

# Queenstown Lakes District Council Frankton Masterplan



Draft Establishment Report

July 2018



**Document Title:**

Frankton Masterplan Establishment Report

**Prepared for:**

QUEENSTOWN LAKES DISTRICT COUNCIL

**Quality Assurance Statement**

Rationale Limited	Project Manager:	Ben Smith
5 Arrow Lane	Prepared by:	Ben Smith, Jimmy Sygrove
PO Box 226	Reviewed by:	Gabrielle Tabron, Tony Pickard, Edward Guy
Arrowtown 9351	Approved for issue by:	Edward Guy
Phone: +64 3 442 1156	Job number:	J000824

**Document Control History**

Rev No.	Date	Revision Details	Prepared by	Reviewed by	Approved by
1.0 – 1.2	June 2018	First draft	BS	BS/JS	BS
1.2/1.3	June 2018	Client draft	BS	BS	EG
1.4/1.5	July 2018	Revised draft	BS	TP/GT	EG
1.6	July 2018	Revised draft	BS	TP/GT/PH	EG
1.7	July 2018	Revised draft	JS	TP/GT/PH	EG
2.0-2.2	July 2018	Revised draft	JS	TP/GT/PH	EG

**Current Version**

Rev No.	Date	Revision Details	Prepared by	Reviewed by	Approved by
2.3	July 2018	Final draft	JS	TP/GT/PH	EG

## Contents

<b>Executive Summary .....</b>	<b>2</b>
<b>1 Introduction .....</b>	<b>4</b>
1.1 Purpose.....	4
1.2 How this report was developed .....	4
<b>2 Drivers for Change.....</b>	<b>5</b>
2.1 Growth.....	5
2.2 Integration of transport and land use .....	6
2.3 Strategic drivers .....	7
<b>3 Transport and Land Use Integration.....</b>	<b>7</b>
3.1 Transport.....	7
3.2 Queenstown Integrated Transport Programme Business Case .....	10
3.3 Land use.....	12
3.4 Strategic drivers .....	14
<b>4 Proposed Masterplan Description.....</b>	<b>16</b>
<b>5 Masterplan Workstreams .....</b>	<b>17</b>
5.1 Spatial Framework and Masterplan.....	18
5.2 Transport and land use.....	18
5.3 Potential Workstream diagram.....	19
<b>6 Programme Governance and Decision-Making .....</b>	<b>20</b>
<b>7 Proposed Process and Schedule .....</b>	<b>21</b>
<b>8 Delivery.....</b>	<b>22</b>
<b>9 Procurement Approach.....</b>	<b>22</b>
<b>10 Community and Stakeholder Engagement.....</b>	<b>23</b>
<b>11 Programme Risk.....</b>	<b>24</b>
<b>12 Recommendations.....</b>	<b>24</b>
<b>Appendix 1 – Workshop Attendees and Participants .....</b>	<b>25</b>
<b>Appendix 2 - Other relevant strategies.....</b>	<b>30</b>
<b>Appendix 3 – Other Physical Considerations .....</b>	<b>32</b>

## Executive Summary

***The future of Frankton is critically important to the Queenstown Lakes District.***

***Frankton currently lacks a clear vision and spatial framework that can proactively integrate transport planning with land use to meet future demands and improve liveability. Without clear ownership, the situation in Frankton is unlikely to improve.***

***However, with a clear, coherent and ambitious plan there are significant opportunities to build on and improve Frankton through positive partnerships between the public and private parties that make up the local landscape.***

***Given much of Frankton is under private ownership, it will be critical for Queenstown Lakes District Council, New Zealand Transport Agency (NZTA) and Otago Regional Council (ORC) to work closely with their stakeholders, business and the community to deliver the Frankton Masterplan.***

### Masterplan Objectives

1. Integrate all plans, strategies and projects impacting on Frankton.
2. Provide Local Government, Central Government and private stakeholders confidence to invest.
3. Align infrastructure planning and land use to create optimal outcomes for Frankton.
4. Ensure Frankton remains liveable, making for a positive experience for visitors, residents and businesses.

The Queenstown Lakes District is experiencing significant growth, which is placing sustained pressure on existing facilities and infrastructure. As a pivotal hub for the district and region, Frankton is at the heart of these challenges.

As a critical transport gateway for residents and visitors, Frankton shapes experiences for millions of people each year. Equally important is Frankton as a centre for commercial and industrial activity, community facilities, recreation and social services.

Frankton is an area with a wide range of influences. Work done as part of this Masterplan will inform and provide benefits to a much wider area. The Masterplan is an opportunity to get ahead of Queenstown's growth curve to have a positive effect on other plans and developments.

### Transport system and land use integration

Transport and land use exist in an interdependent relationship.

At present, the Frankton transport system both within and linking to Frankton is not appropriately developed to service current and future land uses. At the same time, development is continuing without a clear vision and this is having an increasing impact on the transport system.

A plan for Frankton that looks at how the transport system and land use (including sports, community and cultural facilities, education and healthcare) are catered for has not been adequately addressed.

A critical piece of the puzzle is the Queenstown Integrated Transport Programme Business Case (QITPBC) jointly developed by NZTA, QLDC and ORC in 2017. This document sets the strategic direction for NZTA investment across the Wakatipu Basin and outlines many key transport initiatives in Frankton.

However, QITPBC only partially addresses the integration of transport and land use. The Masterplan will offer a level of granularity to populate QITPBC with an appropriate amount of detail and provide investment certainty.

The Masterplan is not designed to replace key documents such as QITPBC but will act as a central point that bring them together and informs them through a Frankton lens.

## Transport

There are multiple transport issues affecting Frankton. Some of these are being partially addressed by QITPBC, but there remains an opportunity to look at them with a finer grain to better understand the problems and opportunities. These include:

- Roading network including State Highways and local roads
- Public transport
- Ferries
- Mass Rapid Transit
- Active travel connectivity
- Queenstown Airport
- Freight management
- Emergency services
- Rental cars

## Land use

A range of public and private land uses are at play within Frankton and the surrounding area, creating both challenges and opportunities to the transport system. These include:

- Residential development both in and around Frankton
- Commercial development and operations
- Queenstown Airport
- Health and education
- Community, cultural and sporting facilities
- Public spaces and places for people

A significant amount of land in Frankton is held privately. Development has moved forward without a coordinated approach to the form and function of an integrated Frankton - a Masterplan offers a shared vision and framework to guide future direction and investment.

### The Frankton Masterplan

To address the situation, a Frankton Masterplan is outlined in this report. It will provide a 30-year vision that will be explained visually through a Spatial Framework.

This will form the Frankton Integrated Transport Programme Business Case (FITPBC). It will be developed using the New Zealand Transport Agency (NZTA) Business Case Approach. This will ensure a robust process is used to clarify the problems, identify the desired outcomes, what options are available and their transparent evaluation.

A joint team, involving QLDC, NZTA, ORC and other stakeholders, will inform the creation of the Masterplan and ensure it can be used as a vehicle to inform a range of key strategic drivers and investment frameworks.

The Masterplan programme is proposed to be developed between August 2018 and June 2019 at an estimated cost of \$840,000.

This is the opportunity to ensure a truly integrated approach is taken to deliver positive experiences for residents and visitors. It will also ensure public and private investments are coordinated to deliver value for money and ensure the future of Frankton is approached in an integrated way.

# 1 Introduction

## 1.1 Purpose

The purpose of this report is to seek endorsement from the Council and its partners to commence an integrated planning project for Frankton. It will use the NZTA Business Case framework as a guide to identify gaps, to gather evidence, complete data analysis, initiate community involvement to select the right interventions and establish an achievable timeframe for delivery.

Critical to the success of this plan is the need to clearly spell out the case for investment in Frankton, to the community, NZTA, ORC and private developers. Frankton is the key transport node in the Wakatipu Basin and decisions made here will have significant impact across the District and beyond.

A coordinated and comprehensive approach is needed to ensure Frankton's growth can continue while safeguarding the key aspects of community, transportation, economic activity and public spaces. A plan that can act as a guide for the various stakeholder groups, land owners and developers is essential to ensuring the creation of a combined vision for the future of Frankton.

## 1.2 How this report was developed

This report was developed using a combination of stakeholder workshops, research and analysis. Early engagement with project partners and community stakeholders has been a feature of this process, providing invaluable inputs to help shape the Frankton Masterplan. The three main workshop discussion points and participants are listed in Appendix 1.

Many opportunities and solutions were also noted through very constructive discussions that predominantly fell within the themes shown in the image below. It must be noted that the Frankton Masterplan Programme cannot address all the themes listed here, but they all contribute to the context.



Figure 1: Workshop discussion themes

## 2 Drivers for Change

### 2.1 Growth

Continued growth in visitor numbers, residents and commercial operations across Queenstown are placing increased pressure on Frankton’s infrastructure, particularly the transport network.

Growth in visitors is expected to continue, with approximately 3.2 million people visiting the Queenstown area in 2017<sup>1</sup>.

Queenstown continues to grow at a rapid rate with a 6.9% rise in population in the last year alone<sup>2</sup>.

The District’s resident population is projected to nearly double between 2018 and 2058, increasing from an average of 38,048 residents to just under 75,000 residents<sup>3</sup>. The highest rate of growth is projected for the next ten to 15 years.

