

QLDC Council  
26 February 2015

Report for Agenda Item: 6

**Department:**  
**Infrastructure**

**Draft Queenstown Town Centre Transport Strategy**

**Purpose**

- 1 To obtain Council approval to consult over the draft Queenstown town centre transport strategy

**Recommendation**

- 2 *That Council:*
  - a. **Approve** the draft Queenstown town centre transport strategy for consultation, on the basis that consultation material is approved by the Mayor and Councillors Cocks and Forbes.

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11/02/2015

Reviewed and Authorised by:



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12/02/2015

**Background**

- 3 The June 2014 meeting of Council considered a report on the Inner Links project. One of the Council's resolutions was to:  
Direct the Planning and Infrastructure Group to report to the Council on the proposed town centre transport strategy by February 2015.
- 4 This report is in accordance with that resolution.

**Comment**

Strategy development process

- 5 The development of the draft strategy has followed the business case approach prescribed by NZ Transport Agency.

- 6 At the outset, workshops were carried out, with NZTA, ORC, and Chamber of Commerce to develop district wide priorities for strategy review. The approach taken is illustrated by the following diagram

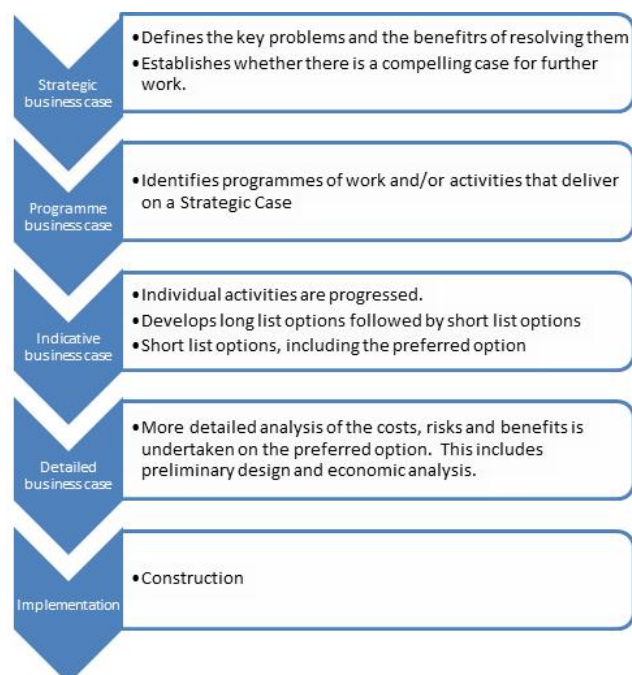


- 7 The priority areas are the 6 'portfolios' along the bottom of the diagram. Work on the Queenstown town centre, Wanaka and Frankton Flats arterials is presently underway.
- 8 Through the LTP process councillors will also recall funding provision being sought for a public transport business case. This has been added to the portfolios in response to ORC's proposed timing of their review of Wakatipu public transport services and will address council responsibilities for public transport improvements (principally infrastructure related).
- 9 In following the business case approach, the strategy does not seek to address every transport issue facing the town centre. Rather, the process seek to focus on the key problems facing the town centre and develop responses where these can be expected to deliver meaningful benefits.

- 10 Regular review of the problems / benefits is required to test their continuing relevance, and the relevance of the strategy.

- 11 Under a typical business case approach the translation of strategic directions into implementation of projects and programmes would go through several levels of development. This is illustrated by the diagram to the right.

- 12 Each level represents a narrowing down of options and greater detail of investigation while continuing to



test the effectiveness of the proposals against the key problems and benefits identified through the strategic business case. This process requires consideration of options at each level, with repetitive reference back to the key problems that provided the original terms of reference for action.

