Better Ways To Go

More people walking, cycling and using public transport in the Queenstown Lakes District

MAY 2022

WAY TO GO

QUEENSTOWN LAKES DISTRICT COUNCIL

Otago Regional Council

WAKA KOTAHI NZ TRANSPORT AGENCY

A message from the Way To Go partners

Welcome to ***Better Ways To Go*** – a mode shift plan for the Queenstown Lakes District.

This document has been prepared by the Way to Go partners as a response to the Minister for Transport's request that each high growth urban area in Aotearoa New Zealand has a plan setting out how it will get more people walking, cycling and using public transport. Achieving such a shift has many benefits and these are set out in following pages.

This document pulls together the spatial and transport planning and investigation work completed in the Queenstown Lakes District, to identify how the district and its transport system can develop to achieve outcomes sought by local communities. Our investigations have drawn on widespread community engagement undertaken across the district and our plan reflects a broadly held desire to embrace a safer, more sustainable and attractive transport system that serves the community and the local economy in the years to come, with mode shift at its centre.

Prior to March 2020, the Queenstown Lakes District had one of the fastest growing populations and economies in New Zealand, and in common with other growing urban areas in Aotearoa New Zealand, transport infrastructure for all modes was struggling to keep up. With the arrival of COVID-19 and the ongoing global pandemic, the local economy contracted due to a reliance on domestic and international tourism, however residential and housing growth rates defied expectations and continued a growth trajectory, particularly around the Wānaka and Upper Clutha area.

Whilst our current focus is on supporting the economy and community through this challenging period, we also have a brief opportunity to close the gap in travel options as well as reduce the need to travel, so that when tourism and economic growth returns, we are better placed to embrace and benefit from it.

The strategic approach to transport investment presented in this plan places a strong emphasis on alignment with the objectives of the local and national policy framework, in particularly the Queenstown Lakes (‘**Spatial Plan**’) and Climate and Biodiversity Plan, in relation to emissions reduction, managing future travel demands through integrated transport and land use planning, and improving community health and wellbeing through sustainable transport mode shift.

Achieving significant mode shift will require:

- collaboration across the Way To Go partners, local communities, business and stakeholders
- enabling and ensuring sustainable land use development
- investing in new and improved infrastructure and services, and
- proactively influencing people's travel choices.

A key outcome of the Spatial Plan is: Public transport, walking and cycling are everyone's first travel choice. This includes access to more sustainable options such as a connected, high-quality network of walking tracks and trails, an improved, innovative public transport system which is expanded to serve the settlements in the Upper Clutha and incorporate new regular connections between Wānaka, Cromwell and Queenstown.

With a small resident rating base relative to the infrastructure challenges ahead, and a need to ease the financial pressure on local communities and businesses in this period of recovery, innovative approaches are needed to fund the transport investments we need to make.

The pre-COVID-19 announcement of the New Zealand Upgrade Programme has already provided some certainty for investment in the State Highway network in and around Frankton and Queenstown, whilst an economic stimulus package for Queenstown Town Centre also provides funding outside of the constrained National Land Transport Fund.

These investments are significant, but they do not fund all the work required. Accordingly, this document serves as a signpost for ratepayers and decision makers on upcoming district and regional council Long Term Plans and the National Land Transport Programme, identifying and prioritising transport investments which will have the greatest impact on achieving mode shift in the Queenstown Lakes District over the remainder of the three-year timeframe and beyond.

Contents

Executive summary

This Mode Shift Plan for the Queenstown Lakes District sets out how Queenstown Lakes District Council, Otago Regional Council and Waka Kotahi NZ Transport Agency will work together and with others to increase the share of travel made on foot, by bike and bus.

It is a “live document” and will be updated to reflect decision making, progress and new information as it comes to hand. Its purpose for now is to signal the nature and timing of future investment needed in shared and active transport modes (walking, cycling and public transport).

The Mode Shift Plan, called ***Better Ways To Go***, has been developed in an evolving national and local policy context relating to transport’s role in the national climate change response and emission reduction, most notably the Ministry for the Environment’s October 2021 discussion paper intended to inform the first emissions reduction plan. The discussion paper proposes four key transport targets, which mode shift will be essential to achieving.

Through the Way to Go partnership as well as collaboration on the development of the Queenstown Lakes Spatial Plan, there has been considerable planning undertaken to develop and align future urban form and transport plans.

Leading up to the COVID-19 global pandemic, the district was experiencing exceptionally high growth. This was driven by an unprecedented level of migration with over 2,000 people per year moving to the district to live. While the impact of COVID-19 has had a profound impact on the Queenstown Lakes District, it is believed the area will remain to be an attractive place to live, work and visit and this is a key assumption that has underpinned the Mode Shift Plan.

Current growth estimates included in the Spatial Plan are:

- Nearly a doubling of the resident population over the next 30 years – increasing from 41,000 to 78,000.
- Nearly doubling of houses from 22,000 to 40,000.
- An increase of between 10,000 to 15,000 jobs over the 30-year period; and
- A 1-2% per annum increase of visitors.

While there is no certainty about when, how or at what rate the Queenstown Lakes population might reach this size, it is important to understand the requirements to accommodate this level of growth, including the potential infrastructure needs.

If not managed effectively, the implications of this level of district growth on the transport network include high traffic volumes leading to increasing travel delays and unreliable travel times, safety issues, declining amenity, environmental and economic impacts. Increasingly, the number of cars on the transport network are outstripping capacity, with investment in the network unable to keep up with this growth.

Achieving shifts to more sustainable modes of travel is essential to accommodating forecast future growth whilst preserving the quality of life and attraction of the area to residents and visitors alike. The coming three to five years of expected lower demand on the transport system provides an opportunity to address existing issues, prepare for the return to pre-COVID growth scenarios, as well as proactively use this investment to create employment options, support the Economic Diversification Plan and Destination Management Plan, and stimulate the local economy.

Better Ways To Go encompasses three key action areas: shaping urban form; improving infrastructure and services; and influencing people’s travel choices.

Initiatives to reshape existing urban form and locate new urban development will be delivered through the implementation of the Spatial Plan in the first instance and then implemented through a range of measures including changes to the Otago Regional Policy Statement, the Proposed Queenstown Lakes District Plan, master plans, subdivision planning and resource consenting processes. The new National Policy Statement on Urban Development will also drive change in the way land is developed.

The greatest contribution to mode shift will come from a significant investment in public transport infrastructure and services. This will build on recent successes achieved in public transport, where patronage has grown by over 60,000 trips per month following improvements in late 2017. Central government, via the New Zealand Upgrade Programme, has already committed $115m for Waka Kotahi NZ Transport Agency to deliver public transport priority and facilities on State Highways 6 and 6A.

As new infrastructure is completed and travel demand returns, investment in additional public transport services will be sought by Otago Regional Council through a business case process, to ensure bus routing, passenger capacity, frequency, speed, reliability, vehicles and service quality are all at the standard necessary to achieve a significant growth in public transport use by residents and visitors alike.

These measures will be complemented by the improvements underway in the Queenstown Town Centre. In 2020 the government announced $85m of Crown Infrastructure Partners funding to deliver parts of the Town Centre Street Upgrade programme and Stage 1 of the Town Centre Arterial Road.

The street upgrades vastly improves safely and access for all, featuring improved walking and cycling facilities providing a continuous link from the Queenstown Gardens to the Gondola.

The Queenstown Town Centre Arterial is a key enabling project for the Queenstown Town Centre. Stage 1 will link Melbourne and Henry Streets, removing general traffic from Stanley Street and unlocking a range of other investments such as a future Public Transport Hub and Project Manawa, a cultural and civic heart for the whole district.

An integrated suite of marketing and communication channels targeted at influencing travel choices and raising awareness and promotion of active and shared mode options in schools, communities and workplaces will be timed to complement the roll out of new facilities and services. Parking management at key centres will also be managed to complement investments made in active and shared transport options.

Implementation of the plan will require ongoing support from the public, business and commercial sectors as proposals are developed in detail and consultation is undertaken. The plan will be updated periodically and kept “live” to ensure it reflects up to date information and progress.

1. Introduction

The Queenstown Lakes District is now home to over 50,000 residents and hosts over 2 million visitors each year.

It's a place we live, work, play and raise our children. It's a place to unwind or embrace an adventurous spirit. And it's a place that will continue to grow due to the attractive scenery and climate, clean environment, outdoor lifestyle, strong economic opportunities and national and international connectivity.

Getting more people walking, cycling and using public transport instead of the car is an important objective shared by central and local government. It achieves important economic, access, environmental (including emissions), safety and resilience goals. Our district will benefit from a significant rebalancing of the demand for different travel modes into the future, so that the forecast growth in travel demand is not entirely taken up by private vehicles.

More integrated approaches to land use development, transport infrastructure and service provision; as well as influencing the travel choices people make, each play a role in how well growth supports the wellbeing of urban New Zealanders.

In September 2019, Transport Minister Hon. Phil Twyford released the National Mode Shift Plan "Keeping Cities Moving" which set out a national plan of action for achieving modal shifts across Aotearoa New Zealand. Included in the plan was an action to develop specific mode shift plans for six identified high growth urban areas.

Better Ways To Go is the mode shift plan for the Queenstown Lakes District. It sets out how the partners will achieve a gradual, but enduring, and significant shift away from the private car for journeys within the district. This document includes a context for the district's rapid growth, its unique characteristics and plans for the future.

It has been developed by the ***Way To Go***[1] partnership, a collaboration between Waka Kotahi NZ Transport Agency (hereafter Waka Kotahi), Otago Regional Council and the Queenstown Lakes District Council working together to plan investment in a transport network that is safe, connected and provides genuine transport options.

Development of this plan has benefitted from the extensive planning and research undertaken by the partners in recent years. This has included many transport planning investigations and business cases undertaken since 2017 and even earlier, as well as more recent work on the Queenstown Lakes Spatial Plan under the Whaiora Grow Well Partnership.

This plan represents the culmination of that work, which continues to be refined as further information comes to light. It presents the overarching approach the Way To Go partners will take to delivering a transformation in the transport system over the next decade as the Queenstown Lakes District recovers from the effects of COVID-19 and grows into the future.

[1] *Way To Go is a partnership between the transport authorities responsible for the Queenstown Lakes District, being Otago Regional Council (regulation and provision of public transport), Queenstown Lakes District Council (provision and regulation of transport infrastructure) and Waka Kotahi New Zealand Transport Agency (provision of State Highways and co-funder of public transport and transport infrastructure).*

The implementation of ***Better Ways To Go*** will be refined over time and is structured on the three-pronged approach of shaping urban form, investing in infrastructure and services, and influencing people's travel choices. This mirrors the structure of the national Mode Shift Plan, *Keeping Cities Moving*[2], and details how the partners will approach mode shift at a local level.

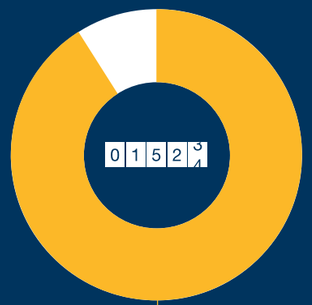
The plan is intended to inform how each Way To Go partner organisation prioritises delivery of activities approved in the Otago-Southland Regional Land Transport Plan (RLTP) 2021/31. This and subsequent RLTP's are a key step in securing the funding needed to deliver the activities outlined in this plan, in addition to those already funded through recent Government crown funding announcements.

The plan will need to be updated periodically to reflect progress and new information as ongoing spatial planning and business case work concludes. The plan aligns with and complements the objectives of a range of National and Local policy documents, including the Queenstown Lakes Spatial Plan and Climate and Biodiversity Plan. Implementation of mode shift actions will assist with achieving a range of policy goals. An improved understanding of the impacts of COVID-19 will also emerge over time and may have a bearing on what and when interventions take place.

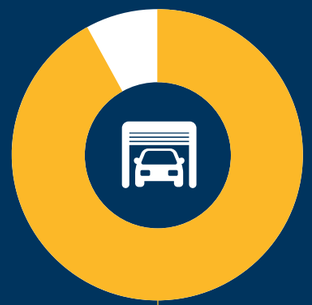
[2] *See https://www.nzta.govt.nz/walking-cycling-and-public-transport/keeping-cities-moving/*

2. The importance of mode shift

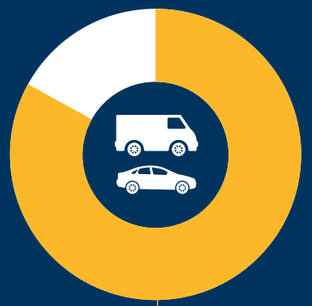
2.1 Mode shift defined



91% OF TOTAL DISTANCE TRAVELLED IS BY DRIVERS OR PASSENGERS IN A CAR OR VAN



92% OF HOUSEHOLDS HAVE ACCESS TO A CAR (56% HAVE TWO OR MORE)



83% OF TOTAL TRIP LEGS ARE MADE BY A DRIVER OR PASSENGER IN A CAR OR VAN

55% INCREASE IN NEW ZEALAND'S VEHICLE FLEET BETWEEN 2000 AND 2017

Figure 1 - NZ Car Travel

The dominant form of transport for the movement of people in Aotearoa New Zealand today is the private car. In 2018, 91% of all household travel was by drivers or passengers in a car or van, with 92% of all households having access to at least one car. In 2018 two-thirds of all workers and over a third of all students travelled to their place of work or study by car, either as a driver or passenger[3].

