transport and parking options.
- Improved walking and cycling routes and facilities in the town centre, supporting the uptake of active transport and integrating with wider networks.
- Marketing communications campaigns to better educate people on transport options.

#### 7.3.1 The case for stage 3 of the arterial route

As shown through the option evaluation, there is significant value in delivering the proposed arterial route in its entirety to provide benefits across the whole masterplan programme. There has been some conjecture on the value of the third section of the arterial alignment (Man Street to One Mile roundabout) given the cost and construction complexity associated with this section.

This part of the alignment is less informed than stages 1 and 2 and all agree that more work needs to be done to understand this section through the detailed business case. In addition to this work, there are a number of expected benefits to be considered as a validation of the requirement for delivering the arterial route in full. This evidence, as described below, reflects the sentiment of the Town Centre Programme Stakeholder Advisory Group, who have provided written advice to the project team around needing to deliver all three arterials sections.

The key consideration is the value of removing the majority of traffic from Shotover Street to reduce conflicts, support growth, improve walking connections and enable better use of public spaces alongside the lake.

In summary, the benefits of moving arterial traffic from Shotover Street include:

- To avoid the pedestrian vs car conflicts that currently occur. This will improve journey times for motorists and enable pedestrians to walk with even more freedom along Shotover St.
- To provide more space and ease congestion to allow new and existing passenger transport stops and routes around Camp, Duke and Shotover Streets to operate more efficiently.

- To enable the development and activation of Lake Esplanade as a key destination for recreation and associated activities.
- To enhance the waterfront as a destination and a place for locals and visitors to enjoy the space without the dominance of cars and traffic.
- To activate the commercial frontage onto Shotover Street.
- To support improved walkability and connections between the town centre and the natural environment, including the proposed “Gardens to Gondola” connection.
- To provide more public and recreation space to support the growth in visitor activity (through opening up more people-friendly use of and attraction to the waterfront beyond Steamer’s Wharf. This aligns with the intent of the QLDC Parks and Open Spaces Strategy that intends to make better use of the spaces we have for the benefit of locals and visitors.

From a purely economic appraisal perspective (as used in a BCR), the conventional benefits may be limited but the wider economic benefits from removing traffic and making Shotover St a more attractive destination are expected to be significant.

Wider economic benefits are impacts that can result from transport investment that have been used internationally to improve transport cost-benefit analysis. They can be thought of as impacts that are additional to the conventional benefits to transport users (illustrated in the following diagram).

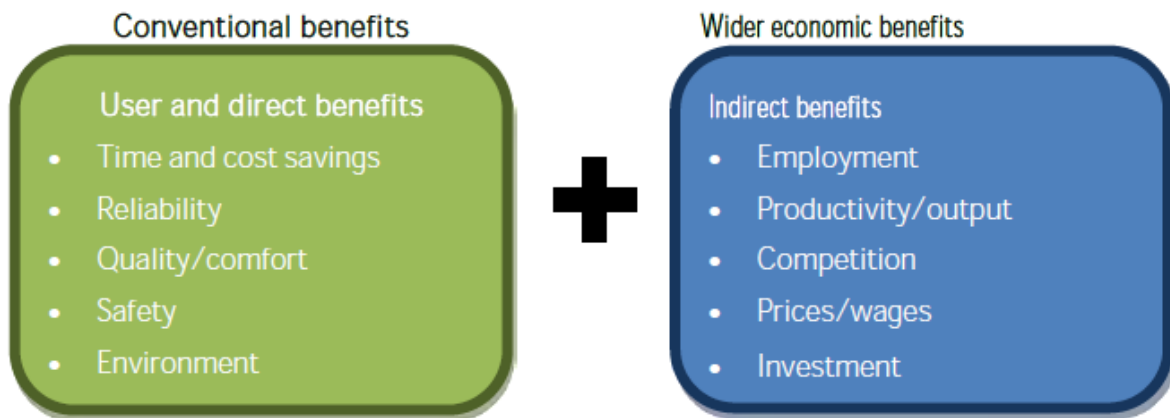


Figure 52: Direct and indirect benefits

Great care is required to ensure that the estimates for wider economic benefits are truly additional to conventional benefits to avoid double counting. As an example, business travel time savings can result in productivity and output increases. These are a direct user benefit and any wider economic benefits for increased productivity have to be additional to these direct user benefits.

The following wider economic benefits are applicable in the New Zealand context:

- agglomeration where firms and workers cluster for some activities that are more efficient when spatially concentrated

The main output of the assessment is total productivity gains from agglomeration as the total net present value of benefits.

The required spatial concentration of economic activity for realising agglomeration benefits is only likely to occur in the major industrial and urban centres of New Zealand. It is only the large and complex urban transport activities that will provide the relevant conditions that justify an analysis of agglomeration benefits. It has therefore not been assessed in line with the NZTA Economic Evaluation Manual (EEM) in this situation.

However, recent data suggests that wider economic benefits are being constrained at present in Queenstown and the town centre. This is evidenced in the table below where the growth in employment in the town centre is lagging behind and the following chart where productivity growth has been declining in recent years.

Table 16: Distribution of employment by occupation

	Town Centre		Rest Central Q'town		Frankton		Total		Shares 2013		
	2013	2006-13	2013	2006-13	2013	2006-13	2013	2006-13	Town Centre	Rest Central	Frankton
Managers	537	69	489	39	324	114	1,440	240	37%	34%	23%
Professionals	384	51	393	87	333	150	1,155	318	33%	34%	29%
Community, Personal Service Workers	366	27	261	54	165	105	855	225	43%	31%	19%
Sales Workers	348	12	189	18	270	108	822	144	42%	23%	33%
Clerical & Admin.	267	-48	252	45	222	93	765	99	35%	33%	29%
Technicians & Trades	243	48	261	12	264	57	798	126	30%	33%	33%
Labourers	138	27	207	48	114	33	516	147	27%	40%	22%
Machinery Operators & Drivers	51	9	63	0	96	18	219	27	23%	29%	44%
<b>Total Stated</b>	<b>2,343</b>	<b>195</b>	<b>2,322</b>	<b>306</b>	<b>1,839</b>	<b>669</b>	<b>6,996</b>	<b>1,299</b>	<b>33%</b>	<b>33%</b>	<b>26%</b>



Figure 53: Productivity growth in Queenstown and Wakatipu Basin and New Zealand, 2004-2016

Productivity is a way of describing efficiency of production. Overall productivity is influenced by a number of factors such as labour and production inputs (such as machinery, technology and land).

This section measures labour productivity in the Queenstown and Wakatipu Basin and national economy using GDP per employed person (in constant 2010 prices) as a proxy for productivity. Growth in labour productivity over time can imply an increase in the efficiency and competitiveness of the economy.

If we were to assume that activating this area by removing traffic off Shotover Street resulted in employment growth in line with the rest of central Queenstown, this would be a 0.8% p.a. increase. Using the current productivity in the Queenstown and Wakatipu Basin of \$70,391 GDP per filled job, this would equate to around an extra \$1.3 m GDP per annum. This is equivalent to an extra 2100 visitors being attracted to the town centre each year or an extra \$31 per square meter of commercial land.

These are conservative estimates and the uplift could be significantly higher than this due to the attractiveness of Queenstown and people’s willingness to invest here.



Total area = 42,303m<sup>2</sup>

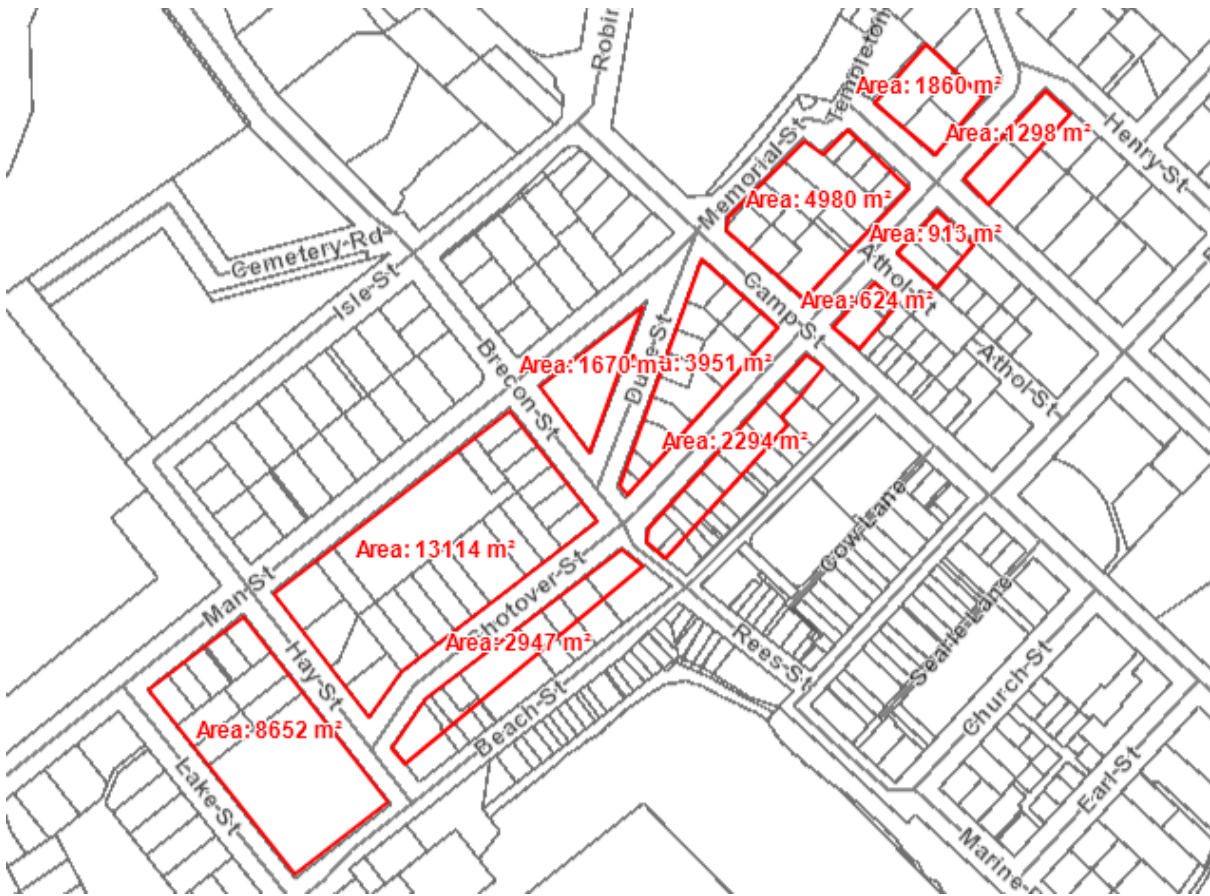


Figure 54: Commercial frontage that can be better activated on Shotover Street

### 7.3.2 Stage 3 design development

QLDC has recently undertaken further design and options analysis to better understand the best alignment and connection configuration for the third stage of the arterial route between Thompson Street and one mile.

While stages 1 and 2 had been informed by previous design work (the 2014 Aecom design), the stage 3 alignment had not yet been properly investigated. For this reason, a nominal alignment had been included and a P95 cost estimate was created for this section, given the level of risk and uncertainty still present.

Through recent workshops and design work completed by Beca and Rationale, a new preferred option was selected that stands to provide stronger benefits and significantly reduced construction and operational costs. This option was developed and evaluated alongside a wide range of alternatives through a longlist and multiple multi-criteria analysis tools.

The cost estimate for this section of the arterials has recently been revised to \$47.7 million, which is roughly \$50 million less than the previous estimate.

As shown below, this new preferred option (3B) introduces a new roundabout to provide better driving legibility, improve safety and operations, while catering for growth and improving land use outcomes.

In summary, this option provides the following benefits:

- Improved access to and through the town centre.
- Improved driveability and intuitive flow.
- An improved entry into the town centre with a good view to the water.
- Greater capacity for future growth.
- Improved safety and wayfinding.
- The opportunity better develop the public/green space alongside the lake.
- The opportunity to develop a new section of commercial land, further offsetting the construction cost.
- Improved driveability that encourages traffic to intuitively move around the town centre on the new arterial alignment, as oppose to going into the town centre via Lake Esplanade.
- Improved construction outcomes, including reduced need for large cuts and retaining walls and the ability to re-use fill in the construction process (reducing the need to move this off-site).
- This alignment supports better active transport outcomes through using existing bike paths and an underpass to allow people to cross the alignment without crossing the roundabout.
- This alignment allows for more 'daylighting' of the road, which helps reduce the level of winter icing.
- Allows for retention of trees to reduce the visual impact of the new road.
- It does not create and over dimension restrictions.
- No one (property or business) is cut off through its development.



Figure 55: The concept design for the preferred stage 3 option (3B)

**7.3.3 Preferred programme diagrams**

The diagrams below demonstrate how the various aspects of the preferred programme will look across the town. More detailed diagrams for each project are included in the individual business case and the public realm improvements will be further explained through the Spatial Framework document (due early 2018). The Spatial Framework will contain a masterplan summary, which will include a set of design guidelines to inform town centre public realm development in a consistent way (as shown below).



*Figure 56: Explanation of the relationship between the Spatial Framework, Masterplan Summary and Design Guidelines*



Figure 57: A snapshot of the preferred Masterplan Programme.

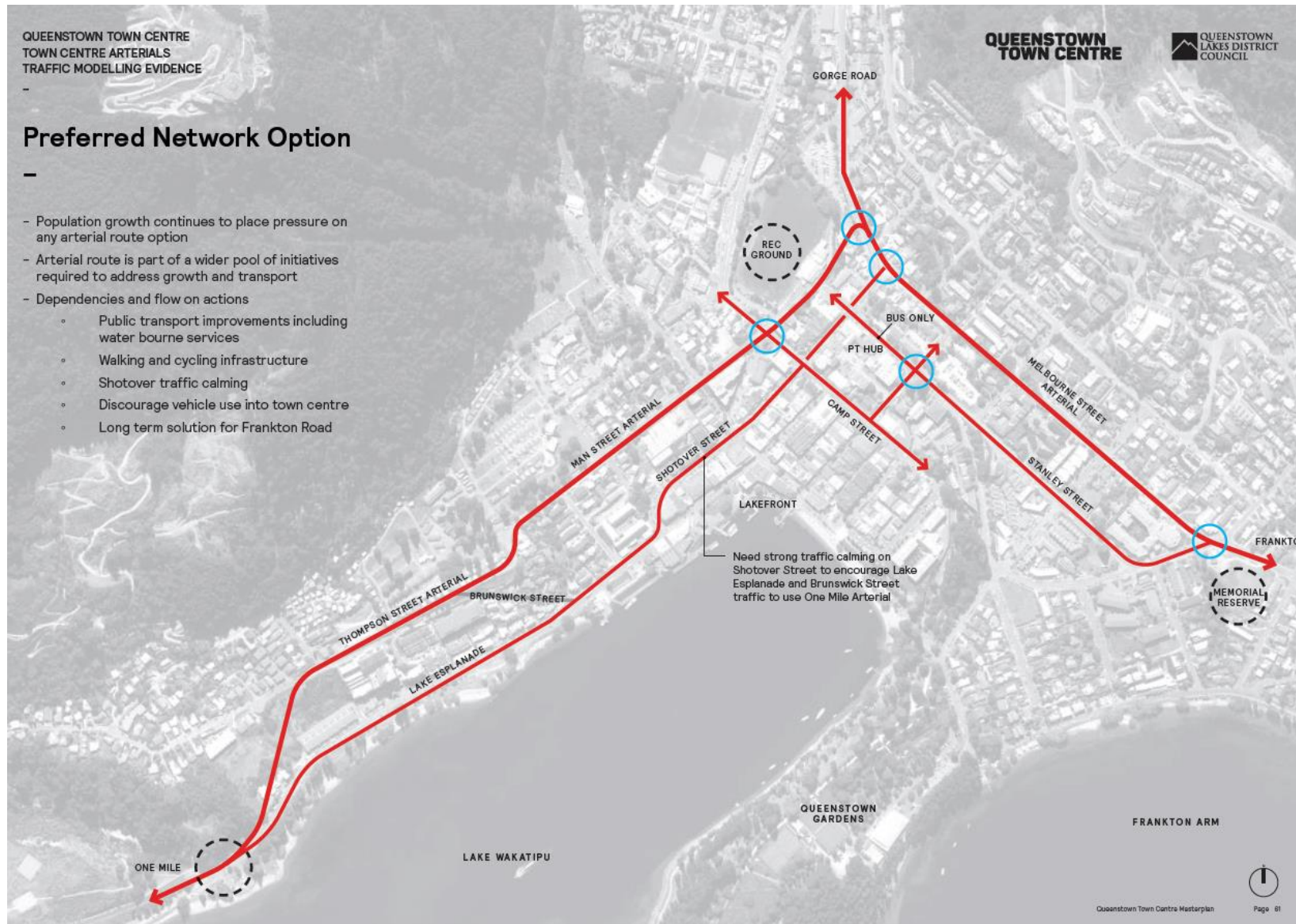


Figure 58: A snapshot of the preferred network options and the intended positive impacts.

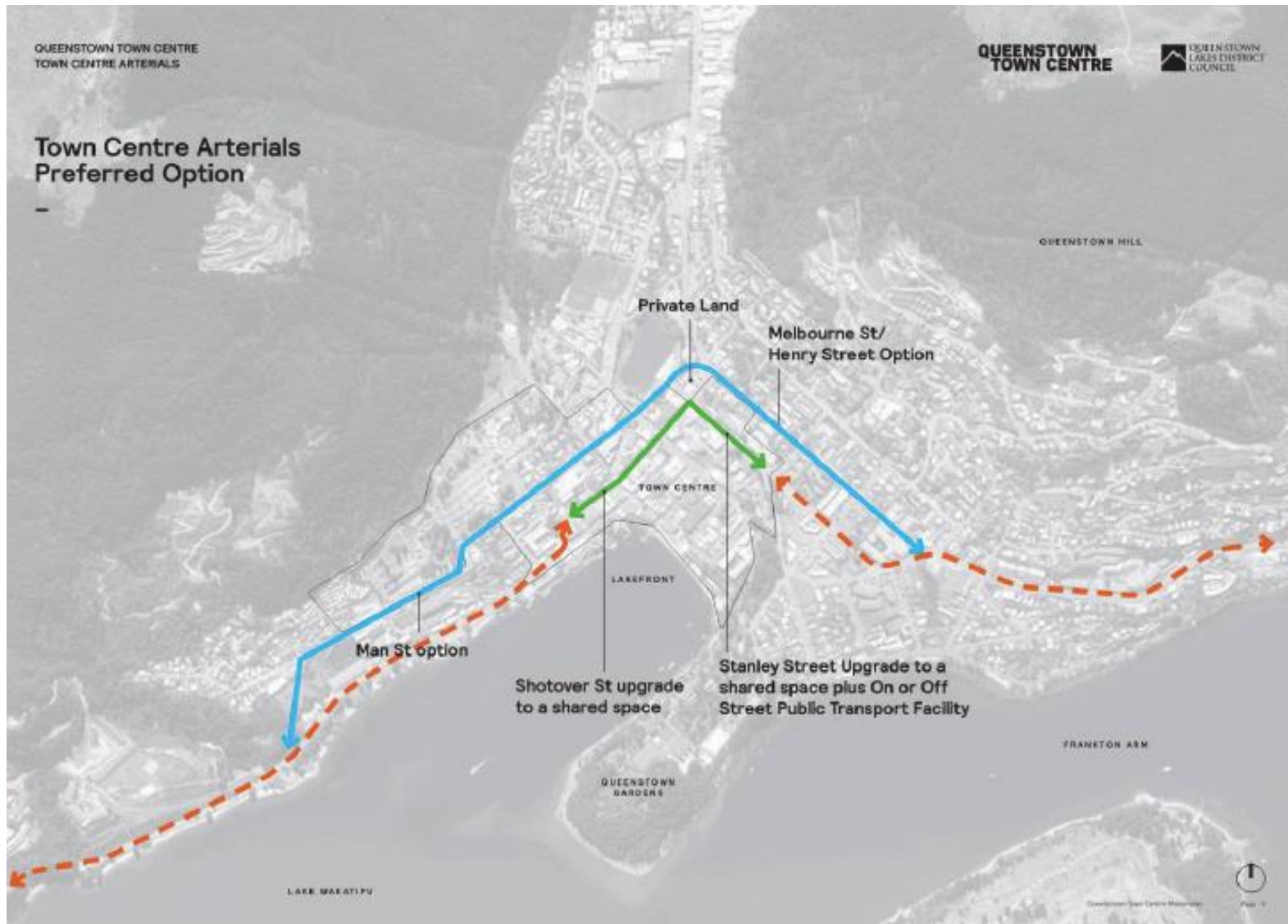


Figure 59: The preferred arterial alignment.