### Population growth: 2000 - 2017

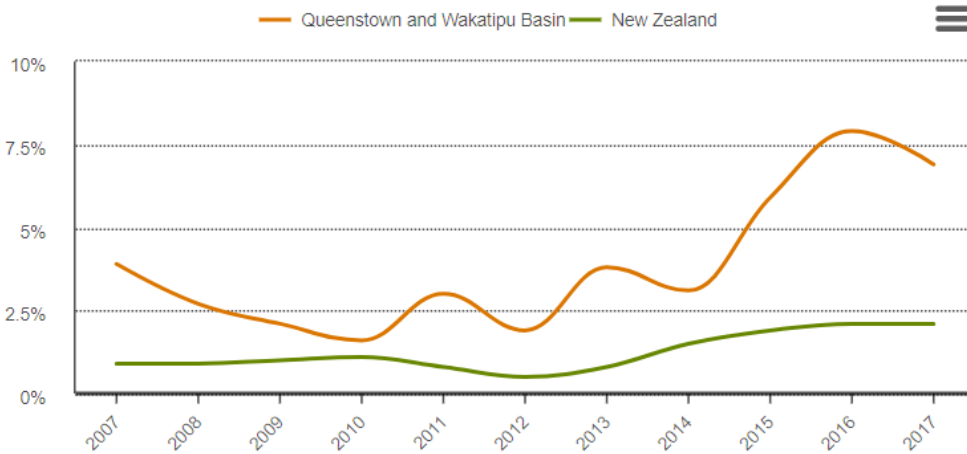


Figure 2 Wakatipu Ward population growth 200-2017, Queenstown and Wakatipu Economic Profile, Infometrics

Arrivals at Queenstown Airport continue to rise, increasing by 13% to 2,017,619 in 2017 alone, following over a decade of consistent passenger growth. Frankton is the first experience these passengers have of the Queenstown Lakes District.

<sup>1</sup> Destination Queenstown, visitor statistics year ending June 2017

<sup>2</sup> Wakatipu Ward population growth 200-2017, Queenstown and Wakatipu Economic Profile, Infometrics

<sup>3</sup> QLDC Growth Projections to 2058, 25 May 201



Figure 3: Queenstown Airport - Passenger History

## 2.2 Integration of transport and land use

### 2.2.1 Transport

There are multiple transport issues affecting Frankton. Some of these are being partially addressed by QITPBC, but there remains an opportunity to look at them with a finer grain to better understand the problems and opportunities. These include:

- a) Roading network including State Highways and local roads
- b) Public transport
- c) Ferries
- d) Mass Rapid Transit
- e) Active travel connectivity
- f) Queenstown Airport
- g) Freight management
- h) Emergency services
- i) Rental cars

### 2.2.2 Land use

A range of public and private land uses are at play within Frankton and the surrounding area, creating both challenges and opportunities to the transport system. These include:

- a) Residential development both in and around Frankton
- b) Commercial development and operations
- c) Queenstown Airport
- d) Health and education
- e) Community, cultural and sporting facilities



- f) Public spaces and places for people

## 2.3 Strategic drivers

Through the pivotal role that Frankton plays as a hub for the Queenstown Lakes District and beyond, Frankton is naturally influenced and directed by a range of strategies, plans and policies.

- a) GPS on Land Transport
- b) NPS on Urban Development Capacity
- c) Urban Growth Agenda
- d) Housing Infrastructure Fund
- e) District Plan

# 3 Transport and Land Use Integration

Frankton's unique position as a critical junction presents a range of challenges when looked at through a masterplanning lens. However, wherever there is a challenge there is also an opportunity to do something new and improve the status quo. By looking at Frankton as a whole there is an opportunity to identify both challenges and opportunities and act on them.

## 3.1 Transport

### 3.1.1 Roading network including State Highways and local roads

Frankton is the key transport gateway into Queenstown for the State Highway network. Traffic congestion issues are continuing to increase alongside population and visitor growth. Queenstown's unique geography means there are limited options to build a way out of the issues around capacity.

Interventions are required to keep this corridor functioning properly. In 2017, State Highway 6A, between Frankton and Queenstown Town Centre was operating at 88% of its theoretical capacity of 28,500 vehicles per day, a figure that is expected to reach 100% by 2026. Traditional transport strategies and response to growth will no longer work in the Queenstown environment.<sup>4</sup>

The Shotover Bridge is already at capacity at times during the morning commute and no further capacity can be added. Growth projections to the east of Frankton see the Shotover Bridge as a pinch point which may affect higher density development along Ladies Mile.

Planned improvements to SH6 from the Kawarau Falls Bridge through to Grant Road are being looked at by NZTA. Detailed Business Plans are assessing options along SH6A from Frankton to Queenstown, including provision of a Mass Rapid Transport (MRT) corridor.

Given the State Highway interventions there remains uncertainty around the connectivity with the local road network. It is unclear how the local road network will service future land use changes.

**Opportunity:** Work with NZTA to look at futureproofing the State Highway network and improving alternatives to car use.

### 3.1.2 Public Transport

To date, Frankton has been configured to meet the needs of car drivers. Despite growth in the uptake of the public transport service since the introduction of the \$2 bus fare, mode share is still heavily weighted towards private car use. The bus hub in Frankton today is used by a range of services, but it is not well connected to the major attractions in Frankton. The location for this needs to be reviewed with a wider multi-modal hub in mind.

<sup>4</sup> Queenstown Integrated Transport Programme Business Case

QITPBC has raised the possibility of an improved ferry service and the development of a form of MRT that exists outside of the roading network with connections to a potential Frankton transport hub (see Figure 4).

These are currently being investigated within the Frankton to Queenstown, Queenstown Town Centre and Lake Wakatipu Public Water Service Ferry business cases.

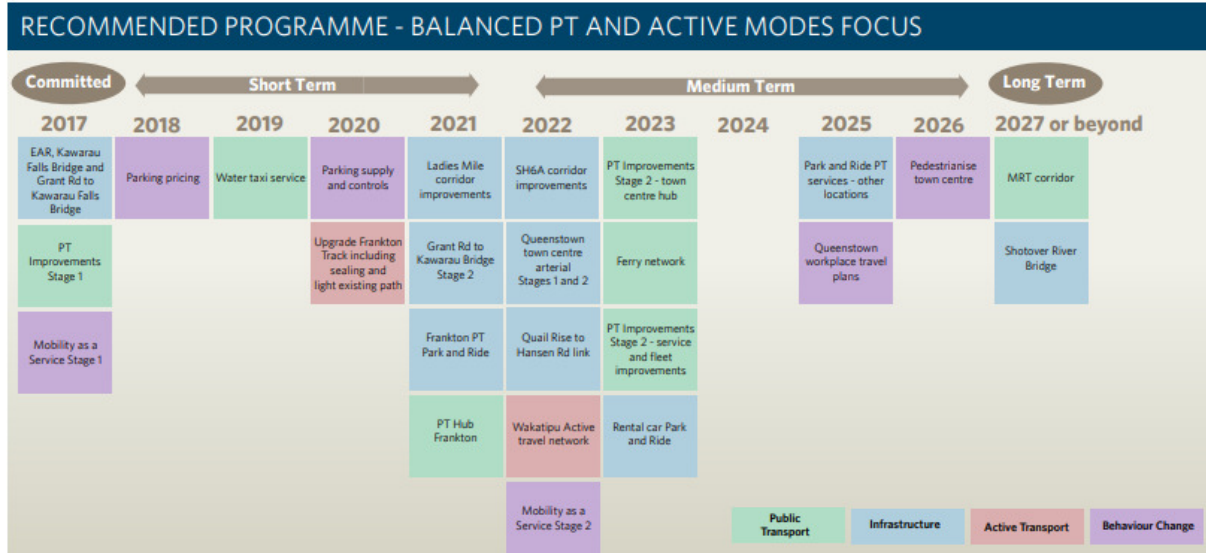


Figure 4: Queenstown Integrated Transport Programme Business Case, Recommended Programme - Balance PT and Active Modes

**Opportunity:** Take proactive steps to integrate land use, public transport provision to encourage the uptake of non-car transport in Frankton and beyond.

### 3.1.3 Active travel connectivity

The development of land in Frankton has not been coordinated from an active travel perspective. This has resulted in transport severance, most notably for people walking or cycling to get around Frankton.

There is a good network of off-road trails across the Wakatipu Basin that connect to and through Frankton, however there is less provision for commuters looking to utilise active travel on a daily basis. There is also a lack of on-road space for active commuter connections, particularly with regard to the Shotover Bridge.

Active travel connections to Frankton will be addressed through the business case for the Wakatipu Active Travel Network to be developed in 2018/19. However, this business case will focus on connections to Frankton, but not within.

**Opportunity:** Create a network of commuter friendly tracks and trails connecting to and through Frankton, encouraging increased use of active travel.

### 3.1.4 Queenstown Airport

The Queenstown Airport Masterplan outlines three development options, two of which outline moving the terminal to the north or south of the runway and a potential increase to 5.1 million passenger movements a year.<sup>5</sup> These numbers may be influenced by future air noise boundaries (see Figure 5). The proposed boundaries are currently under public consultation and are expected to be resolved within the next one to two years.