Despite the recent growth in public transport, walking and cycling in many urban areas, private vehicle travel is also increasing. Shared and active modes do not yet account for a significant proportion of total journeys and New Zealand remains a very car dependent country overall, with one of the highest rates of car ownership in the OECD. The share of travel by public transport, walking and cycling varies across cities, due in part to geography, and different urban planning and transport policies over time.

This travel behaviour has been typical for decades in New Zealand's main cities, driven by improved affordability and accessibility of private cars, along with expanded and dispersed urban environments to enable population growth and preferred housing types.

These trends have combined to make walking, cycling and public transport travel less convenient and impractical for most trips, with dispersed populations making fast and reliable public transport services very hard to provide cost-effectively and walking and cycling impractical for medium to long distance trips.

Reversing this trend – to achieve a "mode shift" in travel choices - has been a focus in the transport sector for many years, yet it has been an ongoing and significant challenge. In Queenstown, the challenge remains to develop a sustainable land use pattern as it grows, invest more in walking, cycling and public transport, and help people make better travel choices.

Mode shift and the behavioural changes needed to facilitate it, are also dependent on the designers of transport networks and significant land use projects. It is not sufficient to target existing and potential users of alternate travel methods alone.

[3] *2018 census. Statistical areas immediately surrounding Queenstown and Frankton.*

2.2 Benefits of mode shift

Mode shift is not an outcome in and of itself, but rather a key indicator of progress towards several key transport outcomes. Together, these benefits underpin the potential to create more vibrant and liveable urban environments and improve wellbeing and quality of life. Providing more transport choice also means a greater range of alternative travel options is available in the face of short- and long-term disruption to the transport system.

Outlined below are the key drivers of the desire to see more travel on foot, by bike or public transport.

CLIMATE CHANGE

Road transport is responsible for 25% of New Zealand's net CO_2 emissions[4] and its reduction is a priority for the country to meet its climate change obligations under the Paris Agreement. Emissions in the Queenstown Lakes District accounts for approximately 1.8% of these CO2 emissions (264,430 TCO_2e in 2017[5]) and reductions in road transport emissions are a key focus of the Queenstown Lakes District Council's Climate and Biodiversity Plan. Mode shift can help contribute towards 2050 net zero goals for greenhouse gas emissions.

ENVIRONMENTAL SUSTAINABILITY

An increase in public transport and active modes reduces pressure on natural resources and reduces carbon emissions from the vehicle fleet, while more efficient use of land (given reduced demand for roads) lessens the impact on biodiversity and water.

HEALTH AND SAFETY

Walking, cycling and public transport offer an easy way to add physical activity into everyday life, reducing sedentary lifestyles and increasing levels of obesity and related chronic disease. Increasing traffic volumes generally result in increased crashes and injuries. By limiting the growth in traffic volumes through mode shift, users of the network are exposed to less risk.

INCLUSIVE ACCESS

Many people in the community don't or can't drive, and the provision of attractive and viable alternative means of transport for all is a key factor in addressing transport disadvantage. Socially connected, liveable communities, places where people walk, cycle and use public transport, are likely to perform better on a range of social indicators.

NETWORK EFFICIENCY

Roads are expensive and slow to plan and build. As traffic volumes increase it becomes less practical and more expensive to add capacity, resulting in travel delays with economic, environmental and social cost to individuals and society. Walking, cycling and public transport trips are inherently more efficient travel modes as they take up less space on roads and can increase the movement of people without increasing the number of vehicles, as well as extending the life and reducing maintenance cost of existing infrastructure.

[4] *Ministry for the Environment, 2017.*
[5] *QLDC commissioned greenhouse gas emission inventory report by Tonkin and Taylor Ltd. See https://www.qldc.govt.nz/your-council/our-vision-mission/climate-action-plan*

3. The Queenstown Lakes District

The Queenstown Lakes District is now home to over 50,000 residents and frequented by many more visitors every year.

The Queenstown Lakes District is renowned for its natural beauty. The landscapes and environment are of significant value to Kāi Tahu, the community and visitors. They underpin the tourism sector and enable a wide range of recreation and outdoor activities. The lakes are a direct link to iwi creation traditions. The area is also a gateway to Fiordland and Mt Aspiring National Parks.

Growth pressures have resulted in urban development occurring over an increasingly large, dispersed area. Much of the district is subject to constraints and protections that limit further urban development. The alpine terrain, extent of Outstanding Natural Landscapes and Features as well as open space limit urban development mostly to the Whakatipu and Upper Clutha areas.

This is changing some areas from a rural character or natural landscape to a more modified rural and urban environment, compromising some aspects of the environment valued by the community and Kāi Tahu. It is also impacting the availability of productive rural land.

The number of visitors to the Queenstown Lakes was placing pressure on the environment at popular destinations, eroding the very values that people travel here to experience. Options for visitors to move around and experience the area are needed that have less impact on the climate, are within environmental limits, and that respect Kāi Tahu values.

Figure 2 demonstrates the geographic extent of the district and this document.

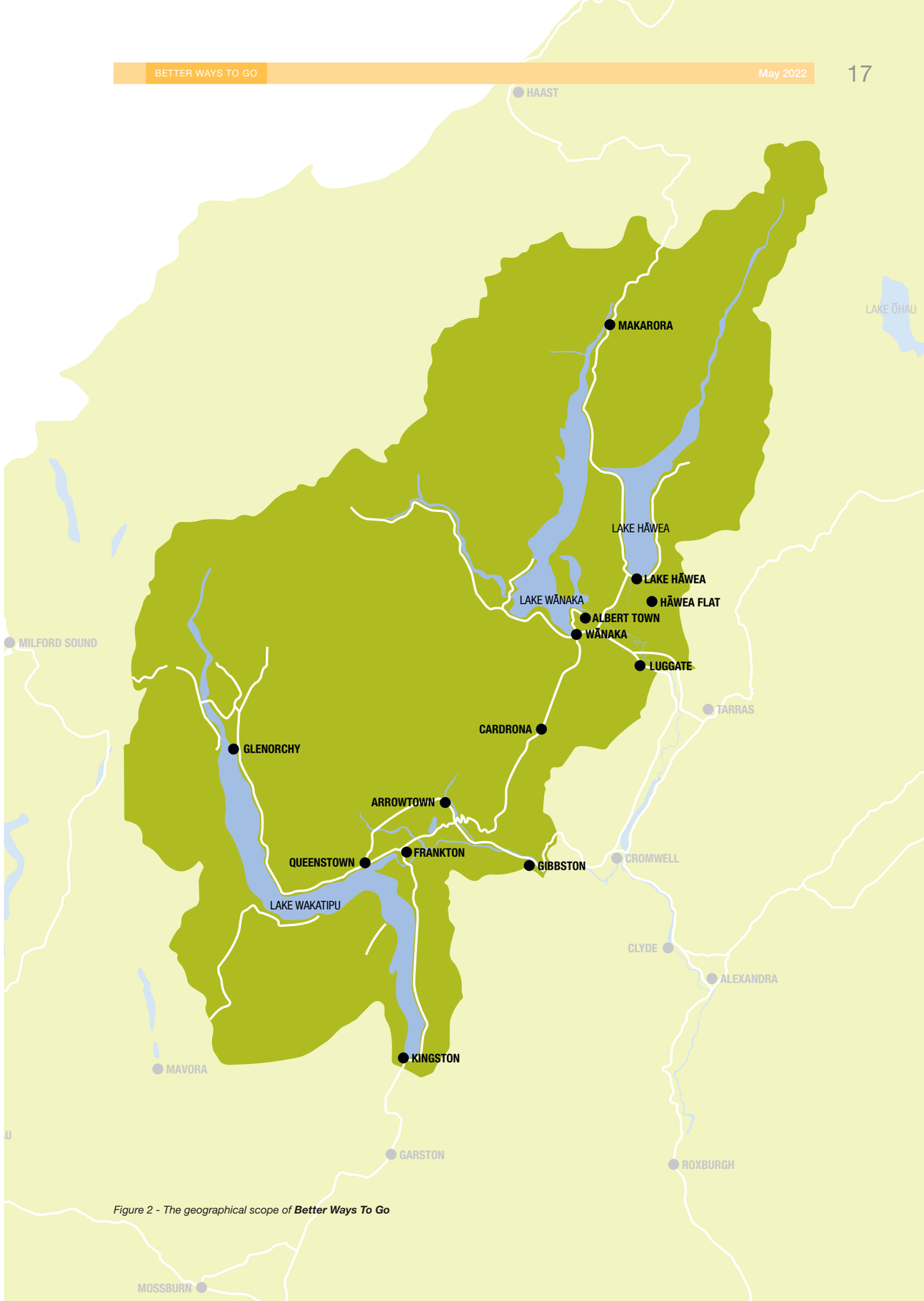


*Figure 2 - The geographical scope of **Better Ways To Go***

Population and demographics

Over the past 30 years, the Queenstown Lakes District has grown from 15,000 residents to its current population of 50,160 and is the second-largest urban area in Otago, behind Dunedin. Prior to the COVID-19 pandemic, the district was experiencing the fastest rate of resident and visitor growth in Aotearoa New Zealand.

The Queenstown Lakes Spatial Plan states the average day population (residents and visitors) for the district is expected to increase from an estimated 66,000 people (50,000 residents and 16,000 visitors) in 2022 to an estimated 123,000 (84,000 residents and 39,000 visitors) in 2052. The resident population is approximately 70-75% on an average day.

For the peak period which typically falls over New Year (late December / early January) and is relatively short, population (residents and visitors) for the district is expected to increase from an estimated 102,000 people (50,000 residents and 52,000 visitors) in 2022 to an estimated 202,000 (84,000 residents and 118,000 visitors) in 2052. The resident population is approximately 40% on a peak day. The peak projection is particularly important for infrastructure planning. These projections are demonstrated in *Figure 3*.

Growth has had benefits and caused some challenges. The economy has performed very strongly, with GDP growth over double the New Zealand average and there has been very low unemployment. Residents enjoy access to more and better services, supported by a larger population and more visitors. However, investment in infrastructure and housing has not kept up with the rate of growth, there are problems with housing affordability and congestion is worsening. The number of visitors before the COVID-19 pandemic was putting pressure on both the environment and community.

Figure 3 - Population growth projections

** QLDC Demand Projections to 2053, July 2020*

The economy

The Queenstown Lakes District has experienced very strong economic (GDP) growth over the last decade (over double the New Zealand average), with population and visitor growth providing the main stimulus. However, the Queenstown Lakes District economy is more concentrated and reliant on a few industries and is the reason COVID-19 has had a particularly profound impact compared to other parts of New Zealand. While the visitor economy has until recently been a strength, this dominance means that the district is one of the least diversified economies in New Zealand.

Domestic and international tourism has been the district's main economic driver, contributing $2.08 billion in the 12 months to 2016. In 2018 there were 4.69 million visitor nights spent in commercial Queenstown Lakes District accommodation, and 2.92 million visitor nights in private accommodation. In the year to June 2019, 2.3 million passengers passed through the airport.

Land use and housing

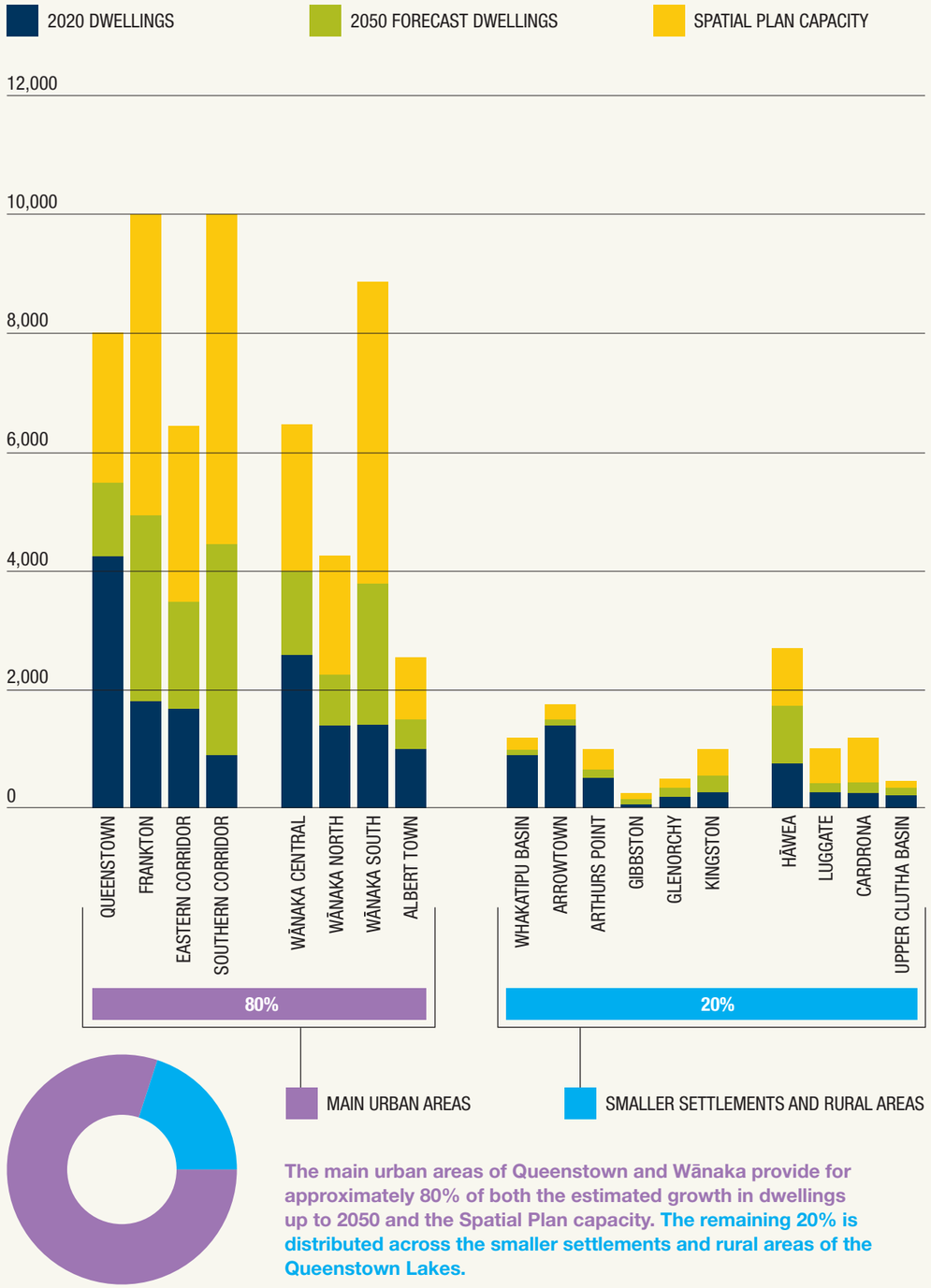
The spatial distribution of commercial activities has traditionally been focused on the Queenstown and Wānaka central business districts. However, since the early 2000s, new commercial centres have arisen and developed, most notably Frankton, which has a mixed use (commercial and residential) function. The District Plan does not take a hierarchal approach to the way centres are managed; rather it builds on existing strengths.