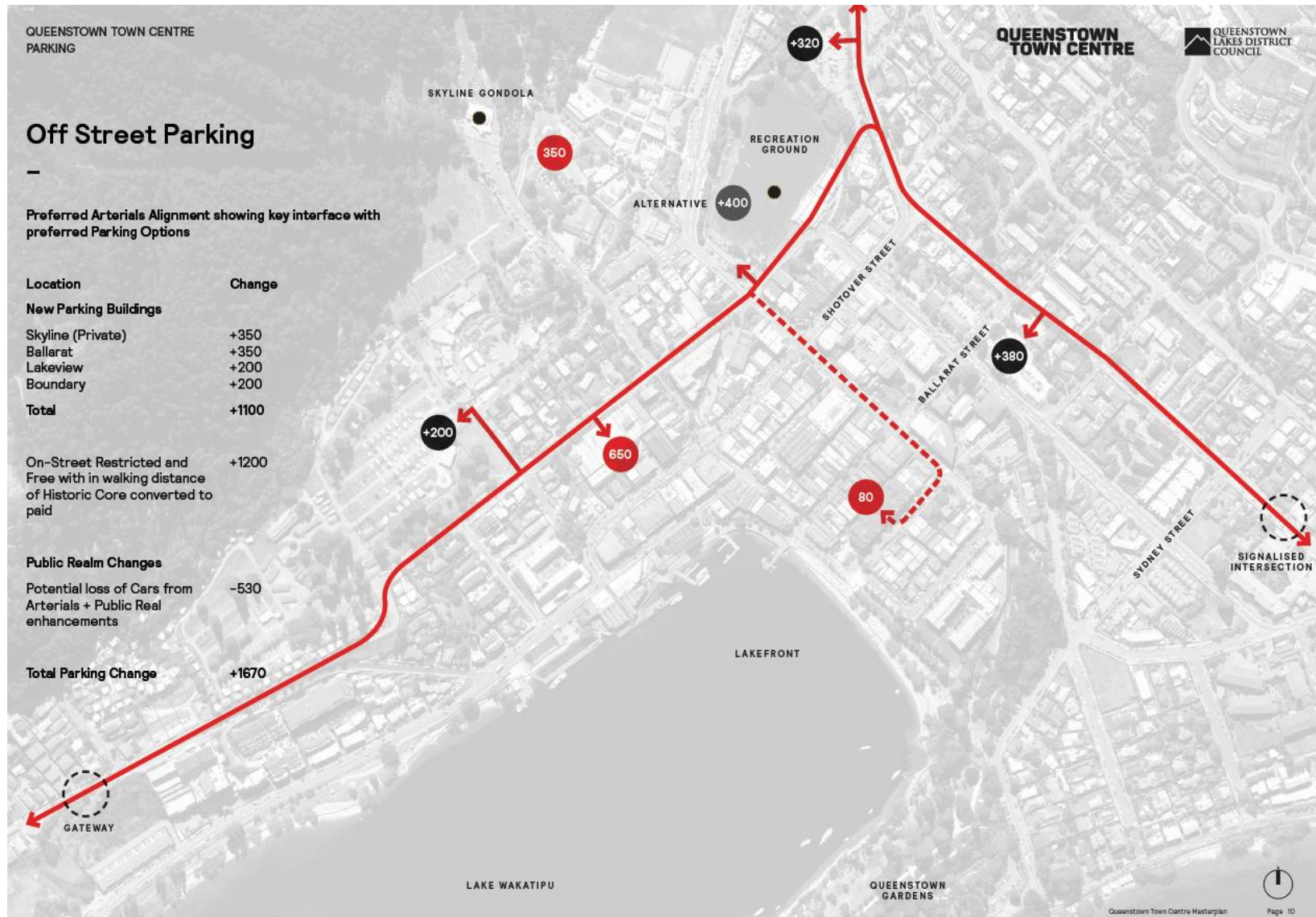


Figure 60: Preferred parking developments



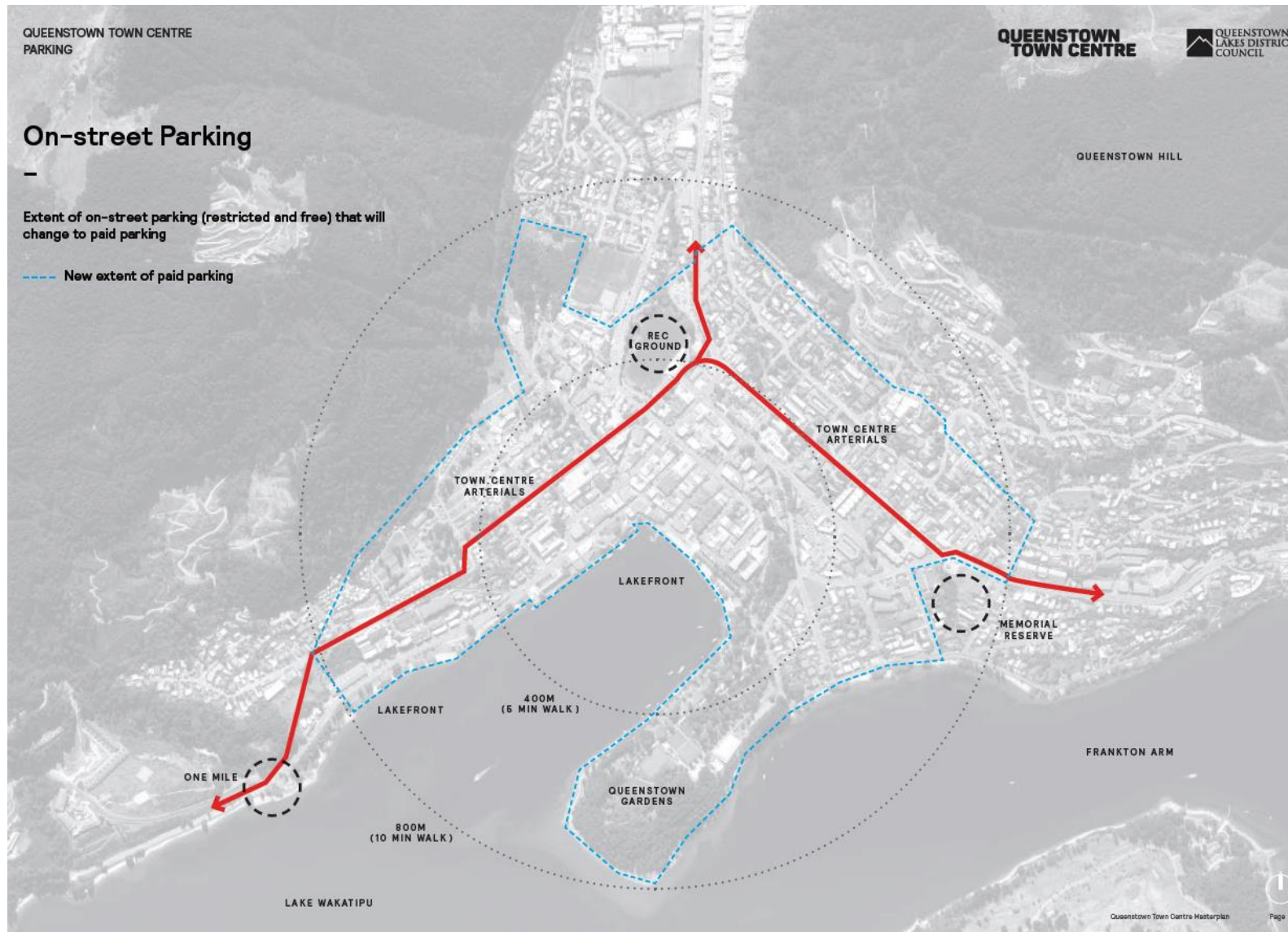


Figure 61: Proposed on street parking changes

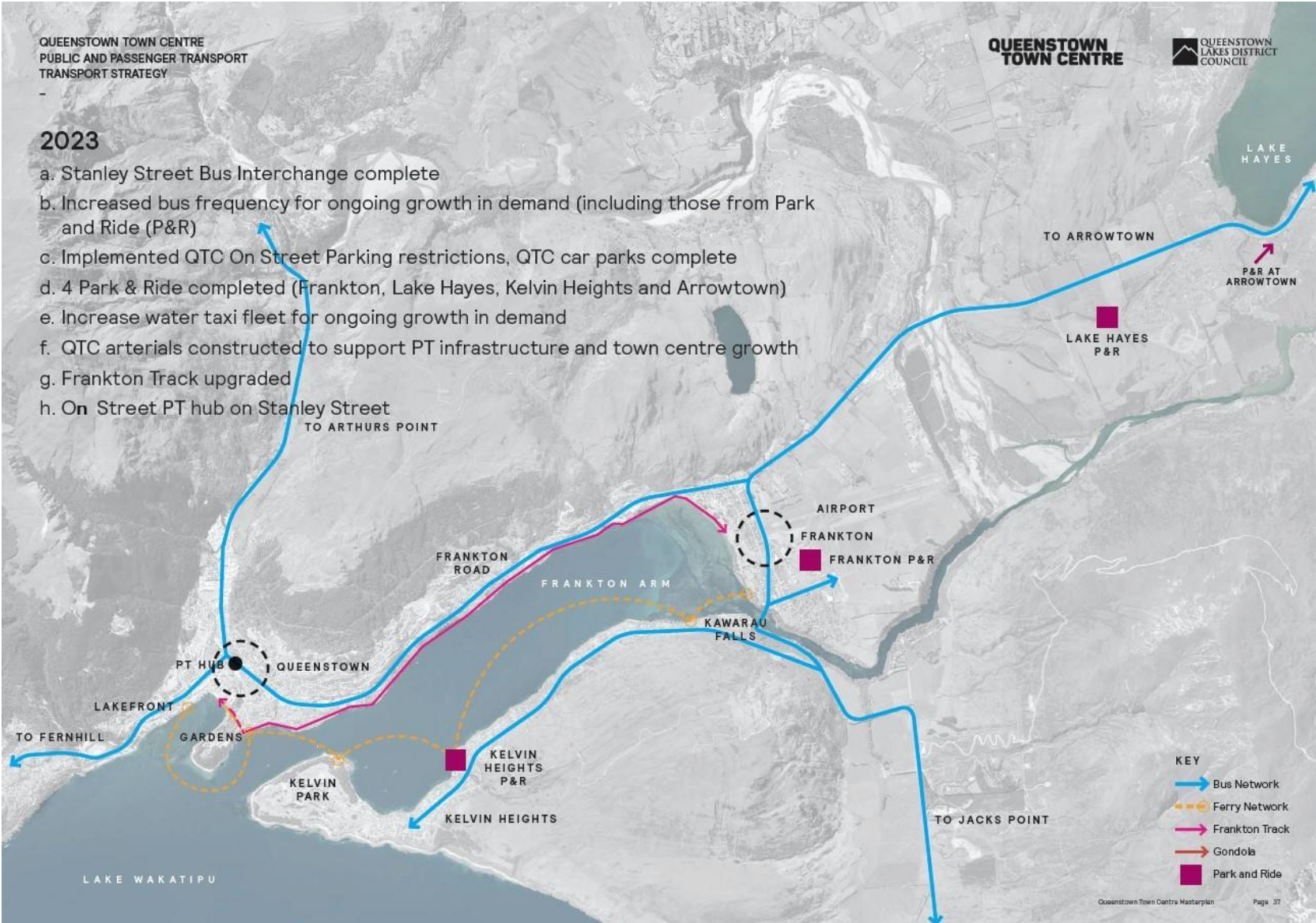


Figure 62: A summary of P&PT project inclusions in 2023

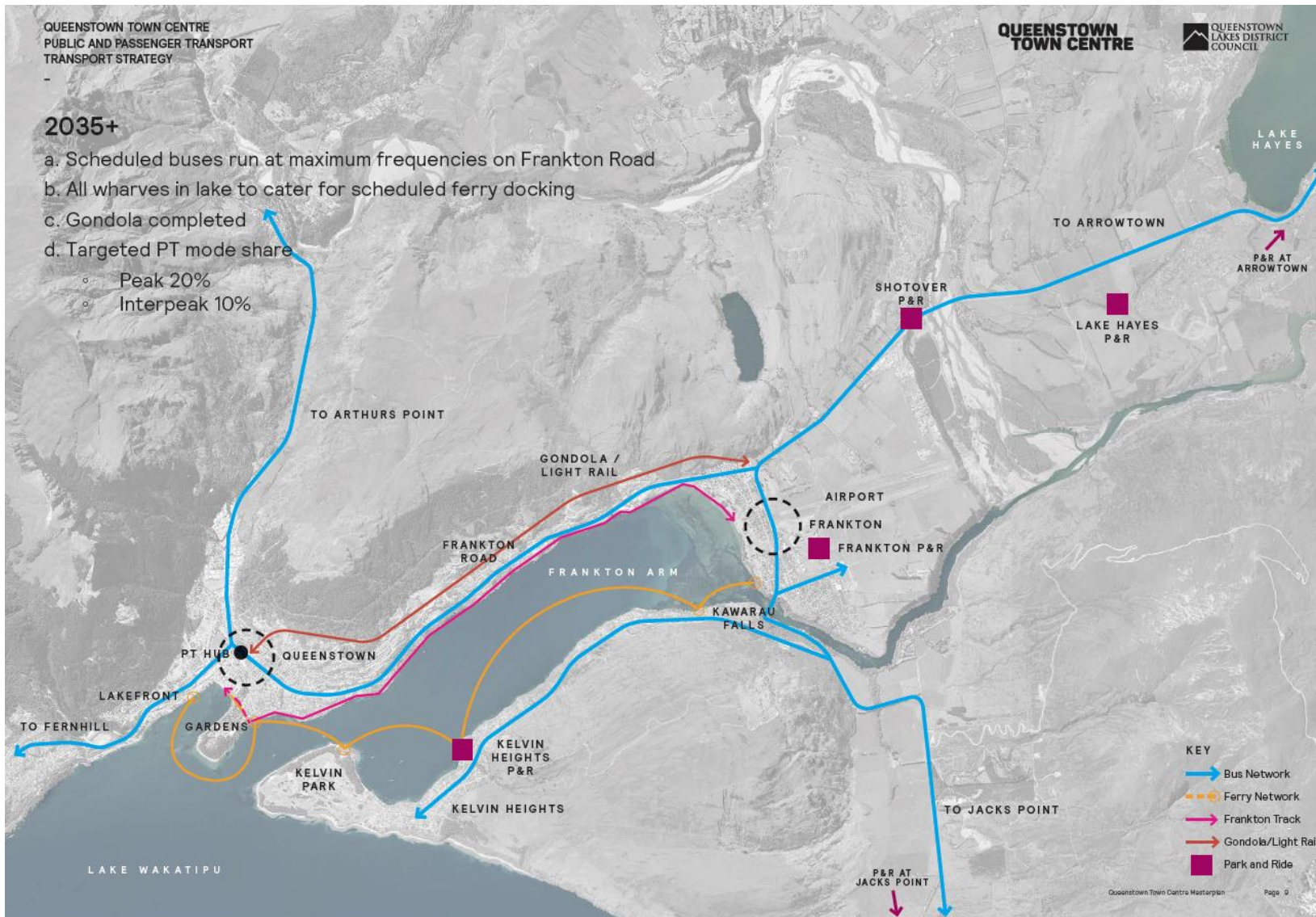


Figure 63: A summary of P&PT project inclusions in 2035 and beyond

**7.3.4 Public realm improvements**

The table below and the following images demonstrate the planned public realm improvements to transform the town centre. Refer to the Spatial Framework document for further demonstration of how these improvements will look. This will be completed in early 2018 and will form Appendix 14 of this programme.

*Table 17: Public Realm inclusions by programme*

	Status Quo	Do Min	Least Ambitious	Intermediate	Ambitious - Staged	Ambitious	Most Ambitious
A continuous and connecting blue + green lakefront.				√	√	√	√
Marine Pde (Earl to Church) - Shared Space					√	√	√
Marine Pde (Church to Mall) - Shared Space							√
Park St - Cycle Lane		√	√	√	√	√	√
Enhanced Lake Esplanade							√
Lake Esplanade				√	√	√	√
Civic Axis - Connecting Lake City and Community Heart							√
Mall (Superficial Upgrade)			√	√	√	√	√
Ballarat St - Shared Space				√	√	√	√
Complete the city centre Laneway Network							√
Searle Ln - Paved Laneway					√	√	√
Cow Ln - Shared Space					√	√	√
Athol - Shared Space							√
Celebrate Horne Creek Corridor					√	√	√
Expand the Open Space Network					√	√	√
Recreation Ground (Infrastructure and edges relative to the new Memorial Centre)			√		√	√	√

	Status Quo	Do Min	Least Ambitious	Intermediate	Ambitious - Staged	Ambitious	Most Ambitious
Earnslaw Park			√	√	√	√	√
Village Green				√	√	√	√
St Peters (includes Church St Open Space Upgrade)					√	√	√
Brecon St - Open Space					√	√	√
Existing 006 A sequence of north - south streets connecting 'city' and 'lake'.						√	√
Beach St (Rees to Camp) - Shared Space		√	√	√	√	√	√
Beach (Shotover to Rees) - Shared Space			√	√	√	√	√
Church Street- Widen Footpath					√	√	√
Earl Street- Widen Footpath					√	√	√
Shotover (Beach to Rees) - Widen footpaths				√	√	√	√
Shotover (Rees to Camp) - Widen footpath				√	√	√	√
Shotover (Camp to Gorge) - Widen Footpath				√	√	√	√
Expanded A sequence of north - south streets connecting 'city' and 'lake'.					√	√	√
Full town Centre A sequence of north - south streets connecting 'city' and 'lake'.					√	√	√
Garden to Gondola connection				√	√	√	√
Brecon Street (Man Street to Isle Street)				√	√	√	√
Brecon Street (Isle Street to Cemetery)				√	√	√	√
Brecon Street (Cemetery to Skyline Plaza)				√	√	√	√
Rees St - Shared Space				√	√	√	√

	Status Quo	Do Min	Least Ambitious	Intermediate	Ambitious - Staged	Ambitious	Most Ambitious
City Centre East West Streets					√	√	√
Stanley St (Ballarat to Beetham) - Widen Footpaths			√	√	√	√	√
Stanley St - Shotover to Ballarat (Bus Interchange) - Widen Footpath			√	√	√	√	√
Cycle Trail - Camp Street			√	√	√	√	√



Figure 64: A summary of key moves to transform the town centre



Figure 65: Town centre upgrades including a new Community Heart, Recreation Ground and street upgrades on Brecon Street, the Lakefront and Lakeview



## 7.4 Preferred Programme assessment

### 7.4.1 Assessment method

Each option is assessed through an MCA ahead of detailed analysis of the preferred programme, including modelling, economic appraisal and consideration of implementability and wider programme impacts.

### 7.4.2 Masterplan Programme Risk

A workshop was held on 4 April 2017 with the wider project team to work through the major risks presented by the entire Masterplan Programme. This workshop produced an agreed risk assessment that will transfer into each programme’s risk management and forms part of the ongoing reporting for the Masterplan programme (shown below). These risks were then revisited and detailed through subsequent meetings in June, August and September 2017. The outputs of these workshops are shown in Appendix 6, with space allocated for ongoing development of risk management strategies as the programme and case is developed.

### 7.4.3 Value for Money

In assessing value for money, all of the economic, environmental, social and distributional impacts of a programme are consolidated to determine the extent to which a programme’s benefits outweigh its costs.

The MCA approach used provides the initial value for money assessment, with multiple options compared and contrasted using their link to investment objectives, assumed cost levels and delivery timings, in addition to evaluation against risks.

### 7.4.4 Economic and incremental analysis of programme options

Economic analysis has been undertaken following the full procedures from NZ Transport Agency’s Economic Evaluation Manual (EEM) 2016. The content below (in italic text) is sourced directly from the “Queenstown Town Centre Masterplan Modelling and Economic Evaluation” report produced by Abley Transportation consultants for QLDC. This is included as Appendix 15.

*In the economic analysis, the following assumptions have been made:*

- *6% discounting rate over 40-year evaluation horizon.*
- *Update factors applied to July 2016 benefits and costs.*

*Five of the programmes from the short list of programmes develops in the IBC have been evaluated. A simplified summary of the inclusions of each programme are shown in the table below.*

Programme	Arterials	PT	Parking
<b>Programme 1</b> Status Quo	Status Quo	Do Minimum	Do Minimum
<b>Programme 2</b> Do Minimum	No Arterials	Multiple on street bus facilities and dedicated on street Coach facilities	Parking technology
<b>Programme 3</b> Least Ambitious	Stages One and Two	11 bay dedicated Off street PT Hub	One car park appropriate supply
<b>Programme 4</b> Intermediate	Stages One and Three	New Stanley St 6 bay on street PT facility	Redevelop existing sites
<b>Programme 6</b> Ambitious	Stages One, Two and Three	Stanley St on street PT facility reduced traffic	Multiple new and upgraded off-street facilities

Table 18: A simplified summary of Masterplan programme inclusions

#### 7.4.5 Road user cost benefits

The analysis includes the following benefits:

- travel time costs and additional congestion cost
- vehicle operating costs
- travel time reliability (estimated to be 5% of travel time costs)
- accident costs based on transport model methodology
- emissions (Carbon dioxide costs taken as 4% of vehicle operating costs).

#### 7.4.6 Other benefits

In addition to the total network operating cost benefits, the BCR analysis was expanded to include the following additional public transport (PT) user benefits:

- Public transport reliability improvement benefits (EEM A4.1(b) and assumes 3% work travel, 37% commuting and 60% other purposes as agreed with peer reviewer in the absence of Queenstown guidance).
- Public transport travel time benefits (EEM A3).
- Road reduction benefits (EEM SP10).
- Increased service frequency benefit (EEM A18.4).
- Infrastructure benefits (EEM A18.7).

The infrastructure benefit is calculated based on attributing a typical user's in-vehicle time equivalent value, for the facility and it is assumed that 50% of public transport users will visit the hub. The EEM provides guidance that a public transport station could be valued at up to three minutes based on the level of comfort and services provided to users. A value of two minutes has conservatively been assigned to the most ambitious programme PT Hub (included in programme 4 and 6) acknowledging the proposed high-quality facility. Seventy five percent of this benefit has been included for programme 3 and no infrastructure benefit is included for programme 2 to reflect the relative quality and convenience.

The PT increased service frequency benefit has been included for programmes 3,4 and 6 recognising the increased benefits of moving from a 15 minute to 6-minute service frequency on Frankton Road. The average of 15 and 6-minute evaluations has been assumed to calculate the wait time benefit as is consistent with the procedures.

Public transport reliability benefits and road reduction benefits have been calculated for programme 6 using the EEM formula. It is estimated that programme 3 and programme 4 would deliver 90% and 72.5% of each of these benefits respectively based on the extent to which traffic congestion on the key arterials in the town centre is likely to be relieved under each scenario. Specifically, change in traffic volumes on Stanley Street has been used as a proxy with 2025 volumes dropping from 16500 vpd to 8600 vpd under Programme 6. The addition of stages 1 and 3 (programme 4) reduces volumes from 16500 vpd to 10100 and the full arterials reduces volumes from 16500 vpd to 7700 vpd). On this basis 90% of the traffic reduction is attributable to Programme 3 and 72.5% attributable to Programme 4.

The reduction in average minutes late assumed in the calculation of public transport reliability benefits has not been specifically calibrated, however currently buses experience lengthy delays as a result of blocking back from the signals on Stanley Street and roundabouts on Shotover Street. In 2015 we understand from Trackabus that 30% of services were more than 5 minutes late and on occasion during peak hours buses were cancelled due to extreme late running. In the future with increased traffic volumes and congestion this will deteriorate further in the future. Whilst it is difficult to estimate it is asserted that for bus services on Stanley Street it is plausible that by the start of benefits (2022/23) if the new arterials are not built to relieve congestion and allow buses a free run into the town centre buses may experience on average a five-minute delay resulting in poor public transport reliability, therefore a five-minute reduction in average minutes late is

assumed for Stanley Street services only. A sensitivity test is introduced in section 9.6 (of the Abley report) whereby a two-minute reduction is assumed.

Public transport travel time benefits are calculated using the EEM formula and assume a five-minute reduction in travel time is likely as a result of removing the extensive congestion from Stanley Street and Frankton Road, providing bus priority along Stanley Street and ease of access to the new hub. This is only applied to Stanley Street services and a sensitivity test is introduced in section 9.6 whereby a two minute reduction is assumed.

The EEM states the criteria for claiming agglomeration benefits to be “The required spatial concentration of economic activity for realising agglomeration benefits is only likely to occur in the major industrial and urban centres of New Zealand. It is only the large and complex urban transport activities that will provide the relevant conditions that justify an analysis of agglomeration benefits”. We understand the Roads of National Significance projects are the only projects agglomeration benefits have been calculated for to date following the EEM procedures.

The NZTA procedures for calculating agglomeration benefits are quite complex and involve considerable analysis. It is not entirely clear on how well the NZTA procedure will convert to monetised benefits for this project. There is some likelihood that the outputs will be marginal as the benefits are attributable to growth and are not necessarily attributable to the transport interventions in isolation.

**Due to this uncertainty to the appropriateness it is our recommendation that the IBC clearly state that there may be agglomeration benefits, but it has been chosen not to enumerate them and on this basis the BCR analysis provides a conservative approach.**

The annual public transport and other benefits included in this analysis includes:

- network operating cost benefits
- vehicle operating costs
- vehicle emissions
- in vehicle time cost
- additional congestion cost
- accident costs
- travel time reliability costs.

Table 19: Annual Public Transport and Other Benefits

Programme	Public Transport Reliability	PT user travel time benefits	Road Reduction benefit	PT Increased service frequency benefits	Infrastructure benefits	Annual benefits	40 Year benefit stream PV
Prog 2	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Prog 3	\$ 5,015,286	\$ 1,044,851	\$ 415,389	\$ 1,189,651	\$ 203,627	\$ 7,868,803	\$ 110,891,177
Prog 4	\$ 4,040,092	\$ 841,686	\$ 415,389	\$ 1,189,651	\$ 271,502	\$ 6,758,319	\$ 95,241,665
Prog 6	\$ 5,572,540	\$ 1,160,946	\$ 830,777	\$ 1,189,651	\$ 271,502	\$ 9,025,416	\$ 127,190,752

#### 7.4.7 Costs and programme BCR

Cost estimates and staging for each programme including all land acquisition costs (including QLDC owned land) were received from Rationale. Estimations for the additional capital and operational expenditure to move from a 15 minute to 6-minute PT service frequency on Frankton Road have also been included. It has been assumed that the increased service frequency would require six additional vehicles three in each direction for the peak 10 hours of the day). Diesel vehicle cost estimates have been used for the low-cost estimate and electric vehicles the higher cost estimate. Indicative variable contract rates for in service kilometres (\$2 per km) and hours (\$35 per hour) have been used to provide an estimate of additional operational costs associated with the increased service frequency.

Maintenance costs have been included at years 10, 20 and 30 following start of benefits and equate to 1.5% of capital costs which corresponds to the estimated maintenance costs from the recent QLDC Eastern Access Road economic evaluation. This is considered to be a conservative figure as the capital costs upon which this is applied includes an allowance for land acquisition costs.

The resultant discounted benefits, costs and programme BCRs are shown in the table below.

At this stage, the preferred programme is carrying a BCR of 1.7.

Table 20: Programme BCR analysis

Base Option	Programme	Upper Programme Cost (\$)	Expected Cost (\$)	Lower Programme Cost (\$)	Programme Benefit (\$)	Programme BCR
1	2	6,292,057	6,292,057	4,840,157	30,552,808	4.9
1	3	125,852,862	107,077,915	92,773,386	216,005,414	2.0
1	4	142,387,338	112,779,443	89,755,410	167,605,129	1.5
1	6	166,965,929	135,586,422	111,079,272	230,417,532	1.7

#### 7.4.8 Incremental BCR Analysis

An incremental cost benefit analysis of the five alternative programmes has been undertaken following the procedures in A19 of the EEM to identify the optimal programme from an investment perspective.

An incremental analysis has been undertaken to assess the incremental value of each programme, and the results are shown below. The programmes were ranked and labelled 1 to 6 in order of increasing cost. Starting with programme one, the next higher-cost programme, (programme 2) was compared to calculate the incremental BCR between the programmes. This was repeated for programme 2 to 3 and 3 to 4.

A BCR of 1 was considered to be the target BCR as it represents a positive return on investment. As the incremental BCR of programme 4 was less than 1, the incremental BCR between programme 3 and 6 was calculated.

Table 21: Incremental BCR analysis

Base Option	Incremental Option	Upper Incremental Cost (\$)	Expected Cost (\$)	Lower Incremental Cost (\$)	Incremental Benefit (\$)	Incremental BCR	Preferred Option
1	2	6,292,057	6,292,057	4,840,157	30,552,808	4.9	2
2	3	119,560,804	100,785,857	87,933,229	185,452,606	1.8	3
3	4	16,534,476	5,701,529	-3,017,975	-48,400,286	-8.5	3
3	6	41,113,068	28,508,507	18,305,886	14,412,117	0.5	3

The incremental analysis shows that programme 3 is the preferred option as the incremental BCR from programme 3 to 4 and programme 3 to 6 is less than the target BCR of 1. **However, it is noted that the economic benefits associated with programme 6 are highly conservative and more should be done in the detailed business case to better capture and account for the wider economic benefits (particularly those provided by the third stage of the arterials).**

Programme 5 from the IBC is identical to programme 6 in terms of infrastructure but differs in that the new arterials are proposed to be staged on a 'just-in-time' basis to maximise benefits. The timing of infrastructure to derive Programme 5 has not been addressed in this assessment.

The programme 6 analysis is considered to be highly conservative as a significant quantum of benefits associated with the delivery of stage 3 of the arterials in programme 6 are not tangible. Specifically, no benefits have been attributed to the provision of coach parking in Shotover Street and Duke Street which is made available as a direct consequence of building Stage 3 of the Arterials (provided in Programme 6).

The evaluation team have sought direction from NZTA as to how this can be enumerated, and this appears to be an intangible but very significant benefit attributed to Stage 3 of the arterials and corresponding incremental benefits of Programme 6. On this basis the broader intangible benefits arising from the delivery of stage 3 of the arterial should be considered further in the assessment of programme 6.

In addition to the comments above, the cost of the third stage of the arterial upgrade has recently dropped significantly (by approximately \$50 million) following the recent work completed to identify an improved alignment. The new alignment for this section will include a great deal less supporting works (such retaining walls and cuts) which is expected to reduce the construction costs and it may also open up new land for development (providing new benefits). Through these shifts and more detailed analysis of the wider benefits in the detailed business case, the BCR for the programme is expected to keep improving.

#### 7.4.9 Sensitivity testing

Sensitivity testing has been completed to help understand how the BCR may change based on variations in cost and benefits. This is shown below.

Table 22: Sensitivity testing on the BCR

Base Option	Programme	Programme BCR	Upper Cost	Lower cost	+30% Benefits	-30% Benefits
1	2	4.9	4.9	6.3	6.3	3.4
1	3	2.0	1.7	2.3	2.6	1.4
1	4	1.5	1.2	1.9	1.9	1.0
1	6	1.7	1.4	2.1	2.2	1.2

#### 7.4.10 Peer review of the programme transport model

Peer reviews have been used to test the approach used to model transport and economic benefits in this programme. The first peer review was completed by John Row of Beca and the second review was undertaken by Graeme Bellis of NZTA. These peer reviews have been used to refine the transport modelling and economic appraisal of the programme options and Abley have used this feedback to refine and re-issue their report (the outputs of which are shown above).

In addition to ensuring the modelling was being undertaken correctly, the reviewers noted the need for a more advanced model to be developed to provide the level of analysis required for the detailed business case phase. This supports QLDC’s current investigations into the best scope and objectives for a more advanced modelling tool.

The peer report completed by Beca is included as Appendix 18 and the initial comments from Graeme Bellis in a recent email to the project team are included below.