<sup>5</sup> Queenstown Airport, Master Plan Options

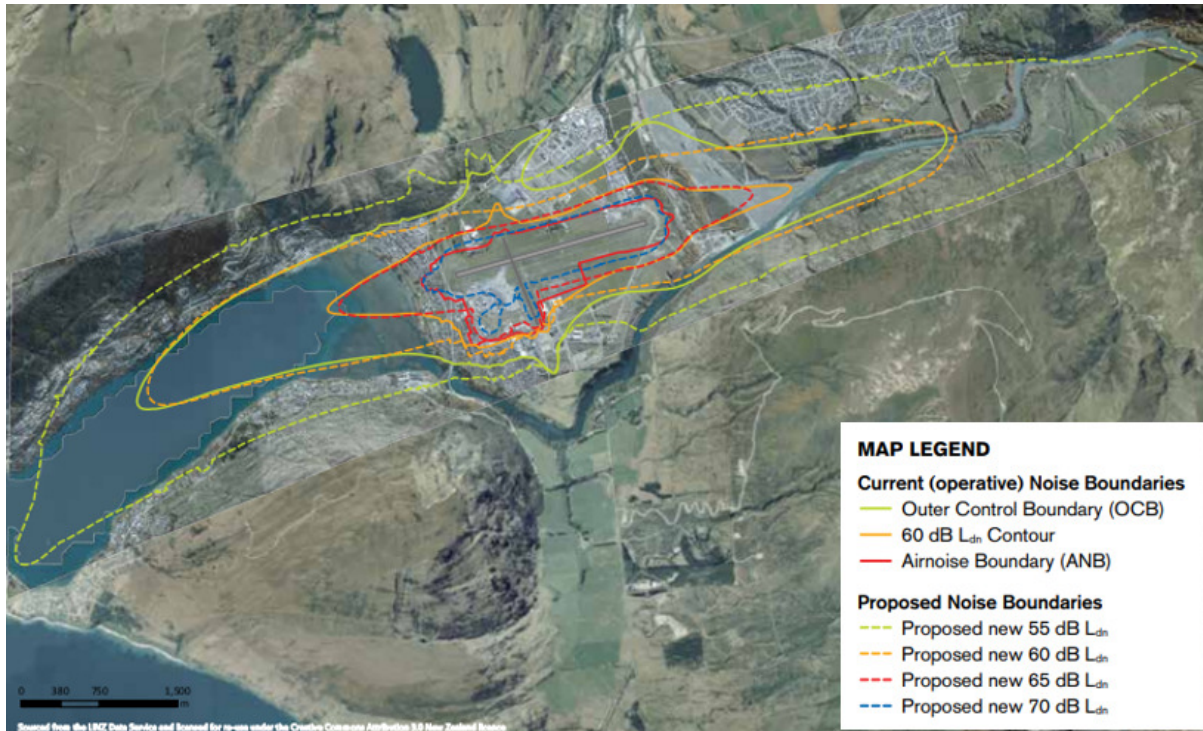


Figure 5: QAC Current and Proposed Noise Boundaries

The localised effects of the terminal location options are not yet understood, and future land use changes could alter the dynamics of several transport networks. Whichever option is chosen for a new terminal site, the transport system in Frankton will need to be enhanced to ensure Airport customers have appropriate travel experiences. Currently the Airport's masterplan and QITPBC have not addressed the impact of the Airport on the transport system.

The traffic arrangements in and out of the airport are also constrained and crowded by multiple users, including rental cars and tourism operators. A high number of arriving passengers pick up rental cars (one in three) and contribute to an increasingly congested network. There is an opportunity to coordinate planning of future public and mass transport hubs around an airport gateway, potentially providing an attractive alternative to driving a car into Queenstown.

**Opportunity:** Work with the Queenstown Airport Corporation to ensure an appropriate travel experience for the Airport and their customers.

### 3.1.5 Freight management

The freight network is growing. The main supply route is from Christchurch, through Cromwell to both Wanaka and Queenstown. Frankton lacks a freight hub for dry goods, so vehicles are passing through either Frankton or cross-docking to smaller delivery vehicles for Queenstown Town Centre and Frankton deliveries. This is doubling up on the traffic through Frankton. Passenger freight (tourism and intercity) operations are also growing with several independents boosting numbers.

Freight infrastructure in Frankton and Queenstown needs to meet the needs of the freight task.

**Opportunity:** Work with freight operators to better understand the issues they face and what a solution looks like. The opportunity to link in with industry led investigations is already underway in this space.

### 3.1.6 Emergency services

Frankton is host to critical emergency services including the Ambulance Station, Hospital and the Frankton Fire Station. These services are dealing with rising demands and they are considering

physical and operational expansions that are reliant on the efficient and reliable transport networks.

**Opportunity:** *Work with emergency services to understand their needs and design transport corridors that allow ease of movement in emergencies, including Civil Defence events.*

### 3.1.7 Rental cars

The rental fleet size and operation has not yet been addressed in full and is currently accommodated on any undeveloped land in Frankton. Rental car uptake is estimated as being a third of all air passengers into Queenstown, a ratio that is three times that of Auckland Airport.

This style of operation takes up a significant amount of land, impacting the visual amenity of the area, particularly for those arriving by air. It also impacts the capacity and operation of the local roads as rental vehicles (including many campervans) are moved between storage sites, Airport depots and subsequently onto the road network.

**Opportunity:** *Improve alternative modes of transport and encourage visitors to avoid renting vehicles unless necessary for wider travel.*

## 3.2 Queenstown Integrated Transport Programme Business Case

A critical piece of the transport landscape is the Queenstown Integrated Transport Programme Business Case (QITPBC) jointly developed by NZTA, QLDC and ORC in 2017. This document sets the strategic direction for NZTA investment across the Wakatipu Basin and outlines many key transport initiatives in Frankton.

However, QITPBC only partially addresses the integration of transport and land use. The Masterplan will offer a level of granularity to populate QITPBC with an appropriate amount of detail and provide investment certainty.

It is important that QITPBC is integrated into the thinking for the Frankton Masterplan, which includes several elements that fall outside the scope of QITPBC (see 5.3 Potential Workstream Diagram). That said, there is an opportunity to develop both QITPBC and the Masterplan alongside each other in parallel, ensuring that each document informs the other and integrates to provide the best possible outcomes for Frankton and the wider district.

There is potential for NZTA to develop QITPBC into a living document that integrates all the evidence and ensures all transport initiatives are heading in the same direction. By regularly updating QITPBC it could be used as a governance structure and a vehicle for informing transport decisions.

The below gap analysis uses the known issues for Frankton to look at the ability of QITPBC to address them.

Table 1: QITPBC Gap Analysis

Transport mode	Proposed	Gaps/opportunities
<b>Land use integration</b>	QITPBC plays a passive role to support current corridors and developments.	<ul style="list-style-type: none"> <li>• Opportunity for transport to better integrate activities and enable higher density, more efficient freight, improved places for people, growth in economic activity and increased housing supply (choice and affordability).</li> <li>• This can occur through the Masterplan Spatial Framework.</li> </ul>

Transport mode	Proposed	Gaps/opportunities
<b>Roading network</b>	SH6/6A interim upgrades to address network constraints. Shotover Bridge upgrade scheduled for 2027 Upgrades to SH6 from the Kawarau Falls Bridge to Grants Road.	<ul style="list-style-type: none"> <li>Accelerated Shotover Bridge upgrade or alternative plans to meet current and future demand (noting current AM peak congestion).</li> <li>Investigation of alternate crossings or routes to Queenstown Town Centre. Improved allocation for active travel and crossing points, particularly as residential developments progress.</li> </ul>
<b>Public Transport (Bus)</b>	Improved services/frequency and a public transport hub, bus priority on SH6A.	<ul style="list-style-type: none"> <li>Consideration of other public transport hub sites to better integrate with mass rapid transit, RPL Gondola, ferry operations, airport gateway and active travel.</li> <li>Buses can play a larger role in supporting school and commuter transit through more efficient routes and integration with higher density development areas.</li> </ul>
<b>Mass Rapid Transit</b>	High-level identification of the need for an MRT corridor and an indicative terminal.	<ul style="list-style-type: none"> <li>Better integration with proposed RPL Gondola, future ferry network, airport gateway, or a transport hub.</li> <li>Potential to shape Transport Orientated Development (TOD). Investigation into a range of mode options.</li> <li>Provides an opportunity to reduce rental car travel into Queenstown Town Centre.</li> <li>Opportunity to connect with a park and ride facility.</li> </ul>
<b>Ferries</b>	A ferry connection from Frankton to Queenstown. Mention of an 'extensive water taxi network' although detail is unclear.	<ul style="list-style-type: none"> <li>Exploration of other connections, including Lake Hayes Estate and integration with the proposed RPL Gondola and Airport gateway.</li> <li>Further integration of ferries as a real alternative to car travel across the basin through a transport hub.</li> </ul>
<b>Active travel</b>	Improved service levels and amenity for pedestrians and cyclists through the sealing and lighting of tracks as well as the extension of the active travel network - including an additional crossing of the Shotover River.	<ul style="list-style-type: none"> <li>While there is a business case being developed for primary and secondary active travel routes throughout the Wakatipu Basin, there remains a need for a more fine-grained network within Frankton.</li> <li>There is a lack of integration between modes to allow for transitioning from a bike to public transport.</li> <li>Lack of cycling facilities to meet all abilities, particularly children as the school facilities grow.</li> <li>Opportunity to use the following areas for better connections: <ul style="list-style-type: none"> <li>the reserve land on the eastern side of Glenda Drive</li> <li>link LHE/Shotover with Frankton using trails the whole way around the Kawarau River on the southern side of Frankton</li> <li>Frankton Golf Course.</li> </ul> </li> </ul>

Transport mode	Proposed	Gaps/opportunities
<b>Airport interface</b>	Not referenced	<ul style="list-style-type: none"> <li>There is an opportunity to influence future airport operations by defining the future transport infrastructure mix and operations in Frankton.</li> </ul>
<b>Freight</b>	No specific reference to freight. Note: Inefficiencies see many vehicle movements a day between Frankton and Queenstown (Bidvest alone have over 15,000 a year).	<ul style="list-style-type: none"> <li>There is an opportunity to identify improved understanding of activities, requirements and supporting facilities.</li> <li>Improved allocation of space for distribution of goods.</li> <li>Improved operations to Queenstown support Queenstown Town Centre Masterplan objectives</li> </ul>
<b>Emergency services</b>	Not referenced	<ul style="list-style-type: none"> <li>There is an opportunity to work with emergency service providers to improve access and egress to facilitate improved response times.</li> </ul>
<b>Rental cars</b>	Not referenced	<ul style="list-style-type: none"> <li>There is an opportunity to better manage rental cars through improved public transport/MRT offerings, in addition to integrated planning that prevents network impacts through reduced rental car movements in high congestion areas.</li> <li>This may include improved storage options and alternate access routes to take the pressure off the network.</li> </ul>
<b>Housing Infrastructure Fund development</b>	State Highway corridor improvements.	<ul style="list-style-type: none"> <li>There is a need to cater for and shape the transport behaviour of residential growth in Ladies Mile and Quail Rise by providing attractive alternatives to private vehicle use.</li> </ul>

### 3.3 Land use

#### 3.3.1 Residential development in and around Frankton

Frankton will experience growing demand as residential and accommodation developments increase in and around the Frankton. Residential and commercial growth within Frankton itself, particularly along the southern boundary with the Kawarau River, combined with increased traffic flows from Hawthorne Drive are already placing pressure on the internal transport network within Frankton. This is forecast to grow as development in the Remarkables Park area increases and intensifies.