There are several small satellite residential areas such as Arthurs Point, Shotover Country/Lakes Hayes Estate, and Jacks Point/Hanleys Farm which operate as dormitory suburbs, which means they are currently not self-sufficient in terms of employment and access to basic services, and are largely disconnected from other centres, resulting in high car dependency. These centres are also geographically separated from commercial cores by significant river crossings. As a result, a number of critical roads and bridges are operating at or near capacity.

The majority of residential housing in the district is typified by traditional suburban densities (450-1000 square metre sections) and housing typologies (single storey standalone homes). Higher density properties are less prevalent and are typically located in and around the Queenstown Town Centre and used as visitor accommodation.

According to 2018 census data roughly 40% of Queenstown's homes were unoccupied, a rate significantly higher than the New Zealand average of 11%. Due to many homeowners choosing to offer short term rentals, and return over the peak periods, there are seasonal shortages of rental accommodation, which has led to higher rental costs and a trend for some of Queenstown's workforce to move to nearby towns, including Cromwell, Kingston and Glenorchy and commute. The additional vehicle travel generates adverse environmental impacts on emissions, air quality and human health. Long commuting times and travel delays can also adversely affect community safety, quality of life and living costs.

Estimated dwellings and Spatial Plan capacity 2020-2050



The main urban areas of Queenstown and Wānaka provide for approximately 80% of both the estimated growth in dwellings up to 2050 and the Spatial Plan capacity. The remaining 20% is distributed across the smaller settlements and rural areas of the Queenstown Lakes.

Figure 4 - Estimated growth in dwellings

Whakatipu – Priority development areas

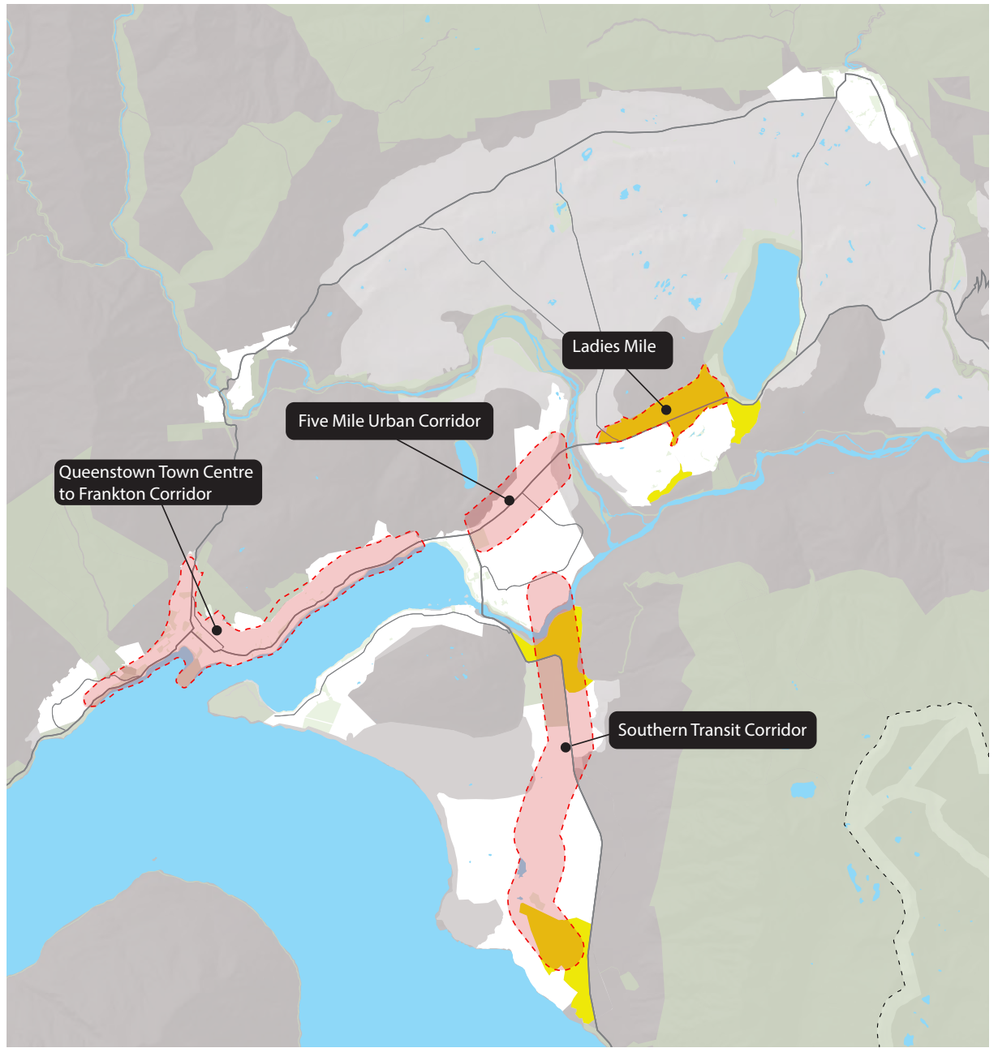


Figure 5 - Whakatipu Basin priority development areas

Upper Clutha – Priority development areas

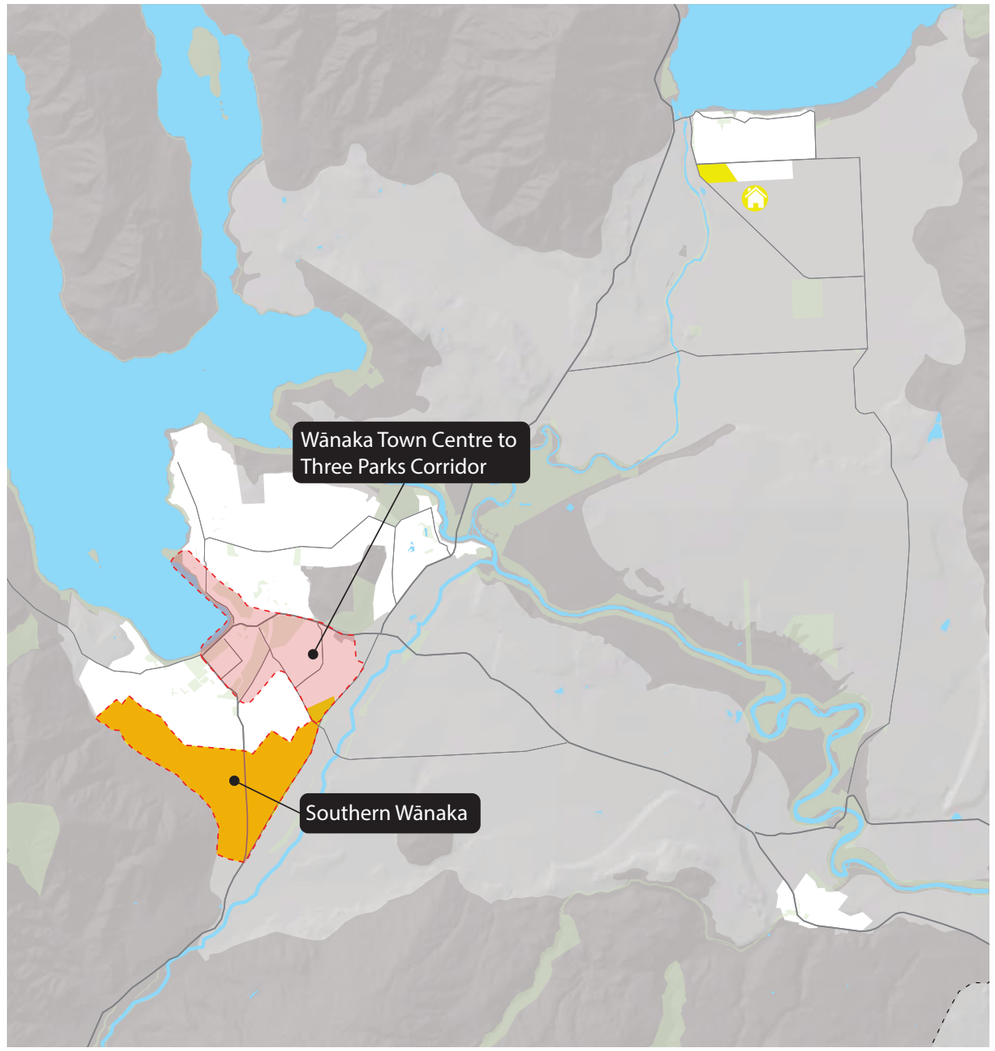


Figure 6 - Upper Clutha priority development areas

Smaller settlements

The district's smaller towns and settlements will accommodate a limited amount of the projected future growth through infill development and expansion within areas already zoned in the District Plan for urban development. The growth enabled by the District Plan means some smaller settlements may change significantly over the next 30 years.

Cardrona has the potential to develop as an alpine resort, becoming an important focus for visitor activities. Kingston, Luggate and Hāwea will continue to transition from holiday settlements into small towns with more permanent residents. Other smaller settlements, such as Glenorchy and Makarora are expected to see a small amount of growth occurring within their current footprints and consistent with their unique character.

Inter-regional connections - Cromwell

This plan recognises there is a link between Cromwell, located in the neighbouring Central Otago District, and the urban areas of the Queenstown Lakes District. Many residents travel between Cromwell, Wānaka and Queenstown for employment, and Cromwell is an increasingly important distribution hub for freight and businesses serving the district. The Queenstown Lakes Spatial Plan anticipates Cromwell and nearby settlements will grow in accordance with the Cromwell Masterplan, which was completed in 2019.

4. Transport context

The development of the Queenstown Lakes District transport system has not kept up with rapid growth in businesses, residents and visitors, and there is a lack of transport choice across the district.

The dispersed, low density settlement pattern means many people are reliant on private vehicles to access jobs, education, and facilities. The district's status as domestic and international tourism gateway is compounding these issues, adding to congestion, emissions, and safety issues.

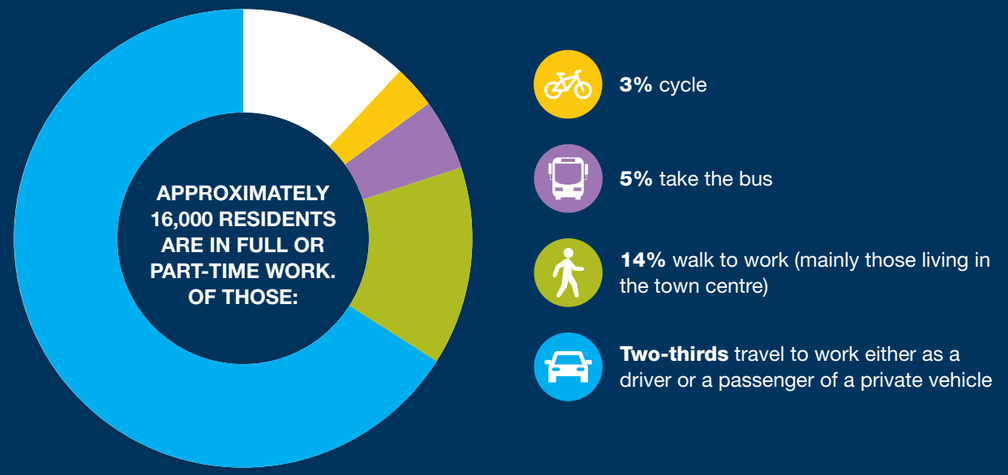
The transport network is constrained geographically, with numerous parts of the district served by only one route option, which is often vulnerable to disruption and closures (e.g. due to weather) and roads are generally the only viable means of transport. This also limits the resilience of the network to incidents. The topography of the area makes providing additional or alternate infrastructure challenging and prohibitively expensive, meaning further efficiencies in the use of existing road corridors are required.