*“My observations on the economic evaluations carried out for the IBC work are as follows:*

1. *The procedures used generally are in accordance with the requirements of the Economic Evaluation Manual, and at a level of detail that is appropriate for the IBC stage.*
2. *The incremental BCR analysis has now been carried out correctly, and supports programme 3 as a preferred option. I understand that recent review of predicted construction costs may change this position. In any event, this can be confirmed at the next level of the investigation, but should be included in the IBC work, as any further analysis required should be trivial.*
3. *I still have concerns over the predicted public transport patronage, and the consequent level of private traffic on the network in the future. This is due to:*
  - a. *Initial incorrect application of elasticity methodology in the IBC that has a flow-on effect to other assumptions and conclusions made in the subsequent analysis,*

b. The high levels of uncertainty in the variables and relationships that contribute to both the overall level and mode shares of future trip-making. Because of the high level of uncertainty in these aspects, there will need to be wide-ranging scenario and sensitivity testing in the DBC,

c. The high level of sensitivity of traffic flows on the network, and hence performance of future development options, to the level of PT patronage.

4. Peer reviews of the modelling and economic analysis have highlighted the inability of the current strategic modelling to provide the level of detailed information that will be needed to clearly differentiate options that will be compared at the DBC stage. This will have implications for both operational and economic analyses. Given the high levels of predicted growth in Queenstown, careful thought needs to be given to choice of models, to ensure that they have appropriate levels of sensitivity to critical predicted variables.

I hope these comments help in shaping the next stage”.

## 7.5 Implementability

The programme has been assessed from an implementability and wider project impact perspective. This high-level assessment will be followed up by detailed analysis at the project and programme level during the detailed business case development. In summary, none of the factors below signal that the programme cannot be implemented successfully. However, each project solution needs to be considered further in the detailed business case and the programme needs to consider the holistic effect of delivering each project as an integrated schedule.

Table 23: Implementability assessment

Area	Key points
Constructability	<p>The main construction challenges within the programme come from the arterials. The alignment features significant gradients and cuts that will need to be carefully planned and managed. The interim design report completed by Beca recognises this challenge and the next stage of project development will better define these challenges while confirming the best way to manage them during construction.</p> <p>Other aspects of the programme are less challenging from a construction perspective, but further work will be done to fully understand underlying factors such as geotechnical, environmental and social factors that will affect construction of the arterials, the parking buildings, the PT Hub and park and ride facilities.</p>
Operability	<p>Operability of the new transport assets has been considered and at this stage there are no significant issues identified. QLDC will complete more work to understand challenges around operating new arterials, a new PT hub, new parking buildings, changed parking management systems and new technology solutions.</p>
Statutory requirements	<p>To meet statutory requirements related to construction, operation and maintenance activities, QLDC and partners need to gain various authorisations from those with regulatory responsibilities for the natural and built environments such as local authorities, Environmental Protection Authority, Environment Court, culture and heritage (Heritage New Zealand) and the conservation estate (Department of Conservation). These may include:</p> <ul style="list-style-type: none"> <li>- Resource consents</li> <li>- Designations and notice of requirements</li> <li>- DOC concessions</li> <li>- HNZ authorities</li> </ul>

Area	Key points
	More work needs to be completed in this area to confirm the extent of requirements for this programme. Initial assessments indicate this will be low and given the urban nature of the programme, these requirements will not be a serious constraint for the programme.
Property	Each project requires some form of property purchase or re-purposing. The arterials project has the highest acquisition requirement, and this has been captured in current planning. The level of land take is not presenting an impediment to progressing with the project and this should be monitored and tested as the detailed planning progresses. The Assessment of environmental effects completed by Beca for the arterial alignment has identified the relevant issues and opportunities to be investigated further in the detailed business case.
Ongoing asset management	Further work is required to demonstrate that QLDC and partners are prepared for the changes in asset management that will come from delivering the new infrastructure proposed in this programme. This will include increased maintenance budget and activities, management of new technology, managing greater uptake of P&PT services and management of new types of assets such as Ferry Wharves, a PT Hub and a mass rapid transit solution.

### 7.5.1 Wider project impacts

Table 24: wider programme impact assessment

Area	Key points
Safety	Exception reports and design assessments are required to ensure the new infrastructure to be delivered through this programme will meet the appropriate standards. This will be further assessed in the next stage of design. No significant safety risks have been identified to date through the risk assessment, but this should be closely monitored through regular updates.
Joint working	This programme has featured strong local stakeholder engagement and joint working opportunities have been explored with NZTA and ORC. The integrated nature of this programme in support of the QITPBC programme are key platforms for joint working to deliver value for the district.
Environmental and social	Detailed analysis of environmental and social impacts has been completed for the proposed arterial alignment and the public transport hub, as shown in the corresponding business cases. The NZTA Assessment of Environmental Effects framework has been used to structure this assessment and this will continue for the wider programme in the detailed business case stage for the relevant projects.

**7.5.2 Investment Assessment Framework**

The Masterplan programme has been assessed against the 2018-2021 NZTA Investment Assessment Framework. The two criteria applied for the IAF are the BCR and 'Results Alignment'. Following on from the BCR result, the Results Alignment outputs are shown below.

Assessment criteria for a High ranking		Alignment with Strategic Case
<b>Results Alignment</b>	Matches Desired GPS	<p>A key objective of the draft 2018 GPS is 'A land transport system that addresses current and future demand for access to economic and social opportunities', which supports the Town Centre Arterials proposal. The proposed mix of transport improvements is consistent with key objectives of the GPS and, if implemented, is predicted to improve the capacity and effectiveness of the land transport network through Queenstown.</p> <p>The identified benefits are significant with regards with GPS priorities</p>
	Is significant in relation to the desired GPS	
	Is significant in relation to the scale of the gap to the appropriate customer level of service or performance measure	
	<p>Addresses a significant gap in the appropriate customer levels of service for one or more of:</p> <ul style="list-style-type: none"> <li>• Safety</li> <li>• Journey time reliability</li> <li>• Matching capacity and demand and/or resilience</li> </ul>	<ul style="list-style-type: none"> <li>• Evidence shows that <b>there is significant under performance in all these customer service areas</b>, resulting in performance lower than its classification and the gap to the appropriate service levels or system performance significantly impacts on the customer experience.</li> <li>• <b>Demand is currently outstripping supply</b> in terms of parking and peak road capacity.</li> <li>• The integrated programme benefits will deliver an improvement in levels of service or system performance.</li> <li>• With a rapidly growing resident population over 30,000 (urban and high growth threshold) and visitor population, <b>Queenstown is experiencing capacity issues that represent a demand mismatch</b>. This programme will address this issue through a multi-faceted mix of projects and interventions.</li> <li>• Queenstown is a recognised <b>Tourism</b> hot spot with a <b>significant role to play in the national tourism economy</b>. This programme will address the areas of greatest risk for the town and ensure that positive experiences can be delivered to support ongoing growth in this area.</li> <li>• <b>Safety</b> will be improved through this programme, in particular through reduced pedestrian / traffic conflict, greater public transport use and improved active transport facilities.</li> </ul>
	<p>Supports economic growth and productivity for:</p> <ul style="list-style-type: none"> <li>• Employment</li> <li>• access to economic opportunities and social opportunities</li> <li>• Tourism and / or freight</li> </ul>	
	Addresses a capacity and demand mismatch for journeys in major urban and high growth urban areas	
Addresses intermodal connections that need addressing		



Assessment criteria for a High ranking		Alignment with Strategic Case
	Addresses a capacity and demand mismatch for safety issues presenting a high crash risk, communities subject to high risk	<ul style="list-style-type: none"> <li>• <b>Journey Time Reliability</b> will be improved through reducing congestion and using an integrated programme to encourage mode shift and increased active transport</li> <li>• <b>Economic Growth</b> is a key part of this programme and it will be supported through growing the town centre, supporting more efficient access (for personal, public and commercial traffic) and supporting continued tourism growth.</li> <li>• <b>Intermodal Connections</b> – the proposed programme integrates across modes and provides good connections with and support of district, regional, national and international connections.</li> </ul>
	is significant as part of an end to end journey	The transport projects form part of an integrated approach to traffic issues and the development of a Masterplan for Queenstown. Alignment between the business cases for town centre parking, public and passenger transport and the masterplan is clearly established through the role that an arterial route can play in supporting the uptake of public, passenger and active transport modes, as well as changes in parking facilities to collectively contribute to reduced congestion in the area.
	is significant from a national perspective (given local, regional, national perspectives)	This project is needed to support economic growth, not only for Queenstown but also for the South Island and the nation due to the role Queenstown plays in driving the national tourism economy.
	is significant in relation to GPS timeframes, i.e. a significant issue/opportunity within 3/10/10+ years	Queenstown has been recognised as an area of High Growth with the consequent dependence on provision of appropriate infrastructure to enable and facilitate that growth. The masterplan takes a long-term view but the implementation schedule outlines how QLDC plan to move with pace to address the transport challenges, providing an immediate and longer-term opportunity in line with the GPS.
<b>Cost-Benefit Appraisal</b>	BCR	An integrated transport programme BCR has been completed by Abley Transportation Consultants. The current BCR for the programme is 1.7, demonstrates a high economic efficiency.

Assessment criteria for a High ranking		Alignment with Strategic Case
	Non-monetised benefits and additional benefits	<p>There are a number of non-monetised benefits targeted in the masterplan that will provide wider value form this programme, including:</p> <ul style="list-style-type: none"> <li>- Improved town centre experiences for locals and visitors.</li> <li>- Improved authenticity of the town centre – celebrating local culture and heritage.</li> <li>- Improved community pride and local visitation.</li> <li>- Improved community satisfaction</li> <li>- Improved visitor satisfaction</li> <li>- Improved town centre productivity</li> <li>- Improved environmental outcomes through reduced vehicle emissions.</li> </ul>

***The assessment above demonstrates how the programme achieves a ‘High’ ranking. The analysis below shows how this programme is also eligible for a ‘Very High’ ranking.***

Assessment criteria for a Very High ranking	How this programme meets the criteria
<p>A Very High Results Alignment rating for a road improvement must only be given if the improvement is responding to specific government priorities for:</p> <p>Transport access required to enable housing development in high growth urban areas</p> <p><i>Or</i></p> <p>Preparing the network for safer in-vehicle and/or driverless technology</p> <p><i>Or</i></p> <p>Delivering innovative solutions through the use of new technology (including innovative data and information use) in order to improve the customer levels of service and outcomes set out in the Medium and High Results Alignment above.</p>	<p><b>Transport access required to enable housing development in high growth urban areas</b></p> <p>This programme will play a critical role in enabling the Lakeview (PC50) and Special Housing Area (SHA) developments, which will provide significant levels of new housing in this high growth urban area.</p> <p><b>Delivering innovative solutions through the use of new technology (including innovative data and information use) in order to improve the customer levels of service</b></p> <p>Technology is proposed to play an important role in improving the level of transport services for Queenstown’s visitors and locals. The scope for these solutions includes:</p> <ul style="list-style-type: none"> <li>- development or enhancement of applications to inform customers of transport choices</li> <li>- smart parking management system to inform users of availability, deals and parking period lapsing</li> <li>- remote parking inventory management</li> <li>- ITS systems to inform drivers and travellers of parking availability and transport options through digital signage.</li> </ul>

### 7.5.3 Evaluation through transport modelling

This programme has also been tested through detailed transport modelling.

Queenstown-Lakes District Council (QLDC) engaged Abley Transportation Consultants (Abley) to provide transport planning and transport economics support to Beca Consultants for the Queenstown Town Centre Masterplan Programme Business Case (PBC).

The modelling takes considers a range of inputs from the Masterplan programme, including:

- parking supply, charges and time restrictions
- provision for a bus hub in the town centre with bus priority
- introduction of new arterials and associated changes in parking availability.

3 scenarios have been assessed at 2025 and 2045 using the QLDC Tracks Transportation Model and the economic benefits and costs of the programme included within each scenario have been assessed in accordance with NZ Transport Agency Economic Evaluation Manual (EEM) 2016 full procedures.

### 7.5.4 Scenarios

Initially, two scenarios were modelled for each of the future model years, the differences shown below:

Scenario 1	Scenario 2
<ul style="list-style-type: none"> <li>• New arterials section 1, 2 and 3 from Frankton Road/Melbourne Street intersection to One Mile roundabout</li> <li>• Removal of 299 car parks by 2025 and a further 229 by 2045 (due to arterials plus public realm parks)</li> <li>• Bus hub on Stanley Street between Ballarat and Shotover</li> <li>• Bus only link on Shotover Street between Gorge Road and Stanley Street</li> <li>• One way (southbound) vehicular link on Shotover Street from Stanley Street to Camp Street</li> <li>• Addition of paid parking facilities</li> </ul>	<ul style="list-style-type: none"> <li>• New arterials section 1, 2 and 3 from Frankton Road/Melbourne Street intersection to One Mile roundabout</li> <li>• Removal of 312 car parks by 2025, and a further 170 by 2045 (due to arterials plus public realm parks)</li> <li>• Bus hub on Stanley Street between Ballarat and Shotover</li> <li>• Bus only link on Stanley Street between Ballarat and Shotover</li> <li>• Addition of paid parking facilities</li> <li>• Parking restrictions</li> </ul>

#### Scenario 3

A third scenario was added to analyse the breakdown of benefits of each stage of the arterial route. This included developing a model used for analysing the arterials with only stages 1 and 2 (Henry to Melbourne and Melbourne to Camp Streets) of the town centre arterials in place (masterplan programme 3). Traffic volume plots and turning movement plots for this are included in Appendix 8.

The economic analysis determined that 96% of road user benefits are attributable to Stages 1 and 2 (Henry to Melbourne and Melbourne to Camp Streets) and only 4% of road user cost benefits to the Camp Street to One Mile section. It is noted that there are further benefits attributable to achieving a mode shift away from vehicle drivers and in particular related to public transport improvements.

Being a strategic model, the QLDC Tracks transportation model produces a conservative estimation of benefits as it is not able to reflect the potential level of congestion relating to pedestrian crossings and pedestrian vehicle interactions along the new arterial corridors.

The table below show the difference in modelled traffic flows between the ‘Do Nothing’ option and Scenario 2 (refer to Queenstown Town Centre Masterplan Modelling Report, Abley Sept 2017 included in Appendix 8 for complete results).

Traffic flows are significantly reduced for 2025 and 2045 with the implementation of Scenario 2 when compared to the do nothing / status quo options.

Table 25: Modelled levels of service comparing scenarios

PM Peak	2016	2025			2045		
		Do Minimum No Arterials	Scenario 2 No Arterials	Scenario 2 With Arterials	Do Minimum No Arterials	Scenario 2 No Arterials	Scenario 2 With Arterials
Frankton Road EB	E	E	E	D	F	E	E
Frankton Road WB	-	D	D	D	E	D	D
Frankton Road - Suburb St to Dublin St	D	E	D	D	E	E	E
Frankton Road - Dublin St to Suburb St	F	E	E	E	F	E	E
Frankton Road - Dublin St to Stanley St	-	-	-	-	D	-	-
Frankton Road - Stanley to Dublin St	E	E	D/E	-	E	E	-
Stanley St – Frankton Rd to Sydney St	D	D	D	-	D	D	-
Stanley St – Sydney St to Frankton Rd	E	E	E	-	E	E	-
Stanley St – Sydney St to Ballarat St	D/E	D/E	D/E	-	D/E	D/E	-
Stanley St –Ballarat St to Sydney St	F	F/E	F/E	-	F	E/F	-
Camp St – Shotover to Ballarat St	-	-	-	-	-	-	-
Camp St – Ballarat to Shotover St	D	E/D	E/D	-	F/D	E/F	-
Lake Esplanade – Beach to Brunswick	D	D	D	-	E	D/E	-
Lake Esplanade – Brunswick to Beach	-	-	-	-	D	-	-
Melbourne – Henry NB	-	-	-	-	-	-	D
Melbourne – Henry SB	-	-	-	D	-	-	D

Table 26: Modelled travel times

**Modelled travel times between SH6A/Suburb and One Mile Roundabout (Scenario 1)**

Route	Direction	2025 AM	2025 PM	2045 AM	2045 PM
Arterial	WB	214.6	241.1	215.8	248
Arterial	EB	217.4	251.1	222.8	252.6
Stanley/Shotover	WB	258	284.1	259.2	290.2
Stanley/Shotover	EB	276.8	286.3	276.4	295

**Modelled travel times between SH6A/Suburb and One Mile Roundabout (Scenario 2)**

Route	Direction	2025 AM	2025 PM	2045 AM	2045 PM
Arterial	WB	215.2	234	214.9	237.5
Arterial	EB	218.9	242.3	217.5	245.3
Stanley/Shotover	WB	259	277.5	259.1	283.1
Stanley/Shotover	EB	274.6	286.3	276.9	293.2

Public transport patronage has been forecast by applying the transport elasticities in section 3 of the Abley report (refer appendix 15) to figures from 2016 MWH occupancy surveys which included public transport and coach patrons accessing the town centre between 7am and 11am on a typical weekday. For the purposes of this analysis bus patrons were estimated from the combined bus patron/coach patron total as a function of the current number of services and average occupancy on each corridor.

The inbound 7-11am patronage totals have been converted to peak hour (8-9am) totals based on calibrated peak hour conversion rates from surveys.

After applying elasticities to account for public transport investment and parking charges, the approximate public transport patronage numbers (and number of buses based on average occupancy of 40 persons per service) in 2025 by corridor are estimated to be:

- Gorge Rd - 80 passengers (2 buses).
- Frankton Rd - 290 passengers (up to 7 buses plus water taxi).
- Lake Esplanade - 140 passengers (3 buses).

The corresponding forecast public transport patronage numbers (and number of buses based on average occupancy of 40 persons per service) in 2045 by corridor are estimated to be:

- Gorge Rd – 100 passengers (2-3 buses).
- Frankton Rd - 300 passengers by bus/water taxi (up to 7-8 buses plus water taxi) and 490 passengers by Mass Rapid Transit.
- Lake Esplanade – 170 passengers (4 buses).

A critical part of this modelling has been identifying how much mode shift needs to be achieved to be achieved to keep the town growing sustainably and how integrated changes in arterials, parking and P&PT will impact this. The tables below demonstrate the level of expected mode shift and parking occupancy.

Table 27: Scenario 2 2025 outputs

**2025 Scenario 2 modelling outputs**

Morning Peak Period	Scenario				
	BAU	P&R	P&R + Parking Sc 1	Change (PR-DN)	Change (PR+Sc1-DN)
<b>Modal Shift (7-9am)</b>					
Total vehicle driver trips	24483	23778	23433	705	1050
Increase in PT Trips		705	1050	-705	-1050
<b>Town centre vehicles (7am-9am)</b>					
Total vehicles entering town centre	4521	4211	3876	310	645
Total vehicles leaving town centre	3183	2965	2965	219	219
%age reduction in arterial volumes to/from town centre		6.9%	11.2%		
<b>Parking available (approx 10am)</b>					
Paid parks	303	316	591	-13	-288
Free parks	1842	1921	1981	-79	-138
Total parks available	2145	2237	2572	-92	-427
Paid parking occupancy	88%	87%	76%		
Free parking occupancy	50%	48%	47%		
Total parking occupancy	65%	64%	58%		
Town centre through trips	578				
%age redn in non through trips		8.1%	13.2%		
Interpeak Period	Scenario				
	BAU	P&R	P&R + Parking Sc 1	Change (PR-DN)	Change (PR+Sc1-DN)
<b>Modal Shift (9am-4pm)</b>					
Total vehicle driver trips	107309	106015	105808	1294	1501
Increase in PT Trips		1294	1501	-1294	-1501
<b>Town centre vehicles (9am-4pm)</b>					
Total vehicles entering town centre	14378	13833	13632	545	746
Total vehicles leaving town centre	14399	13853	13651	546	747
%age reduction in arterial volumes to/from town centre		3.8%	5.2%		
<b>Parking available (approx 1pm)</b>					
Paid parks	127	134	321	-7	-194
Free parks	1457	1541	1689	-84	-232
Total parks available	1584	1675	2009	-91	-425
Paid parking occupancy	95%	95%	87%		
Free parking occupancy	61%	59%	55%		
Total parking occupancy	74%	73%	67%		

Table 28: Scenario 2 2045 outputs

**2045 Scenario 2 modelling outputs**

Morning Peak Period		Scenario				
	DN after 2016 Sc1	P&R + Gondola	P&R + Gondola + Parking Sc 1	Change (PRG-DN)	Change (PRG+Sc1-DN)	
<b>Modal Shift (7-9am)</b>						
Total vehicle driver trips	31540	28658	28202	2882	3338	
Increase in PT Trips		2882	3338	-2882	-3338	
<b>Town centre vehicles (9am-4pm)</b>						
Total vehicles entering town centre	5233	4069	3626	1165	1607	
Total vehicles leaving town centre	4480	3483	3483	997	997	
%age reduction in arterial volumes to/from town centre		22.3%	26.8%			
<b>Parking available (approx 10am)</b>						
Paid parks	267	291	817	-24	-550	
Free parks	1625	1769	1685	-144	-60	
Total parks available	1892	2059	2502	-167	-610	
Paid parking occupancy	92%	91%	75%			
Free parking occupancy	50%	46%	48%			
Total parking occupancy	71%	68%	61%			
Town centre through trips	770					
%age redn in non through trips		26.4%	31.9%			

Interpeak Period		Scenario				
	DN after 2016 Sc1	P&R + Gondola	P&R + Gondola + Parking Sc 1	Change (PRG-DN)	Change (PRG+Sc1-DN)	
<b>Modal Shift (9am-4pm)</b>						
Total vehicle driver trips	140567	136979	136705	3588	3862	
Increase in PT Trips		3588	3862	-3588	-3862	
<b>Town centre vehicles (9am-4pm)</b>						
Total vehicles entering town centre	18545	15429	15163	3116	3383	
Total vehicles leaving town centre	18643	15511	15243	3132	3400	
%age reduction in arterial volumes to/from town centre		16.8%	18.2%			
<b>Parking available (approx 1pm)</b>						
Paid parks	86	99	435	-12	-349	
Free parks	995	1134	1238	-139	-244	
Total parks available	1081	1232	1674	-151	-593	
Paid parking occupancy	97%	97%	87%			
Free parking occupancy	69%	65%	62%			
Total parking occupancy	83%	81%	74%			

Table 29: Modelled parking occupancy rates across varying scenarios

	Inventory	Private off Street Commercial (free) parking										Public free all day parking									
		Total	All		All		All		Core Zones		Total	All		All		Core Zones					
			Free at 7.00am	%	Free at 9.00am	%	Free at 1.00pm	%	Walk Catchment	Free at 1.00pm		%	Free at 7.00am	%	Free at 9.00am	%	Free at 1.00pm	%	Walk Catchment	Free at 1.00pm	%
2016 Do Nothing	5605	1736	1283	26%	1074	38%	926	47%	1244	121	90%	2373	1283	46%	1074	55%	926	61%	1244	88	93%
2016 Scenario 1	5605	1736	1530	12%	247	86%	218	87%	1244	123	90%	2068	1283	38%	1223	41%	1138	45%	590	86	85%
2025 Scenario 1	5886	1736	1258	28%	253	85%	222	87%	1244	148	88%	2003	960	52%	651	67%	547	73%	542	71	87%
2045 Scenario 1	6487	1736	1000	42%	235	86%	208	88%	1244	143	89%	1922	763	60%	239	88%	555	71%	484	73	85%
2025 Scenario 2	5886	1736	1258	28%	288	83%	269	85%	1244	186	85%	1567	806	49%	365	77%	443	72%	165	21	87%
2045 Scenario 2	6207	1736	1000	42%	259	85%	248	86%	1244	180	86%	1140	527	54%	43	96%	184	84%	0	0	0%

	Inventory	Public free time restricted										Public Paid Parking									
		Total	All		All		All		Core Zones		Total	All		All		Core Zones					
			Free at 7.00am	%	Free at 9.00am	%	Free at 1.00pm	%	Walk Catchment	Free at 1.00pm		%	Free at 7.00am	%	Free at 9.00am	%	Free at 1.00pm	%	Walk Catchment	Free at 1.00pm	%
2016 Do Nothing	5605	572	315	45%	271	53%	170	70%	845	123	85%	924	671	27%	233	75%	46	95%	470	46	90%
2016 Scenario 1	5605	681	315	54%	277	59%	177	74%	529	127	76%	1120	671	40%	282	75%	58	95%	1120	58	95%
2025 Scenario 1	5886	589	242	59%	145	75%	125	79%	439	82	81%	1558	944	39%	987	37%	613	61%	1358	589	57%
2045 Scenario 1	6487	527	194	63%	119	77%	119	77%	385	76	80%	2301	1561	32%	1413	39%	473	79%	1901	360	81%
2025 Scenario 2	5886	142	30	79%	39	73%	42	70%	0	0	0%	2441	1311	46%	1408	42%	849	65%	2174	784	64%
2045 Scenario 2	6207	101	13	87%	25	75%	30	70%	0	0	0%	3230	1754	46%	1575	51%	829	74%	2490	657	74%

Table 30: observed and modelled do-nothing comparison

	Survey	2016 Model	2025 Model	2045 Model
9am (10am survey)	84.6%	76.5%	79.5%	78.1%
1pm	89.8%	91.6%	90.8%	94.5%

### 7.6 Programme implementation strategy and trigger points

The preferred Masterplan programme aligns with the programme currently proposed in the QITPBC. The supporting projects are integrated cross this programme to ensure that the required funding and resources are available to deliver each element and the delivery schedule ensures that constraints and dependencies are well managed. The diagrams below demonstrate how the programme is intended to be delivered at this stage. This should be revisited through the development of the detailed project business cases.