- 13 The approach anticipates that some projects, because they present low in risk and/or cost, can be implemented early in the process without further investigation. 'Point of entry decisions' can be made to enable projects to leap frog business case steps.
- 14 The strategy that is reported to Council by this report is - in NZTA terminology - a 'programme business case'.
  - a. It has followed the development of a strategy business case that - by identifying key transport problems and meaningful benefits from resolving them - presented compelling reasons for the programme business case to be developed.
  - b. The recommendations cover a range of further activities including
    - More detailed investigations (business cases)
    - Design & implementation
- 15 The process has sought to make use of experience and expertise that lies with agencies and their stakeholders – making extensive use of workshops to extract thinking on issues, rather than early engagement of consultant advice.

### Strategy Overview

- 16 The attachment to this report contains the draft strategy. It is intended that this attachment will provide the basis for the material provided for the public consultation process.
- 17 The key area of consideration of options has been through the development of strategic directions scenarios Five broad scenarios - were considered and evaluated through a workshop facilitated by NZTA's Transportation Planning Manager. A spreadsheet summarising the options evaluation is attached (Attachment B). In summary
  - a. The do nothing/minimum scenario and the 'alter pedestrian movement in town' were viewed as ineffective in addressing the transport problems highlighted by the strategic business case
  - b. Of the remaining three scenarios
    - i. Scenario 1 (reduce the number of commuter vehicles coming into the town centre) and 2 (alter mode split of vehicles entering the town centre) were seen as implementable in the short and medium terms because they had elements that would be relatively low cost to implement, while the do maximum scenario (Scenario 4) would entail high cost and implementable over the 5-20 years period.
    - ii. Scenario 2. 'Alter mode split of vehicles entering the town centre' was regarded as most capable of delivering the benefits, followed by Scenario 4 'Do Maximum'. The scenario 2 shortcoming was seen in its ability to deliver improved liveability

and visitor experience – this is a consequence of this scenario being based primarily on constraining vehicles. Scenario 4’s shortcomings relate to its affordability and potential investment inefficiency.

18 As a consequence, a two pronged approach to the three transport markets was supported. This is summarised by the following table.

Market Segment	Lead Scenario	Supporting actions
<b>LOCAL COMMUTERS</b>	<p><b>REDUCE NUMBER OF VEHICLES INTO THE TOWN CENTRE</b></p> <p>Initial focus on parking management and use of parking as a revenue tool for buying cycling, walking and public transport improvements.</p> <p>Proposed on basis of</p> <ul style="list-style-type: none"> <li>• opportunities to improve management of parking in line with the district’s priorities</li> <li>• operation of under-utilised public transport system</li> <li>• opportunities to implement low cost improvements to cycling and walking</li> <li>• Key risk is around changes to the perceived and actual changes to town centre accessibility relative to other centres.</li> </ul>	<p>Institute changes to cycling, walking and public transport that can be funded through parking revenue fund and the initial long term plan provision (\$150k pa over three years)</p> <p>Institute major changes in public transport following ORC network review (timed for 2016/17).</p>
<b>VISITORS</b>	<p><b>ALTER THE MODE SPLIT OF VEHICLES ENTERING THE TOWN CENTRE</b></p> <p>Initial focus on developing positive measures to encourage visitors to use public transport on targeted routes (airport to town centre, town centre to ski fields).</p> <p>Acknowledges that</p> <ul style="list-style-type: none"> <li>• visitor mode shift needs to be led by positive experience</li> <li>• Mode shift can be led by</li> <li>• Visitors are unlikely to be influenced by parking change increases</li> <li>• targeted changes can affect congestion significantly</li> </ul> <p>Key risk is that positive improvements (improve bus services) will need to be supported by targeted parking constraint.</p>	<p>Potential to target parking constraint to influence visitor use of car</p>
<b>SCHOOL TRAVEL</b>	<p><b>ALTER THE MODE SPLIT OF VEHICLES ENTERING THE TOWN CENTRE</b></p> <p>Support improved public bus services as part of the MoE transition from the school bus service</p> <p>Institute road improvements for safe pedestrian routes between home/school and bus stop.</p> <p>Focus is on protecting high level of existing bus use.</p>	<p>Parking management to ensure traffic congestion around school gates is managed.</p>