This growth will be exacerbated by further development in the surrounding areas, this includes:

- Large scale residential projects underway to the south at Hanley Downs and Jacks Point.
- Continued growth around Quail Rise, Lake Hayes Estate, Shotover Country and Bridesdale Farm.
- Planned development along Ladies Mile as part of the HIF funding from Central Government with a residential capacity of up to 1100 dwellings.
- Potential future housing development to the north of Frankton along SH6.
- Remarkables Park Ltd is planning some 4000 residential units with a mix of accommodation types and commercial sites. They are also looking to develop both education and healthcare offerings, as well as a gondola up the Remarkables ski field via Lake Hayes Estate.

- Kelvin Heights has capacity for another 2000 dwellings and development is considered more likely following a recent change of ownership. This will bring additional traffic through Frankton.

The effects of this will be increased by further developments that have not yet been identified, as well as the effects of growth elsewhere, including areas outside the District (e.g. Cromwell)

**Opportunity:** *By better understanding the location and density of developments, interventions can be planned for and put in place before they are required.*

### 3.3.2 Commercial development and operations

There has been significant commercial growth in Frankton over the past two to three years, the effects of which are still not being felt on the transport network. This will continue to increase, and much of the development thus far has been done in a car-centric way that doesn't support alternative modes of transport.

**Opportunity:** *Work to better understand how the transport system can support further commercial operations, while offering an improved transport experience.*

### 3.3.3 Health and education

Frankton is home to the Lakes District Hospital and other critical health services and providers for the District.

In addition to the planned expansion of the existing hospital, Remarkables Park Limited have announced plans to develop a full-service hospital, along with a new retirement facility.

Wakatipu High School (public private partnership) is planning an expansion and may reach capacity within the next five years. Recent changes to school transport operations are putting more reliance on public transport or parents driving children to school in cars, increasing traffic on local networks. There are currently no practical active travel connections servicing these areas.

The Southern Institute of Technology also operates in Frankton and there is growing interest from private education providers. These private facilities require attractive public transport and active travel connections to avoid bringing more cars into an already constrained network.

**Opportunity:** *Work with Central Government and private enterprise to understand their needs, help inform their future plans and align these with transport solutions.*

### 3.3.4 Sports, community and cultural facilities

Frankton's central position lends itself as an area to site a number of community and cultural facilities. That said, the development of an over-arching Cultural Masterplan, alongside a Sports and Cultural Facilities Review for the District are currently underway, and Frankton's role within these pieces of work is yet to be determined.

The Queenstown Events Centre is already reaching capacity and improvements to John Davies Oval has seen the return of high profile events, with several ICC Under-19 world cup matches held in Jan/Feb 2018 and the return of international cricket signalled. Future development opportunities at the QEC site remain unclear.

There may be a consensus that the Golf Course land should remain a green public space, but discussion around its future use as a more inclusive area are ongoing. The planned retirement of the wastewater oxidation ponds on the Shotover Delta in the next five to ten years may also provide the opportunity for more recreation space, particularly sports fields.

While the location of a temporary library has been confirmed at Frankton, the future of a permanent library facility remains unclear. An opportunity exists to look at both the location and function of a Frankton Library and how this could support other uses of such a facility.

There is a considerable amount of waterfront recreational reserve land available around the perimeter of Frankton, however there is little provision of passive recreational facilities within

Frankton itself. The waterfronts offer an opportunity to support passive recreation and create an attraction for both residents and visitors alike.

**Opportunity:** *Ensure demand is met by using the Masterplan to engage with the community and inform the provision and placement of facilities. Support the location of these facilities and ensure the transport system helps people utilise them.*

### 3.3.5 Quality of public spaces

Frankton has developed in a way that has not focused on liveability and quality places for people. This has led to a lack of coordinated development of high quality public spaces.

While some developers are trying to incorporate placemaking into the areas they control, they lack a common vision and approach to inform this. There is a genuine desire to work with Council to shape improved public places and create new attractions through a joined-up approach. Transport planning will play a large role in this, as it facilitates bringing people and activities together to make places vibrant and attractive.

There are also numerous natural assets within Frankton that are underutilised. The waterfronts are prime examples. Frankton Beach is already reasonably well used by the community, but it could benefit from better connections to the rest of Frankton. The interface between the Kawarau and Shotover rivers are currently disconnected from the high activity areas. Furthermore, this land is not currently in a state that would attract people to go there.

Increasingly, Frankton is being identified as a place where people dwell on the fringes of Queenstown as they plan the next leg of their journey. This provides an opportunity to develop attractions and dwell areas that provide value for visitors and locals alike. These types of spaces can go a long way to demonstrating the authenticity of Frankton and shaping positive experiences.

**Opportunity:** *Work with the community, developers, land owners and stakeholders to create a shared vision for the future of Frankton with ideals of liveability and placemaking at its core.*

### 3.3.6 Other physical considerations

There are other physical elements to be considered during the programme business case development. These are listed in Appendix 3. Strategic Drivers

## 3.4 Strategic drivers

Through the pivotal role that Frankton plays as a hub for the Queenstown Lakes District and beyond, Frankton is naturally influenced and directed by a number of strategies, plans and policies. For the purposes of informing the composition of a Frankton Masterplan, these strategies, plans and policies have been analysed to identify key considerations and gaps to be addressed. This analysis is shown below.

### 3.4.1 Government Policy Statement (GPS) on Land Transport

The GPS provides a focus on safety, access and supports a mode shift to lower emission forms of transport. This includes walking, cycling, public transport and lower emission vehicles (such as electric). It provides impetus to take a proactive approach, one where public and active transport play a much bigger role.

This provides an opportunity to proactively plan for:

- Better integration of transport and land use around public and active transport nodes
- Better active travel connections to and across Frankton
- Improved public spaces that are well served by transport links.

### 3.4.2 The National Policy Statement on Urban Development Capacity (NPS-UDC)

The National Policy Statement on Urban Development Capacity 2016 (NPS-UDC) recognises the national significance of:



- urban environments and the need to enable such environments to develop and change
- providing sufficient development capacity to meet the needs of people, communities and future generations in urban environments.

The NPS-UDC requires high-growth local authorities (including QLDC) to produce a Future Development Strategy (FDS) by 31 December 2018.

There is an opportunity to use the Future Development Strategy Process currently underway to inform the future land use of Frankton in the context of the district. This process should feed into the Masterplan programme development in time to inform the economic case (options development and evaluation).

### 3.4.3 Urban Growth Agenda

Central Government announced its urban growth agenda in November 2017. The purpose of the urban growth agenda is to achieve competitive urban land markets, where supply meets demand and prices cover the cost of growth. The five pillars to address this are:

1. Infrastructure funding and financing
2. A pro-growth planning system
3. Road pricing
4. Spatial planning by central and local government
5. Legislative reform of the Resource Management Act, Local Government Act and Land Transport Management Act.

Pillars 2 and 4 provide support for a proactive planning approach that will support growth and implementation of a spatial framework that defines how Frankton will look and operate in the future.

### 3.4.4 Housing Infrastructure Fund (HIF)

QLDC has applied for Government funding under the Housing Infrastructure Fund to assist in the development of key infrastructure projects in Kingston, Quail Rise and Ladies Mile.

All three of these will have impacts on Frankton, but none more so than the proposed development on Ladies Mile.

The New Zealand Transport agency is cautious about approving a large number of high-density residential dwellings on Ladies Mile because of the traffic capacity issues along SH6/SH6A, particularly in terms of the Shotover Bridge and through Frankton into Queenstown.

The Transport network to and through Frankton is now having impacts on development outside of its boundaries, and this requires urgent attention.

### 3.4.5 QLDC Long Term Plan

The LTP acknowledges the importance of the Frankton area and recommends a Masterplan be launched specifically to look at the strategic importance it holds for the rest of the District.

### 3.4.6 Proposed District Plan (including the operative plan change 19 for Frankton)

The PDP sets the strategic direction for the management of growth, land use and development in a manner that ensures sustainable management of the Queenstown Lakes District's special qualities, notably:

- Vibrant and compact town centres.
- Compact and connected settlements that encourage public transport, biking and walking.
- Diverse, resilient, inclusive and connected communities.
- A district providing a variety of lifestyle choices.

The way that future zoning will enable these strategic directions needs to be clarified in the context of the Frankton.

### 3.4.7 Other relevant strategies

There are other relevant strategies listed in Appendix 2. They will also have a bearing on the Frankton Masterplan and should be considered further in the development of the business case.

## 4 Proposed Masterplan Description

***Frankton currently lacks a clear vision and spatial framework that can proactively integrate transport planning with land use to meet future demands and improve liveability. Without clear ownership, the situation in Frankton is unlikely to improve.***

### 4.1.1 Masterplan objectives

1. Integrate all plans, strategies and projects impacting on Frankton.
2. Provide Local Government, Central Government and private stakeholders confidence to invest.
3. Align infrastructure planning and land use to create optimal outcomes for Frankton.
4. Ensure Frankton remains liveable, making for a positive experience for visitors, residents and businesses.

The Frankton Masterplan will focus on the physical interventions and consider the contextual, heritage, cultural, infrastructural and development overlays that will integrate the current and future potential opportunities (e.g. civic, recreational, environmental, land use, streetscape, transportation and development).

The Spatial Framework will provide a strong visual story illustrating why the various interventions are a priority, how they are prioritised and how they are sequenced for implementation.

### 4.1.2 Area of focus

The Frankton Masterplan preliminary geographical scope is the area north of and including the Frankton Marina extending to the Kawarau and Shotover Rivers.