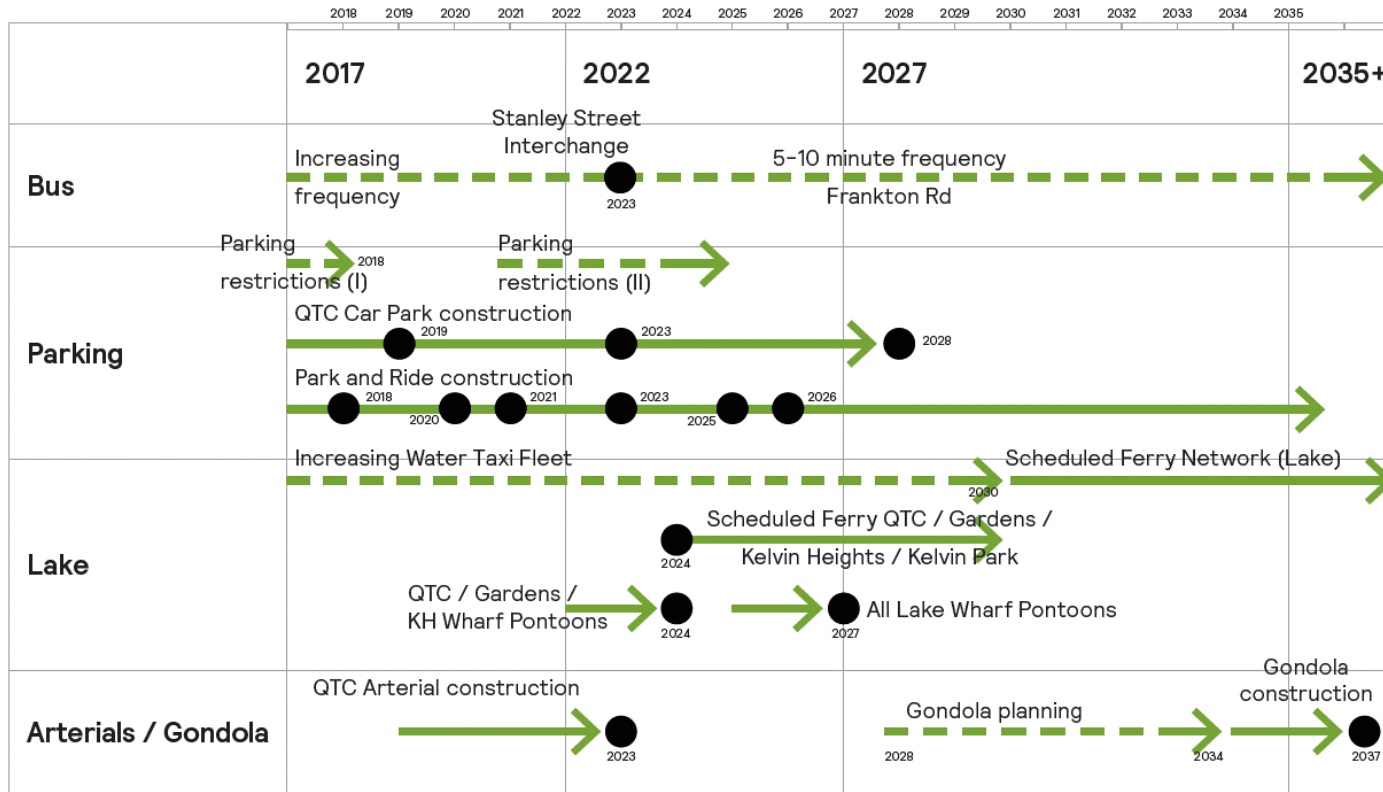


Figure 66: A linear view of proposed implementation schedule for the Queenstown Town Centre Masterplan.



QUEENSTOWN TOWN CENTRE MASTERPLAN

PROPOSED CONSTRUCTION SEQUENCING SCHEDULE

13 October 2017

	1	2	3	4	5	6	7	8	9	10
	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
<b>Parking (Buildings)</b>										
Parking Building (Boundary St)										
Parking Building (Ballarat St/Project Connect)										
<b>Parking (Interventions/Technology)</b>										
Parking Interventions/Technology (Phase 1)										
Parking Interventions/Technology (Phase 2)										
<b>Town Centre Arterials</b>										
Arterial Route Designation										
Land Acquisition										
Stage 1: Melbourne St to Henry St										
Stage 2: Henry St to Man St										
Stage 3: Man St and Thompson St (to One Mile)										
<b>Public &amp; Passenger Transport Facilities</b>										
Public Ferry Wharves										
Stanley St Interchange										
<b>Public Realm Upgrades</b>										
Upper Beach St										
Rees St										
The Mall (superficial not full upgrade)										
Brecon St (Gondola to Man St only - incl. pedestrian crossing across Man St)										
Lower Beach St & Earnslaw Park										
Brecon St (Lower Brecon)										
Park St										
Rec Ground (Infrastructure and edges relative to the new Memorial Arterial)										
Ballarat St & Village Green										
Stanley St										
Athol St										
Fernhill-Lakeview Walk/Cycle Connection (Town Link track)										
Camp St										
Cow Lane										
Shotover St										
Lake Esplanade										
Church St & St Peters Open Space										
Searle Lane										
Earl St										
Marine Parade (balance)										
<b>Community Heart</b>										
Community Heart (Memorial Hall replacement etc)										

## 8 Outlining the Commercial Case

This section provides an initial outline of the commercial case for the preferred programme.

The focus for this programme case is to summarise the programme approach to identifying services required, potential procurement strategies, organisational roles, and contract/risk management strategies, while leaving the detailed testing and planning to the individual project cases.

While the programme provides guidance to the projects, where it makes sense, the commercial activities may be managed at a project level and therefore the detailed analysis for each project stream can be found in the following project business cases:

- Queenstown Town Centre Arterials Business Case
- Queenstown Town Centre Public and Passenger Transport Facilities Business Case
- Queenstown Town Centre Parking Business Case.

Each of these business cases currently include indicative details on the following elements:

- the required goods and/or services in relation to the preferred way forward
- the roles of each organisation in acquiring these services
- the initial assessment of the attractiveness of the proposed procurement to the supplier market
- the potential for risk sharing
- the proposed procurement and contract management approach for each project (including contract forms and payment mechanisms)
- the required consenting and property acquisition strategies.

### 8.1 Requirements specification

To deliver the preferred programme, QLDC and partners need to deliver a set of integrated projects. Some of these can be delivered internally, while other elements need to be procured from the market.

The items required to deliver the preferred programme include:

- the next stage of business cases for each project, including all associated technical and professional services
- the delivery of products that support the delivery of multiple projects, including enabling technology, marketing communications and professional services (such as planning and legal counsel)
- completion of required planning and approvals for each project (pre-implementation)
- the delivery of each approved project (including design and construction)
- the operation and management of the new assets.

### 8.2 Market capability

There is significant potential to shape highly attractive tenders within the Masterplan programme. The scale of development across all of the projects is not typical for Queenstown, so it is anticipated that there will be a strong level of interest once the full requirements are defined and shared with the market.

However, analysis to date suggests that there is suitable regional and national capability to deliver everything that is proposed to be developed. This will be tested through each project's detailed business case and this phase will also confirm what should be procured and delivered at a programme level.

### 8.3 Implementing organisations

The following organisations will play a role in implementing the commercial aspects of this programme.

- The proposed Transport Alliance (see the Management Case) will play a role at a governance level, ensuring the project activities are coordinated with the wider Masterplan and the related activities occurring in the district. It is proposed that a governance or steering group will be used to represent the partners and oversee programme delivery activities.
- Through this steering group, QLDC will work in partnership with NZTA and ORC to plan, review and appoint the suppliers for the transport projects.
- QLDC and partners will work with professional services providers as required to progress the programme, including technical, commercial, legal, planning, project management, business case and economic advisers.
- NZTA and ORC will have an interest and may play a role in the development of specifications for and development of the supporting technology solutions (through providing guidance to the selected developer).
- NZTA and ORC will also have an interest in the new facilities and the role they play in supporting uptake of public and passenger transport.
- Development partners may be selected to deliver the required buildings, the technology supporting the parking and transports systems and supporting elements.

## 8.4 Procurement Strategy

Across the masterplan programme, there is a general desire, where relevant, to enable the private sector to partner with QLDC, NZTA and ORC in delivering the required products and services. This approach supports a desire to keep the programme affordable, while enabling a level of innovation from private partners.

The procurement approach has been outlined at a project level. For each project, there are two main phases currently scoped. The first is aimed at obtaining the services required to complete planning through the detailed business cases and the second is about getting the products and services required to complete each project's implementation.

Where it makes sense, some services could be procured at a programme level based on a common need and where efficiencies may be gained by meeting multiple project needs through one supplier. This could be applied to:

- Development of the detailed business cases through scoping and gaining professional services to complete the required analysis.
- Development of technology solutions to support the parking and P&PT programmes where ITS and MAAS applications can help to better manage operations and engage people around choices.
- Engagement of a development partner that can provide a value for money offer around developing buildings and structures required to meet multiple needs, such as parking buildings, Community Heart development and PT Hub facilities.

These considerations need to be explored in the detailed planning phase, in coordination with the focus of the projects. It will be important to make clear decisions about what is managed at a programme versus a project level, while ensuring the appropriate governance and resources are in place to do this effectively.

A key part of this will be ensuring that procurement processes for the transport projects align with the standards and requirements of NZTA, ORC and QLDC, in addition to involving representatives from each group in the tender planning and evaluation panels.

## 8.5 Consenting Strategy

An assessment of environmental effects has been completed for the arterials alignment, potential public transport hub locations and the supporting ancillary building site location options. This assessment was completed by Beca and it has provided a view of the issues that may affect the consenting process and guides selection of options that support the right outcomes.

A programme approach to consenting and designation management strategy will continue to be developed through advice from QLDC planning and legal advisers. This can be progressed at a programme level during

the detailed business cases. There may be some shared risk during this process, but the onus will be on proactively planning to secure the right use and consents to ensure the implementation schedule can proceed with positive momentum.

## **8.6 Property acquisition**

Properties have already need identified for use through the indicative planning completed through each of the projects.

The required property acquisition should follow the standard QLDC process, while meeting the needs of NZTA and ORC in relation to transport developments. Where QLDC already own the sites required, the next logical step will be to work through land use designations to ensure any required use changes can be proactively managed. Where consents and purchases are required, such as for the arterial upgrade and the mass transit corridor, this will be proactively managed through advice from the partners planning, commercial and legal advisers.

## **8.7 Contract management**

The best form of contract for each project and anything procured at a programme level will need to be confirmed through the detailed business case. This can be shaped through advice from QLDC procurement and commercial advisers, noting that in each instance a balance will be struck between protecting the interests of QLDC, NZTA and ORC, while not applying unnecessary constraints on suppliers.

For example, it may be beneficial to consider outcomes based specifications that give the respondents flexibility on how they develop a space, as long as they meet the core needs of QLDC and its partners. For example, the PT Hub may be developed with the core requirements of a high-quality set of bus shelter facilities and supporting amenities and ancillary services. This area could be developed through a PPP and the developer may find an opportunity to create 'active edges' around the PT Hub by creating small scale commercial and cultural features, as long as they align with the agreed general use for the zone.

## **8.8 Risk allocation**

Risk sharing should occur when the private sector is better placed to manage it than QLDC and its partners. During the detailed planning phase, it is expected that QLDC will retain the programme risk and each project's risks will be fed into this.

As the programme progresses, it will be important to keep the risk register updated and outline risk management strategies in a detailed plan. It will also be important to clarify the split between risks managed at a project level versus programme risks during the implementation phase.

This should be tested in the detailed business case, including identifying the opportunity for risk sharing in each of the following areas:

- design
- construction
- transition and implementation
- availability and performance
- operating
- revenue
- termination
- control
- financing
- legislative
- residual value.

## **8.9 Implementation timing**

The masterplan programme implementation schedule shown in section 7.6 will guide the timing for the commercial activities. With this in mind, it will be important move swiftly to agree a process around significant lead time items, such as detailed business case scope and development, funding approvals, procurement, designation and consenting.

## 9 Outlining the Financial Case

### 9.1 Costs

A financial model has been developed to understand the cost, affordability and impact of the proposed programme. This model has been informed by the analysis completed within each project. This information has fed up to a programme level and at this stage provides an indicative view of the investment pathway. This will be further tested and refined through the detailed business case for each project.

Based on current estimates, the anticipated cash flows for the investment proposal over the next 10 years are set out in the table below.

Table 31: Preferred programme cost breakdown

Row Labels	10 Yr Total	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
<b>PPP - 100%</b>	<b>\$46,163,000</b>	<b>\$ -</b>	<b>\$ 10,089,000</b>	<b>\$ 10,540,000</b>	<b>\$ 22,934,000</b>	<b>\$ 2,600,000</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>
Parking	\$42,920,000	\$ -	\$ 9,800,000	\$ 10,530,000	\$ 22,590,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Travel Management	\$3,243,000	\$ -	\$ 289,000	\$ 10,000	\$ 344,000	\$ 2,600,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>QLDC - 100%</b>	<b>\$36,829,000</b>	<b>\$ -</b>	<b>\$ 1,799,000</b>	<b>\$ 3,919,000</b>	<b>\$ 9,373,000</b>	<b>\$ 8,623,000</b>	<b>\$ 6,592,000</b>	<b>\$ 414,000</b>	<b>\$ -</b>	<b>\$ 807,000</b>	<b>\$ 5,302,000</b>	<b>\$ -</b>
Parking	\$3,931,000	\$ -	\$ 549,000	\$ 1,139,000	\$ 672,000	\$ 517,000	\$ 640,000	\$ 414,000	\$ -	\$ -	\$ -	\$ -
Public Realm Upgrades	\$21,568,000	\$ -	\$ -	\$ 40,000	\$ 1,361,000	\$ 8,106,000	\$ 5,952,000	\$ -	\$ -	\$ 807,000	\$ 5,302,000	\$ -
QTC Pedestrianisation	\$750,000	\$ -	\$ 750,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Community Heart	\$10,580,000	\$ -	\$ 500,000	\$ 2,740,000	\$ 7,340,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>QLDC - 49% FAR - 51%</b>	<b>\$224,191,000</b>	<b>\$ 30,000</b>	<b>\$ 3,466,000</b>	<b>\$ 51,538,000</b>	<b>\$ 17,495,000</b>	<b>\$ 30,906,000</b>	<b>\$ 62,228,000</b>	<b>\$ 41,397,000</b>	<b>\$ 16,973,000</b>	<b>\$ 30,000</b>	<b>\$ 100,000</b>	<b>\$ 30,000</b>
Mobility as a Service	\$260,000	\$ -	\$ -	\$ -	\$ 260,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
PT Improvements Stage 2 - PT Hub:	\$23,862,000	\$ -	\$ 75,000	\$ 5,225,000	\$ -	\$ 1,387,000	\$ 17,175,000	\$ -	\$ -	\$ -	\$ -	\$ -
QTC Pedestrianisation	\$25,053,000	\$ -	\$ -	\$ -	\$ -	\$ 517,000	\$ 7,338,000	\$ 1,124,000	\$ 16,074,000	\$ -	\$ -	\$ -
Queenstown Workplace Travel Plan:	\$507,000	\$ -	\$ 90,000	\$ 213,000	\$ 12,000	\$ 112,000	\$ 68,000	\$ 12,000	\$ -	\$ -	\$ -	\$ -
TC Arterials	\$139,684,000	\$ -	\$ 700,000	\$ 36,736,000	\$ 16,147,000	\$ 24,046,000	\$ 32,674,000	\$ 29,382,000	\$ -	\$ -	\$ -	\$ -
Town Centre Masterplan	\$640,000	\$ 30,000	\$ 130,000	\$ 30,000	\$ 100,000	\$ 30,000	\$ 30,000	\$ 100,000	\$ 30,000	\$ 30,000	\$ 100,000	\$ 30,000
Travel Management	\$5,642,000	\$ -	\$ 1,642,000	\$ 2,415,000	\$ 397,000	\$ 397,000	\$ 462,000	\$ 332,000	\$ -	\$ -	\$ -	\$ -
Wakatipu Active Travel Network	\$22,844,000	\$ -	\$ 729,000	\$ 6,919,000	\$ 274,000	\$ 2,430,000	\$ 3,247,000	\$ 9,243,000	\$ -	\$ -	\$ -	\$ -
Water taxi / Ferry Infrastructure	\$5,699,000	\$ -	\$ 100,000	\$ -	\$ 305,000	\$ 1,987,000	\$ 1,234,000	\$ 1,204,000	\$ 869,000	\$ -	\$ -	\$ -
<b>QLDC - 70% FAR - 30%</b>	<b>\$77,519,000</b>	<b>\$ 250,000</b>	<b>\$ 8,298,000</b>	<b>\$ 10,935,000</b>	<b>\$ 8,382,000</b>	<b>\$ 688,000</b>	<b>\$ 9,544,000</b>	<b>\$ 2,921,000</b>	<b>\$ 8,616,000</b>	<b>\$ 8,958,000</b>	<b>\$ 13,688,000</b>	<b>\$ 5,238,000</b>
QTC Pedestrianisation	\$77,519,000	\$ 250,000	\$ 8,298,000	\$ 10,935,000	\$ 8,382,000	\$ 688,000	\$ 9,544,000	\$ 2,921,000	\$ 8,616,000	\$ 8,958,000	\$ 13,688,000	\$ 5,238,000
<b>Grand Total</b>	<b>\$384,702,000</b>	<b>\$ 280,000</b>	<b>\$ 23,652,000</b>	<b>\$ 76,932,000</b>	<b>\$ 58,184,000</b>	<b>\$ 42,817,000</b>	<b>\$ 78,364,000</b>	<b>\$ 44,732,000</b>	<b>\$ 25,589,000</b>	<b>\$ 9,795,000</b>	<b>\$ 19,090,000</b>	<b>\$ 5,268,000</b>

### 9.2 Overall affordability

QLDC has used these initial costings to test the affordability of the programme as part of the Council's Long-Term Plan budget forecast. Given the significant cost of this programme and the other infrastructure investments the Council is required to undertake in the coming decades (such as water treatment plants), QLDC is reaching its debt ceilings.

The feedback from the financial leaders in QLDC is that this programme can only be affordable if the organisation is willing to, and capable of working closely with NZTA, central government and the private sector to apply shared funding/development strategies. For this reason, the project business cases reflect a mix of recommended funding and development partnership activities, as explained below.

In recent Long-Term Plan (LTP) budgeting discussions, the following conclusions were made in relation to the masterplan investment requirements.

- The current draft capital programme (for QLDC) is three times the value of the 2015 programme.
- The current borrowing requirement exceeds QLDC financial capacity.
- The draft capital programme indicates a requirement for additional borrowing of around \$700 million.
- The limit of QLDC financial capacity shows a maximum additional borrowing of around \$330 million.
- Funding this without support relies on A+ credit rating and an increase in rates/user charges of between 10 – 50%.
- There is a significant funding gap.
- The following steps are recommended:
  - reduce/defer elements of programme
  - make a case for bulk Crown funding
  - use PPP delivery for some capex projects (off balance sheet).

The graphs below demonstrate Council's LTP financial discussions from October 2017. These graphs demonstrate the significant funding challenges faced by the council in meeting its infrastructure needs.

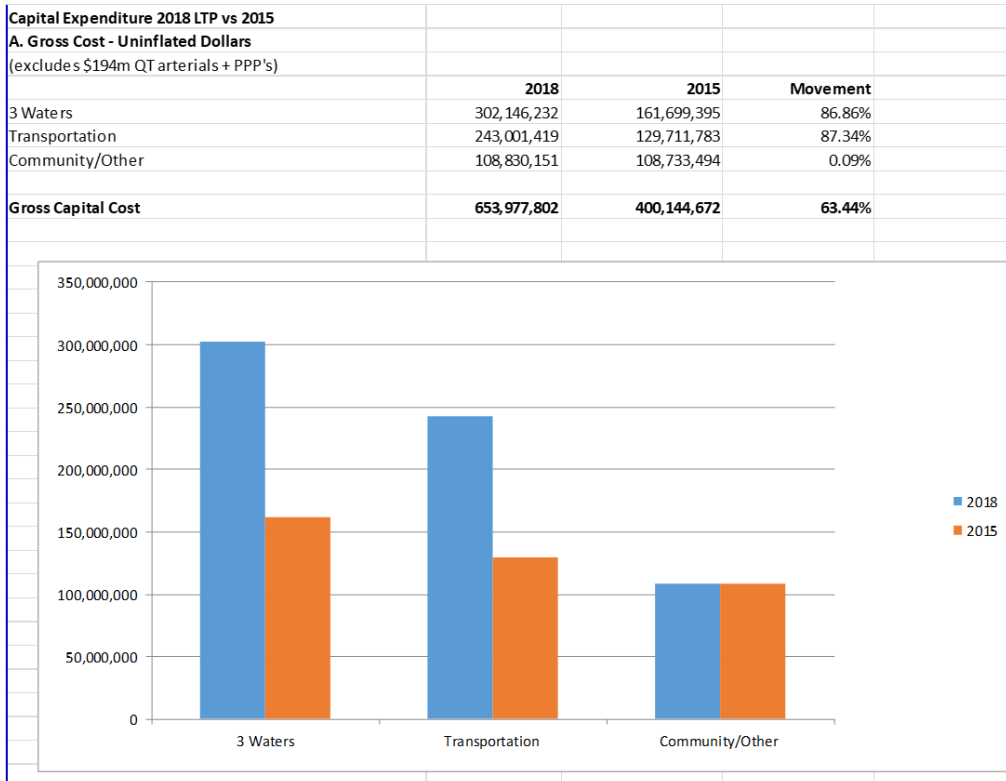


Figure 67: Capital Expenditure 2018 LTP vs 2015 - gross cost (as at October 2017)

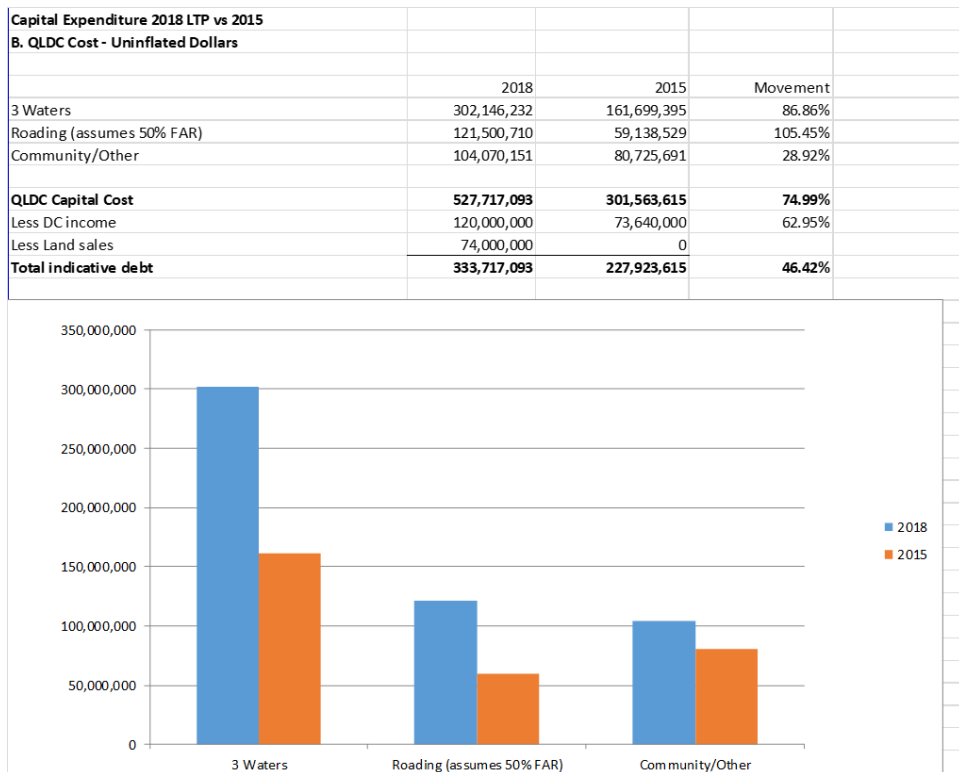


Figure 68: Capital expenditure 2018 - QLDC costs (as at October 2017)

### 9.3 Funding sources

It is proposed that the funding required to deliver this programme is provided from the sources shown below. Funding levels have not been agreed and they should be confirmed through the detailed business case preparation for each project.

Figure 69: Proposed funding sources

Project area	Proposed funding partner/s	Details of non-QLDC contributions
Town Centre Arterials	<ul style="list-style-type: none"> <li>NZTA</li> <li>Central Government</li> <li>QLDC</li> </ul>	<p>The LTP costings have been loaded at the 100% FAR rate so this may need to be adjusted as the funding levels are agreed.</p> <p>This will be discussed further during the detailed business case development. Early discussions have been held with Central Government and a contribution may be agreed if the right level of national significance can be demonstrated.</p>
Town Centre Public and Passenger Transport Facilities	<ul style="list-style-type: none"> <li>NZTA</li> <li>Private sector development partners</li> <li>QLDC</li> <li>Central Government</li> </ul>	<p>NZTA contribution is currently assumed to be in line with normal FAR at 51 per cent. This will be discussed further during the detailed business case development.</p> <p>There is potential for commercial spaces to be activated around the fringe of the proposed public transport hub, which may provide lease revenues to offset the investment in development and management of the new facility and supporting activities (such as intelligent transport systems development and better passenger transport arrangements).</p> <p>Early discussions have been held with Central Government and a contribution may be agreed if the right level of national significance can be demonstrated.</p>
Town Centre Parking improvements	<ul style="list-style-type: none"> <li>Private sector development partners</li> <li>NZTA</li> <li>QLDC</li> </ul>	<p>The major investment within the proposed parking solutions is the development of new parking buildings. While this will be tested during the detailed business case, there is the opportunity to outsource the design, build and operation of the new buildings to a private development partner. This would make the investment cost neutral for QLDC.</p> <p>The park and ride aspect of the proposed parking programme may be eligible for NZTA investment under normal FAR (51%). This should be tested and agreed in the detailed business case phase.</p>
Town Centre Public Realm improvements	<ul style="list-style-type: none"> <li>Private sector development partners</li> <li>NZTA</li> <li>QLDC</li> <li>Central Government</li> </ul>	<p>At this stage, it is expected that some of the pedestrianisation elements will be completed through a 70/30 (QLDC/NZTA) split, while others are split as 49/51 (based on their location and relevance to transport infrastructure upgrades). This includes the potential for roadway and public/passenger transport improvements to include public realm improvements alongside the constructions areas – such as agreed public landscaping, walkways and treatments. This will need to be agreed in the detailed business case.</p>



Project area	Proposed funding partner/s	Details of non-QLDC contributions
		<p>There is also potential to incentivise the private sector to undertake public realm improvements in shared spaces (such as laneways and store/council easements).</p> <p>There may be potential for central government to support public realm improvements through demonstrating the value of Queenstown as a critical tourism catalyst/gateway and the way public spaces can shape positive visitor experiences.</p>

**9.3.1 Funding agreement**

Funding assistance for multi-party projects is conditional on the parties entering into a formal funding agreement. The extent of detail required in the agreement will depend on the size, complexity and duration of the project.

Each multi-party funding agreement should be developed in consultation with the appropriate Transport Agency regional representative, executed by the parties involved and sent to the representative prior to funding being released.