Active travel is a focus across the district but there is an emphasis on completing and enhancing existing routes and providing new routes in and around the Whakatipu Basin and integrating them with the growing Queenstown Trails Trust network. There is also work underway to improve and establish new active transport options within the fast-growing Wānaka area.

Industry research and evidence, both nationally and globally, recognises that because of trip distances and the volumes of people involved, public transport has a very important role to play in achieving the mode shifts necessary in the next 20-30 years within the district. Improved public transport services, route coverage and infrastructure, will be most effective when combined with integrated land use planning and targeted travel demand management.

Much of the current tranche of the district's strategic transport planning work is now complete and moving into detailed design and delivery. However, several investigations and assessments are ongoing due to their complexity and the disruption caused by COVID-19, in terms of both the time lost to lockdown and the need to re-evaluate the underlying assumptions of the work.

Figure 7 - Journey to Work



4.1 Whakatipu Basin

CURRENT CONTEXT

The approach to achieving mode shift across the district has been informed by a comprehensive range of spatial and master planning focused on Frankton, the Queenstown Town Centre, and Wānaka Town Centre which has served as an input to transport business cases.

The Whakatipu Basin[6] is the largest urbanised area in the Queenstown Lakes District and is consequentially the main centre of traffic movement and where the greatest benefits can be achieved from mode shift.

The current form and function of land use in the Whakatipu Basin contributes to transport challenges. Frankton and the Queenstown Town Centre both serve as residential and commercial cores and key destinations. These two areas are linked by SH6A which is nearing capacity with limited ability to increase due to property and topographical constraints.

Approximately 16,000 residents are in full or part-time work[7] and two-thirds of these travel to work either as a driver or a passenger of a private vehicle. Fourteen percent of workers walked to work (mainly those living in the town centre) with 5% taking the bus and 3% cycling, as illustrated in *Figure 7*.

The challenge presented by the two-thirds who travel by car is that these trips typically focus on just a few routes that link residential suburbs to and from the main employment centres at Frankton and Queenstown Town Centre. These include the State Highways SH6 (Frankton–Ladies Mile Highway and Kawarau Road), SH6A Frankton Road and the local roads that link to these in the town centre and Frankton, notably Grant Road, Hawthorne Drive, Stalker Road, Howards Drive and Gorge Road.

Journeys on these routes can be significantly delayed at peak times in both directions, especially given driving as a proportion of all trips is particularly high out of the suburbs of Sunshine Bay, Arrowtown, Frankton, Lake Hayes Estate and Shotover Country.

[6] *The 17 statistical areas in and around Queenstown and Frankton as defined by Stats NZ.*
[7] *Over 2,800 worked from home on census day 2018.*

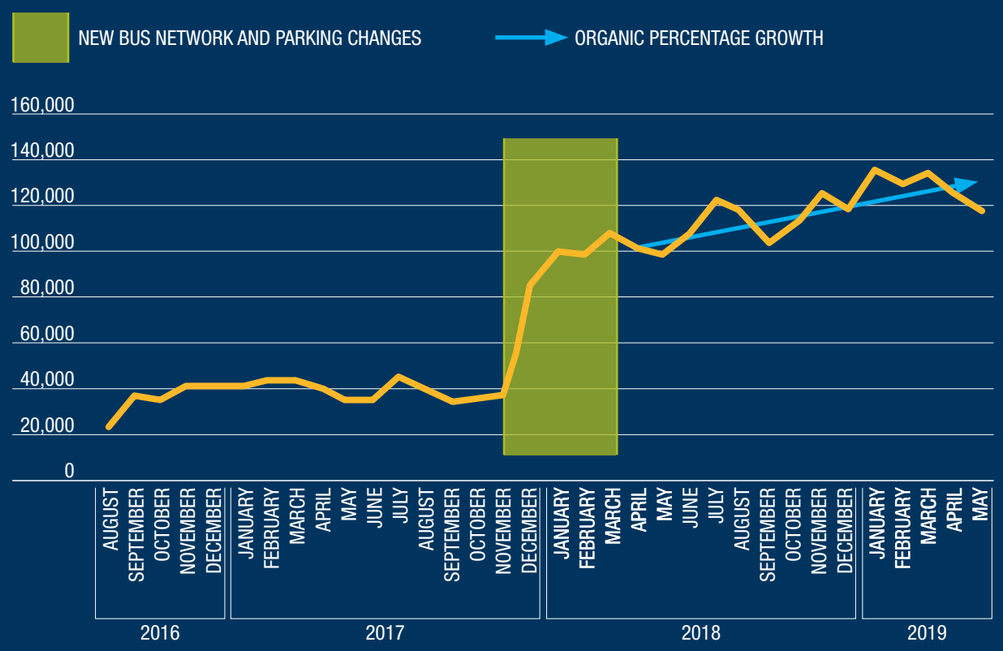
PUBLIC TRANSPORT

Bus patronage improved significantly from late 2017 (until the impact of COVID-19 in 2020), with the introduction of an improved network of services, parking changes and a $2 flat fare structure. This growth indicates a strong latent demand for quality affordable public transport.

The Whakatipu Basin has an estimated school roll of around 3,500 students at the 7 schools in the area and an additional 1,000 students in full or part-time study at the various pre-school and tertiary institutions. Of these, around 30% get to their place of education as a passenger in a vehicle, with around 20% catching a school or scheduled bus, 16% walking (mainly in Arrowtown, Shotover Country and Lake Hayes Estate to the local schools) and 6% cycling[8].

International visitor insight research conducted in the 2018/19 year indicated that 67% of all international visitors interviewed in Queenstown chose to self-drive, with only 26% travelling in tour groups. Combined with domestic tourism, this is a key challenge, given visitations were growing significantly prior to COVID-19 with a 39% increase in visitor nights from 2013 to 2018.

Whakatipu patronage



236% increase monthly patronage between November in 2017 and 2018*

Figure 8 - Wakatipu Basin Public Transport Patronage growth

[8] *Over 400 studied from home on census day 2018.*

* *Source provided by Otago Regional Council (2019)*

FUTURE CHALLENGES

Transport modelling completed in late-2018 provides an estimate of future travel conditions in the Whakatipu Basin area. This modelling considered likely future growth in population, jobs, housing, school rolls and visitors to forecast effects on the road network at future years of 2028 and 2048.

A key feature of the transport modelling findings was the effect of employment and household growth in Queenstown Town Centre and Frankton. A clear relationship between these two centres is emphasised over time, with traffic demand growing to a level shortly after 2028 where duplication of Frankton SH6A would become necessary to maintain a functional road network.

Subsequent investigations into this option have shown such a move is not feasible given the geology of the area and the costs involved, preferring instead to pursue a strong mode shift strategy that will require 40% of all trips to be made by bus (and other modes) along this corridor, and 60% by 2048.

Beyond Frankton Road, a similar situation is forecast along Kawarau Road and the Frankton-Ladies Mile Highway (State Highway 6). The modelling suggests these sections of the network also require duplication post-2028, due to growth in demand driven by airport expansion, residential development south of the Kawarau River (Hanleys Farm and Jacks Point) and Ladies Mile and employment in Frankton East.

Accommodating significant levels of general traffic growth on these links is not the preferred approach, where instead a strong public transport emphasis is envisaged as part of a wider Whakatipu Basin public transport approach involving dedicated priority facilities for buses (as a minimum) along State Highway 6 and bus priority along State Highway 6A Frankton Road.

Public transport service coverage and frequency on the most popular routes and to support new urban growth will need to be enhanced over time to attract new users as the visitor economy and population recovers from the impacts of COVID-19. During times of lower demand, there are often opportunities to optimise the service offering, as has been seen recently with the introduction of the Lake Hayes Estate direct service into the Queenstown Town Centre.

4.2 Wānaka / Upper Clutha

CURRENT CONTEXT

The Wānaka / Upper Clutha area includes the Wānaka, Hawea, Luggate and Cardrona townships and their surrounds.

Wānaka is undergoing rapid change. More people are living and working in Wānaka than ever before, and it is increasingly popular with domestic and international visitors. There has been sustained growth on the State Highway network and cycle counts are also increasing, with a 2022 year to date average of over 1500 cyclists per day on Lakeside Drive.

The impact of this growth is beginning to lead to undesirable outcomes that detract from the experience of visiting Wānaka, including traffic congestion, increased parking demand caused by reliance on private vehicles for key journeys.

Currently there are limited route options on the Wānaka transport network, and this is leading to over-reliance on limited links and travel modes, creating localised congestion, travel delay and increasing barriers to accessing social and economic opportunities.

Key issues in this area include:

- Severance caused by major roads, with limited safe crossing points
- Poor connectivity between residential areas, the town centre and key trip generators, including schools, with few active travel facilities and no public transport
- Narrow, disjointed footpaths and cycleways
- Perceived safety issues at numerous intersections
- Perceived safety risks to vulnerable users

FUTURE CHALLENGES

The rapid growth and land use change in the Upper Clutha have continued even during the COVID-19 pandemic and will be exacerbated by an increase in demand from continued visitor growth. The potential development of large-scale film studio complex between the airport and the town centre will also be a significant generator of trip demand. Consideration must also be given to any future planning for the Wānaka Airport and/or a potential new airport at Tarras in the long term.

The travel demands of such development needs to be managed in a structured way through the provision of active mode improvements in the short term and land use development over time that supports future provision of public transport services.

The most significant issues in Wānaka confirmed by community feedback, include:

- The community has a strong desire to enhance the place function of the town centre
- The main destinations are not well connected to residential areas, and this is true for all modes.
- There are limited route choices which is leading to a poor level of service on the routes that are available along with an increase in related severance.
- There are conflicts in the town centre that create a high personal safety risk.
- The two emerging centres at Three Parks and Northlake are of a different format and character to the Wānaka Town Centre. The location and land use within these centres has been primarily developer led, and transport and land use planning are not comprehensively integrated across the wider network.
- Future Wānaka airport operations and the land use and transport implications.

5. Developing the plan

This Mode Shift Plan for the Queenstown Lakes District is influenced by both national strategic direction and work emerging out of other regional processes and programmes, particularly the Regional Land Transport Plan (RLTP) 2021-2031.

5.1 Strategic direction

NATIONAL

The national strategic direction for this plan comes from the Government Climate Change Response, the Ministry for the Environment Draft Emissions Reduction Plan, Ministry for Transport Outcomes Framework, the National Policy Statement on Urban Development, Government Policy Statement on Land Transport (GPS), as well as Arataki and Keeping Cities Moving (the national Mode Shift Plan).

CLIMATE CHANGE RESPONSE

Transport is New Zealand's second-largest source of greenhouse gas emissions. It is responsible for:

- approximately 20 percent of gross domestic emissions
- 43 percent of total domestic CO_2 emissions.

The Way to Go partnership must set a pathway to a zero-carbon transport system by 2050. To do this, the Climate Change Commission recommends reducing transport emissions by:

- 13 percent by 2030
- 41 percent by 2035 (compared to 2019).

The Independent Climate Change Commission recommends the Government focuses on three areas to reduce emissions from the transport system:

1. Reducing reliance on cars and supporting people to walk, cycle and use public transport
2. Rapidly adopting low-emission vehicles and fuels[9]
3. Beginning work now to de-carbonise heavy transport and freight

The Mode Shift Plan recognises these focus areas and has used them to guide the priority measures and approach. They also align well with the Ministry of Transport's paper *Hīkina te Kohupara*.

Emissions budgets set a limit on the amount of greenhouse gas emissions allowed across a five-year period. Emissions reduction plans set out the policies and strategies for achieving emissions budgets. A new plan must be published before each budget period, and the Ministry for the Environment intend to publish the first emissions reduction plan in May 2022.

Meeting the first proposed emissions budget for 2022–25 is currently estimated by officials[10] to require an additional reduction of 7.7[11] Mt CO_2e compared to how emissions are tracking under current policy settings, including measures already in place under the Government's Climate Action Plan.

While all sectors will need to make concerted efforts to reduce emissions, there are likely to be more emissions reductions in the transport, energy and industry sectors in the first budget period. This is where the most efficient and cost-effective reductions can be made in a short period of time.

An Emissions Reduction Plan draft discussion document was released by the Ministry for the Environment in October 2021 which proposed the introduction of four transport targets:

- reduce vehicle kilometres travelled (VKT) by cars and light vehicles by 20 per cent by 2035 through providing better travel options, particularly in our largest cities
- increase zero-emissions vehicles to 30 per cent of the light fleet by 2035
- reduce emissions from freight transport by 25 per cent by 2035
- reduce the emissions intensity of transport fuel by 15 per cent by 2035.