### 4.1.3 Area of influence

The area of influence extends beyond Frankton across into Shotover Country and Lake Hayes Estate, east to Queenstown and south to Drift Bay and around to Kelvin Heights.



Figure 6: Geographical Masterplan Scope

## 5 Masterplan Workstreams

The Frankton Masterplan will outline a 30-year vision for Frankton that will be described and explained visually through a Spatial Framework document. It will bring together key agencies, stakeholders and the community to offer a shared vision for the future of Frankton.

It will act as a central pivot point, bringing together Local Government, Central Government and private land use initiatives while adding a Frankton lens to a range of transport initiatives programmes and strategies.

By providing ownership and leadership of the process, with clear lines of coordination between all parties, the Masterplan will integrate the public and private sectors.

The Masterplan sits in the centre of the workstreams involved, informing transport, Local Government, Central Government and private enterprise functions. Setting the direction for Frankton through transparency and collaboration.

Key to this process is ensuring the Masterplan serves the needs of QLDC, NZTA and ORC – who all have significant roles to play, particularly in terms of the public transport, active travel and

transport networks. Ensuring private developers are engaged in the process is also critical to its success, particularly with respect to the amount of land that is privately held across Frankton.

## 5.1 Spatial Framework and Masterplan

At present there is no collective view on what Frankton is, what function and form it holds from a district perspective, or what it should become. While several plans and strategies have been created, there are none that specifically look at Frankton in the level of detail required.

The development of a Spatial Framework showing what should/could go where and why, would add confidence to investors and help map out a plan for the future of Frankton. The Spatial Framework not only shows what the future looks like in the Frankton context, it also helps define Frankton in the wider Queenstown context as a critical piece of the puzzle.

There is a wide and complex range of issues at play, which exist on a scale of control, influence and interest (see Potential Workstream Diagram below). Some issues can be controlled by QLDC and its partners as part of this Masterplan, others can be influenced or supported, while others are of interest but ultimately cannot be shaped by the masterplanning process, as it currently stands.

## 5.2 Transport and land use

Transport and land use exist in an interdependent relationship.

At present, the Frankton transport system both within and linking to Frankton is not appropriately developed to service current and future land uses. At the same time, development is continuing without a clear vision and this is having an increasing impact on the transport system.

A plan for Frankton that looks at how the transport system and land use (including sports, community and cultural facilities, education and healthcare) are catered for has not been adequately addressed.

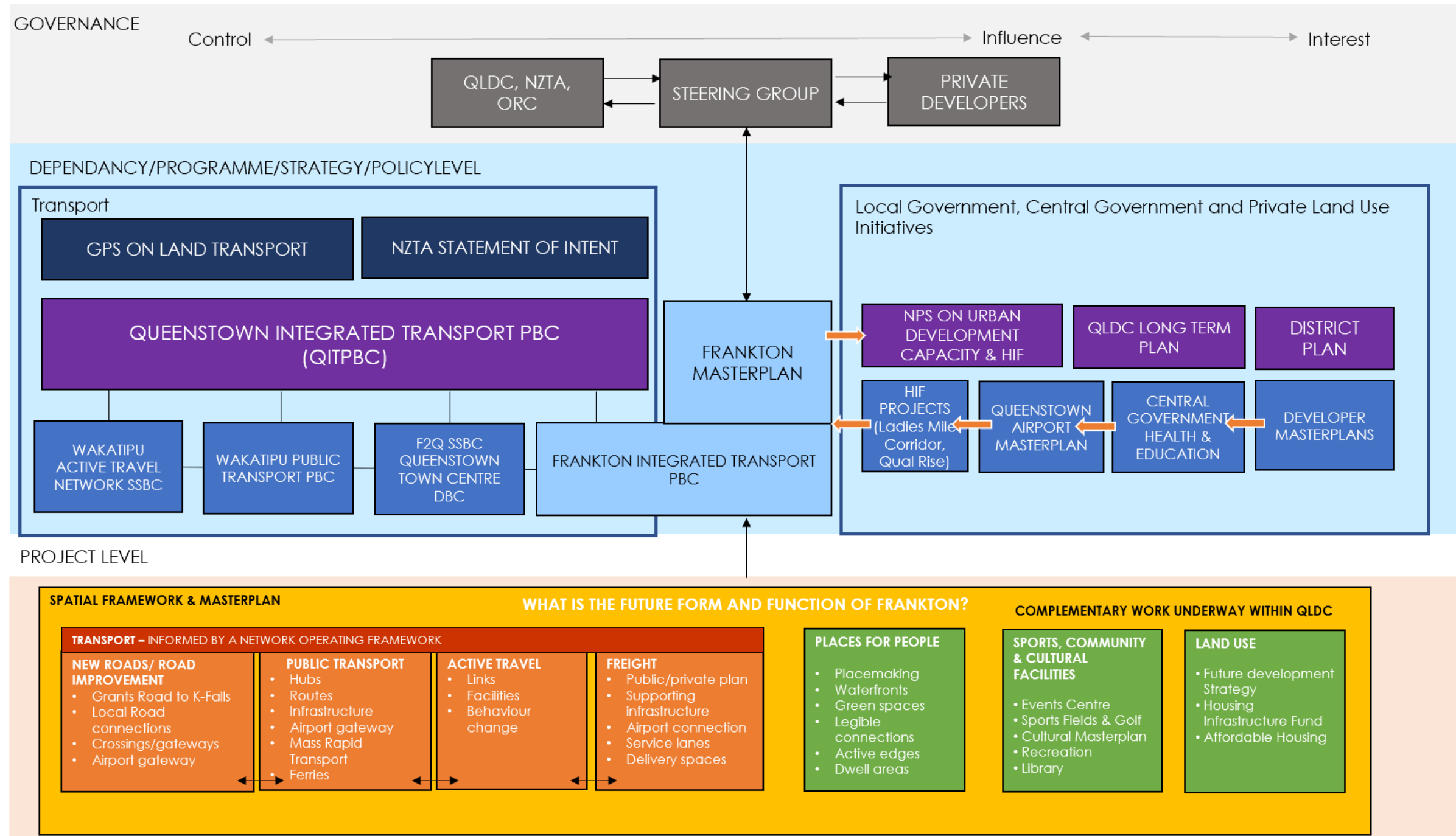
A critical piece of the puzzle is the Queenstown Integrated Transport Programme Business Case (QITPBC) jointly developed by NZTA, QLDC and ORC in 2017. This document sets the strategic direction for NZTA investment across the Wakatipu Basin and outlines many key transport initiatives in Frankton.

However, QITPBC only partially addresses the integration of transport and land use. The Masterplan will offer a level of granularity to populate QITPBC with an appropriate amount of detail and provide investment certainty.

The Masterplan is not designed to replace key documents such as QITPBC but will act as a central point that bring them together and informs them through a Frankton lens.

5.3 Potential Workstream diagram

# FRANKTON MASTERPLAN - POTENTIAL WORKSTREAMS



Frankton Masterplan programme workstreams  
 Complementary projects

STATUS: FINAL DRAFT

Figure 7: Preliminary Workstreams Diagram

## 6 Programme Governance and Decision-Making

Programmes of this nature benefit from a clear and well-structured governance and decision-making framework. The proposed decision structure is set out in Figure 8.

The Programme Governance is the main forum for decisions and financial approvals. The Control Group is the primary review and integration forum to ensure implications are thought through and coordinated at an organisational level.

The decision structure also makes use of expert advisors on demand and well-informed advisory groups. The Queenstown Transport Governance Group includes representatives from QLDC, NZTA, ORC and QAC, which means it can provide valuable advice around proposed transport and land use activities. The Frankton Masterplan Technical Advisory Group will focus on ensuring the programme is capturing the right evidence, considering a range of options and applying robust evaluation of those options. Ideally, this group would be made up of local and national specialists that can bring an objective and discipline-focused perspective to discussions around improvements for Frankton.

Tony Pickard from QLDC will be the Business Case Development Lead within this structure. He will work with the Project Manager (Gabrielle Tabron) and the Business Case consultants to direct and support the speciality resources (shown below in purple) to develop and test the programme options using the NZTA Business Case approach.