**9.3.2 Content of agreement**

The multi-party funding agreement must include the following:

- Identification of the lead organisation, who is responsible for the overall project management and recovering costs from other parties
- the total project cost, the total cost of each phase and the agreed division of these costs between each party, and whether a financial summary report is required
- the organisation responsible for reporting to the Transport Agency on project changes
- the organisation responsible for preparing and updating the economic analysis at project key points
- how the parties’ separate interests are protected within the contractual arrangement
- a risk-sharing and approvals procedure for any variations, contractual disputes, etc.
- the basis for accounting for the respective parties’ costs associated with the project.

The funding breakdown needs to be discussed further and agreed between investors during the detailed planning phase. This will be driven by a focus on affordability and the development of a framework to outline benefits and where they should be attributed. This framework will produce a detailed funding apportionment that allocates costs to where the benefits are best realised.

A key area to agree on is the town centre arterials. As the largest investment within the masterplan programme, the arterials investment breakdown will have a large bearing on the affordability of the scheme for QLDC. The pie charts below demonstrate the impact the arterials investment breakdown can have on the QLDC LTP investment profile.

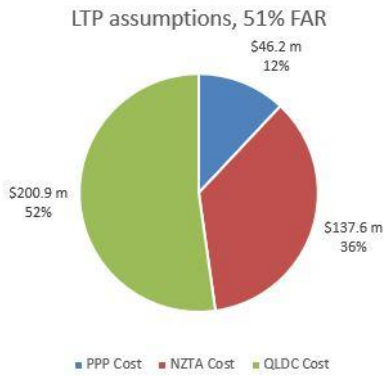


Figure 71: LTP cost assumptions with 51% FAR for the arterials

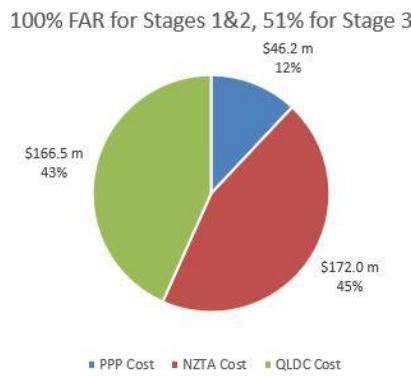


Figure 70: LTP cost assumptions with 100% FAR for stages 1&2 and 51% for stage 3

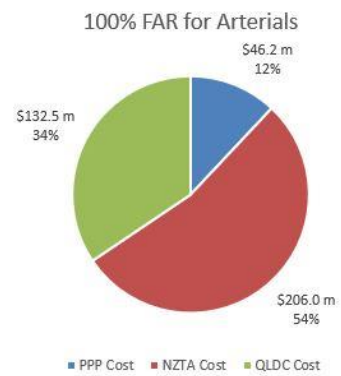


Figure 72: LTP assumptions based on 100% FAR for all stages

### 9.3.3 Affordability management steps

Based on the cost of the programme, the project team have been working through options to manage its affordability. This includes re-casting the staging to reduce the impact on the Council's finances. Further work will be done in the detailed business case development to consider how the preferred programme may be modified and the points below represent some of the areas that may be changed if required to achieve affordability.

- Funding the Lakeview Carpark through the Lakeview development (and not this programme).
- Funding the parking app costs through another programme or party.
- Funding parking enforcement costs through parking revenue.
- Funding the parking strategy (proposed to be part of the DBC) through other QLDC budget.
- Changing the staging for the Ferry Wharves development.
- Prioritising the Gardens to Gondola axis, Beach St axis to PT Hub and cycle trails. The balance of streets and open spaces can be delivered from 2028/29 onwards.
- Further consideration of Memorial Hall value and redevelopment funding.

The diagram below demonstrates the type of adjustment that may be applied as a comparison between the current (live) versus a deferred programme.

Figure 73: Preferred versus deferred programme costing comparison



## 10 Outlining the Management Case

The management case addresses the achievability of the proposal and planning arrangements required to both ensure successful delivery and to manage programme risks. The content below proposes a framework and a set of plans to guide the programme, while leaving the detailed management of each project to the relevant detailed business cases.

### 10.1 Programme governance and reporting

A highly effective governance structure has been used to guide the Masterplan programme to date. This will need to evolve as the programme moves into detailed planning. It will be important to maintain strong governance and direction as the programme transitions through the detailed planning and delivery stages.

Given the scale of the wider Masterplan programme and the developments planned for the district, a logical discussion has emerged between the investor partners around a more unified approach to planning and delivering through an integrated approach.

As reflected in the recent Queenstown Integrated Transport Programme Business Case (QITPBC) and the proposed Town Centre Masterplan Programme Business Case (TCMPBC), there is a well-supported assertion that targeted work programmes delivered within a single agency cannot deliver the required solutions effectively.

In the next 10 years, the investment partners (QLDC, ORC, NZTA) are collectively seeking to deliver a significant scale of transport, parking and public realm projects. The scale and complexity of these plans demonstrate a real need to work in a highly integrated way to ensure that each activity provides support to and gains benefit from other programme actions. Equally, the community and commercial audiences deserve to see a unified plan with a proactive and respectful approach to engagement that is not complicated by varied approaches.

The changes to the investor partners approach is to see each other as partners not stakeholders and applying a multi-customer centric way of system thinking.

With this question in mind, a facilitated workshop exercise was conducted with members of the Transport Advisory Group (TAG) on Wednesday, 5 July 2017. This workshop identified several common challenges within the existing arrangements. These challenges were summarised as:

- delivery at pace with quality outcomes
- gaining multi-party alignment, approvals and funding processes
- Queenstown's isolation and distance from our investment partners
- effective governance
- capacity
- business case capability
- local knowledge
- dispersed skills
- statutory framework.

While this conversation is continuing, and no decisions have been made, the structure below demonstrates how this might look in practice.

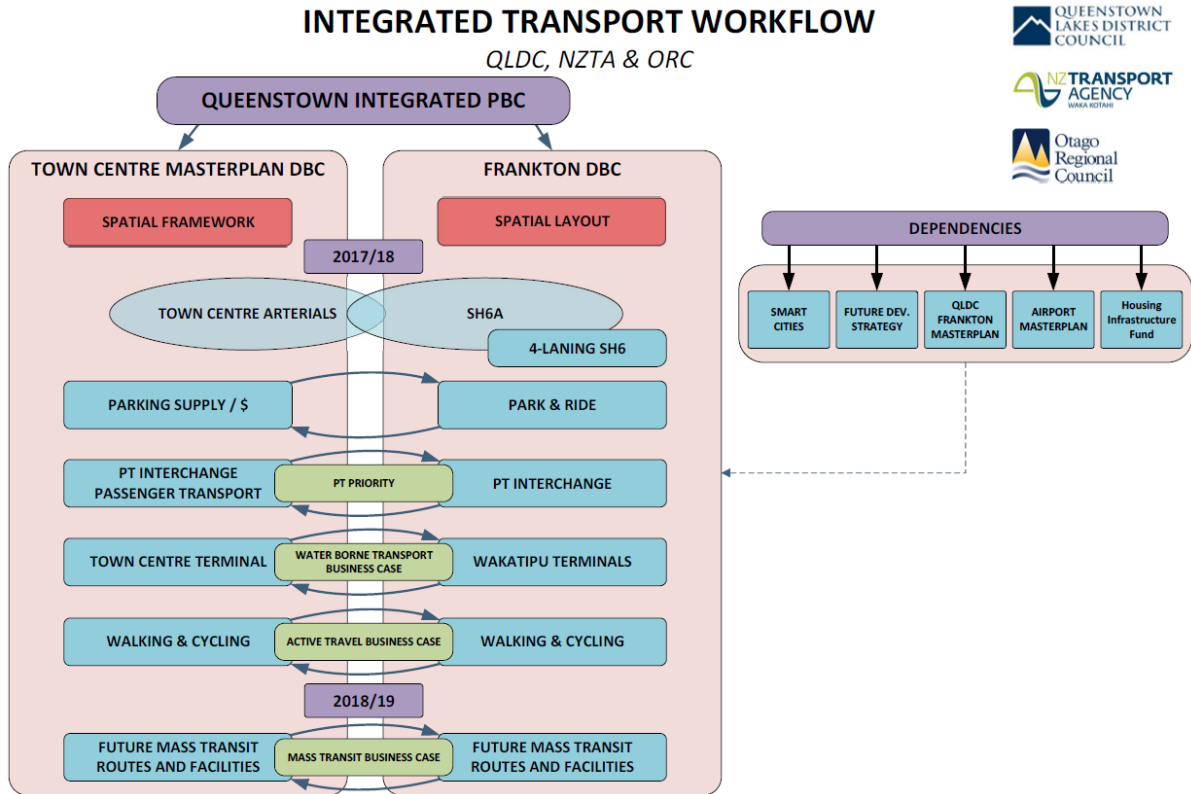


Figure 74: A proposed programme management structure for the masterplan programme

It is suggested that this approach be adopted as quickly as possible to best coordinate the detailed planning for the Masterplan alongside the equivalent process for Frankton, all in the context of the Queenstown Integrated Programme Business Case.

If this approach cannot be adopted, the existing governance arrangements should be maintained while optimising the interface to the multi-agency Transport Advisory Group.

An incremental approach may also be practical to develop an Alliance-type arrangement during the detailed business case development phase. This discussion is now being progressed by the Chief Executives from QLDC, NZTA and ORC. The next meeting on this topic is due to occur on 6 December 2017.

**10.1.1 Scope and structure for the detailed business case phase**

In addition to discussing a planning and delivery model, QLDC and NZTA have progressed discussions around the scope and structure for the detailed business case phase. At this stage, the discussion is centred around integrating the town centre projects where it makes sense, while ensuring connections with between planning for the town centre, the Frankton Flats area and the cultural strategy for Queenstown.

The next step in this discussion will be to agree the relevant activities and the resources required to deliver these and the supporting funding. From town centre perspective detailed business cases are required to enable further investigation of the following:

- A programme of public realm improvements that leverage a spatial framework.
- Demonstration of enhanced mobility for all abilities through improved walking and cycling access.
- A new arterial route to improve access and strengthen the existing roading network.
- Bus and ferry public transport as priority with prioritised access into and out of the Town Centre.
- Better organisation of parking options and management to encourage greater use of public transport, more walking into the Town Centre from the town fringes and better uptake of park and ride services.

## **10.2 Project management and assurance**

### **10.2.1 Project Management Structure**

At a project level, it may also be useful to adopt a standard a localised governance structure for detailed planning and delivery. This will need to be tested and refined during the detailed planning phase and as the wider programme collaboration model is agreed.

### **10.2.2 Reporting Framework**

It is expected that formal reporting to the Steering Group will be on a monthly basis and in alignment with investor/partner standards.

The format of such reporting will be as agreed with the Project Sponsor but is likely to be a consolidated report of all delivery aspects including but not limited to the following topics:

- Executive Summary.
- Project Risks.
- Health & Safety.
- Programme & Milestones.
- Consent & Consultation.
- Design Status.
- Contractor Report.
- Financial.

### **10.2.3 Project Management Plans**

Project Management Plans (PMP) are developed within each business case to outline 'how the project will be delivered'. The PMP typically identifies:

- project's goals and objectives
- scope definition
- key personnel with roles and responsibilities
- delivery programme
- procurement of services
- cost estimating and budget
- risk management including identifying and 'treating' risks
- RMA processes / procedures / compliance
- quality management / assurance
- communications plan including project partners and all key stakeholders
- project closure.

A detailed PMP will need to be developed as part of the Detailed Business Case to inform the transition from planning into delivery and manage the ongoing programme of works.

The PMP will be prepared and delivered to the Steering Group for review and ongoing update.

The PMP is a 'live document', which is continually reviewed and updated over the project life. Significant changes to the project's key deliverables will be documented.

### **10.2.4 Assurance and Acceptance**

There will be key stages and documents that will require formal review and acceptance. These are identified in the table below:

Project Management Plan	Alliance/PCG review and acceptance required
Supplier Engagement:	<p>Tender Evaluation Teams to be selected from appropriately qualified personnel with no conflict of interest in the process.</p> <p>Contractor/s will be procured in general accordance with the QLDC Procurement Manual.</p> <p>Qualified tender evaluators to be used as far as possible.</p> <p>Tender Evaluation Recommendation to be submitted for approval in accordance with QLDC procedures and NZTA requirements.</p>
Preliminary and Final Designs / Documentation:	<ul style="list-style-type: none"> <li>• To follow normal internal review procedures of relevant organisation.</li> <li>• Preliminary and final designs, and documentation to be submitted to Project Manager for approval.</li> </ul>
Budget / Cost Estimates:	<ul style="list-style-type: none"> <li>• To follow normal internal review procedures.</li> <li>• To be updated monthly with reporting, in particular once construction commences.</li> <li>• Project Manager to review and confirm budgets monthly.</li> <li>• Any significant deviations to be reported to Project Control Group as appropriate.</li> </ul>
Construction:	<ul style="list-style-type: none"> <li>• QA requirements to be outlined in contract documentation.</li> <li>• Contractor to submit QA plan prior to commencing physical works – to include QA procedures for construction as well as identification and rectification of faults</li> </ul>

### 10.3 Risk Management

A detailed risk register has been developed to address current and future risks as the Masterplan Programme moves through the detailed planning and delivery stages. This is included as Appendix 7. This register has been updated through a number of recent workshops. Under the direction of the Senior Responsible Officer, the register is currently managed by Gareth Noble. It is recommended that Gareth retain the nominal role of Risk Manager for the programme and the projects until each project moves into the implementation phase.

The risk register is intended to be continuously updated and reviewed throughout the course of the project. It is also recommended that a Risk Management Plan be developed to look across the programme and inform the management of risk at a project level. Each project detailed business case should include a risk management plan and register that demonstrates integration with the programme.

### 10.4 Communications and Stakeholder Engagement

It will be important to continue the level of transparency that has been a big feature of the Masterplan programme to date. The extensive engagement undertaken so far has been a huge contributor to the successful development of the programme options and the feedback received recently will help shape the options as they move into the detailed planning phase. Importantly, providing plenty of advance notice ahead of changes will be critical, particularly around parking pricing changes and shifts from free to paid parking for expanded areas.

A formal consultation period is scheduled for March 2018 and this will focus on the full draft masterplan programme following the refinement that is set to occur between October 2017 and March 2018.

As done during the indicative business case development, leveraging governance and stakeholder groups will be a key part of informing and engaging a wide audience, alongside regular main stream updates (such

as the QLDC website, social media channels and monthly newsletter). Key groups to regularly inform and gain guidance from will be:

- the proposed Alliance
- QLDC Executive Leadership Team
- district Councilors
- the Transport Advisory Group
- a Stakeholder Adviser Group (in its current or revised form)
- community and business groups noted in this project's stakeholder matrix.

## 10.5 Benefits Management

The benefits map shown in Appendix 4 demonstrates the way the agreed benefits will be measured. Work is underway to establish the baselines and validate the measurement types. This map will be used to generate a benefit register for regular reporting and a benefits management plan to show how benefits will be monitored and managed throughout the programme delivery. These items will be completed as part of the detailed business plan and should be integrated into the Masterplan programme.

## 10.6 Change Management

A Change Management Plan needs to be developed to demonstrate how the changes that the masterplan will introduce can be managed in an integrated and proactive way. This plan will build on the high level of stakeholder engagement and community ownership developed to date and focus on how the impacts on people and practices will be managed through a well-coordinated transition.

## 10.7 Next Steps

This programme business case seeks approval from decision-makers to take the programme and the project business cases into the detailed planning phase.

This detailed business case phase will build on the work done to date to confirm:

- strategic alignment
- value for money decisions
- robust commercial strategies
- agreed funding arrangements
- agreed management strategies that clearly outline how the programme will be delivered.

Given the indicative nature of the work done to date, the shortlisted options will be re-evaluated through the detailed business cases as more is known about the potential performance, costs and inter-dependencies. Based on recent NZTA feedback, other elements that have been agreed to be a focus for the DBC are:

- better understanding of costs and benefits for stage 3 of the arterial alignment
- further testing of optimisation options for Stanley and Shotover Street traffic flows
- investigation of a public transport only programme in the masterplan programme
- an outline of how parking developments will be managed to ensure they play an integrated role in delivering the required transport outcomes
- an outline of how smart technology will be used to enhance transport experiences.

A key aspect of this next stage will be confirming the ways in which partnership arrangements can help deliver the best possible outcome through commercial, financial and management arrangements. The Alliance arrangements proposed to date need to be confirmed in a way that informs the detailed project business cases as part of the ongoing programme development. Just as the Masterplan aims to provide certainty to the community and stakeholders, certainty in these areas will allow QLDC and partners to move with sustained momentum through the detailed planning and implementation phases.

The next phase will also revisit and build on the community and cultural aspects of the programme that have been a big part of the story and aspiration for the masterplan. While recent efforts have been on moving at pace to meet the statutory deadlines required for the transport infrastructure components of the plan, the aspirational aspect of the town centre must now be reinvigorated to define a clear pathway to delivering the town centre vision.

Much has been done to outline the urban design principles that can be applied to transform the town centre. Through the development of the spatial framework, design guidelines and the community heart business case, the people-centric development of the town centre can progress to deliver the thriving heart that is captured in the masterplan vision, while continuing to curate the sense of community pride that the masterplan community discussions have delivered to date.

The following steps are planned to better inform this programme and the projects that support it:

- Installation of pedestrian cameras and a summer public life survey to better understand activity in the town centre.
- Completion of a second Public Life Survey in January 2018.
- Progression of an economic study being undertaken by Martin Jenkins that will identify the value of the Queenstown experience and the costs associated with allowing it to degrade through a lack of investment.
- Ongoing investigation of deferred or altered programme features and funding options to manage affordability.
- Progression of the design for the third stage of the arterial alignment to better capture the benefits associated with this stage. As noted in this case, the cost estimate for this stage has already dropped significantly through recent design updates.
- Discussion with industry experts regarding the value of walking and how this can be applied in Queenstown.
- Identification of the best form of transport modelling tool to understand people, cyclist and vehicle movements in the town centre.
- Completion of a town centre parking survey in March 2018.
- Monitoring of the first three months of the new Orbus service operations after its launch on November 2017.
- Discuss the performance of the choice app with NZTA and ORC in relation to the benefits that it may bring to this programme.

### **Key dates**

In order to address the challenges facing the Queenstown Town Centre in a timely manner and to meet the timings outlined in the current schedule, the milestones below will need to be met.

- Completion of the Spatial Framework by early 2018.
- Development of the required Detailed Business Cases between January and October 2018.
- Progression of the parking building and public realm design procurement and associated financial feasibility to meet the scheduled construction dates outlined in section 7.6.
- Completion of the arterial designation processes from July 2018 to June 2020.
- Commence arterial construction by July 2020 to enable delivery of the related public and passenger transport improvements.



# Appendix 1: Investment Logic Map

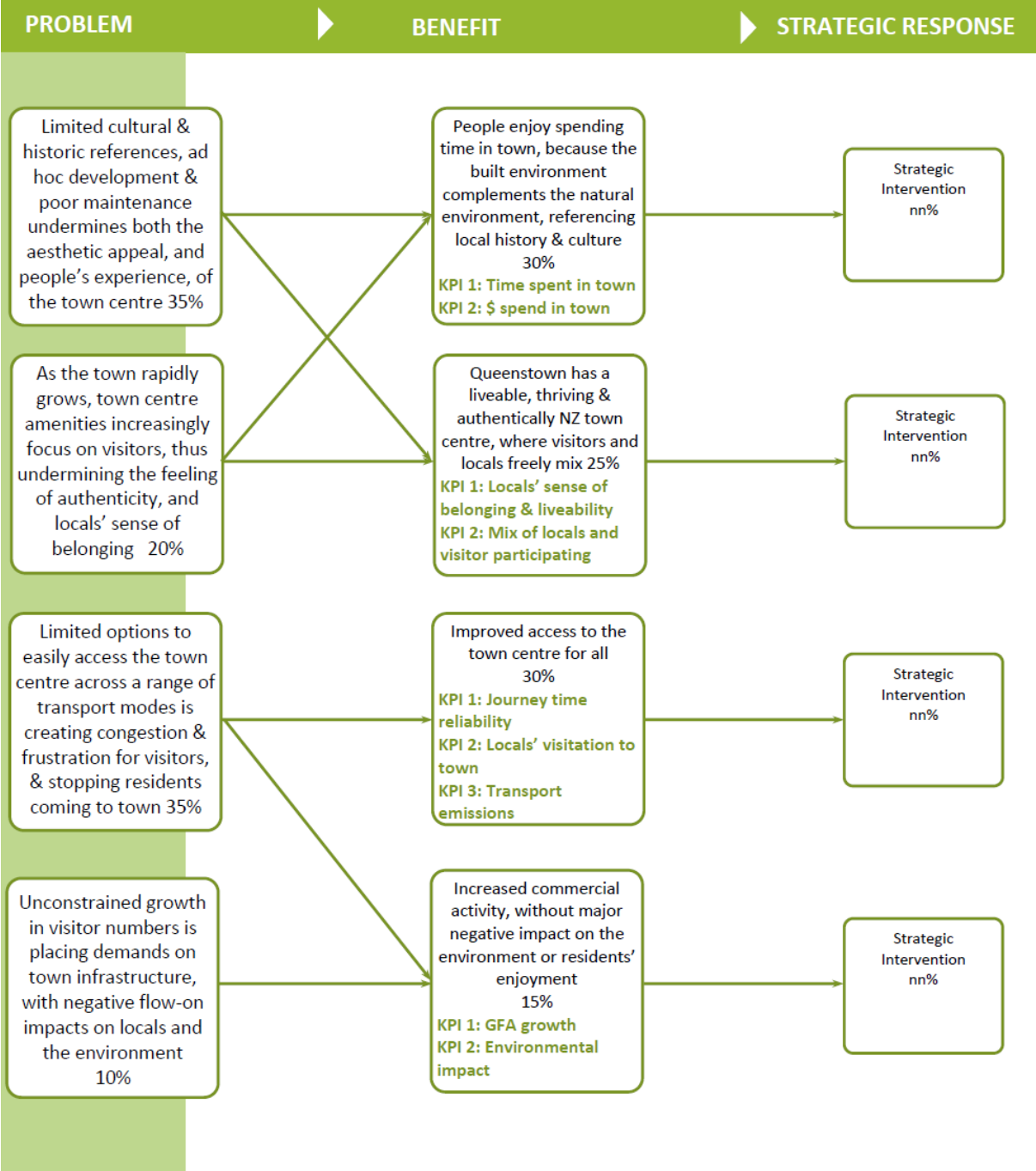
Queenstown Lakes District Council

## Supporting a thriving heart to Queenstown, now and in the future

Investment in Queenstown's town centre

### INVESTMENT LOGIC MAP

Programme

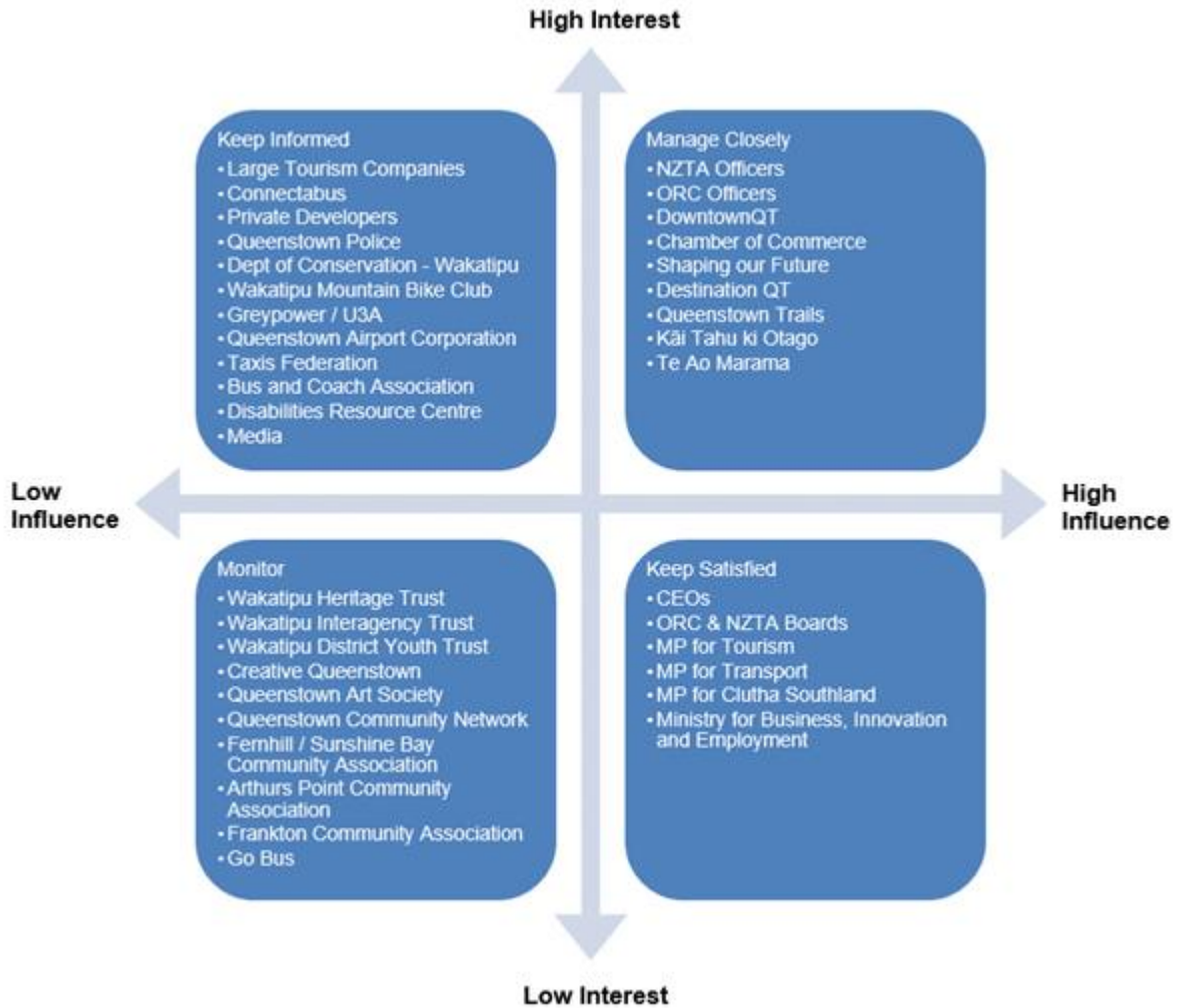


Investor: Jim Boulton  
Facilitator: Linda Meade  
Accredited Facilitator: Yes

Version No: 3.1  
Initial workshop: 27.3.2017  
Last modified by: Linda Meade  
Template version: 5.0