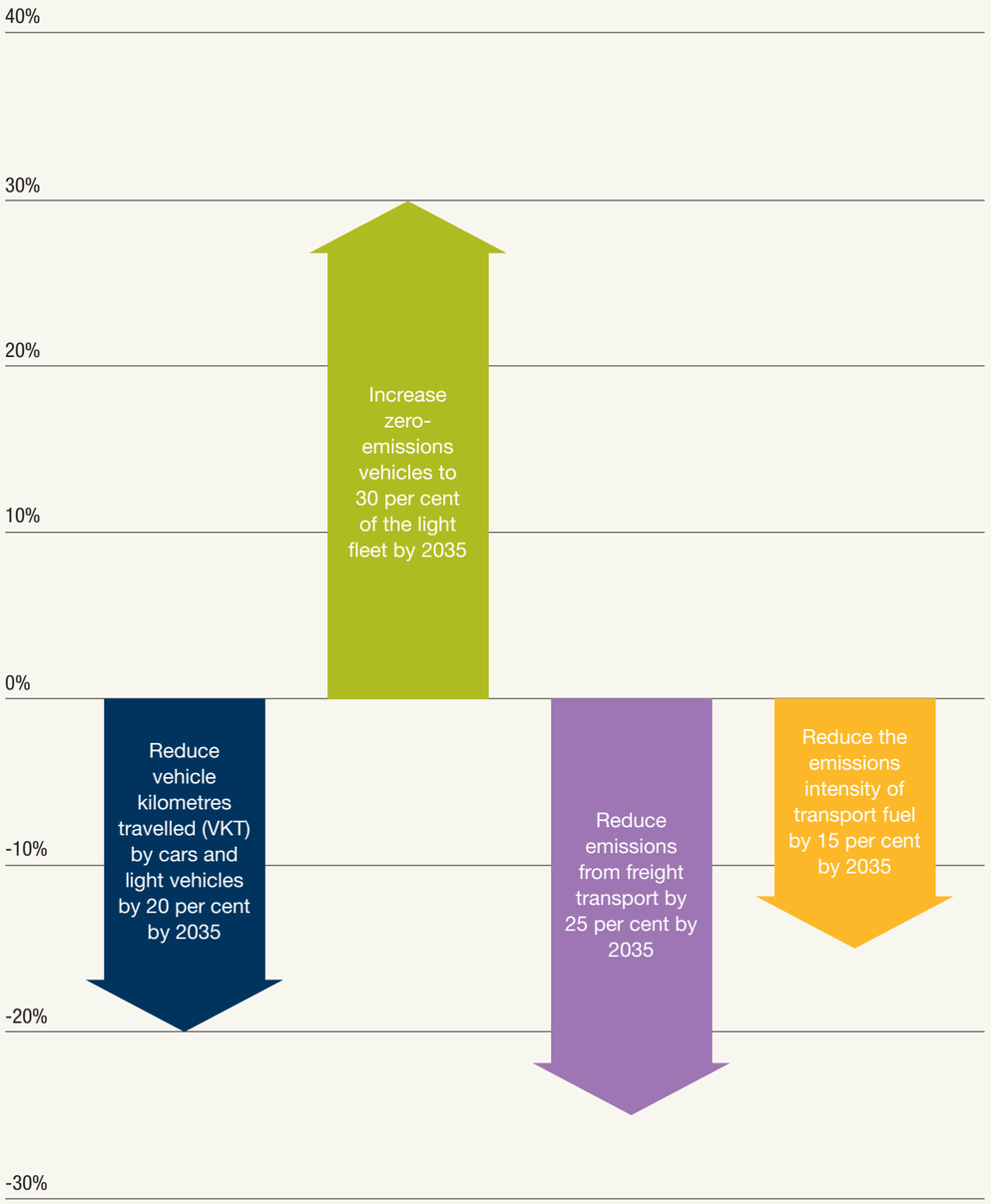
[9] *We have amended this focus to include low-emission fuels to acknowledge that biofuels (and other low emission fuels) will also play a role in reducing light vehicle emissions.*

[10] *The officials' estimates discussed in this section were calculated using the current GWP_{100} metric values from the Intergovernmental Panel on Climate Change's (IPCC) Fourth Assessment Report (AR4.) https://www.ipcc.ch/assessment-report/ar4/*

[11] *This figure is officials' current best estimate based on latest projections and other information, including assuming the Marsden Point oil refinery converts to an import-only terminal as expected around mid 2022, assuming final board approval of the August 2021 shareholders vote to convert the oil refinery to an import-only fuel terminal.*

The Ministry of Transport forecasts that transport emissions will be nearly double where they need to be in 2035, unless we introduce major interventions to put us on a different pathway.

Proposed transport targets



The National Policy Statement on Urban Development (NPS-UD) is a means by which urban form will influence mode choice over time. A key objective of the NPS-UD is to ensure Councils provide sufficient development capacity to meet demand. However, the NPS-UD also contains a number of policies that can assist with shifting mode from the private vehicle to public transport, walking and cycling modes, including:

- Ensuring planning decisions contribute to well-functioning urban environments that have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport and support reductions in greenhouse gas emissions.
- Regional policy statements and district plans enable heights and density of urban form commensurate with the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services.
- District Plans are prohibited from setting minimum car parking rates and are strongly encouraged to manage the effects associated with the supply and demand of car parking through comprehensive parking management plans.
- Develop Future Development Strategies (e.g. Queenstown Lakes Spatial Plan) that has a purpose to assist the integration of planning decisions with infrastructure planning and funding decisions.

Ministry of Transport Outcomes Framework makes it clear what the government is aiming to achieve through the transport system. The purpose of the transport system is to improve people's wellbeing, and the liveability of places, by contributing to five key outcomes: inclusive access; healthy and safe people; environmental sustainability; resilience and security; and economic prosperity.

Government Policy Statement (GPS) on Land Transport 2018 sets out the government's priorities for expenditure from the National Land Transport Fund over the next 10 years. The GPS 2018 made it clear that transformation of the transport system was required, prioritising a safer transport system free from death and injury, accessible and affordable transport, reduced emissions and value for money (safety, access, environment, and value for money).

The draft GPS 2021 currently out for consultation by the Ministry of Transport builds on the strategic direction of GPS 2018 by maintaining the priorities but updating them. The government is proposing to prioritise safety, better transport options, improving freight connections, and climate change.

Arataki is the Waka Kotahi 10-year view of what is needed to deliver on the government's current priorities and long-term outcomes for the land transport system. This identifies a number of inter-related step changes, including Urban Mobility – which highlights the urgent need to shift from our reliance on single occupancy vehicles to more sustainable transport solutions for the movement of people and freight.

Toitū Te Taiao is the Sustainability Action Plan for Waka Kotahi and is shaped by the Avoid – Shift – Improve model: avoid/reduce reliance on private motor vehicles through integrated land use and transport planning; shift the travel of people and freight to low-emission modes, public transport, active and/or shared transport modes; and improve the energy efficiency of the vehicle fleet.

Keeping Cities Moving is the Waka Kotahi overall national mode shift plan. It details a series of actions for Waka Kotahi to pursue and outlines a best practice approach based around the integrated use of three key levers addressed in Section 6.

REGIONAL

Otago-Southland Regional Land Transport Plans 2021-31 *Priority 3 - Invest to create genuine mode choice – 30%*

This plan contains the following problem statement: Lack of land use and transport integration and the ease of vehicular travel means alternative mode networks remain underdeveloped and unattractive

Rapid change and unplanned urban growth can hamper transport networks and significantly impact the ability of Road Controlling Authorities (RCAs) to support communities with transport choice through timely upgrades of infrastructure and services. Where there has been a lack of integrated land use and transport network improvements, growing and expanding communities are left unsupported without viable and attractive means of transport.

Only through urgent investment in multi modal transport options, alongside integrated land use and transport planning, will adequate networks be developed to ensure the movement of people and goods is efficient and effective, safe and fit for purpose in the future. Investment in genuine mode choices is also one of the best tools available to address pressing environmental issues, meeting carbon emissions targets, and mode shift goals.

Otago Regional Public Transport Plan 2021 – 2031 is the Otago Regional Council's strategic document that guides the planning and delivery of public transport services and infrastructure in the Otago region. The Plan contains five objectives for Public Transport relating to carbon reduction, network integration, adaptability, safety and accessibility and affordability. The Plan recognises that public transport plays an important role in enabling people to access employment, health and education services and reducing congestion on the road, but there are also many challenges and opportunities facing public transport across Otago.

The plan states key opportunities identified for the Whakatipu Network focus on enabling a step change in public transport patronage and mode share, which will be identified and refined through a new detailed public transport business case to enable a significant growth in patronage. It is also stated that a change in public transport will be supported through a high capacity, high priority public transport spine that links key development areas identified through the spatial planning process as well as important tourist destinations, which needs to be supported by infrastructure and behaviour change aspects for it to be successful.

The Queenstown Lakes District Spatial Plan. "Grow Well Whaiora" is a collaborative planning process between local communities, Kāi Tahu, Queenstown Lakes District Council and Government agencies. The plan responds directly to the statements in Vision Beyond 2050 - 'A Unique Place. An Inspiring Future. He Wāhi Tūhāhā'– outlines how the people of Queenstown want to live, work and play in the future. Its purpose is to plan for future growth in an integrated way by identifying locations for future urban development that best balance community aspirations with future demand and infrastructure provision, including transport.

The Spatial Plan identifies mode shift to sustainable transport as one of the key factors in addressing future growth challenges in the District, stating *'traditional transport strategies and response to growth will no longer work in the Queenstown Lakes environment, and substantial change in behaviour that embraces public transport, walking and cycling is needed'.*

The Plan recognises rapid growth, car dependence and dispersed, low density settlements mean the current transport network does not provide sufficient choice, reliability or meet future needs, and that a new approach is required that focuses on moving people, not cars. and is structured around key outcomes, with transport the focus of Outcome 2: *Public transport, walking and cycling is the preferred option for daily travel.*

This will require creating a resilient, sustainable and safe transport network where public transport, walking and cycling are everyone's first transport choice. The Spatial Plan proposes to address this through the following strategies:

- Strategy 5 – Ensure land use is concentrated, mixed and integrated with transport
- Strategy 6 – Coordinate a programme of travel demand initiatives
- Strategy 7 – Prioritise investment in public transport and active mode networks

'A Unique Place. An Inspiring Future. He Wāhi Tūhāhā. He Āmua Whakaohooho'

To develop the Spatial Plan, Queenstown Lakes and Otago Regional Council formed a partnership with Kāi Tahu, central and local government with the overarching goal to 'Grow Well' or 'Whaiora'.

Whaiora is at the heart of the spatial plan and is underpinned by three key principles, these being Hauora (wellbeing), Aumangea (resilience) and Whakauka (sustainability). These three principles have informed the five spatial outcomes and guide the direction of the spatial plan to 'Grow Well'. The five outcomes are:

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

Queenstown Lakes Climate and Biodiversity Plan 2022-25 DRAFT specifically addresses transport through Outcome 2 – A low emission and effective transport system, which has the following associated actions:

Action 2.1 – work with Otago Regional Council and Waka Kotahi NZ Transport Agency to plan and implement a local public transport system that is frequent, affordable, and meets the needs of local communities. The action includes:

- Advocate for increased public transport frequency, coverage, and facilities in the Whakatipu Basin as part of Otago Regional Council's Public Transport Business Case. (2021-2022)
- Ensure public transport is promoted in master planning and business cases, including the Wānaka Network Optimisation Business Case (2021 – 2022)
- Deliver projects alongside Waka Kotahi and Otago Regional Council to improve public transport infrastructure and services in the Whakatipu Basin
- Work with and support local organisations to run public transport trials in the Upper Clutha (2022 – 2027)
- Through the Grow Well | Whaiora - Spatial Plan identify and promote potential regional public transport services to increase public transport connections within our wider region (2024 – 2027)

Action 2.2 – Accelerate investment in dedicated active travel networks and infrastructure, including improved access to public transport hubs, education facilities and other key destinations. Explore opportunities for QLDC to prioritise and directly fund infrastructure that enables active travel.

Action 2.3 – Provide accessible cycle and micro-mobility parking, e.g. scooters, in our town centres including secure options.

Action 2.4 – Identify, prioritise and improve road crossings for pedestrians, particularly at areas of high exposure to traffic, long waits at signals or significant distances between controlled crossing points.

Queenstown Lakes District Destination Management Plan (draft) recognises the importance of transport efficiency through Goal 2: *Ensure the visitor economy has a positive environmental impact and is aligned with being net zero emissions and zero waste by 2050.*

The aim of this goal is to ensure the visitor economy shoulders responsibility for and takes action to address its environmental footprint; and, regarding carbon, does so at least in line with Aotearoa New Zealand's obligations under the Paris Agreement using science-based reduction targets.

The plan proposes to address the impacts of travel through Project 9 - Travel lighter, which includes the following actions:

9.1 Support the development of infrastructure and access to energy sources required to enable lower and zero carbon mobility.

9.2 Encourage the use of non-fossil fuel transport options by visitors.

9.3 Collaborate with key partners to support the development and promotion of EV and e-bike touring routes.

9.4 Identify opportunities to further develop active walking and cycling transport networks that benefit visitors and local communities (e.g., expand the trail network to make cycling a convenient way for locals and visitors to get around).

9.5 Support collaboration between tourism businesses to reduce the number of vehicle trips (and emissions) for visitors.

9.6 Advocate for improved public transport services and trials of non-fossil fuel public transport vehicles in the district. Explore the opportunity for trialling an electric public transport system within the district.