19 Key points from the strategy include:

- a. The strategy provides a series of elements for the short term (2015/16 – 2017/18), medium term (2018/19 – 2024/25) and long terms (2025/26-2044/45)
- b. Targets for changing use of the different transport modes will lead the strategy. A key driver is that 20% of vehicle trips to and from the town centre will switch to other more sustainable modes. The annual March traffic and parking surveys will be used to provide refined targets that will be reported to the June Council meeting when, it is proposed the results of the proposed consultation will be reported back.
- c. In order to get some consistency in approach between the treatments of the modes within the different portfolio strategies, a series of 'mode development principles' was developed with NZTA and ORC. These are explained within the strategy document.
- d. It addresses the four components of the transport network that we influence
  - i. Parking and other end-of-trip facilities
  - ii. Roads, roadsides and pathways
  - iii. Transport information
  - iv. Public transport servicesFor each of these areas the strategy proposes a series of principles, specific to the town centre strategy.
- e. Much of the strategy is predicated upon significant improvements being made to public transport services. The ORC will complete a comprehensive review of Wakatipu Basin services by the end of 2016. It is not proposed that measures that make travel by car less convenient be implemented ahead of those service improvements. At the same time two projects to encourage visitors to use public transport will be carried out looking specifically at the airport to town centre journey, and the journeys between the town centre and skifields.
- f. The key impact of the strategy will be felt in the management of parking. The strategy proposes bolstering the existing tiered approach to parking controls where parking turnover is promoted at the core of the town centre and gradually relaxed with distance from the core. A new tier, covering the town centre periphery is proposed where commuters parking for longer than 3 hours in this area would need to pay. Parking revenue would be used to fund transport improvement projects within the town centre.
- g. The strategy proposes a re-think on the priorities given to street functions within the town centre. In order to improve the attractiveness of cycling and walking and to signal opportunities for street improvements, it is proposed that higher priority be given to cycling and walking flow than that given to on-street parking

- h. Investigations will be undertaken into roading improvements including those that assist traffic flow and/or give other road users (such as buses and cyclists) priority. Also in the shorter term, signalling key intersections will also be investigated by NZTA this coming year.
- i. It is recognised that big improvements need to be made in the area of transport information, for those needing information on how to get around, and for those that need information during their journeys. Information provided by the various agencies that people go to is inconsistent and often incomplete. Agencies will be invited to work on a coordinated plan to address these shortcomings. In the immediate term, however, information improvements at bus stops and pedestrian wayfinding for the town centre will be considered.

- 20 The strategy actions are confined largely to the town centre. However key actions outside the town centre will be picked up by other business case work, most notably the Frankton Flats Business case and the Public transport business case. This will address measures that came up through the strategy development such as
- a. the improvement of public transport stop/interchange facilities outside the town centre
  - b. park'n'ride
  - c. cycle facilities on key arterial roads.

### **Financial Implications**

- 21 Programmes and projects set out in the strategy will generally be undertaken by Council. The exceptions are
- a. Projects affecting the state highway (Stanley Street and Shotover Street). These will be led and funded by NZ Transport Agency
  - b. Projects affecting public transport services. The review of the Wakatipu public transport network will be led by the Otago Regional Council.
- 22 In terms of Council's expenditure the proposed strategy has been developed within the constraint of the \$150,000 per annum over the next three years. This is consistent with the funding proposals within the Council's draft LTP and our bids for NZTA funding through the Regional Land Transport Programme process.
- 23 No assumptions have been made regarding the potential contribution of parking revenue towards transport improvement projects as approval.

### **Local Government Act 2002 Purpose Provisions**

- 24 This report is in line with section 10 of the Local Government Act. In proposing a transport strategy for the Queenstown town centre it is promoting measures "to meet the current and future needs" for local transport infrastructure and services.

## **Council Policies**

25 The following Council Policies were considered:

- The Wakatipu Transportation Strategy
- The Significance and Engagement Policy

26 The Wakatipu Transportation Strategy was adopted by Council in 2007. The strategy, and the technical reports that sit behind it, provide relevant information to be taken into account in the development of this strategy.