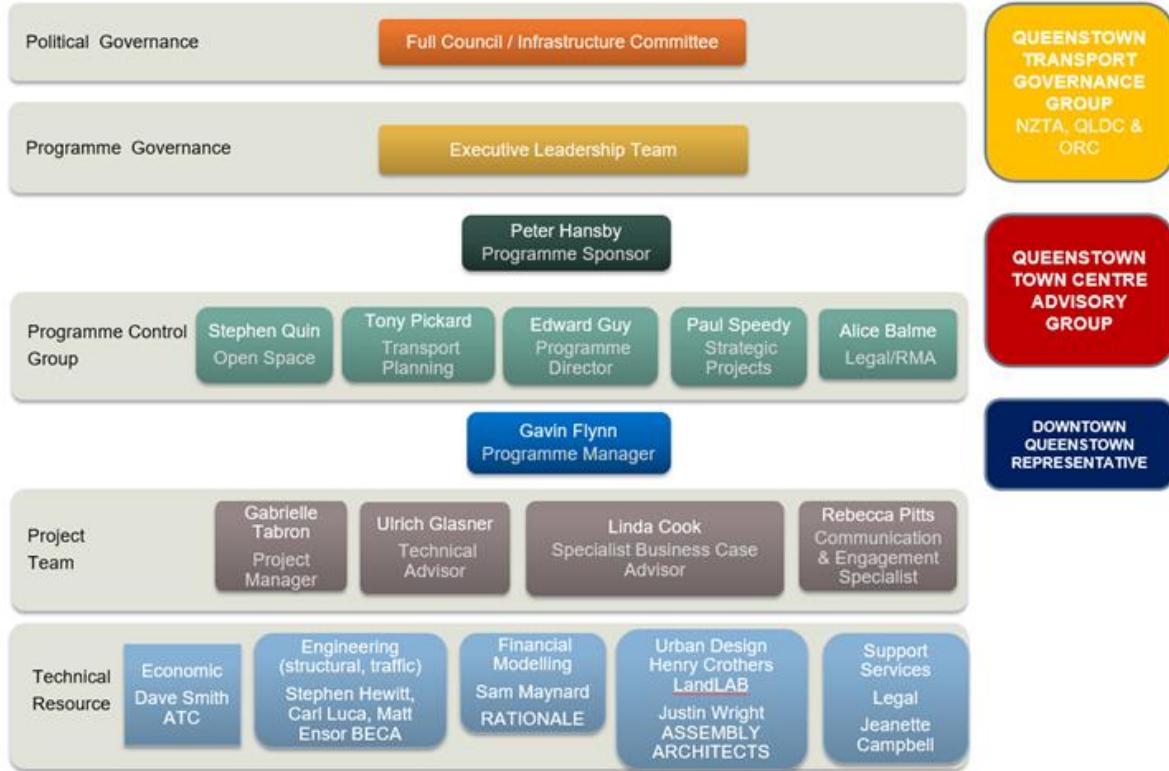
## Appendix 2: Masterplan Stakeholder Matrix

### Masterplan Stakeholder Matrix



## Appendix 3: Queenstown Town Centre Decision Structure

### Queenstown Town Centre Decision Structure



# Appendix 4: Benefits Mapping

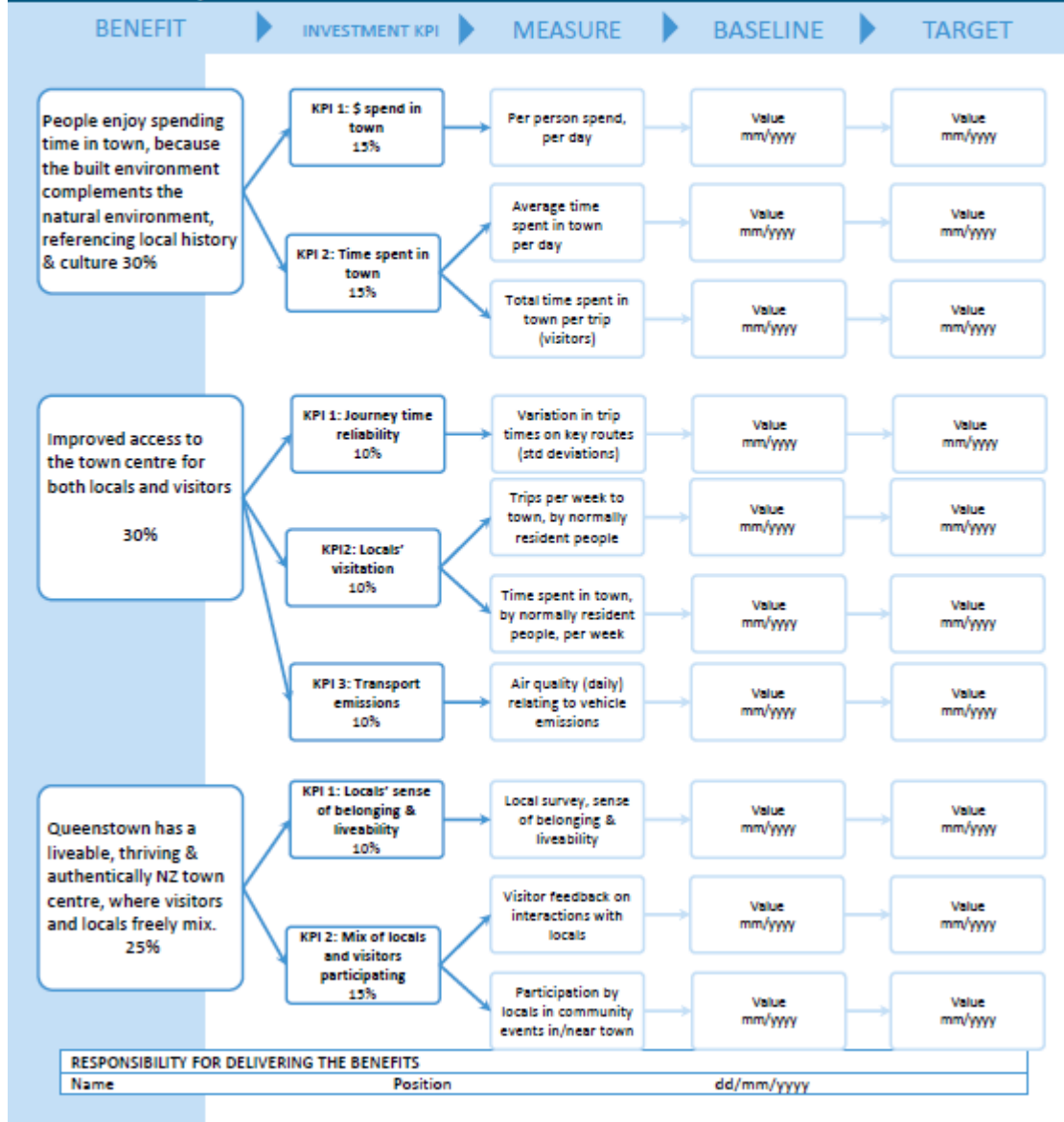
Queenstown Lakes District Council

## Supporting a thriving heart to Queenstown, now and in the future

Investment in Queenstown's town centre

### BENEFIT MANAGEMENT PLAN

#### Part 1: Benefit Map



Investor: Jim Boulton  
 Facilitator: Linda Meade  
 Accredited Facilitator: Yes

Version no: 2.1  
 Initial Workshop: 27.3.2017  
 Last modified by: Linda Meade  
 Template version: 5.0

Queenstown Lakes District Council

Supporting a thriving heart to Queenstown, now and in the future

Investment in Queenstown's town centre

**BENEFIT MANAGEMENT PLAN**

**Part 1: Benefit Map**

BENEFIT ► INVESTMENT KPI ► MEASURE ► BASELINE ► TARGET



Investor: Jim Boulton  
Facilitator: Linda Meade  
Accredited Facilitator: Yes

Version no: 1.0  
Initial Workshop: 27.3.2017  
Last modified by: Linda Meade  
Template version: 3.0

## Appendix 5: Queenstown Town Centre Issues Statements

ILM Problem	Item	Issues
1	1	Limited sense of history and cultural significance of Wakatipu.
1	2	Inconsistent aesthetics of buildings and street-scaping undermines visitor respect.
1	3	Matching natural environment with built environment.
1	4	'Ugly' architecture, streetscape paving, rubbish bins, etc.
1	5	Reorient towards lake – starting to happen, but slow progress.
1	6	Replacing 'clutter' like sandwich boards with digital way-finding or town-provided signs.
1	7	Keep arts and cultural groups in Town Centre premises. Presence rather than performance space.
1	8	Street-scaping could be better – leads to lack of respect.
1	9	Ad-hoc development – poor connections, visual connectedness.
1	10	Difficult for visitors to know intuitively where the heart of town is – what is their destination. Even walking from carpark beside Council – wayfinding can be difficult. Also campervans occupy large amounts of space.
1,2	11	What is the essence of Queenstown? How is this portrayed to visitors?
1,2	12	NZ tourists/visitors don't see Queenstown so much as 'their town'?
1,2	13	More sense of NZ / Maori culture.
1,2	14	Lack of vision – inconsistent decisions in the absence of this vision, e.g. getting dining on the lakefront.
1,2,4	15	Opportunities for iwi participation.
1,4	16	Downtown – future proofing.
2	17	Sense of pride for residents – keeping a sense of place living and growing up here. Young people want to stay.
2	18	Sense that Frankton is for locals, Queenstown for visitors. Moving high school out to Frankton reinforces this. Not a "normal" town for kids growing up – role models options for activities that mitigate undesirable behaviours.
2	19	Large numbers of visitors – more orientated to visitors.
2	20	Locals should want to come into town.
2	21	Useable and accessible to both visitors and residents.
2	22	Remain authentic, not Disney (keep it real). Including people.
2	23	Residents feel frustrated not being able to access restaurants etc.
2	24	Expectations of "parking outside post office" not being met – changed forever.

2	25	SMEs – Entrepreneurial start-ups would be good to see – but too expensive, i.e. diversity of experience.
2	26	Finding the right balance – smaller boutiques and larger higher volume turnover retail.
2	27	CBD is a bit like a large uncovered mall. But malls have a single owner.
2,3	28	Locals now shop elsewhere.
2,3	29	Congested parts of day.
2,3	30	Need to keep mix of residents and tourists because this is a big part of the appeal.
2,3	31	Locals don't come into town.
2,3,4	32	Protect views and ready access.
2,3,4	33	Not all growth is good – how to manage – spread out over year or encourage specific types of tourist growth?
2,3,4	34	Partnership with Police critical. Also having locals in town important.
2,4	35	Holiday homes and apartments – only occupied a few weeks per year. Most of accommodation in Town Centre is visitor accommodation or holiday homes (what %).
2,4	36	Alcohol on waterfront is an increasing issue – lack of respect.
2,4	37	Preserve safe use of lakefront – enjoy year-round, 24/7 parties, fighting, rubbish.
3	38	Confusion – pedestrian or cars? Mixed messages to visitors.
3	39	Bus parking, interchange, hub – don't want to lose convenience for visitors – small vans.
3	40	Not enough consideration to key thoroughfares.
3	41	Commuters – use of alternative modes.
3	42	Still have issues when hit traffic – safety.
3	43	Cyclist safety is a big issue. Also school children walking.
3	44	Highway 6A at capacity.
3	45	Ability of Town Centre to absorb more cars is very limited.
3	46	Frankton – Queenstown is the key link to get night.
3	47	Need to be open to innovation – driverless vehicles?!
3	48	Workers in Queenstown – need accessible transport access.
3	49	Visitors using GPS “blindly”.
3	50	Residents can't park downtown, so move back up backstreets to park.
3	51	Population expansion [7% p.a.?] driving congestion. Rising emissions.
3	52	Visitors – no parking – traffic congestion.
3	53	Not just parking – no alternatives to private vehicles.

3	54	Dead ends for traffic that means car circulating.
3	55	Causes 'extra' congestion circulating.
3	56	Quieter streets for pedestrians to walk. Shops open late – keep vibrancy.
3	57	Locals want to use cars – mind-shift.
3	58	Local school – mostly drivers.
3	59	Encourage walking, cycling, etc.
3,4	60	Way-finding, e.g. through to Gardens, Civic Centre – impact of four buildings.
4	61	Cost of housing driving some people out.
4	62	Requires focus on operational performance and efficiency – rubbish collections, deliveries, cleaning town at 5am causes a lot of noise (bottles, rubbish collection), smell from kitchens.
4	63	Maintenance and cleanliness of private facilities (e.g. signs) or buildings.
4	64	Large number of itinerant workers need decent accommodation.
4	65	Cleanliness, toilets, rubbish.
4	66	Water quality is changing, – unsure of cause.
4	67	Capped by hotel capacity.
4,2	68	Mix of people living in Town Centre – lack of affordable housing.
4,3	69	Growth in need for worker accommodation – District plan requires car-parking to new housing.
1	70	Attractive – u shape.
1	71	Don't want to lose vibrancy, busy-ness.
2	72	Need to activate the edges.
2	73	Don't see Frankton as enemy.

**In attendance:**

- Peter Hansby, Tony Pickard, Lee Webster, Ulrich Glasner – QLDC
- Chad Barker, Tony Sizemore, Matt Barnes – NZTA
- Lyndon Thomas – Skyline Enterprises Ltd.
- Peter Raby – Trojan Holdings
- AJ Mason – Shaping Our Future representative
- Steve Wilde – DowntownQT
- Carl Lucca, Stephen Wright, Steve Hewett, Matt Ensor – BECA
- Henry Crothers - LandLab
- Edward Guy (ILM Facilitator), Gabrielle Tabron, Gavin Flynn – Rationale Ltd



## Appendix 6: Masterplan programme Risk Register

### Queenstown Town Centre Masterplan – Risk Assessment

Rev 7. 22/11/17

No	Risk Event – Description	Causal Factor – Probable Cause	Consequence	Mitigation in place	Intended Mitigation	Risk Score/ Risk Owner
1	<b>Programme Risk:</b> There is a threat that elected members do not approve funding for the preferred option detailed in the Masterplan. (Long Term Plan)	<ul style="list-style-type: none"> <li>The preferred option does not deliver the best long term strategic objectives for Queenstown.</li> <li>The preferred option does not meet the Councillor's constituent's requirements.</li> <li>Councillor's may personally agree with the Masterplan but will not vote it in if they think the public are not happy.</li> <li>Political appetite to increase rates.</li> <li>LTP deferred programme is not affordable.</li> </ul>	<ul style="list-style-type: none"> <li>Delay to the approval of the Master Plan</li> <li>Rework.</li> <li>Option which is not optimal.</li> </ul>	<ul style="list-style-type: none"> <li>Advisory group engaged to provide assurance to elected members</li> <li>Regular update workshops held with elected members</li> <li>Elected members involved in vision and ILM workshop at outset of project.</li> </ul>	<ul style="list-style-type: none"> <li>Identify mechanisms for alternative funding (e.g. MBIE) and partner contributions (NZTA)</li> </ul>	<ul style="list-style-type: none"> <li>H</li> <li>PH</li> </ul>
2	<b>Programme Risk:</b> There is a threat that NZTA do not approve funding for the transport elements of the Queenstown Masterplan.	<ul style="list-style-type: none"> <li>NZTA are a funding partner.</li> <li>NZTA object because of the potential impact on their state highways.</li> <li>NZTA do not accept the business case.</li> <li>Personnel changes within NZTA.</li> </ul>	<ul style="list-style-type: none"> <li>Funding shortfall.</li> <li>Project delays.</li> <li>Rework of the masterplan.</li> </ul>	<ul style="list-style-type: none"> <li>Regular engagement with NZTA at Officer and Executive level.</li> <li>Obtain NZTA inputs and feedback on preferred option.</li> <li>Workshop held with NZTA to clarify expectations, roles and responsibilities (16 August 2017).</li> <li>NZTA now attending weekly meeting as programme partners.</li> </ul>	<ul style="list-style-type: none"> <li>QLDC to evidence benefit of the Project to NZTA.</li> </ul>	<ul style="list-style-type: none"> <li>H</li> <li>PH</li> </ul>
3	<b>Programme Risk:</b> There is a threat that the existing State Highway designation prevents the preferred location of the PT hub being realised due to lack of NZTA support	<ul style="list-style-type: none"> <li>NZTA have indicated that they are not supportive of the preferred PT hub location.</li> <li>NZTA have indicated that an obstacle to implementing the preferred option is the existing State Highway designation.</li> </ul>	<ul style="list-style-type: none"> <li>Delay to the implementation of the Master Plan</li> <li>Funding shortfall.</li> <li>Rework.</li> <li>Option which is not the optimal option.</li> </ul>	<ul style="list-style-type: none"> <li>Regular engagement with NZTA at Officer and Executive level.</li> <li>Obtain NZTA inputs and feedback on preferred option.</li> <li>Workshop held with NZTA to clarify expectations, roles and responsibilities (16 August 2017).</li> <li>NZTA feedback received on IBC's giving support to proceed to DBC's</li> </ul>	<ul style="list-style-type: none"> <li>QLDC to evidence benefit of the Project to NZTA.</li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>PH</li> </ul>
4	<b>Programme Risk:</b> There is a threat that Otago Regional Council (ORC) do not approve funding for the public transport/transport elements of the Queenstown Masterplan.	<ul style="list-style-type: none"> <li>They do not get support from the various other Councils to support Queenstown's special case.</li> <li>Lack of funding for subsidies for public transport.</li> <li>ORC do not accept the business case.</li> <li>Projects are not considered as high priority by ORC.</li> </ul>	<ul style="list-style-type: none"> <li>Funding shortfall.</li> <li>Project delays.</li> <li>Rework of the masterplan</li> </ul>	<ul style="list-style-type: none"> <li>Ring-fence as opposed to separate funding.</li> <li>Regular engagement with ORC at Officer and Executive level.</li> <li>Transport components of the Masterplan confirmed by ORC as Priority One within the draft RLTP.</li> </ul>	<ul style="list-style-type: none"> <li>QLDC to evidence benefit of the projects to ORC.</li> </ul>	<ul style="list-style-type: none"> <li>L</li> <li>PH</li> </ul>
5	<b>Programme Risk:</b> There is an opportunity to investigate other potential funding streams.	<ul style="list-style-type: none"> <li>MBIE can provide additional funding (loan or grant).</li> <li>Private Public Partnership (e.g. parking facilities, transport corridor).</li> <li>Philanthropic funding</li> </ul>	<ul style="list-style-type: none"> <li>Reduction in Queenstown's rate payers funding.</li> <li>Ability to undertake other projects not related to the Masterplan.</li> </ul>	<ul style="list-style-type: none"> <li>Investigation by QLDC.</li> </ul>	<ul style="list-style-type: none"> <li>Develop business case for Civic heart</li> </ul>	<ul style="list-style-type: none"> <li>No risk rating required</li> <li>PH</li> </ul>
6	<b>Programme Risk:</b> There is a threat that the Masterplan is not aligned to residents and rate payer's expectations.	<ul style="list-style-type: none"> <li>The public are expecting something that is very innovative and aspirational and the Masterplan does not meet that (considered business as usual).</li> <li>Fail to demonstrate transport will be fixed.</li> </ul>	<ul style="list-style-type: none"> <li>Do not get approval with LTP.</li> <li>Decision making is slowed.</li> <li>Multiple iterations</li> <li>Project stopped or half finished.</li> <li>Environment of distrust.</li> </ul>	<ul style="list-style-type: none"> <li>Short-term Project success</li> <li>Prioritising / programming projects.</li> <li>Options analysis / timeframe story.</li> <li>Key themes that disentangle the issues.</li> <li>Present the future well.</li> <li>Good communication / continue to engage.</li> </ul>	<ul style="list-style-type: none"> <li>LTP consultation to commence in March 2018</li> <li>Prepare and issue media release prior to remaining IBC's going to Council.</li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>PH</li> </ul>

No	Risk Event – Description	Causal Factor – Probable Cause	Consequence	Mitigation in place	Intended Mitigation	Risk Score/ Risk Owner
		<ul style="list-style-type: none"> <li>Public opinion on what's critical / what's 'nice to have' – we are not addressing the big issue.</li> <li>Perceived inefficient use of money.</li> <li>Car parks are lost.</li> <li>Misinformation.</li> <li>The consultation process has not been effective.</li> <li>Residents and ratepayers do not believe that the Masterplan will move past the consultation stage.</li> <li>Misleading communications from media.</li> </ul>	<ul style="list-style-type: none"> <li>Re-work.</li> <li>Misunderstanding of Masterplan programme details.</li> </ul>	<ul style="list-style-type: none"> <li>Updating our stakeholder groups.</li> <li>Champions /Advisory Group.</li> <li>Demonstrate transport will be sorted. Sweeteners, release valves.</li> <li>Implement post engagement feedback strategy/</li> <li>Comms representative allocated to the project.</li> <li>Regular communications undertaken through programme development.</li> </ul>		
7	<b>Programme Risk:</b> There is a threat that the Master Plan does not meet accessibility requirements for all users.	<ul style="list-style-type: none"> <li>Design does not consider and incorporate specific accessibility requirements for all users.</li> </ul>	<ul style="list-style-type: none"> <li>Restricted access for certain users.</li> </ul>		<ul style="list-style-type: none"> <li>Consider accessibility requirements for all users within the detailed business cases.</li> </ul>	<ul style="list-style-type: none"> <li>L</li> <li>PH</li> </ul>
8	<b>Programme Risk:</b> There is a threat that the Master Plan does not meet local business expectation.	<ul style="list-style-type: none"> <li>Loss of road side parking is perceived as making it more difficult for people to access the town.</li> <li>Diversion of roads reduces visibility of businesses.</li> <li>Business owners do not support pedestrianisation due to the perceived loss of parking.</li> </ul>	<ul style="list-style-type: none"> <li>Loss of political support.</li> <li>Project delays.</li> <li>Project rework.</li> <li>Reputational damage.</li> </ul>	<ul style="list-style-type: none"> <li>Short-term Project success</li> <li>Prioritising / programming projects.</li> <li>Options analysis / timeframe story.</li> <li>Key themes that disentangle the issues.</li> <li>Present the future well.</li> <li>Good communication / continue to engage.</li> <li>Updating our stakeholder groups.</li> <li>Champions /Advisory Group – Steve Wilde (Downtown Queenstown engaged).</li> </ul>	<ul style="list-style-type: none"> <li>Implement interim activation to mitigate short term impacts on Beach St and Camp Street.</li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>PH</li> </ul>
9	<b>Programme Risk:</b> There is a threat that the Masterplan does not meet the tourism sectors expectations.	<ul style="list-style-type: none"> <li>The tourism sector are expecting something that is very innovative and aspirational and they perceive the masterplan does not meet that (considered business as usual).</li> <li>A central bus interchange may detract from the convenience of door to door pick-ups.</li> </ul>	<ul style="list-style-type: none"> <li>Loss of political support.</li> <li>Project delays.</li> <li>Project rework.</li> <li>Reputational damage.</li> </ul>	<ul style="list-style-type: none"> <li>Good communication and engagement with representatives of the tourism industry (attendance at stakeholder workshops).</li> <li>Passenger Transport survey undertaken.</li> <li>Public Life Survey data incorporated in to options analysis.</li> <li>Consideration of tourism requirements during options analysis.</li> </ul>		<ul style="list-style-type: none"> <li>L</li> <li>PH</li> </ul>
10	<b>Programme Risk:</b> There is a threat that the Masterplan does not meet Central Government expectations	<ul style="list-style-type: none"> <li>The strategic fit for the Masterplan is not well described and does not fit into the Central Governments funding assessment.</li> <li>Change in government.</li> </ul>	<ul style="list-style-type: none"> <li>Funding shortfall.</li> </ul>	<ul style="list-style-type: none"> <li>Engaged economic expert to evaluate local, regional and national benefits of wider masterplan projects to support funding options (Martin Jenkins).</li> <li>Community engagement underway.</li> </ul>	<ul style="list-style-type: none"> <li>Engage with new government regarding compelling investment story in Queenstown.</li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>PH</li> </ul>
11	<b>Programme Risk:</b> There is a threat that the QLDC Long Term Plan programme is unaffordable	<ul style="list-style-type: none"> <li>Queenstown has a low rate base and therefore the burden on the ratepayer is too high if additional funding is not able to be sought.</li> <li>The debt to earnings ratio to fund the long term plan is too high.</li> <li>The preferred Masterplan option is not perceived to be an expensive aspirational design.</li> </ul>	<ul style="list-style-type: none"> <li>Increase in transportation issues.</li> <li>Queenstown CBD cannot accommodate growth.</li> <li>Shortfall of funding for aspects of the Masterplan which potentially has on flow affects for other projects.</li> </ul>	<ul style="list-style-type: none"> <li>QS work to be undertaken to understand delivery costs</li> <li>Engaged economic expert to evaluate local, regional and national benefits of wider masterplan projects to support funding options (Martin Jenkins).</li> <li>Continued engagement at Officer and Executive level with potential funding partners.</li> </ul>	<ul style="list-style-type: none"> <li>Prepare compelling story to potential funding partners</li> </ul>	<ul style="list-style-type: none"> <li>H</li> <li>PH</li> </ul>