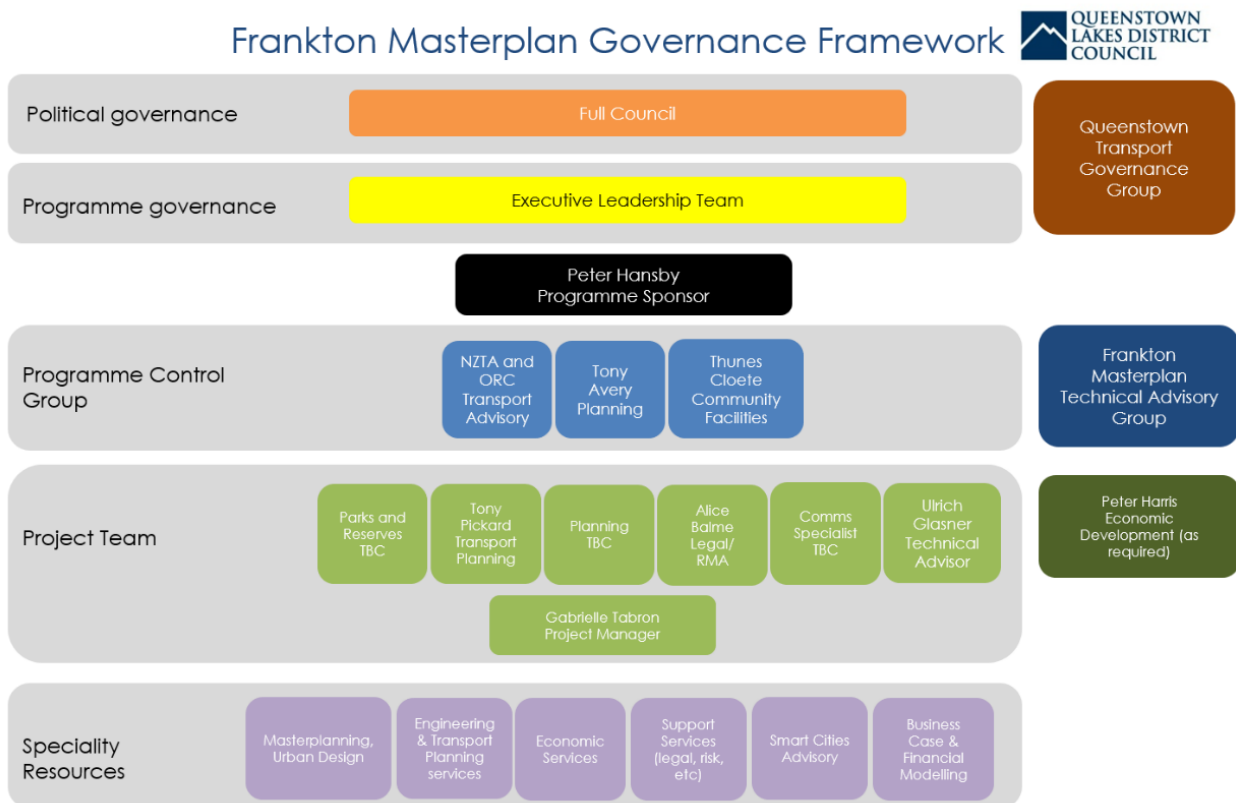


Figure 8: Frankton Masterplan Governance Framework

## 7 Proposed Process and Schedule

The proposed schedule for development of the Frankton Masterplan is shown below.

Table 2: Proposed Schedule Overview

August 2018 – September 2018	<p style="text-align: center;"><b>1 - PROCUREMENT</b></p> <ul style="list-style-type: none"> <li>Procure masterplan/business case services</li> <li>Hold a community and stakeholder engagement conversation around what is good and bad about Frankton and aspirations for the area.</li> <li>Focus on leveraging digital channels supported by targeted media coverage and discussions with representative groups.</li> </ul>	Approved procurement of required services and Community Engagement Summary
October 2018	<p style="text-align: center;"><b>2 – STRATEGIC CASE</b></p> <ul style="list-style-type: none"> <li>Project initiation workshops</li> <li>ILM Vision, problems and benefits</li> <li>Network operating framework workshop</li> </ul>	Approval of the Strategic Case Summary by the Partners and ELT
November 2018 – February 2019	<p style="text-align: center;"><b>3 – ECONOMIC CASE</b></p> <ul style="list-style-type: none"> <li>Longlist options development and evaluation</li> <li>Evaluation of shortlist options</li> <li>Engage stakeholders and community to test shortlist and preferred option</li> <li>Includes developing an initial masterplan to guide discussions</li> </ul>	Draft Report and presentation of the Short List of Options and Preferred Way Forward
March 2019 – April 2019	<p style="text-align: center;"><b>4 – DRAFT PROGRAMME BUSINESS CASE</b></p> <ul style="list-style-type: none"> <li>Workshops with the Programme Control Group and targeted QLDC staff to develop the Commercial, Financial and Management Case strategies.</li> </ul>	Presentation of the Draft Programme Business Case to the ELT and Council. Submission to Annual Plan Early Implementation Budget
May 2019 – June 2019	<p style="text-align: center;"><b>5 – COMMUNITY ENGAGEMENT</b></p> <ul style="list-style-type: none"> <li>Engagement events and activities</li> <li>Agreement around sequencing and mix with investors.</li> </ul>	Revised Programme Business Case report to the PCG in late May
July 2019	<p style="text-align: center;"><b>6 – ENDORSEMENT OF THE PROGRAMME BUSINESS CASE</b></p> <ul style="list-style-type: none"> <li>Inclusion as one of Council's non-statutory strategic documents to guide planning, development and projects within Frankton</li> </ul>	Agreement to incorporate the Frankton Masterplan within the Amended Long-Term Plan (2021-2031)

## 8 Delivery

QLDC will own and drive the development of the Masterplan but will look work closely alongside NZTA and ORC to ensure all aspects of the wider Frankton situation are accounted for. At the time of writing there is a joint partnership being developed between QLDC, NZTA and ORC.

The Masterplan will inform the Frankton Integrated Transport Programme Business Case (FITPBC). It will be developed using the New Zealand Transport Agency (NZTA) Business Case Approach. This will ensure a robust process is used to clarify the problems, identify the desired outcomes, what options are available and their transparent evaluation.

The Masterplan will gather a wide range of information and present it in a way that creates a shared vision for the future of Frankton, whilst creating greater clarity for investment partners.

Of particular importance to this process is the ability to use FITPBC to both inform and refine QITBPC as a vehicle for securing investment from NZTA.

QLDC and partners require a delivery model that:

- meets the programme objectives
- is achievable despite known constraints (which include funding, resources and distributed land ownership)
- provides strong value for money
- recognises the need to differentiate between the things that can be controlled, influenced or are of interest to the programme
- demonstrates collaboration between public agencies, private enterprise, stakeholders and community.

The Frankton Masterplan will be fully integrated while applying the following approach:

- **Controlling** the proposed transport and public realm improvements in coordination with QITPBC.
- **Controlling** the development and application of the spatial framework.
- **Influencing** the land use and community/cultural facilities development within Frankton.
- **Supporting** private land owners and developers to understand what the future of Frankton could look like through a shared vision.

## 9 Procurement Approach

The primary procurement objective is to develop a series of integrated interventions, at best value, and in time to populate the 2019/20 Annual Plan / amended Long Term Plan.

A key element of success is the development of the right procurement approach, which creates a highly cooperative team comprising internal and external specialists. For this scope of work, a diverse team, including business case, urban design, engineering, planning, finance, property, communication and project management professionals, is required.

To ensure there is integration between the Frankton Masterplan and the Programme Business Case and to optimise outputs within the delivery timeframe, it is proposed that the core delivery team be procured through a single stage competitive tender process. This would be evaluated using the Price Quality Method in accordance with NZTA's procurement guidelines and would enable delivery by a single multi-disciplinary team.

The estimated cost of the Frankton Masterplan and Programme Business Case would be in the order of \$840,000 with the two components estimated as follows:



- Frankton Masterplan (including Spatial Framework) - \$250,000
- Frankton Integrated Transport Programme Business Case - \$590,000

## 10 Community and Stakeholder Engagement

Community engagement is a crucial component that will contribute to the success of the Masterplan. The community must be involved in the future of Frankton and opportunities will be provided for community and stakeholder input at key stages throughout the development of the Masterplan.

As identified in the programme schedule, it is recommended that wider community engagement occurs ahead of the Vision and Investment Logic Mapping workshops to inform these discussions and the development of the Strategic Case. This type of approach will build on the engagement completed to date while providing very valuable inputs to the key workshops.

Given the critical importance of input from the community and stakeholders, a Communication and Engagement Plan will be prepared to support the programme. This will be developed by the QLDC Communications Team, who have a significant amount of experience in this space and will reflect the principles of the Significance and Engagement Policy and recently updated Communication Policy.

Ensuring specific groups are brought along for the ride is particularly important given the influence of certain stakeholders in Frankton. Private developers, QAC, community groups, the Ministry of Education, Southern DHB, NZTA and ORC all have a significant part to play in this process and must have their say.

Building on the early engagement workshops already undertaken, the next components of this programme will be to undertake wider community engagement. This will be carried out using a range of QLDC communication channels and will inform people about the project and how they can engage with it.

Key elements may include:

- press releases and media stand-ups at key milestones throughout the Masterplan
- dedicated pages on the 'your views' and 'major projects' sections of the QLDC website ([www.qldc.govt.nz](http://www.qldc.govt.nz))
- promotion through QLDC Facebook and Twitter pages, with potential scope for paid promotional posts
- dedicated articles in Scuttlebutt magazine
- marketing collateral in local publications
- Face-to-face engagement with local community groups
- a presence in the local community through stands and drop in sessions.

A stakeholder matrix has been developed to reflect the interest and influence of a range of stakeholders and interest groups (see Figure 9).

The communication and engagement plan should show when and how the respective partner and stakeholder will be engaged with. Additional stakeholder groups may be identified through the process.



Figure 9: Stakeholder Matrix

## 11 Programme Risk

The following Masterplan risks need to be considered and further developed as the programme progresses:

- funding is not approved by key partners and stakeholders
- the programme does not meet community, visitor and stakeholder expectations
- the Plan cannot adapt to changing external influences
- a failure to coordinate and integrate workstreams.

A full risk register will be developed as part of the Programme Business Case.

## 12 Recommendations

It is recommended that Queenstown Lakes District Council and project partners endorse this report, which includes the following arrangements:

1. Establishment of the Frankton Masterplan.
2. Establishing a Programme Business Case that contains each proposed area of focus, coordinated through a Spatial Framework.