Queenstown Lakes District Quality of Life survey undertaken in October 2021, demonstrates respondents' perceptions of public transport are heavily location dependent. While the majority of respondents felt public transport was safe, agreement ratings dropped drastically for elements such as reliability, meeting the needs of residents and frequency of services.

As it stands, a minority of respondents used public transport as an alternative transport method. Some respondents expressed a desire to substitute car use for public transport use, however, until the standard of service delivery increases (through frequency and convenience), this was not perceived as a viable option.

Ultimately, there was a pressing desire amongst respondents for public transport to be more evenly accessible across the district as opposed to a few areas.

5.2 Impacts of COVID-19

Waka Kotahi recently commissioned research[12] to help understand the potential impacts of COVID-19 on land transport. The research found Queenstown Lakes will be the hardest hit district in New Zealand over the long-term due to its reliance on international tourism (domestic tourism will not make up for the shortfall), high proportion of migrant workers relative to labour force and reliance on net migration for population growth.

Treasury believes the most likely recovery scenario is a "slower" recovery with the effects on Queenstown Lakes lasting well into the next decade. However, this is highly dependent on the timing and rate at which international visitors are able and willing to travel to New Zealand, and the capacity of the tourism sector to recover from its losses in the short and medium term.

The report summarises the likely effects of the COVID-19 pandemic on the land transport system as follows:

> Transport needs to play its part in supporting the recovery of the tourism industry. Pre-existing growth pressures in Queenstown also need to be addressed.

> However, the current situation provides an opportunity to re-evaluate what is required and where, and the scale and sequencing of growth and investment to achieve objectives in the Queenstown Lakes Spatial Plan.

> There will be an on-going need for transport services to support COVID-19 recovery by improving access to employment and essential services for vulnerable communities.

> There will be on-going pressure on transport revenue as a result of the COVID-19 lockdowns.

[12] *https://www.nzta.govt.nz/planning-and-investment/planning/arataki/*

As local and central Government continues to build an understanding of these impacts on the local economy, some degree of investment in the land transport system is likely to be delayed as a result of resources being focused on more direct support for local communities and businesses that carry a higher priority in the immediate term.

Nevertheless, recent funding announcements (NZUP, economic stimulus funding and supporting local share) do provide confidence that the land transport system can be developed in a manner close to the trajectory envisaged pre-COVID.

6. Mode Shift Plan

Better Ways To Go is based on the three key areas of influence set out in the Transport Agency Mode Shift Plan 'Keeping Cities Moving' *(Figure 9)* to directly respond to the underlying causes of car dependency in New Zealand.

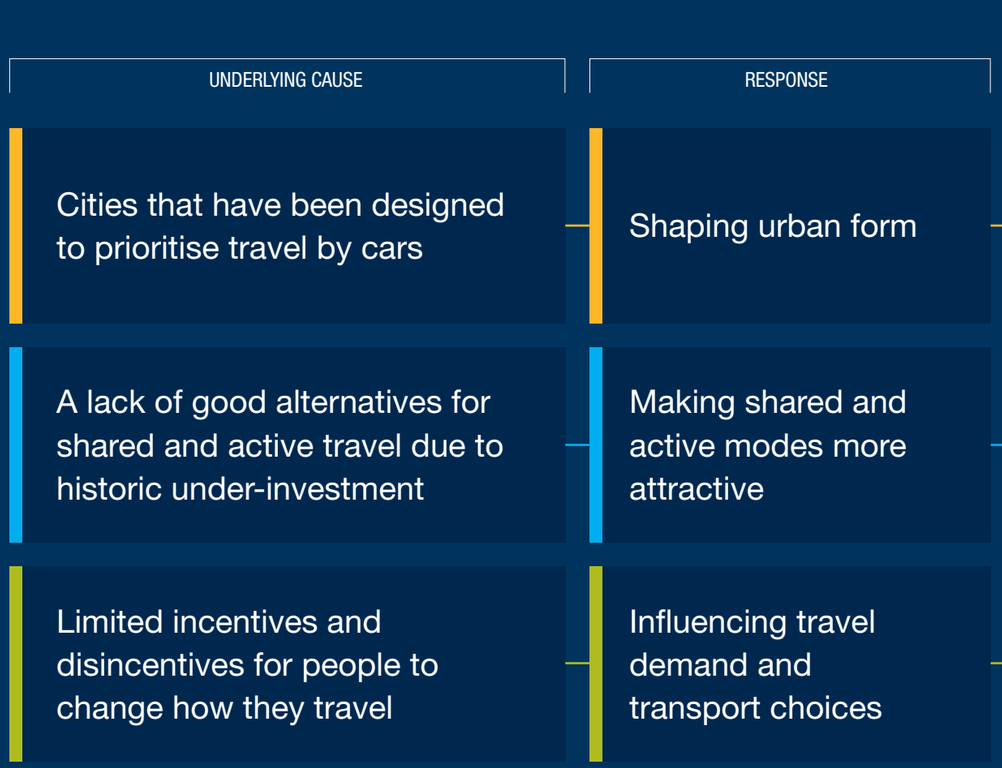


Figure 9 - Three key areas to target car dependency

KEY AREA OF INFLUENCE	INITIATIVE
Shaping urban form	Queenstown Lakes Spatial Plan
	Urban Centre Masterplans > Ladies Mile > Frankton > Wānaka
	Implement requirements of the NPS-UD
	Comprehensive Parking Management Plan
Making shared and active modes more attractive	**Walking & cycling infrastructure**
	Queenstown Town Centre street upgrades
	Wakatipu Active Travel Network
	Edith Cavell Bridge (Arthurs Point / Shotover River Bridge) replacement
	Wānaka Network Optimisation
	Schools To Pool - Wānaka
	Public transport infrastructure and services
	New Zealand Upgrade Programme
	Public Transport Level of Service Improvements
	Queenstown Arterial Route
	Stanley Street Bus Hub Improvements
	Queenstown Public and Regional Transport Interchange
Influencing travel demand and transport choices	Travel Demand Management Programme
	Comprehensive Parking Management Plan
	District Plan transport chapter (review and amendments as required)
	Transport Model replacement
	Transport Monitoring programme
	District Wide Network Operating Plan (incorporating One Network Framework measures)

Table 1 – Mode Shift Initiatives

6.1 Shaping urban form

The density and layout of our communities and neighbourhoods, as well as the streets and roads that link them together, have a critical impact on the likely relative attractiveness of different travel options. Throughout the second half of the 20th century, changes to New Zealand's urban form were intertwined with significant mode shift from public transport, walking and cycling to private vehicles. Land development at this time was often single-use, low-density form with disconnected street networks and wide, high-speed roads that made travel by any mode other than private car increasingly unsafe and unattractive.

Much effort has gone into reversing this trend over recent years, but more can be done so urban form better supports multi-modal travel options. The main ways to achieve this are:

- Enabling, supporting and encouraging housing and business growth in areas with better travel options.
- Locating significant public facilities near high quality public transport (ideally rapid transit).
- Ensuring the layout and design of new urban areas supports the use of public transport, walking and cycling.
- Improving the safety and attractiveness of streets to people walking and cycling.

Where, how and when urban development[13] takes place can have an enduring impact on the ways people choose to meet their travel needs. Land use change within the district has frequently been developer-led, via plan changes and individual resource consents, often resulting in land use development that is not always integrated with existing or planned transport infrastructure.

Along with the development of the Spatial Plan, and masterplans for key areas such as Queenstown and Wānaka Town Centres, Frankton and Ladies Mile, transport planning work has also progressed, with indicative networks being identified and funding sought to support major development areas. Ensuring public transport, walking and cycling play a strong role in meeting the future transport needs of these areas is a high priority.

As both land-use and transport planning work transitions to the next, more detailed phases, it will be essential for mode shift to remain a high priority in the design and development of these areas. Constructing 'connected grid' street networks (especially for footpaths and cycleways), predominantly using narrow and slow-speed streets, and ensuring plenty of safe crossing opportunities for pedestrians will be essential to making walking and cycling safe and attractive travel choices.

Furthermore, as areas start to develop and people move into newly completed houses, it will be important for them to have quality transport choices from 'day one' as travel habits are formed and residents make long-standing major decisions around how many vehicles they purchase.

Planning for mode shift also needs to focus on the key existing settlements where opportunities to support changes in travel choices in the short and medium term are most clear and reflected in recent planning and investments by central and local government.

[13] *Urban development here is used to mean the collective effects of demand for residential, community and commercial development brought about by population and economic growth.*

6.2 Improving infrastructure and services

A package of new transport initiatives and projects were the subject of the recent Queenstown Transport Business Case. The proposals within this programme level business case will transform how we get around over the next few years. This multimodal approach includes a much-improved walking and cycling network and public transport system and the potential for enhanced ferry services. It will provide efficient and reliable access for residents, visitors and goods while improving pedestrian safety and significantly reducing emissions - allowing Queenstown to 'Grow well – Whaiora'.

The proposed backbone of the new system is a Frequent Public Transport Network, initially between the Queenstown Town Centre and Frankton, and eventually extending east to Ladies Mile, and south to Jacks Point / Homestead Bay, via the Airport and Remarkables Park.

The frequent network will initially use buses with bus lanes and priority over cars at key intersections, along with a new bus hub on SH6 making for reliable journey times across peak periods. The system is designed to be scalable and can be upgraded as demand increases to accommodate a higher capacity. The government has allocated $200m towards the initial stage as part of the New Zealand Upgrade Programme and the COVID-19 Economic Stimulus Package. Initial works are expected to commence sometime after 2024.

An improved public transport network to service the main urban areas of the Whakatipu Basin and Wānaka will enable and support mode shift goals. The public transport network needs to offer a 'turn up and go' service that forms the backbone of the urban transport system. It must connect mixed use centres, providing quick, safe, low-emission access to jobs, schools and major community facilities (events centre, hospital) across the two corridors. High density development will be supported by public transport services in this corridor and in new and established centres.

An extensive active mode network will link many destinations across Whakatipu, with connections to Arrowtown and Arthurs Point. A sub-regional public transport network, or some type of on-demand service, may also provide a connection to Kingston and Glenorchy.

The current funded public transport infrastructure enhancements will provide for faster and more reliable services via:

- new bus lanes on SH6 and 6A
- new town centre bus hub to improve waiting facilities
- a new Frankton bus hub
- improved airport facilities

To complement these upgrades, park and ride facilities could also be introduced at key locations to provide a public transport option for commuters living in areas where the provision of a direct high frequency bus service is unlikely to be cost-effective in the short to medium term. Park and ride has recently been investigated with initial findings suggesting sites on both the Eastern and Southern Corridors offering the greatest potential to provide a convenient and attractive alternative for car drivers.

A second and more significant jump in public transport service provision is envisaged to coincide with new contracts starting in 2027.

This is anticipated to include further frequency enhancements, routing changes and the introduction higher capacity vehicles to accommodate increased demand on core routes.

Further changes are anticipated in 2030 and beyond as passenger demand approaches the capacity of the system and additional services are required. The potential ultimate public transport service network for the Whakatipu Basin is shown in *Figure 10*.

Whakatipu – Public transport and active travel networks

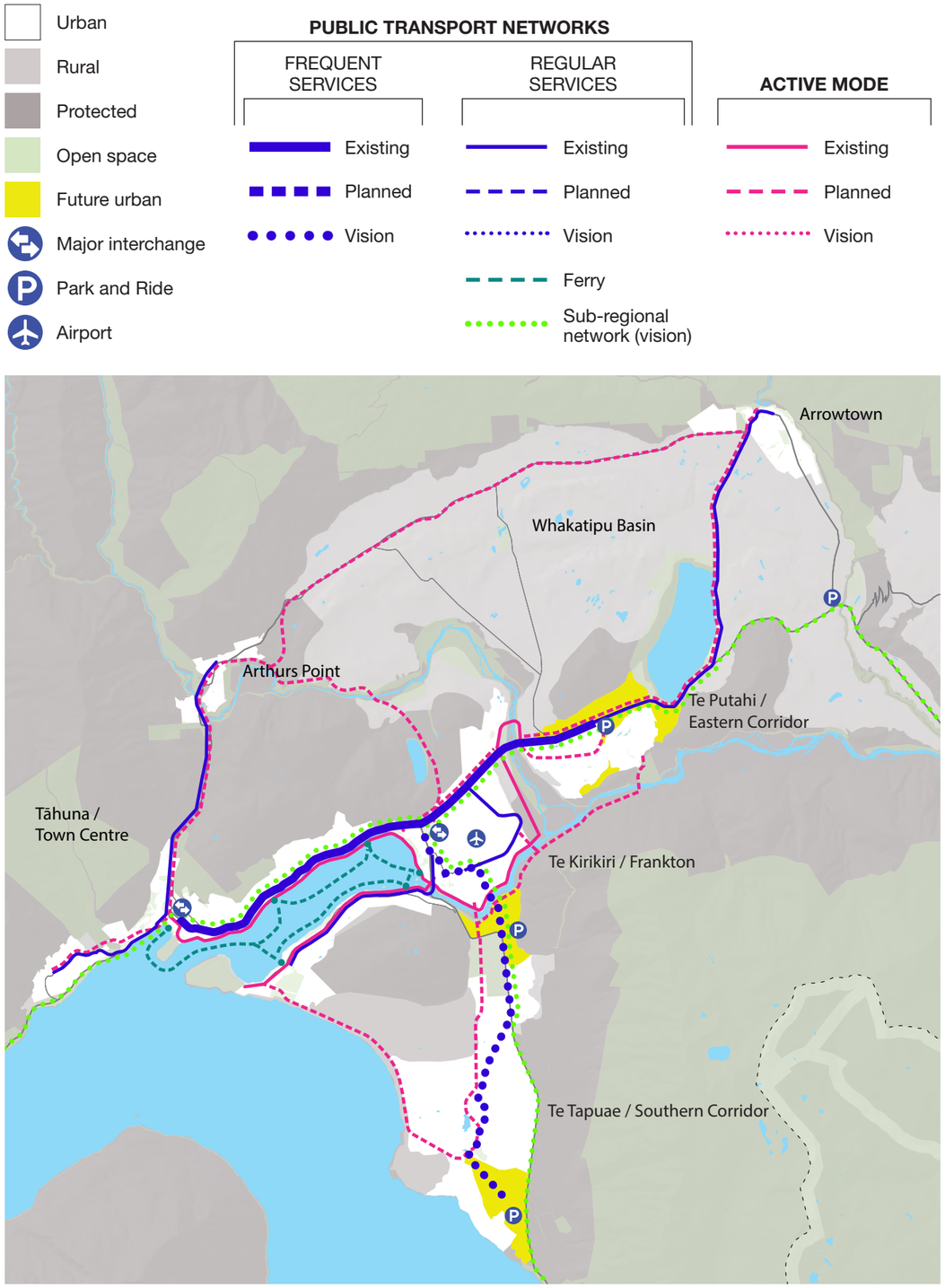


Figure 10 - Potential long-term bus network for the Wakatipu Basin

WALKING AND CYCLING

Stage 1 of an active travel network across the Whakatipu Basin has already been endorsed by the Way to Go partners through the Whakatipu Active Travel Network business case.