No	Risk Event – Description	Causal Factor – Probable Cause	Consequence	Mitigation in place	Intended Mitigation	Risk Score/ Risk Owner
		<ul style="list-style-type: none"> <li>The Masterplan preferred option uses all available QLDC funding.</li> <li>Too many large/expensive projects.</li> <li>Lack of support from co-investors.</li> </ul>		<ul style="list-style-type: none"> <li>Delivery timeframe increased for some components from 10yrs to 20yrs.</li> <li>ELT review of draft LTP completed indicating programme affordable based on assumptions around funding.</li> </ul>		
12	<b>Programme Risk:</b> There is a threat that the Masterplan budget exceeds the publicly declared budget (for business case)	<ul style="list-style-type: none"> <li>Scope change.</li> <li>Scope creep, design development.</li> <li>Crude budget.</li> <li>Lack of detailed project estimate.</li> <li>Lack of implementation of risk management processes</li> <li>Poor governance.</li> </ul>	<ul style="list-style-type: none"> <li>Reputational damage for QLDC.</li> <li>Project stopped/delayed.</li> <li>Reduced scope.</li> <li>Negative media coverage.</li> </ul>	<ul style="list-style-type: none"> <li>Project Manager to track costs against budget.</li> </ul>		<ul style="list-style-type: none"> <li>L</li> <li>GT</li> </ul>
13	<b>Programme Risk:</b> There is a threat that the Masterplan cannot adapt to external influences.	<ul style="list-style-type: none"> <li>Subdivisions and industrial areas that are in conflict with the Masterplan.</li> <li>Lack of integration with the built form produces suboptimal outcomes.</li> <li>The Masterplan outcomes produce a consenting requirement that is perceived to be too onerous.</li> <li>Change of government.</li> </ul>	<ul style="list-style-type: none"> <li>Reputational damage to QLDC.</li> <li>Negative media coverage.</li> <li>Land use activities best suited for the CBD locate within Frankton.</li> </ul>	<ul style="list-style-type: none"> <li>Investigation with planning to look ahead at major infrastructure, land use change.</li> <li>Spatial plan may require flexibility.</li> <li>Increased involvement of P and D team in Project Control Group.</li> <li>Escalated to GM level.</li> <li>Fortnightly ELT updates</li> </ul>	<ul style="list-style-type: none"> <li>Continue engagement with developers and work through issues.</li> <li>Progress with refinement of Stage 3 of the Arterials.</li> <li>Approach land owners of critical sites.</li> <li>Engage with new government regarding compelling investment story in Queenstown.</li> </ul>	<ul style="list-style-type: none"> <li>H</li> <li>PH/TA</li> </ul>
14	<b>Programme Risk:</b> There is a threat the market is unable to deliver the magnitude of physical works required to complete the Master Plan with the existing resources in Queenstown	<ul style="list-style-type: none"> <li>A large number of projects inside and outside of Queenstown.</li> <li>There are not enough competent and experienced staff within QLDC.</li> <li>There are not enough consultants and contractors in the region.</li> <li>Not enough available accommodation for staff bought in from out of the region.</li> <li>Changes to immigration law.</li> </ul>	<ul style="list-style-type: none"> <li>Project delay.</li> <li>Higher cost of labour if labour is required to be sourced from other regions.</li> <li>Rework.</li> <li>Quality issues.</li> <li>Reputational damage.</li> </ul>	<ul style="list-style-type: none"> <li>Staging of masterplan undertaken with consideration of delivery constraints</li> <li>Consideration of Alliance options for design and physical works to be undertaken by CEOs of funding partners.</li> <li>Workshop held with NZTA to clarify expectations, roles and responsibilities (16 August 2017).</li> </ul>	<ul style="list-style-type: none"> <li>NZTA, ORC, QLDC (and QAC) CEOs to meet to discuss delivery model.</li> <li>Communicate programme with key partners and market as soon as practicable.</li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>PH</li> </ul>
15	<b>Programme Risk:</b> There is a threat that five different projects are not well coordinated	<ul style="list-style-type: none"> <li>Pressures of an aggressive Masterplan time frame.</li> <li>A lack of communication and project planning.</li> <li>Silo mentality with a lack of consideration with interdependencies.</li> </ul>	<ul style="list-style-type: none"> <li>One Project can have a detrimental impact on another.</li> <li>The Masterplan Projects are not well integrated.</li> <li>Rework.</li> <li>Limited time for assessing all options.</li> </ul>	<ul style="list-style-type: none"> <li>Masterplan approach determined which coordinates project development.</li> <li>Engagement of Advisory Group for project assurance.</li> <li>Staging of masterplan undertaken with consideration of delivery constraints</li> <li>Partners have been engaged to support coordination of projects.</li> </ul>		<ul style="list-style-type: none"> <li>L</li> <li>PH</li> </ul>

No	Risk Event – Description	Causal Factor – Probable Cause	Consequence	Mitigation in place	Intended Mitigation	Risk Score/ Risk Owner
16	<b>Programme Risk:</b> Funding of Project Connect undermines QLDC's application for Central Government support for the whole Masterplan Project	<ul style="list-style-type: none"> <li>Pressure on Council funds to deliver the whole programme.</li> <li>Staging may undermine the programme.</li> <li>Deferring Project Connect may impact the Masterplan programme.</li> </ul>	<ul style="list-style-type: none"> <li>Funding shortfall.</li> <li>Lack of political support.</li> </ul>	<ul style="list-style-type: none"> <li>QS work to be undertaken to understand delivery costs</li> <li>Engaged economic expert to evaluate local, regional and national benefits of wider masterplan projects to support funding options (including Central Government lobbyist).</li> <li>Continued engagement at Officer and Executive level with potential funding partners.</li> <li>Project Connect managed as a distinct project from the QTC Masterplan programme</li> </ul>		<ul style="list-style-type: none"> <li>L</li> <li>PH</li> </ul>
17	<b>Programme risk:</b> There is a threat that the front-end story which Martin Jenkins are working on cannot deliver a compelling and well substantiated story in a timely manner, reducing our ability to attract wider investment.	<ul style="list-style-type: none"> <li>The wrong arguments are used.</li> <li>The arguments do not properly connect with the story to date and the story of Queenstown.</li> <li>The right data cannot be obtained.</li> <li>The work being undertaken takes too long and is too late support the masterplan detailed business cases.</li> </ul>	<ul style="list-style-type: none"> <li>The data does not tell a powerful story.</li> <li>Funding opportunities are lost.</li> <li>The Queenstown context is not understood.</li> </ul>	<ul style="list-style-type: none"> <li>Detailed briefing of Martin Jenkins on work done to date.</li> <li>Sharing of strategic documents.</li> <li>Connection of Martin Jenkins with known providers such as Market view and Qrious.</li> </ul>	<ul style="list-style-type: none"> <li>Ongoing updates between projects.</li> <li>Review of arguments to validate connection and focus.</li> <li>Testing of assumptions and methodology once developed.</li> </ul>	<ul style="list-style-type: none"> <li>H</li> <li>PH</li> </ul>
18	<b>Community Heart:</b> There is a threat that displaced stakeholder's expectations are not met.	<ul style="list-style-type: none"> <li>Engagement presentations/meetings misunderstood and stakeholder expectations that full facility replacement/upgrade will be provided at QLDC cost.</li> <li>Stakeholders have unrealistic expectations of facility enhancements.</li> <li>Underlying landownership and related designations precludes use of preferred land activities.</li> </ul>	<ul style="list-style-type: none"> <li>Community complaints</li> <li>Adverse local media coverage</li> <li>Reduction in NGO service provision.</li> </ul>	<ul style="list-style-type: none"> <li>Engagement with affected parties ongoing.</li> <li>Civic Heart Concept Scenarios completed.</li> <li>Communication of importance of the Community heart to ELT.</li> </ul>	<ul style="list-style-type: none"> <li>Understand uses of site, ownership implications and delivery options.</li> <li>Progress Cultural Masterplan</li> </ul>	<ul style="list-style-type: none"> <li>H</li> <li>PH</li> <li>Project Team</li> </ul>
19	<b>Community Heart:</b> There is a threat that community expectations are not met.	<ul style="list-style-type: none"> <li>Community have unrealistic expectations of facility provisions and funding.</li> <li>Permitted land use is still being investigated.</li> <li>Blockages between underlying ownership and designation</li> <li>Misaligning our offering with what is required.</li> </ul>	<ul style="list-style-type: none"> <li>Community complaints</li> <li>Adverse local media coverage</li> <li>Loss of civic amenities to Frankton.</li> <li>Rework.</li> </ul>	<ul style="list-style-type: none"> <li>Engagement with community ongoing.</li> <li>Civic Heart Concept Scenarios completed.</li> <li>Review of ownership and legal implications completed.</li> <li>Meetings with affected parties</li> <li>Meetings with potential funding partners</li> <li>Communication of importance of the Community heart to ELT.</li> <li>Additional options on alignment of arterial affecting the Memorial Centre investigated.</li> </ul>	<ul style="list-style-type: none"> <li>Understand uses of site, ownership implications and delivery options.</li> <li>Funding options and sequencing in relation to Memorial Centre replacement to be investigated</li> <li>Progress Cultural Masterplan</li> </ul>	<ul style="list-style-type: none"> <li>H</li> <li>PH</li> <li>Project Team</li> </ul>
20	<b>Arterials:</b> There is a threat that the option assessment does not meet stakeholder/partner expectations.	<ul style="list-style-type: none"> <li>Lack of visibility of option assessment; speed at which programme is moving</li> <li>Changing the status of the highway status.</li> <li>If there are certain users who can no longer use it. E.g. cyclists.</li> <li>The preferred option does not provide for future development (hotels, etc.)</li> <li>Failure to adequately forecast future use.</li> <li>Transport and economic modelling does not meet NZTA expectations</li> </ul>	<ul style="list-style-type: none"> <li>Option falls over / doesn't getting funding.</li> <li>Implications on wider network and spatial planning.</li> </ul>	<ul style="list-style-type: none"> <li>Engagement process underway (NZTA, ORC, affected parties)</li> <li>Workshop held with NZTA to clarify expectations, roles and responsibilities (16 August 2017)</li> <li>NZTA Process Gap Analysis completed for agreed Indicative Business Case.</li> <li>NZTA feedback received on IBC's giving support to proceed to DBC's</li> <li>Peer Review of modelling completed</li> </ul>	<ul style="list-style-type: none"> <li>Additional engagement needed with NZTA to define roles and responsibilities for DBC delivery and funding</li> <li>Include PT benefits (ie. gondola landing) within MCA for Stage 2 Option 4.1 to justify as the preferred option.</li> <li>Respond to peer reviewer's comments</li> </ul>	<ul style="list-style-type: none"> <li>H</li> <li>PH/UG</li> <li>Project team</li> </ul>

No	Risk Event – Description	Causal Factor – Probable Cause	Consequence	Mitigation in place	Intended Mitigation	Risk Score/ Risk Owner
					and engage with NZTA economics specialist	
21	<b>Arterials:</b> There is a threat that demand exceeds the design capacity sooner than we anticipated.	<ul style="list-style-type: none"> <li>Assumptions used in the modelling are incorrect.</li> </ul>	<ul style="list-style-type: none"> <li>The public will perceive that we have not solved the problem.</li> </ul>	<ul style="list-style-type: none"> <li>Modelling future demand</li> <li>Using outcomes for design</li> <li>Ensure public/passenger transport project is delivered</li> </ul>	<ul style="list-style-type: none"> <li>Plan for rapid transport system</li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>Beca</li> <li>Project team</li> </ul>
22	<b>Arterials:</b> There is a threat that giving traffic an alternative route undermines the economic activity of the town centre.	<ul style="list-style-type: none"> <li>Less traffic through flow the CBD.</li> <li>People perceive that business will relocate to the alternative route.</li> </ul>	<ul style="list-style-type: none"> <li>Business owners are not supportive of the Arterial Project.</li> <li>Negative media.</li> </ul>	<ul style="list-style-type: none"> <li>Master planning to incorporate spatial frame work</li> <li>Engagement process underway</li> <li>Develop staging plan, shared space design based on public life survey data</li> </ul>		<ul style="list-style-type: none"> <li>M</li> <li>Project team</li> </ul>
23	<b>Arterials:</b> There is a threat that the design does not meet NZTA's and stakeholders/partners expectations	<ul style="list-style-type: none"> <li>NZTA are a funding partner</li> <li>Limited engagement during detailed concept development (due to time).</li> <li>Land requirements are being reduced to make the Project viable.</li> </ul>	<ul style="list-style-type: none"> <li>The option does not receive stakeholder support.</li> <li>Rework.</li> <li>Lack of funding.</li> <li>Implications on wider network and spatial planning</li> </ul>	<ul style="list-style-type: none"> <li>Engagement process underway (NZTA, ORC, affected parties)</li> <li>Follow NZTA design requirements (best design to achieve objectives and funding).</li> <li>NZTA Process Gap Analysis to be completed to support Detailed Business Case</li> </ul>	<ul style="list-style-type: none"> <li>Additional engagement needed with NZTA to define roles and responsibilities for delivery and funding</li> <li>Ensure public/passenger transport project is delivered</li> <li>One on one engagement with affected property owners needed</li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>PH/UG</li> <li>Project team</li> </ul>
24	<b>Arterials:</b> There is a threat that residents will oppose the option assessment.	<ul style="list-style-type: none"> <li>The proposed route is closer to affected residents and community groups (noise and traffic volume).</li> <li>Potential land take requirements.</li> <li>The Whakatipu Rugby Club, the Memorial Hall, RSA may need to be relocated.</li> </ul>	<ul style="list-style-type: none"> <li>The option does not receive stakeholder support.</li> <li>Loss of political support.</li> <li>Rework.</li> </ul>	<ul style="list-style-type: none"> <li>Engagement process underway (NZTA, ORC, affected parties).</li> <li>Rigorous options analysis</li> <li>ELT agreement that the preferred Stage 2 Option 4.1 will include removal of the protected Wellingtonian tree.</li> <li>Reconsider shortlisted options (e.g. double T intersection) within the DBC.</li> </ul>	<ul style="list-style-type: none"> <li>One on one engagement with affected property owners/parties needed</li> <li>Incorporate environmental and social assessment within existing MCAs</li> </ul>	<ul style="list-style-type: none"> <li>H</li> <li>PH/UG</li> <li>Project team</li> </ul>
25	<b>Arterials:</b> There is a threat that the land may not be able to be purchased at a reasonable cost and in timely manner.	<ul style="list-style-type: none"> <li>Developers and owners of existing properties</li> <li>New District Plan changes zoning.</li> </ul>	<ul style="list-style-type: none"> <li>Increased costs.</li> <li>Project delays.</li> <li>Rework.</li> </ul>	<ul style="list-style-type: none"> <li>Engagement process underway with affected parties underway</li> <li>Balance land take with residual land for development.</li> </ul>	<ul style="list-style-type: none"> <li>Progress one on one engagement with affected property owners/parties</li> <li>Prepare options/route alignment to eliminate risk</li> <li>Legal advice to be sought on PWA process</li> </ul>	<ul style="list-style-type: none"> <li>H</li> <li>PH/UG</li> <li>Project team</li> </ul>
26	<b>Arterials:</b> Environment Court doesn't grant designation or reserve status isn't changed.	<ul style="list-style-type: none"> <li>Road can't be built as proposed.</li> <li>Alternative route alignment required</li> <li>Reserves Act implications</li> </ul>	<ul style="list-style-type: none"> <li>Additional cost</li> <li>Project delay</li> <li>rework</li> </ul>	<ul style="list-style-type: none"> <li>Various route options already investigated</li> </ul>	<ul style="list-style-type: none"> <li>Prepare options/route alignment to eliminate risk</li> <li>Legal advice on designation and options to change reserve status to allow road in order to support decision making around our approach to designation</li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>PH/UG</li> <li>Project team</li> </ul>

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27	<b>Arterials:</b> There is a threat of environmental impacts	<ul style="list-style-type: none"> <li>The gradient of the Thompson Street link may require lake reclamation.</li> <li>Impacts on Horne Creek.</li> </ul>	<ul style="list-style-type: none"> <li>Opposition from environmental groups and residents.</li> <li>Ecological impacts.</li> </ul>	<ul style="list-style-type: none"> <li>Design of gradient and round about excess in more detail underway</li> <li>Additional engagement needed with NZTA and stakeholder groups</li> <li>Engagement with ORC required to discuss environmental impacts and mitigation</li> </ul>	<ul style="list-style-type: none"> <li>High level assessment of environmental effects to be undertaken by planning consultant and technical experts.</li> </ul>	<ul style="list-style-type: none"> <li>L</li> <li>GT</li> </ul>
28	<b>Spatial Framework:</b> There is a threat that there is insufficient evidence relating to pedestrian movement to support business case.	<ul style="list-style-type: none"> <li>Lack of pedestrian counts throughout town centre.</li> <li>Perceived necessity for parking in town centre.</li> <li>Congestion caused by town centre parking.</li> </ul>	<ul style="list-style-type: none"> <li>Employees and business owners do not support the spatial plan interventions.</li> </ul>	<ul style="list-style-type: none"> <li>Master planning to incorporate spatial frame work</li> <li>Public life survey pedestrian count (July '17)</li> </ul>	<ul style="list-style-type: none"> <li>Pedestrian survey to be undertaken in Nov '17 for key pedestrian/transport conflict areas.</li> <li>Public Life Survey to be undertaken in Jan '18</li> <li>Pedestrian counting cameras to be installed.</li> <li>Pedestrian model to be developed.</li> </ul>	<ul style="list-style-type: none"> <li>L</li> <li>Project team</li> <li>Beca</li> </ul>
29	<b>Spatial Framework:</b> There is a threat that the Business Community does not support the Spatial Plan.	<ul style="list-style-type: none"> <li>The on street parking is being replaced by the improved public realm.</li> <li>The traffic is diverted outside the historic core.</li> <li>Loss of convenience of foot traffic.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of political support.</li> <li>Rework.</li> </ul>	<ul style="list-style-type: none"> <li>Master planning to incorporate spatial frame work</li> <li>Community engagement underway, including with Queenstown Chamber of Commerce</li> <li>Steve Wilde (Downtown QT) on Advisory Group</li> </ul>		<ul style="list-style-type: none"> <li>L</li> <li>Project team</li> <li>Beca</li> </ul>
30	<b>Spatial Framework:</b> There is a threat that the Spatial Framework is not endorsed by elected members.	<ul style="list-style-type: none"> <li>The public do not endorse it.</li> <li>It is perceived as too ambitious due to cost, disruption and changing too much.</li> <li>It's not ambitious enough to achieve the objectives of the Masterplan.</li> </ul>	<ul style="list-style-type: none"> <li>Rework.</li> <li>Project delays.</li> <li>Project could be discontinued.</li> </ul>	<ul style="list-style-type: none"> <li>Master planning to incorporate spatial frame work</li> <li>Regular updates to Councillors</li> </ul>		<ul style="list-style-type: none"> <li>L</li> <li>Project team</li> <li>Beca</li> </ul>
31	<b>Spatial Framework:</b> There is a threat that the Spatial Framework does not meet public expectations	<ul style="list-style-type: none"> <li>Lack of engagement to demonstrate the benefits.</li> <li>Lack of ownership of the process by stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>Rework.</li> <li>Project delays.</li> </ul>	<ul style="list-style-type: none"> <li>Master planning to incorporate spatial frame work</li> <li>Community engagement completed</li> </ul>		<ul style="list-style-type: none"> <li>L</li> <li>Project team</li> <li>Beca</li> </ul>
32	<b>Spatial Framework:</b> There is a threat that we fail to prioritise funding for the Spatial Framework.	<ul style="list-style-type: none"> <li>Failure to understand integration and sequencing of all projects within the spatial framework.</li> </ul>	<ul style="list-style-type: none"> <li>Projects become siloed.</li> <li>Inefficient Project delivery.</li> </ul>	<ul style="list-style-type: none"> <li>Master planning to incorporate spatial frame work</li> <li>Delivery programme/Draft LTP includes Spatial Framework outcomes</li> <li>Ongoing consultation with P&amp;D to understand and work with private development opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>Spatial Framework document to be completed in Jan '18.</li> </ul>	<ul style="list-style-type: none"> <li>L</li> <li>Project team</li> <li>Beca</li> </ul>
33	<b>Spatial Framework:</b> There is a threat that we do not have an operational budget to maintain the various project facilities.	<ul style="list-style-type: none"> <li>Capital investment may require more operational funding to maintain.</li> </ul>	<ul style="list-style-type: none"> <li>Additional cost to ratepayers over the long term.</li> </ul>	<ul style="list-style-type: none"> <li>Operational requirements incorporated in to draft LTP.</li> </ul>	<ul style="list-style-type: none"> <li>Consequential operational budget associated with individual projects to be included in LTP programme</li> <li>Adequate staff and/or contractor resource in place.</li> <li>Business cases to include whole of life costs.</li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>PH/EM</li> <li>Project team</li> </ul>

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34	<b>Spatial Framework:</b> There is a threat that operational and maintenance requirements have not been incorporated into the design/costings	<ul style="list-style-type: none"> <li>Failure to engage with the operational and maintenance team</li> <li>Failure to consider whole of life costs</li> </ul>	<ul style="list-style-type: none"> <li>Ongoing operational and maintenance issues</li> <li>Insufficient operational and maintenance budget</li> </ul>	<ul style="list-style-type: none"> <li>Engagement with operational and maintenance team</li> <li>Consider whole of life costs within the business case</li> </ul>		<ul style="list-style-type: none"> <li>L</li> <li>PH/EM</li> <li>Project team</li> </ul>
35	<b>Parking:</b> There is a threat of public resistance to the removal of car parking from town centre streets.	<ul style="list-style-type: none"> <li>Perceived necessity for parking in the town centre.</li> <li>Resistance to change.</li> <li>Financial implications for the public.</li> </ul>	<ul style="list-style-type: none"> <li>No support for spatial plan / masterplan, particularly from businesses and locals.</li> </ul>	<ul style="list-style-type: none"> <li>Community feedback recognised in forward planning.</li> </ul>	<ul style="list-style-type: none"> <li>Develop detailed business case for parking.</li> <li>Develop Wakatipu Parking Strategy</li> </ul>	<ul style="list-style-type: none"> <li>H</li> <li>Comms Lead</li> </ul>
36	<b>Parking:</b> There is a threat of public resistance due to the perceived high cost of parking.	<ul style="list-style-type: none"> <li>Economic model does not represent does not match user expectations.</li> </ul>	<ul style="list-style-type: none"> <li>No support for spatial plan / masterplan, particularly from businesses and locals.</li> </ul>	<ul style="list-style-type: none"> <li>Community feedback recognised in forward planning.</li> <li>Modelling of the tipping point being used to set charges.</li> <li>Regular engagement with Councillors and ELT on phasing implementation.</li> </ul>	<ul style="list-style-type: none"> <li>Promotion of alternative modes of transport.</li> </ul>	<ul style="list-style-type: none"> <li>H</li> <li>BECA</li> </ul>
37	<b>Parking:</b> There is a threat that the investment in parking is not financially sustainable.	<ul style="list-style-type: none"> <li>User uptake may be lower than predicted.</li> <li>Income from revenue is low.</li> </ul>	<ul style="list-style-type: none"> <li>We rely on parking revenue to subsidise public transport.</li> <li>Rates increase.</li> </ul>	<ul style="list-style-type: none"> <li>Robust optioneering through BCA.</li> <li>Sequencing the provision of major infrastructure (parking buildings) with appropriate decision gateways after each.</li> </ul>	<ul style="list-style-type: none"> <li>Consider PPPs for delivery</li> <li>Business cases to include whole of life costs.</li> <li>Include flexibility in design so that parking facilities can be repurposed.</li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>BECA</li> </ul>
38	<b>Parking:</b> There is a threat that we are unable to secure land for public car parking.	Inability to negotiate successful (viable) purchase.	<ul style="list-style-type: none"> <li>The preferred option(s) are not viable.</li> <li>Spatial Framework outcomes are affected.</li> <li>PPP is preferred option, resulting in less favourable financial outcome for Council.</li> </ul>	<ul style="list-style-type: none"> <li>Robust optioneering through BCA including highest and best use of Council property.</li> <li>QLDC controlled locations as preferred option.</li> </ul>		<ul style="list-style-type: none"> <li>L</li> <li>BECA</li> </ul>
39	<b>Parking:</b> There is a threat that car parking buildings diminish the character of town centre.	<ul style="list-style-type: none"> <li>Site constraints.</li> <li>Poorly designed buildings.</li> </ul>	<ul style="list-style-type: none"> <li>Public opposition.</li> <li>Reduce the amenity of the public realm.</li> </ul>	<ul style="list-style-type: none"> <li>Ensuring good design.</li> <li>Heeding Advisory Group feedback.</li> </ul>		<ul style="list-style-type: none"> <li>L</li> <li>BECA</li> </ul>
40	<b>Parking:</b> There is an opportunity to include enabling objectives within the District Plan.	The transport section of the District Plan is currently under review.	<ul style="list-style-type: none"> <li>District Plan provisions may support parking options sought.</li> </ul>	<ul style="list-style-type: none"> <li>PCG member inputting to internal project team on D / Plan.</li> <li>Increase involvement of P&amp;D team in Project Control Group.</li> </ul>	<ul style="list-style-type: none"> <li>Review of implications of draft Transport Chapter.</li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>TP</li> </ul>
41	<b>Parking:</b> There is a threat that the increasing cost of parking discourages people from visiting the town centre.	<ul style="list-style-type: none"> <li>Perception that the cost outweighs the benefits.</li> </ul>	<ul style="list-style-type: none"> <li>Public opposition.</li> <li>Business opposition.</li> <li>Locals are resistant to paying for parking.</li> </ul>	<ul style="list-style-type: none"> <li>Communication</li> <li>Providing subsidised alternative modes of transport.</li> </ul>	<ul style="list-style-type: none"> <li>Identify and implement events/activities to encourage people to the town centre.</li> </ul>	<ul style="list-style-type: none"> <li>L</li> <li>PH</li> </ul>
42	<b>Parking:</b> There is a threat that private car parking buildings control car parking prices.	<ul style="list-style-type: none"> <li>Private car parking may be at a lower rate than public.</li> <li>Private parking is not regulated.</li> </ul>	<ul style="list-style-type: none"> <li>QLDC are unable to effectively manage car parking supply.</li> </ul>	<ul style="list-style-type: none"> <li>Communicate with private operators.</li> </ul>	<ul style="list-style-type: none"> <li>Investigate possible future controls (District Plan/bylaw).</li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>TP</li> </ul>
43	<b>Parking:</b> There is a threat that car park buildings are not required in the future.	<ul style="list-style-type: none"> <li>Car parking buildings have been designed with single use in mind.</li> <li>Failure to future proof.</li> <li>Lack of consideration of innovation in forward planning.</li> </ul>	<ul style="list-style-type: none"> <li>Inefficient building and land use.</li> <li>Ineffective return on capital investment.</li> </ul>	<ul style="list-style-type: none"> <li>Ensure design encompasses future uses noting prevalence of innovations in transport technology.</li> </ul>		<ul style="list-style-type: none"> <li>L</li> <li>BECA</li> </ul>