## Appendix 1 – Workshop Attendees and Participants

### Project partner workshop

The project partner initiation workshop that included representatives from QLDC, NZTA and ORC was held on 16 May 2018 and the participants included:

- **QLDC** - Peter Hansby (General Manager Property and Infrastructure), Richard Pope (Team Leader Property), Ulrich Glasner (Chief Engineer), Blair Devlin (Manager Planning Practice), Ian Bayliss (Planning Policy Manager), Tony Pickard (Transport Strategy Manager), Tony Avery (General Manager Planning and Development), Thunes Cloete (General Manager Community Services) and Gabrielle Tabron (Project Manager).
- **NZTA** - Tony Sizemore, Chad Barker
- **ORC** - Stephen Patience
- **Rationale** - Edward Guy, Ben Smith and Andy Longman

### Frankton stakeholder workshop 1 (commercial and business focus)

The first stakeholder workshop was held on 6 June and the participants included:

- Peter Hansby, General Manager Property and Infrastructure QLDC
- Tony Pickard, Transport Strategy Manager, QLDC
- Gabrielle Tabron, Project Manager, QLDC
- Tony Sizemore - NZTA
- Rachel Tregidga, General Manager Property & Planning – Queenstown Airport Corporation
- Mike Buyers - Assistant Manager Bidfood Queenstown
- Aaron Halstead – Destination Queenstown (Education)
- Greg Ewen, General Manager, Ramada Hotel (from 1030)
- Stephen Goddard, Regional Manager, Classic Builders
- Lindsay Williams, The Landing
- Tim Williams, Project Design and Planning Manager - RPL
- Brian Fitzpatrick, GM Development – RPL
- Vanessa Van Uden, HW Richardson Group Ltd
- *Edward Guy, Ben Smith and Jimmy Sygrove from Rationale*

#### Apologies

- Alistair Porter – CEO Remarkables Park Limited (RPL) •
- Craig Greenwood, 5 Mile
- Simon Holloway, Queenstown Central
- Louisa Paterson, CEO NZ Fly (proxy invited)
- Graham Budd, CEO Destination Queenstown
- Mike Smith, Stride Group
- Rob Neil, Safari Group
- Roy Thompson, Managing Director – New Ground Capital
- Andrea Wilton-Connell - Executive Officer Wakatipu High School
- Scott O'Donnell, HW Richardson Group Ltd (proxy sent)
- Paul Keene, Mitre 10.

### Frankton stakeholder workshop 2 (community and services focus)

The second stakeholder workshop was held on 11 June and the participants included:

- Peter Hansby, General Manager Property and Infrastructure, QLDC
- Tony Pickard, Transport Strategy Manager, QLDC
- Gabrielle Tabron, Project Manager, QLDC
- Tony Sizemore, NZTA
- Stephen Patience, Otago Regional Council

- Anita Golden, Shaping our Future
- Esther Whitehead, Shaping our Future
- Lindsay Williams (as a Trails Trust representative)
- Debbie Dickson, Foundation Principal, Remarkables Primary School
- Janeen Holmes, Operations Manager, Queenstown Hospital
- Keith Raymond, St John's Ambulance Frankton Station
- Glyn Lewers, Frankton Community Association
- Erin Taylor, Frankton Community Association
- Peter Jackson, Frankton Community Association
- Wayne Matheson, CFO at Fly NZ
- Don Wallace – Frankton Community Association
- Kim Wilkinson – Presbyterian Church
- *Edward Guy, Ben Smith and Jimmy Sygrove from Rationale*

#### Apologies

- Jason Smith, Managing Director, EJ Smith (workshop apology but Jason was interviewed by phone after the workshop)

### Summary of feedback and suggestions

A wide range of issues and opportunities were identified through the Masterplan establishment workshops. Many opportunities and solutions were also noted through very constructive discussions that predominantly fell within the themes shown in the image below. Feedback around each of these themes is summarised below. It must be noted that the Frankton Masterplan Programme cannot address all the themes listed here, but they all contribute to the context.

**Note: The points below also demonstrate what the workshop participants suggested, as opposed to defined solutions for QLDC to implement. Solutions will be created and evaluated through the business case development process.**

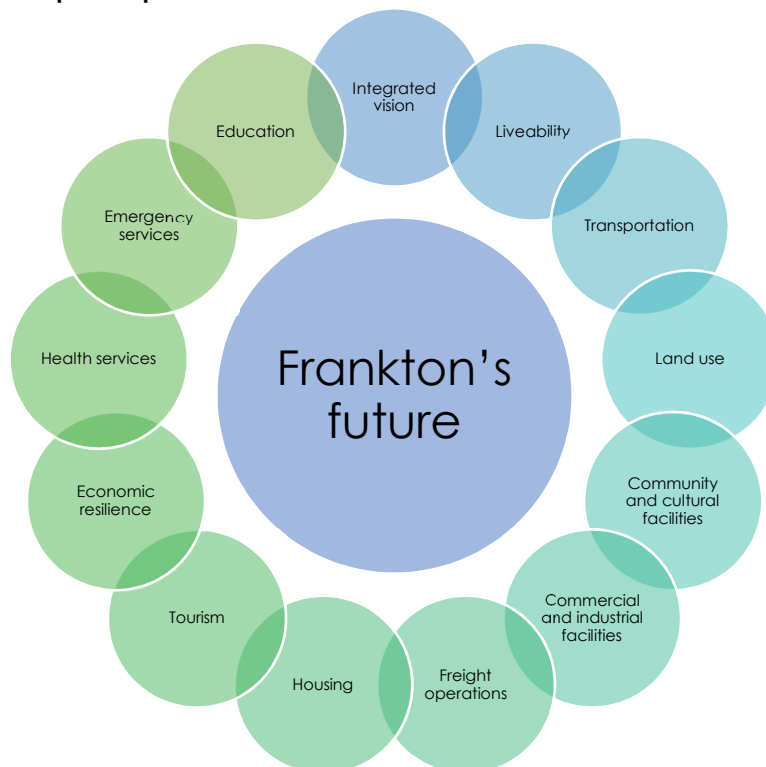


Figure 10: Themes from stakeholder workshops

## Integrated Vision

**Issue:** Development in Frankton has moved ahead without a plan that considers Frankton's important position as a community base, a place of commerce, a gateway to Queenstown, and a crucial transportation hub for the rest of the Wakatipu Basin. This has seen Frankton develop in a somewhat siloed fashion without thought to interconnectivity, placemaking and what might constitute a community heart.

**Opportunity:** The development of a Frankton Masterplan offers a chance to set the plan for Frankton over the next 10, 20, 30 years and beyond. It will allow developers the confidence to invest and provide a framework for QLDC, its partners, the community and other significant stakeholders to plan ahead.

## Transportation

**Issue:** Transportation is a major issue affecting Frankton, both internally and as a crucial junction for the Wakatipu. This affects the local community, Queenstown residents, commercial operators and visitors to the region in differing but significant ways. Frankton's transport networks are also critical to enabling the growth of surrounding areas across a range of land uses.

**Opportunity:** QLDC and project partners can develop a masterplan with transport as one of its key components. It will focus on the roading network, public transport, active travel connections both within and through Frankton. Discussions around a combined transport hub, ferry services and an alternative mode of transport, such as Mass Rapid Transit, are all within the scope of this project.

## Liveability

**Issue:** As development continues in Frankton, how do QLDC and partners ensure it continues to be a place where a diverse and vibrant community want to live, and what does 'liveability' look like for Frankton?

**Opportunity:** By working with the community, stakeholders and design experts QLDC and partners can develop a plan that understands what liveability looks like in Frankton and ensures these ideals are adhered to as much as possible into the future.

## Land Use

**Issue:** Understanding the implications of land use, particularly with regards to nearby residential development areas, both now and into the future is critical to ensuring Frankton grows in a cohesive fashion, with positive outcomes for everyone.

**Opportunity:** Using the masterplanning process QLDC and partners can create a future spatial framework that takes into account zoning regulations, reserve land, community spaces and the transport network. This will inform development for both public and private stakeholders. This can be done through the Future Development Strategy process which is currently underway.

## Community and Cultural Facilities

**Issue:** Capacity issues and provision of community and cultural services are coming under pressure due to continued growth across Frankton.

**Opportunity:** By understanding the pressures on facilities such as QEC, and the demands for further facilities in the performing arts and cultural sector, we can ensure they are planned for accordingly. The development of the land that currently houses the oxidation ponds at the Shotover Delta offers an exciting opportunity for recreational facilities.

## Commercial and Industrial Facilities

**Issue:** Growth is putting pressure on the provision of commercial and industrial facilities as residential accommodation expands into areas such as Glenda Drive that are already experiencing capacity issues.

**Opportunity:** By understanding land use, zoning regulations and demand we can look at potential future commercial land provision, both in Frankton and in the areas of influence to the east and south of Frankton, and potentially beyond into Cromwell.

### Freight operations

**Issue:** The majority of freight comes into Queenstown by vehicles, which are generally loaded at a Cromwell freight hub. There is no shared freight hub in Frankton for dry goods and operators note a lack of loading zones in Frankton and Queenstown as an issue. Often freight vehicles travelling into Queenstown aren't full, resulting in inefficiencies and unnecessary vehicle movements on the transport network.

**Opportunity:** Work with freight operators to explore the benefits of a more efficient solution. Ensure provision of necessary infrastructure such as loading zones for freight vehicles is included in masterplanning work.

### Housing

**Issue:** Low housing densities and rising house prices across Frankton are creating issues in terms of affordability and community diversity. A lack of affordable housing stock will have a significant impact on Frankton if not addressed. Traditional housing choices will not offer solutions.

Understanding the impact of how people live, work and recreate, and the impact this may have on new developments needs to be understood. This is particularly relevant to the project's areas of influence where low level housing will simply add to the congested network

**Opportunity:** By understanding zoning regulations and private development plans QLDC, and partners can get a better understanding of future housing densities, particularly in the Frankton area. Working to understand what young families and overseas workers are looking for, while ensuring these areas are attractive for a wide section of the community will improve vibrancy and sense of community. Understanding the effects of housing densities on transport and infrastructure provision will allow for more informed housing choices and the ability to futureproof developments.

### Tourism

**Issue:** Frankton is the gateway to Queenstown for many tourists and arriving at the Queenstown Airport is the first experience they have of the District. A focus on tourism growth in terms of numbers places pressure on Frankton's infrastructure. The large number of rental cars is noted as a key issue.

**Opportunity:** Work with the Airport and other stakeholders to improve the image of Frankton as the gateway to Queenstown. Improving the tourist experience with a focus on developing transport options that act as a viable alternative for tourists hiring cars would take a significant amount of pressure off the transport network.

### Economic Resilience

**Issue:** Frankton, like the Queenstown Lakes District as a whole, is largely reliant on the tourism and construction industries. This creates a level of risk if either industry were to enter a down turn.