A phased approach to delivery of the network is already underway, with initial routes currently in detailed design and due for construction from 2021 / 2022. Subsequent tranches are anticipated to follow in the 2024 - 2027 investment period. The delivery of this network has been integrated with the ongoing work of the Queenstown Trails Trust[14].

There are a range of best practice principles designed to promote walking that should be integrated into planning and delivery of future development and land use change, including:

- Frequent and safe pedestrian crossings – Establishing pedestrian priority through well designed ground level pedestrian crossings along pedestrian desire lines allowing access from all directions.
- Information boards and wayfinding - Providing good wayfinding signage and other directional signals, such as pavement markings, assists interchange users in seeking out the simplest and most direct route between modes.
- Landscaping and street lighting - The pedestrian network must incorporate safe design measures such as clear sight lines, well-lit pathways, surveillance by surrounding land uses and provision for mobility and vision impaired users.
- Waiting and seating areas - Informal meeting and resting points, gathering places and landmarks all play an important role in providing a comfortable, usable pedestrian network.
- Amenities near transport interchanges - Locating local convenience services around transport hubs establishes a strong connection and opportunities for integration between the transport network and other land uses.
- Alternative street connections with active and vibrant street frontages - Street connections between transport modes provide scope for active frontages to capture the commercial opportunities, help to create on-street activity and enhance property values.

[14] *https://queenstowntrail.co.nz/maps-and-trails/*

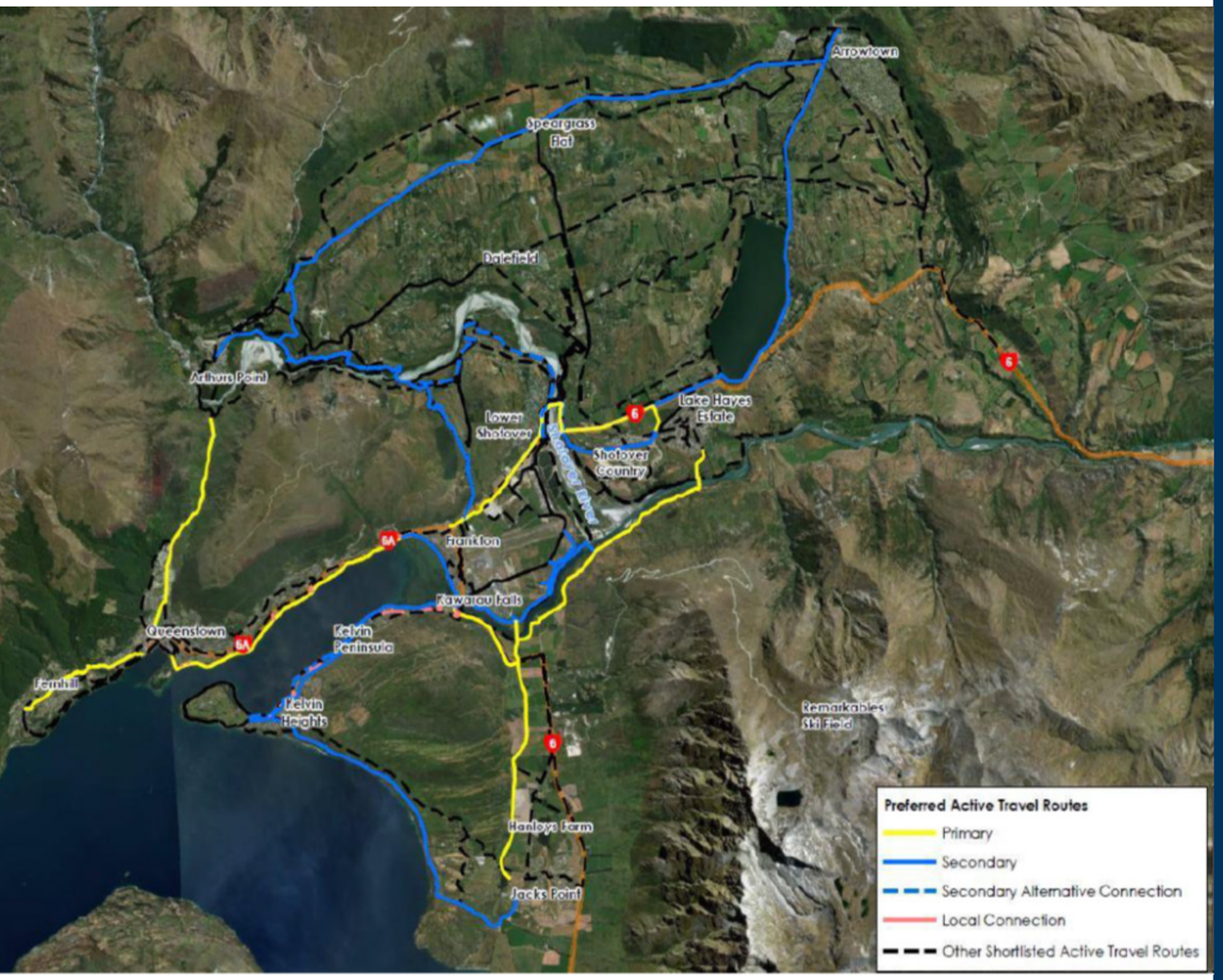


Figure 11 - Preferred Whakatipu Basin Active Travel Network

WĀNAKA / UPPER CLUTHA

Investigations are underway to better understand the future transport requirements in Wānaka, with a focus on identifying and delivering the overarching transport elements within the town centre and surrounds to maximise efficiency and effectiveness of the network. This will provide a multi-modal approach to managing transport supply and demand and will include the following:

- Define and develop walking and cycling networks as part of an integrated package of works. Routes will be prioritised and phased. High priority routes will be developed to a scheme design level, with low priority routes developed to a concept level.
- Pedestrian safety and access improvements, footpath widening, shared spaces, speed limits and lighting improvements
- Assess and develop improvements to the road network, including intersection upgrades to improve safety, active travel and capacity; traffic flow changes in the town centre; protection of future public transport corridors
- Investigation of Public Transport, including the potential use of trials.

Upper Clutha – Public transport and active travel networks

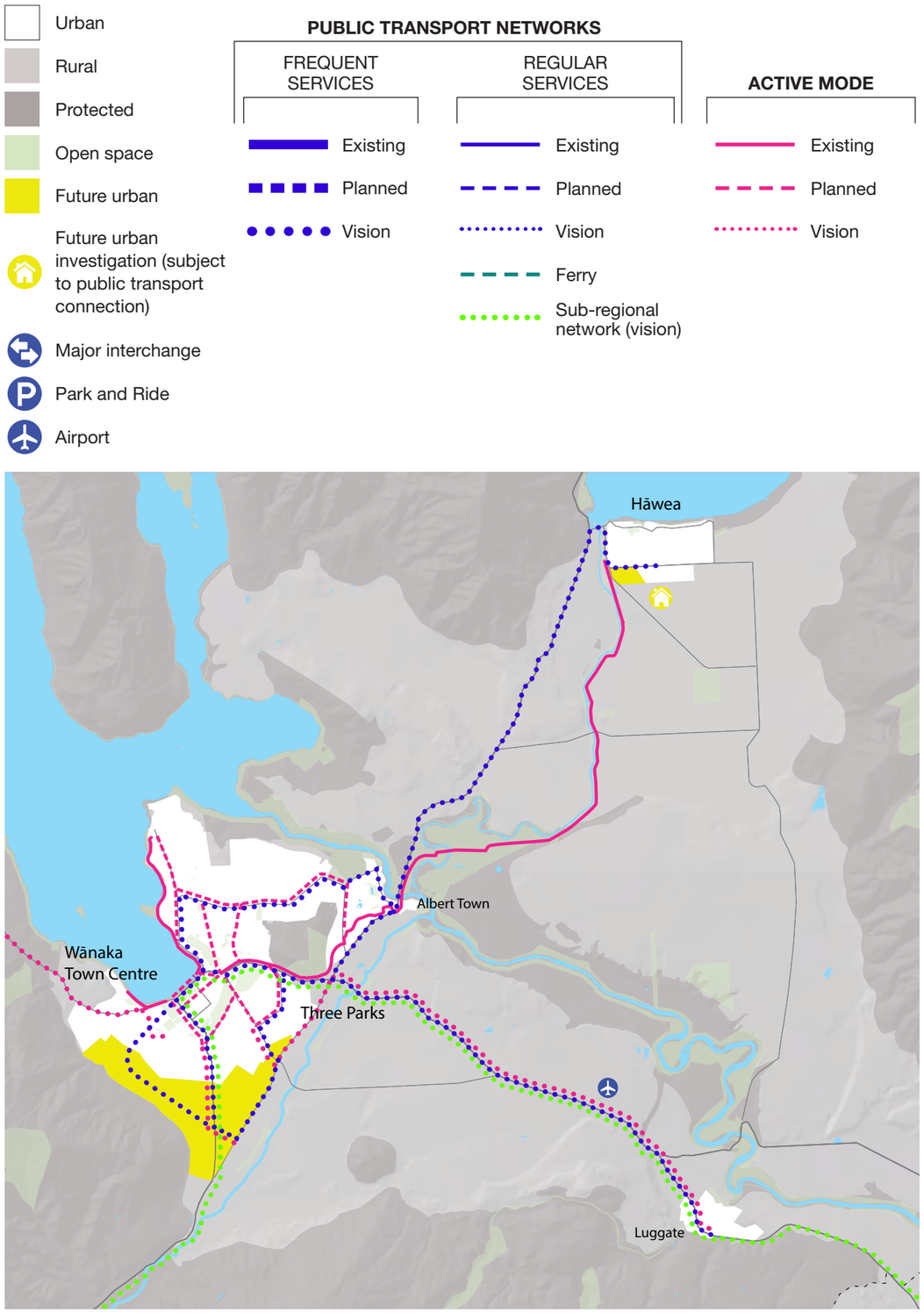


Figure 12 - Wanaka / Upper Clutha future Public Transport and Active Travel

6.3 Influencing the way people choose to travel

UNDERSTAND THE JOURNEYS PEOPLE MAKE

In order to use mode shift as a means to improve access and mobility, understanding the nature of the journeys people make is crucial to designing effective interventions and identifying the most effective measures to discourage Vehicle Kilometres Travelled (VKT) or additional vehicle trips. Key characteristics of different trip types that are relevant to mode choice include:

- *Trip length* – long trips by car, especially within major urban areas, generate the most congestion and emissions. Achieving mode shift for these trips will therefore generally deliver the greatest benefits.
- *Trip purpose* – trips to work and education are made very regularly, often individually, to higher density locations and at times of day when the transport network is under the most pressure. These trips may be easier ones to 'shift' to alternatives and achieving a greater share of journeys to school by active modes can deliver important life-long benefits. Trips for multiple purposes are often linked together, affecting the relative attractiveness of different modes.
- *Trip location* – journeys starting and/or ending in higher density locations are more likely to have the scale of demand that supports providing high-quality travel options. High traffic volumes in these locations also generate significant adverse effects on congestion, public health and emissions.

TRAVEL DEMAND MANAGEMENT (TDM)

Influencing travel demand and transport choices refers to the concept of travel demand management (TDM). TDM seeks to optimise the efficiency of the transport network by changing user behaviour, for example walking, cycling, carpooling, public transport, shared transport, and decisions not to travel or to travel at different times. Managing travel demand can be a cost-effective alternative to increasing road network capacity and delivers better environmental, social and economic outcomes.

TDM requires investment in a range of both hard (physical infrastructure) and soft measures (behavioural change).