No	Risk Event – Description	Causal Factor – Probable Cause	Consequence	Mitigation in place	Intended Mitigation	Risk Score/ Risk Owner
44	<b>Parking:</b> There is an opportunity that car park buildings can be designed for a regenerative use.	<ul style="list-style-type: none"> <li>Forward planning and acceptance of the longevity of the planning horizon.</li> <li>Innovative design utilised.</li> </ul>	<ul style="list-style-type: none"> <li>Significant return on investment...</li> <li>Highest and best use protected.</li> </ul>	<ul style="list-style-type: none"> <li>Ensure design encompasses future uses noting prevalence of innovations in transport technology.</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li>BECA</li> </ul>
45	<b>Public and Passenger Transport:</b> There is a threat that there is no behavioural change or the uptake is slower than predicted.	<ul style="list-style-type: none"> <li>Other modes are not efficient or preferred over private car usage.</li> </ul>	<ul style="list-style-type: none"> <li>Insufficient parking capacity to meet demand.</li> <li>Increased traffic volumes.</li> <li>Expected revenues will not be achieved.</li> </ul>	<ul style="list-style-type: none"> <li>Understand elasticities.</li> <li>Employ predictive modelling</li> </ul>	<ul style="list-style-type: none"> <li>Work with ORC to ensure appropriate advertising of PT services.</li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>BECA</li> </ul>
46	<b>Public and Passenger Transport:</b> There is a threat that the inter-dependencies between arterials and public transport parking inhibits the ability to provide an on-street option.	<ul style="list-style-type: none"> <li>Arterials and parking solutions will take some time to implement.</li> </ul>	<ul style="list-style-type: none"> <li>Congestion on Stanley Street and the wider network.</li> <li>Loss of support for spatial planning.</li> </ul>	<ul style="list-style-type: none"> <li>Staging approach for arterials.</li> <li>Interim solution for Camp Street PT facilities.</li> </ul>	<ul style="list-style-type: none"> <li>Evaluate through the detailed business case.</li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>BECA</li> </ul>
47	<b>Public and Passenger Transport:</b> There is a threat of failing to meet passenger transport demand from tourist operator view.	<ul style="list-style-type: none"> <li>The passenger transport facilities do not meet the tourist operator requirements due to the location and future growth needs.</li> </ul>	<ul style="list-style-type: none"> <li>The passenger transport operators will not use the facilities.</li> <li>Increased pressure on the roading network.</li> </ul>	<ul style="list-style-type: none"> <li>Consideration of tourism providers in CBD shared areas.</li> <li>Increased communication with tourism operators.</li> <li>Designing options for passenger transport which include existing facilities.</li> </ul>	<ul style="list-style-type: none"> <li>Continue to communicate and engage with tourist operators during the DBC phase.</li> </ul>	<ul style="list-style-type: none"> <li>L</li> <li>BECA</li> </ul>
48	<b>Public and Passenger Transport:</b> There is a threat that the public transport facility creates a potentially unsafe environment.	<ul style="list-style-type: none"> <li>Potential for intoxicated people to congregate.</li> <li>Potential for disorderly behaviour.</li> </ul>	<ul style="list-style-type: none"> <li>Public do not feel safe.</li> <li>Decrease in public use.</li> <li>Negative media attention.</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li>Work closely with police.</li> <li>Technical Advisory Group to review design</li> <li>CPTED guidelines to be incorporated in to design briefs</li> </ul>	<ul style="list-style-type: none"> <li>L</li> <li>PH/Design consultants</li> </ul>
49	<b>Public and Passenger Transport:</b> There is a threat that the built form of the new facilities does not integrate well with the surrounding environment.	<ul style="list-style-type: none"> <li>Design does not integrate well with potential and or adjoining developments.</li> <li>The design does not facilitate a high quality public realm.</li> <li>Strategic land acquisition does not occur.</li> </ul>	<ul style="list-style-type: none"> <li>Negative media attention.</li> <li>Decreased public use.</li> <li>Negative impacts on overall town centre amenity.</li> </ul>	<ul style="list-style-type: none"> <li>Integrated design being addressed through co-ordination of spatial planning.</li> </ul>	<ul style="list-style-type: none"> <li>Technical Advisory Group to review design</li> </ul>	<ul style="list-style-type: none"> <li>L</li> <li>PH/BECA</li> </ul>
50	<b>Public and Passenger Transport:</b> There is a threat that future funding is not adequate.	<ul style="list-style-type: none"> <li>Low passenger numbers on the bus network.</li> <li>Decrease in bus fares does not result in higher passenger numbers.</li> </ul>	<ul style="list-style-type: none"> <li>Bus fares increase.</li> <li>Increase in traffic congestion.</li> <li>Increase in town centre parking.</li> </ul>	<ul style="list-style-type: none"> <li>Encouragement of mode shift through transport strategies and interface with District Plan ongoing.</li> <li>Process Gap Analysis to be completed to support Detailed Business Case</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li>M</li> <li>TP</li> </ul>
51	<b>Public and Passenger Transport</b> There is a threat that the programme fails to gain full buy in from both public and passenger transport providers.	<ul style="list-style-type: none"> <li>We have not integrated all public and passenger transport components in the Masterplan.</li> <li>Does not meet public and passenger provider demands.</li> </ul>	<ul style="list-style-type: none"> <li>Negative media attention.</li> <li>Decreased public use.</li> <li>Negative impacts on overall town centre amenity.</li> </ul>	<ul style="list-style-type: none"> <li>Involvement of both business community (operators) and ORC (regulators) is ongoing.</li> </ul>	<ul style="list-style-type: none"> <li>Consider QLDC taking over responsibility for public transport from ORC.</li> <li>PH to table proposal from Rationale.</li> </ul>	<ul style="list-style-type: none"> <li>H</li> <li>TP</li> </ul>



## Appendix 7: Advisory Group Members

### Jane Taylor (Chair)

Jane is a professional director and independent hearings commissioner, following a 35-year career in law, accountancy and finance.

She is currently Chairman of New Zealand Post Limited, Landcare Research New Zealand Limited and Predator Free 2050 Limited, and Deputy Chair of Radio New Zealand Limited. She is a Director of Silver Fern Farms Limited, Kiwibank Limited, Hirepool Group Limited and Ontario Teachers' Pension Plan New Zealand Forest Investments Limited, and is a board member of the External Reporting Board (XRB).

Jane holds a LLB(Hons) and a LLM with First Class Honours from Auckland University and a postgraduate qualification in accountancy from Victoria University of Wellington. She is a Chartered Fellow of the New Zealand Institute of Directors, a Barrister and Solicitor of the High Court, a Member of the New Zealand Law Society and the Resource Management Law Association, and a Member of the Institute of Chartered Accountants in New Zealand.

Jane, together with her family of 5, has been a permanent resident of Queenstown since 2001, and is passionate about what she considers is the best place in the world to live and enjoy.

### Jacqui Moir

Jacqui originates from Auckland, New Zealand and has been living and working in Queenstown for the last 8 years. She has raised two children, now both in their twenties

Jacqui has a passion for all things community and absolutely loves her role as Manager at Wakatipu Youth Trust, working with a dedicated team to create and provide a huge array of opportunities for our young people to grow their strengths and potential.

Her passion for young people grew through training and volunteering for two years on the crisis phone lines at Youthline and during studying for a Bachelor of Arts in Sociology followed on by a Graduate Diploma in Teaching.

Through supporting and advocating for youth of the Wakatipu area and celebrating all that they contribute to our community we ensure they feel connected and a valued part of this place they call home and is also an investment in our future as a district as well as any community they choose to be part of in the future.

### Steve Wilde

Steve has lived in Queenstown for 20 years. Having spent many years as a journalist for radio New Zealand, he has a broad understanding of the issues facing the area. He has a strong community focus and is involved in several community organisations, including Showbiz Queenstown and was part of a group that raised \$3million to rebuild the Queenstown Memorial Centre.

For the past two years, Steve has been General Manager of DowntownQT. He enjoys enjoying the challenge of working with the business community and the Council to ensure the Town Centre retains its position economically, socially and culturally - at the heart of New Zealand's number one tourist destination.

**Mike Fisher**

Mike is an experienced practitioner who has worked for over 17 years in placemaking, urban regeneration and planning projects across New Zealand, Australia and the United Kingdom.

He currently has his own small practice Urban Tacticians based in Christchurch supporting governments, the private sector and community groups on a variety of placemaking and planning projects.

Mike has qualifications in Planning (Massey University, New Zealand) and Sustainable Development (Imperial College, London). He is a member of the international Placemaking Leadership Council, the Planning Institute Australia and the New Zealand Urban Design Forum.

Mike is on the board of Te Pūtahi - The Christchurch Centre for Architecture and City Making, and recently served on the Property Council (South Australia) Mainstreets Committee.

Mike presents at various conferences and masterclasses and has lectured tertiary students on placemaking, urban regeneration and planning both in Australia and New Zealand.

**Graeme McIndoe**

Graeme McIndoe is a Wellington based architect and urban designer, and director of McIndoe Urban Ltd.

He has been involved at the core of projects including the Christchurch Retail Precinct Plan, the Auckland and Wellington waterfronts, Auckland’s Unitary Plan, Aotea Square in Auckland and Civic Square in Wellington.

He is a member of several design panels, provides town and city centre and district plan policy advice, design review, and masterplanning including many projects for major institutions and developers.

Current projects include a spatial plan for Petone, parking policy for Lower Hutt City, work on the proposed East West Link motorway connection in Auckland and on the Basin Reserve masterplan in Wellington.

As a specialist urban designer, he takes particular interest in the vitality and success of town and city centres, and the quality of the processes, spaces, connections and design projects that help to deliver great urban outcomes.

**Darren Davis**

Darren Davis works in the tricky nexus between land use, placemaking and movement. Put simply, there’s no point having place without movement to get there and no point having movement with no place to go.

Darren has 25 years’ experience in transport and land use, including being a lobbyist, planner, strategist, communicator and consultant. He has been involved in projects ranging from high level strategic policy advice; successfully influencing regional and central government agencies; to on-the-ground involvement in major transport infrastructure and land-use projects; doing public transport service design; carrying out high-level policy and strategy work as well as being a key team member on transit oriented development projects.

Darren is currently Auckland Council's Transport and Land Use Integration Manager as well as being a lead instructor in Simon Fraser University's on-line Next Generation Transportation Certificate programme.

**Dean Whaanga**

Dean Whaanga is a born and bred Southlander who lives in Bluff with his wife Loureen. They have three boys. “Most of our holidays were spent holidaying in Frankton at the family caravan, swimming in the lake and visiting the Town Centre, it was very enjoyable and each year we looked forward to the summer there”.

Deans tribal affiliations are Ngai Tahu, Rongomaiwahine and Ngāti Kahungunu. He has worked for Telecom as a communication technician, and for the last twenty years has worked in the Maori Tertiary sector and then for his Iwi Ngai Tahu.

Dean is the Kaupapa Taiao Manager for the Murihiku entity ‘Te Ao Marama Inc’ which is the Ngai Tahu resource management and environmental consultancy for Southland and Central Otago (which is shared with Kai Tahu ki Otago).

Dean brings to the Advisory Group a strong knowledge of Ngai Tahu values and tikanga. He knows the Maori histories and traditions for the Wakitupu area. He has worked in the Maori arts field and enjoys sharing his knowledge with others.

**Jay Cassells**

Jay is a lawyer with over 30 years’ experience in environmental and planning law in Australia and New Zealand. He is the founding director of a film, media and arts company, and a published cartoonist and writer.

A long-time local, Jay is married with two sons who are quite interested to know in what shape the place will be left for them.

**Johnny Stevenson**

Johnny has lived in Queenstown for over 20 years, but his affiliation with Queenstown goes back 5 generations.

He started the property investment company Westwood Group Holdings back in 1994 and is currently the co-owner of Coronet Property Management. He is on the Chamber of Commerce Board of Directors and serves on the Central Otago Branch NZ Property Council committee.

On a personal level, Johnny is a member of the Shotover 4WD Club, Arrowtown Tennis Club, is a 6-year Motatapu Mountain Bike Veteran and user of NZ Ski’s First Aid Team most seasons.

**AJ Mason**

AJ is an astrophysicist and self-confessed ‘uber geek’. He has been involved in many science based community events including the annual science week, the ‘Gigatown’ application process and is Co-Chair of the Catalyst Trust. He is representing Shaping Our Future on the Advisory Group

AJ has been involved in the Masterplan process both in stakeholder sessions to test the various options being considered and on the Advisory Group.

## Appendix 8: Completed engagement activities

### Engagement activities to date

Engagement activities have played a big role in informing the development of the ILM and the ensuing options identification for the public and passenger transport programme business case. A huge emphasis has been placed on engaging early and building ownership in the solutions ahead of sharing proposed options with a wider audience for feedback and refinement. A snapshot of engagement activities to date includes:

- Remarkables Park information stand.
- Town Centre pop up stand.
- Introductions to businesses.
- Introduction to Council Staff.
- Wakatipu High School 'youth council' briefing.
- A public online survey.
- Stakeholders Options Workshops (Apr).
- Findings and Testing Workshops (May).
- Passenger Transport survey.
- Weekly Downtown QT meeting.
- Advisory Group – briefings and workshops to confirm ILM and support the selection of preferred options.

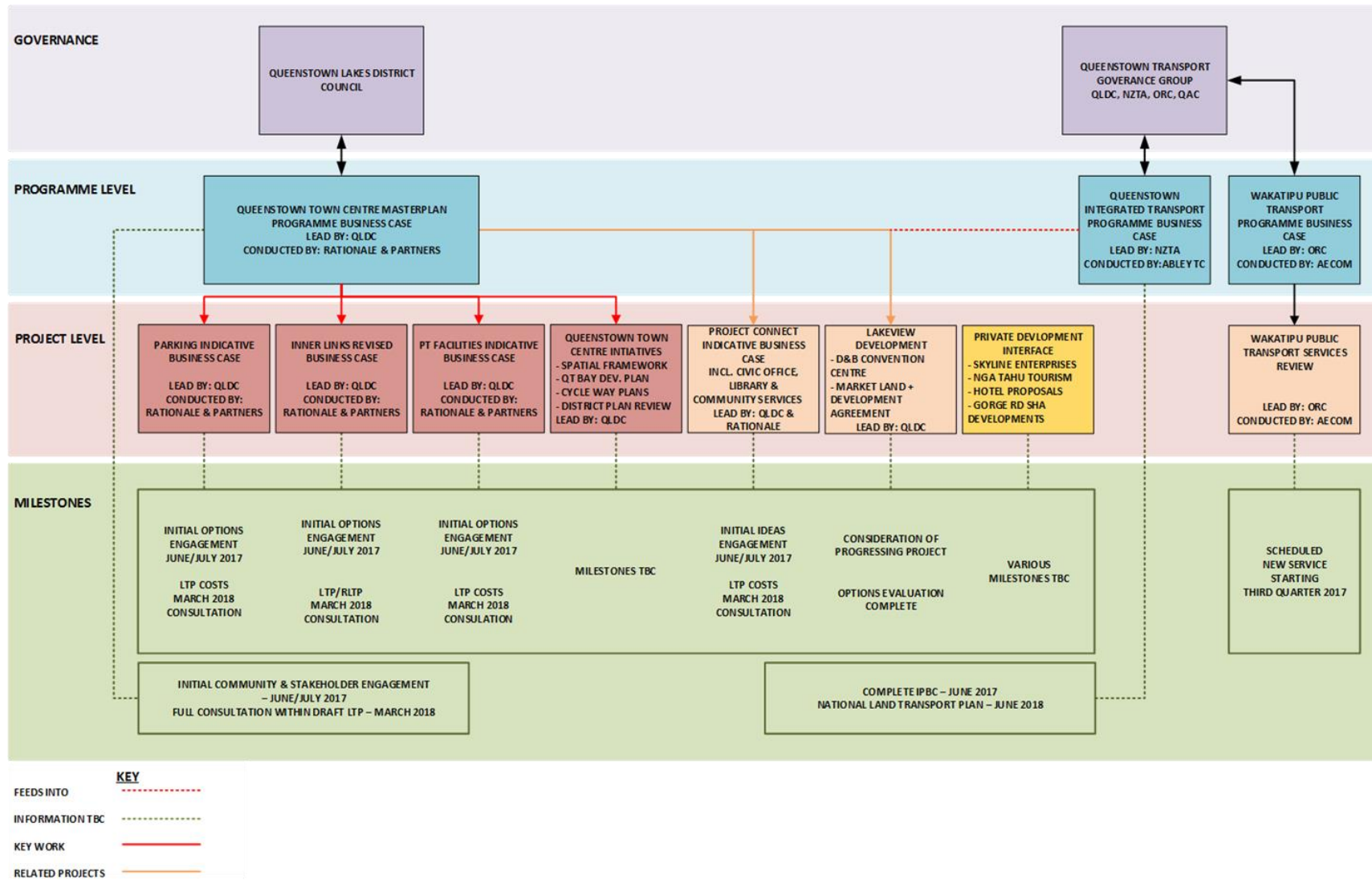
### Planned engagement around options

Stakeholder and community engagement around the Queenstown Town Centre Masterplan preferred options occurred in July 2017. The feedback will be used to make potential enhancements to the options, while providing a more detailed view of any public or political risks that may affect the programme in its later stages. See table below.

Engagement method	Details
QLDC Website	<ul style="list-style-type: none"> <li>All options and visuals are available on the website</li> <li>Online interactive maps, where possible.</li> <li>Full information portal</li> <li>Online feedback form</li> </ul>
Place-based engagement opportunities:	<p>Utilise a range of ways to <u>take the detail to the people</u>, rather than drawing the usual suspects to us. <b>Options for discussion /agreement</b></p> <ul style="list-style-type: none"> <li>Drop in display area (Council office/memorial centre/arts centre – location TBC)</li> <li>Attend Creative Queenstown Arts Market Including displays, interactive activities, handouts and ipads to make a submission.</li> <li>Hold a community bbq or free coffee cart at Village Green.</li> <li>Walking Tours for key stakeholders, led by QLDC.</li> <li>Pop up engagement activities at various locations (including Frankton / Arrowtown etc)</li> </ul>
Public Displays	<ul style="list-style-type: none"> <li>On site signage showing project options in the relevant Town Centre locations – call to action to provide feedback online</li> <li>Queenstown and Arrowtown Library</li> <li>Queenstown Events Centre</li> <li>Gorge Road and Shotover Street Council office</li> </ul>
Media	<p>Media Advisories to be drafted and sent at key milestones.</p> <ul style="list-style-type: none"> <li>Announcing community engagement sessions</li> <li>Invite local journo to do a walkaround once shortlist of options available.</li> <li>Engage with LWB tv to discuss possible video contribution/story.</li> <li>Announcing any interim changes – always tying into the bigger picture.</li> </ul>
Develop supporting material	<ul style="list-style-type: none"> <li>Infographics to help with understanding the process</li> <li>Options flyers / posters</li> <li>3D modelling / physical models etc.</li> </ul>
Display and Radio Advertising	Extensive advertising campaign print/online/radio.
Social media	<ul style="list-style-type: none"> <li>Continue to build social media community.</li> <li>Use Facebook advertising to boost post reach – getting more of our posts onto more newsfeeds.</li> </ul>
Scuttlebutt or consultation document	<p>Cover and 6-8 pages showcasing options</p> <p>If the timing doesn't work for scuttlebutt, produce a standalone consultation document.</p>

Engagement method	Details
Internal communications	<ul style="list-style-type: none"> <li>• Staff presentation / workshop on options</li> <li>• Team talk articles</li> <li>• Intranet/Family Hub posts</li> </ul>
Elected member updates	<ul style="list-style-type: none"> <li>• Include updated presentation/clinic/workshop sessions from the programme</li> </ul>
Radio Interviews	Seek radio interviews throughout the engagement period to broaden community reach.
Interviews / surveys with key stakeholders	One-on-one interviews with interested parties. Promote the opportunity directly to relevant stakeholders. Interviews to be conducted by <b>Project leads</b> , supported by <b>the wider group of tier 3 managers</b> and other interested staff.

## Appendix 9: Masterplan programme governance structure



## Appendix 10: Masterplan programme options development process

Queenstown Lakes District Council Town Centre Masterplan Programme		Masterplan Programme options							
		Programme 1 Do Min	Programme 2 Least Ambitious	Programme 3 Intermediate	Programme 4 Ambitious - Staged	Programme 5 Ambitious	Programme 6 Most Ambitious		
Investor: QLDC Facilitator: Edward Guy Initial Workshop: 28/03/2017 Version No.: 2 Last Modified by: Tom Lucas 08/09/2017									
Programme 0 Status Quo		Town Centre Improvements + Technology to Enhance Asset Utilisation		Town Centre Improvements + Stage 1&2 Arterials + Off-street PT & Parking Focus	Town Centre Improvements + Stage 1&3 Arterials + On-street PT Facility	Town Centre Improvements + Staged New Arterials + On-street PT Facility + Appropriate Parking Supply	Town Centre Improvements + New Arterials + On-street PT Facility + Appropriate Parking Supply	Programme 5 + Civic Heart	
What is currently planned and achievable.		Using technology to improve the utilisation of existing assets and services, deliver what is practical and achievable in terms of town centre improvements, while maximising the benefits/outcomes.		Stanley St relief to improve the access to the historic town centre and PCSO. Off-street focus for passenger transport facilities and one key parking facility.	Stanley St & Shotover St relief to enable the historic town centre to expand. On-street focus for passenger transport facilities and minor upgrades to existing parking facilities.	Preferred programme staged to minimise cost but enable the historic town centre to expand on a 'just in time' basis. On-street focus for passenger transport facilities and appropriate parking supply.	Preferred programme from each of the individual business cases. New arterials are developed, Stanley and Shotover Sts are repurposed, all streets redevelopment within the Stanley/Shotover corridor; enhanced parking, public/passenger transport and control of vehicles entering the town centre.	Programme 5 plus the creation of a Civic Heart, which may include performing and visual arts, library, conference facilities, a hall etc.	
Project Ranking		4		3	2	1	1	1	
Option 1		Option 2		Option 3	Option 5	Option 4	Option 4	Option 4	
Status Quo		Do Min - Stages 1 & 2 only		Less Ambitious - Stages 1 & 3 only - no link	Option 4 but staged to maximise benefits and funding	Preferred - Stages 1,2 & 3	Preferred - Stages 1,2 & 3	Preferred - Stages 1,2 & 3	
Arterials									
Project Ranking		2		3	1	1	1	1	
Activity 0		Activity 6		Activity 4	Activity 3	Activity 5	Activity 5	Activity 5	
Do Min		Do Min - Demand and Productivity Focus		Multiple on Street Bus Stop Facilities + Dedicated Tourist/Passenger Transport on Street Facilities.	Off Street - Focus (Dedicated Facility) + Dedicated Tourist/Passenger Transport off Street Facilities integrated with buses.	New On Street Facility- Stanley Street (6 Bays) + Dedicated Tourist/Passenger Transport on Street Facilities without new arterials.	Upgrade Existing Facility - Camp Street (4 Bays) + Dedicated Tourist/Passenger Transport on Street Facilities.	On Street - Focus/Reduced Traffic (Stanley Street) + Dedicated Tourist/Passenger Transport on Street Facilities with new arterials.	On Street - Focus/Reduced Traffic (Stanley Street) + Dedicated Tourist/Passenger Transport on Street Facilities with new arterials.
PT									
Project Ranking		3		2	1	1	1	1	
Activity 0		Activity 7		Activity 3	Activity 4	Activity 5	Activity 6	Activity 6	
Do Minimum		Improved Management of Existing Inventory		Technology	One Carpark - Appropriate Supply	Upgrade Existing - Minor Increases	Full redevelopment (buildings) existing sites - Appropriate Supply	Multiple New and upgrade existing Sites - Appropriate Supply	Multiple New and upgrade existing Sites - Appropriate Supply
Parking		Optimize utilisation, improved information for users, redefine inventory to match users needs.		Taking a technological approach to enhance Activity 1.	One large carparking facility, appropriately located. Provide appropriate supply only.	Redevelop existing sites to accommodate additional parking and enable technology.	Full redevelopment of the existing Council owned parking sites. Includes Boundary St, Ballarat St. Provide appropriate supply only.	Removal of selected on street parking and parking apparatus to improve the natural environment and improve the town centre experience for all. Manage vehicle numbers in the town centre using technology to inform users real time about parking availability, their choices, and variable charges.	Multiple off street facilities, both new and upgraded existing sites. Appropriately located to provide good access to the town centre, limit vehicle movements including circulation.
Least Ambitious		Least Ambitious		Least Ambitious	Intermediate	Ambitious - Staged	Ambitious	Most Ambitious	
No nothing		Civic axis only		Civic axis only	Pedestrianisation (50%) - Mall, Beach, Ballarat, City Centre Steets (rationalisation), Laneway network, Civic axis focus Public Realm - Lakefront connections, Church, Village Green, Brecon Street, Recreation Ground (upgrade), Lakefront + City Centre through route	Pedestrianisation (50%) - Mall, Beach, Ballarat, City Centre Steets (rationalisation), Laneway network, Civic axis focus Public Realm - Lakefront connections, Church, Village Green, Brecon Street, Recreation Ground (upgrade), Lakefront + City Centre through route	Pedestrianisation (50%) - Mall, Beach, Ballarat, City Centre Steets (rationalisation), Laneway network, Civic axis focus Public Realm - Lakefront connections, Church, Village Green, Brecon Street, Recreation Ground (upgrade), Lakefront + City Centre through route	Pedestrianisation (100%) - Mall, Beach, Ballarat, City Centre Steets (ped priority), Laneway network, Civic, Streets and Lake focus Public Realm - Lakefront connections, Church, Village Green, Brecon Street, Recreation Ground (+), Lakefront + City Centre through route	
Public Realm									
Least Ambitious		Least Ambitious		Intermediate	Ambitious - Staged	Ambitious	Most Ambitious	Most Ambitious	
Project Connect (only)		Project Connect (only)		Civic Heart - Project Connect + Library + Gallery	Civic Heart - Project Connect + Library + Gallery	Civic Heart - Project Connect + Library + Gallery	Civic Heart - Project Connect + Library + Gallery	Civic Heart - Project Connect + Library + Gallery + Performance + Community Spaces	
Civic Heart									



## Appendix 11: Town Centre Arterials Indicative Business Case

See separate document.

## Appendix 12: Town Centre Parking Indicative Business Case

See separate document.

## **Appendix 13: Town Centre Public and Passenger Transport Facilities Indicative Business Case**

See separate document.

## Appendix 14: Queenstown Town Centre Spatial Framework

This is currently in development and due to be completed in early 2018.

## Appendix 15: Queenstown Town Centre Masterplan Modelling and Economic Evaluation

See separate document.



## **Appendix 16: Advisory Group Feedback Summary and Project Team response**

See separate documents – part A (Advisory group Summary) and B (Project Team response).

## Appendix 17: Draft Business Case feedback change register

## Appendix 18: Beca Peer review of the Wakatipu Transport Model



## **Appendix 19: Queenstown Integrated Transport Program Business Case**