## **Consultation**

27 It is proposed by this report that consultation over the draft strategy and the development of public transport service standards be undertaken in March and April 2015. The proposed consultation will comprise

- a. Publication of a strategy document, to be approved prior to release by the Infrastructure portfolio councillors (Councillors Cocks and Forbes) and the Mayor.
- b. An “open day” in March, with material
- c. A process for receiving comments on the strategy. It is intended that these, together with proposed amendments to the draft strategy, be reported to the Council’s June meeting.

## **Attachments**

- A Evaluation Table – Strategic Scenario Options
- B Draft Queenstown Town Centre Transport Strategy

## Attachment A: Evaluation Table – Strategic Scenario Options

Programme Scenario	0. Do-Minimum	1. Reduce number of vehicles into the town centre	2. Alter mode split of vehicles entering the town centre	3. Alter pedestrian movement in town	4. Do Maximum
Possible high level options	No major projects. Maintenance, signs/lines, better info, parking review, plan change, BAU	Parking controls, intersection upgrades, shared use, park and ride, increase density of land use	Walking, cycle connections, PT provision, PT hub, parking controls?, cycle/scooter hire, marketing, park and ride	Signalising of intersections etc., corraling, fencing, traffic calming, pedestrianisation, pedestrian priority, shared use	Parking controls, pedestrianisation, bus priority, walking, cycling, road infrastructure, parking controls
Cost (range)	\$	\$-\$-\$-\$-\$	\$ - \$-\$-\$-\$	\$ - \$\$	\$-\$-\$-\$
Time (range)	Ongoing	1 yr – 5yr	1 yr – 10 yr	1 yr – 3yr	5 yr – 20 yr
Risks:					
Technical	Continued increase in vehicles	Where to put options such as park and ride – land use availability	May have limited take up – no mode shift – sunk cost	Ability to get retail buy in	Funding
Operational	Liveability compromised	Public reaction – lack of choice/understanding of benefits	Getting it wrong	Limiting the flow of pedestrian movement	Sunk cost – limited take up
Financial	Safety risk increased? – minor injuries	Timing	Timing – implementing things at the wrong time	Doesn't limit the number of vehicles	Timing of programme
Stakeholders	Increase in congestion at peak times – will spread the peak	Might not achieve reduction in vehicles needed – induced demand	Technical issues – e.g. the right PT, altering road space	Doesn't provide for alternative modes – future provision of modes	Not practically feasible – technically
Environmental	Impacts on PT commercial operations	Locals may avoid town centre – effects on business	Possibly increase safety issues	Could alter surrounding network movements	Won't achieve the objectives
Safety	Harms ability to attract conference centre	Doesn't provide alternative options	Increase the conflict of modes	Access to the CBD	Still all things to all modes
Economic	Increased environmental impacts	Funding availability	Restricts some accessibility	Increase severance	Cost
Accessibility	Impact on business	Sunk cost – e.g. might not get uptake of something like a park and ride	People will be in cars anyway – tourists	May not alter modal shift	
Political	Trips will take longer	Reputational risk	Loss of convenience	Push conflict out to fringes – local effects	
	Parking will be harder	Limits accessibility for those without a car	Increase maintenance costs		
	Lose business to Frankton possibly	Time to implement			
	Financial growth impacted	Enforcement			
Dis-benefits	Diminish the quality of the experience – economic impacts, competition from others	Restricts some accessibility to CBD	Might not restrict/reduce the number of vehicles into the CBD if not take up	Not alter the number of vehicles	Affect locals on alternative routes
Dependencies	Still reliant on vehicles	Singular approach	Weather	Stakeholder buy in	Lots of money and may not achieve change
	That visitor expectations will not change	Loose of convenience	Quality of footpaths not support this	Other policies – e.g. parking	
		That the market will respond to fill the gap	Coordination between agencies	Education	Transport hubs
		Land availability	Other policies e.g. parking complimentary facilities	Link vs place	Take up
		Enforcement			
Benefits:					
	Improved access to the CBD by all modes – 15%	x		x	
	Improved functionality of the town centre network for all users – 50%	x			
	Improved liveability and visitor experience – 35%	x			