SCHOOL AND WORKPLACE TRAVEL PLANNING

Travel behaviour change initiatives will take the form of school and workplace travel planning assistance offered to schools and businesses, particularly across Queenstown Town Centre and Frankton where the greatest gains are to be made in mode shift and where attractive alternatives for travel by cycle and bus will be developed over time.

When implemented alongside the significant improvements to active and shared mode offerings, evidence suggests behaviour change initiatives will in 70% of cases can achieve an additional 10% reduction in car use[15] over and above that achieved through the infrastructure alone. There may also be value in investigating school travel plan opportunities alongside walking and cycling improvements in the short term, so that more children are walking and cycling to school and reducing morning peak hour traffic.

[15] *https://www.nzta.govt.nz/resources/research/reports/661*

CAR PARKING AND SMART STREET MANAGEMENT

QLDC manages growing demands for scarce on-street space (including parking spaces) most effectively through controls, pricing and technology. The allocation of Council managed parking spaces is done to facilitate a wide range of activities and people's evolving needs as well as those of businesses. Car parking management can assist in:

- Progressive decrease of on-street car parking by conversion to higher value community use
- Improved parking with new technology and user fees linked to demand and land use
- Promoting shared mobility to reduce local congestion and demand for car storage
- A clear, fair and equitable system of parking control.

An integrated Parking Strategy will be developed to inform any changes required to the District Plans and enable the development of localised Comprehensive Parking Management Plans. The Parking Strategy will provide direction and measures to manage demand and optimise parking supply in support of mode shift. It will be future focused and provide for all users, including visitors, commuters, freight and public transport.

The supply of public parking (location, cost and type) will also be controlled appropriately over time to support mode shift goals, with an emphasis on serving the demand for short term parking in Queenstown and Frankton and discouraging long term commuter parking, where high quality public transport, walking and cycling alternatives will be provided. This dual approach of both positive and negative incentives, along with travel planning, will result in greater uptake of walking, cycling and public transport than by just providing the improvements alone.

Linked to this, implementation of the National Policy Statement on Urban Development 2020 by local authorities will support mode shift. By February 2022 any minimum parking requirements set in the District Plan will have been removed. In addition, intensification policies will be introduced to the District Plan which will, over time, increase density within existing and proposed urban areas commensurate with their level of public transport accessibility.

7. Implementation

7.1 Funding

Significant investment has already been made around the funding of key components of the Mode Shift Plan. A full picture of implementation, actions and priority is still emerging for mode shift activities across the district, and the plan will remain a live document, updated periodically to reflect new information. Related business case work is ongoing and will confirm the interventions in locations not already addressed through the New Zealand Upgrade Programme (NZUP) or the economic stimulus package (ESP).

Funding for activities in this plan will come from a range of sources. The New Zealand Upgrade Programme group of activities in the Whakatipu Basin is already funded by the Crown[16] and Waka Kotahi will lead delivery of these activities. The Economic Stimulus Package funds a further range of activities that are a mix of Queenstown Lakes District Council and Waka Kotahi led.

All remaining activities (for Waka Kotahi, ORC and QLDC) will be subject to funding confirmation through the development of successive QLDC and ORC Long Term Plans, the Otago / Southland Regional Land Transport Programme and the subsequent National Land Transport Programme from the Waka Kotahi NZ Transport Agency Board.

THERE ARE FUNDING ISSUES THAT WILL NEED TO BE ADDRESSED

The impact of COVID-19 on funding sources and capacity to respond to mode shift is the largest issue facing the funding of mode shift activities. At this time, when economic limitations and stimulus on its own might seem like a priority, a key challenge is to ensure our investments and activities continue to prioritise mode shift and help address emissions and health challenges at the same time.

Resilience is important, there may be ongoing outbreaks of COVID-19 in New Zealand, another health crisis or other unexpected event that has an impact on travel or travel patterns such as a large earthquake or storm event. As the transport system is adjusted to support increased mode shift, it will be important that investment decisions take into account our ability to respond to these events and to plan for the longer-term impacts of climate change which will increase the likelihood and severity of many of the hazards we face.

This plan points investment partners towards investment in both land use changes and transport initiatives. The emission reduction potential of stand-alone transport policies will only get us so far, when combined with land use intensification around public transport infrastructure and other land use initiatives to encourage walking and cycling, the benefits of each can be combined for an even greater impact on mode shift and emission reduction than these changes would enable on their own.

This plan is intended to support bold and smart investment decisions by leaders and politicians that not only support economic activity but that also support mode shift, emissions reductions and to improve health outcomes. It seeks a new approach to reducing emissions in the Queenstown Lakes District that benefits from the combined impact of targeted land use with transport initiatives and that will have a better chance of contributing to New Zealand's ability to reach net zero emissions by 2050.

[16] *Crown funding comes directly from central Government and is not from the National Land Transport Fund.*

7.2 Building community support

Building community support for mode shift is vital, especially where changes to the layout and operation of existing streets is required. There is generally strong support for providing better travel options – but changing street design and travel habits quickly becomes highly localised and personal, presenting challenges in implementing the very initiatives that improve travel options.

Therefore, building community support should seek to provide information about easy ways to travel and build a story about positive experiences on our public transport network or about workplaces providing flexibility.

As projects progress through business cases and into detailed design, a range of opportunities are made available for the community and other stakeholders to learn about proposals and express their views on them. This can take place as part of shaping ideas in the formative stages of business cases through to formal consultation on detailed proposals for implementation.

Initiatives that would help to build community support, include:

- A Streets for People approach to involve the community in on-the-ground testing of changes to our streets before they become permanent. This will help with community support for permanent changes because they will get the chance to see how they work on the street and will have buy-in as a result of contributing to the design process.
- Readily available journey time information and accurate real time information, including mobility-as-a-service initiatives to empower individuals to make daily decisions to improve on mode shift.
- Communication campaigns that draw on peoples' shared values rather than focusing on more detailed technical and information about individual impacts, to help re-shape the conversation and better support behaviour change.

7.3 Monitoring outcomes

Waka Kotahi will use Regional Land Transport Plan reporting to update the Minister on progress with delivering the Mode Shift Plan, as part of reporting on the national Mode Shift Plan and the plans for each of the main centres/regions

Monitoring delivery of the actions in ***Better Ways To Go*** is essential to its success. This will be done as part of wider Way To Go and QLDC implementation processes in the following ways:

- An overall transport monitoring plan is being developed by QLDC which includes mode shift metrics such as walking, cycling and public transport patronage counts as well as mode shares at key points in the network at more frequent intervals than the five-yearly census.
- This will be important to complement levels of service monitoring including pedestrian wait times at crossings, cycle path surface quality and lighting and bus passenger journey time and service reliability.
- This will include reporting against mode shift targets, which will be established as part of finalising business cases. District wide mode shift targets will not be appropriate for this plan because the district is diverse, with a mix of urban, peri-urban and rural communities that will have a range of opportunities to access active and shared modes.
- Emerging local parallel programmes and Government policy requirements, such as the Emissions Reduction Plan, Climate and Biodiversity Plan and the Tourism Destination Management Plan will also require monitoring to ensure ongoing alignment. These will be added to the monitoring programme, with additional implementations identified in the mode shift initiatives if required.

Appendix 1

Mode Shift Initiatives

INITIATIVE (LEAD AGENCY)	PROGRESS	TIMINGS (AS AT MARCH 2022)
Queenstown Lakes Spatial Plan (QLDC)	Spatial Plan completed. Governance Structure established. Joint Work Programme being initiated.	March 2022 onwards.
Urban Centre Masterplans (QLDC) > Ladies Mile > Frankton > Wānaka	Ladies Mile Masterplan completed, draft District Plan Provisions to be developed and publicly notified. Frankton Masterplan complete – to be reviewed following Public Transport Services Business Case. Wānaka Masterplan and Transport Programme Business Case being progressed through the Network Optimisation Business Case.	May 2022 2023/2024 Procurement phase started March 2022.
Implement requirements of the NPS-UD (QLDC)	Parking conditions removed and subsequent amendments made. Further requirements progressing.	February 2022 March 2022
Whakatipu Active Travel Network (QLDC / Waka Kotahi)	Stage 1 design ongoing, construction to follow immediately. Stage 2 design complete on 3 / 4 routes. Construction funding required. Stage 3 partially delivered through Street Upgrades programme, remainder requires funding approvals, design and construction.	2023/2024 2024 – 2027 2024 - 2027

INITIATIVE (LEAD AGENCY)	PROGRESS	TIMINGS (AS AT MARCH 2022)
Edith Cavell Bridge (Arthurs Point / Shotover River Bridge) replacement	Business case complete. Bridge Feasibility Report – required to confirm sites for both structures.	2021 June 2022
Wānaka Network Optimisation (QLDC)	Business case procurement. Business case.	June 2022 December 2022
Schools To Pool - Wānaka (QLDC)	In design phase, moving to construction following consultation.	By 2024
New Zealand Upgrade Programme (Waka Kotahi)	In design phase moving to construction.	By 2024
Public Transport Improvements (ORC)	Business case in procurement phase. Business case.	March 2022 April 2022 – April 2023
Queenstown Arterial Route (QLDC)	Stage 1 - under construction. Stage 2 - in design for elements 2A and 2B. Stage 3 - Lakeview section under construction. Stage 2 and 3 remainder – further design.	By 2024 June 2022 By 2024 By June 2023
Stanley Street Corridor Improvements (Waka Kotahi)	Design phase.	2024 - 2027
Queenstown Public Transport Interchange (QLDC / ORC)	Design phase.	By June 2023
Travel Demand Management Programme (QLDC)	Business case.	2022 / 2023
Comprehensive Parking Management Plan (QLDC)	Information gathering and strategic plan. Localised CPMPs.	By December 2022 2022 / 2023
District Plan transport chapter (review and amendments as required) (QLDC)		Ongoing.

INITIATIVE (LEAD AGENCY)	PROGRESS	TIMINGS (AS AT MARCH 2022)
Transport Model replacement (QLDC)	Scoping phase. Business Case.	By June 2022 2024 – 2027
Transport Monitoring programme (QLDC)	Scoping phase. Business Case.	By June 2022 2024 – 2027
District Wide Network Operating Plan (Incorporating One Network Framework measures (QLDC)	Scoping phase. Business Case.	By June 2022 2024 – 2027

Appendix 2

Mode Shift Performance Measures

Table 2 - Potential Mode Shift performance measures

PERFORMANCE MEASURE	SOURCE, FREQUENCY	BASELINE = (2018 UNO)
Public transport reliability	Orbus real time information, monthly	TBD
Public transport spatial coverage – households within 500m	ORC/QLDC GIS, annually	TBD
Number of pedestrians	Manual counts at key sites, annually	TBD
Number of cyclists	Manual counts at key sites, annually	TBD
Number of public transport boardings	Orbus ticketing data, monthly	TBD
Perception of safety and ease of walking	User survey, annually	TBD
Perception of safety and ease of cycling	User survey, annually	TBD
Pedestrian time lost due to intersection delay	Manual survey, annually	TBD
Percentage travel on cycle network classified as complying with defined level of service (facility type)	Manual survey, annually	TBD
Mode shares at key sites	Manual counts at key sites, annually	TBD

PERFORMANCE MEASURE	SOURCE, FREQUENCY	BASELINE = (2018 UNO)
Single occupant vehicle mode share for journey to work	Census, 2018, 2023, 2028	59%
Multiple occupant vehicle mode share for journey to work	Census, 2018, 2023, 2028	7%
Work from home mode share	Census, 2018, 2023, 2028	14%
Public transport mode share for journey to work	Census, 2018, 2023, 2028	5%
Cycling mode share for journey to work	Census, 2018, 2023, 2028	3%
Walking mode share for journey to work	Census, 2018, 2023, 2028	12%
Public transport[17] mode share for journey to education	Census, 2018, 2023, 2028	22%
Cycling mode share for journey to education	Census, 2018, 2023, 2028	6%
Walking mode share for journey to education	Census, 2018, 2023, 2028	16%
Transport CO_2 emissions	QLDC, annually	264,430 TCO_2e (2017)
Emissions Reduction Plan		
Passengers (numbers/kilometres) travelling by bus within the district		
Counters on key active travel routes		
Community satisfaction with public transport in the district		
Percentage of community who regularly use an alternative transport method		
Number of public EV charging ports in the district		
Number of bike parking facilities		

[17] *Includes trips on school buses and scheduled bus services.*

PERFORMANCE MEASURE	SOURCE, FREQUENCY	BASELINE = (2018 UNO)
Length of improvements/additions to active travel network		
Transport greenhouse gas emissions		
Number of households within 400m of high frequency public transport (15-minute frequency)		
Tourism Destination Management Plan		
Tourism businesses are aware of their carbon footprint, measure it and are actively working to reduce it		
Visitor travel within the district is coordinated to reduce reliance on private vehicles and reduce carbon emissions		
The district is a net zero carbon community with sustainable gross emission reductions at least in line with science-based targets aiming to restrict average global warming to 1.5 degrees by 2050 at the latest		
Public transport is a first-choice option for visitors		
Visitors increasingly use local trails for biking and walking to move around and explore the district		

Better Ways To Go

MAY 2022

WAY TO GO

QUEENSTOWN LAKES DISTRICT COUNCIL

Otago Regional Council

WAKA KOTAHI NZ TRANSPORT AGENCY