**Opportunity:** Develop a wider industry base across Frankton, looking at things like education, healthcare, professional services etc. Development of a centralised transport hub would create further economic activity. Improving the economic position for large scale developments could be achieved through on-site accommodation for workers, targeted provision of public transport and other services.

### Health Services

**Issue:** Queenstown's growing population continues to put pressure on the healthcare system, and upgrades are needed to the Lakes District Hospital in Frankton. An aging population and

development of a number retirement villages in the Wakatipu will put further pressure on this sector in years to come.

**Opportunity:** Use the Masterplan as an opportunity to work with the Ministry of Health, Southern DHB, community groups and developers to improve the provision of healthcare services. Specialist healthcare services could be housed in future developments.

### **Emergency Services**

**Issue:** Emergency services are facing challenges getting to callouts due to congestion issues on SH6 and Frankton Road. St Johns are considering basing resources in Queenstown during busy periods so they can respond.

**Opportunity:** Work with NZTA and to reduce congestion and offer emergency services the ability to get where they need to go as fast as possible. Improved provision of public services will help in the reduction of congestion.

### **Education**

**Issue:** Current provision of schools in Frankton will reach capacity in the next four years. Ministry of Education has yet to make a decision on the site of a new primary school or the need for a new secondary school. All of this will affect decisions around transport, residential and community provisions.

**Opportunity:** Work with the Ministry of Education to help them understand the growth facing the Wakatipu and enable them to make decisions around future school sites using the best information available. Working with private developers to understand the work they are doing the in the private education space will help spatial planning.

## Appendix 2 - Other relevant strategies

Strategy Plans or Projects	What is provided for Frankton	Gaps/opportunities
<b>Queenstown Lakes District Council District Plan</b>	Permissive zoning regulations in the Frankton.	High density isn't permitted across much of Frankton, lack of public understanding around zoning rules – particularly in relation to SH6. Idea that zoning for Frankton is set. The subdivision code of practice includes encouragement/provision of on-street parking that may conflict with other outcomes that support public transport uptake.
<b>QLDC Long Term Plan</b>	Council prioritised the Queenstown Town Centre Masterplan as part of the LTP to address urgent issues such as traffic flow, visitor growth and future spatial planning. Frankton is partially covered in that work.	The LTP acknowledges the importance of the Frankton case and recommends a Masterplan be launched specifically to look at Frankton and the strategic importance it holds for the rest of the District.
<b>QLDC Economic Development Strategy</b>	This is focused on enhancing the District's unique environment. Supporting priorities of this strategy include encouraging higher contribution visitor activity and future proofing infrastructure, and an acknowledgement of the high costs of housing and living all of which are relevant in the Frankton context.	Addressing the unique issues facing Frankton as the gateway to Queenstown, the key transport hub for the Wakatipu and important local community base - and the flow on effects that this may have to the rest of the District if not addressed.
<b>Queenstown Public Transport Business Case (ORC)</b>	Improved public transport system across the Wakatipu basin.	There is an ongoing focus on improved bus frequency and reliability that Frankton can play a role in supporting. Frankton can also play a role in facilitating a ferry network that provides a real and attractive alternative for travel outside the roading network.
<b>Shaping our Future Transport Report – Queenstown</b>	Recommends an Integrated Strategic Plan for the Wakatipu Basin, with an initial focus on Frankton as a priority. Looks at long-term transport planning across the district to improve connectivity of trails, public transport, ferry terminals and air access. Also focuses on mixed land use, pedestrianisation and	There is an opportunity to align with these recommendations through more proactive planning and investment around public, active and mass transport solutions that integrate with and support mixed use developments, including a range of housing densities.



Strategy Plans or Projects	What is provided for Frankton	Gaps/opportunities
	the identification and protection of transport corridors and hubs.	
<b>QLDC Disability Policy</b>	QLDC will respond to the needs of disabled people living in and visiting our district, with a focus on removing barriers to their full participation in our community.	Transport networks, particularly around active travel and movement within Frankton are not optimised for disabled travel – this presents an opportunity for future infrastructure developments.
<b>Wakatipu Public Ferry Detailed Business Case</b>	This DBC will look at potential ferry infrastructure and operations for the Wakatipu.	There is an opportunity to ensure that Frankton's development makes use of a future ferry network through integrated development and people friendly connections to the ferry wharves.
<b>Queenstown Town Centre Parking DBC and Strategy</b>	The DBC outlines parking scale and funding in Queenstown Town Centre, the strategy outlines parking management activities for the district.	There is an opportunity to use parking strategically in Frankton to support the uptake of active, public and Mass Rapid Transit. The location of future transport hubs and park and rides will be a key part of this.
<b>Public Transport demand and capacity analysis</b>	Identifies the potential demand and capacity for bus, ferry and MRT services.	This investigation will help inform public transport infrastructure planning for Frankton.
<b>Open Spaces Network Plan</b>	Mapping exercise which investigates what types of parks and reserves exist across the District, focussing on Frankton first.	This investigation will allow for a much higher level of detailed knowledge of Frankton's open spaces, including who uses them, what is currently provided and what the gaps are.
<b>Regional Sport Facilities Strategy</b>	Provides a high-level strategic overview of the current and projected sport and active recreation facility needs for the region. It provides an ongoing and robust method to review and prioritise projects across the region.	Opportunity to look at the provision of new sporting facilities within Frankton, or the development of current offerings, including: <ul style="list-style-type: none"> <li>• Provision of indoor space</li> <li>• Increased need for green space</li> <li>• Need for innovative solutions to lack of green space, i.e. artificial turf</li> <li>• Development of sporting hubs</li> </ul>
<b>Sports Field Demand Analysis</b>	Aims to identify the demand for sports fields across the District, including areas where there are shortfalls and surpluses	Will offer a higher level of detail on the demands and pressures on sports fields in Frankton and across the District. Identify future requirements for land provision in Frankton.
<b>Community Facilities Review</b>	Review is in progress, aims to find out the demand for community facilities across the district, and	Will identify in greater detail the need for community facilities in Frankton and inform investment

Strategy Plans or Projects	What is provided for Frankton	Gaps/opportunities
	more about the groups using them.	opportunities for Council and community groups. Initial results show a desire for more facilities in Frankton with an emphasis on a community hub for social/community services.
<b>Responsible Camping Strategy</b>	Review is currently underway, looks at camping across the district but will have impacts on Frankton, particularly around future provision of camping areas	This strategy will inform the future of the Frankton Campground, currently occupying a desirable piece of public reserve land. It may also identify dedicated freedom camping areas within close proximity to Frankton and other camping opportunities.
<b>QEC Masterplan</b>	QEC is a key regional sport & recreation hub based in Frankton. Increasing pressures on land availability and future demand requires an integrated masterplan approach for the future activities and use of the site.	Development of improved facilities and a wider scope of recreational offering at QEC. This is already a key recreational asset based in Frankton, and a greater level of detail on the centre's future will assist in any future planning.

## Appendix 3 – Other Physical Considerations

Physical features	Key considerations	Gaps/opportunities
<b>Pedestrian &amp; cycling bridges across the Shotover and Kawarau Rivers</b>	Ensuring connections in and out of Frankton across both rivers for active travel users is important to both promote alternative modes of transport and reduce congestion.	<ul style="list-style-type: none"> <li>An active travel connection across the Kawarau River is being addressed using the old bridge as a walking and cycle connection.</li> <li>A convenient and appealing commuter-focussed connection across the Shotover doesn't currently exist and is seen as critical to connecting Frankton.</li> </ul>
<b>Frankton Marina</b>	The Queenstown Marina is currently under construction just off Frankton Road on Sugar Lane. Details for a public transport marina/ferry terminal on the southern end of Frankton Beach have been discussed for some time, but no concrete plans have been confirmed.	<ul style="list-style-type: none"> <li>The development of a marina facility that could service an increased ferry network</li> </ul>
<b>Active Travel network</b>	Ensuring an interconnected active travel network both within and connecting through Frankton.	<ul style="list-style-type: none"> <li>Provision of recreational trails is good, but not currently provided for commuting users.</li> </ul>

Physical features	Key considerations	Gaps/opportunities
		<ul style="list-style-type: none"> <li>• Current lack of a clear commuter-based network that would encourage active travel over car use – both within Frankton and through Frankton into Queenstown.</li> <li>• The Wakatipu Active Transport Network Single Stage Business Case will address primary and secondary commuter routes through Frankton.</li> </ul>
<b>Project Shotover</b>	Development of a second mechanical treatment plant is expected to be fast tracked, which will see the decommissioning of the oxidation ponds within the next 10 years.	<ul style="list-style-type: none"> <li>• Creates an opportunity for reuse of the land currently taken up by the ponds, and the future of the Shotover Delta as a recreational reserve.</li> <li>• Its proximity to Frankton is a considerable recreational asset.</li> </ul>
<b>Frankton Campground</b>	Frankton Campground lease is set to expire on 31 August 2019. Future plans for the site are to be included in the Camping Strategy currently under development.	<ul style="list-style-type: none"> <li>• Campground occupies a key piece of recreational reserve, which will factor into the spatial planning for Frankton as a whole.</li> <li>• Clarity around the future use of the site will inform the public realm aspect of the Masterplan</li> </ul>
<b>Frankton Library</b>	The location for a temporary library in Frankton has been confirmed at ground floor of Remarkables House, leasing from RPL.	<ul style="list-style-type: none"> <li>• Location and function of a permanent Frankton Library is an important piece of the community services provision for function.</li> </ul>
<b>Frankton Golf Course</b>	Frankton Golf Course is located in a key central position at the junction of SH6 and SH6A. General consensus that people would like to see it remain as a public green space.	<ul style="list-style-type: none"> <li>• NZTA plans for improvements to SH6 – SH6A corridor may have an impact on the golf course.</li> <li>• Does it present an opportunity for increased active travel connections and more of a mixed-use approach?</li> </ul>